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PROBLEMS AFFECTING THE SUPERINTENDENCY AS EXPERIENCED IN
MICHIGAN PUBLIC SCHOOLS DURING THE PERIOD 1972 THROUGH 1984

Michigan State University

Ph.D. 1986

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PROBLEMS AFFECTING THE SUPERINTENDENCY AS EXPERIENCED
IN MICHIGAN PUBLIC SCHOOLS DURING THE
PERIOD 1972 THROUGH 1984

By

Margaret ("Dolly") McMaster

A DISSERTATION

Submitted to
Michigan State University
in partial fulfillment of the requirements
for the degree of

DOCTOR OF PHILOSOPHY

Department of Educational Administration

1985

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MARGARET ("DOLLY") McMASTER

1985

ABSTRACT

PROBLEMS AFFECTING THE SUPERINTENDENCY AS EXPERIENCED IN MICHIGAN PUBLIC SCHOOLS DURING THE PERIOD 1972 THROUGH 1984

By

Margaret ("Dolly") McMaster

The purpose of this study was to determine the problems experienced by superintendents in Michigan between 1972 and 1984 that adversely affected their ability to direct their districts, which resulted in turnover.

Research data gathered for this study were derived from a two-pronged approach. Both the statistical and the descriptive reporting of data being documented were founded in empirical evidence. The study was one in which selected job-related factors and their degree of relationship to superintendent effectiveness and turnover were investigated, involving the period 1972 through 1984. The population used for generating statistical analyses included the total population (521) of Michigan superintendents. Of the 521 surveys mailed, 366 (70%) were returned.

To develop statistical analyses as well as receive feedback for descriptive research from superintendents in the field during the period 1972 through 1984, a survey instrument was developed and used.

Margaret ("Dolly") McMaster

The instrument comprised 22 items constructed to compile demographic data and data for conducting statistical tests concerning perceptions of superintendents as to the problem areas having significant adverse effects on their effectiveness resulting in turnover.

The major findings were as follows:

1. Problems experienced in Board-Superintendent Relations had a significant influence on reasons for turnover.
2. Board Member Elections, in effect board incumbent defeats, had a significant effect on turnover.
3. Superintendency turnover was found to be independent of problems experienced in Communications/Public Relations.
4. Public Pressure applied through Special Interest Groups had no significant effect on turnover.
5. Turnover was found to be independent of problems experienced in Staff Conflicts.
6. Financial Difficulties were found to have no significant relationship to turnover.
7. Turnover was independent of difficulty experienced in Management Problems.
8. No statistically significant relationship was found between previous superintendency experience and perceptions of the seven variables.

Dedicated to:

Anna Collins Newmeyer, Mother,
in memoriam for the work ethics and the valuing of an
education she instilled in me;

Louis Romano, Professor, Advisor, and Friend,
for his kindness, patience, and personal encouragement to
his student;

Fred McMaster, Husband and Ally,
for his unwavering support in the pursuit of this goal and
his unflinching belief in my ability to achieve it;

Dr. Jim Costar and Dr. Lonnie McIntyre, Committee Members,
for their time and assistance;

Dr. Dan Kruger, Committee Member,
for his thoroughness and inspirational comments;

and

Dr. Don Elliott, Executive Director, MASA,
for his guidance and trust.

TABLE OF CONTENTS

	Page
LIST OF TABLES	vi
LIST OF FIGURES	ix
 Chapter	
I. THE PROBLEM	1
Introduction	1
Purpose of the Study	1
Significance of the Problem	2
Definition of Terms	8
Assumptions and Delimitations of the Study	10
Hypotheses and Research Question	11
Hypotheses	11
Demographic Data Research Question	11
Selection of Sample	12
Statistical Procedures	12
Organization of the Dissertation	12
II. REVIEW OF RELATED LITERATURE	14
What Is Happening to Superintendents?	14
Problems Affecting Superintendency Effectiveness	
and Turnover	22
Board-Superintendent Relations	22
Board-Member Elections	30
Communications/Public Relations	35
Public Pressure/Special Interest Groups	41
Staff Conflicts	50
Management Problems	58
Financial Difficulties	67
Summary	76
III. PRESENTATION OF THE DESIGN PROCEDURES	82
Research Design	82
Population	83
Statement of Purpose	84

	Page
Instrumentation	84
Assumptions and Delimitations of the Study	85
Hypotheses Analyzed in the Study	86
Demographic Data Research Question	87
Statistical Procedures	87
Descriptive Data	89
Data From the MASA	89
Summary	91
 IV. PRESENTATION AND ANALYSIS OF DATA	 93
Introduction	93
Purpose of the Study	93
Statistical Methods Used	93
Analysis of Data	94
Presentation and Analysis of Results in Terms of the Hypotheses	 94
Demographic Data Research Question	95
Study Sample	95
The Findings	95
Demographic Data--District	95
Demographic Data--Superintendents	99
Statistical Analyses	105
Hypotheses Findings	107
Hypothesis 1	107
Hypothesis 2	108
Hypothesis 3	108
Hypothesis 4	108
Hypothesis 5	109
Hypothesis 6	109
Hypothesis 7	110
Demographic Data Research Question	110
Descriptive Data I--Survey Responses	117
Descriptive Data II--Michigan Association of School Administrators	 135
Vignettes	137
Summary	168
 V. SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS	 170
Summary	170
Purpose of the Study	170
Limitations of the Study	171
Review of the Literature	172
Design of the Study	176
Findings and Conclusions	177
Final Analysis	187

	Page
Implications	188
Suggestions for Future Research	190
Recommendations	192
APPENDICES	194
A. COVER LETTER AND SUPERINTENDENT SURVEY	195
B. CORRESPONDING STATISTICAL COMPUTATIONS	201
BIBLIOGRAPHY	213

LIST OF TABLES

Table	Page
2.1 Time Consumed by Selected Administrative Responsibilities	26
2.2 Enrollment Variables in Time Consumed by Administrative Tasks	26
2.3 Superintendents' Views Concerning the Importance of Selected Administrative Responsibilities	27
2.4 District Enrollment Variables in Superintendents' Task Importance Ratings	27
2.5 Stress Potential Associated With Selected Administrative Tasks	28
2.6 District Enrollment Variables in Superintendents' Stress Potential Ratings	28
2.7 Superintendency Tenure and Quantitative Competition in School Board Elections	31
2.8 Last Superintendent Departure and Competitive Aspects of School-Board Elections	32
2.9 Percentage of Superintendent's Time Spent in Verbal Contact	38
2.10 The Relationship Between Selected Educational Areas and Community Power Structures by School District Size Groups	46
2.11 The Relationship Between Educational Areas and Four Community Power Structures	47
2.12 Contributions of Specific Organizations in Specific Issues	48
2.13 Percentage of Teachers Rating Importance of Strike Issues	52

	Page
2.14 Percentage of Teachers Rating Importance of Dignity as Cause of Strike	53
2.15 Degree of Consensus and Vulnerability	54
2.16 Classification of School Districts According to the Management Team Patterns of School Organizational Structure and District Size	61
2.17 Total Expenditures for Education Related to GNP, 1970-71 to 1982-83	71
2.18 State of Michigan Financial and School-Related Data, 1972-1982	73
2.19 Changes in Total Enrollment and Instructional Expendi- tures by District Type, 1969 to 1976	75
4.1 Size of District	96
4.2 Classification of District	96
4.3 Total Operating Budget	97
4.4 SEV Per Pupil	98
4.5 Per Pupil Expenditures	99
4.6 Age of Superintendents	100
4.7 Length of Service in Present Superintendency	100
4.8 Previous Superintendency Experience	101
4.9 More Than Two Superintendencies	101
4.10 First Turnover	102
4.11 Second Turnover	102
4.12 Third Turnover	103
4.13 Voluntary Versus Involuntary Turnover	104
4.14 Degrees of Significance: Superintendent Turnover and Perceptions of Variables	107
4.15 Superintendents' Perceptions of Financial Difficulties . .	110

	Page
4.16 Cell Means of Groups 0, 1, and 2 of Perceptions of Seven Variables	111
4.17 Voluntary Turnover and Perceptions of Variables Between Groups 1 and 2	115
4.18 Frequency of Problems Reported	167
B.1 First-Turnover Computations	202
B.2 Second-Turnover Computations	206
B.3 Statistical Computations: Groups 0, 1, and 2 Means	210
B.4 Statistical Computations: Group 1	211
B.5 Statistical Computations: Group 2	212

LIST OF FIGURES

Figure	Page
2.1 Regions and Number of Superintendents Responding to Questionnaire About Current Crucial Concerns	20
2.2 How Superintendents Spend Their Time	36
2.3 Superintendents' Management Style	56
3.1 Graphic Illustration of the MANOVA Test: Repeated Measure	88
4.1 Group 0, 1, and 2 Means of Perceived Variables	112
4.2 Voluntary Turnover and Mean Perceptions of Groups 1 and 2	116

CHAPTER I

THE PROBLEM

Introduction

"School administrators provide leadership for our nation's most essential industry . . . education" (American Association of School Administrators, 1982, p. 7). With cataclysmic changes affecting our society, the demands being made on school superintendents are causing the role to become one that is practically humanly impossible to fulfill. To equip present and future superintendents in Michigan with the necessary survival skills for job satisfaction and longevity, it is imperative to identify those problems that have impeded the effectiveness of prior and present superintendents in terms of their ability to direct the business of their school districts and the resulting turnover at this administrative level.

Purpose of the Study

The purpose of this study is to determine the administrative problems experienced by superintendents in Michigan between 1972 and 1984 that adversely affect their ability to effectively direct the business of their school districts and that result in turnover (voluntary or involuntary) at this administrative level.

Significance of the Problem

The superintendency is the crucial administrative position in a school district in determining the opportunity for quality education for its students. The roles, competencies, and leadership qualities of superintendents are being increasingly propelled into expectational levels that are humanly impossible to fulfill. Most of what is presently known about leadership and its effect on successful organizational, individual, and group goal attainments points to the mounting evidence that the leader is significant in setting the level of expectational performance for all subordinate activity. Tosi and Hamner (1974) explained,

Leadership is the process by which an individual influences the behavior of another person or group. . . . Leadership occurs when an individual is able to influence another person or group to go beyond the boundaries of the psychological contract. Compliance with directives falling within the psychological contract is administration. To move an individual or group beyond those boundaries is leadership. (p. 424)

Likert (1971) further evidenced the need for effective leadership by explaining research findings indicating that the general patterns of operations of the highest-producing managers tend to differ from those of the managers of mediocre and low-producing units by showing the following characteristics:

1. A preponderance of favorable attitudes on the part of each member of the organization toward all other members, toward supervisors, toward the work, toward the organization--toward all aspects of the job. These favorable attitudes toward others reflect a high level of mutual confidence and trust throughout the organization. The favorable attitudes toward the organization and the work are not those of easy complacency, but are the attitudes of identification with the organization and its objectives and a high sense of involvement in achieving them.

2. This highly motivated, cooperative orientation toward the organization and its objectives is achieved by harnessing effectively all the major motivational forces which can exercise significant influence in an organizational setting and which, potentially, can be accompanied by cooperative and favorable attitudes.

3. The organization consists of a tightly knit, effectively functioning social system. This social system is made up of interlocking work groups with a high degree of group loyalty among the members and favorable attitudes and trust between superiors and subordinates. Sensitivity to others and relatively high levels of skill in personal interaction and the functioning of groups are also present. These skills permit effective participation in decisions on common problems. Participation is used, for example, to establish organizational objectives which are a satisfactory integration of the needs and desires of all members of the organization and of persons functionally related to it. High level of reciprocal influence occur and high levels of total coordinated influence are achieved in the organization. Communication is efficient and effective. There is a flow from one part of the organization to another of all the relevant information important for each decision and action. The leadership in the organization had developed what might well be called a highly effective social system for interaction and mutual influence.

4. Measurements of organizational performance are used primarily for self-guidance rather than for superimposed control. To tap the motives which bring cooperative and favorable rather than hostile attitudes, participation and involvement in decisions is a habitual part of the leadership process. This kind of decision-making, of course, calls for the full sharing of available measurements and information. Moreover, as it becomes evident in the decision-making process that additional information or measurements are needed, steps are taken to obtain them. (In Pugh, 19 , p. 15)

Models of effective leadership, while varied and increasingly complex, have shown common indices through the following progression: high morale leads to high productivity; good leadership (democratic leadership, good human relations, consideration, etc.) leads to high morale (and thus to high productivity); effective leadership (combining a concern for people with a concern for task effectiveness) leads to high morale and/or high productivity; effective leadership has to be

tailored to the group situation (e.g., group task, structure, member relationship, timing, stress, etc.) (Perrow, 1972).

Campbell, Bridges, and Nystrand (1977) delineated the leadership role in terms of abilities, roles, and behavior:

1. Two abilities, at least, characterize the leader. S/he has a goal for the future and a plan for achieving it. In addition to this, s/her understands that effective planning for the achievement of goals involves the people who are affected by those goals. The leader marshals the intelligence of these people to get the job done. The leader is expected to furnish ideas. S/he in turn expects to receive ideas from his/her associates. S/he inspires people to cooperate in dealing with these ideas, so that the purposes of education are served.

2. The interpersonal role that has received the most attention in the literature is the leader role. As the leader of the organization, the administrator guides and motivates subordinates. S/he attempts to harness the energies of subordinates by effecting an integration between the purposes of the organization and the motives of the individual. Leadership permeates a great many of the administrator's activities. It is evident in what appear to be casual encounters, for example, when the manager greets a subordinate, asks about his/her work and compliments him/her on achievements.

3. Consistent with the general usage of the term leader, we define a leader as an administrator who has a mission or a special sense of direction for the organization and who is able to secure the commitments and efforts of subordinates in service of this mission. (pp. 22, 176, 268)

According to this definition, the educational administrator must possess two essential characteristics if s/he is to be regarded as a leader. First, s/he must have a special sense of where the organization is going, a vision that excites the imagination and challenges the best in people. This noble purpose gives people something to work toward, something that they do not yet know how to do, and something that they will be proud of when they achieve it (Granger, 1964). Such a vision gives calm perspective to the hot

issues of the day and affects the significance of everything the administrator does (Ohmann, 1970). The essence of leadership, therefore, is "choice, a singularly individualistic act in which an administrator assumes responsibility for a commitment to direct an organization along a particular path" (Zalenik, 1967, p. 59). This commitment stimulates and guides action.

The second essential characteristic that the educational administrator must have if considered to be a leader is the ability to influence people, to bind their wills in the accomplishment of purposes beyond their own ends (Barnard, 1962). If the administrator has worthy organizational objectives and a sense of direction that is designed to give continuity to individual actions over time but is unable to elicit the requisite energies and commitments of others, then a leader has not evolved according to the above definition. To be a leader, administrators must be able to realize their intention in the attitudes, values, and behaviors of their subordinates. Functioning as a leader means the administrator is guiding and shaping what individuals do in service of the organization and its mission. Again, there is significant commonality in the literature as defined here by Sarason (1972).

Tillman and Rencher (1976), using the theoretical work of Blake and Mouton, as well as other significant contemporary writings, studied the significance of the prominence of the organizational production and the needs of people factors in the oblique solution of a high-achieving group of superintendents. The results showed a strong predisposition of the high-achieving superintendents to choose the 9,9 managerial

formulation (work accomplishment is from committed people; interdependence through a "common stake" in organizational purpose leads to relationships of trust and respect) (Blake & Mouton, 1964) as their most typical managerial style. For the high-achieving group of superintendents, four points of view were identified as: (1) a point of view with respect to the concern of the superintendents for production in educational enterprises; (2) a point of view with respect to the concern for the efficiency of educational personnel; (3) a point of view with respect to the concern for cooperation among subordinates; and (4) a point of view with respect to the concern for the needs of people. Based on the results accumulated for this study, Tillman and Rencher recommended that superintendents consider strongly selecting the 9,9 managerial leadership style. The evidence uncovered by this study suggests that superintendents with the 9,9 propensity have a realistic concern for organization production as well as an apparent interest in the needs of people.

Volp and Willower (1977) discussed Machiavellian behaviors of superintendents and found high-Mach superintendents claiming to exert more influence than was attributed to them by their boards and other administrators. High-Mach superintendents showed a propensity to do what was "expedient" in order to enhance their influence. Highly Machiavellian superintendents were "operators," but their operations failed to secure the kind or amount of influence they sought. The most striking characteristic of the low-Mach superintendents was their ever-present regard for people (hence, 9,9). The low-Machs were viewed as

"virtuous" in the sense that they made frequent references to honesty, sincerity, genuineness, and fairness in their treatment of subordinates or peers. The low-Mach superintendents further reinforced these beliefs with a "humanistic" view of the world. They rejected suggestions that evil forces were "out to get the superintendent." By emphasizing their "service" role in meeting the educational demands of board members, administrators, teachers, students, and community groups, the low-Machs minimized the threat of hostile encounters. They depicted their constituents as interested, dedicated parties involved in school affairs (hence, again 9,9).

Knowing these data as cited in previous excerpts from the literature, it is tantamount to identify the problems or indices that adversely affect a superintendent from effectively fulfilling the duties of his/her office. Through gathering comparative data that center on board-superintendent relations, problems experienced after board-member elections, the areas of communications and public relations, problems experienced with pressure from special-interest groups, frictions arising from staff conflicts (both administrative as well as certified and uncertified), financial difficulties, general management difficulties, age of superintendents, longevity of office, and duplicity of superintendency experience, the task of developing graduate training programs for purposes of assisting those in the field as well as potential superintendents appears to be a critical need.

Definition of Terms

The following terms are defined in the context in which they are used in this dissertation (Good, 1973).

Superintendent of schools. The chief executive and advisory officer charged with the direction of schools in a local school unit, as in a district, city, town, or township or in a county or state.

Problem. Any significant, perplexing, and challenging situation, real or artificial.

Turnover. The loss and subsequent replacement of a superintendent.

Tenure. The length, usually expressed in years, of a superintendent's service in a single position or school system.

Experience. The process of a human being interacting with a physical/cultural environment, doing certain things and having certain things happen to him/her (in consequence).

Public schools. Public schools refers to Michigan public elementary and secondary schools in school districts that maintain grades of kindergarten through twelfth grades or first through twelfth grades.

School district. The area that is under the supervision of a given school board.

School board. The school district agency created by the state, but generally popularly elected, on which the statutes of the state or commonwealth place the responsibility for conducting the local public education systems.

Leadership. The ability and readiness to inspire, guide, direct, or manage others.

Indices. Any traits, factors, or variables considered in an investigation that, acting together or separately, produce a given result.

Administrative effectiveness. The extent to which satisfactory results have been produced through the control, direction, and management exercised by the executive authority (superintendent).

Communications. The transference of thought or feeling from one person to another through gesture, posture, facial expression, tone and quality of voice, as well as by speech or by secondary means such as writing, telephone, telegraph, radio, television, etc.

Public relations. An activity concerned with giving information to the public about the school or creating good will for the school. A condition of mutual understanding that subsists between school and community.

Special interest group (pressure group). A group of persons bound by common interests that attempts, by use of a variety of coercive measures, to influence others to adopt its programs or purposes.

Staff conflicts. A painful or unhappy state of consciousness resulting from a clash or contest of incompatible desires, aims, drives, etc., between various individuals hired by a school district to carry out the work of the school district.

Vignette. A short, literary sketch of a particular matter or circumstance.

Assumptions and Delimitations of the Study

This study was limited to consideration of Michigan public school superintendents during the period 1972 through 1984 as reported by the Michigan Association of School Administrators (MASA) as well as data gathered through surveying 521 superintendents in Michigan.

The validity of this study was affected by:

1. The nature and validity of the major source of the data, which was in:
 - a. the confidential records/files of the MASA
 - b. findings compiled as a result of surveying all 521 superintendents in Michigan.
2. It dealt with selected demographic factors common to all superintendents that can be statistically analyzed and compared.
3. It dealt with selected problematic (job-related) factors common to all superintendents that can be statistically analyzed and compared.
4. The study assumed the superintendents had responded to data collection by the MASA as well as the survey used in this study with accurate perceptions in terms of identifying problem areas having significant adverse effects on their effectiveness as well as cause and effect relationships with regard to their voluntary or involuntary turnover.

Hypotheses and Research Question

Hypotheses

Hypothesis 1: The turnover of Michigan public school superintendents is independent of the problems experienced in board-superintendent relations.

Hypothesis 2: The turnover of Michigan public school superintendents is independent of the problems experienced after board-member elections.

Hypothesis 3: The turnover of Michigan public school superintendents is independent of the problems experienced in communications/public relations.

Hypothesis 4: The turnover of Michigan public school superintendents is independent of the problems experienced with public pressure through special interest groups.

Hypothesis 5: The turnover of Michigan public school superintendents is independent of the problems experienced in staff conflicts.

Hypothesis 6: The turnover of Michigan public school superintendents is independent of the problems experienced in financial difficulties.

Hypothesis 7: The turnover of Michigan public school superintendents is independent of the problems experienced in management problems.

Demographic Data Research Question

Is there a significant relationship between previous superintendency experience of Michigan public school superintendents and the perceptions of the variables of board-superintendent relations, newly elected board members, communications/public relations, public pressure applied by special interest groups, staff conflicts, financial difficulties, or management problems?

Selection of Sample

The sample in this study was the full population of active files as reported by the MASA from 1972 through 1982, as well as the full population of 521 superintendents in Michigan surveyed in 1984.

Statistical Procedures

Several statistical procedures were considered for the testing of data. One procedure chosen was the chi-square test. In testing the data, the null hypothesis of nonrelationship was presumed, and seven hypotheses were tested. The formula for chi-square is

$$\chi^2 = \sum [(o - e)^2 / e]$$

where:

χ^2 = chi-square

o = observed frequency (turnover)

e = expected turnover (computed)

A second statistical test chosen was the multiple analysis of variance (MANOVA) using a two-way MANOVA with one repeated measure. One factor represented group (G), and another within (within subject) factor represented the seven problem areas identified in this study as a repeated measure.

Organization of the Dissertation

The dissertation comprises five chapters. Chapter I was an introductory chapter that stated the problem and gave the need for, purpose, and general procedures of the study. Chapter II surveys the

literature related to factors under consideration in this study. The literature review includes (1) research addressing the problematic (job-related) factors, (2) research on leadership effectiveness with regard to performance quality, (3) studies measuring superintendency turnover as well as examining the causal factors, (4) research on perceptions of superintendents with regard to problems faced affecting subsequent turnover, and (5) studies examining the issues that affect administrative effectiveness. Chapter III discusses in detail the instruments and procedures used in the study. Chapter IV contains a report of the findings obtained from the research. Chapter V includes a summary of the study findings, conclusions, implications and reflections, suggestions for future research related to this study, and recommendations for action as a result of the findings of this study.

CHAPTER II

REVIEW OF RELATED LITERATURE

The review of the literature is directed toward examining the administrative problems experienced by superintendents adversely affecting their ability to direct the business of their school districts that may result in turnover at this administrative level. Included in the review are studies conducted that document the identified causal factors relating to superintendency ineffectiveness in the performance of the duties in this administrative office. Seven causal factors were identified in this study as problems affecting superintendency effectiveness and turnover:

Board-Superintendent Relations

Board-Member Elections

Communications/Public Relations

Public Pressure/Special Interest Groups

Staff Conflicts

Financial Difficulties

Management Problems

What Is Happening to Superintendents?

According to Gousha (1981), there are several factors (problems) affecting superintendents in the performance of the duties of

their office, thereby impeding their exercising leadership. These factors are the outgrowth of political phenomena that have permeated all public institutions:

First, "access to governmental decisions and independent review" is central to the frustrations felt by superintendents. Second, "equality of representation," as a result of the Supreme Court's reapportionment decision of the 1960s, a new generation of independents began to fill elected posts across this nation. Third, "independent political action" became a reality in terms of exerting political pressure as a result of the civil rights movement. People realized power could be manifested in groups operating outside of traditional channels, i.e., political parties, labor unions, and corporations. Fourth, "loss of deference" refers to the public's demand to know, and the more that is known, the less public awe and trust in leadership; and fifth, "crisis of credibility and a loss of confidence in institutions and leadership" resulting in doubt, scrutiny, and challenge--all of which are facing superintendents in running the business of their schools. What is happening to superintendents today is that the impossible is being expected of them, as aptly expressed by a board member who made the following statement while conducting a superintendent search for the district: "The superintendent does not have to be someone who walks on water, just someone who knows where the rocks are" (Kaufman, 1981).

Nolte (1974) wrote,

Any survey of school superintendents will show increasing numbers within this top echelon of educational professionals are

complaining. They are grouching about high casualty rates and about factory-type accountability plans that emasculate the traditional power of the American school superintendent. Accusatory fingers often stained by sour grapes are being pointed not only at accountability-conscious school boards, but at the courts, parents, pressure groups, politicians, press, police and pupils. (p. 42)

Role expectations for the public school superintendent have "out-stripped" the capacity of most individuals to fill them (Volp, 1978).

Gousha (1981) referred to the "crisis of authority" as stated by William Grieder of the Washington Post citing the turnover rate of great city (large, urban school districts) superintendents. From 1978 to 1981, 16 of 28 superintendents from the great cities terminated their tenure. The apparent lesson here is the role expectations for the superintendency have expanded the capacity of the chief school administrator to respond to, or even to attempt to accurately pinpoint, interest group challenges to educational practices. An ever-increasing environmental dissonance, referred to by Gousha as "loss of deference," has escalated superintendency turnovers so rapidly that the job market is virtually wide open. This phenomenon is significant in terms of findings regarding superintendency views of job security. Studied by Brown (1970), job security for school administrators was discovered to be of significantly greater importance than to those in administration in business. This need for security exhibited by school superintendents can most likely be explained by high turnover rates reported nationwide.

Demands of the job of the superintendency are becoming less managerial and more political in nature. If the role of the superintendent is becoming more political, then by definition it is becoming

more public. The superintendent then becomes the "front-man" (woman) for the system. The superintendent will take the public harangue and fend off criticism while the staff runs the school district. For most people, trying to do both would be a harrowing experience. As a result of this increased public demand, two related issues are the cause of much consternation among superintendents. First, if superintendents are to be involved in the public arena to a greater extent, then someone else inside must handle the operation of the district. Delegation of authority carries a tremendous risk in shifting power and authority away from the superintendent to "inside coalitions" of administrators, many of whom may have greater tenure than the superintendent. Second, the traditional role of the superintendency is declining in importance. The ability of one individual to make a difference is diminishing. Overall, individual leadership is diminishing. The superintendent role in building and using "rolling coalitions" is crucial to success in these contemporary times. Superintendents will be successful, but for shorter periods of time: "leaders for certain seasons but none for all seasons" (Hodgkinson, 1979).

Many observers would agree that school superintendents are "under siege." Today's superintendents are often "outsiders" with no established support in the community, so replacement of a superintendent can be relatively easy. Conflict management among militantly competing groups impinging upon the school district is a contemporary aspect of the superintendent's job as Dolce (1976) explained:

In the context of unstable political, economic and social environments, the contemporary superintendent suffers additional disadvantages that many predecessors did not. The cosmopolitan nature of current superintendents and the great mobility in changes of positions have resulted in a cost, that is the superintendent "from the outside" does not have the advantage of kinships, life-long friendships, and loyalty within the community and its groups.

Hodgkinson's "inside coalitions" issue was reinforced by Dolce, who further stated that the superintendent "lies at the interface between society's representatives and the educational organization. So whenever there is a gap between society and the organization, the superintendent receives the most stress." Dolce's contention was that if this analysis is correct, superintendents will remain under "siege" as long as stressful situations exist.

Cuban (1976) likened the stress to a juggling act that must be played out on a daily basis with the superintendent attempting to maintain a balance between all the demands and his/her ability to meet them.

For all . . . superintendents there was a perpetual crossfire of expectations, requests and demands from board members, middle-level administrators, principals, teachers, students and different civic groups. With crises breaking daily and enormous demands placed upon the chiefs' limited time, schoolmen were often forced to adopt those traditional stances and strategies that had helped predecessors and colleagues to avoid conflict while trying hard to maximize consensus within the organization. Such cross-cutting pressures upon executives shoved them into playing out roles that would gain and retain support without sacrificing their claim to expertness. The superintendent is not unlike the juggler who, in order to keep a dozen objects in the air on a windy day, must constantly move about, keeping his eyes roving; he may be very uncertain that he has the whole dozen, but he doesn't dare stop to find out! (p. 167)

Cuban's study further supported the work of Hodgkinson as reported here--that being the traditional importance or influence of the superintendency is diminishing. Of the three urban school chiefs

cited in his study, Cuban found that regardless of their personal managerial style in responding to pressures from a large external environment, they each had very little room to advance innovative practices or depart significantly from the status quo.

Circumscribed as they were by the complex organizational role of the superintendent, the historical vulnerability of the position, the socialization process of becoming an executive, and, finally, by the particular set of larger environmental forces impinging upon the local school system, the schoolman was in a position in which his personality, intelligence, and style apparently bore little influence upon what ultimately happened. (p. 169)

In answer to the question, "What is happening to superintendents?" it appears there is little difference regardless of the region of the American superintendency being studied. In a study conducted by Hughes and Gorden (1980), 150 questionnaires were sent to superintendents in the Northeast, Southeast, North Midwest, South Midwest, the West, and other locales not specified by the respondents. A 77% return rate was realized from this survey. The return percentage alone is probably significant in terms of interpreting the importance of the topic to present superintendents. Figure 2.1 shows the regions and numbers responding.

Concluded from the Hughes and Gorden study was the issue that problems faced by superintendents in the recent past as well as those anticipated for the immediate future are those that mostly have to do with effectively operating the school district in a hostile climate characterized by taxpayer resistance and staff conflict. Community pressures for accountability (concurring with the Nolte reference) and governmental influence in terms of special programming demands were

also cited by respondents as inhibiting effective job performance. Buffeted by forces, economic and social, both outside and inside their districts, superintendents are trying to deal with tremendous demands upon their managerial and communication skills. "It may seem as if current superintendents are preparing for a siege" (Hughes & Gorden, 1980, p. 22).

I. North East (15) Connecticut Delaware Maine Massachusetts New Hampshire New Jersey New York Pennsylvania Rhode Island Vermont Virginia	II. South East (16) Alabama Florida Georgia Kentucky Maryland Mississippi North Carolina South Carolina Tennessee Wisconsin West Virginia	III. North Midwest (23) Illinois Indiana Iowa Michigan Minnesota Nebraska North Dakota Ohio South Dakota
IV. South Midwest (22) Arkansas Colorado Kansas Louisiana Missouri New Mexico Oklahoma Texas	V. West (14) Arizona California Idaho Montana Nevada Oregon Utah Washington Wyoming	VI. Locale unspecified (26)

Figure 2.1: Regions and number of superintendents responding to questionnaire about current crucial concerns. (From Hughes & Gorden, 1980, p. 22.)

The literature is replete in documenting the practically humanly impossible demands on contemporary superintendents. The purpose of this study is to determine the administrative problems experienced by superintendents in Michigan between 1972 and 1984 that adversely affect their ability to effectively direct the business of their school districts that result in turnover (voluntary or involuntary) at this administrative level.

A generally accepted proposition is that the superintendency is the crucial administrative position in a school system in determining the opportunity for quality education for its students. The roles, competencies, and leadership qualities of superintendents are being increasingly propelled into expectational levels that are humanly impossible to fulfill. Most of what is presently known about leadership and its effect on successful organizational, individual, and group goal attainment points to mounting evidence that the leader is significant in setting the level of expectational performance for all subordinate activity. Tosi and Hamner (1974) explained,

Leadership is the process by which an individual influences the behavior of another person or group. . . . Leadership occurs when an individual is able to influence another person or group to go beyond the boundaries of the psychological contract. Compliance with directives falling within the psychological contract is administration. To move an individual or group beyond those boundaries is leadership. (p. 424)

The focus in this study is to identify those problem areas that interfere with the individual's (superintendent's) ability to influence and direct the business and people involved in the school district and result in the subsequent turnover of the superintendent. Seven

problematic (job-related) factors viewed as common to all superintendents were selected. The selection of these seven problem areas was the result of a preliminary overview of the literature as well as discussions held with numerous superintendents presently in the field. The seven causal factors identified in this study as problems affecting superintendency effectiveness are:

- Board-Superintendent Relations
- Board-Member Elections
- Communications/Public Relations
- Public Pressure/Special Interest Groups
- Staff Conflicts
- Financial Difficulties
- Management Problems

In terms of what is happening to superintendents, the following review of the literature cites the supportive data relating to the seven identified problem areas that are affecting superintendency effectiveness in the performance of the duties in this administrative post.

Problems Affecting Superintendency Effectiveness and Turnover

Board-Superintendent Relations

In 1971 and again in 1982, superintendents were asked to rank issues and challenges facing them in terms of their significance and the effect of these issues and challenges in the performance of the duties of the office. Of the top 18 issues/challenges cited in the study in 1982, administrator-board relations ranked sixth. There was

no mention of this item in the survey conducted in 1971 (AASA, 1982). It could be conjectured that something significant has taken place in this arena over the years between the studies being discussed here. The issue/challenge of administrator-board relations did not make a listing of the top 18 cited in 1971, yet it not only appeared in the list of the top 18 concerns/issues facing superintendents in 1982 but was ranked sixth overall!

School board-superintendent relations have long been a topic of discussion among board members, superintendents, and researchers in educational administration. An analysis of the findings from this 1982 survey as well as numerous other studies indicated serious tensions being reported between boards and superintendents in many communities. An indication of increased tension in this area stems from the number of superintendents who cited board-related issues and challenges as causes for them to leave the superintendency. Fifteen percent said they left their last superintendency either because of "conflict with the board, the prospect of being fired or being fired." Concluded here is that about one in six changes in the superintendency involved some tension, probably severe, in the board-superintendent relationship.

Board members, in many districts, have become "more initiatory, less compliant, less willing to accept, without question, the proposals of superintendents" (AASA, 1982, p. 61). Of the factors aggravating the exercise of leadership as described by Gousha (1981), the factor of "independent political action" speaks to these tensions in who controls greater influence, board or superintendent. This factor cites how the

traditional means of channeling action or pressure are today fragmented. There appears to be a "scrambling for influence" evidenced by many local school boards maintaining a posture of representing a special interest group as well as their "own" constituency.

Ziegler and Jennings (1981) did not see the superintendency in a crisis or tension-ridden arena as did most authors investigated for purposes of this study. Overall, their view of the superintendency was that this office is the dominant factor in effectively conducting the business of the school district. They pointed to the evidence that boards have authority resources such as legal rights and the responsibility to run the school, including the legal right to fire the superintendent. Boards also quite frequently have the popular support of the community as well as their individual personal resources, such as knowledge of the schools and social status gained over time. Regardless of this, Ziegler and Jennings pointed out that superintendents also have resources. Perhaps most important of these is the superintendent's reputation as an "expert," possible political support from local groups and individuals, and, oftentimes, confidential access to information resources of the district. They did point out, however, that different boards do behave differently depending on their composition and setting--urban, suburban, or rural.

High socio-economic status boards are more likely to stay out of the daily administration of the schools than are low socio-economic status boards, which tend to view the superintendent as an employee. Urban boards are more likely to disagree with the superintendent than are other boards, but they are also more likely to eventually give in. Rural boards are less likely to disagree with their superintendent, but they are more likely to win in disagreements when they do arise. (Ziegler & Jennings, 1981)

Cuban (1976) did not concur with the "dominant" image of the superintendent as put forth by Ziegler and Jennings. In the case studies of big-city superintendents studied by Cuban, the image portrayed was one of vulnerability to locally elected boards of education. Competing role demands have surrounded the superintendency. She/he is to be chief executive, professional expert on education, advisor to the board on the staff, and supervisor. From these competing demands of the superintendency, diverse views permeate expectations for this position. If big-city superintendents are successful in persuading boards to rely upon them, their successes are diminished by the expansion of the bureaucracy that accompanies large school populations in urban settings. The chances are slim that a big-city superintendent can achieve much in terms of leadership and/or influence overall. An increasingly critical public view (manifested in the locally elected school board) of dissatisfaction in schooling will continue to be expressed in terms of high expectations for the superintendency, hence maintaining the environment of vulnerability in the office.

Perceptions regarding the importance of selected administrative responsibilities and the physical and emotional stress associated with them were reported from 1,154 randomly surveyed superintendents as well as 133 representing the most populous of American school district superintendencies. Duea and Bishop (1980) developed Tables 2.1 through 2.6 to illustrate these perceptions as they relate to school board-superintendent relations and activities.

Table 2.1.--Time consumed by selected administrative responsibilities.

Task	Random Sample									Large Districts		
	Males			Females			Total					
	Absol. Rank	No.	Mean Rank	Absol. Rank	No.	Mean Rank	Absol. Rank	No.	Mean Rank	Absol. Rank	No.	Mean Rank
School board- superintendent relations and activities	3	931	3.03	2	38	2.97	3	976	3.05	1	114	2.18

Source: Duea and Bishop, 1980.

26

Table 2.2.--Enrollment variables in time consumed by administrative tasks.

Task	Enrollment Group														
	999-			1,000-4,999			5,000-9,999			10,000-24,999			25,000 +		
	Absol. Rank	No.	Mean Rank	Absol. Rank	No.	Mean Rank	Absol. Rank	No.	Mean Rank	Absol. Rank	No.	Mean Rank	Absol. Rank	No.	Mean Rank
School board- superintendent relations and activities	5	433	3.51	2	408	2.80	1	74	2.19	1	38	2.50	1	13	1.92

Source: Duea and Bishop, 1980.

Table 2.3.--Superintendents' views concerning the importance of selected administrative responsibilities.

Task	Random Sample									Large Districts		
	Males			Females			Total					
	Rank	No.	Mean Rating	Rank	No.	Mean Rating	Rank	No.	Mean Rating	Rank	No.	Mean Rating
School board-superintendent relations and activities	2	1013	3.99	1	38	4.24	2	1051	3.99	1	123	4.19

Source: Duea and Bishop, 1980.

27

Table 2.4.--District enrollment variables in superintendents' task importance ratings.

Task	Enrollment Group									
	999-		1,000-4,999		5,000-9,999		10,000-24,999		25,000 +	
	Rank	Mean Rating	Rank	Mean Rating	Rank	Mean Rating	Rank	Mean Rating	Rank	Mean Rating
School board-superintendent relations and activities	2	3.87	1	4.03	1	4.31	2	4.56	2.5	4.31

Source: Duea and Bishop, 1980.

Table 2.5.--Stress potential associated with selected administrative tasks.

Task	Random Sample									Large Districts		
	Males			Females			Total					
	Rank	No.	Mean Rating	Rank	No.	Mean Rating	Rank	No.	Mean Rating	Rank	No.	Mean Rating
School board-superintendent relations and activities	3	995	3.61	1	39	3.85	3	1034	3.62	1	116	4.05

Source: Duea and Bishop, 1980.

28

Table 2.6.--District enrollment variables in superintendents' stress potential ratings.

Task	Enrollment Subgroups									
	999-		1,000-4,999		5,000-9,999		10,000-24,999		25,000 +	
	Rank	Mean Rating	Rank	Mean Rating	Rank	Mean Rating	Rank	Mean Rating	Rank	Mean Rating
School board-superintendent relations and activities	3	3.50	3	3.66	3	3.89	1	3.83	1	4.58

Source: Duea and Bishop, 1980.

Duea and Bishop pointed out the need for superintendents to "forge effective working relations" with lay boards. All too frequently, the bulk of preparation for this administrative position has been in the areas of business management, curriculum development, and supervision and personnel concerns. It has been left largely to the practicing superintendent's own devices in developing positive working relationships with his/her school board. Obviously, the data shown in Table 2.1 in terms of time consumed in this administrative task area suggest the need to develop and maintain a positive working environment. Further, Table 2.3 indicates superintendents view the importance of administrative responsibilities as ranking first or second compared overall to their total job responsibilities cited in the studies as personnel tasks, planning and administering the budget, program development and improvements, public relations, student affairs, and other administrative tasks (most often mentioned in order of frequency were office routine and government reports, transportation, physical plant, staff development, legal affairs, and administrative supervision).

It may appear to the reader that the chances for being a successful superintendent in terms of school board-superintendent relations are slim or none. Gousha (1981) quoted a September 1981 Phi Delta Kappa article that described successful superintendents:

They do, in fact, exist and are white male, middle-aged, Republican, possess a Ph.D. in educational administration, own a home in the district, have a listed telephone number in the local directory, are active in church and service clubs, have no nervous mannerisms, and the "kicker" is all enjoy "good boards."

The conclusion here is that the quality of the school board is the predominant factor in determining the success of the superintendent.

Overall, the role of the school board is being seen as one that is becoming increasingly political--"a reactive phenomenon." Boards are more and more becoming involved in administrative matters. Superintendents are finding themselves in a double bind. They can give in to the political pressure, or they can

. . . play political hardball and get eaten alive. Picture if one will, a young boy living on the border between the North and the South at the time of the Civil War. The young lad, eager to do right by everyone, chose to wear a blue shirt and grey pants and proceeded to end up getting shot in both! (Gousha, 1981)

If we are learning through the numerous studies recently conducted and presently being conducted that the demands of the superintendency are becoming less managerial and more political in nature, then superintendents must become scholars of the aspects of political influence and maneuvering. As a result of this shift toward more influence, thus greater power for boards of education, a definite shift seems imminent for the role of the superintendent as well. Although research has indicated their personal characteristics remain virtually unchanged, boards of education today expect less of their superintendents as authoritative professional mentors but more of them as skilled political negotiators (Thomas, 1982).

Board-Member Elections

A guiding hypothesis, used in developing the following conclusions, is that "involuntary departures are accompanied by more electoral heat than are voluntary ones." A five-year study conducted by

Ziegler and Jennings (1974), which formed the basis for the publication Governing American Schools, presented results for superintendency departures. Table 2.7 shows that in

all districts tenure is negatively related to the presence of competition, the rate of turnover and incumbent defeats. The hypothesis is supported, although the relationship for the sheer presence of competition is modest. (p. 68)

When districts were divided according to their metropolitan status, the pattern held with only one exception. In the metropolitan districts, superintendent longevity was not associated with competition. Otherwise, the negative relationships persisted.

Table 2.7.--Superintendency tenure and quantitative competition in school board elections.

Presence of:	Total	Metro	Nonmetro
Competition	-.18	.14	-.33
Office turnover	-.26	-.12	-.35
Incumbent defeats	-.23	-.37	-.08

Source: Ziegler and Jennings, 1974, p. 68.

Without exception, the direction of the findings fell in line with the original hypothesis stated here as it relates to involuntary departures, in particular. Involuntary departures were accompanied by more competition and by higher office turnover. According to the electoral experiences by present board members surveyed in this study, those serving in districts with involuntary departures more often had a

desire for policy changes and engaged in specific issue differences with their opponents. These differences more often resulted in conflict in terms of the overall board's political role. These differences fell within the range of statistical significance. The mobility of superintendents of the last five years used in the study focused the overall results, "attesting to the better time fit between electoral histories and superintendent departures." Again, the following statistical analysis supports the hypothesis that involuntary turnover is accompanied by more electoral heat than voluntary ones. (See Table 2.8.)

Table 2.8.--Last superintendent departure and competitive aspects of school-board elections (in percent).

		Total		Last Five Years	
Raw N =		Voluntary (32)	Involuntary (19)	Voluntary (20)	Involuntary (9)
Competition in last election	No	26%	17%	36%	0%
	Yes	<u>74</u>	<u>83</u>	<u>64</u>	<u>100</u>
Office turnover	Low	55	40	81	0
	High	<u>45</u>	<u>60</u>	<u>19</u>	<u>100</u>
Desire for policy change	Low	63	41	69	16
	High	<u>37</u>	<u>59</u>	<u>31</u>	<u>84</u>
Issue differ- ences with opponents	Low	64	26	71	15
	High	<u>36</u>	<u>74</u>	<u>29</u>	<u>85</u>
Differences on board roles	Low	49	32	57	21
	High	<u>51</u>	<u>68</u>	<u>43</u>	<u>79</u>

Source: Ziegler and Jennings, 1974, p. 70.

The work of Ziegler and Jennings reaffirmed the findings of an earlier study conducted at least ten years previously. That study included 117 school districts throughout four counties in California involved over a ten-year period. The results established that involuntary departures were much more common (significantly) when school board incumbents had been ousted in previous elections (Walden, 1967).

This vulnerability of superintendents was addressed by Lutz (1982) in his study of boards of education in terms of elite council versus arena council behaviors. He outlined the councils as follows:

Elite councils tend to: (1) think of themselves as separate from and trustees for the people, (2) reach consensus in private meetings, and (3) enact these decisions in public by unanimous vote. Arena councils tend to: (1) think of themselves as community in council and as delegates of the people, (2) debate issues publicly and vigorously, and (3) reach decisions by split-majority votes in public sessions. (p. 16)

Arena council behavior, according to Lutz, is forced on school boards when there is sufficient dissatisfaction within a school district resulting in significant political unrest characterized by incumbent school board member defeat and subsequent superintendency turnover. The superintendent cannot avoid being affected. Under these circumstances, there is no room for the superintendent role to be one of an impartial mediator or arbitrator. Inevitably, the superintendent becomes party to the conflict, "suffering the inevitable scars and wounds, victories and defeats." Furthermore, in the milieu of unstable political, economic, and social environments, the contemporary superintendent suffers an additional disadvantage that many predecessors did not. The public nature (Gousha's "access to governmental decisions")

of the current superintendency and the increasing turnover in change of superintendent positions has resulted in a "cost"; that is, the superintendent "from the outside" does not have the advantage of kinships, lifelong friendships, and loyalty within the community and its groups (Dolce, 1976).

Based on the data derived from two years of observations of a particular board of education given the typical incumbent defeat-superintendent turnover cycle, Lutz (1982) tied together the phenomenon of elite or arena council behaviors of boards of education and subsequent superintendency vulnerability. The following generalizations were apparent:

1. When the school district is heterogeneous in nature, the electorate will value arena behavior in their school board.
 - a. When, however, the board members do not value their own arena behavior, the conflicts will tend to be personalized and conflict will become unrealistic and difficult to manage.
 - b. Under such circumstances, board turnover will less likely be a result of resignation due to the personal conflict and unhappiness of the individual board members.
2. Given the above situation, it will be difficult to establish a new equilibrium on the board. Board membership will continue to change and conflict will continue to be high.
3. Under such conditions, a superintendent may survive if he/she
 - a. is personally supportive of and values the arena behavior of the board, the public debate, and the public nature of policy making.
 - b. remains aloof from the direct policy-making process.
 - c. keeps the administrative process as separate from the policy-making process.
 - d. acts as a delegate for the arena board administering the policy as enacted by the board's majority vote.
 - e. keeps separate from the council and does not become identified with any of its separate factions.
4. It is suggested that the most likely error such an administrator may make is to attempt a vigorous defense of a recommendation previously made and passed by the majority of the board

but presently reversed by the present majority due to a shift in the composition of the board.

- a. It is not unlikely that such a situation will deal with a previous personnel decision.
- b. The shift will be along sectional lines and be seen as a "win" for the group previously in the minority and now the new majority.
- c. The administrator's defense of the old situation and opposition to the new decision will probably be viewed by the new majority as a defense of and alignment with that opposing faction.
- d. As that faction is now in the minority, such an error would cost the administrator his/her job. (pp. 17-18)

Communications/Public Relations

"First, superintending is communicating, and secondly, superintending is constrained by social and organizational structures" (Pitner & Ogawa, 1981, p. 49). The second issue, relating to social and organizational structures, will be covered under the causal factor to be outlined in this chapter affecting superintendency effectiveness and turnover identified as public pressure/special interest groups. For purposes of this causal factor, then, communications/public relations is reviewed in the literature primarily from the basis of on-the-job behavior of superintendents.

As the critical administrator of a school district, in terms of the far-reaching effect of communication, superintendents communicate with a multitude of elements in their school systems and environments, both internally and externally, in order to investigate as well as to influence local opinions and preferences. Since the environment is characterized as being dynamic by all accounts in the literature, superintendents need to maintain constant contact with varying sources of information. Six superintendents in Pitner and Ogawa's (1981) study

were observed spending 80% of their time in direct interaction with people in scheduled and unscheduled meetings, telephone conversations, school/facility visitations, and various conferences, as illustrated in Figure 2.2.

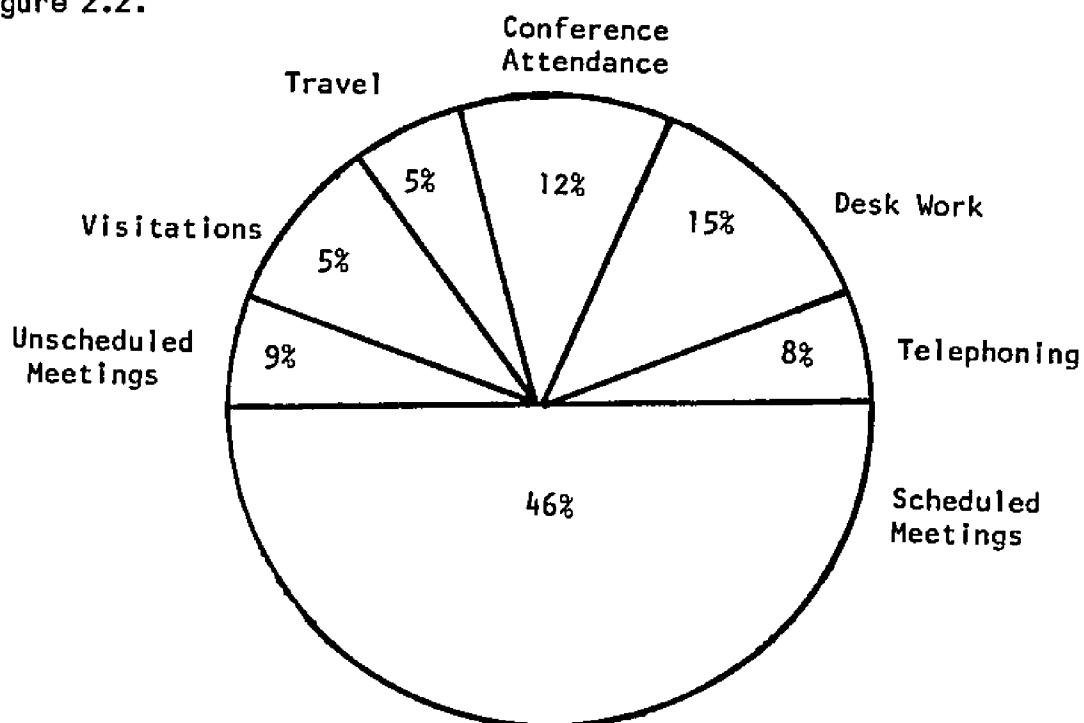


Figure 2.2: How superintendents spend their time. (From Pitner & Ogawa, 1981, p. 51.)

Superintendents were unanimous in this study in naming the ability to communicate with people as a required skill of the position. They indicated that a superintendent must be able to facilitate the reception of information, as well as deliver data to school board members, subordinates, and community members. It appears that this not only requires that a superintendent possess verbal and written communication skills, but also requires that the superintendent possess the ability to gain the trust and confidence of information sources or an

audience. In this communicating, superintendents maintain a complex network of relationships with individuals and groups in their school systems as well as in the environment.

Superintendents have been found to communicate with three categories of people: school board members, outsiders (professional peers, clients, community members), and subordinates. Pitner and Ogawa's study found superintendents spent almost half their time (50%) with subordinates. They did not interact as often, or nearly as much, with any of the two remaining categories of people. Verbal communication most frequently (82%) was of a nature that involved contact with the superintendent and one other person. Table 2.9 outlines typical superintendent verbal interaction.

The purposes of superintendents' contacts were divided in this study as:

Requests and solicitations	8%
Informational	50%
Decision making	21%
Organizational work	21%

According to Pitner and Ogawa, superintending through communication is characterized by brevity, variety, and fragmentation.

Over 60 percent of all the superintendents' work-related activities lasted less than nine minutes and only 7 percent exceeded an hour. The mail, telephone calls, and meetings accounted for almost every minute from the moment the superintendent entered the office in the morning until departure in the evening. The end of one meeting frequently became the beginning of another as subordinates quickly slipped into superintendents' offices when the doors opened. Superintendents, not unlike other managers, felt compelled to do a great amount of work, but the amount of time available was a critical factor in determining the attention given to issues and

problems. If superintendents were not interrupted by a phone call or drop-in meetings, they frequently interrupted their desk work to attend to a variety of matters on their minds. The day became quite fragmented as superintendents moved to resolve the current and future concerns of the district. Superintendents changed topics and issues as easily as they changed meetings. (p. 54)

Table 2.9.--Percentage of superintendent's time spent in verbal contact.

	Percent
INITIATED BY:	
Superintendent	58%
Another party	39
Regularly scheduled event	1
Mutually arranged	2
PARTICIPANTS:	
Subordinates	49
Board	6
Peers	17
Clients	5
Community	16
Some combination of the above	7
LOCATION:	
Superintendent's office	46
Subordinate's office	4
Hall or building in district	19
Conference or boardroom	17
In the community	10
Outside of the school district	5
NUMBER OF PARTICIPANTS:	
Two	82
Three	7
Four	3
More than five	8

Source: Pitner and Ogawa, 1981, p. 53.

The image conveyed here does not conform to that of an executive as a reflective planner, i.e., educational administrator/leader (superintendent) responsible for directing and leading subordinate activity to the aims of quality education. According to the definition of effective leadership as established in Chapter I of this paper, the superintendent must have a special sense of where the organization is going, "a vision that excites the imagination and challenges the best in people. Such a vision gives calm perspective to the hot issues of the day and affects the significance of everything the administrator does" (Ohmann, 1970). The contradictory image conveyed here of the superintendent as the critical administrator of a school district empowered with the responsibility of providing and determining the opportunity for quality education for its students versus the unconnected reactor to internal and external influences resulting in fragmentation led Pitner and Ogawa to the conclusion that superintendents attend primarily to the structural aspects of school systems such as programs, budgets, facilities, and schedules. In this conclusion, superintending was also characterized by another condition defined as "symbolic leadership, the attribution of responsibility for organizational performance." The dichotomy lies in the contradiction between the apparent nil effect superintendents have on educational influence in school systems (given the superintendent day as found by Pitner and Ogawa), and the fact that superintendents enjoy short tenure and/or are fired because the school board believes the superintendent has a direct effect on the school district's performance.

Unfortunately, school superintendents have not been trained to find or cultivate the communication lines and power structures in local communities (Mayer, 1974). According to Kindred, Bagin, and Gallagher (1976), to understand and communicate with the community the school superintendent should understand the sociological characteristics of the particular community. To be able to communicate effectively within all environments, internal and external, affecting the school district, superintendents should be knowledgeable of the following pertinent data:

1. Existing needs and expectations of the citizenry regarding public education in general as well as in particular to the local district.
2. Opportunities and means for effecting better communicative and cooperative relationships with various community groups, internal and external.
3. Immediate and long-range problems that have produced alterations and altercations throughout the school community.
4. Identification of those individuals and groups who are friendly and unfriendly towards public education.
5. Communication channels through which public opinion is framed within the local community.
6. Nature of local power structures and areas of decision-making.
7. Leadership, leadership influences and the number and types of organizations and social agencies existing throughout the school community. (p. 35)

As a result of the shift toward greater influence for boards of education, teacher unions (particularly in Michigan), special interest groups/pressure groups, et al., as recent literature and studies are indicating, a definite shift then seems evident for the role of the superintendency. It appears the public today expects less of their superintendents as authoritative, expert professional mentors, but expects much more of them as skilled political negotiators, leading the

reader here into the next causal factor to be investigated in this study affecting superintendency effectiveness and turnover.

Public Pressure/Special Interest Groups

Mass support has a strong negative association with organizational intensity ($r = -.75$). As the population becomes more supportive of the policies of the board, organized groups clearly thrive in an atmosphere of conflict between the governed and the governors. It is probable that, once the level of public support has deteriorated to a level sufficient to generate fairly intense group activity, organizations exacerbate the loss of confidence in the board. Declining support and organizational activity undoubtedly feed off each other. . . . The interaction between mass support and organizational intensity, with the latter dependent, achieved a beta of .70. With the reverse of these variables, making mass support dependent, the beta declined to .49. It is possible to argue, then, that both variables are dependent upon each other but that (given the magnitude of the betas) the stronger "causal" link is from mass support to organizational intensity. (Ziegler & Jennings, 1974, p. 101)

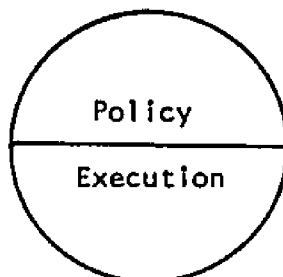
In understanding the interrelatedness of interest groups, subsequent public pressure, and this organizational intensity, superintendents today need to be equipped with theoretical knowledge and have developed a model based on this theoretical foundation of how living organizations exist and interact. As purported by Hodgkinson (1979), any living organization contains three interest groups, linked in "dialectical" (logical) tension with each other with regard to the "product" of the undertaking. A parallel is established between a conventional business enterprise and the structure of the typical educational school system. The three interest groups of a typical business venture are shareholders (ownership), employees of the shareholders (organizational members), and customers of both employees and shareholders (clientele). These groups are logically distinct, and

their interests are distinct also. What holds the whole of the organization together in a dynamic complex is the product.

In the educational realm of organizational structure, this triad is characterized by quasi-representational ownership (ownership), teachers, administration and support staff (organizational members), and the students and parents of a particular school district (clientele). The product is something loosely identified as education. The real crux of the problem for superintendents is the relationship between two of these groups: ownership and membership.

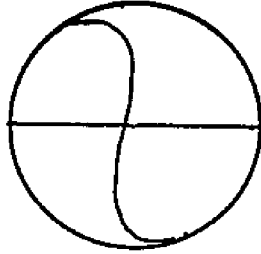
The first and inalienable right of ownership of an enterprise is to determine policy for that endeavor. A classical position in education is that the "people" own the schools. Representatives of the "people" in an educational system (board of education) therefore determine policy. However, the rub comes in that ownership and membership lines in school systems are not logically distinct in structure or interest.

The classical processes of administration divide policy and execution of established policy into two distinct halves as shown below (Hodgkinson, 1979).



The upper half deals with questions of values, principles, and philosophy while the lower half addresses itself to matters of fact,

constraints, technology, and so on. However, in educational enterprises the empirical reality can be illustrated as:



"having both domains intertwined, interacting, intruding upon each other" (Hodgkinson, 1979). Given this complexity of modern-day educational organizations and the control of communications and information, superintendents are faced with the need to upgrade their skills in the areas of policy analysis and political science. The whole arena of "quasi-ownership" makes the potential of special interest group interaction with the decision-making structures of school systems that much more likely. By deciding to make themselves more accessible, more visible, and more anxious to hear community voices, superintendents will be taking greater risks, but the dividends may be increased. Superintendents who pursue closer relations with community groups will find it tremendously time consuming. Yet the time will be well-spent if it results in greater sensitivity to community "will" as reflected in policy development aimed at the interests of these specialized groups. To do so implies complicating decision-making processes by submitting to accepting interference from political pressure groups. Alliances between school superintendents and community interests will result, most likely, in compromise. Here, compromise is viewed as the

"heart of political survival." Striking a balance between administrative autonomy and the empirical intertwining of policy making and responsiveness to school board and constituency desires is critical if superintendents are to survive in this dynamic environment (Hodgkinson, 1979). Conflict management very often among militantly competing groups impinging upon the school district is a contemporary aspect of the superintendency (Dolce, 1976).

Community-based power structures (special interest groups) influence school-board decisions as determined in a study involving 180 Texas school superintendents. An imperative for school superintendents is an understanding of the basic characteristics found in all power structures, regardless of size or demographics. According to Thornell (1981), these characteristics are:

1. Power structures exert power for self-interest goals.
2. Power structures control the areas of social, economic and political life.
3. Power structures' members tend to work in the background through lower ranking representatives who have decision-making responsibilities.
4. Power structures will use their resources as reward for those who comply with their opinions and as weapons against those who do not accept the power structures' positions.
5. Power structures are not accountable for social or political actions.
6. Power structures tend to protect the status quo.
7. Power structure representatives associate with influential clubs and organizations where they have numerous contacts with others of their kind so as to influence club members to assist in the promotion of ideas they desire.
8. Power structure members represent a cross-section of business and professional leaders in the community.
9. Power structure members are concerned with the financial status of the community. However, when the public welfare on an issue does not parallel with their interest the power structure may attempt to strongly influence the final decision. (p. 6)

Common characteristics of power structures can be categorized into four types of power structures associated with community life and school operations:

1. Monopolistic--run by single groups of individuals.
2. Multi-group noncompetitive--the influentials and their followers have reached a high degree of agreement about the kind of schools they desire which results in a no demand for change in the basic structure of the school system.
3. Competitive elite systems--two or more groups involved in a regime conflict.
4. Democratic pluralism--power typology is open to new persons or groups for input as issues change. (Thornell, 1981, p. 6)

The power structure of a school community can make or break a proposed educational project. Unfortunately, school superintendents overwhelmingly have not been trained to find nor cultivate the power structures in local communities (Mayer, 1974). Tables 2.10 and 2.11 represent the results of findings in terms of the relationships between selected educational areas and community power structures as related to school district size, as well as the relationships found between specific educational areas and the four types of community power structures. Clearly, superintendents can conclude from the data put forth in these two tables that school-board membership and financial support are significantly influenced overall, regardless of the size of the district or type of community power structure.

Table 2.12, illustrating the results of the Ziegler and Jennings (1974) study, specifies participation effects in the governance of specific issues by specific interest groups. In particular, this paper is concerned with superintendency turnover as it relates to

Table 2.10.--The relationship between selected educational areas and community power structures by school district size groups.

Educational Area	0-700		701-1,800		1,801-3,999		4,000 or More	
	Average Score	Rank	Average Score	Rank	Average Score	Rank	Average Score	Rank
School board membership	3.74	2	3.70	1	3.57	2	3.93	1
Financial support	3.78	1	3.35	3	3.73	1	3.75	2
Planning of new facilities	3.38	5	3.32	4	3.48	4	3.36	4
Selection of superintendent	3.46	3	3.30	5	3.08	5	3.27	5
Athletics	3.46	4	3.50	2	3.53	3	3.40	3
Student discipline	3.04	6	3.00	6	2.89	7	3.13	6
School board expenditures	2.95	8	2.95	7	2.87	8	3.13	7
Curriculum	2.14	11	2.95	8	3.04	6	2.90	8
Personnel (employment and dismissal)	2.97	7	2.55	9	2.36	12	2.47	10
Instructional accountability	2.25	9	2.00	11	2.61	10	2.75	9
School district purchasing	2.08	12	2.00	12	2.59	11	2.21	12
School district reorganization	2.17	10	2.12	10	2.63	9	2.34	11
Selection of textbooks	1.72	13	1.92	13	2.18	13	1.75	13

Source: Thornell, 1981, p. 3.

Table 2.11.--The relationship between educational areas and four community power structures.

Educational Area	Monopolistic		Competitive Elite		Multigroup Noncompetitive		Democratic Pluralistic	
	Average Score	Rank	Average Score	Rank	Average Score	Rank	Average Score	Rank
School board membership	3.88	1	4.48	1	3.75	3	3.44	2
Financial support	3.72	2	3.64	3	3.91	1	3.75	1
Planning of new facilities	3.62	3	3.68	2	3.48	4	3.28	3
Selection of superintendent	3.59	4	3.56	5	3.05	6	2.87	7
Athletics	3.53	5	3.60	4	3.78	2	3.22	4
Student discipline	3.17	6	2.88	8	3.32	5	3.02	5
School board expenditures	3.04	7	3.08	6	2.59	9	2.91	6
Curriculum	2.92	8	2.96	7	3.05	7	2.81	8
Personnel (employment and dismissal)	2.76	9	2.84	9	2.40	10	2.34	10
Instructional accountability	2.47	10	2.40	11	2.70	8	2.44	9
School district purchasing	2.40	11	2.28	12	2.29	11	1.03	13
School district reorganization	2.39	12	2.56	10	2.10	12	2.04	11
Selection of textbooks	1.88	13	1.92	13	2.08	13	1.91	12

Source: Thorne11, 1981, p. 4.

public pressure/special interest group influence. Therefore, the last column provides the pertinent data as they relate to this issue.

Table 2.12.--Contributions of specific organizations in specific issues.

Type of Organization	Financial Defeats	Financial Problems	Superintendency Turnover
Left-wing	.11 (11)	.41 (1)	.03 (12)
Teachers	.19 (8)	.12 (6)	.11 (6)
Neighborhood	.47 (1)12 (5)
Religious	.21 (6)	-.06 (8)	.22 (2)
PTA	-.18 (9)	-.19 (3)	-.21 (3)
Service clubs	.35 (3)	.19 (4)	.03 (11)
Labor	-.29 (5)	-.03 (9)	.09 (7)
Citizens advisory committees	.41 (2)	.14 (5)	-.18 (4)
Taxpayers	.30 (4)	.20 (2)	...
Business and professional	.05 (12)	.02 (10)	-.03 (10)
League of Women Voters	.21 (7)	-.11 (7)	.03 (9)
Right-wing	-.15 (10)	.02 (11)	.09 (8)
Political party	...	-.02 (12)	.32 (1)

Source: Ziegler & Jennings, 1974, p. 115.

Based on this study, Ziegler and Jennings isolated two general categories of special interest groups:

First, there are non-issue specific groups, such as PTA's, League of Women Voters, and service organizations. These organizations provide support for the ongoing system, but inject little conflict into the system. They constitute a resource from which decision-makers may draw in times of crisis. Then there are ideological and issue-specific groups whose role is to inject conflict into the system and to make conflict salient for decision-makers. Intense activity by such organizations usually has an effect, but not necessarily the effect that such groups desire. The unanticipated consequences of such groups may be a result of the fact that they have the influence to make an issue salient by expanding the scope of conflict but apparently have less ability to control the outcome of a conflict once it has developed. (p. 117)

Superintendents have developed some tools to cope with the demands and threats of internal and external pressure groups as outlined by Cuban (1976) in his study of three large urban school chief executives. They responded to pressures by subtly and openly redefining the problem; refocused issues to areas having greater scope and magnitude, thereby making the issue appear larger than a particular group wanted to tackle; reduced very complex as well as ambiguous issues into technical and routine matters that could be managed; and cooptation was a method employed, whereby critics' suggestions were adopted and shaped by administrators to meet their specifications. By denying the critics a platform for their charges, the superintendents could point proudly to their flexible natures and willingness to reform. Finally, superintendents could delay implementation of recommendations, plead financial insolvency or lack of human resources, defer to other more poignant issues facing the districts, or choose to ignore aspects they found repugnant. Superintendents no longer have a choice; they must become "political animals." If they have no power base available on the board, then they need to cultivate relationships (with influential groups) within the community-at-large, the point being, one has to "consciously choose" to play this sort of game and learn the rules accordingly. It is not something we do a very good job of in our schools of education (Gousha, 1981). ("Experience keeps a hard school, but a fool will learn in no other"--Ben Franklin.)

Staff Conflicts

High on a list of "stomach twisters" cited by superintendents were two problem areas identified when asking the question, "What was a major problem last week and last year?" "Last week" responses rated staff problems as first over finances, and "last year" indications placed staff conflicts second after finances. In most instances these areas were related by superintendents in dealing with teacher demands for greater benefits intertwined with declining budgets (Hughes & Gorden, 1980). Staff conflicts manifested in school-staff relations, negotiations, strikes, or other forms of teacher militancy remain identified as issues/challenges that are of significant importance to superintendents even over a ten-year spread. Two studies reported by the American Association of School Administrators, 1971 and 1982, continued to rank staff conflict issues in the top ten of the 18 issues/challenges cited. In the 1971 study, "school staff relations, strikes, or other forms of teacher militancy" ranked fifth of the top 18. The 1982 study cited "issues such as negotiations, strikes" as ranking ninth in 18 categories. Of ten response issues dealing with future superintendency plans, the number-one issue cited by superintendents that would drive them out of their positions were "issues such as negotiations, strikes and other forms of teacher militancy" rated before "caliber of persons assigned to or removed from local boards of education" (AASA, 1982, p. 42).

However, it appears from a study conducted by Cresswell and Simpson (1976) that these two issues, teacher militancy and caliber of

board-member personnel, are significantly related in terms of increasing teacher militancy, thus resulting in intensified staff conflict. This study deals with the question of how the style and process of governance affects labor relations and how labor relations fit into the political structure of school district governance.

Labor relations provide a mechanism, especially through bargaining processes, to change (or at least alter) the relationships between the superintendent and the board either in totality or with individual board members. Cresswell and Simpson's study involved a particular midwestern district seating two newly elected board members at the bargaining table representing management's team. (Again, the issues in this study center on governance and the effect of governance on staff conflict arising from bargaining processes.) Since their election, the presence of the two new board members had been a "dominant feature" in most governance and staff-conflict issues. The situation that developed was similar to that described by Iannaconne and Lutz (1970):

Individuals who defeat incumbents may or may not begin with the intention of struggling with the superintendent. However, since the superintendent is the key figure in establishing educational policies and goals that a new member seeks to change, the new member is likely to find that their chief opponent is the superintendent. (p. 175)

Staff conflict, in this district, resulted in a teacher strike. The flame of confrontation was fueled by a "provocative" statement made by one of the two newly elected board members at the bargaining table. This study documented the fact that conflict was intensified and translated into a strike by the teachers in order to "save face and

restore teacher dignity" after the following statement was made by the newly elected board member at the bargaining table:

Can you explain to me why a school teacher is a super citizen and should not suffer the pangs of inflation? The rest of us are going to suffer forever. You are not going to be whole at my expense. You tell me why a teacher is different. You are not going to have the taxpayers cut and keep your standard of living up. You would be surprised at some of the people I have been talking to on the phone, and I don't think you would like me to mention names. You are going to get just as hungry as the rest of the people. When you get that through your head you will get a contract. Get off and try eating dogfood like the rest of the people here. (Cresswell & Simpson, 1976)

As far as the teachers were concerned, the "restoration of dignity" was the major reason for the resulting strike after this inflammatory statement was made. In a survey, the teachers were asked to rate the importance of salary versus the dignity issue as causes of the strike. It is clear from Table 2.13 that while salary was important, it was overshadowed by "restoring teacher dignity" as a cause of the strike.

Table 2.13.--Percentage of teachers rating importance of strike issues.

Issue	Rating		
	Not Very Important	Fairly Important	Very Important
Dignity	9%	5%	86%
Salary	12	16	72

Source: Cresswell and Simpson, 1976.

The dignity issue became even more powerful when the answers to the importance of dignity were divided according to whether or not a person (teacher) participated in the strike action (Table 2.14).

Table 2.14.--Percentage of teachers rating importance of dignity as cause of strike.

Participated in Strike	Rating		
	Not Very Important	Fairly Important	Very Important
Yes	7%	2%	91%
No	19	19	62

Source: Cresswell and Simpson, 1976.

A conflict between board members and a superintendent intensifies the potential for collective bargaining to become multilateral, meaning the union can negotiate formally at the table and informally with board members collectively or separately. Thus, a superintendent can be caught between the erosion of autonomy represented by the contract on one side, and the encroachment of the board in administrative matters on the other. In trying to associate the interaction of governance with bargaining, two dimensions seem relevant: (1) degree of consensus in the governance system and (2) degree of vulnerability in the governance structure. If looked upon as independent dimensions, Table 2.15 illustrates this typology.

Table 2.15.--Degree of consensus and vulnerability.

Consensus	Vulnerability	
	High	Low
High	Medium conflict not persistent	Very low conflict
Low	High persistent conflict	Low persistent conflict

Source: Cresswell and Simpson, 1976.

"The nature and level of conflict in bargaining and other forms of governance should be related to the degree of consensus and vulnerability of the structure" (Cresswell & Simpson, 1976, p. 24). The hypothesis implicit in this cell construction is that the amount of conflict manifested in the governance and/or bargaining of a school district is jointly determined by the amount of consensus and the "presence of mechanisms to control or suppress dissensus" (Cresswell & Simpson, 1976, p. 25). Because bargaining in schools tends toward a three-way interaction among board, superintendent, and teachers, there is a likelihood of an increase in the vulnerability in the overall governance structure. What this means is that there will likely be more opportunity for participation by small factions (board members and/or teachers) in the ultimate decision-making and governance process. Therefore, unless there is an accompanying shift to lower vulnerability, just the onset of bargaining, in and of itself, should

lead to more open conflict, both in labor relations and the rest of the school governance process (Cresswell & Simpson, 1976).

Leadership style and behavior and concomitant rule administration have long been studied in relation to conflict management. Likert (1961) contended that one's style of managing can have significant influence on subordinate activity within an organization. His proposed principle of "interaction-influence" stressed the need for individual participation in decision making, with greater involvement affecting a higher level of group commitment and task orientation. It was in this vein that Likert formulated a continuum of leadership styles. Likert's systems are:

System 1: Exploitative-Authoritative

System 2: Benevolent-Authoritative

System 3: Consultative

System 4: Participative-Group

The first two systems, viewed in terms of "closed" leadership style, and the last two systems, likened to that of "open" management style, were the basis for a study that investigated the relationship between superintendents' leadership styles and the frequency of grievances initiated by secondary teachers (Caldwell & Finkelston, 1977). The hypotheses tested sought to find: (1) an inverse relationship between the participative management behavior of the superintendent and the frequency with which grievances are initiated by secondary teachers; and (2) a positive relationship between the exploitive-authoritarian management style of the superintendent and the

frequency with which grievances are initiated by secondary teachers. The sample used in this study involved 27 superintendents and 268 secondary teachers.

Both research hypotheses were accepted with a significant statistical level of confidence beyond .001. A partial coefficient of correlation figure of 0.2459 represented a positive relationship between closedness and the frequency of grievances. By assumptive analogy, therefore, an inverse relationship existed between the openness profile at the extreme opposite end of the continuum and the frequency of grievances. (Caldwell & Finkelston, 1977, p. 12)

Figure 2.3 represents the linear relationship between superintendents' management style and the frequency of grievances.

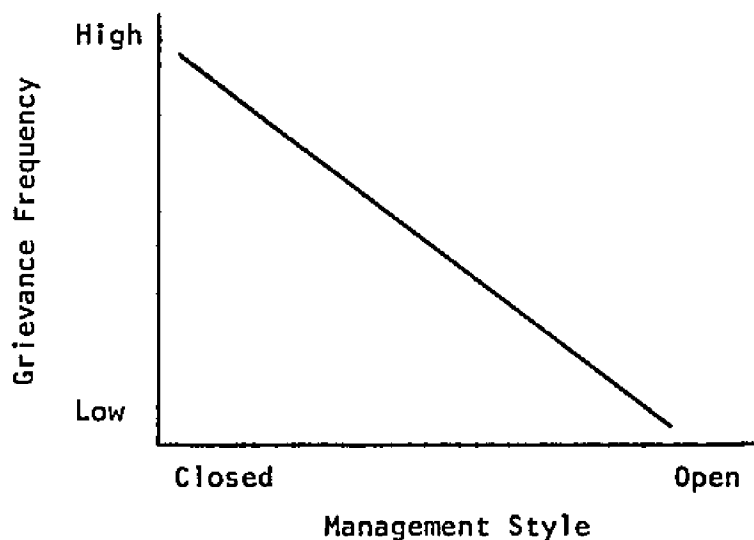


Figure 2.3.--Superintendents' management style. (From Caldwell & Finkelston, 1977, p. 12.)

The dependent variable identified in this study was conflict. While conflict in schools has not been lacking (particularly since the onset of collective bargaining), school management has been somewhat lax in providing a channel for conflict resolution. Collective bargaining more than any other reason has provided the impetus for

staffs to develop a grievance procedure for institutionalization of conflict resolution. Conflict, then, in school districts has become more openly exposed. It is critical, then, that superintendents internalize the interrelatedness of leadership style and conflict resolution in terms of integrating individual needs and organizational objectives. In this venture of integration, leadership style and mutual supportiveness assume extreme importance (Argyris, 1964).

Conflict resolution, as put forth by Sergiovanni, is not based on similar interpretations of rationality. For example, since it is assumed that goals are not givens but negotiated and since the interplay within the organization and between the organization and its environment is viewed as bargaining, then the rational pattern of establishing clear goals and subsequently programming individual and organizational behavior to maximize these goals is suspect. Instead, a "satisficing" image of person and organization is offered as a substitute for more traditional rational images. Administrators do not seek optional solutions to the problems they face but seek solutions that will satisfy a variety of demands. (Sergiovanni & Corbally, 1984, p. 7)

Conflict generally is the result of a challenge to a given principle or hierarchy within an organization. The message to superintendents is that conflict is essential to the positive evolution of the educational organization. The "wholesomeness" of conflict depends to a large degree on the leadership behavior of the superintendent. Institutionalized procedures encourage conflict within acceptable parameters and present educational administrators with leverage for improvement of the educational organization (Caldwell & Finkelston, 1977). The following assumptions about people and conflict may provide a clearer understanding of this interrelatedness and be the basis of judging effective leadership.

People are basically ambivalent; they want simultaneously to change and to stay the same.

People create their own meanings.

People's resistance can be viewed as an expression of their integrity, not as a case of their being "dumb" or "bad" or "weak."

Caring can be expressed through confrontation not just protection.

Conflict can be productive.

The definition of information can be expanded.

New kinds of information can be appropriately shared.

Mutual dialogue in which new information (often negative) is shared can lead people to make real choices.

An outcome of real choice is a new level of commitment and hope.
(Jentz & Wofford, 1979, pp. 174-75)

Management Problems

"You had better know how to manage your time and how to delegate jobs, if you care about survival" is the way one superintendent responded in the Hughes and Gorden (1980) survey. In other superintendent surveys, knowing how to evaluate personnel, implementing a systems approach for more effective decision making, and managing scarce resources (people and dollars) were other most frequently cited management skills needed by practicing superintendents. Superintendents viewed the job as one requiring the same skills as those executive managers employ anywhere in terms of leading any complex organization.

Leadership, and its companion decision-making, will become an increasingly intricate process of multilateral brokerage including constituencies both within and without the organization. More and more decisions made will be public decisions; that is, they will affect people who insist on being heard. Educational managers will have to reckon with the growing role of media as a fourth arm of government available for use by the people who oppose a particular

decision as well as the people who support it. The idea of a relatively small group of movers and shakers who get things done is obsolete. . . . The bigger the problem to be tackled, the more power is diffused and the more people have to be involved. Thus, decisions become more complex and ill-defined, affecting more different and sometimes conflicting constituencies. (Sergiovanni & Corbally, 1984, p. 65)

Superintendents' appraisals of issues and challenges are being affected by their perceptions of changes in the context of the environment of the times. Superintendents are reporting giving more attention to day-to-day managerial matters. The highest ranking issues and challenges pointed out by the 1982 AASA survey (financing schools, planning and goal setting, assessing educational outcomes, accountability/credibility, and staff/administrator evaluations) are consistent with society's demand for higher and more favorable institutional performance.

They reflect society's call for prudence, efficiency and stewardship in times of declining resources. In the 1980s these issues and challenges are reflections of our incredible battle with inflation. Given the nation's economic uncertainty in the early 1980's, it is likely these issues and challenges will continue into the decade of the 1990's. (AASA, 1982, p. 63)

According to Sergiovanni and Corbally,

The name of the game, then, is ambiguity and surprise and leaders have to lead under uncertain, risky conditions where it's virtually impossible to get ready for "something" when you have to get ready for "anything." Just as effective leaders know about and are becoming more competent in coping with the politicization of our institutions--by which I mean that institutions are becoming the focus for a new kind of politics, i.e., mobilizing public opinion or working more closely with legislative bodies at both the state and federal levels and other key constituencies--they are also learning more about an enlarged concept of the "management team." (p. 65)

Any attempt to study democratic, participatory management or the management team concept requires a knowledge of and an appreciation for

the role that organizational structure plays in the type and quality of decision making. Decision making in a school district revolves around the superintendent. The management team pattern of a school's organizational structure may be determined by the style of the superintendent's leader behavior. Numerous leadership studies have analyzed leader behavior emanating from the interaction of certain variables. McGregor (1960) saw leader behavior evolving from the mixing of four basic elements: (1) the personality traits of the leader; (2) the attitudes, needs, and other individual features of the followers; (3) the organizational structure, purposes, and tasks; and (4) the overall climate of the environment.

A study conducted of 49 school districts that were members of the Metropolitan Detroit Bureau of School Studies, Inc., attempted to define the management team patterns of school organizational structure. The data from the study indicated four basic management team patterns were in operation:

1. School districts where the superintendent meets with just one group that includes all the management team members or their representatives were classified as employing "Single" management team patterns of school organizational structure;
2. School districts where the superintendent meets with a group that includes all the management team members or their representatives as well as a group that includes just central administrators were classified as employing "Dual" management team patterns of school organizational structure;
3. School districts where the superintendent meets with a group that includes all the management team members or their representatives and one or more other groups that include different segments of the management team members were classified as "Multiple" management team patterns of school organizational structure; and

4. School districts where the superintendent does not meet with a group that includes all the management team members or their representatives, but meets with one or more groups that include different segments of the management team members were classified as employing "Divisional" management team patterns of school organizational structure. (Aukee, 1973, pp. 7-8)

A breakdown of the survey results from 46 of the 49 districts responding is illustrated in Table 2.16.

Table 2.16.--Classification of school districts according to the management team patterns of school organizational structure and district size.

Management Team Pattern of School Structure	Fewer Than 6,000 Students	More Than 6,000 Students	Total
1. Single	14	3	17
2. Dual	2	11	13
3. Multiple	3	8	11
4. Divisional	1	4	5

Source: Aukee, 1973, p. 9.

A major focus of this study was finding an existence of a relationship between the patterns of team management in school organizational structures and the degree and quality of involvement in the decision-making process. The results led to the following conclusions:

Conclusion I: An appraisal of the findings suggested that the "Single" pattern of team management which provided a formal structure for the team handling of district-wide problems and the "Multiple" pattern of team management which provided a formal structure for the team handling of both the district-wide problems and the specialized concerns of its members came the closest to facilitating implementation of the management team concept, and

were preferred over the "Dual" and "Divisional" patterns of school organizational structure.

Conclusion II: The "Divisional" team pattern, which made no provision for management team involvement in system-wide problem-solving, was found to be the least satisfactory of the four team patterns.

Conclusion III: The "Single" pattern was utilized primarily in small districts of less than 6,000 students (14 out of 17) while the "Multiple" pattern was used primarily in large districts of 6,000 students or more (8 out of 11). (Aukee, 1973, pp. 22-25)

A final observation made in the Aukee study was an underlying belief that "neither the organizational structure, nor the participative strategies selected are as important as the perceptions held by management team members concerning the leader's true feelings about them and about his/her basic motivation" (p. 27).

A bold proposal for broadening the level of involvement in dealing with all management issues of a district recommends the inclusion of members of the professional teaching staff at the "cabinet" level of a district's organizational structure involved in decision-making processes. A superintendent in the small district of Whitehall, Michigan, proposed that lack of communication through lack of involvement among school people was partly responsible for deteriorating teacher morale, increased stress for superintendents, as well as all administrators in a district. Cabinet meetings in this district can be considered analogous to a central steering committee meeting once a week with the responsibility to make decisions as well as make recommendations to the superintendent. Cabinet members are privy to and discuss a broad range of topics including budget allocations, teacher evaluation, curriculum review and revision, inservice

programs, student behavior, etc. Cabinet decisions are of an advisory nature. No topic is out of bounds for discussion. Originally, the plan included only one teacher from the district, but soon the structure expanded to involve a teacher representative from each building in the district due to the belief that "(1) faculty members make genuine contributions to improving internal communications; and (2) it allowed more grass-roots knowledge in the administrative decision-making processes." The superintendent found that the increased involvement brought about more openness and honesty from both sides in dealing with issues ranging from involuntary transfers due to declining enrollment, to millage. A heightened awareness of issues and problems both groups face resulted in less tension between administrators and the professional teaching staff. Teachers assisted in squelching rumors. Overall, an increased level of trust, honesty, and understanding between the two groups was perceived (Page, 1982).

Interestingly, the basic premises used as a basis for defining the organizational structure of a small, rural district such as Whitehall, Michigan, were validated by the findings of a study surveying the attitudes of superintendents in systems having a student population of 15,000 or more (Talmage & Ornstein, 1976). Superintendents as a group were found to possess significantly more favorable attitudes toward internal and external community involvement in school issues when advisory in nature rather than where implied power was evident in determining the status of various issues. Most findings reviewed in the literature tended to profess that school systems regardless of

commonalities such as size, ethnic composition, and geographic location are singularly unique social systems. The superintendent functions within a given social system by relating and reacting to a host of local issues and interrelated variables that may override any effects of size, location, and/or ethnic composition. Internal and external groups around the country, regardless of demographics, want to be involved in their schools.

During 1974, the Commission of Educational Governance under the auspices of the National Commission for Citizens in Education held public hearings around the country to explore issues related to the question, "Who Controls the Public Schools?" Decision making in the public schools emerged as the central issue (Weinstein & Mitchell, 1975). In responding to internal and external groups seeking involvement in decision-making processes, superintendents would do well to understand their own attitudes, study the singularly unique aspects of their own social systems, and together with these two groups work to establish structures that will allow the extension of constructive involvement in making and influencing decisions. It is a modern-day imperative that persons from internal and external communities be allowed to participate at both the advisory and control levels (Weinstein & Mitchell, 1975).

Superintendent "A" found this modern-day imperative to be true in terms of lessening tension both within and outside the school organization when dealing with the highly volatile issue of school closing due to declining enrollment. At a school board meeting,

Superintendent "A" proposed that three schools be closed. This announcement evoked a hostile reaction from the community. Rather than following through with the proposal and pushing it through for a vote, the superintendent withdrew it and introduced a process of participation into the closure decisions. As the superintendent explained:

The community erupted. . . . I misread them and thought they were ready for it. I could have rammed the closure(s) through but took a step back instead and got the community involved. This way they owned the decision and the district ended up closing six schools (twice the number of schools initially recommended) by a unanimous vote of the board. (Reisman, 1981, p. 4)

This politically oriented (bargaining-process based) behavior on the part of Superintendent "A" enabled school closures to occur with minimal negative consequences. Conversely, Superintendent "B" experienced ongoing opposition and conflict since initially proposing school closings. Based on an advisory committee's report and Superintendent "B"'s own data analysis, the superintendent recommended that a high school be closed as soon as possible. This recommendation aroused substantial community resistance, which was not sufficiently addressed, as Superintendent "B" explained:

[After cutbacks in state finances] it appeared that we would have to make immense cuts in our financing. The board set up a committee (as it tends to do) of teachers, students, and citizens to study the issue. The committee identified the need to cut several million dollars worth of programs. They suggested closing a high school which had been experiencing declining enrollment. This decision had to be made quickly if it was going to be implemented before the beginning of the following year. We had one month to decide which school to close. (Reisman, 1981, p. 5)

The superintendent and a newly appointed school closure committee analyzed data and held public forums. He explained, "Usually I like to let people argue themselves into exhaustion, but there was only one month for this, which is not very long" (p. 5).

Following the superintendent's official recommendation, an uneasy board voted 3-2 in favor of school closure. A disgruntled citizens' group filed a legal suit. The legal battle proceeded to the state supreme court, which ultimately upheld the legality of the board's decision. Obviously, the controversy lasted an extended period of time and left deep scars throughout the school organization and community.

Clearly, Superintendent "B" behaved technocratically (relied on information gathering, problem solving, bureaucratic rules and goals, and persuasion for the purpose of achieving a common overall objective) (March & Simon, 1959) throughout the school closure process. In view of what was considered to be an urgent need for immediate school closure, rational and analytical procedures were used in reaching the initial recommendation:

These prototypic cases exemplify different results obtained from technocratic and political approaches to similar conflict situations involving the public. These particular cases indicate an advantage in behaving politically rather than technocratically in extraorganizational conflict. Although technocratic behavior does not always intensify conflict and incite controversy, this does appear to be a tendency--particularly in the absence of shared values and in situations where the public is willing to challenge official decisions. (Reisman, 1981, p. 6)

The likelihood for superintendents, members of a strongly professionalized occupation, to be politicized conflict managers when

confronting their clients suggests they are either willing to and/or are pressured to compromise their professional wisdom in order to resolve conflict. It appears circumstances surrounding school district conflict may cause political bargaining behavior to be essential for school superintendents. Even though superintendents may initially approach conflict technocratically, i.e., guided by their professional opinion, the nature of conflict in a public arena in a school setting may force them to engage in trade-offs, compromises, and/or cooptation (Reisman, 1981).

Financial Difficulties

In 1971 and again in 1982, superintendents ranked "financing schools" as the most significant challenge or issue they faced in the performance of the duties of their position. In fact, in 1982, superintendents cited "inadequate financing of schools" as the factor having the greatest influence on their effectiveness, and one in eight superintendents believed "financing schools" was the single issue, should it become more problematic, that would result in their leaving the superintendency (AASA, 1982). "You can be forgiven many things, but to fail to manage finances will cost you your job" (Hughes & Gorden, 1980, p. 25).

Superintendents continually have cited the need to develop astute financial skills as critical to their professional survival. Central to this needed skill is a re-education of the close relationship that exists between educators and economists. Recognition and understanding of the relationship between public education and the

field of economics continues to be crucial as spiraling expenditures for education continue in the face of declining enrollments. "Although the number of school-age children in the nation increased by 8.6 million during the 1950's and 13.2 million during the 1960's, the period from 1970 to 1977 saw a decrease of 3.5 million students" (Burrup & Brimley, 1982, p. 37). Few of those who were responsible for financing education seemed to realize that inflation and its resulting problems would continue to keep costs rising regardless of the number of students in attendance. The argument to re-educate educators in the science of economics highlights the fact that school managers (superintendents) ignored the obvious--that being that it costs just as much to heat, light, and maintain school buildings at full capacity as it does at 20% to 30% to 40% less capacity. At the same time, while experiencing this fall-out from enrollment-decline problems, superintendents experienced an escalation in the increased effectiveness of bargaining for all employees and the cost of new state and federal programs for special education students to name a few (Burrup & Brimley, 1982).

The impact of these escalating forces side by side with declining enrollments can be thought of as forming a series of binds, each further exacerbating the effects of the other. These binds might be explained in the following ways:

1. Enrollments decline while inflation causes costs to rise; declining enrollments cause per pupil costs to rise still higher.
2. Resources diminish while demands for those resources increase both among individuals and subgroups; increased demands spread the resources still thinner, making the demands more vocal.
3. Public confidence decreases while public expectations increase that individual needs be met; failure to meet those needs further undermines public confidence.
4. Local autonomy decreases while state and federal regulations increase; the role of state and federal agencies is likely to

expand still further as local communities prove less able to manage effectively in the face of all the above. (Jentz & Wofford, 1979, pp. 11-12)

Doubts and criticism then continue to intensify about the quality of educational programming. Costs continue to rise. Both of these situations happening in concert cause growing skepticism. Continued higher wage demands of all employee groups in a milieu of budget cutting and public mistrust exemplifies the frustration of all involved in decline situations. The result is a return-to-fundamentals (back-to-basics) approach. Finally, exacerbations resulting from decreases in state and federal funding while demanding increased programming in special education and other areas leave one with the belief that education is in for a long road toward recovery (Jentz & Wofford, 1979).

Crubb and Michelson (1974) further reinforced the financial quandary education finds itself in as the result of geometrically increasing costs coupled with growing demands placed on the schools:

But the demands placed on education change rapidly. The launching of Sputnik in 1957 resulted in a determination to "catch up" through science education. In the mid-1960's, with the civil rights movement, we "discovered" the second-class status of blacks, prompting an evaluation of the role of education in alleviating both poverty and discrimination. The emphasis shifted from development of a technological elite to Great Society programs for economically and educationally poor. By the end of the sixties, evaluations of large-scale programs raised doubts that compensatory education was compensating; and soon a controversy arose over the possible efficacy of such programs, a controversy still much alive. At present, numerous proposals for reorganizing public schooling compete for attention, including community control of schools, "free" or alternative schools, voucher plans, greater control by higher levels of government, and no schools at all. What unites these proposals is only that they are all, in one dimension or another, radical--they either promise or threaten to thoroughly transform public schooling. In less than two decades, we have

moved from specific goal-oriented demands on education through compensatory education to the present stage of sweeping proposals for structural change. (p. 1)

Most would probably agree that sufficient revenues provide the potential of implementing sound educational programs. Sufficient revenue in and of itself does not guarantee quality. However, most would probably agree that insufficient revenues most certainly make the probability of poor educational programming highly likely. Probably, most would agree that sound economic investment does not always result in a lesser amount being expended for a service or commodity. Business, industry, and education have lived through problems resulting from less-than-safe initial investments being made. "For example, school boards that employ unqualified or incompetent teachers or refuse to keep buildings and equipment in good repair with the excuse of saving money, will sooner or later recognize such actions as poor business and a violation of true economy" (Burrup & Brimley, 1982, p. 50). Reinforcement for this economic premise was provided by Houser (in Yarborough, 1968):

Boards of Education have failed miserably . . . and too often the only criterion of success was that they kept the tax bill for education low. In this respect, and this goes for state legislatures as well, there has never been a greater form of economic idiocy than that which has resulted in our saving millions of dollars in educational expenditures in the schools, and then spending hundreds of millions of dollars to mop up the failures of the school system. (p. 19)

Of all the available measures of the nation's productivity and the state of its economy, gross national product (GNP), most would agree, is the most meaningful, the best understood, and the most often used. It reports the market value of all final goods and services

produced within a specified period--in practice, a one-year period. The GNP is often referred to in determining potential expenditure levels for education, as well as for other services. Table 2.17 represents total expenditures for education related to GNP from 1970-71 to 1982-83.

Table 2.17.--Total expenditures for education related to GNP, 1970-71 to 1982-83 (amounts in billions).

Calendar Year	GNP	School Year	Expenditures for Education	
			Total Expenditures	As Percentage of GNP
1970	\$ 982.4	1970-71	\$ 76.7	7.8
1971	1,063.4	1971-72	84.5	7.9
1972	1,171.1	1972-73	89.0	7.6
1973	1,306.6	1973-74	98.3	7.5
1974	1,412.9	1974-75	109.0	7.7
1975	1,528.8	1975-76	121.9	8.0
1976	1,700.1	1976-77	128.9	7.6
1977	1,887.2	1977-78	136.5	7.2
1978	2,163.9	1978-79	143.4	6.6
1979	2,417.8	1979-80	153.6	6.4
1980	2,633.1	1980-81	168.3	6.4
1981	2,937.7	1981-82	197.2	6.7
1982	3,057.5	1982-83	228.9	7.5

Source of data for GNP: Economic Report of the President, January 1979 and 1983.

What percentage of the GNP should be invested in education? Varvue (1969) estimated that it would require about 8% to achieve the educational goals listed in 1960 by the President's Commission on National Goals. According to Johns (1975), predicting trends in 1968,

it was perceived reasonable to expect that at least 12% of the GNP would be allocated to all education by 1980. Obviously, from the expenditures as reported in Table 2.17, education has failed by close to a 50% margin in obtaining the level of funding as predicted by Johns!

Most citizens of the United States probably recognize education as "big business," but they often refuse to give education a high enough priority in receiving the resources required. During the mid- to late 1970s and into the early 1980s, taxpayers in many areas of the nation and in particular Michigan demonstrated their displeasure with the public schools by repeatedly voting against tax increases and bond issues. In many corners of Michigan, tax reduction became more important than providing funds for a good school program. The public at large appears to be totally confused by the dichotomous phenomena of declining enrollments and subsequent school closings accompanied by continually increasing costs in funding educational programs. Table 2.18 was developed from data collected and reported in the Annual Analysis of Michigan Public School Revenues and Expenditures Reports from 1972 to 1982. The table highlights the quandary found in financing education in Michigan today and clearly illustrates how declining enrollment has happened in Michigan while being accompanied by increasing expenditures.

A study conducted for the Southeast Michigan Council of Governments in May 1979 (Bristol, 1979) investigated school enrollments and financial trends in the state covering the period from 1969 through 1977. This study represents a regional picture of what the state as a

Table 2.18.--State of Michigan financial and school-related data, 1972-1982^a (all districts).

Pupil Membership as of:		Decline in Numbers of Pupils	Per Pupil Revenues	Per Pupil Expenditures	Per Pupil Dollar Increase in Expenditures From Year to Year	Public School Teaching Positions
9/29/72	2,193,270	...	\$1,020.70	\$1,172.33	...	93,852
9/28/73	2,159,966	(-33,304)	1,254.82	1,320.18	+147.85	94,221
9/27/74	2,139,720	(-20,246)	1,400.59	1,500.02	+179.84	83,580
9/26/75	2,127,917	(-11,803)	1,499.51	1,620.82	+120.80	92,677
9/30/77 ^b	2,023,944	(103,973)	1,871.49	1,933.82	+313.00	90,312
9/29/78	1,965,685	(-58,259)	2,093.92	2,172.97	+239.15	88,652
9/28/79	1,910,385	(55,300)	2,341.28	2,450.37	+277.40	87,487
9/26/80	1,859,934	(-50,451)	2,522.77	2,666.09	+215.72	84,041
10/2/81	1,792,331	(-67,603)	2,762.50	2,821.26	+155.17	78,447
Totals		18.28%	270.65%	240.65%		16.41%
400,939		Total % decline in enrollment	Total % increase in revenue	Total % increase in expenditure		Total % decrease in teaching positions

Source: Michigan State Board of Education, 1972-73, 1973-74, 1974-75, 1975-76, 1977-78, 1978-79, 1979-80, 1980-81, and 1981-82.

^a1976-77 information not available.

^bData reflect a two-year period.

whole has experienced in terms of the phenomena of declining enrollment and increasing costs. School districts were categorized into four types: (1) major urban, (2) other urban and near suburban, (3) outer suburban, and (4) rural. The purpose of the data gathered for this study was to present and interpret the information in an effort to explain why school districts are experiencing this phenomenon. Data reported that the total enrollment for the region declined 11.3% between 1969 and 1977. The total teaching staff declined during the period also, but at a much slower rate of 2%. This affected the pupil-teacher ratio in the region by reducing it from 26.4 to 23.9. Further data showed elementary enrollment declined at a much faster rate than secondary enrollment. Elementary enrollment declined by 19%, while secondary enrollment declined by 4%. This was found to be due to the "lagged effect" that the declining birth ratio had on the region. Students born in periods of rising birth rates were entering and completing secondary school during the 1969-70 period. However, there was not a comparable influx of students in elementary schools to make up for the loss to secondary schools.

In contrast to declining enrollment, per pupil education costs rose significantly between 1969 and 1976. All types of expenditures investigated in this study rose between 70% and 104%. Several factors were examined to determine why education costs continued to rise. One of the most obvious was inflation. But with the inflation rate for this period being only 66.8%, it was apparent inflation did not account for the entire increase in expenditures. Average teachers' salaries

increased at a rate of only 50% to 70%, barely keeping pace with inflation, therefore not accounting for much of the increase in costs. The most important costs appeared to be those connected with pupil-teacher ratios. Since the costs of education are reported on a per pupil basis, as enrollment declines, stable or increasing costs have to be spread over a smaller number of students. This has the effect of raising the per pupil costs (Bristol, 1979).

Table 2.19, developed from data reported in this study, shows a glaringly dichotomous picture illustrating the phenomenon being explained in this section.

Table 2.19.--Changes in total enrollment and instructional expenditures by district type, 1969 to 1976.

District Type	Enrollment Change		Change in Expenditures	
	Numerical Change	Percent Change	Numerical Change	Percent Change
Major urban	-60,268	-20.9	\$ +476.09	+81.6
Other urban & near suburban	-80,438	-21.7	+472.91	+75.3
Suburban	- 3,053	- .8	+500.22	+83.1
Rural	+19,783	+26.7	+376.24	+81.3

Source: Bristol, 1979, pp. 19 and 35.

The startling comparisons are even more unbelievable when coupled with these further data compiled regarding operating expenses,

which showed increases of 98.7%, 94.6%, 103.4%, and 95% for each of the district types, respectively. Maintenance and operation of the schools played an important role in adding to the problem of increasing costs. Inflation played a major role in rising utility costs. This, in turn, caused operating expenses to rise. Upkeep of older buildings proved to be more costly than maintenance of new buildings. Buildings must still be maintained, regardless of changes in student enrollment.

In trying to argue the point that educators need to become students of economics, the point that financing education at less than an adequate level in a poor economy makes sense. With such a large investment in buildings and facilities, neither the nation nor Michigan can afford to provide too little revenue to protect that investment. However, another important point as far as school finance is concerned is that the educational community--boards of education, administration, teachers, and other staff members--needs to note that the tax-paying community needs and is demanding more comprehensive and objective ways to measure output of education compared with input. "Without such accountability, it appears that the theories and principles of economists that are generally followed in financing education may be counterbalanced by the actions of skeptical taxpayers" (Burrup & Brimley, 1982, p. 51).

Summary

The review of the literature was directed toward examining the administrative problems experienced by superintendents that adversely affected their ability to direct the business of their school district

that may have further resulted in turnover at this administrative level. Included in the review were studies that documented data pertaining to the identified causal factors relating to the superintendency for purposes of this study. Seven causal factors were identified in this study as problem areas affecting superintendency effectiveness and turnover:

Board-Superintendent Relations

Board-Member Elections

Communications/Public Relations

Public Pressure/Special Interest Groups

Staff Conflicts

Financial Difficulties

Management Problems

The literature clearly gave evidence that what is happening to superintendents today is that the impossible is being expected of them. Role expectations for the public school superintendent have outstripped the capacity of most individuals to fill them. Demands of the job of the superintendency are becoming less managerial and more political in nature. Tradition in terms of the role of superintendency is declining in importance. Overall, individual leadership is diminishing. Many observers would agree that school superintendents are under siege by militantly competing groups impinging on school districts. Due to the cosmopolitan nature of current superintendents, they are viewed as outsiders and are having a difficult time establishing loyal coalitions within their districts. The literature was replete in

documenting the practically humanly impossible demands on contemporary superintendents. Seven problem areas were identified as affecting superintendency effectiveness in the performance of the duties in this administrative post.

Board-Superintendent Relations

In a 1982 study conducted by AASA, board-superintendent relations ranked as the sixth major concern. This problem area was not ranked at all in a similar study conducted ten years earlier. Literature was cited that concluded that the quality of the school board is the predominant factor in determining the success of the superintendent. Overall, the role of the school board is being seen as one that is increasingly political and becoming more involved in administrative matters. Superintendents then, it was argued, must become scholars of the aspects of political influence and maneuvering. As a result of this shift toward more influence, thus greater power for school boards, a definite shift seems imminent for the role of the superintendent as well.

Board-Member Elections

A hypothesis found to be significant was that involuntary departures are accompanied by more electoral heat than are voluntary ones. Further results cited established that involuntary departures were much more common (significantly) when school board incumbents had been ousted in previous elections.

Communications/Public Relations

Superintending was found to be communicating. Superintendents were found to communicate with a multitude of elements in their school systems and environments, both internally and externally. As a result, superintendents maintain a complex network of relationships with individuals and groups. Communication at this administrative level was found to be characterized by brevity, variety, and fragmentation. It was found that superintendents have not been trained to find or to cultivate the communication lines and power structures in local communities. Today's public expects less of their superintendents as authoritative, expert professional mentors but expects more of them as skilled political negotiators.

Public Pressure/Special Interest Groups

In understanding the interrelatedness of interest groups, subsequent public pressure, and organizational intensity, superintendents today need to be equipped with theoretical knowledge and have developed a model based on this theoretical foundation of how living organizations exist and interact. Superintendents will need to become more accessible, more visible, and more anxious to hear their community voices, but in doing so take more risks. Power structures in a school community can make or break a proposed educational project. Superintendents no longer have a choice; they must become political entities. If they have no power base available on their boards of education, they need to cultivate relationships of influential groups within the

community-at-large. The point is, one has to "consciously choose" to conduct business in this manner.

Staff Conflicts

Of ten response issues dealing with future superintendency plans, the number-one issue cited by superintendents that would drive them out of their positions was issues such as negotiations, strikes, and teacher militancy. A hypothesis was tested and found a significant relationship between superintendents' management styles and frequency of formal grievances. It is critical that superintendents internalize the interrelatedness of leadership style and conflict resolution in terms of integrating individual needs and organizational objectives. The message to superintendents is that conflict is essential to the positive evaluation of the educational organization. Institutionalized procedures encourage conflict within acceptable parameters and present educational administrators with leverage for improvement of the educational organization.

Financial Difficulties

In 1971 and again in 1982, superintendents ranked financing schools as the most significant challenge or issue they faced. In fact, in 1982 superintendents cited inadequate financing as the single factor having the greatest influence on their effectiveness. Recognition and understanding of the relationship between public education and the field of economics continues to be crucial as spiraling expenditures for education continue in the face of declining enrollments and

school closings. Michigan has suffered significant percentage drops in school enrollments while witnessing 80% to 90% increases in expenditures over a ten-year period from 1972 to 1982. The entire educational community--school boards, administration, teachers, and other staff members must be able to show comprehensive and objective evaluative measures to the tax-paying public to justify input.

Management Problems

Superintendents view the job as one requiring the same skills as those executive managers employ anywhere in terms of leading any complex organization. Today's superintendents are giving more time to managerial matters. Hypotheses studies tested and found significant relationships between the patterns of team management in school organizational structures and the degree and quality of involvement in the decision-making process. In terms of who controls the schools, superintendents would do well to study the social structures inherent in internal and external groups within their districts seeking involvement in decision-making processes. As Foster (1984) proposed,

A critical administration must evidence a great concern for the relationship between external and internal structures, viewing schooling as a mediator between these and administration as a force which can serve a negative function in exposing contradictions and distortions and a positive function in attempting to develop an "objectively" rational basis for schooling. The external structure must be considered given the question "do we wish to construct a more just society?" The internal structure must be considered given the question "are all children given equal educational opportunity in the schools?" This, in turn, means abandoning an instrumentally rational approach to administration--how is control most effectively established?--in favor of a more substantive rationality--what and why do we administer? (p. 167)

CHAPTER III

PRESENTATION OF THE DESIGN PROCEDURES

The purpose of this chapter is to describe the research data, the instrumentation, and the procedures used to conduct this study. The population and samples used in this study are also identified. Included is a discussion of the instrument used, statements of the research questions to be answered, and the statistical methods used for analyzing the data pertinent to this study.

Research Design

Research data gathered for this study were derived from a two-pronged approach. Both the statistical and the descriptive reporting of data being documented as a result of this study were founded in empirical evidence. The study was one in which selected factors and their degree of relationship to superintendency effectiveness and turnover in Michigan were investigated involving the period 1972 through 1984. The factors were:

Board-Superintendent Relations

Board-Member Elections

Communications/Public Relations

Public Pressure/Special Interest Groups

Staff Conflicts

Financial Difficulties

Management Problems

Further demographic data were delineated and compared as to their relationship with the selected factors.

Population

The population used in this study for the purpose of generating statistical analyses included the total population of all superintendents surveyed in Michigan. Names and addresses of persons serving in the superintendency in 521 separate and distinct school districts throughout the state were secured. A survey was developed, finalized, and mailed first-class with a preaddressed, first-class stamped return envelope to each of the 521 Michigan school superintendents. Of the 521 surveys mailed, 366 (70%) were returned and used in developing the statistical analyses reported in Chapter IV.

Descriptive data reported as findings of empirical evidence were derived from two different sources. Here the population included narrative responses of Michigan school superintendents totaling 111 of the 521 surveyed, amounting to a 21% sample of the total population used in the survey mailing.

The second source of descriptive data included in this study was unrelated to the reportings from the survey. A sample of 63 confidential files of the Michigan Association of School Administrators (MASA) was documented from over 125 active files. These files represent open cases of member superintendents of MASA outlining problems experienced throughout the state.

Statement of Purpose

The purpose of this study was to determine the administrative problems experienced by superintendents in Michigan between 1972 and 1984 that adversely affect their ability to effectively direct the business of their school districts that result in turnover (voluntary or involuntary) at this administrative level.

Instrumentation

To develop statistical analyses as well as to receive feedback for descriptive data from superintendents in the field during the period 1972 through 1984, a survey instrument was developed and applied. The items in the instrument were constructed from the concepts found in the published literature, in consultation with colleagues, and from conversations with recognized authorities in the field.

The instrument contains 22 items constructed to compile demographic data as well as data for conducting statistical tests for purposes of studying the perceptions of superintendents as to the problem areas having the most significant adverse effects on their effectiveness and any subsequent turnover at this administrative level. Item 22 reports out direct comments from superintendents in the field delineating factors influencing effectiveness and/or subsequent reasons affecting turnover that they viewed as being most helpful to present colleagues as well as future superintendents entering the field. A

total of 111 superintendents provided these narrative comments reported in the findings of Chapter IV.

Seven variables (problem areas) identified and used in this study were finalized after preliminary readings and discussions with superintendents in the field as:

Board-Superintendent Relations

Board-Member Elections

Communications/Public Relations

Public Pressure/Special Interest Groups

Staff Conflicts

Financial Difficulties

Management Problems

Assumptions and Delimitations of the Study

This study was limited to consideration of Michigan public school superintendents during the period 1972 through 1984 as reported by the Michigan Association of School Administrators (MASA) as well as data gathered through surveying all 521 superintendents in Michigan. The validity of this study was affected by:

1. The nature and validity of the major sources of the data, which were (a) the confidential records/files of the MASA and (b) findings compiled as a result of surveying all 521 superintendents in Michigan in 1984.

2. Selected problematic (job-related) factors common to all superintendents that were statistically analyzed and compared.

3. Selected demographic factors common to all superintendents that were statistically analyzed and compared.

4. The study assumed superintendents responded to data collection by the MASA as well as the survey developed and applied for purposes of this study with (a) accurate perceptions in terms of identifying problem areas (job-related) having a significant adverse influence on their effectiveness in the performance of the duties in this administrative position and (b) accurate perceptions in terms of cause-and-effect relationships with regard to the voluntary or involuntary causal factors leading to subsequent turnover at this administrative level.

Hypotheses Analyzed in the Study

Hypothesis 1: The turnover of Michigan public school superintendents is independent of the problems experienced in board-superintendent relations.

Hypothesis 2: The turnover of Michigan public school superintendents is independent of the problems experienced after board-member elections.

Hypothesis 3: The turnover of Michigan public school superintendents is independent of the problems experienced in communications/public relations.

Hypothesis 4: The turnover of Michigan public school superintendents is independent of the problems experienced with public pressure through special interest groups.

Hypothesis 5: The turnover of Michigan public school superintendents is independent of the problems experienced in staff conflicts.

Hypothesis 6: The turnover of Michigan public school superintendents is independent of the problems experienced in financial difficulties.

Hypothesis 7: The turnover of Michigan public school superintendents is independent of the problems experienced in management problems.

Demographic Data Research Question

Is there a significant relationship between previous superintendency experience of Michigan public school superintendents and the perceptions of the variables of board-superintendent relations, newly elected board members, communications/public relations, public pressure applied by special interest groups, staff conflicts, financial difficulties, or management problems?

Statistical Procedures

Several statistical procedures were considered for the testing of the data. Two statistical tests were chosen for purposes of this study. One procedure chosen was the chi-square test. In testing the data, the null hypothesis of nonrelationship was presumed, and the seven hypotheses were tested. The formula for the chi-square test was

$$\chi^2 = \sum [(o - e)^2 / e]$$

where:

χ^2 = chi-square

o = observed frequency (turnover)

e = expected turnover (computed)

A second procedure chosen was the multiple analysis of variance (MANOVA) test using a two-way MANOVA with one repeated measure. Two-way MANOVA is defined for purposes of this study as one between factor,

which is group (G), and one within factor (within subject), in other words a repeated measure with seven variable (problem) levels. The goal was to find out the main effect of the between factor (group) and the main effect of the within factor (problem) and the interaction between group (G) by problem effect. A graphic illustration of the MANOVA test is shown in Figure 3.1.

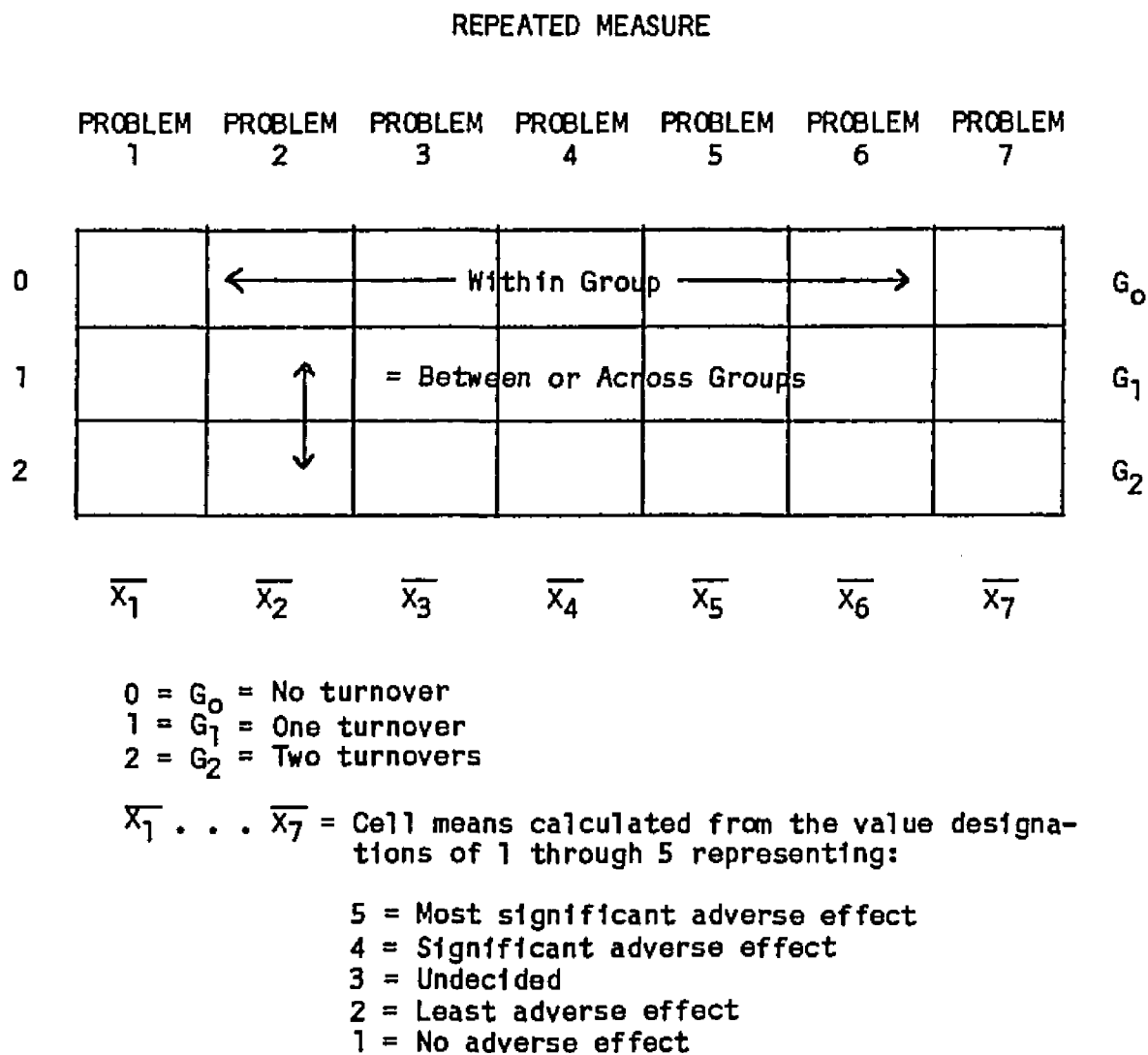


Figure 3.1: Graphic illustration of the MANOVA test: repeated measure.

Descriptive Data

Two sources provided the findings of empirical evidence for the descriptive data reported in this study. The two sources were:

(1) narrative responses of Michigan public school superintendents totaling 111 of the 521 persons surveyed answering the following statement: "If you have the time, any further delineation of factors (problems) impacting your position as a superintendent will be most helpful in reporting relevant data regarding this area of concern to present and future superintendents"; and (2) 63 samplings of the confidential files of the MASA.

Data from the MASA

The MASA is an administrative service organization promoting (1) continuous improvements of public education, (2) research on public schools and professional problems, (3) protection and advancement of the professional interests of administrators of public education, and (4) professional spirit and growth of its members (MASA, n.d.). For purposes of this study, data gathering dealt primarily with Item 3: protection and advancement of the professional interests of administrators of public education.

The staff of MASA provides consultation and access to legal counseling, where deemed necessary, for its members on board-administrative-staff relations issues. Files used in documenting the descriptive data from MASA were developed as a result of an initial contact made by the member superintendents for purposes of receiving

assistance in the area of board-administrative-staff relations, an area in which difficulty was being experienced.

In order for a file to have been developed, the member superintendent desirous of assistance relative to a problem matter contacts the Executive Director of the MASA. The Executive Director then ascertains the nature of the problem and decides the necessary action to take or recommend. Legal advice may be sought to the extent deemed necessary to analyze the problem.

The 63 files documented in the descriptive research in this study were chosen from the confidential files of MASA. Determination to use the data contained within a particular file and the subsequent development of a vignette was based solely on the availability of adequate information in order to relate one of the seven variables (problem areas) to the experience being reported in the file. In the vignettes reported, follow-up information may not have been available due to a variety of circumstances:

1. The situation may have been resolved internally.
2. A case may not have gone to court for a variety of reasons.
3. A compromise was struck between the parties.
4. The superintendent accepted a position in another district.

The descriptive research reported from this source in the form of vignettes was for the purpose of identifying those variables (problem areas) having the greatest frequency of occurrence for practicing superintendents. Sixty-three cases were determined by this researcher to be representative in terms of establishing a frequency of occurrence

of the seven variables (problem areas) by virtue of the data contained within the file. After reviewing an individual case, a determination based on definition was made as to the variable (problem area) identified as well as the major thrust or focus of available information contained within the file. The vignette was then labeled according to the following code:

B/S-R = Board-Superintendent Relations
 BE = Board-Member Elections
 C/PR = Communications/Public Relations
 PP/SpI = Public Pressure/Special Interest Groups
 SC = Staff Conflicts
 FD = Financial Difficulties
 MP = Management Problems

For reasons of confidentiality, names, names of school districts, locations, specific dates (years), and so on, were eliminated. All 63 cases reflect a ten-year time frame from 1972 through 1982.

Data for this study are reflected in tables and figures that appear in Chapter IV. Data related to the seven variables (problem areas) and turnover data are set forth in these tables and figures. Computations related to factor and level of significance accompany each table in the text. The level of significance was set at $\alpha = 0.05$.

Summary

The purposes of this design were to (1) determine the significance of identified problem areas experienced in the Michigan public school superintendency as they influence effectiveness of performance

at this administrative level and (2) determine the effect and significance of these problem areas on voluntary and/or involuntary turnover in this position.

Data are reported statistically and descriptively in Chapter IV. Statistical analyses were conducted through the application of the chi-square test and the two-way MANOVA test. Data for these tests were compiled as a result of a statewide survey of 521 Michigan public school superintendents with 366 individuals responding for a 70% return rate. Descriptive data reported were acquired through two avenues. The twenty-second item on the survey asked superintendents to provide additional comments as to those factors (problem areas) causing them concern at their administrative level. One hundred eleven superintendents responded to this item. The second source of descriptive data was provided by information contained within the confidential files of the MASA. Sixty-three vignettes were developed to document problem areas in which member superintendents sought assistance from their professional organizations.

Chapter IV contains a presentation and analysis of the data.

CHAPTER IV

PRESENTATION AND ANALYSIS OF DATA

Introduction

This chapter presents information about the statistical methods used, the presentation and analyses of the data results, and a summary of the chapter.

Purpose of the Study

The purpose of this study was to determine the administrative problems experienced by superintendents in Michigan between 1972 and 1984 that adversely affected their ability to effectively direct the business of their school districts that result in turnover (voluntary or involuntary) at this administrative level.

Statistical Methods Used

Several statistical procedures were considered for the testing of data. One method chosen was the chi-square test. In testing the data, the null hypotheses of nonrelationship were presumed, and seven hypotheses were tested.

A second statistical test was also used to analyze data. A multiple analysis of variance (MANOVA) was applied using a two-way MANOVA with one repeated measure. One factor represented group (G), and another within (within subject) factor represented the seven

problem areas (variables) identified in this study as a repeated measure. The desired result was finding out the main effect of the between factor (G) and the main effect of the within factor (problems) and the interaction between group by problem effect. Significance level was $\alpha = 0.05$.

Analysis of Data

The results of the analysis are presented in two main thrusts-- statistical research and descriptive research reported from two sources: responses of superintendents surveyed and vignettes developed from the active files of the Michigan Association of School Administrators (MASA).

Presentation and Analysis of Results in Terms of the Hypotheses

It seems appropriate here to re-examine the hypotheses stated in Chapter I. The findings relative to these hypotheses are presented in this chapter.

Hypothesis 1: The turnover of Michigan public school superintendents is independent of the problems experienced in board-superintendent relations.

Hypothesis 2: The turnover of Michigan public school superintendents is independent of the problems experienced after board-member elections.

Hypothesis 3: The turnover of Michigan public school superintendents is independent of the problems experienced in communications/public relations.

Hypothesis 4: The turnover of Michigan public school superintendents is independent of the problems experienced with public pressure through special interest groups.

Hypothesis 5: The turnover of Michigan public school superintendents is independent of the problems experienced in staff conflicts.

Hypothesis 6: The turnover of Michigan public school superintendents is independent of the problems experienced in financial difficulties.

Hypothesis 7: The turnover of Michigan public school superintendents is independent of the problems experienced in management problems.

Demographic Data Research Question

Is there a significant relationship between previous superintendency experience of Michigan public school superintendents and the perceptions of the variables of board-superintendent relations, newly elected board members, communications/public relations, public pressure applied by special interest groups, staff conflicts, financial difficulties, or management problems?

Study Sample

The sample used in this study was the full population of active files as reported by the MASA from 1972 through 1982, as well as the full population of 521 superintendents in Michigan surveyed in 1984.

The Findings

Demographic Data--District

Throughout Michigan, 75% of the school districts reporting had a student enrollment of 3,000 or less students. The remaining 25% of the school districts reported student enrollments of 3,001 to 40,000 and above, with the bulk of the remaining 25% ranging in size from 3,001 to 10,000 students (see Table 4.1).

Table 4.1.--Size of district.

Student Enrollment	Absolute Freq.	Relative Freq. (%)	Adjusted Freq. (%)
0- 1,000	99	27.0	27.0
1,001- 3,000	176	48.1	48.1
3,001- 4,000	28	7.7	7.7
4,001- 5,000	20	5.5	5.5
5,001- 6,000	9	2.5	2.5
6,001-10,000	21	5.7	5.7
10,001-15,000	7	1.9	1.9
15,001-25,000	4	1.1	1.1
25,001-40,000	2	.5	.5
Total	366	100.0	100.0

Sixty-four percent of the superintendents responding to the survey reported their districts as being classified as rural school districts. Twenty-eight percent designated their districts as suburban, and 6% reported being superintendents of urban school districts (see Table 4.2).

Table 4.2.--Classification of district.

Category	Absolute Freq.	Relative Freq. (%)	Adjusted Freq. (%)
Urban	23	6.3	6.3
Suburban	104	28.4	28.7
Rural	236	64.5	65.0
Not applicable	3	.8	missing
Total	366	100.0	100.0

The total operating budgets reported by superintendents responding to the survey appeared to be in agreement with the designations of the classification of their districts, as reported in Table 4.3.

Table 4.3.--Total operating budget.

Operating Budget	Absolute Freq.	Relative Freq. (%)	Adjusted Freq. (%)
\$ 1- 5 million	213	58.2	59.3
5-10 million	78	21.3	21.7
10-20 million	40	10.9	11.1
21-50 million	22	6.0	6.1
51 million-N	6	1.6	1.7
	2	.5	missing
Out of range	5	1.4	missing
Total	366	100.0	100.0

With 64% of the superintendents reporting their districts as rural, the corresponding operating budgets of one million to five million being reported by 58% appears to be a sound correlation. Likewise, for the 28% reporting serving in suburban districts, the operating budgets of five million to ten million indicate a similar correspondence.

Close to 90% of the districts in Michigan reported a state equalized valuation (SEV) from \$35,000 to \$149,000, with the 90% being quite evenly distributed among the ranges of \$35,000-50,000, \$50,001-75,000, and \$75,001-149,000 (see Table 4.4). It appears there is

significant overlap in terms of classification of district (rural, suburban, urban) and SEV per pupil.

Table 4.4.--SEV per pupil (in thousands).

SEV Per Pupil	Absolute Freq.	Relative Freq. (%)	Adjusted Freq. (%)
\$ 35,000 and below	34	9.3	9.4
35,000-50,000	109	29.8	30.3
50,001-75,000	106	29.0	29.4
75,001-149,000	90	24.6	25.0
149,001-N	21	5.7	5.8
Out of range	6	1.6	missing
Total	366	100.0	100.0

Per pupil expenditures data reported here are merely to acquire a general range of funding. This is an area with great diversity in terms of reporting the data. Districts vary greatly in the variables used, and to arrive at a per pupil expenditure figure, some districts will include teacher salaries while others do not. Some districts include transportation and operating expenses, while others may include one or none of these budget items. However, with 65% of the districts reporting per pupil expenditures in the range of \$2,001-3,000, there must be a large portion of Michigan public school districts that use similar criteria in calculating this figure (see Table 4.5).

Table 4.5.--Per pupil expenditures.

Expenditure	Absolute Freq.	Relative Freq. (%)	Adjusted Freq. (%)
\$ 500-1,000	3	.8	.8
1,001-1,500	9	2.5	2.5
1,501-2,000	70	19.1	19.3
2,001-3,000	238	65.0	65.7
3,001-N	42	11.5	11.6
Out of range	4	1.1	missing
Total	366	100.0	100.0

Demographic Data--Superintendents

At the time the survey of Michigan public school superintendents was conducted in May 1984, 41.5% of the superintendents reported being 51 years of age or older, clearly the largest percentage age range of Michigan public school superintendents which corresponds to the national percentage of 51 years of age and above being reported by AASA in 1982 with 45% of the nation's superintendents being in this range (see Table 4.6).

Close to one-third of Michigan public school superintendents were in the first three years of their present superintendencies, with another 20% having served between four and six years. Combining these two ranges of length of service, it appears significant turnover has taken place in the Michigan superintendency in the last six years, with 50% of present superintendents having been in their present school districts for six years or less (see Table 4.7).

Table 4.6.--Age of superintendents.

Age	Absolute Freq.	Relative Freq. (%)	Adjusted Freq. (%)
30-35	12	3.3	3.3
36-40	43	11.7	11.8
41-45	68	18.6	18.7
46-50	88	24.0	24.2
51-N	152	41.5	41.9
	2	.5	missing
Out of range	1	.3	missing
Total	366	100.0	100.0

Table 4.7.--Length of service in present superintendency.

Years	Absolute Freq.	Relative Freq. (%)	Adjusted Freq. (%)
0- 3	108	29.5	30.0
4- 6	75	20.5	20.8
7-10	59	16.1	16.4
11-15	42	11.5	11.7
16-N	76	20.8	21.1
Out of range	6	1.6	missing
Total	366	100.0	100.0

Fifty-seven percent of Michigan public school superintendents responding to the 1984 survey used in this study were having their first experience in a superintendent position (see Table 4.8). Of the close to 41% reporting a superintendency experience before their

present superintendency position, only 19% had served in more than two superintendencies, as reported in Table 4.9.

Table 4.8.--Previous superintendency experience.

Experience Prior to Present Superintendency	Absolute Freq.	Relative Freq. (%)	Adjusted Freq. (%)
Yes	149	40.7	41.5
No	210	57.4	58.5
Out of range	7	1.9	missing
Total	366	100.0	100.0

Table 4.9.--More than two superintendencies.

More Than Two?	Absolute Freq.	Relative Freq. (%)	Adjusted Freq. (%)
Yes	71	19.4	21.1
No	266	72.7	78.9
Out of range	29	7.9	missing
Total	366	100.0	100.0

The major focus of this study was to find a correlation between the problems experienced in the superintendency and any turnover (voluntary or involuntary) at this administrative level. Tables 4.10 through 4.12 reflect the responses provided by superintendents answering the section of the 1984 survey that asked them to identify whether

their turnover had been voluntary or involuntary. They were further asked to provide an explanation for this turnover.

Table 4.10.--First turnover.

First Turnover	Absolute Freq.	Relative Freq. (%)	Adjusted Freq. (%)
Voluntary	151	41.3	54.3
Involuntary	9	2.5	3.2
Not applicable	118	32.2	42.4
Out of range	88	24.0	missing
Total	366	100.0	100.0

Table 4.11.--Second turnover.

Second Turnover	Absolute Freq.	Relative Freq. (%)	Adjusted Freq. (%)
Voluntary	70	19.1	30.3
Involuntary	3	.8	1.3
Not applicable	158	43.2	68.4
Out of range	135	36.9	missing
Total	366	100.0	100.0

Table 4.12.--Third turnover.

Third Turnover	Absolute Freq.	Relative Freq. (%)	Adjusted Freq. (%)
Voluntary	24	6.6	13.2
Involuntary	2	.5	1.1
Not applicable	156	42.6	85.7
Out of range	184	50.3	missing
Total	366	100.0	100.0

Of the 366 superintendents responding to the survey, 151 reported the reason for their first turnover was voluntary, while nine superintendents stated their turnover was involuntary. A comparison between Tables 4.9 and 4.11 shows 71 superintendents stated they had served in more than two superintendencies. The reason provided for a second turnover reported by 70 of the 71 superintendents stated the reasons were voluntary. Table 4.12 reports persons having served in a fourth superintendency totaling 26, of whom 24 responded their turnover was voluntary, while two reported their turnover was involuntary. A conclusion can be drawn that according to perceptions as to the category of turnover being reported, voluntary or involuntary, superintendents overwhelmingly viewed their reasons for moving from one school district to another as voluntary, as indicated in Table 4.13.

Table 4.13.--Voluntary versus involuntary turnover.

Turnover	Voluntary	Involuntary
First	151 (94%)	9 (6%)
Second	70 (99%)	1 (1%)
Third	24 (92%)	2 (8%)

On an average, 95% of Michigan public school superintendents reported their reason for overall turnover, regardless of experience, to be voluntary in nature. Eighty of the 366 responding superintendents who supplied a designation as to the category, voluntary or involuntary, of turnover also provided an explanation (reason) for their turnover. Sixty-seven of the 80 voluntary reasons centered on "professional advancement," such as:

"Move to a bigger district."

"Move to a more challenging position."

"More salary and better benefits."

"Professional improvement."

"Better position."

Six other superintendent responses provided as back-up for voluntary reasons for their turnover indicated their perceptions of the term "voluntary":

"Disagreement with Board on direction of school district."

"Personal reasons."

"Lack of trust, basic philosophical difference between myself and a majority of board members."

"Consolidation."

"Went to an assistant superintendency in larger district."

"I was interim superintendent and a permanent superintendent was hired."

Seven superintendents responding their turnovers were involuntary provided the following explanations:

"My contract has not been renewed. Community pressure from a lunatic fringe group reacting to a reduction in transportation service has brought forth 100% turnover in the Board within 2-1/2 years. Now some of the lunatics are on the Board. Terminating the superintendent's contract is their instant response to correct all ills."

"Change in Board--5 of 7 members."

"Consolidation of district."

"Board wanted to run the district."

"Problems with Board of Education. Within four years--six new Board members."

"Non-renewal of contract by split Board decision."

"The leave of absence allowed me to return to another job giving a great deal of security."

Statistical Analyses

As stated in the preceding descriptive-data section, the major focus of this study was to find a correlation between the problems experienced in the superintendency and the turnover, voluntary or involuntary, at this administrative level. Seven variables were identified that categorized problems affecting a superintendent in the performance of the duties of this administrative office. The seven variables (problem areas) are:

Board-Superintendent Relations

Board-Member Elections

Communications/Public Relations

Public Pressure/Special Interest Groups

Staff Conflicts

Financial Difficulties

Management Problems

Superintendents were asked to rank from 5 to 1 these seven variables that adversely affected their ability to effectively perform the duties of their administrative post. The rankings carried the following values:

- 5 = Most significant adverse effect
- 4 = Significant adverse effect
- 3 = Undecided
- 2 = Least adverse effect
- 1 = No significant adverse effect

Using a chi-square comparison between turnover data and superintendent rankings of the seven variables, the levels of significance are shown in Table 4.14. The chi-square comparisons showed a significant correlation ($X^2 = .0482$) between turnover and superintendent perceptions of adverse effects in Board-Superintendent relations. Further, a significant correlation ($X^2 = .0152$) was found between turnover and superintendent perceptions of adverse effects in Board-Member Elections. A very strong relationship was also indicated in superintendent perceptions of adverse effects in Communications/Public Relations, indicated by a $X^2 = .0688$. By far the most significant adverse effect found between turnover and one of the seven identified

variables was the match between turnover and Board-Member Elections at $\chi^2 = .0152$. (Refer to Appendix B for corresponding statistical computations used in the development of Table 4.14.)

Table 4.14.--Degrees of significance: superintendent turnover and perceptions of variables.

Variable	Perceptions	
	First Turnover T-Test	Second Turnover T-Test
Board-Superintendent Relations	.0482	.5305
Board-Member Elections	.2283	.0152
Communications/Public Relations	.7863	.0688
Public Pressure/Special Interest Groups	.7244	.0853
Staff Conflicts	.2772	.5800
Financial Difficulties	.5342	.9069
Management Problems	.1332	.1008

Note: Alpha = 0.05.

Hypotheses Findings

Hypothesis 1

The turnover of Michigan public school superintendents was independent of the problems experienced in Board-Superintendent Relations. A chi-square test rendered $\alpha < .05$ with a value of .0482. Therefore, the null hypothesis was rejected. There was a statistically significant relationship between superintendency turnover in Michigan and Board-Superintendent Relations for superintendents experiencing their first turnover. The null hypothesis held for

superintendents experiencing a second turnover, with $\alpha > .05$ with a t-test value of .5305.

Hypothesis 2

The turnover of Michigan public school superintendents was independent of the problems experienced after Board-Member Elections. A chi-square test rendered $\alpha < .05$ with a value of .0152. Therefore, the null hypothesis was rejected. There was a statistically significant relationship between superintendency turnover and Board-Member elections for Michigan superintendents experiencing their second turnover. The null hypothesis held for superintendents experiencing their first turnover, with $\alpha > .05$ with a t-test value of .2283.

Hypothesis 3

The turnover of Michigan public school superintendents was independent of the problems experienced in Communications/Public Relations. A chi-square test rendered $\alpha > .05$ for superintendents experiencing a first and a second turnover. Therefore, the null hypothesis held with t-test values of .7863 and .0688 for first and second superintendency turnovers, respectively. However, the $\alpha = .0688$ did indicate a strong trend toward superintendency turnover and problems in Communications/Public Relations, at least for superintendents experiencing a second turnover.

Hypothesis 4

The turnover of Michigan public school superintendents was independent of the problems experienced with Public Pressure applied

through Special Interest Groups. A chi-square test rendered $\alpha > .05$ for superintendents experiencing a first and a second turnover with t-test values of .7244 and .0853, respectively. Therefore, the null hypothesis held. The $\alpha = .0853$ may indicate an inclination to this problem area as affecting turnover.

Hypothesis 5

The turnover of Michigan public school superintendents was independent of problems experienced in Staff Conflicts. A chi-square test rendered $\alpha > .05$ for superintendents experiencing a first and a second turnover, with t-test values of .2772 and .5800, respectively. Therefore, the null hypothesis held.

Hypothesis 6

The turnover of Michigan public school superintendents was independent of problems experienced in Financial Difficulties. A chi-square test rendered $\alpha > .05$ for superintendents experiencing a first and a second turnover, with t-test values of .5342 and .9069, respectively. Therefore, the null hypothesis held.

Although no statistically significant relationship was established between turnover and problems experienced with Financial Difficulties, superintendents overwhelmingly selected this variable as having the most significant adverse effect on their ability to fulfill the duties of their office, regardless of experiential background, as indicated in the frequency distributions shown in Table 4.15. Of the Michigan public school superintendents responding to this survey, 49.2%

perceived financial difficulties as having the most significant adverse effect on their ability to perform their duties in this administrative position.

Table 4.15.--Superintendents' perceptions of financial difficulties.

Financial Difficulties	Absolute Freq.	Relative Freq. (%)	Adjusted Freq. (%)
No significant effect	42	11.5	35.6
Least adverse effect	10	2.7	8.5
Undecided	8	2.2	6.8
Significant adverse effect	21	5.7	17.8
Most signif. adverse effect	37	10.1	31.4
Out of range	248	67.8	missing
Total	366	100.0	100.0

Hypothesis 7

The turnover of Michigan public school superintendents was independent of problems experienced with Management Problems. A chi-square test rendered $\alpha > .05$ for superintendents experiencing a first and a second turnover, with t-test values of .1332 and .1008, respectively. Therefore, this null hypothesis held. No significant relationship was established between turnover and management problems.

Demographic Data Research Question

Is there a significant relationship between previous superintendency experience of Michigan public school superintendents and the perceptions of the variables of board-superintendent relations, newly

elected board members, communications/public relations, public pressure applied by special interest groups, staff conflicts, financial difficulties, or management problems?

A two-way MANOVA test was applied to three groups:

Group 0 P present superintendents

Group 1 = Second superintendency experience

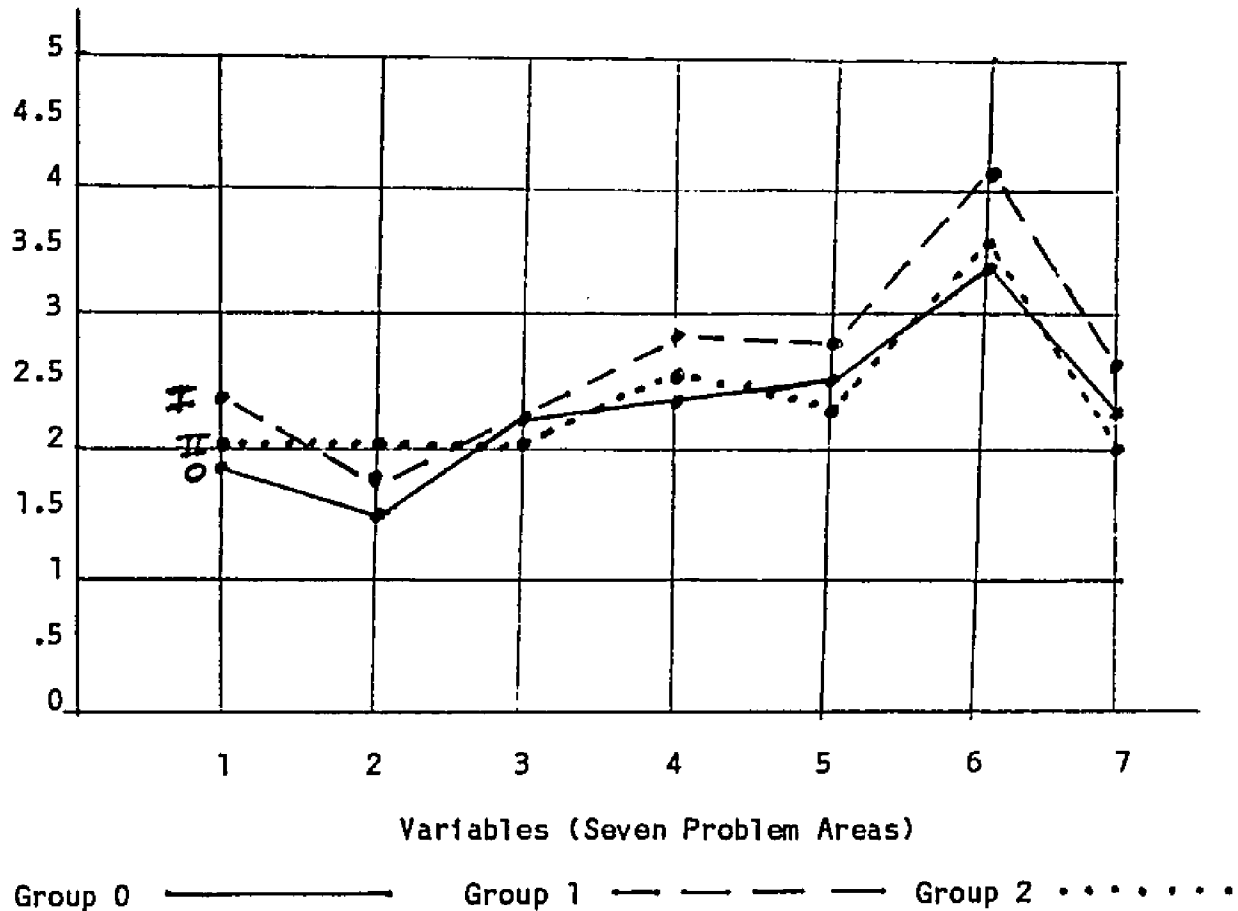
Group 2 = Three or more superintendency experiences

to find out the main effect of the between factor, group (G), and the main effect of the within factors, problem (P), and the interaction between group (G) by problem (P) effect. Table 4.16 reports the means of the three groups as they relate to each group's perceptions of the seven variables (problem areas).

Table 4.16.--Cell means of Groups 0, 1, and 2 of perceptions of seven variables.

Variable	Group 0 Mean	Group 1 Mean	Group 2 Mean
Board-Superintendent Relations	1.926	2.287	2.085
Board-Member Elections	1.700	1.969	2.021
Communications/Public Relations	2.146	2.136	2.085
Public Pressure/Special Interest Groups	2.661	2.909	2.617
Staff Conflicts	2.711	2.818	2.659
Financial Difficulties	3.785	4.151	3.851
Management Problems	2.152	2.318	2.000

Figure 4.1 provides a more visual understanding of how each group perceived the seven variables. (Refer to Appendix B for corresponding statistical computations.)



Test of Significance: Source of Variation

	<u>Sum of Squares</u>	<u>Mean</u>	<u>Signif. of F</u>
Within cells	849.41	2.9	...
Constant	1237.54	12637.5	...
Group	15.75	7.8	.071

Figure 4.1: Group 0, 1, and 2 means of perceived variables.

As shown in Figure 4.1, $F = .071$ was greater than $\alpha = .05$; therefore, no statistically significant relationship was found between Groups 0, 1, and 2 as to their perceptions of the seven problem areas (variables) and how they affect their ability to perform the duties at their administrative level. An $F = .071$ indicated a strong directional approach to a significance level of .05, and a conclusion or argument can be made that each group may have perceived the seven problem areas (variables) differently. Thus, the question about a relationship existing between previous superintendency experience and perceptions of the seven problem areas (variables) was answered with no statistically significant relationship being found. However, an $F = .071$ significance did indicate a close to significant level of relationship that each group may have perceived the seven problem areas differently. Therefore, previous superintendency experience may have affected perceptions to a degree (though not significant) of the seven variables identified in this study which adversely affect their ability to perform the duties of their administrative position. Further conclusions can be drawn from Figure 4.1 regarding superintendency experience as it relates to their perceptions of the seven problem areas (variables):

1. Except for Variable 2 (Board-Member Elections), Group 1 superintendents always responded higher in their assessment of the degree of effect on their functioning as a superintendent and dealing with the seven problem areas. This may have been due to varying reasons, such as (1) they were in their second superintendency and may have been less likely to have made the move from their first

superintendency for reasons other than advancement; (2) the so-called "honeymoon" period was over in the second superintendency, and more may be expected of a person in this situation than in a first superintendency experience. Therefore, all problems seem significant in terms of a previous "honeymoon" experience.

2. Group 2 superintendents, persons having three or more experiences at this administrative level, tended to view the seven problem areas (variables) in a more constant pattern. A calm perspective appeared evident after years of experience in dealing with problems at this administrative level. Variables 1, 2, and 3 (Board-Superintendent Relations, Board-Member Elections, and Communications/Public Relations) appeared to have no differentiation of perception on the part of these experienced superintendents.

3. Problem areas (variables) 4, 5, and 6 (Public Pressure applied through Special Interest Groups, Staff Conflicts, and Financial Difficulties) all received higher perceptual values as to the significance of effect on their ability to do their jobs effectively by superintendents regardless of experiential background. Two of the three variables were probably viewed in this manner as a result of the political arena in which they survived.

4. Variable 6, Financial Difficulties, received the greatest significance value designation in terms of adverse effect on superintendents' ability to perform the duties of their office. This was understandable in light of the literature and data reported in Chapter II, which described the Michigan public schools' financial status over

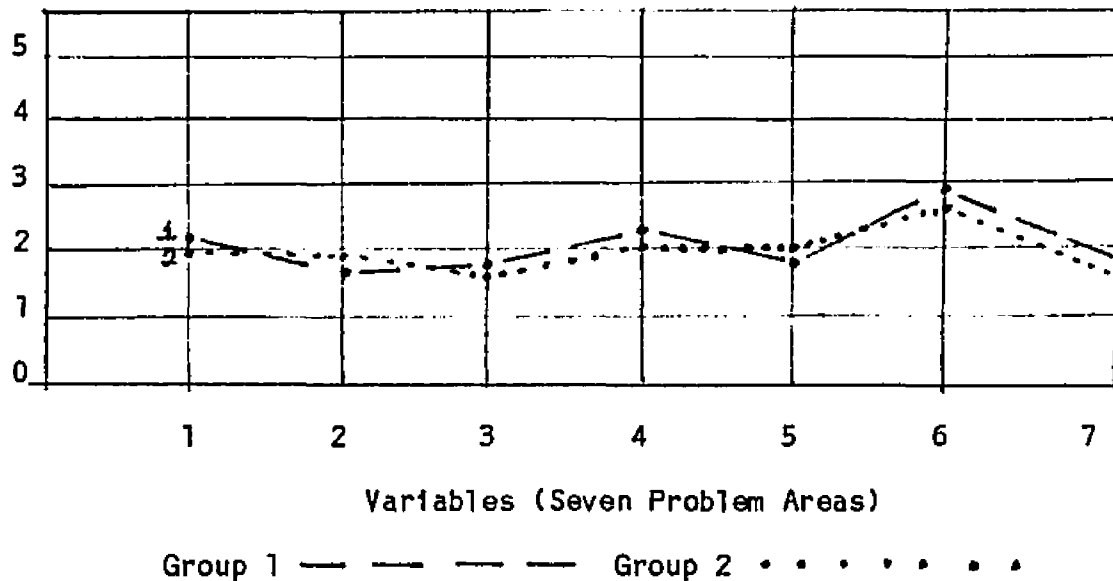
a ten-year period. The reports highlighted the dichotomous economic phenomena of declining enrollments and subsequent school closings accompanied by increasing operational costs experienced by all superintendents regardless of experiential background.

A final analysis was made between Group 1 (second superintendency--first turnover) and Group 2 (three or more superintendencies--two or more turnovers) and those reporting voluntary turnover (involuntary data were not used due to so few superintendents reporting involuntary reasoning behind their turnover). The means for Groups 1 and 2 are reported as they related voluntary turnover to the seven problem areas (variables) in Table 4.17. (Refer to Appendix B for corresponding statistical computations.)

Table 4.17.--Voluntary turnover and perceptions of variables between Groups 1 and 2.

Variable	Group 1 Mean (N=58)	Group 2 Mean (N=39)
Board-Superintendent Relations	2.086	1.923
Board-Member Elections	1.655	1.897
Communications/Public Relations	1.810	1.794
Public Pressure/Special Interest Groups	2.241	2.000
Staff Conflicts	1.862	2.000
Financial Difficulties	2.940	2.769
Management Problems	1.706	1.615

Figure 4.2 provides a visual understanding of how these two groups perceived the seven variables (problem areas) and the relationship to voluntary turnover.



Test of Significance: Source of Variation--Group 1 (N=58)

	<u>Sum of Squares</u>	<u>Mean</u>	<u>Signif. of F</u>
Within cells	282.15	4.78	...
Constant	1888.53	1888.53	...
Voluntary	28.45	28.45	.01774
Voluntary & problem73810

Test of Significance: Source of Variation--Group 2 (N=39)

	<u>Sum of Squares</u>	<u>Mean</u>	<u>Signif. of F</u>
Within cells	182.5	4.68	...
Constant	1212.8	1212.89	...
Voluntary	17.3	17.39	.06121
Voluntary & problem30190

Figure 4.2: Voluntary turnover and mean perceptions of Groups 1 and 2.

As shown in Figure 4.2, $F = .01774$ is less than $\alpha = .05$; therefore, a statistically significant relationship was found between Group 1, voluntary turnovers, and their perceptions as to the seven variables. However, $F = .7381$ is greater than $.05$, which led to the conclusion that no statistically significant relationship existed between subsequent voluntary turnover and the problem areas for Group 2 superintendents.

As $F = .06121$ is greater than $\alpha = .05$, no statistically significant relationship was found between Group 2, voluntary turnovers, and their perceptions as to the seven variables. However, were the N greater, $.061$ would be likely to indicate a stronger tendency toward a correlation between the variables. Further, $F = .3019$ is greater than $.05$, which led to the conclusion that no statistically significant relationship existed between subsequent voluntary turnover and the problem areas for Group 2 superintendents.

Descriptive Data I--Survey Responses

Descriptive research data were accumulated as the results of respondents taking enough time to reflect on and reduce to writing additional insights gained through their experience(s) as superintendents. A total of 111 essay responses were documented out of the total 521 superintendents surveyed, for a 20% level of response on this particular statement. As stated earlier, 366 surveys were returned out of the original 521 surveyed, totaling a 70% return on the overall survey. Superintendents' responses reflected a wealth of years and work in the field and provided invaluable knowledge for present and

future superintendents. Respondents furnished answers to the following statement:

If you have the time, any further delineation of factors (problems) impacting your position as a superintendent will be most helpful in reporting relevant data regarding this area of concern to present and future superintendents.

In the following pages, responses are quoted verbatim from the returned surveys.

Respondent

Additional Response

- | | |
|----|---|
| #1 | We are taking great strides for comprehensive community involvement. The citizens, staff and business representatives have responded in a highly positive manner. Our problems are minimal to date, and usually involve a few staff members who are not yet ready for the rapid changes and improvements that are taking place. |
| #2 | Declining enrollment/financial concerns or community retrenchment are the greatest variables and toughest problems to solve. |
| #3 | Most citizens have no background for making financial, legal and sometimes curriculum decisions, and they do not make themselves available to resources and seminars to become more knowledgeable which is quite unfortunate--instead they tend to shoot from the hip. |
| #4 | I am completing my fourth year in my first Superintendency, and for the past three years things have been going great. The 1979-81 years were very difficult times for our District. If I was assessing those years I would have given a #5 rating or certainly a #4 to each of your categories. With some millage help from the Community we got our financial problems worked out. The single and most significant factor which, in my opinion, turned our District around was a very positive and supportive Board-Superintendent relationship. Our Board wants and expects to set policy and stay out of the day-to-day administration of the District. |

- #5 Staff-Superintendent relations are very important. As I observe Superintendents who lost their jobs, I feel most negative feeling of a Superintendent starts from within. Follows historical pattern of empire declines also.
- #6 Becoming more difficult getting qualified members to serve on Boards of Education. Unwillingness of board members to attend workshops to make them more aware of the problems affecting schools today.
- #7 The problems are fundamentally a by-product of moving from a relatively stable, predictable, bureaucratic organizational scheme to a volatile, consumer-oriented political milieu. One cannot sustain school a la Max Weber any longer.
- #8 Change in board members has the potential of a significant adverse effect, but "to this date" this hasn't been a problem for me. I did not give a "5" rating to staff conflicts, but some days I may have given it a "5."
- #9 This is a very special school district. Wealth has increased four-fold in the past 12 years. Support is strong for schools--special interest groups cause some problem but not serious.
- #10 I think just the fact that we have to live up to expectations that put us on a par with "corporate executives," but what we do has to be done in a "fishbowl," puts us at a distinct disadvantage. I would guess most superintendents are very capable CEO's, but that special interest/public pressure along with financial pressures gets to most of us. The public union (MEA-MESPA) certainly changes the tint of things as well.
- #11 (1) Desire to improve academic achievement (previously low test area) and (2) Image of town and school district.
- #12 Lack of relevant and appropriate college and university course work to prepare for problem-solving and decision-making is a real problem to me. I have found that a superintendent is expected to be an informed expert in many diverse fields. In addition, dealing effectively with employees and citizens is vital for survival. There is no appropriate training available in this respect. I find that other superintendents are the best resource.

- #13 It is my belief a person should move or change positions every 4-8 years. This does allow for a community to seek new ideas and alternative approaches to their educational system. Every superintendent has his or her strong points. Perhaps I would not have this feeling if I had been terminated from a position. My experiences for the most part have been positive.
- #14 (a) Ernest O. Melbey--"A Superintendent will be judged by the public on his/her abilities as financial manager more than all other factors combined." (b) Board of Education members need "inservice" . . . either among themselves or from peers at the State level.
- #15 Tenure status of teachers.
- #16 The ever-increasing amount of paper-work (reports). Obviously the negotiating of contracts with the various union groups increases superintendent responsibilities. However, I do not consider Public Act 379 . . . all that bad.
- #17 Conflicts with teacher union leadership; recommended to Board to reassign hometown principal--Board approved 5-2; negotiation--teacher contract; strike; working without a contract (teachers); raising expectations for staff and students.
- #18 Finances: doing more with less dollars; cuts in staff, energy saving projects, transportation cutbacks, need to do more for Gifted and Talented students, cost of getting into computer education; athletic booster groups--pressure to win-win.
- #19 Word of advice--Anticipate!!!
- #20 The union impacts in a negative way. They presently have too much protection for those doing inadequate jobs yet not sufficiently bad jobs to fire. Secondly, they have input in areas where these areas ought to be management concerns.
- #21 Must be able to pick own top line administrators. I left #2 job because of assistant who had managed to get predecessor fired, but did not get job. More allies of the assistant were elected before I took over.

- #22 The biggest area of concern is Board of Education turnover. Rapid board turnover often leaves superintendent with a board with conflicting philosophies or with inexperienced board members that demand a disproportionate amount of time.
- #23 Since this is my first superintendency, I do not know how much help any answers will be. I have found that the most important task is in the area of communication. Many of the problems stem from lack of or too much of it. Finances and management could eventually create adversity, but presently I'm on the proverbial honeymoon.
- #24 I am very concerned about the quality and purpose of those serving on Boards of Education. At least in my present position, local politics hampers the board in working toward improving our schools.
- #25 I was a classroom teacher in this district and was asked to apply for the superintendency. After two years, seven millage elections and an annexation election, I asked to be reassigned as a teacher next year. The board honored my request even though they extended my contract to 1987.
- #26 Fortunately, my relatively short tenure to date in this first Superintendency has been impacted by few adverse variables. Will complete one year in July. Most significant problems are: local special interest groups and State Department of Education seeking to reorganize or annex district.
- #27 Sufficient money for budget seems to ease the tension.
- #28 Board stability helps. Financial stability also is a big help. Board leadership has been very strong during this period. Community is kept informed of school activities, problems, etc. on a regular basis.
- #29 I am approaching or really have reached a retirement age and don't give a damn anymore. But board members representing friends, etc., have given the most trouble. At the conclusion of one stay a board member voting "No" said, "You've done a hell of a good job, and I hate to see it end this way." I said, "I've done a good job, but you voted to terminate me?" Answer--"That's about the size of it." Boards can be without conscience.

- #30 The following areas have posed problems to me as Superintendent:
1. Some poor preparation of teachers by colleges of education;
 2. Teacher Tenure Act;
 3. Negotiations;
 4. Declining enrollment;
 5. Board members with vested interests;
 6. Board members who refuse to be "inserviced";
 7. Non-motivated students.
- However, it's still a fun job.
- #31 Without question, the greatest impact upon the office of Superintendent in the last 10-15 years has been management problems associated with labor relations. In my opinion, this labor-management conflict of interest has resulted in a great decline in the quality of education for Michigan's young people.
- #32 Unions, particularly the MEA locals, have attempted to impact my tenure when I have taken a strong stand in negotiations or during strike actions. Focusing dissatisfaction on the chief administrator takes pressure and focus off union activities.
- #33 Have to wear "too many hats."
- #34 Financial difficulty is the most significant.
- #35 The Superintendency is no longer a job for an educator. The role should be filled by a person more experienced in the political arena.
- #36 State legislature and the changing economic climate of Michigan has been the biggest problem.
- #37 Finances, cutbacks, rules and regulations, National reports, etc.
- #38 I am in a very supportive community. Excellent Board, good administration, staff, very supportive community--it makes a difference. I enjoy my job as Superintendent.
- #39 Current restrictions, limitations to quality educational programming are in the descending order.
1. Union--mediocrity is the norm of teaching.
 2. Tenure--must be reworked.
 3. Certification of teachers.

- #40 The basic problem for any Superintendent is the change of qualified people on the Board. You are beginning to see single issue, limited experience (business or education) individuals on Boards making multi-million-dollar decisions concerning the future of kids. Unfortunately many of them forget that they are on the Board for kids.
- #41 New Board members are most apt to cause problems as many feel they earn a degree and/or certification in business and education. Experienced board members have confidence in the Superintendent they hired. Board turnovers result in turmoil. Financial problems most devastating.
- #42 Community credibility is most important--let no one down. Be accurate and fair--follow through.
- #43 Have expertise in all functions of the superintendency, especially finance, public relations and curriculum. Be open, committed and work with people.
- #44 The union has very little maturity and therefore makes it difficult for us to predict the future actions they may take because of possible knee-jerk reactions. The tenure interpretations are terrible, and we have put such a burden on administrators that we have some poor teachers we have to live with.
- #45 After hiring a new superintendent the Board members do not run for re-election. New Board members have different philosophies and represent a different point of view.
- #46 Negotiations/Arbitrations/Grievances/Civil Rights charges.
- #47 Salary; Boards need to keep away from the tendency to provide inadequate improvement to the Superintendent's salary. To have a new person come in at a higher salary than his predecessor involves this type of problem. I will not stay if undercompensated.
- #48
1. Teachers' lack of concern with PR, such as: home contacts, participating in after school hours activities.
 2. Very little vocal [local] support for what the schools "do" right.
 3. Nobody seems to care about majority successes, only failures.

- #49 Continual stress factors and amount of hours have a direct impact on a family--performing a public service in a political arena affects personal life style and finances.
- #50 School finance and teacher unionism probably cause the most problem for Superintendents--both items cause considerable stress and would be instrumental factors if I left my present position--Board of Education, other employee groups and parents have not been difficult to deal with. The uncertainty of money to finance the education from year to year and militant staff are the only reasons I would leave education.
- #51 High seniority teachers withdrawing from total program involvement.
- #52 I really don't feel that any of the variables listed affect me as much as my own self-inflicted pressure to see that all functions of the school district are accomplished on time and satisfactorily.
- #53 Most large city Superintendents will tell you that anytime you must integrate a school system your tenure is likely to be very short, mine was 3-1/2 to 4 years. It was a large system of 240,000 students.
- #54 The position of the superintendent is perceived differently by the various groups it impacts. The Board perceives a superintendent to do everything needed almost immediately. Boards don't always want to hear that a policy it has established earlier may not be workable. They also attempt to administrate instead of being policy setters. Small towns have a way of making a small incident more earth-shaking than it actually should be when it involves the school.
- #55 The greatest problems today are the impact of unnecessary federal and state audits, regulations, etc. These seem more nearly designed to take up time of the staff than to lead to any significant improvement in education uncovering of non-compliance items, etc.
- #56 Need more educational excellence supported by unions. Less labor attention. Administrators need to be students of human motivation.

- #57 Only one Board wanted to run the show instead of us working together. So I left, and they were happy. Twenty-five years as a school administrator--only one year of trouble as stated.
- #58 State rules on finance impact money reduction. Low-income housing; mobility of populations; lack of jobs.
- #59 Inept Board members make the job a challenge.
- #60
1. Declining enrollment is our major problem. The closing of buildings, the moving of staff from closed buildings to existing buildings in the district, transferring of administrators and dealing with people's loyalties to the old neighborhood school has been somewhat difficult. There is, however, a very negative effect on the curriculum that transpires when you move a teacher, from an area that he/she has been teaching for a number of years and is qualified by training and experience to an area that he/she has not taught before, through the slotting method of arranging teachers by seniority to positions remaining in the school district. This problem is particularly true in the middle school where teachers had, in the past, requested to teach at this level because they enjoyed the students, and they understood their very complex adolescent behavior. We have found that high school people have had extreme difficulty in adjusting to the middle school child. We have used many methods of inservice and staff development to deal with this problem.
 2. The second area of concern is closely associated with declining enrollment and is the middle school problem that involves qualification versus certification. The state allows anyone with a K-8 certificate to teach in the middle school regardless of academic preparation and anyone with a secondary certificate can teach any class in grades 7 and 8. This has caused us much alarm, and we have had some difficulty in making sure qualified people are teaching in the areas of their expertise. We achieved during this past negotiations session, which ended in February for the following school year, new language that mandates teachers have two years to acquire a sufficient academic preparation in subjects that they will be placed in where they have not had training in the past. This was a major breakthrough in our negotiations with the MEA-NEA.

3. After our Senator was recalled, we had an unusually well-organized citizens revolt group in our school district. Recently, at a truth-in-taxation hearing we appreciated how well the citizens against taxes were organized. We have always had an organized citizen group that opposes taxes; however, the numbers have increased after the successful recall of our State senator. It appears that this group had been looking for a new cause and apparently our school district had been targeted. We have not heard the end of the disgruntled taxpayer revolt; Voters Choice Amendment and other types of legislation will emphasize the popularity of this group in the state of Michigan, and certainly in local communities.
4. Finally, we cannot dismiss the problem that faces out-of-formula school districts. The state aid formula has a very negative effect on all out-of-formula districts.

- #61 I believe the most important aspect is maintaining and promoting a positive outlook. Be so busy heading in positive directions that you don't have time to wallow in self-pity.
- #62 I'm told by my senior colleagues that there are three "B's" which an attempt to eliminate will result in the demise of a perfectly well-functioning Superintendent:
Beans (hot lunch)
Buses (transportation)
Basketball (sports!!)
- #63 Negotiations with all MEA affiliated unions.
- #64 Underfinanced; lack of sufficient administrative support personnel has a key in several districts. Management including Superintendents are caught in a vicious middle position as a result of conflicts between Boards and employee groups.
- #65 I have enjoyed my work and this community since 1948. I find it difficult to consider leaving.
- #66 Boards of Education lack understanding of educational arena--too political and self-serving--no mission toward kids for some--use Board office for own interest--with all educational problems we need enlightened citizens to

meet the needs of education--not own personal, political desires--could be more demise of public education, Boards obsolete.

#67

[Two different superintendents offered the following piece of data as their response.]

BIG DADDY IS DEAD!

School superintendents are experiencing increasing frustration and failure in representing district administrators in gaining equitable and fair treatment from local boards of education in administrative contracts.

Administrators are bearing the brunt of the frustrations and inexperience of local boards of education caught between the fiscal constraints of inadequate funding and the harsh demands and tactics of well-financed and militant unions representing teachers and support personnel. Deciding to "hold the line" on administrative benefits as the only employee group they can successfully dominate is becoming an all too frequent reaction among local boards.

Whereas superintendents formerly served as the unofficial negotiator for the district's administrative personnel in contract concerns as part of their leadership role under the management team concept, an increasing number of superintendents have had to forsake any pretense as to their ability or interest in playing such a role. Superintendents find it increasingly difficult to defend themselves against arbitrary and capricious behavior on the part of local boards and have little clout remaining to assure fair treatment for administrators.

In addition to active political involvement in attempting to attract and support responsible citizens to seek election and serve on the board, local administrators must review their communication opportunities to advance their concerns and economic benefit demands to the board.

Administrative personnel are the essential conduit for action for the success of every district. How well they meet their increasingly complex demands in melding the rules, regulations, demands, orders, grievances, parental requests and pupil aspirations transmitted to them by the board, superintendent, unions and community pressure groups will determine whether that district moves toward excellence or stumbles in a morass of frustration.

Good boards of education recognize that the quality of their administrative leadership group is the primary determinant as to the quality of its program for kids.

Experienced superintendents rely upon this organizational truism. Many current boards do not have the experience or personal backgrounds brought to the board to understand or accept this essential position.

Local administrative groups should consider a more formal approach to placing their economic demands before the board.

I believe that administrators, boards of education and superintendents would be well served if administrators retain the services of experienced and professional personnel to represent their interests in such discussions.

Boards of education and unions representing teacher and support personnel all rely upon paid professional assistance in addressing such questions. The educational arena is a specialized enterprise requiring the development of a coterie of such professional personnel to represent administrative interests as has already been accomplished by other parties included within the educational family. Identifying such a professional representative, within the financial resources of an administrative group ranging in number from 5 to 250, might well be worth the search.

Administrators and boards of education must address the critical issue of maintaining their relationship on a win/win basis. Circumstances have placed both groups in an increasingly adversarial posture which must be addressed in new ways. Neither boards nor administrative coalitions can win at the expense of the other party for in doing so they, in fact, are the losers. The introduction of professional management representatives into the process on behalf of administrative personnel concerning their own economic welfare and job conditions should help assure that both boards of education and administrators are collective winners.

Why the change from the practices of a decade ago? The composition of local boards of education has changed dramatically during the decade of the seventies and the first half of the eighties.

Current boards are increasingly composed of well-meaning citizens with limited experience in conducting major enterprises and oftentimes committed to single-issue viewpoints which have swept them to the forefront within their community. Ordinarily, as the scenario is enacted across our State, the one point that most such boards agree on is that the superintendent has to go.

Superintendents are basically carpetbaggers. Within the State of Michigan they have no legal recourse to challenge arbitrary and capricious actions by governing boards of education. Such relationships are based

primarily upon trust, fairness, honesty, integrity, respect and honorable conduct. Such values have been little evidenced by a distressingly increasing number of boards in meeting their legal and moral obligations to their chief executive officer.

Is it any wonder that school administrators can no longer rely upon the superintendent to represent their interests with the local board? Big Daddy is Dead!

What options are available for local administrators to assure fair treatment from the board on considering their economic welfare and working conditions?

Realistically, administrative personnel do not have a strike as a viable option to communicate their frustration and anger as to how they feel they are being treated by a local board of education. Administrators do not need to strike. If the administrators of a district reach the point where they wish they could strike to communicate such feelings to an insensitive or inexperienced board, the local board of education has already lost.

I suggest administrators should take the initiative to assure that communication with their board is so direct and specific that it results in a win/win conclusion. I also suggest that local boards of education take whatever action is appropriate to assure that such positive initiative is well received. The kids will be the real winners. [Jack A. Mobley, Superintendent, Owosso Public Schools, Michigan School Board Journal, May 1984.]

- #68 The apparent mistrust that local constituencies have for public officials--started with Watergate.
- #69 In this district financial difficulties would have to be ranked as a "50" in comparison with the other 4-3-2-1 rankings.
- #70 I have been here 32 years, 14 as a principal, 2 as a teacher and 16 as Superintendent. This (1983-84) year has been the most difficult year. Please read "Big Daddy's Dead," Michigan School Board Journal, May 1984.
- #71 Have had a pleasant experience, but struggling with financial problems in the district yearly. Student programs suffer. Taxpayers organized to keep taxes down. Many elderly retired persons.
- #72 1. Declining enrollment--possible consolidation.
 2. Declining community support--fewer parents of school-age children.

3. Change in the composition of the Board resulting in changes in expectations, missions, philosophy, etc.
4. Burnout--Desire for greater challenges.
5. Lack of resources to make the job rewarding and attainment of goals feasible--Decline in funds, people, resources, facilities deteriorating, transportation costs escalating, etc.

- #73 Should develop expertise in school law, negotiations, finance as well as areas mentioned in survey.
- #74 I have had 11 years of being the Assistant Superintendent in the same district I am now Superintendent. That made the job much easier.
- #75 In my opinion, Board of Education members have declined in the last ten years. Too many want to be board members for negative reasons (cut taxes, too many frills in curriculum, etc.). Once they are members, too many do not go to workshops that help them become knowledgeable board members. There are a few yet that have leadership, and I am thankful for that. I think the smaller number of students, and the lack of finances are the biggest problems that cause superintendents difficulty in managing a school district. Hypocrisy is very high as people acknowledge education is important but do not vote for millage or other forms of monetary response.
- #76 Finances are the most significant problem in an in-formula school district with less than a 36 mill operational budget. Boards of education are the second greatest problem in any school district.
- #77 Tenure cases have a long-term impact on a district and may reflect on the Superintendent's tenure. Teacher contract negotiations are another battleground. The Superintendent is always a target. The trick is to not become identified as the obstacle to a settlement and a stationary target. The Superintendent never has a position other than the Board's position. Big egos become big targets. The media likes big egos. They (reporters) are very good at deflating big egos. Be humble and keep your two-year contract renewed.
- #78 The district of my first superintendency had extremely difficult financial problems which the board would not or could not take the necessary steps to correct. The board chose not to "bite the bullet" in hopes the problem would somehow just go away.

- #79 Loss of major employer had a serious impact on spendable wages in our community. This, in turn, resulted in a very poor financial climate, not conducive to easy millage passage.
- #80 The quality of citizens willing to serve on elected Boards of Education has changed dramatically during the past decade. Instead of community leaders, you have loud-mouthed community critics coming to the forefront. Responsible community leaders are unwilling to subject themselves to the outrageous personal and professional abuse of playing such a visible leadership role. The entire concept of local control through local boards is a hazard in my judgement.
- #81 1. State economics problems.
2. Going out of formula.
3. Student decline.
4. Board splits.
5. Union getting into management.
- #82 Air Force began dismantling in 1977, eventually resulting in 80 students lost. Initial millage request of 4.5 mills (new) lost in June of 1980--3.46 new mills approved in August, 1980. Had one bad year (1982-83) of relationship with Board. Unexplainable. Relationship very good presently.
- #83 Survival is dependent upon strategic planning--excellent goal setting--keeping the Board over-informed.
- #84 Number of friends decreases as number of enemies increases.
- #85 Administrating union relations; school closings as a result of declining enrollment; reduction of federal funds to education; balancing of State's budget at the expense of K-12 education.
- #86 1. Financial difficulties due to the general State economy during past five years.
2. An ultra-conservative community not committed to a comprehensive program of quality.
3. An unwillingness to pay for a comprehensive program.
- #87 Union problems have caused a great deal of unrest.

- #88 The biggest hang-up is dealing with a special interest group. In most instances their concern is for satisfying their needs. They fail to look at the overall effect their demand could have on the total program.
- #89 Financial problems are paramount. Different expectations between Board and superintendents can be disastrous. Staff problems are generally manageable but take cooperative attitudes on the part of all concerned.
- #90 Finances have had the greatest district impact, and they are directly related to community attitudes.
- #91
1. Absence of mutual evaluation of Board by Superintendent and vice-versa.
 2. Absence of an effective PR program.
 3. Stress.
 4. Unable to please all people at all times.
- #92 Teacher unions and tenure, along with court decisions against Board of Education and taxpayers are the greatest factor impacting education today. Schools are not here for kids but for other purposes. Too bad.
- #93 Unreasonable demands by Board/staff/community--continually to "cut the cost" of education.
- #94 Definite deterioration in Board member quality in terms of their goals. There has been a movement toward political orientation, special interest representation. Reports such as "A Nation At Risk" have hyped-up the arch-conservatives.
- #95 I plan to move as often as is necessary to reach my financial goals. This does not eliminate going outside of education. I made this decision five years ago when I was a teacher. I have been an athletic director, assistant principal, principal, and now a superintendent to achieve my goals. You must be willing to be nomadic to get where you will eventually be comfortable.
- #96 In the urban setting, crime and violence in the area of the schools and in the schools have an adverse effect. Schools like other residents of urban areas are the victims of urban poverty and its manifestations.
- #97 The night meetings really cut into my family life.

- #98 The entire area of school financing needs some attention. Schools must be run basically as dictated by the community because of the millage election process. The State should set a basic millage rate, then let each community ask for additional if they wish to have an enriched system.
- #99 We have buzz words like "Quality, Public Relations, Communications" which mean very little to getting the job done. Most school districts do a fine job in this area; however, the PRESS has given us a bum rap and the public believes them. The bottom line is and always will be, Can our product survive in this society?
- #100 Time needed to get the finances needed and negotiations are my problem areas.
- #101 Superintendents need to plan to stay in a school district long enough to get the job done. Some plan to stay only a short while and then move on. Some placement directors start asking superintendents if they've decided to look for another job almost before they know something about the job at hand. A school district needs continuity in its top administrative position. Longer term contracts should be permitted and then Superintendents should not leave until years of contract are completed.
- #102 I believe many districts say they want leadership, but too few know what it is and are uncomfortable with it if they make such a discovery. "Maintenance" seems to be the real order of the day. Unfortunately any people business inevitably disallows maintenance--progress or regression are the only two available options one can pursue. Most school boards do not seem to be able to grasp this concept.
- #103 The longer a person serves as a Superintendent, the more decisions that individual has to make that affect others adversely. A Board of Education which has a high turnover also will cause a Superintendent to have a short tenure. Every Board wants "their own person," especially when the majority of members are gone who originally selected the Superintendent.
- #104
1. District financial problems (severe).
 2. All administrators, including Superintendent, new to positions.
 3. Severe, negative contract problems resulting in a teacher strike.

4. Resignation of two experienced Board members.
 5. Newly elected Board members (3) wanted to manage the district.
 6. Declining enrollment.
 7. State withheld promised funding (1981-83).
 8. Successfully passed necessary millage in '83 against three Board members' wishes; split Board; other problems resulted in my non-renewal of contract, which was okay with me! Second superintendency Board-Superintendent relations and financial problems are still two major problems.
- #105 Lack of good people to be elected to Board of Education. Millage issues. Unionization.
- #106 My concerns are always centered around external "crap"-- courts, legislation, finances, community, Board and staff give me few (if any) problems I can't manage effectively.
- #107 My greatest problem has been with Board members who sincerely thought they knew things they did not know. I have worked with superior board members--had a few who were very poor. It takes great effort to be a quality Board member--only a few will exert it.
- #108 1. Time spent fighting court suits in special education has hindered my ability to work in other areas. Special Education laws are very open for interpretation and legal battles.
2. Negotiations with certified/noncertified unions have taken considerable time away from other higher priority educational areas. (Finances restricted--longer/harder negotiations).
- #109 I enjoy my work, but the stress is difficult to deal with.
- #110 Newspaper reporting. They always look for and report the negative.
- #111 The most difficult task is maintenance of political equilibrium while providing the best possible educational program for kids.

The preceding descriptive research data were accumulated as the result of respondents taking enough time to reflect on and reduce to writing additional insights gained through their experience(s) as

superintendents. All 521 superintendents were asked to respond to the following statement:

If you have the time, any further delineation of factors (problems) impacting your position as a superintendent will be most helpful in reporting relevant data regarding this area of concern to present and future superintendents.

An attempt to find commonality from the comments offered by the 111 respondents answering the above inquiry was difficult due to their "covering the waterfront" in their responses. Many responses highlighted several of the seven job-related factors identified in this study. However, it was possible to find prevailing impressions that were strongly phrased throughout all respondent comments. Financial Difficulties, overall Management Problems, Board-Superintendent Relations, and Board-Member Elections as areas addressed by the respondents were more frequently mentioned than any of the other seven problematic areas used in this study. Staff Conflicts in terms of unionism, negotiations, and tenure regulations were also frequently mentioned by the superintendents responding to this question.

Descriptive Data II--Michigan Association of School Administrators

The purpose of this study was to determine the administrative problems experienced by superintendents in Michigan between 1972 and 1984 that adversely affected their ability to direct the business of their school districts and the concomitant turnover rate at this administrative level.

The 63 files documenting the descriptive research for this section of the study were found within the active files of the Michigan Association of School Administrators. Determination to use the data contained in a particular file and the development of a vignette were based solely on the availability of adequate information contained within the file in order to relate one of the seven identified problem areas experienced by superintendents in the performance of their prescribed duties. In the vignettes reported, follow-up information leading to closure may not have been available due to a variety of circumstances:

1. The situation may have been resolved internally,
 2. A case may not have gone to court for a variety of reasons,
 3. A compromise was struck between the parties, or
 4. The superintendent accepted a position in another district,
- to name a few.

The descriptive research provided here in the form of vignettes is for the purpose of identifying those problem areas having the greatest frequency of occurrence in contacts with MASA for practicing superintendents. Sixty-three cases were determined by the researcher to be representative in terms of establishing frequency of occurrence of the seven problem areas by virtue of the data contained within the file. After reviewing an individual case, a determination based on definition was made as to the problem area identified as well as the major thrust or focus of available information contained within the file. The vignette was then labeled according to the following code:

- B/SR = Board-Superintendent Relations
 BE = Board-Member Elections
 C/PR = Communications/Public Relations
 PP/SpI = Public Pressure/Special Interest Groups
 SC = Staff Conflicts
 FD = Financial Difficulties
 MP = Management Problems

For reasons of confidentiality, respondents' names, names of school districts, locations, specific dates, etc., were eliminated. All 63 cases reflect a ten-year time frame from 1972 to 1982.

Vignettes

Board-Superintendent Relations:

Case 1 Board-superintendent relations troubles began with this superintendent as a result of a budget deficit found by the State auditor when it was believed that there was no possibility of a deficit. As part of a cost-cutting measure the previous year to eliminate a \$50,000 debt, the board cut funds for their mid-year auditing services. Consequently, the district used incorrect figures throughout the year. Charges of malfeasance were fired at the superintendent from members of the community at several subsequent school board meetings as well as from board members themselves over the next several months. Subsequently, a move was undertaken to terminate the superintendent as a result of the numerous allegations of incompetence resulting from

problems arising after the budget deficit was discovered, the improper layoff of three teachers who were subsequently reinstated, and a less than "passing grade" on the superintendent's evaluation in the areas of budget planning, conflict management, organization, and public relations. Several months later, the superintendent's contract was renewed by a 4-3 board vote for one year. School board members believed a person should be given the opportunity to improve, and the "timing" was not right for changing administrators.

Case 2 Tenure hearings and a Supreme Court decision finally resolved the conflict between this superintendent and the school board. Upon firing the superintendent, the board denied the superintendent any right to being assigned a teaching position. The Tenure Commission upheld the appellant that a teaching position was a right to which appellant had been denied. The Michigan Supreme Court ruled that the term "teacher" under the teacher tenure act can include a superintendent who is certified as a teacher. Therefore, work as a superintendent can qualify a person for tenure as a teacher. However, the work as a teacher was to have been fulfilled within the same district as any subsequent administrative position(s) held since a teacher needs to be evaluated as a teacher in a particular district

for two years satisfactorily to achieve tenure. The superintendent lost all appeals due to his/her teaching experience having been fulfilled in another district. The Tenure Commission's ruling was therefore reversed.

Case 3 Superintendent requested assistance from MASA due to indications that there would be a "blow-up" on his/her contract renewal at the next school board meeting. Apparently, it was the first time the board would deal with an actual written contract. The file indicated the situation was resolved to the apparent satisfaction of the superintendent.

Case 4 Superintendent requested a legal interpretation of his/her contract with this particular board in terms of evaluation, renewal/nonrenewal, and compensation. In essence, the board did not follow any of its timelines for addressing the above areas of concern, and a meeting was scheduled to "deal" with the superintendent's contract in the very near future. No follow-up was available on file.

Case 5 A request for assistance came to MASA relative to the development of an evaluation instrument for the position of superintendent and subsequently resulted in the development of this case. Over a two-year period, a teacher-evaluative instrument was revised by the administrative council of the district in question. (The notes do not indicate if

teachers were involved in this process.) Numerous items of the revised teacher-evaluation form were grieved and went to arbitration. The superintendent questioned whether or not areas deemed "wrongful" by the arbitrator in the teacher-evaluative instrument could in fact be applicable in administrative evaluations, specifically the superintendent's. The Board president indicated to the superintendent that a meeting held with a "committee" of the board could probably resolve "the matter," and it would not become an agenda item. The superintendent refused to follow the board inclination on the basis that his/her evaluative guidelines called for evaluation before the entire board; and second, the process would most likely be viewed as a circumvention of the Open Meetings Act. Areas covered by the board in terms of their concern over the superintendent's performance were: board not being informed, board being maneuvered, some administrators not being held accountable, priorities of individual board members not followed, and a "gap" between administration and the teaching staff in general. Apparently the situation was resolved as the file indicated the same person was continuing in the position of superintendent after several years had passed.

Case 6 Within one year this particular school district experienced a teacher strike, heated debate over a disputed teacher contract, the recall of the board president, an attempt to recall the secretary and treasurer, and the dismissal of the superintendent. The dismissal of the superintendent was the result of charges brought against the superintendent by the board treasurer acting as a "private citizen." However, the board voted to finance the financial cost of the charges brought against the superintendent. The charges filed against the superintendent cited failure to adequately inform the board regarding teacher negotiations and financial discrepancies in the district budget processes. In a subsequent election following the superintendent's suspension, three new board members were elected. As a result of the three new board members being elected, the superintendent was reinstated pending resolution of the charges filed. By fall of the next school year, a complete audit was conducted and the superintendent was vindicated of any malfeasance in the performance of the duties of his/her office.

Case 7 Three new board members defeated a trio of incumbents and aligned themselves with a strong incumbent, the school board president. Apparently what took place in this district was a power struggle between the board president and the superintendent. A committee of three board members and

the superintendent devised a proposal to come to the total board regarding salary increases and contract conditions for central office administrators. An argument erupted between the superintendent and the board president resulting in the board president stating publicly all that was needed was three more votes to terminate the superintendent's contract. Also part of the hidden agenda involved blaming the superintendent for a recent teacher strike. With considerable community involvement, the meeting to "axe" the superintendent turned into a statement of rebuff for the school board president. Petitions with over 1,000 signatures by community members and various employee groups shed new light in terms of support for the superintendent. The superintendent did prevail and was granted a three-year extension on his/her contract.

Case 8 The superintendent had decided to tender his/her resignation effective the end of his/her contract, which had one year to run. In a surprise move, the board decided to relieve the superintendent of his/her duties and appoint an acting superintendent while they conducted an all-out superintendent search. The board bought the remainder of the superintendent's contract to achieve their goal. Further concessions were granted by the board in this buy-out: fringes for the following year if no new position was

found, no recrimination, tenure as a teacher, and release at any time from the appointed interim position. Underlying this case was a touchy situation dealing with the issue of superintendent residency. The board was desirous, but no residency-requirement language was present in the superintendent's contract.

Case 9 Problems such as "lack of communicating between the superintendent and some board members and differences in management style" were identified as being the causal factors in nonrenewal of this superintendent's contract. This action was taken in the last year of the contract well before the usual 90-day required timeline for notice of termination.

Case 10 Renewal of contract was denied for the superintendent in this district. Even though the reasons were kept out of the press, the superintendent's evaluation was conducted in public. Gleaning from those proceedings, the rationale for the nonrenewal action stemmed from a low evaluative rating citing the superintendent's inability to "promote harmony among board members by recognizing honest and objective differences of opinion and his/her inability to resolve differences by reaching consensus through effective compromise." Legal questions arose as to the ending date of the effective contract. A lawsuit was imminent; however, the

superintendent found another position out of state, leaving the contract-length question a moot point.

Case 11 A 4-3 vote not to renew the contract of this superintendent resulted in a recall drive of several board members. The superintendent was advised to take a low-profile posture in any and all recall proceedings. One board member stated in a public meeting that the reasons for nonrenewal could not be made public because the superintendent would never be able to secure another position anywhere (paraphrased). No file information was provided as to the outcome of this case.

Case 12 A swing board member proved to be a nemesis for a superintendent in another 4-3 vote for nonrenewal of contract due to inability to lead the district with "sound judgement, positive projection and consistency," as stated by a majority of the board.

Case 13 Board elections worked favorably to retain this superintendent, who was fired earlier for being an "inadequate leader." As a result of the firing, a recall petition was held successfully, and a subsequent election replaced all four board members who originally voted to fire the superintendent.

- Case 14 Another split board called this superintendent into an executive session for purposes of discussing his/her evaluation. By a 4-3 vote the board did not evaluate but instead called for the resignation of the superintendent based on the leadership style of "managing through intimidation." Three dissenting board members believed a power structure had been established in the school system for some time, and the superintendent ran into trouble when he/she managed to work around that structure rather than manage within the structure, or go through the board.
- Case 15 The superintendent initiated litigation against his/her school board after it had become known that the board had held illegal meetings without the superintendent present to discuss termination of his/her contract. Apparently, the superintendent was made aware at a subsequent meeting by a board resolution not to renew his/her contract. However, the superintendent did not receive written notice from the board 90 days prior to the end of the contract; therefore, the legal requirements were not met. This situation resolved itself as the superintendent served out the life of his/her contract.
- Case 16 Split decisions and split boards can be nightmarish for local superintendents. On a 4-3 split decision this superintendent was terminated due to "lack of leadership

and lack of communication." This person had been superintendent for several years and a teacher in the district for over two decades. Board members who voted not to renew the superintendent's contract said they wanted to be "kept more aware of the day-to-day instances" that happened in the school district.

Case 17 At a board meeting administrative contracts were discussed, including the superintendent's. The superintendent had a three-year roll-over contract. The board told the superintendent he/she was doing a good job, but motions were made as follows:

Extend contract another year (thus another three-year run) but reduce salary factoring. Lost 3-4.

Provide a raise under the present salary factoring formula but not renew for the additional year (thus leaving a two-year run on the present contract). Passed 7-0. Now came the task of the superintendent to determine if the board wanted him/her gone in two years or if the differences could be resolved.

Case 18 After serving as superintendent for over 11 years, the board notified this superintendent that his/her performance in the last four to six months had been viewed as less than satisfactory. The board cited lack of confidence by some board members and prominent citizens. "Surprise" decisions

made by the superintendent "without polling board members, lack of substantiating evidence in making controversial decisions," and an overall "lack of trust in the superintendent's ability to run the district" were cited also. This board action took place six months prior to the superintendent's contract expiring.

Case 19 A superintendent asked for assistance from MASA when he/she was notified of an executive session held by the board and their attorney with the superintendent in absentia. The board asked the superintendent to tender his/her resignation effective the end of the superintendent's contract, which was one year hence. In exchange, the board would not evaluate the superintendent the last year of the contract. No reasons available for resignation demands on file.

Case 20 At a regularly scheduled board meeting in March, a 4-12 vote was taken not to renew the superintendent's contract, which came as a total surprise. The superintendent had no idea the board was even considering nonrenewal of his/her contract. The superintendent was quoted in the media as saying that had the board met with him/her and expressed where there were problems, he/she would have been open to their criticism and would have done his/her best to rectify the situation. In the absence of any indication that there were problems, the assumption was that the job was being

done acceptably. The superintendent had held the top post in this district for approximately seven years. Board members who voted not to renew his/her contract felt "it was time for a change." Eventually, the superintendent's contract was renewed for one year only.

Case 21 Before the second year of a two-year contract, the board in this district asked for the superintendent's resignation. No evaluation of the superintendent had been conducted as set down in the terms of the contract between the superintendent and the board. The superintendent acquired legal advice from MASA and arrived at a mutually agreeable settlement with the board. No reasons were stated in the press or board minutes as to the causality behind the board's request that the superintendent resign.

Case 22 A poor relationship with one or two board members can result in an equally devastating experience as if a majority of the board were at odds with its superintendent. Such was the case in this district, where two board members, forming a personnel committee, were to recommend to the remaining board extension or nonrenewal of the superintendent's contract. Since the two members on the personnel committee were hostile to the superintendent, their report was less than supportive, citing charges that addressed the superintendent acting "without board approval on financial

matters, failing to inform the board regarding matters dealing with millage issues, failure to follow through on board directives and conducting illegal executive sessions." Ironically, one of these two board members also recorded the minutes of the board meetings which apparently were not perused by the superintendent before duplication and dispersal and did not show the superintendent in a favorable light in the eyes of the board in total. However, as time passed, the remaining board members "took on" the minority faction of the board. In the meantime, considerable duress was felt by this particular superintendent.

Case 23 Nonrenewal was voted on by the board and passed in January, affecting the superintendent's contract which would expire the following June. The superintendent had been in this position for approximately 18 years. Reportedly, he/she was dismissed after scoring poorly on an evaluation conducted by the board. Poor scores were rated in the areas of "leadership ability and relations with the board, community and school staff." The superintendent subsequently through MASA acquired legal advice and formulated a statement to the board, stating "tenure in position" was a guaranteed right since it had not been denied him/her in the specific terms of the contract. Eventually, the superintendent's contract was renewed for one year.

- Case 24 A contract buy-out of over \$50,000 was incurred by this school board in order to terminate the services of their superintendent. Reasons cited for wanting to terminate the superintendent centered on "differences of opinion and philosophy with respect to the administration" of the district. These differences were apparently irreconcilable to the point the board was willing to pay for eliminating them. A mutually agreeable conclusion was arrived at in this case between the board and the superintendent.
- Case 25 After serving as a superintendent for over eight years, the board cited a "deterioration of confidence in the superintendent's leadership as well as staff and student direction and morale." The board asked for a letter of notice to retire at the end of the superintendent's contract since they had no legal grounds to terminate him/her before the ending date of the contract.
- Case 26 "Willful violation" of the terms of the contract was cited as cause for nonrenewal of this superintendent's contract. Apparently, there had been a verbal agreement that the superintendent, when hired, would move into the district as soon as his/her home was sold. By the end of the second year the move had still not been accomplished. Discrepancies existed between the superintendent and the board as to the length of the contract. The year prior to board action

taken in nonrenewal of the superintendent's contract, the board moved to extend all administrators' contracts for two years. This meant the superintendent believed his/her contract would continue for one more year past the board's decision to terminate. No follow-up was available on file.

Case 27 In the second year serving as the superintendent in this district, the board renewed his/her contract for one year in July. By the following October, the superintendent had still not received a written contract. He/she called MASA questioning whether or not tenure was now granted in the superintendent's position since tenure had been denied verbally only by board action to renew the contract for one year. The superintendent was advised that the tenure denial was still carried over from the previous year's contract through intent. Further, it is the superintendent's responsibility to see to it that a contract is developed and presented to the board for their approval or disapproval.

Case 28 In March, the board voted to extend the superintendent's contract, leaving him/her three years to run on the existing contract. The superintendent apparently did not reduce the board action to writing in terms of a formal contract for their approval. (MASA attorney interpreted the offer of a contract needed to be responded to by the

superintendent in terms of a written agreement presented to them, the board.) Subsequently, the board voted in July to rescind their action of the March meeting for a three-year extension of the contract and voted instead to direct the superintendent to present a written contract for their perusal for a two-year extension of the contract.

Board-Member Elections:

Case 29 As a result of a change in the make-up of the school board after board elections, the superintendent was experiencing new difficulties centering on an apparent new board posture to terminate his/her contract. Three board members (newly elected) and one "swing" board member provided overtures as to their inclination to "find a way out" of the present superintendent's contract. Opinions from the school board attorney were requested by several board members. They were advised they were bound by the terms of the superintendent's contract, and, further, they were overstepping their policy-making role. Considerable board-superintendent strife ensued: The assistant superintendent resigned due to health reasons; a committee of "The 3" was formed to look at a possible appointee for the assistant's position; and a log of district administrative activity was requested by the board in violation of the administrative master agreement, to name a few.

Case 30 Board-superintendent relations can change dramatically as a result of board elections having the total effect of completely changing the complexion and posture of a board. In this case the election of two new board members and a change in the officer structure on the board worked to the continuance and enhancement of the superintendent's contract rather than the termination of same, as was the indication before the election.

Public Pressure/Special Interest Groups:

Case 31 All seven school board members as well as the superintendent in this district were defendants and sued individually for \$1,000,000 each, due to charges they knowingly and willfully denied access of three children, from the same family, to special education programs for learning disabilities. No follow-up information was available in the file.

Case 32 Injunctive relief was sought by the local citizenry from the courts against the superintendent of this district, who recommended the board eliminate transportation as a result of two millage defeats. Injunctive relief was denied. A subsequent millage was upheld solely for the purpose of raising revenue to fund transportation of school children in the district. The millage passed. A recall election was held to recall five board members who voted to

eliminate busing. The recall move failed by a 2 to 1 margin.

Case 33 Athletic funds can become a very emotional issue, as happened in this situation with a full-blown investigation initiated by community members, which in turn prompted a board investigation. Discrepancies were also found in candy sales, which were conducted by the athletic department. The superintendent came under attack as a result of being perceived as holding supervisors and administrators less than accountable.

Case 34 Apparently, at many board meetings on-going attacks were being made by citizens upon the superintendent. This environment can often cause board members to perceive their superintendent in a negative light and may intensify as the attacks continue. MASA advised the superintendent of several options to implement in an effort to neutralize the heat from certain segments of the community.

Advise board president as to his/her options in dealing with this type of confrontation at board meetings by:

- a. having citizens write their complaints and submit them to the superintendent so he/she could prepare responses;
- b. board members could listen and not respond in a public meeting;

- c. only the board president could respond;
- d. it would be helpful to have citizens make supportive comments to the board about the superintendent.

This would not be organized by the superintendent. No follow-up was available on this file.

Case 35 Public pressure resulting from negative media coverage brought about a quick decline in the confidence the board had in its superintendent. Following media coverage of a study conducted by the total school district by an outside agency, the superintendent was asked to resign. This was within the same month the study findings were printed in the local newspaper. Cited as reasons for asking for the superintendent's resignation were lack of leadership skill and an inability to make decisions.

Staff Conflicts:

Case 36 A lawsuit was filed against the superintendent in this district for \$100,000 individually on two counts (thus \$200,000 plus damages), and he/she was named as a co-defendant with the local International Union of Operating Engineers for allegedly violating the school district's collective-bargaining agreement due to the terminating of a maintenance employee who was absent from work for approximately one year. There appeared to be some discrepancy in the case as to whether an accident sustained causing the

maintenance employee to be absent from work for approximately one year was job related.

Case 37 A tenured teacher requested a disability leave for three months. His/her leave was denied, and his/her letter to the board viewed and accepted as a letter of resignation. Whereupon the tenured teacher returned after three months and was denied re-entry into the district as an employee. A suit was filed by the teacher, naming as primary defendant the superintendent of the district. The Tenure Commission denied the appeal on the basis the plaintiff (tenured teacher) failed to file the complaint within 30 days of the decision by the controlling board. In fact, the complaint was not filed until seven months after the alleged violation of the teacher's tenure rights by the superintendent. Civil suit action was threatened by the tenured teacher's attorney. The file does not contain any data pertaining to a civil suit.

Case 38 In the mid-1970s, a superintendent was accused by several coaches of being intoxicated while conducting a meeting. This allegation was placed in writing to this superintendent with copies to each board member. Counsel was sought from MASA before the special executive board meeting requested by the superintendent. Apparently, there was a hidden agenda. No follow-up on this situation was

available in the file. Next information centers on the superintendent's recommendation for release of an elementary principal and being named as the primary defendant in a subsequent civil-action lawsuit. Many months later, after being "torpedoed" by the board at every meeting, a cash settlement was agreed to for the remainder of the superintendent's contract.

- Case 39 Civil suit was brought against this superintendent for not reinstating an employee to his/her original position after return from a medical (pregnancy) leave. Court found no basis for the suit.

Financial Difficulties:

- Case 40 Resignation of the superintendent of this district was primarily the result of local media hounding following "leaks" from an unknown source regarding questionable financial decisions in terms of superintendent expense accounting. Later media coverage all but vindicated the superintendent for not much more than "excessive poor judgment."
- Case 41 The superintendent's contract was not renewed due to the board "exercising all its economic options" in looking at administrative reorganization. It appeared the board was looking at combining a principal position with the

superintendency. The present superintendent was not questioned about his/her likelihood of accepting such a position, nor was the superintendent involved in the potential reorganization.

Case 42 Superintendents, more and more, face challenges that focus upon the budgetary procedures and policies implemented in their districts. The local prosecuting attorney conducted an investigation of possible irregularities in the district's financial processes. The superintendent was exonerated of any criminal intent; however, several statutes were involved in the "irregularities" of this situation:

1. MSA 28.758 (1) "No officer or employee of any governmental agency as defined in this section shall purchase or cause to be purchased any goods, wares, or merchandise of any description whatsoever in the name of or on the credit of such governmental agency for any other purpose than for use or resale in the regular course of the official business of such governmental agency; or sell or offer for sale goods, wares, or merchandise purchased in the name of or on the credit of such governmental agency, at any price other than the price at which such goods are offered generally to the public by such governmental agency.

"For the purposes of this action, 'governmental agency' shall be defined to mean any and all branches or departments of the state government; any and all branches or departments of the government of any county, city, village, school district, township, or other municipal corporation in the state; and any commission, board, or other similar body organized to assist in the conduct of the governmental or proprietary functions of the state or local government.

"Any person who shall violate any of the provisions of this section, shall be guilty of a misdemeanor, punishable by imprisonment in the county jail not more than 90 days or by a fine of not more than \$100, or by

both such fine and imprisonment in the discretion of the court."

2. MSA 28.759 "All official books, papers, or records created by or received in any office or agency of the State of Michigan or its political subdivisions, are declared to be public property, belonging to the people of the State of Michigan. . . . Any person who shall willfully carry away, mutilate or destroy any of such books, paper, records, or any part of the same, and any person who shall retain and continue to hold possession of any books, papers or records, or parts thereof, belonging to the aforesaid offices and shall refuse to deliver up such books, papers, records, or parts thereof to the proper officer having charge of the office to which such books, papers, or records belong upon demand being made by such officer or, in the case of the defunct office, the Michigan Historical Commission, shall be guilty of a misdemeanor, punishable by imprisonment in the state prison not more than two years or by a fine of not more than \$1,000.00:
3. MSA 7.545 "It shall be unlawful for any person to refuse to make the return required by this act; or to make, or to aid, abet or assist another in making, any false or fraudulent return or false statement in any return required by this act, with the intent to defraud the state or to evade the payment of the tax, or any part thereof, imposed by this act; or for any person to aid, abet or assist another in any attempt to evade the payment of the tax, or any part thereof, imposed by this act; Any person violating any of the provisions of this act shall be guilty of a misdemeanor and, on conviction thereof, shall be fined not more than \$1,000.00 or imprisoned not exceeding one year in the county jail or punished by both fine and imprisonment, at the discretion of the court for each and every violation of the act. . . ."

Apparently, the entire process began as a "witch hunt" on the part of two board members who were seeking termination of this superintendent. In a subsequent board meeting, a 5-2 vote was cast to exonerate the superintendent, retain him/her in the same position, and establish tighter budgeting practices in line with Michigan School Accounting statutes.

Case 43 Financial problems proved to be a nemesis for this superintendent. The superintendent was suspended and then subsequently fired due to charges by the board of self-dealing and financial irregularities in terms of budgetary procedures. The superintendent filed a civil suit charging the board with noncompliance with his/her contract terms that dealt with due process rights in the situation of release or termination of the services of the superintendent. The suit also asked for a considerable punitive damage settlement to be assessed against each individual board member.

Management Problems:

Case 44 The superintendent in this district was named as a co-defendant in an accidental-death case of a child who dashed from the driveway of his/her home into the path of an oncoming truck that was school-district property. No follow-up was available on file.

Case 45 Students were charged by school personnel with drinking while members of an interscholastic athletic team and were subsequently suspended from the team and all state and local competitions. As a result, the superintendent was named as co-defendant in a lawsuit filed by the parents of the students in question, contesting the suspension which resulted in their removal from the team, citing irreparable damage to their athletic careers. The suit claimed damages

of \$500,000 plus \$25,000 for interest and attorney fees. An injunction was sought by the families and was obtained. According to the file, since the end of the particular athletic season in question had come and gone, the lawsuit became a moot issue.

Case 46 The superintendent in this district was charged in a lawsuit with assault and battery of a child of the school district. He/she was in the first year of a two-year contract. Within the next several months the superintendent's job description was changed drastically. The administrative assistant was reassigned by the board and given all of the superintendent's duties with no change in title. The superintendent submitted his/her resignation effective at the end of the two-year contract.

Case 47 Named in a summons from a U.S. District Court, this superintendent was charged with discrimination. Court action was declined by the Michigan Civil Rights Commission and the Equal Employment Opportunity Commission. Discrimination charges centered on a maternity leave and the "Board's arbitrary decision not to award sick-leave benefits"; therefore, the discrimination suit was filed. No follow-up information was available.

- Case 48 The superintendent was named a co-defendant in a legal suit stemming from an injury sustained by a child in an elementary physical education class. No follow-up information was available in the file.
- Case 49 The superintendent was charged as a co-defendant in a lawsuit resulting from "acute and serious psychological disorder and illness" suffered by a student who was in a classroom where the teacher was shot by his/her estranged spouse. No follow-up information was available in the file.
- Case 50 Civil rights complaints center on the career of the superintendent from this district. Charges of sexual harassment were brought against the superintendent by an employee in the central administration office. The employee was seeking job security and a monetary remedy from the suit. Subsequently, over the next year the board and the superintendent could not come to agreement on the terms of his/her upcoming contract. The superintendent sought employment elsewhere.
- Case 51 A libel suit was brought against a community member by the superintendent and school board in this district. A citizen had made certain allegations regarding the character of the superintendent, as well as charges regarding budget inconsistencies which reflected adversely

on the superintendent's ability to run the district. Also, causing this action was the community members' dispersal of literature to the community that was viewed as "scurrilous" to board members and the superintendent. The superintendent and members of the board viewed the flier(s) as deleterious to their millage election efforts. The court ruled against the superintendent and the board but did not hold them liable for reimbursing costs to the district incurred in legal fees paid for by taxpayer monies.

Case 52 A lawsuit filed named the superintendent a co-defendant as the result of injuries sustained by an elementary child while playing on particular playground equipment. The case was dismissed as no negligence was proven.

Case 53 Superintendency problems, though they may result in conflict with school-board members, can begin through the perceived use of budget procedures. Such is the case in this instance. The superintendent allowed and signed checks from an "unlawful fund (\$10,000)" to buy lunches for him/herself, fellow administrators, to buy flowers for personal friends, special recognitions, and funeral flower expenses as well. The superintendent was also charged by the attorney for the school district, claiming the superintendent was overpaid for several years due to an error in the use of a computational formula to establish salary

ranges. The superintendent's contract was not renewed. The superintendent found new employment.

Case 54 Litigation posed a problem for this superintendent in being named as a defendant in a civil-rights suit claiming the superintendent interfered with the civil rights of a teacher who was on a medical leave and was seeking reinstatement into the teaching ranks of the district. Reinstatement was denied pending required psychiatric examination by a psychiatrist designated by the district. No follow-up information was available on file.

Case 55 In the early and mid-1970s, lawsuits were being filed in several districts centering on the maternity/sick-leave issue. The superintendent in this district was involved in one such case.

Case 56 Litigation was brought against the superintendent as the result of an injury sustained by a high school youth who, as a result of belonging to an extracurricular club, was asked to do some work normally performed by a maintenance employee. The student sustained an injury causing loss of sight. Follow-up information was not available on file.

Case 57 A principal who was demoted and reassigned as a classroom teacher filed suit against the school board and superintendent in this district. The suit charged the principal

had not been served with any written statements concerning specific acts of malfeasance or misconduct. The principal sought and received injunctive relief. The superintendent and board were ordered to comply with procedural requirements as established by law and were further ordered to appear before the court to show cause. Apparently, this principal spread deleterious information about the superintendent around the community. Subsequently, the principal was demoted but won injunctive relief as stated.

Case 58 Two lawsuits had been filed against this superintendent. The first alleged a civil-rights violation by the superintendent, who refused to retain a 70-year-old teacher whose certification was not current, and a certified teacher was appointed to the position. The second suit resulted in an injury case of a high school student who suffered damage to a hand in an industrial arts class. No further information was available in the file as to the outcome of these two cases.

Case 59 This superintendent sought help and assistance from MASA as the result of peremptory notification of possible litigation due to a problem in a former district of which he/she was formerly the superintendent. Apparently, the superintendent's previous board took action for termination of a teacher's services. However, the superintendent was in

error in following established procedure by failing to properly notify the teacher within the statutory time limits. The board was ordered to pay tens of thousands of dollars in back pay and was contemplating suing this superintendent for that amount or any amount arrived at through a negotiated settlement. No follow-up was available on file.

- Case 60 As a result of a senior skip day, a female student was raped when several of the group left the original party. The superintendent along with several staff members were charged with negligence in not preventing harm to the female student. No further information was available on file as to the outcome of the suit.
- Case 61 In another litigation suit, this superintendent was sued as a co-defendant in the case of a student who was mortally wounded by being struck by a car after being dropped off from the school bus. The suit charged negligence in the selection of this particular site for disembarking students. The suit filed asked \$1,000,000 in damages plus court costs.
- Case 62 Another lawsuit naming the superintendent as a co-defendant stemmed from an injury sustained by an elementary student while being "forced" to fulfill an exercise requirement in

a physical education class. Negligence and improper assignment of a teacher who was not "competent" in this area of instruction were cited allegations in the lawsuit. No follow-up was available on file.

Case 63 A lawsuit was filed naming the superintendent as co-defendant in an injury sustained by an elementary student participating in a gym activity on a gym bar. Charges centered on unreasonable risk of harm and negligence in providing inadequate supervision. No follow-up was available on file.

The descriptive research provided here in the form of vignettes was for the purpose of identifying those problem areas having the greatest frequency of occurrence in contacts with MASA for practicing superintendents. Table 4.18 provides the frequency distribution of problem areas identified in the 63 cases from the active files of MASA.

Table 4.18.--Frequency of problems reported.

Identified Problem Area	Number of Cases	Frequency Distribution
Board-Superintendent Relations	28/63	46%
Board-Member Elections	2/63	3%
Communications/Public Relations	0/63	--
Public Pressure/Special Interest Groups	5/63	8% ^a
Staff Conflicts	4/63	6% ^a
Financial Difficulties	4/63	5% ^a
Management Problems	20/63	33%

^aPercentage has been rounded off.

The descriptive data reported from the two sources, (1) survey responses and (2) the vignettes developed from the MASA files, supported the statistical evidence reported in this chapter, particularly in the area of Board-Superintendent Relations. Most frequently (46%), contacts were made to MASA for assistance in the area of Board-Superintendent Relations. Management Problems were mentioned almost as frequently in responses from the survey inquiry as were comments on Board-Superintendent Relations. The second most frequent need of superintendents for consultive services from MASA appeared to be in the area of Management Problems (20%).

Summary

In this chapter seven hypotheses and a demographic data question stated in Chapter I were reexamined and stated in the form of null hypotheses for testing. Seven research hypotheses were presented and analyzed, as well as the demographic data question by this writer in light of the evidence collected. Demographic data collected from a survey of 521 Michigan public school superintendents were also presented. These data represented responses from 366 superintendent who returned the survey.

A chi-square comparison was used to investigate the seven hypotheses. The statistic used to measure the significance of the data was the t-test of significance. Hypotheses 1 and 2 were rejected, based on the data gathered. Hypotheses 3 through 7 were accepted, based on the results of the findings. While no significant

relationship was established in testing Hypothesis 6, superintendents overwhelmingly selected the variable in this hypothesis as having the most significant adverse effect on their ability to fulfill the duties of their office.

A two-way MANOVA test was used to investigate the demographic data question. The statistic used to measure the significance of the data was the F-test of significance. The question as to previous superintendency experience changing perceptions of the problems experienced while in office was rejected with $F = .071$.

Descriptive data were reported from the following two sources: (1) 111 survey respondents' answers to an essay question and (2) 63 cases cited from the active files of MASA reported in the form of vignettes.

Chapter V is devoted to a concise summary of the research conclusions, implications, and suggestions of questions for further study.

CHAPTER V

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

This final chapter is devoted to a summary of the study, a discussion of the conclusions drawn from the data collected, and recommendations and implications for future research.

Summary

Purpose of the Study

1. The purpose of this study was to determine those administrative problems experienced by superintendents in Michigan between 1972 and 1984 that adversely affected their ability to effectively direct the business of their school districts that resulted in turnover (voluntary or involuntary) at this administrative level.

2. Seven variables (problem areas) were identified after a preliminary review of previous studies as well as from discussions with superintendents presently in the field. The selected factors are:

Board-Superintendent Relations

Board-Member Elections

Communications/Public Relations

Public Pressure/Special Interest Groups

Staff Conflicts

Financial Difficulties

Management Problems

3. Closely allied with the purpose of this study was to ascertain if any one or more of the problem areas could be singled out as the constant factor which could be considered of primary causality in the turnover rate at this administrative level.

4. The study additionally sought to determine if significant differences could be found in superintendent perceptions of the degree of adverse effect of the problem areas due to previous superintendency experience.

5. Descriptive data were documented from two sources: (a) the survey mailed to 521 Michigan public school superintendents in May 1984 (see Appendix A) and (b) 63 cases pulled from the active files of the Michigan Association of School Administrators (MASA), reported in the form of vignettes. The purpose here was to provide recent superintendent reactions to the identified problem areas as well as trying to ascertain the primary problem area(s) identified by superintendents in their pursuit of professional assistance from MASA personnel and/or legal counsel.

Limitations of the Study

1. This study was limited to consideration of Michigan public school superintendents during the period 1972 through 1984 as reported by the MASA as well as data gathered through surveying 521 superintendents in Michigan in May 1984.

2. The validity of the study was affected by the major sources of the data.

3. This study dealt with selected demographic factors that could be statistically analyzed and compared.

4. This study dealt with selected problematic (job-related) factors common to all superintendents that could be statistically analyzed and compared.

5. This study assumed the superintendents responded to data collection by the MASA as well as the survey conducted for this study with accurate perceptions in terms of identifying problem areas having significant adverse effects on their effectiveness as well as cause and effect relationships, with regard to their voluntary or involuntary turnover.

Review of the Literature

A review of literature for this study consisted of an analysis of the administrative problems experienced by Michigan public school superintendents related to administrative effectiveness and subsequent turnover at this administrative level. Most investigators have agreed that what is happening to superintendents today is that the impossible is being expected of them. Role expectations for the public school superintendent have outstripped the capacity of most individuals to fill them. Demands of the job of the superintendency were found to be less managerial and more political in nature. Tradition, in terms of the role of the superintendency, was found to be declining in importance. Overall, individual leadership was found to be diminishing.

Many investigators agreed that superintendents are under siege from militantly competing groups encroaching on internal affairs of school districts. Due to the cosmopolitan nature of the superintendency today, superintendents are viewed as outsiders and are having to work consciously and diligently in establishing loyal coalitions within their districts. The literature was replete in the position that practically humanly impossible demands are being placed on contemporary superintendents.

Major findings from previous studies of problematic (job-related) factors influencing administrative effectiveness and turnover at this administrative level are discussed in the following paragraphs.

Board-superintendent relations:

1. The quality of the school board is a predominant factor in determining the success and effectiveness of the superintendent.
2. School boards are becoming increasingly political and are becoming more involved in administrative matters, traditionally viewed.
3. Superintendents must become scholars of the aspects of political influence and maneuvering.
4. A definite shift in power and influence is taking place in the role of the superintendent.

Board-member elections:

1. Involuntary departures, in comparison to voluntary ones, were found to be significantly accompanied by electoral "heat."
2. Involuntary departures were found to be significantly related to board-incumbent defeats.

Communications/public relations:

1. Superintending was found to be communicating.
2. Communication at this administrative level was found to be characterized by brevity, variety, and fragmentation.
3. It was found that superintendents are unskilled and untrained in cultivating and identifying communication networks and power structures within their districts.
4. Today's superintendents are expected to be skilled political negotiators rather than the expert, the authority, in educational matters.

Public pressure/special interest groups:

1. To deal effectively with the interrelatedness of interest groups, subsequent public pressure, and organizational intensity, superintendents need to become astute in theoretical knowledge of how living organizations exist and interact.
2. Superintendents need to be more accessible, visible, and willing to hear community voices.
3. Increased accessibility and visibility will be accompanied by increased risks.
4. Superintendents have no choice; they consciously need to become political entities.
5. If no power base can be established by superintendents or their boards, they need to "consciously choose" to cultivate relationships with influential groups internally and within the community-at-large.

Staff conflicts:

1. Of ten issues, superintendents cited negotiations, strikes, and teacher militancy as the number-one issue that would drive them from this position.

2. A significant relationship was found between superintendents' management styles and frequency of formal grievances.

Financial difficulties:

1. Two major studies conducted by the American Association of School Administrators (AASA) in 1971 and 1982 found superintendents ranked financing schools as the most significant challenge they face.

2. In 1982, superintendents cited inadequate financing as the single factor having the greatest influence on their effectiveness.

3. Over a ten-year period from 1972 to 1982, Michigan public schools suffered significant enrollment decline accompanied by 80% to 90% increases in expenditures.

4. Superintendents need to become students in the field of economics in order to legitimize to the taxpaying public the dichotomous relationship between declining enrollments and increasing expenditures.

Management problems:

1. Superintendents view the job as one requiring executive managerial skills prevalent in leading any complex organization.

2. Significant relationships were found between patterns of team management in school organizational structures and the degree and quality of involvement in the decision-making process.

3. Superintendents can increase their effectiveness by studying and then using the social structures (internal and external) inherent in their districts seeking involvement in decision-making processes.

Design of the Study

Research data gathered for this study were derived from a two-pronged approach. Both the statistical and the descriptive reporting of data being documented, as a result of this study, were founded in empirical evidence. The study was one in which selected problematic (job-related) factors and their degree of relationship to superintendency effectiveness and turnover were investigated, involving the period 1972 through 1984. Further demographic data were delineated and compared as to their relationship with the selected factors.

The population used for the purpose of generating statistical analyses included the total population of all superintendents surveyed (521) in Michigan. Of the 521 surveys mailed, a total of 366 (70%) were returned and used in developing the statistical analyses.

Descriptive data were reported from two sources: (1) narrative comments from 111 of the 521 superintendents surveyed and (2) a sample of 63 confidential files of the MASA documented from over 125 active files.

To develop statistical analyses as well as to receive feedback for descriptive research from superintendents in the field during the period 1972 through 1984, a survey instrument was developed and used.

The items in the instrument were constructed from concepts found in the published literature, in consultation with colleagues, and from conversations with recognized authorities in the field. The instrument consisted of 22 items constructed to compile demographic data for descriptive purposes and data for conducting statistical tests for purposes of studying the perceptions of superintendents as to the problem areas having the most significant adverse effects on their effectiveness and any subsequent turnover at this administrative level.

Findings and Conclusions

Hypothesis 1: The turnover of Michigan public school superintendents is independent of the problems experienced in board-superintendent relations.

Findings. A chi-square test rendered $\alpha < .05$ with a value of .0482. Therefore, the null hypothesis was rejected. There was a statistically significant relationship between superintendency turnover in Michigan public schools and Board-Superintendent Relations for superintendents experiencing their first turnover. The null hypothesis held for superintendents experiencing their second turnover, with $\alpha < .05$ with a t-test value of .5305.

Conclusions. Based on the evidence cited above, Hypothesis 1 was rejected for superintendents experiencing their first turnover, ergo less experience at this administrative level. This finding was consistent with the literature cited in Chapter II. According to the literature, the quality of the school board is a predominant factor in determining the success and effectiveness of superintendents. The literature further pointed out that school boards are becoming

increasingly political and more involved in administrative matters. A logical explanation for this circumstance of significant relationship found between first-experience superintendents and problems in board-superintendent relations may simply be the result of a lack of experience in working at this administrative level. However, the null hypothesis held for superintendents experiencing a second turnover, with $\alpha < .05$ with a t-test value of .5305. Experience may be attributable to this finding in that persons serving in their second, third, or further superintendency have learned how to work through or around problems experienced in board-superintendent relations.

Hypothesis 2: The turnover of Michigan public school superintendents is independent of the problems experienced after board-member elections.

Findings. A chi-square test rendered $\alpha < .05$ with a t-test value of .0152. Therefore, the null hypothesis was rejected. There was a statistically significant relationship between superintendency turnover and Board-Member Elections for superintendents experiencing their second turnover. The null hypothesis held for superintendents experiencing their first turnover, with $\alpha < .05$ with a t-test value of .2283.

Conclusions. Based on the evidence cited above, Hypothesis 2 was rejected for superintendents experiencing their second turnover, ergo more experienced superintendents. This finding was consistent with the literature cited in Chapter II. According to the literature, involuntary departures were found to be significantly accompanied by electoral "heat," as compared to voluntary ones. The literature

further found that involuntary departures were significantly related to board-incumbent defeats. A conclusion may be drawn that school-board candidates overwhelmingly run on negative-issue bases, pointing out displeasure with the status of things, and as Chapter II cited, the dismissal, removal in some manner, of the superintendent appears to be the quick fix to perceived problems by particular segments of the community. However, the null hypothesis held for superintendents experiencing their first turnover, with $\alpha < .05$ with a t-test statistic of .2283. Less experience may be the saving grace for inexperienced superintendents in the manner in which they are perceived by their boards and the electorate-at-large, with lower expectation levels for the performance of inexperienced superintendents.

Hypothesis 3: The turnover of Michigan public school superintendents is independent of the problems experienced in communications/public relations.

Findings. A chi-square statistic rendered $\alpha < .05$ for superintendents experiencing a first or second turnover. The t-test values of .7863 and .0688 were computed, respectively. Therefore, the null hypothesis held for first and second superintendency turnover. However, the chi-square statistic of .0688 for second-turnover superintendents did indicate a strong trend toward superintendency turnover and problems in Communications/Public Relations.

Conclusions. Based on the evidence cited above, Hypothesis 3 was accepted. Turnover of Michigan public school superintendents was independent of problems encountered in the area of Communications/Public Relations. This finding appears to be consistent with the

literature cited in Chapter II. The literature did not address problems experienced in this area by superintendents in terms of superintendency turnover but rather in terms of on-the-job behavior of superintendents and resulting administrative effectiveness in this area. While problems are prevalent in this area in terms of weaknesses found in administrative functioning, they are not of a magnitude to precipitate superintendency turnover, voluntarily or involuntarily.

Hypothesis 4: The turnover of Michigan public school superintendents is independent of the problems experienced with public pressure through special interest groups.

Findings. A chi-square test rendered $\alpha < .05$ for superintendents experiencing a first and a second turnover, with t-test statistics of .7244 and .0853, respectively. Therefore, the null hypothesis held for first and second superintendency turnover. However, the chi-square statistic of $\alpha = .0853$ may indicate an inclination to this problem area as affecting turnover for superintendents experiencing a second turnover.

Conclusions. Based on the evidence cited above, Hypothesis 4 was accepted. Turnover of Michigan public school superintendents was independent of problems encountered in the area of Public Pressure applied through Special Interest Groups. This finding appears to be consistent with the literature cited in Chapter II. The literature did not address problems experienced in this area by superintendents in terms of superintendency turnover but rather in terms of skills and attitudes needed to be developed by superintendents in dealing with

problems that arise in this area or using current skills as a preventative strategy when problems occur in this area.

The inclination toward this problem area and subsequent turnover for second superintendency experiences, as supported by the t-statistic of .0853, may be explained as a result of superintendent moves from one district to another usually involved moving to a larger district. Therefore, a more complex organizational environment with concomitant complex power structures would likely be the case.

Hypothesis 5: The turnover of Michigan public school superintendents is independent of the problems experienced in staff conflicts.

Findings. A chi-square test rendered $\alpha < .05$ for superintendents experiencing a first and a second turnover, with t-statistics of .2772 and .5800, respectively. Therefore, the null hypothesis was accepted for superintendency turnover.

Conclusions. Based on the evidence cited above, Hypothesis 5 was accepted. Turnover of Michigan public school superintendents was independent of problems experienced in staff conflicts. This finding appears to be consistent with the literature cited in Chapter II. The literature did not address this area in terms of superintendency turnover but rather in terms of management styles, which were found to affect staff relations significantly. According to the literature, a significant relationship was found between the management styles of superintendents and the frequency of formal grievances being filed. While superintendents did not see this problem area being a causal factor in their reasons for their turnover, the literature did point

out that this was the problem area most often cited by superintendents that would drive them from their office.

An observation could be made here that while a statistically significant correlation could not be found between this problem area and superintendency turnover, negotiations, strikes, and teacher militancy are highly volatile issues having high public visibility. A question comes to mind as to whether problems in board-superintendent relations and board-candidate negative-issue platforms are not the result of problems experienced in this particular area due to its intense political and public-visibility circumstance. The old "chicken or the egg" question comes to mind.

Hypothesis 6: The turnover of Michigan public school superintendents is independent of the problems experienced in financial difficulties.

Findings. A chi-square test rendered $\alpha < .05$ for superintendents experiencing a first and a second turnover, with t-statistics of .5342 and .9069, respectively. Therefore, the null hypothesis held and was accepted.

Conclusions. Based on the evidence cited above, Hypothesis 6 was accepted. Turnover of Michigan public school superintendents was independent of problems experienced in Financial Difficulties. This finding appears to be consistent with the literature in Chapter II. The literature did not address this problem area in terms of turnover of superintendents but rather in terms of the influence that financial difficulties had on superintendent effectiveness. According to the literature, superintendents across the nation surveyed in 1971 and

again in 1982 ranked financing schools as the most significant challenge they faced. In the 1982 study, in particular, superintendents cited inadequate financing of schools as the single factor having the greatest influence on their effectiveness. This finding was consistent with the data reported in Chapter IV, which specifically cited Michigan public school superintendents and their concerns regarding financial difficulties.

While no significant relationship was established between turnover and problems experienced in financial difficulties, Michigan public school superintendents overwhelmingly selected this variable as having the most significant adverse effect on their ability to fulfill the duties of their office, regardless of their experiential background as indicated in Table 4.15 of Chapter IV. Almost half (49.2%) of the Michigan public school superintendents responding to this survey perceived financial difficulties as having the most significant adverse effect on their ability to perform the duties of this administrative position.

Hypothesis 7: The turnover of Michigan public school superintendents is independent of the problems experienced in management problems.

Findings. A chi-square test rendered $\alpha < .05$ for superintendents experiencing a first and a second turnover, with t-statistics of .1332 and .1008, respectively. Therefore, the null hypothesis held and was accepted. No significant relationship was established between turnover and management problems.

Conclusions. Based on the evidence cited above, Hypothesis 7 was accepted. Turnover of Michigan public school superintendents was independent of problems experienced in management problems. This finding appears to be consistent with the literature in Chapter II. The literature did not address this problem in terms of superintendency turnover but rather in terms of management skills and styles found to be connected with problems arising in this area and skills needed to work effectively in this area of superintendency performance. In fact, statistically significant relationships were found between patterns of team management styles in school organizational structures and the quality of involvement in decision-making processes. School superintendents need the same managerial skills found prevalent in an executive position in leading any complex organization.

Demographic Data Research Question: Is there a significant relationship between previous superintendency experience of Michigan public school superintendents and the perceptions of the variables of board-superintendent relations, newly elected board members, communications/public relations, public pressure applied by special interest groups, staff conflicts, financial difficulties, or management problems?

Findings. A two-way MANOVA test was applied to three groups of superintendents (Group 0 = present superintendents, Group 1 = second superintendency experiences, and Group 2 = three or more superintendency experiences) to find out if previous experience had a significant effect on their perceptions of the seven problem areas and the influence of these problems on their ability to effectively perform the duties at this administrative level. Table 4.16 provided the cell means for this analysis, and Figure 4.1 illustrated these results as

reported in Chapter IV. An F-statistic of .071 was found, which is greater than $\alpha = .05$. Therefore, the demographic question was answered in finding no statistically significant relationship between Groups 0, 1, and 2 as to their perceptions of the seven problem areas (variables) and how they influenced their ability to perform the duties at their administrative level, regardless of experiential background.

Conclusions. Based on the findings cited above, the demographic data question was answered with no statistically significant relationship found between previous superintendency experience and perceptions of the seven problem areas (variables) identified in this study for Michigan public school superintendents. However, an F-statistic of .071 indicated, in this writer's estimation, a strong directional approach to a significance level of $\alpha = .05$, and the argument can be made that each group may have perceived the seven problem areas differently. Therefore, experience could possibly have affected perceptions of the problem areas to some extent, though not significantly. The old adage, "Experience is the best teacher," loses ground if previous superintendency experience is found to have no bearing on perceptions, which subsequently should lead to a specific behavior or changed behavior in the manner in which superintendents approach dealing with problems when they arise.

Further conclusions can be drawn from the illustration provided in Figure 4.1 as reported in Chapter IV:

1. Except for Variable 2 (Board-Member Elections), Group 1 superintendents always responded higher in their assessment as to the

degree of effect on their functioning in dealing with the seven problem areas. This may be due to varying reasons: (a) they are in their second superintendency and may have been less likely to have made the move from their first superintendency for reasons other than advancement/promotion/larger district/more pay, or (b) the so-called "honeymoon" period is over in the second superintendency and more may be expected of a person in this situation than in a first superintendency experience. Most problems are now seen as significant in terms of a "honeymoon" experience.

2. Group 2 superintendents, persons having three or more experiences at this administrative level, tended to view the seven problem areas (variables) in a more constant pattern. A calm perspective appeared to be evident after years of experience in dealing with the problems consonant with this administrative level. This conclusion was supported by the evidence, which showed their ranking of Variables 1, 2, and 3 (Board-Superintendent Relations, Board-Member Elections, and Communications/Public Relations). They appeared to have no differentiation of perception on the part of these experienced superintendents.

3. Problem Areas 4, 5, and 6 (Public Pressure/Special Interest Groups, Staff Conflicts, and Financial Difficulties) all received higher perceptual values as to the significance of influence on their ability to do their jobs effectively regardless of experiential background. A conclusion can be argued that this is probably due to the public, and therefore political, arena in which they survive.

4. Variable 6, Financial Difficulties, received the highest significant value regardless of experiential background. This was consistent with the literature reported in Chapter II, which described the Michigan public school financial status over a ten-year period, as well as the data provided in Table 4.15 of Chapter IV, which showed that 49.2% of the superintendents responding to the survey cited financial difficulties as having the most significant adverse effect on their ability to perform the duties of their position.

Final Analysis

As the researcher delved deeper into the statistical results, another question was raised as to whether a significant relationship existed between voluntary turnover and superintendents' perceptions of the seven problem areas. Table 4.17 and Figure 4.2, in Chapter IV, provided the results.

Findings. No statistically significant relationship was found between Groups 1 and 2 as to a relationship between voluntary turnover and their perceptions, as a group, of the seven problem areas.

Conclusions. This final analysis was attempted to try to uncover any underlying causal factors acting as prompters to voluntary turnover. So few superintendents responding to the survey indicated involuntary reasons for their turnover, this last analysis was attempted in order to find one or more problem area(s) that could have related to voluntary turnover in such a way as to raise a doubt or question as to the perception of voluntary versus involuntary reasons for turnover. None was found in this analysis.

Implications

The findings of the data presented in this study would appear to have broad implications for Michigan public school superintendents in their attempts to deal with problems connected with this administrative level, as well as in dealing with the demand for performance in this position in school districts throughout Michigan.

1. Superintendents in Michigan need to be made aware of the importance of board-superintendent relations and the influence this area has on superintendency effectiveness, success, and/or turnover at this administrative level. Experience does appear to play a role in affecting superintendents adversely in this area for second-experience superintendents.

2. Electoral heat and/or newly elected board members can play an important role in superintendency turnover, particularly for more experienced superintendents. If they are to survive incumbent defeats, superintendents must find the means to insulate themselves from the usual negative-issue platforms causing board-member turnover.

3. The literature strongly suggested the need for keen communicative skills in the top executives, superintendents, in any school districts.

4. Superintendents are in a vulnerable position in most school districts as a result of their overall short duration in this administrative position in school districts throughout the state. Due to this vulnerability and viewed as an "outsider," superintendents need

consciously to choose to establish loyal coalitions wherever possible, even outside the board structure, if need be.

5. Staff conflicts cause superintendents tremendous grief, and as the literature pointed out, this is the area most often cited by superintendents as what would drive them from their positions should problems in this area intensify. This area is accompanied by high public visibility (negotiations, teacher strikes, teacher militancy) and may be a causal factor in the development of negative platform issues which register electoral dissatisfaction with the status quo.

6. Financial difficulties cause the greatest concern and problem for superintendents throughout Michigan and the nation. However, the severity of the problem is not directly linked to superintendency turnover.

7. Superintendents need to be aware that their management styles and management skills, or the lack of the latter, are significantly tied to the quality of decision making that goes on within the organization, as well as the level of employee dissatisfaction within the school district.

8. An overriding question comes to this writer's mind--that problems arising as the result of public pressure/special interest groups, staff conflicts, finances, management issues, and communication problems may be the catalyst(s) for resulting board-superintendent relations "fall-out" and/or board-incumbent defeats, which were the two problem areas resulting in significant effects on superintendency

turnover. The question is raised once again, "Which came first, the chicken or the egg?"

9. Experience appears to have some effect on superintendents' perceptions of the problems they face. This should be the case if we gain knowledge and wisdom from experiential background. However, there appears to be some cause for concern on the part of this writer that a significant level of relationship was not found between experience and perceptions of the problems influencing effectiveness at this administrative level.

10. Of the 366 respondents returning the survey, of whom 149 (41%) reported previous experience and 71 of that number (48%) reported having served in more than two superintendencies, a fraction of the total of the 259 superintendents reported a reason for turnover as involuntary as opposed to voluntary. Fourteen of the 259 respondents accounted for in Tables 4.10 through 4.12 in Chapter IV said their reasons for turnover had been involuntary, for a 5.4% response. A serious question is raised as to the perception of superintendents concerning causal factors as they relate to voluntary versus involuntary reasons for their movement from one district to another.

11. This question is raised in light of the descriptive data found from the narrative responses compiled from the survey and the cases reported in the form of vignettes from the files of MASA.

Suggestions for Future Research

The findings of this study suggest a number of possible areas for the conduct of future research:

1. The seven problem areas (variables) identified in this study reflect tremendous complexity and could probably support a study of superintendency effectiveness and turnover on an individual basis, variable by variable.

2. The survey can be improved upon, particularly in the area of a match between reasons for turnover and the qualitative perceptions of the problem areas, as perceived by superintendents.

3. Problem Areas (variables) 1, 2, 3, and 7 appear to have some commonality of perception, as illustrated in Figure 4.1, and could be the basis of further study as a group.

4. Problem Areas (variables) 4, 5, and 6 received higher values across all groups of superintendents in their perceptions of adverse influences on their effectiveness at this administrative level and could be the basis of further study taken as a group.

5. Somehow the "chicken or the egg" question needs to be addressed in terms of an analogy to what problem may have surfaced first prior to board-superintendent relations problems and/or board-incumbent defeats.

6. Superintendents' perceptions concerning their reasons for turnover, voluntary or involuntary, need to be matched with board-members' perceptions of the designation of reasons.

Recommendations

It is the goal of this writer that the findings of this study can assist in serving as the impetus for emphasis for superintendent training programs, be they preservice or inservice, as follows:

1. Attention should be given to the development of time-management skills that reflect an awareness of the importance and stress associated with responsibilities in the superintendency that compete for incredible time and energy.
2. Budget planning and administration and their interconnect-edness with the theories and practice in the field of economics need to be a major part of any training program, especially at this time, when understandings and skills are needed in managing enrollment declines and school closings that are accompanied by increased operational costs.
3. Tremendous emphasis in a course called "The Superintend-ency" should be placed on organizational and political skills necessary for effective working relationships with boards of education.
4. Management skills and leadership styles need to be addressed in terms of the definite influence they have on organiza-tional performance and employee satisfaction.
5. Superintendents need to be taught the skills necessary for culling out the social and political structures within their communi-ties that are impinging on the control of the business of the district.
6. If superintendents are to survive an environment permeated by conflict, a perception must evolve among them that recognizes that

conflict is essential to the positive evolution of an educational organization.

7. Modern organizational theory describes an environment that demands access in decision-making processes through participatory management practices. Superintendents need skills in the development of institutionalized procedures that encourage conflict within acceptable parameters.

8. Last, and most significant, recent national educational reports and studies have defined the superintendency as the focal point for instructional leadership. This definition is dichotomous to much of what this paper outlined in terms of board of education expectations. Superintendents need to re-educate boards of education in light of these new directions for improved school effectiveness. The role of the superintendent is now shifting from solely that of a skilled political negotiator to one centering on school improvement by virtue of instructional-leadership directions provided specifically by superintendents.

APPENDICES

APPENDIX A

COVER LETTER AND SUPERINTENDENT SURVEY

May 11, 1984

Superintendent

Dear Dr. _____,

At this time of year, the enclosed survey is undoubtedly an item furthest from the mind. However, from my vantage point, a doctoral dissertation time schedule is highly unpredictable, particularly when one is employed full-time.

The topic of my paper deals with problems impacting turnover/termination as experienced by Michigan superintendents during the period 1972-1984. This involves an area of direct interest to you, I'm sure.

I beg your indulgence for approximately fifteen (15) minutes of your time to respond to the enclosure and return same in the self-addressed, stamped envelope today. Please assist me in the final step toward attaining my Ph.D. degree. The number coding found on the envelope and survey is solely for the purpose of a reminder mailing should an adequate number of surveys not be returned within the time allotment. All information received will be handled with the utmost confidentiality.

If you would like a copy of the results/findings from data analyses, check the appropriate box on the survey. Thank you, sincerely, for your time and help in this endeavor. PLEASE COMPLETE AND RETURN NO LATER THAN MAY 23, 1984.

Appreciatively yours,

Margaret (Dolly) McMaster
Assistant Principal
Maltby Middle School
4740 Bauer Road
Brighton, Michigan 48116
1-313-227-3601, Ext. 522

DM/bas

PLEASE CIRCLE THE APPROPRIATE NUMBER UNDER EACH LETTERED HEADING AND, IF NECESSARY, FILL IN THE BLANK THAT BEST APPLIES TO YOUR CIRCUMSTANCE(S).

DISTRICT DATA

A. SIZE OF DISTRICT: (K-12 POPULATION)

- 01. 0 - 1000
- 02. 1001 - 3000
- 03. 3001 - 4000
- 04. 4001 - 5000
- 05. 5001 - 6000
- 06. 6001 - 10,000
- 07. 10,001 - 15,000
- 08. 15,001 - 25,000
- 09. 25,001 - 40,000
- 10. 40,001 - _____ (PLEASE SUPPLY APPROXIMATE FIGURE)
- 11. NOT APPLICABLE

B. CLASSIFICATION OF DISTRICT:

- 01. URBAN
- 02. SUBURBAN
- 03. RURAL
- 04. NOT APPLICABLE

C. TOTAL OPERATING BUDGET:

- 01. 1,000,000.00 - 5,000,000.00
- 02. 5,000,001.00 - 10,000,000.00
- 03. 10,000,001.00 - 20,000,000.00
- 04. 20,000,001.00 - 50,000,000.00
- 05. 50,000,001.00 - _____ (PLEASE SUPPLY APPROXIMATE FIGURE)
- 06. NOT APPLICABLE

D. STATE EQUALIZED VALUATION (SEV)/PER PUPIL:

- 01. 35,000.00 AND BELOW
- 02. 35,001.00 - 50,000.00
- 03. 50,001.00 - 75,000.00
- 04. 75,001.00 - 149,000.00
- 05. 149,001.00 - _____ (PLEASE SUPPLY APPROXIMATE FIGURE)
- 06. NOT APPLICABLE

E. EXPENDITURE PER PUPIL:

- 01. 500.00 - 1,000.00
- 02. 1,001.00 - 1,500.00
- 03. 1,501.00 - 2,000.00
- 04. 2,001.00 - 3,000.00
- 05. 3,001.00 - _____ (PLEASE INDICATE YOUR EXPENDITURE)
- 06. NOT APPLICABLE

SUPERINTENDENT PERSONAL DATA

F. AGE:

- 01. 30 - 35
- 02. 36 - 40
- 03. 41 - 45
- 04. 46 - 50
- 05. 51 - _____ (PLEASE GIVE YOUR AGE IF OVER 51)
- 06. NOT APPLICABLE

G. LENGTH OF SERVICE (PRESENT DISTRICT):

- 01. 0 - 3
- 02. 4 - 6
- 03. 7 - 10
- 04. 11 - 15
- 05. 16 - _____ (PLEASE INDICATE EXACT NUMBER ON SPACE PROVIDED)
- 06. NOT APPLICABLE

H. SUPERINTENDENCY EXPERIENCE PRIOR TO YOUR PRESENT POSITION:

- 01. YES
- 02. NO

IF YES, LENGTH OF PRIOR EXPERIENCE: _____

- 03. 0 - 3
- 04. 4 - 6
- 05. 7 - 10
- 06. 11 - 15
- 07. 16 - _____ (PLEASE INDICATE EXACT NUMBER OF YEARS BEYOND 16)
- 08. NOT APPLICABLE

I. CLASSIFICATION OF DISTRICT:

- 01. URBAN
- 02. SUBURBAN
- 03. RURAL
- 04. NOT APPLICABLE

J. I HAVE SERVED MORE THAN TWO SUPERINTENDENCIES:

- 01. YES
- 02. NO

IF YES, LENGTH OF PRIOR EXPERIENCES: _____

- 03. 0 - 3
- 04. 4 - 6
- 05. 7 - 10
- 06. 11 - 15
- 07. 16 - _____ (PLEASE INDICATE EXACT NUMBER OF YEARS BEYOND 16)
- 08. NOT APPLICABLE

REASON FOR TURNOVER/TERMINATION OF SUPERINTENDENCY

K. FIRST SUPERINTENDENCY:

- 01. VOLUNTARY
- 02. INVOLUNTARY
- 03. NOT APPLICABLE

EXPLANATION FOR TURNOVER/TERMINATION _____

L. SECOND SUPERINTENDENCY:

- 01. VOLUNTARY
- 02. INVOLUNTARY
- 03. NOT APPLICABLE

EXPLANATION FOR TURNOVER/TERMINATION _____

M. THIRD SUPERINTENDENCY (IF APPLICABLE):

- 01. VOLUNTARY
- 02. INVOLUNTARY
- 03. NOT APPLICABLE

EXPLANATION FOR TURNOVER/TERMINATION _____

N. WE HAVE SUFFERED FROM DECLINING ENROLLMENT OVER THE PAST TEN YEARS RESULTING IN STUDENT LOSS AMOUNTING TO:

- 01. 100 - 300 STUDENTS
- 02. 301 - 500 STUDENTS
- 03. 501 - 700 STUDENTS
- 04. 701 - 1,000 STUDENTS
- 05. 1,001 - _____ (PLEASE INDICATE APPROXIMATE AMOUNT)
- 06. NOT APPLICABLE

THE YEAR OF GREATEST STUDENT ENROLLMENT DECLINE WAS _____
 AND AMOUNTED TO A DROP TO _____ IN THIS YEAR ALONE.

O. WE HAVE ATTEMPTED TO RAISE INCREASES IN REVENUES THROUGH MILLAGE ELECTIONS OVER THE PAST TEN YEARS AND HAVE HAD (CIRCLE THE APPROPRIATE NUMBER) SUCCESSFUL MILLAGE CAMPAIGNS IN ORDER TO RAISE SORELY NEEDED REVENUES:

- 01. 1
- 02. 2
- 03. 3
- 04. 4
- 05. 5 OR MORE
- 06. NOT APPLICABLE

P. OVER THE PAST TEN YEARS WE HAVE HAD (CIRCLE THE APPROPRIATE NUMBER) MILLAGE REJECTIONS BY THE ELECTORATE:

- 01. 1
- 02. 2
- 03. 3
- 04. 4
- 05. 5 OR MORE
- 06. NOT APPLICABLE

PLEASE IDENTIFY THE FOLLOWING SEVEN VARIABLES THAT ADVERSELY AFFECT YOUR ABILITY TO FULFILL THE DUTIES OF YOUR OFFICE OF SUPERINTENDENT. PLACE A NUMBER 5 TO A NUMBER 1 IN THE BLANK RATING EACH VARIABLE IN THE FOLLOWING LIST WITH A #5 CARRYING THE GREATEST IMPACT TO A #1 HAVING THE LEAST IMPACT:

- 5 - MOST SIGNIFICANT ADVERSE EFFECT
- 4 - SIGNIFICANT ADVERSE EFFECT
- 3 - UNDECIDED
- 2 - LEAST ADVERSE EFFECT
- 1 - NO SIGNIFICANT EFFECT

PRESENT SUPERINTENDENCY: (VARIABLES)

____ BOARD-SUPERINTENDENT RELATIONS
 ____ BOARD MEMBER ELECTIONS
 ____ COMMUNICATIONS/PUBLIC RELATIONS
 ____ PUBLIC PRESSURE/SPECIAL INTEREST GROUPS
 ____ STAFF CONFLICTS
 ____ FINANCIAL DIFFICULTIES
 ____ MANAGEMENT PROBLEMS

PRIOR SUPERINTENDENCY: (IF YOU ARE SERVING IN A SECOND SUPERINTENDENCY, PLEASE RANK ORDER EACH VARIABLE FROM 5 to 1 AS HAVING THE GREATEST TO THE LEAST IMPACT UPON THE CASUALITY FOR YOUR TURNOVER/TERMINATION.)

- 5 - MOST SIGNIFICANT ADVERSE EFFECT
- 4 - SIGNIFICANT ADVERSE EFFECT
- 3 - UNDECIDED
- 2 - LEAST ADVERSE EFFECT
- 1 - NO SIGNIFICANT EFFECT

____ BOARD-SUPERINTENDENT RELATIONS
 ____ BOARD MEMBER ELECTIONS
 ____ COMMUNICATIONS/PUBLIC RELATIONS
 ____ PUBLIC PRESSURE/SPECIAL INTEREST GROUPS
 ____ STAFF CONFLICTS
 ____ FINANCIAL DIFFICULTIES
 ____ MANAGEMENT PROBLEMS

PRIOR SUPERINTENDENCY EXPERIENCE: (IF MORE THAN TWO EXPERIENCES IN A SUPERINTENDENT POSITION, PLEASE RANK ORDER EACH VARIABLE FROM 5 to 1 AS HAVING THE GREATEST TO THE LEAST IMPACT.)

- 5 - MOST SIGNIFICANT ADVERSE EFFECT
- 4 - SIGNIFICANT ADVERSE EFFECT
- 3 - UNDECIDED
- 2 - LEAST ADVERSE EFFECT
- 1 - NO SIGNIFICANT EFFECT

____ BOARD-SUPERINTENDENT RELATIONS
 ____ BOARD MEMBER ELECTIONS
 ____ COMMUNICATIONS/PUBLIC RELATIONS
 ____ PUBLIC PRESSURE/SPECIAL INTEREST GROUPS
 ____ STAFF CONFLICTS
 ____ FINANCIAL DIFFICULTIES
 ____ MANAGEMENT PROBLEMS

IF YOU HAVE THE TIME, ANY FURTHER DELINEATION OF FACTORS (PROBLEMS) IMPACTING YOUR POSITION AS A SUPERINTENDENT WILL BE MOST HELPFUL IN REPORTING RELEVANT DATA REGARDING THIS AREA OF CONCERN TO PRESENT AND FUTURE SUPERINTENDENTS.

☐

PLEASE FORWARD THE RESULTS OF THIS STUDY WHEN AVAILABLE.

APPENDIX B

CORRESPONDING STATISTICAL COMPUTATIONS

Table B.1.--First-turnover computations.

Count Row Pct Col Pct Tot Pct	No Signif. Effect	Least Adverse Effect	Unde- cided	Signif. Adverse Effect	Most Signif. Adverse Effect	Row Total
BOARD-SUPERINTENDENT RELATIONS						
Voluntary	31	15	4	5	10	65
	47.7	23.1	6.2	7.7	15.4	94.2
	100.0	93.8	100.0	100.0	76.9	
	44.9	21.7	5.8	7.2	14.5	
Involuntary	0	1	0	0	3	4
	0	25.0	0	0	75.0	5.8
	0	6.3	0	0	23.1	
	0	1.4	0	0	4.3	
Column total	31	16	4	5	13	69
	44.9	23.2	5.8	7.2	18.8	100.0

Raw chi-square = 9.57554, df = 4, Signif. = .0482

BOARD-MEMBER ELECTIONS						
Voluntary	38	10	4	5	4	61
	62.3	16.4	6.6	8.2	6.6	95.3
	97.4	100.0	100.0	83.3	80.0	
	59.4	15.6	6.3	7.8	6.3	
Involuntary	1	0	0	1	1	3
	33.3	0	0	33.3	33.3	4.7
	2.6	0	0	16.7	20.0	
	1.6	0	0	1.6	1.6	
Column total	39	10	4	6	5	64
	60.9	15.6	6.3	9.4	7.8	100.0

Raw chi-square = 5.63329, df = 4, Signif. = .2283

Table B.1.--Continued.

Count Row Pct Col Pct Tot Pct	No Signif. Effect	Least Adverse Effect	Unde- cided	Signif. Adverse Effect	Most Signif. Adverse Effect	Row Total
COMMUNICATIONS/PUBLIC RELATIONS						
Voluntary	32 50.0 97.0 47.8	14 21.9 93.3 20.9	8 12.5 100.0 11.9	8 12.5 88.9 11.9	2 3.1 100.0 3.0	64 95.5
Involuntary	1 33.3 3.0 1.5	1 33.3 6.7 1.5	0 0 0 0	1 33.3 11.1 1.5	0 0 0 0	3 4.5
Column total	33 49.3	15 22.4	8 11.9	9 13.4	2 3.0	67 100.0

Raw chi-square = 1.72435, df = 4, Signif. = .7863

PUBLIC PRESSURE/SPECIAL INTEREST GROUPS						
Voluntary	28 43.8 96.6 41.8	12 18.8 100.0 17.9	4 6.3 100.0 6.0	12 18.8 92.3 17.9	8 12.5 88.9 11.9	64 95.5
Involuntary	1 33.3 3.4 1.5	0 0 0 0	0 0 0 0	1 33.3 7.7 1.5	1 33.3 11.1 1.5	3 4.5
Column total	29 43.3	12 17.9	4 6.0	13 19.4	9 13.4	67 100.0

Raw chi-square = 2.06187, df = 4, Signif. = .7244

Table B.1.--Continued.

Count Row Pct Col Pct Tot Pct	No Signif. Effect	Least Adverse Effect	Unde- cided	Signif. Adverse Effect	Most Signif. Adverse Effect	Row Total
STAFF CONFLICTS						
Voluntary	33 52.4 97.1 49.3	13 20.6 92.9 19.4	5 7.9 100.0 7.5	10 15.9 90.9 14.9	2 3.2 66.7 3.0	63 94.0
Involuntary	1 25.0 2.9 1.5	1 25.0 7.1 1.5	0 0 0 0	1 25.0 9.1 1.5	1 25.0 33.3 1.5	4 6.0
Column total	34 50.7	14 20.9	5 7.5	11 16.4	3 4.5	67 100.0

Raw chi-square = 4.09959, df = 4, Signif. = .2772

FINANCIAL DIFFICULTIES						
Voluntary	22 34.9 100.0 33.3	8 12.7 100.0 12.1	3 4.8 100.0 4.5	10 15.9 90.9 15.2	20 31.7 90.9 30.3	63 95.5
Involuntary	0 0 0 0	0 0 0 0	0 0 0 0	1 33.3 9.1 1.5	2 66.7 9.1 3.0	3 4.5
Column total	22 33.3	8 12.1	3 4.5	11 16.7	22 33.3	66 100.0

Raw chi-square = 3.14286, df = 4, Signif. = .5342

Table B.1.--Continued.

Count Row Pct Col Pct Tot Pct	No Signif. Effect	Least Adverse Effect	Unde- cided	Signif. Adverse Effect	Most Signif. Adverse Effect	Row Total
MANAGEMENT PROBLEMS						
Voluntary	37	15	6	4	2	64
	57.8	23.4	9.4	6.3	3.1	95.5
	94.9	100.0	100.0	100.0	66.7	
	55.2	22.4	9.0	6.0	3.0	
Involuntary	2	0	0	0	1	3
	66.7	0	0	0	33.3	4.5
	5.1	0	0	0	33.3	
	3.0	0	0	0	1.5	
Column total	39	15	6	4	3	67
	58.2	22.4	9.0	6.0	4.5	100.0

Raw chi-square = 7.05075, df = 4, Signif. = .1332

Table B.2.--Second-turnover computations.

Count Row Pct Col Pct Tot Pct	No Significant Effect	Least Adverse Effect	Undecided	Row Total
BOARD-SUPERINTENDENT RELATIONS				
Voluntary	34 77.3 97.1 73.9	2 4.5 100.0 4.3	8 18.2 88.9 17.4	44 95.7
Involuntary	1 50.0 2.9 2.2	0 0 0 0	1 50.0 11.1 2.2	2 4.3
Column total	35 76.1	2 4.3	9 19.6	46 100.0

Raw chi-square = 1.26782, df = 2, Signif. = .5305

BOARD-MEMBER ELECTIONS				
Voluntary	33 76.7 100.0 73.3	2 4.7 66.7 4.4	8 18.6 88.9 17.8	43 95.6
Involuntary	0 0 0 0	1 50.0 33.3 2.2	1 50.0 11.1 2.2	2 4.4
Column total	33 73.3	3 6.7	9 20.0	45 100.0

Raw chi-square = 8.37209, df = 2, Signif. = .0152

Table B.2.--Continued.

Count Row Pct Col Pct Tot Pct	No Significant Effect	Least Adverse Effect	Undecided	Row Total
COMMUNICATIONS/PUBLIC RELATIONS				
Voluntary	33 75.0 100.0 71.7	6 13.6 85.7 13.0	5 11.4 83.3 10.9	44 95.7
Involuntary	0 0 0 0	1 50.0 14.3 2.2	1 50.0 16.7 2.2	2 4.3
Column total	33 71.1	7 15.2	6 13.0	46 100.0

Raw chi-square = 5.35173, df = 2, Signif. = .0688

PUBLIC PRESSURE/SPECIAL INTEREST GROUPS				
Voluntary	26 57.8 100.0 55.3	7 15.6 100.0 14.9	12 26.7 85.7 25.5	45 95.7
Involuntary	0 0 0 0	0 0 0 0	2 100.0 14.3 4.3	2 4.3
Column total	26 55.3	7 14.9	14 29.8	47 100.0

Raw chi-square = 4.92381, df = 2, Signif. = .0853

Table B.2.--Continued.

Count Row Pct Col Pct Tot Pct	No Significant Effect	Least Adverse Effect	Undecided	Row Total
STAFF CONFLICTS				
Voluntary	30 68.2 96.8 65.2	5 11.4 100.0 10.9	9 20.5 90.0 19.6	44 95.7
Involuntary	1 50.0 3.2 2.2	0 0 0 0	1 50.0 10.0 2.2	2 4.3
Column total	31 67.4	5 10.9	10 21.7	46 100.0
Raw chi-square = 1.08930, df = 2, Signif. = .5800				
FINANCIAL DIFFICULTIES				
Voluntary	20 42.6 95.2 40.8	4 8.5 100.0 8.2	23 48.9 95.8 46.9	47 95.9
Involuntary	1 50.0 4.8 2.0	0 0 0 0	1 50.0 4.2 2.0	2 4.1
Column total	21 42.9	4 8.2	24 49.0	49 100.0
Raw chi-square = .19548, df = 2, Signif. = .9059				

Table B.2.--Continued.

Count Row Pct Col Pct Tot Pct	No Significant Effect	Least Adverse Effect	Undecided	Row Total
	35	6	3	44
	79.5	13.6	6.8	95.7
Voluntary	97.2	100.0	75.0	
	76.1	13.0	6.5	
	1	0	1	2
	50.0	0	50.0	4.3
Involuntary	2.8	0	25.0	
	2.2	0	2.2	
Column total	36	6	4	46
	78.3	13.0	8.7	100.0

Raw chi-square = 4.58838, df = 2, Signif. = .1008

Table B.3.--Statistical computations: Groups 0, 1, and 2 means.

Factor	Code	Mean	S.D.	N	95% Conf.	Interval
<u>BOARD-SUPERINTENDENT RELATIONS</u>						
Group	0	1.92655	1.24783	177	1.74145	2.11166
Group	1	2.28788	1.43329	66	1.93553	2.64022
Group	2	2.08511	1.39611	47	1.67519	2.49502
For entire sample		2.03448	1.32013	290	1.88191	2.18706
<u>BOARD-MEMBER ELECTIONS</u>						
Group	0	1.70056	1.07959	177	1.54042	1.86071
Group	1	1.96970	1.20217	66	1.67417	2.26523
Group	2	2.02128	1.17009	47	1.67773	2.36483
For entire sample		1.81379	1.12835	290	1.68338	1.94420
<u>COMMUNICATIONS/PUBLIC RELATIONS</u>						
Group	0	2.14689	1.09799	177	1.98402	2.30977
Group	1	2.13636	1.03606	66	1.88167	2.39106
Group	2	2.08511	1.17639	47	1.73970	2.43051
For entire sample		2.13448	1.09379	290	2.00807	2.26090
<u>PUBLIC PRESSURE/SPECIAL INTEREST GROUPS</u>						
Group	0	2.66102	1.23781	177	2.47740	2.84463
Group	1	2.90909	1.22446	66	2.60808	3.21010
Group	2	2.61702	1.18969	47	2.26772	2.96633
For entire sample		2.71034	1.22780	290	2.56844	2.85225
<u>STAFF CONFLICTS</u>						
Group	0	2.71186	1.24386	177	2.52735	2.89638
Group	1	2.81818	1.35770	66	2.48442	3.15195
Group	2	2.65957	1.32331	47	2.27104	3.04811
For entire sample		2.72759	1.27998	290	2.57965	2.87552
<u>FINANCIAL DIFFICULTIES</u>						
Group	0	3.78531	1.43780	177	3.57203	3.99859
Group	1	4.15152	1.14007	66	3.87125	4.43178
Group	2	3.85106	1.38279	47	3.44506	4.25707
For entire sample		3.87931	1.37044	290	3.72092	4.03770
<u>MANAGEMENT PROBLEMS</u>						
Group	0	2.05254	1.11519	177	1.98712	2.31797
Group	1	2.31818	1.11160	66	2.04492	2.59145
Group	2	2.00000	1.21584	47	1.64302	2.35698
For entire sample		2.16552	1.13158	290	2.03473	2.29630

Table B.4.--Statistical computations: Group 1 (N = 58).

Factor	Code	Mean	S.D.	N	95% Conf.	Interval
<u>BOARD-SUPERINTENDENT RELATIONS</u>						
Voluntary	1	2.08621	1.47832	58	1.69750	2.47491
Involuntary	2	4.00000	1.73205	3	-.30265	8.30265
For entire sample		2.18033	1.53306	61	1.78769	2.57296
<u>BOARD-MEMBER ELECTIONS</u>						
Voluntary	1	1.65517	1.10106	58	1.36566	1.94468
Involuntary	2	3.33333	2.08167	3	-1.83781	8.40558
For entire sample		1.73770	1.19585	61	1.43143	2.04398
<u>COMMUNICATIONS/PUBLIC RELATIONS</u>						
Voluntary	1	1.81034	1.06716	58	1.52975	2.09094
Involuntary	2	2.33333	1.52753	3	-1.46125	6.12792
For entire sample		1.83607	1.08290	61	1.55872	2.11341
<u>PUBLIC PRESSURE/SPECIAL INTEREST GROUPS</u>						
Voluntary	1	2.24138	1.45470	58	1.85889	2.62387
Involuntary	2	3.33333	2.08167	3	-1.83781	8.50448
For entire sample		2.29508	1.48710	61	1.91422	2.67595
<u>STAFF CONFLICTS</u>						
Voluntary	1	1.86207	1.19132	58	1.54883	2.17531
Involuntary	2	2.66667	2.08167	3	-2.50448	7.83781
For entire sample		1.90164	1.23430	61	1.58552	2.21776
<u>FINANCIAL DIFFICULTIES</u>						
Voluntary	1	2.94828	1.74137	58	2.49041	3.40615
Involuntary	2	4.66667	.57735	3	3.23245	6.10088
For entire sample		3.03279	1.74133	61	2.58681	3.47876
<u>MANAGEMENT PROBLEMS</u>						
Voluntary	1	1.70690	1.02613	58	1.43709	1.97670
Involuntary	2	2.33333	2.30940	3	-3.40354	8.07020
For entire sample		1.73770	1.09395	61	1.45753	2.01788

Table B.5.--Statistical computations: Group 2 (N = 39).

Factor	Code	Mean	S.D.	N	95% Conf.	Interval
<u>BOARD-SUPERINTENDENT RELATIONS</u>						
Voluntary	1	1.92308	1.13287	39	1.55584	2.29031
Involuntary	2	3.00000	2.82843	2	-22.41241	28.41241
For entire sample		1.97561	1.21424	41	1.59235	2.35887
<u>BOARD-MEMBER ELECTIONS</u>						
Voluntary	1	1.89744	1.33367	39	1.46511	2.32976
Involuntary	2	3.50000	.70711	2	-2.85310	9.85310
For entire sample		1.97561	1.35070	41	1.54928	2.40194
<u>COMMUNICATIONS/PUBLIC RELATIONS</u>						
Voluntary	1	1.79487	1.05580	39	1.45262	2.13712
Involuntary	2	3.50000	.70711	2	-2.85310	9.85310
For entire sample		1.87805	1.09989	41	1.53088	2.22522
<u>PUBLIC PRESSURE/SPECIAL INTEREST GROUPS</u>						
Voluntary	1	2.00000	1.27733	39	1.58594	2.41406
Involuntary	2	4.50000	.70711	2	-1.85310	10.85310
For entire sample		2.12195	1.36373	41	1.69151	2.55240
<u>STAFF CONFLICTS</u>						
Voluntary	1	2.00000	1.33771	39	1.56636	2.43364
Involuntary	2	2.50000	2.12132	2	-16.55931	21.55931
For entire sample		2.02439	1.35070	41	1.59806	2.45072
<u>FINANCIAL DIFFICULTIES</u>						
Voluntary	1	2.76923	1.67743	39	2.22547	3.31299
Involuntary	2	2.50000	2.12132	2	-16.55931	21.55931
For entire sample		2.75610	1.67004	41	2.22897	3.28323
<u>MANAGEMENT PROBLEMS</u>						
Voluntary	1	1.61538	.90657	39	1.32151	1.90926
Involuntary	2	2.50000	2.12132	2	-16.55931	21.55931
For entire sample		1.65854	.96462	41	1.35407	1.96301

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