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SUPERINTENDENT SUCCESSION AND  
ADMINISTRATIVE PATTERNS

by

Louis David Deprin

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A Dissertation Submitted to the Faculty of the  
COLLEGE OF EDUCATION  
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DOCTOR OF EDUCATION  
In the Graduate College  
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THE UNIVERSITY OF ARIZONA

GRADUATE COLLEGE

I hereby recommend that this dissertation prepared under my direction by Louis David Deprin entitled SUPERINTENDENT SUCCESSION AND ADMINISTRATIVE PATTERNS be accepted as fulfilling the dissertation requirement of the degree of Doctor of Education

  
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April 27, 1965  
Date

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April 27, 1965  
April 27, 1965

\*This approval and acceptance is contingent on the candidate's adequate performance and defense of this dissertation at the final oral examination. The inclusion of this sheet bound into the library copy of the dissertation is evidence of satisfactory performance at the final examination.

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*Louis David Reppin*

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## ABSTRACT

Introduction. The study was devoted to a clarification of differences in two types of school superintendents and their respective influences on organizational change. Organizational change was examined through a measurement of administrative acts common to all superintendents. Administrative acts refer to such things as establishing rules, hiring personnel, and organizing committees.

The administrative acts of two types of superintendents were examined to identify different administrative patterns. One type of superintendent was an insider, who had been appointed to the superintendency in a school system in which he had already served. He was classified as place-bound. The other type of superintendent was an outsider, who had come to the school system as a stranger. He was classified as career-bound. The terms "place-bound" and "career-bound" were used in a 1960-61 study by Richard O. Carlson to designate comparable types of superintendents. In his study, Carlson found several differences in the administrative patterns of career-bound and place-bound superintendents. It was not ascertained, however, whether the different administrative patterns had

continued beyond the initial two years of the superintendents' incumbencies.

Statement of the problem. The problem was to investigate the differences in administrative patterns of career-bound and place-bound superintendents to determine if the differences were statistically significant during each of the four years from 1960 through 1964.

Procedure. To test the differences, five career-bound and five place-bound superintendents representing the populations of Illinois and Indiana were measured on their performances on ten selected administrative acts. Data were collected by the writer in visits to each of the ten school districts. A search was made of school board minutes, written board policies and other school district documents. An interview was also held with each superintendent.

Findings. Career-bound superintendents were found to score higher on more administrative acts than place-bound superintendents. The differences in the performances of the two groups were statistically significant during the first and second years of incumbency. The differences diminished somewhat during the third and fourth years and were not statistically significant. The boards of education held more clearly defined change expectations for the incoming career-bound superintendents than they did for

the incoming place-bound superintendents according to the superintendent's observations.

One characteristic of both groups was the number of rules they made. Consequently, rules were dichotomized as either liberalizing or restrictive. Liberalizing rules were those that tended to give more freedom to those affected. Restrictive rules were those which tended to restrict the actions of those affected. A high correlation was found between career-bound superintendents and liberalizing rules; and between place-bound superintendents and restrictive rules.

Recommendations. With an understanding of the dissimilar administrative patterns of career-bound and place-bound superintendents, school boards and others who are responsible for the selection of superintendents are in a better position to judge the consequences of their actions. If the existing school situation is perceived to be highly desirable and worthy of affirmation, stronger consideration should be given to qualified candidates from within the school system. If the situation is perceived to be one of stagnation or deterioration, stronger consideration ought to be given to qualified candidates from outside the school system.

## CHAPTER I

### PRESENTATION OF THE RESEARCH PROJECT

In the United States free public education is available to the masses. Public education has become big and important business. Today over 40 million pupils are enrolled in public elementary and secondary schools. By 1973 the figure will rise to 46.3 million.<sup>1</sup> In 1963-64 the cost of educating public school pupils was 32.6 billion dollars.<sup>2</sup>

Public education is not only big business, it is serious business. The preservation of our democratic society depends on an informed citizenry. "American educational leaders are challenged today as they have not been for decades. . . ."<sup>3</sup>

Ayers stated, "In light of the high purpose assigned to our educational system, the superintendents

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1. United States Department of Health, Education and Welfare, Projections of Educational Statistics to 1973-1974, p. 3.

2. Ibid., p. 27.

3. Association of Supervision and Curriculum Development, Leadership for Improving Instruction (Washington, D. C.: Association for Supervision and Curriculum Development, 1960), p. 5.

position in the school takes on added meaning."<sup>4</sup> The present study is devoted to a better understanding of the superintendent's influence on organizational change. It is hoped that the findings will be useful to both superintendents and to those who select them.

#### THE PROBLEM AND HYPOTHESES TO BE TESTED

The characteristics exhibited by administrators and leaders<sup>5</sup> have been subjects of study and research since the mid-twenties.<sup>6</sup> Prior to 1945, most of the studies of leadership were devoted primarily to the identification of the traits or qualities of leaders.<sup>7</sup> The assumption made in the trait approach was that leaders possessed certain attributes in greater proportions than did non-leaders. After 1950, the approach focused on the social setting of

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4. Albert Ayars, Administering the Peoples Schools (New York: McGraw-Hill Book Company, Inc., 1957), p. 3.

5. For a detailed description of leadership and administration see James M. Lipham, "Leadership and Administration," Behavioral Science and Educational Administration (Chicago: University of Chicago Press, the Sixty-Third Yearbook, Part II, 1964), p. 122.

6. Edgar L. Morphet, Joe L. Johns, and Theodore L. Reller, Educational Administration (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1959), p. 81.

7. Ibid., p. 82.

leadership with attempts to analyze the leader's behavior as a group interactor.<sup>8</sup>

The most recent leadership research has been concerned with the analysis of organizational change.<sup>9</sup> One way to analyze organizational change is to examine the administrative acts of superintendents. The term, "administrative acts" refers to such things as establishing rules, hiring personnel, and evaluating curricular programs.

This research was focused on those administrative acts which result in some change to the organization. More specifically similar acts of two types of superintendents were examined in an attempt to identify different administrative patterns.

One type of administrator used in the study was an insider. He had been appointed to the superintendency in a school system in which he had already served. Presumably, he liked the school system and the community and was intent on staying. He was place-bound.<sup>10</sup>

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8. Hollis A. Moore, Jr., "The Ferment in School Administration," Behavioral Science and Educational Administration (Chicago: University of Chicago Press, the Sixty-Third Yearbook, Part II, 1964), p. 20.

9. American Educational Research Association, Review of Educational Research, Vol. XXXIV, No. 4 (October, 1964), p. 37.

10. Richard O. Carlson, Executive Succession and Organizational Change (Chicago: Midwest Administration Center, University of Chicago, 1962), p. 7.

The other type of administrator was an outsider. He had been appointed to the superintendency in a school system in which he was a stranger. In the pursuit of his career-goal, he had demonstrated that he was willing to move to seek the position. He was career-bound.<sup>11</sup>

#### Statement of the Problem

In his study, Carlson found several differences in the administrative patterns of career-bound and place-bound superintendents. He made no attempt to ascertain whether these differences continued beyond the initial two-years of the superintendent's incumbencies. The problem of the present study was to investigate the differences in administrative patterns of career-bound and place-bound superintendents to determine if the differences were statistically significant during each of the four years from 1960 through 1964.

#### Significance of the Problem

Selecting a superintendent is one of the most important responsibilities of a board of education. The obligation becomes even more significant when one realizes that each year approximately two thousand boards will

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11. Ibid., p. 8.

replace their chief administrator.<sup>12</sup> In making their choice, board members are faced with the question of whether to promote someone who is presently in the school system or to hire a person from outside the school system. If an attractive candidate is already employed by the school district, the board's decision can be even more difficult.

Board members have minimal evidence about the short-term consequences of promoting insiders or hiring outsiders, but practically no evidence concerning the long-term consequences. The research described in this report represents an attempt to collect this needed evidence.

Another significant aspect of the study is the use of seldom considered variables. A survey of the related research indicates very few studies have been done using career-bound and place-bound as variables in the study of school superintendents. By contrast, much has been done with the study of decision-making, role concepts, and personality variables.

A third significance is related to conditions within the school districts. For instance, in one community the attitude toward educational change may be deeply hostile while in another the attitude may be highly

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12. American Association of School Administrators and National School Boards Association, On Selecting a Superintendent of Schools (Washington, D. C.: American Association of School Administrators), 1962.

supportive. Researchers have recognized many other situational differences while studying personality differences in school administrators. Erickson expresses concern for matching administrators and situations in the following statement:

But the basic task of the scholar is to develop ways of differentiating types of administrators and types of situations objectively in terms of relatively comprehensive configurations and to determine through systematic inquiry the nature and consequences of interaction between these various types of administrators and situations.<sup>13</sup>

Although the present study was not aimed at solving this particular problem, it was focused on situational factors not revealed in other research.

The fourth significant factor has to do with the application of a recent theory of administrative change discussed near the end of this chapter.<sup>14</sup> At this point, the following comments by Griffiths are mentioned to emphasize the pertinence of the theory:

The major impetus for change in an organization is from the outside . . . in the supra-system. . . . Change in organizations will be expedited by the appointment of outsiders rather than insiders as chief administrators. . . . The number of

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13. Donald Erickson, "Selecting School Principals: Some Recent Developments," Administrator's Notebook, Vol. XII, No. 3 (November, 1963), p. 3.

14. Daniel E. Griffiths, "Administrative Theory and Change in Organizations," Innovation in Education, edited by Matthew B. Miles (New York: Teachers College Bureau of Publications, 1964), p. 433.

innovations is inversely proportional to the tenure of the chief administrator.<sup>15</sup>

### Hypotheses to be Tested

The two hypotheses were derived from the studies mentioned earlier and Griffiths' application of systems theory to organizational behavior. Both hypotheses are stated below. They are stated first in the literary form and then in the operational (null) form.

Hypothesis I. The administrative patterns of place-bound and career-bound superintendents will be substantially different during the first and second year of their incumbency.

Hypothesis II. The differences in administrative patterns of place-bound and career-bound superintendents will diminish and will not be significant during the third and fourth year of their incumbency.

In order to treat the hypotheses statistically and apply probability principles to the findings, they are stated below in the null form:

Hypothesis I. The administrative differences in patterns of place-bound and career-bound superintendents will not be statistically significant during the first and second year of their incumbency.

Hypothesis II. The differences in administrative patterns of place-bound and career-bound superintendents will not be statistically significant during the third and fourth year of their incumbency.

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15. Ibid., p. 435.

## ASSUMPTIONS, LIMITATIONS, AND DEFINITIONS

### Assumptions Underlying the Problem

The first assumption was that historical records such as official school board minutes yield reliable data. Adjunct to this assumption was the expected consistency of data recorded in like documents in different school districts.

The second assumption was that administrative acts could be measured and categorized through a systematic investigation of historical documents. Measuring the acts in this case meant recording the frequency of the act without attempting to assign value.

The third assumption was that superintendents at a point in time can be categorized as either place-bound or career-bound.

### Limitations of the Study

The first limitation is that reliable generalizations from the study are applicable only where conditions are comparable. In spite of this limitation, however, the study should be of value because of the large number of school systems in the United States that are similar to those used in the research.

The second limitation is the inability to relate superintendents to the products of the educational system.

Elaborate measuring efforts are required to affirm a definite relationship between leadership and end product. Unfortunately, available resources would not allow this depth in the research efforts.

Another limitation results from attempting to categorize individuals into two crudely designated divisions. Locating a division point between categories is one thing, but assuming whole-scale similarities within the groups is something else. More elaborate studies should follow in which types of administrators along the career-bound and place-bound continuum are identified. Accurate descriptions may require four or more categories instead of two.

#### Definitions of Terms Used

A superintendent of schools is the chief administrator in a given school system. He is hired by the board of education and is held responsible for the successful operation of the organization. His job is to see that an educational program is available to the children of the community. Ideally, he would interact effectively with individuals and groups to bring about continuous improvement in the educational program.

A place-bound superintendent is one who waits for a promotion to the position in his own school system. Often he will work up through the ranks over a period of

several years. Thus, he is frequently older than the man who is willing to move to gain an appointment. Once the insider is appointed to the superintendency he tends to stay with the school system until he retires or is relieved of his position.

A career-bound superintendent comes into his present school system at the top administrative post. He is sociologically a stranger to the organization. He has demonstrated a willingness to leave one school system to accept a superintendency in another school system. Ordinarily his career does not stop with one superintendency. If a man is promoted in his school system and later accepts a superintendency in another school system, he would be classified as career-bound. There is also the individual who moves out of one school district to take a position in another district, but later returns to the first district to accept the superintendency. This person might constitute a special class of returnee. In this study, however, he was considered career-bound.

Administrative acts are those steps taken by a superintendent to administer the affairs of the school district. For instance, he makes, or causes to be made, certain rules to guide the activities of the organization. He hires, evaluates, and assigns personnel. He recommends and activates new programs. He contracts with consultants and plans for in-service programs. Only ten measurable

acts, considered to be of a routine nature and common to all districts were considered in this study. These are described in detail in Chapter II.

Administrative patterns are the results of administrative acts taken cummulatively. The degree to which administrative acts are used and the manner in which their uses are combined determine the general administrative pattern. The pattern of each type of superintendent is charted on the same graph in Chapter III to help point out the differences.

#### PRIMARY SOURCES WHICH STIMULATED AND PROVIDED DIRECTION TO THE STUDY

Investigations of career-bound and place-bound school superintendents seem to be exclusively limited to Carlson's study which has been cited several times thus far. There are similar leadership investigations, however, which have been conducted in administrative positions outside the educational profession. In these studies leaders have been categorized in much the same manner, but different labels have been attached. For instance, Gouldner<sup>16</sup> speaks of the "company man" who is similar to the place-bound superintendent and the "expert" who has many of the

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16. Alvin W. Gouldner, "Cosmopolitans and Locals Toward an Analysis of Latent Social Roles-I," Administrative Science Quarterly, Vol. 2, No. 3 (December, 1957), pp. 281-306.

characteristics of the career-bound superintendent. Marvich<sup>17</sup> looked at what he called "institutionalists" and "specialists." These and other appropriate studies will be discussed in more detail in the following pages.

### Carlson's Study

Carlson's study of place-bound and career-bound superintendents provides an ideal point of departure for this study.<sup>18</sup> In his research, Carlson was concerned with the influence of each type of superintendent on organizational change. He employed four different means of gathering data: (1) The case study method. (2) Interviews with superintendents and board members. (3) A review of various school district documents. (4) An analysis of other studies. In the four school systems used for the case studies, a "living-in" technique was employed for one school year. Two of the school systems had promoted insiders to the superintendency and the other two hired outsiders. Two of the men were in their first year on the job and two were in their second year. In a report of the study, Carlson wrote: "Said in another way, it is possible to predict the central pattern of action of a successor in

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17. Dwaine Marvich, "Career Perspectives in a Bureaucratic Setting," Michigan Governmental Studies, No. 27, (Ann Arbor: University of Michigan, 1954)

18. Carlson, loc. cit.

the office of superintendent on the basis of his origin in reference to the school district.<sup>19</sup>

There was no mention as to how long the central pattern of action would prevail. As he discussed the greater number of personnel added to the central office by the career-bound superintendent, Carlson said, "But the findings raise a question. What happens to the rates after the first two years in office? An explanation is needed."<sup>20</sup> The data assembled for this research reinforced Carlson's findings and provided at least a partial answer to the question.

Carlson detailed thirteen differences between place-bound and career-bound superintendents, noting in each case how these differences contributed to the varying degrees of influence each kind of superintendent had on his school district. "These differences permit a tentative characterization of the two types. The unlike performances label the insider as an adaptive man and the outsider as an innovator."<sup>21</sup>

In summarizing, Carlson made distinctions between two kinds of school superintendents. He demonstrated that each kind of superintendent performs in a different manner,

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19. Ibid., p. 81.

20. Ibid., p. 48.

21. Ibid., p. 71.

but he did not substantiate these performances beyond the two year period.

The present study was intended to be an extension of Carlson's work in four ways: (1) Career-bound and place-bound superintendents were identified with measures not used by Carlson. (2) Differences noted by Carlson were measured to substantiate the degree of diversity. (3) Differences not reported in Carlson's study were reported in this study. (4) Differences in the present study were measured over a four-year period.

It was hypothesized that the differences would be significant during the first two-year period. This was in agreement with Carlson's findings. It was also hypothesized that the differences would exist beyond a two-year period, but to a lesser degree.

#### Theoretical Framework for the Study

The theory of administrative change suggested by Griffiths gives reason to believe that the central patterns of career-bound and place-bound superintendents will tend to be more alike as each continues in his respective position because systems tend to be self-stabilizing.<sup>22</sup> There are a number of reasons for this tendency toward stability in an open system. Griffiths states that an ". . . open

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22. Griffiths, op. cit., p. 434.

system is that which exchanges matter, energy, and information with its environment."<sup>23</sup> After a time the new superintendent makes a reasonable assessment of his organization. He no longer makes demands of subordinates which are contrary to their potentialities. He begins to see limitations in people and situations and modifies his original expectations. The feed-back channels become well established. Through this communication he discovers how well his ideas are being accepted by the rank and file. With this knowledge, he may tend to limit his consideration of innovations if he perceives a reduction in the level of acceptability of these innovations by the staff.

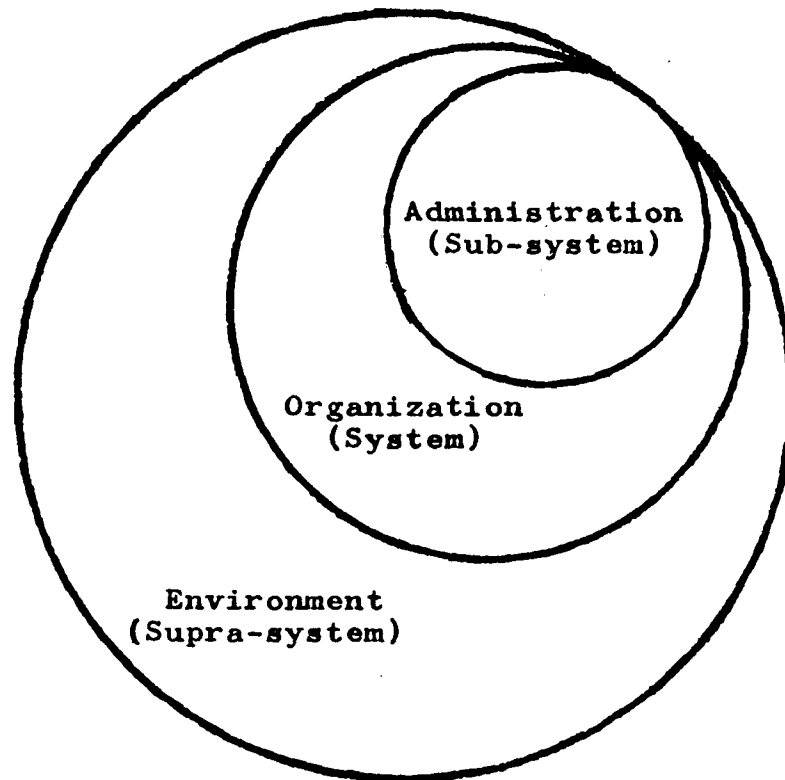
Functioning within each school system are sub-systems. "Sub-system" refers to the personnel department or the business department or the special education department. Each school building also represents a sub-system within the district. The different sub-systems tend to become more and more specialized in their functions. Interaction tends to be restricted to personnel within each sub-system. "Change is thus more difficult because the frequency of interaction between sub-systems is decreased and the chances for effective communication are diminished."<sup>24</sup>

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23. Ibid., p. 428.

24. Ibid., p. 435.

Griffiths' theory of administrative change can be depicted as follows:<sup>25</sup>



The middle sized circle in the above illustration represents a typical school system which has within it at least one smaller system, the administration; and surrounded by one larger system, the community. The purpose of the tangent circles is to show that administration must be responsive to and interact with other systems.

The theory is based on a belief that open systems interact with and are responsive to their environment, the supra-system. This leads to the idea that a system is more

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25. Ibid., p. 430.

likely to respond to external forces than to internal forces. Thus ". . . change in an organization is more probable if the successor to the chief administrator is from outside the organization."<sup>26</sup> Griffiths' theory and Carlson's study gave substantial reason to believe that the administrative pattern of career-bound and place-bound superintendents differ. Other research discussed in later pages added to this belief. In addition, Griffiths' theory gave reason for suspecting that administrative patterns of outsiders and insiders would not be substantially different after an initial period of outside influence.

This research project was conceived, influenced, and stimulated because of the study conducted by Carlson. It was given direction and further stimulated by Griffiths' theory of administrative change in open systems.

#### OTHER RELATED STUDIES

Gouldner in a research conducted over a three-year period in a gypsum company made a distinction between two types of plant executives.<sup>27</sup> The first one he described as the "expert." The expert was usually a staff man who seldom won the confidence of the company's power authority. In their staff positions the experts could advise but not

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26. Ibid., p. 433.

27. Gouldner, loc. cit.

command. These men received substantial salary increases from time to time, but were usually not given promotions into line positions. Ascending the company hierarchy almost always necessitated neglect of the expert's specialty.

In a public school system the expert could be compared to a reading specialist who has real difficulty breaking into the administrative ranks, merely because of his specialty. He is considered to be of greater value to the school system as a reading specialist than as an administrator. Consequently, when a principalship is available, he is intentionally by-passed. In possession of relatively complex and seemingly mysterious skills, the expert is expected to have a greater commitment to his job than to the organization. "Furthermore, because of their intensive technical training, experts have greater opportunities for horizontal job mobility and could fill jobs in many different organizations."<sup>28</sup>

To gain stimulation, recognition, and understanding of his specialty, the expert found it necessary to seek professional peers outside of his immediate organization. He became oriented to an "outer reference group."<sup>29</sup>

The other type of executive described by Gouldner was the company man, ". . . who was regarded as having

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28. Ibid., p. 288.

29. Ibid.

totally committed his career aspirations to his employing company and as having indicated that he wished to remain with it indefinitely."<sup>30</sup>

The commitments held by the expert may be likened to the career-bound superintendent. Both perceive their work as performing a specialized service. Place-bound superintendents and company men also have similar commitments. Their loyalties and aspirations are closely tied to their employing organization.

In another study two latent identities, cosmopolitans and locals, were treated in a series of tests which confirmed some of their predicted characteristics.<sup>31</sup> One purpose of the study was to discover if cosmopolitans had more or less influence than locals. Another question was which type was more inclined to use formal rules and regulations for the solution of group problems. Here again, there were similarities between the expert, the cosmopolitan, and the career-bound superintendent; and between the company man, the local, and the place-bound superintendent.

In a hospital setting another study was focused on the latent role differences of cosmopolitans and locals.<sup>32</sup>

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30. Ibid.

31. Ibid., p. 292.

32. W. G. Bennis, and others, "Reference Groups and Loyalties in the Outpatient Department," Administrative Science Quarterly, Vol. 2, No. 4 (March, 1958), pp. 481-500.

"In this case, we have seen how organizational loyalty and professional skills diverged; as one becomes more committed to nursing functions, loyalty to the local hospital ebbs."<sup>33</sup>

An interesting mechanical system was utilized by Trow to test the effect of a succession on organizational performance.<sup>34</sup> Five team members made up the organization. Their task was to identify a written message each had in common with the other. Each team member had in his possession four other messages which had been typed on 3 x 5 cards. For the test, members were seated in a circle, screened from one another by radial partitions. Communication was restricted to the message cards which were pushed through slots located at the center junction of the partitions. The team goal was to discover as quickly as possible which message was the common one, and relay the information to all members. Performance was determined by the time required to complete the task. Team leaders and members of the team were rotated at varying intervals with two other teams to test the effect of succession and turnover. Trow made two significant statements as a result of his research.

. . . temporal clustering of succession tends to bring about a decrease in the level of organizational performance. Organizational performance

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33. Ibid., p. 500.

34. Donald B. Trow, "Membership Succession and Team Performance," Human Relations, Vol. 13, No. 3 (August, 1960), pp. 259-269.

is affected by succession in direct proportion to the ability level of successors.<sup>35</sup>

In a research reported by Marvich conceptualizations of institutionalists, hybrids, and specialists were made.<sup>36</sup> The author made some distinctions between institutionalists and specialists relative to their orientation to the hiring organization. Orientation to the hiring organization was described in terms of benefit-oriented factors and task-oriented factors. Benefit-oriented factors were defined as: security, salary, influence, organizational prestige, availability of support, professional advancement, organizational advancement, and community prestige. Task-oriented factors were defined as: opportunity to learn, originality, full use of abilities, respect for workers, work enjoyment, good personal relations, importance of tasks, and competence.

The institutionalists are comparable in many ways to the place-bound people discussed in other studies. The author concluded that institutionalists were the kinds of people who saw their careers developing in a specific place. As a group, the institutionalists made more demands for the benefit-oriented factors and were less concerned about the task-oriented factors.

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35. Ibid., p. 267.

36. Marvich, loc. cit.

Specialists were viewed as those kind of people who saw their careers developing in a specified line of work rather than in a specific place. Many of the characteristics of the specialists were also found in the career-bound people described in other studies. As a group the specialists showed a greater concern for the task-oriented factors than they did for the benefit-oriented factors.

Robert H. Guest directed a three-year case study in which he sought information on the operational patterns of management.<sup>37</sup> The study took place between 1953 and 1956 in an automotive assembly plant in which 5000 people were employed. The plant in which the study was conducted was one of eight similar plants under corporate management.

Conditions at the plant in 1953 were in a state of deterioration. In comparison with the other seven plants, production in the one under study was very poor. Costs were too high and production schedules were not being met. Many employee's attitudes were hostile and staff morale was low. Corporate level officials exerted pressures on the plant manager in an effort to revitalize production. Conditions only became worse. Executives at the corporation level decided the situation was hopeless under the

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37. Robert H. Guest, Organizational Change, The Effect of Successful Leadership (Homewood, Illinois: Richard D. Irwin, Inc., 1962).

present manager and made arrangements with him for an early retirement.

After intensive discussions at corporate headquarters it was decided to promote a production manager from a different plant into the vacated position. "The new plant manager . . . was assured by the division manager that he would have the full backing of the division manager and the corporation in making plant Y successful."<sup>38</sup>

Within a very few months production at the plant had shown a gain. Personnel ceased to be hostile and long range plans for plant improvements were underway.

The author made special note of actions taken by the new manager as he functioned in his position of leadership. The new manager sought support and acceptance from all personnel. He made lateral shifts in personnel assignments. He established a system of interdepartmental meetings. He worked with subordinates in long range planning. He promoted a positive attitude toward change.

The personal qualities of the new manager were excellent, but not remarkable. Guest implies that much of the new manager's successes at the plant were attributable to two situations:

1. Plant operations and human interactions had reached a state of "no return." The organization was incapable of changing internally.

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38. Ibid., p. 42.

2. The governing board recognized that the plant had potential for productivity, that change was needed and that an outsider was in a better position to effect change.

It is conceivable that situations in a public school system might approximate those described in the study conducted by Guest. Conditions may not be as severe when a superintendent leaves his post as they were in the automotive assembly plant, but a school board is apt to make an assessment of the existing situation when planning for a replacement. The assessment may very well dictate the board's attitude toward a replacement. The created environment, in turn, may govern the new superintendent's change opportunities. Guest saw several key factors in his study that were related to the success of the new plant manager. Among them were a perceived need for change by the governing board, the hiring of an outsider to effect a change, and the willingness of the controlling board to support the incumbent in a program of change.

#### ORGANIZATION OF THE REPORT

Chapter II is devoted to the plan and the setting of the study. Explained in the chapter are those steps taken to select the population and control independent variables. The ten administrative acts are defined, the testing instruments are detailed, and the investigation procedure is outlined.

Chapter III has four sub-sections dealing with different phases of the findings. The opening section is devoted to a description of the school districts selected for the project. It is followed by an enumeration of the personal characteristics found in the two groups of superintendents. The third section deals with the ten administrative acts and focuses on the answers to the hypotheses. In the fourth section, special attention is given to rule making. Rules are examined from a new frame of reference in an effort to discover whether career-bound superintendents made different kinds of rules than place-bound superintendents.

The final chapter of the report has four sections. The first section is a summary of the findings reported in Chapter III. The second section contains suggested uses for the findings. The third section has recommendations for further studies on career-bound and place-bound superintendents. The last section is devoted to suggestions for other studies indirectly related to the study of career-bound and place-bound superintendents.

## CHAPTER II

### DESCRIPTION OF THE RESEARCH PLAN

In the present chapter, an attempt has been made to answer several questions which might normally be asked about a research project. As an example, what was the composition of the test group? What kinds of measures were taken? What statistical analyses were applied to the measures to test the hypotheses? How was the data collected? What controls were imposed on the selection of the project participants? What test trials were conducted? What kinds of test instruments were used? Where was the investigation conducted? And how was the investigation conducted?

### DESIGN OF THE STUDY AND STATISTICAL APPLICATIONS

In the design employed for the research project measures of ten administrative acts were compared for significance at four different time intervals. Each measuring period covered one calendar year and included the four-year period from 1960 through 1964.

The frequencies for each administrative act were recorded for all the career-bound superintendents for the first year of the test period, and are shown in the sample below as outcome one ( $O_1$ ). The total frequencies recorded

for each administrative act for all the place-bound superintendents for the first year of the test period appears as outcome two ( $O_2$ ). A chi-square test was applied to each act to determine the significance level and appears under the heading of P. The basic design is shown here:

ADMINISTRATIVE ACT NUMBER I  
(Managerial Rules)

Year	Career-bound Superintendents	Place-bound Superintendents	$X^2$	P
1960-61	$O_1$	$O_2$	0.00	.00
1961-62	$O_3$	$O_4$	0.00	.00
1962-63	$O_5$	$O_6$	0.00	.00
1963-64	$O_7$	$O_8$	0.00	.00

The next step in the statistical analysis required a listing of frequency outcomes for each administrative act for the career-bound group and the place-bound group for each of the test years.

For a test of hypothesis I, the obtained frequencies for each set of administrative acts were subjected to a sign test for the first and second years of the experimental period. For a test of hypothesis II, the obtained frequencies for each set of administrative acts were subjected to a sign test for the third and fourth years of the

experimental period. The significance level was established at  $P = .05$  before the experiment was begun.

A total group performance was also computed for each administrative act for each of the four years and the results are shown on separate line graphs. The ten administrative acts represent the primary source of measurements used in the study. Other supporting data were also gathered and different statistical analyses were applied. This topic is discussed in Chapter III rather than here because it has no direct influence on the hypotheses or on the basic research design.

#### CRITERIA FOR THE SELECTION OF PROJECT PARTICIPANTS

There were at least two possible approaches to collecting the data: (1) A questionnaire could have been designed and mailed to a large number of school districts. (2) the writer could have visited fewer school districts personally to collect the data.

The first alternative was rejected for several reasons. The most important measure to be taken was a frequency count of rules made during each of the four years. This would have necessitated having someone at the administration office search the board minutes and other documents for the information. It was felt, first of all, that asking for a detailed search of many documents was an imposition on the superintendent because of the time and

effort required. Secondly, certain interpretations were necessary before each rule could be recorded. A questionnaire approach would have resulted in many inaccuracies because of the necessity for having untrained personnel make the interpretations.

A similar problem was encountered with the other eight measures. The frequency of each act was known to be relatively small. It was essential, therefore, to reduce the error of measurement to a minimum by having only one person collect the data. It was decided that the writer would personally conduct the search in each of the school districts.

It was estimated that two days would be required to collect the necessary information in each school district. With this much time required, it was decided to reduce the number of participating districts to the minimum level for the non-parametric tests. After considering the power level of the measurements, it was decided to use no fewer than ten districts. This sample would tend to reduce a type two error in the findings to an acceptable level.<sup>39</sup>

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39. Sidney Siegel, Nonparametric Statistics for the Behavioral Sciences (New York: McGraw Hill Book Company, Inc., 1956), p. 10.

## DEFINITION OF THE POPULATION

School districts used in this study had to be large enough to permit additions to the central staff. Varied sources of rule making information are more apt to be available where several principals are under the direction of one superintendent. This criterion necessarily omitted the very small school systems. To balance this effect, the very large school systems were also eliminated from consideration.

The school districts used in this study were those in which student enrollments were no less than 1500 nor greater than 10,000. The operation of five school buildings under the control of one superintendent was set as a minimum.

Several other conditions had to be met by those who were to participate in the project. The superintendent had to begin his tenure at the beginning of the 1960-61 school year. He also had to serve continuously from that time until the date when the search was conducted early in 1965.

The United States Office of Education Indices for 1959, 1960, and 1964 were used to compile the population of school systems to be used in the study.<sup>40</sup>

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40. United States Department of Health, Education, and Welfare, Education Directory, Part 2, Public School Systems (Washington, D.C.: U. S. Government Printing Office, 1964), Catalog # FS5.25:963-64.

Early intentions were to conduct the search in California because of its nearness to the University of Arizona and because it was thought that the state's population would ensure enough of the kinds of districts needed to meet the criteria. Two conditions existed in California which caused it to be eliminated from consideration: (1) There had been a rapid population growth in recent years. (2) Many grade and high school districts had unified during the 1960's as a result of a state-wide effort in that direction.

After a survey of several other states in the indices, it was found that very few superintendents met the established criteria. Consequently, there was no need for making a random selection in order to control variables. It became necessary only to pick a geographical location and use the entire population. The next geographical location considered for the search was a four state area in the Midwest including Illinois, Indiana, Michigan, and Wisconsin. It was hoped that the search could be confined to an area near a central focal point so as to minimize travel time and costs.

#### PERMISSION TO CONDUCT THE STUDY

State directories from Illinois, Indiana, Michigan, and Wisconsin were obtained in order to have a second check against the listings of the United States Office of

Education Directory. A survey of the four-state area revealed a total of fifteen possible participants which met the criteria. Only one of the school districts was located in Wisconsin. Since it was located in a remote section of the state, it was decided to exclude Wisconsin from the project.

Letters were mailed to the superintendents of the remaining fourteen school systems seeking permission to conduct the search in their districts.<sup>41</sup> Included with the letter was a short questionnaire in which the date of the superintendent's incumbency, the location of his last position, and the number of schools in the district were requested. The location of the superintendent's last position made it possible to categorize him as career-bound or place-bound. His signature and a check mark indicated his willingness to participate in the research study.<sup>42</sup>

Thirteen superintendents returned the questionnaire with an affirmative response. The remaining inquiry was not answered making the return ratio 92.8% and the affirmative response 100%. No follow-up letter was sent to the one superintendent not replying. Two school districts were lost from the sample because the questionnaire responses showed that the superintendents began their incumbencies in

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41. See Appendix A.

42. See Appendix B.

1959 instead of 1960. The discrepancy in beginning dates occurred because listings were made in the directories only once each year. The name of any superintendent appointed after July 1 did not appear in the directory until the following year.

Another school district had to be dropped from the study because a new superintendent had been hired shortly before the study was conducted. After the screening process was completed, no school districts within the state of Michigan remained in the test group.

Follow-up letters were sent to those surviving the screening in which a tentative date was set for the proposed visit.<sup>43</sup> The letter also contained a response sheet to be used for unavoidable date conflicts<sup>44</sup> and a listing of the documents to be searched.<sup>45</sup> Letters of appreciation were sent to those school districts that were eliminated.<sup>46</sup> At this point, the project participants consisted of five career-bound and five place-bound superintendents representing the states of Illinois and Indiana.<sup>47</sup>

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<sup>43</sup>. See Appendix C.

<sup>44</sup>. See Appendix D.

<sup>45</sup>. See Appendix E.

<sup>46</sup>. See Appendix F.

<sup>47</sup>. See Appendix J.

## DEFINITION OF THE TEN ADMINISTRATIVE ACTS

The ten administrative acts chosen for observation and measurement evolved from categories suggested in Griffiths' theory of administrative change,<sup>48</sup> and Carlson's research on career-bound and place-bound superintendents.<sup>49</sup>

Each of the acts were definable and capable of simple tabulation. The act either did or did not take place. If it did take place, it was almost certain to have been recorded in one of several documents scrutinized in the central administrative office in each school district. The ten administrative acts are listed below with brief explanations:

Managerial Rules--In this study, rules were defined as all written instructions intended to change human action or to confirm existing human actions. Managerial rules were those that did not affect the child directly. They were usually intended to control the every day operation of the school system. Regulations concerned with the length of the work day, issuance of pay checks, and the procedures to be used for securing faculty football tickets were examples of managerial rules.

Institutional Rules--Included in the category of institutional rules were those rules that affected the students or the learning process directly. Examples of institutional rules were changes in graduation requirements, new course offerings, addition of Kindergartens to the program, or the addition of a school district psychologist.

Personnel Added to the Central Administrative Staff--In this group were those officed in the

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48. Griffiths, loc. cit.

49. Carlson, loc. cit.

administrative center. Usually their responsibilities affected more than one school. In this category were social workers, special education directors, guidance directors, curriculum directors, science consultants, and reading consultants.

Major Staff Assignment Changes--This act did not include normal changes in rotation of principals unless it was a new practice. It did include acts such as reassignment of a reading supervisor to a director of personnel or a business manager to publicity director.

Outside Consulting Service--Any individual or group contracted by the school district to give advice on any of the district's operations was considered a consulting service. Included in this act were state sponsored consultants, University consultants, subject specialists, survey teams, independent consulting services, and the like.

Use of Citizens' Committees--To qualify as a citizens' committee a group of lay-citizens had to be organized to perform a service to the entire school district. Usually the service was advisory in nature. Both temporary and standing committees were recorded.

In-service programs--These were defined as any district sponsored project whereby the teachers were given assistance in preparation for, during the time of, or following a change in any school district practice. This act included projects such as workshops, courses, institutes, and other plans for instructing staff members.

Experimental Projects Introduced--Experimental projects included trials with new math programs, air-borne instructional television, parent-teacher conferences, and other similar innovations. The introduction was on a limited basis and some form of evaluation was implied.

Changes in Pupil-Teacher Ratio--The measure required the procurement of official average daily attendance figures from state forms for each year of the test period. It was also necessary to know the number of certified staff members. From the

data, staff adequacy ratings were computed for each school district by using the following formula:<sup>50</sup>

$$\begin{aligned} \text{S.A. R.} &= \text{S.} \div \text{W. P.} \times 1000, \text{ where} \\ \text{S.} &= \text{Number of certified staff members} \\ \text{W. P.} &= \text{Weighted pupils} \\ &\quad \text{A.D.A. for Kindergarten} + 2 \\ &\quad \text{A.D.A. for Grades 1-8} \times 1 \\ &\quad \text{A.D.A. for Grades 9-12} \times 1.1 \end{aligned}$$

Changes in the Percent of Staff Retention--The number of teachers remaining on the staff at the end of the school year was divided by the total number of staff members in the school system to produce the percent of staff retention.

#### DEVELOPMENT OF INSTRUMENTS FOR COLLECTING THE DATA AND CONDUCTING TRIAL RUNS

Before attempting to develop data sheets, a list of all information needed for the research project was compiled. The list was revised several times after consulting with project advisors and related research material.

#### Criteria

The following criteria for the selection of data were applied:

1. Is the information essential in seeking the solution to the hypotheses?
2. Will the information be beneficial to a better understanding or a better identification of career-bound and place-bound superintendents?
3. Can the information be secured without a disproportionate effort for the value derived?
4. Will the act of seeking the information cause embarrassment to anyone?

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50. Developed at Columbia University, 1958.

5. Will the information be measurable and reliable after it is gathered?
6. Will the information be available at one location in each school district (administrative office)?

After applying these criteria it was decided to abandon the tabulation of new instructional programs adopted during the four-year test period. This decision was made with some reluctance because there had been hopes of relating leadership directly to instructional programs. Establishing proof of a relationship between superintendents and pupil progress would have been even more desirable.

#### Documents

The writer made a list of known sources which might contain the desired information. This list was also checked with two practicing school administrators for possible omissions and reduced to a listing of eight general titles thought to be most representative. The list was then ordered according to the amount and reliability of the needed information each source contained. The list appearing below was used as a guide but the data search was not restricted solely to those documents on the list.

1. Official School Board Minutes
2. School Board or District Policies
3. Set of Rules and Regulations
4. Staff Handbooks
5. Minutes and/or Agendas of Cabinet or Executive Meetings
6. Annual School District Report

7. File of Notices to Principals and/or Faculty
8. Principal's Handbooks and/or Minutes of Principal Meetings

### Data Sheets

Original plans were to design one sheet that could be used for recording all the data needed for the ten administrative acts. A space was provided at the top of each sheet for identification of the source, the year, and the act. The plan was to staple ten of the sheets together and record all the data gathered from one source (one set of documents) for one year. It was estimated that about six such sets would be adequate for each school district for each of the four years to be tested. A quick tabulation showed that this would require twenty-four sets for each school district or two-hundred and forty sets for the entire project. The plan was to list the acts in abbreviated form as they were noted in each source and to eliminate duplications before compiling a master sheet for each school district.

A separate sheet was developed for recording other supporting data and only one was needed for each school district.<sup>51</sup> Space was provided for noting characteristics of both the superintendent and his school system.

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51. See Appendix G.

One other instrument used for recording data was the Myers-Briggs Type Indicator.<sup>52</sup> A description of the indicator and the reasons for using it are discussed on pages 68 to 73. Each superintendent completed the personality inventory on a separate answer sheet provided by the test distributors.

A simple coding system was developed to facilitate recording and to ensure school district anonymity. Each school district was assigned a letter and a number. The codes were placed on every piece of evidence gathered from each of the districts.

#### Search Procedures

Arrangements were made for test runs with two superintendents in the Tucson area.<sup>53</sup> The writer was allowed to search the same kinds of documents that were later to be searched in the school districts participating in the study. The purpose of the trial runs was to determine the adequacy of the search procedures and the effectiveness of the recording instruments.

Shortly after the first trial, it became obvious that the recording sheets were unwieldy. Flipping data

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52. Isabel Briggs Myers, Myers-Briggs Type Indicator, Form F (Princeton, New Jersey: Educational Testing Service, 1962).

53. See Appendix J.

sheets to record an item was far too time-consuming. After recording all the data for the first year of the test period, it was decided to try a different approach. One sheet was used to record the data for managerial and institutional rules and the remaining acts were all recorded on a second sheet. Duplication of an act in different sources was far easier to detect than anticipated. Consequently, it was decided to use the same sheet for all sources and revisions were made in the three recording instruments before the second trial run.

In the second school district, about thirty minutes were allowed to get organized and oriented to the material before initiating the search. School board minutes were scanned to discover the pattern of entries. It was found that several paragraphs for each meeting were devoted to items of business which were of no value to the study. These paragraphs normally appeared in the same relative position and could be passed over very quickly in subsequent sections. It was also decided to search each document for the entire four-year period before moving on to the next source of information.

It was found that approximately ninety per cent of the information was contained in the school board minutes and policies. Other sources were helpful, because they clarified and confirmed information found in the first two sources. Only minor revisions were made in the data sheets

after the second trial run. The total number of sheets of paper required to record all the data for each school district had been reduced from 241 to nine. Reproductions of the revised data sheets used in the final search appear in the appendices.<sup>54</sup>

To acquire some facts, it was necessary to have an interview with each superintendent. In preparation for the interview, the book by Beckstrom and Hirsch was consulted for ideas on how to conduct open-ended interviews.<sup>55</sup> A list of facts to be gathered from the interview was compiled and trials were conducted with fellow graduate students. The information was recorded on data sheets and checked for accuracy with each respondent.

#### CONDUCTING THE INVESTIGATION

After the participants had been chosen, a route was planned which would fulfill two criteria: (1) Require the least amount of travel. (2) Allow visits to be alternated between school districts having career-bound superintendents and school districts having place-bound superintendents. The thought was to minimize the cumulative effects of experience and repetition on the writer and thus,

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54. See Appendix H and Appendix I.

55. Charles H. Beckstrom and Gerald D. Hirsch, Survey Research (Evanston, Illinois: Northwestern University Press, 1963), p. 73.

equalize recording accuracy for each of the two types of school districts. The order of the visits as they were actually made nearly satisfied both criteria and appears below:

- |       |        |
|-------|--------|
| 1. PB | 6. CB  |
| 2. CB | 7. PB  |
| 3. CB | 8. PB  |
| 4. PB | 9. CB  |
| 5. PB | 10. CB |

In the second letter sent to each superintendent a tentative date was set for the proposed visit. A form was also included for listing alternate dates in case the date set by the writer caused a conflict. Fortunately, only one superintendent requested an alternate date which eased the problem of scheduling. Also included in this second letter was a separate list of those documents that were to be surveyed with a request that they be ready by 8:30 A. M. on the morning of the visit. In almost every case the separate list of instructions was handled by a secretary or an assistant.

#### SEQUENCE OF EVENTS

There were four distinct tasks to perform in gathering the data from each school district: (1) Searching the documents. (2) Conducting the interview. (3) Administering the Myers-Briggs Type Indicator. (4) Collecting from other sources those data not found in the documents or acquired through the interview. The sequence of these

tasks varied somewhat depending on the superintendent's schedule.

On the day of the scheduled visit to each of the ten school systems, care was taken to arrive a few minutes before 8:30 A. M. When the situation permitted, the exact location of the administrative offices was ascertained the preceding evening. The morning was usually started with a brief chat with the superintendent, clarifying the plan for conducting the search. At that time arrangements were made for the personal interview and the administration of the Myers-Briggs Type Indicator.

After setting a time for the interview the superintendent would direct the writer to a work area where, in almost every case, the documents had already been assembled. Before the superintendent left, two items were checked:

(1) Did the assembled documents represent the correct four years? (2) Who should be sought if additional information was needed? The daily schedule generally was as follows:

8:30 - 8:40	Introduction and Orientation
8:40 - 9:15	Cursory Survey and Arrangement of Documents
9:15 - 11:00	Document Search
11:00 - 11:05	Rest
11:05 - 12:00	Document Search and Check with Secretary for Any Missing Data
12:45 - 1:30	Document Search
1:30 - 1:50	Interview with Superintendent
1:50 - 3:30	Document Search
3:30 - 3:35	Rest
3:35 - 4:00	Assessment of Data Collected and Approximation of the Remaining Task
4:00 - ?	Completion of the Task

After every document made available to the writer had been scrutinized for appropriate data, a check was made of each recording instrument to be sure that all the needed information had been entered. During each evening following the visit to a school district, all the information was summarized and transferred to a single sheet of paper. A carbon copy of the summary sheet was then mailed to Arizona to guard against the possibility of losing the original data.

### Search

Most important to the tests of the hypotheses was the material gathered from the several school records. Searching the documents was also the most time-consuming task.

The documents were first given a brief inspection to determine organization and content. If it appeared at this point that none of the documents would reveal average daily attendance, the number of faculty members or teacher resignations, a special note was made. If the information was not located after two hours of searching, the secretary was asked for help.

Documents were arranged on a priority basis according to the quantity and the type of information they contained. In every case, however, the official school board minutes were searched before any of the other documents. Before the search of the board minutes began, white index

cards were inserted between the pages which marked the end of one year and the beginning of another. The white cards served to remind the writer to change data sheets before recording any additional information.

Five-minute intermissions were taken at about two-hour intervals to avoid undesirable effects of eye strain or fatigue. During these breaks a stroll in the office area would give the writer an opportunity to double check the administrative organizational plan of the school system by noting names and titles on doors and/or desks.

As the documents were being searched and information was being recorded, notes were made of questionable information. In some cases the clarification of this information served to break-the-ice in the opening moments of the interview with the superintendent.

An effort was made to minimize bias in the recording process by varying the search method. In the first school district visited, the data from each document was recorded by years, starting with the first year of the test period. In the second school district visited the data was recorded by years, starting with second year of the test period. The order of recording the data for each of the districts was adjusted accordingly, and the total sequence appears below:

School District	Order of Recording Data, Test Years
1	1, 2, 3, 4
2	2, 3, 4, 1
3	3, 4, 1, 2
4	4, 1, 2, 3
5	1, 2, 3, 4
6	2, 3, 4, 1
7	3, 4, 1, 2
8	4, 1, 2, 3
9	1, 2, 3, 4
10	2, 3, 4, 1

### Interview

Each interview with the superintendent was held in his private office. The shortest interview lasted ten minutes and the longest about 35 minutes. There was no attempt to hurry nor to prolong the interview session. Just prior to the scheduled appointment, the writer reviewed the facts to be gathered from the interview. The list was also reviewed before arriving at the administration center in the morning in case the superintendent decided to proceed with the interview immediately. In two cases, the interview was held before the document search began. In the other eight cases the interview was set for a later period in the day. The answers sought in the interview were largely of a personal nature and directed toward reconstructing the situation that had existed when the present superintendent came into the position. Below are those facts which were sought through the personal interview if they had not been previously secured.

1. Age
2. Number of years in the district (place-bound) before becoming superintendent or total years of experience (career-bound)
3. Former positions
4. Level and recency of education
5. Procedure used for selecting the superintendent
6. Known number of other candidates for position
7. Predecessors
8. Place-bound or career-bound  
Length of superintendency  
Present occupation (if known)  
Predecessor to Predecessor
8. School board expectations when hired
9. Major institutional changes made
10. Major unobtained goals

As soon as the interview was completed, the writer went immediately to the assigned work area to record the information on the prepared data sheets.<sup>56</sup>

#### Myers-Briggs Type Indicator<sup>57</sup>

Administering the Myers-Briggs Type Indicator was a relatively simple task. Instructions on the booklet were rather complete and self-explanatory. In almost every case the superintendent responded to the instrument immediately after the interview in the privacy of his office.

#### SUMMARY OF THE CHAPTER

The material presented in this chapter was intended to clarify those research procedures employed to critically test the hypotheses.

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56. See Sppendix G.

57. Myers, loc. cit.

A survey of the population revealed a meager supply of possible participants in any one state. Selecting the sample then presented no problem because technically there was no sample. A geographical location was picked, and the entire population of that area participated in the project. This eliminated the necessity for imposing rigid controls on the dependent variables. Care was taken to pick an area that was representative of school districts in the United States in respect to general operating procedures.

School district growth was moderate (5.3%). There were no unusual consolidations or unification programs. There were no severe integration problems or other unusual situations affecting what might be considered normal operations in a conventional school system.

An effort was made to produce data sheets which were simple and functional. Prior to use the sheets were designed, tested, and redesigned. The same routine was followed for establishing a consistent work procedure for the data search. A plan was established, tested, and adjusted before being implemented. Visits to school districts were rotated according to superintendent types to reduce bias. As a further effort to reduce bias, the document search was varied in each school district according to a plan of rotation.

The present chapter was devoted to a description of the research plan. Chapter III is a presentation of the search findings.

## CHAPTER III

### PRESENTATION OF THE FINDINGS

The chapter which follows is devoted to a presentation of the findings which have been separated into four main categories. Those dealing with characteristics of the school systems are discussed first. This is followed by a description of the superintendents. The third section deals with the ten administrative acts and focuses on the tests of the hypotheses. The final section is a presentation of an evaluative approach to rule-making. Are those affected by a rule able to make more or less decisions as a result of the rule? Said in another way, are rules liberalizing or restrictive? The rules are treated statistically to determine if career-bound superintendents made significantly more liberalizing rules than did place-bound superintendents.

The several tables which appear in this chapter reveal individual characteristics of the school systems and the superintendents who participated in the project. The order of listing the data in each table has been intentionally shuffled to avoid the possibility of identifying the participants.

## DESCRIPTION OF THE SCHOOL DISTRICTS

In this study two similar groups of school systems were compared to discover significant differences in the administrative patterns of the superintendents in each group. It was neither feasible nor essential to have both groups alike in every respect. It was only necessary that both groups exhibit the potential for the same kinds of administrative patterns. This was assured in some degree by adhering to established criteria. Beyond the similarity aimed at equalizing potential for administrative patterns, there were differences in the groups that are described in the several tables that follow.

Within the prescribed school system size (1500 to 5000) a notable trend was apparent. Those school districts hiring career-bound superintendents were somewhat larger than those hiring place-bound superintendents. The number of school buildings within each group was not radically different, but a difference of 1.6 school buildings did exist as shown in Table I.

In the place-bound group, only one school district had more than seven schools, whereas two school districts in the career-bound group had more than seven schools. It was noted that the two smallest school systems, five schools each, in the place-bound group made more rules (43 and 50) during the four-year test period than the

TABLE I  
 COMPARISON OF NUMBER OF SCHOOL BUILDINGS IN EACH OF  
 TEN SELECTED SCHOOL DISTRICTS, 1964,  
 ACCORDING TO SUPERINTENDENT TYPES

	Buildings in School Districts having Career-bound Superintendents	Buildings in School Districts having Place-bound Superintendents
	7	5
	13	5
	6	7
	5	12
	13	7
Mean	8.8	7.2
Mean Difference 1.6		

largest school system of the place-bound group (12 schools--41 rules).

This pattern also occurred with the career-bound group. The smallest district (five schools) made more rules (59), than the largest district of this group (13 schools) which made less rules (58). It seems that within a given range, the number of rules made is not dependent on the number of school buildings within the organization.

In Table II, the size differential shows up again in the larger number of students in average daily attendance in the career-bound group. This difference is greater than it was in the number of school buildings. For instance, the career-bound group has 57% of all the students in both groups, but only 55% of all the school buildings.

The mean difference of 826 pupils in average daily attendance may raise at least two questions. Does it require more rules to control more students and does it necessarily require proportionately more central administrative staff members to administer a program in the school districts having the larger number of students?

As was pointed out before, more rules were made by the larger school systems as a whole, but the smaller districts within each group actually made more rules than the larger districts within the same group. This same pattern held true regarding the number of central

TABLE II

FOUR-YEAR MEAN OF WEIGHTED\* AVERAGE DAILY ATTENDANCE  
IN TEN SELECTED SCHOOL DISTRICTS, 1960-64,  
ACCORDING TO SUPERINTENDENT TYPES

Year	Career- bound	Percent of Yearly Increase	Place- bound	Percent of Yearly Increase
1960- 1961	3089		2551	
1961- 1962	3308	7.09	2602	2.00
1962- 1963	3605	8.98	2678	2.92
1963- 1964	3887	7.82	2754	2.84
Mean	3472.25		2646.25	
Average Percent of Increase				
	Career-bound		Place-bound	
	7.96		2.60	
Difference in Percent of Increase				
		5.36		
Combined Mean				
			3059.25	
Mean Difference				
			826.00	

\*Kindergarten average daily attendance divided by two, grades one through eight average daily attendance multiplied by one, grades nine through twelve average daily attendance multiplied by one and one-tenth. The formula used here is part of a staff adequacy rating formula developed at Columbia University in 1958. See page 94 for a more complete explanation.

administrative staff members. The career-bound group added substantially more members to their central administrative staff (21), than did the place-bound group (4). Yet, within each group there was no distinct pattern of more central staff members in the larger districts.

The student population growth rates are also shown on Table II for comparisons. The average yearly increase for the career-bound group was 7.9% as compared to 2.6% for the place-bound group. Neither figure, however, seems to be divergent from the national increase of 3.4%.<sup>58</sup>

This difference in size and in growth rate of the two groups might raise other questions: Do career-bound superintendents gravitate to larger districts experiencing a noticeable growth rate? Do smaller school districts experiencing little growth rate tend to hire insiders?

One more measure of size is shown in Table III. As might be expected, the group of larger school systems does have proportionately more certified faculty members. The ratio of teachers to students and the change in these ratios are discussed in more detail in the third section of this chapter. The only point to note here is that the mean difference of fifty faculty members is consistent with the other size differentials.

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58. Research Division of the National Education Association, N. E. A. Research Bulletin, Vol. 42, Number 1 (February, 1964), p. 7.

TABLE III

AVERAGE NUMBER OF FACULTY MEMBERS IN TEN SELECTED  
SCHOOL DISTRICTS, 1960-64, ACCORDING  
TO SUPERINTENDENT TYPES

	Faculty Members in School Districts having Career-bound Superintendents	Faculty Members in School Districts having Place-bound Superintendents
	171.25	76.75
	66.25	109.00
	164.75	98.00
	202.25	214.25
	196.25	52.75
Mean	160.15	110.15
Mean Difference 50.00		

TABLE IV

PER CAPITA EXPENDITURES\* IN TEN SELECTED SCHOOL  
DISTRICTS, 1960-64, ACCORDING TO  
SUPERINTENDENT TYPES

	Per Capita Expenditures in School Districts having Career-bound Superintendents	Per Capita Expenditures in School Districts having Place-bound Superintendents
	\$550	\$500
	500	500
	550	600
	650	600
	900	600
Mean	\$630	\$560
Mean Difference \$70		

\*Figures have been approximated and rounded off to  
the nearest fifty dollars.

It was difficult to secure accurate per capita costs because of inconsistent computing practices. The data appearing in Table IV are close approximations, however, which have been rounded off to the nearest fifty-dollar figure. Both groups are slightly above the national average of \$483<sup>59</sup> but not radically different from each other.

What kinds of organizational patterns were found in the participating school districts? Six of the systems were organized as grade school districts having kindergarten through eighth grade. Three were unit districts having kindergarten or grade one through grade twelve and one school system was a secondary district having grades nine through fourteen. The breakdown by superintendent type is shown in Table V.

Administration centers varied a great deal within both groups of school systems. Some were spacious and some were cramped. Some were rather old. The only measure attempted was the location of the centers within the school district which is shown in Table VI. It can be seen that half of the administration centers were located within one of the school buildings. Four of the superintendents indicated that their boards were considering new facilities for the administration center.

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59. Ibid.

TABLE V

TYPES OF ORGANIZATIONAL PATTERNS IN TEN SELECTED  
SCHOOL DISTRICTS, 1964, ACCORDING TO  
SUPERINTENDENT TYPES

Type of School District	Career-bound	Place-bound
Grade		
K or 1-8	x x x	x x x
Secondary		
Above Grade 8	x	
Unit		
K or 1-12	x	x x

TABLE VI

LOCATION OF ADMINISTRATION OFFICES IN TEN  
SELECTED SCHOOL DISTRICTS, 1964,  
ACCORDING TO SUPERINTENDENT TYPES

Type of Center	Career-bound	Place-bound
Separate Building		
Not on a school site	x x	x
Separate Building		
On a school site		x x
Within a School		
Building	x x x	x x

All the school districts operated under a single general superintendent who was responsible to a board of education. Two school districts had five-member boards appointed by the municipal government. Political affiliations were considered in the appointments. The other eight school systems had seven-man boards of education. Members were chosen in general elections and they did not have to declare party identification. Generally speaking, every superintendent worked with a representative board of education. Board members looked to the superintendent for facts and recommendations concerning the operation of the school district. Board members formulated policy and the superintendent executed the policy. In operational terms, all ten districts were similar.

#### DESCRIPTION OF THE SUPERINTENDENTS

##### Personal Characteristics

Engaging in an analysis of the personal characteristics of the two kinds of superintendents was done only for the purpose of discovering if any notable differences did exist. "There was no reason to expect that one type was more capable than the other type."<sup>60</sup> If significant differences in personal characteristics did exist, however,

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60. Carlson, op. cit., p. 14.

they would have been the bases for better understanding of the two types and would have offered possible leads for other investigations. With these objectives in mind, the writer sought to measure some of those characteristics which might have a bearing on a superintendent's general administrative pattern.

Most of the ideas for measurable traits came from those studies reported in Chapter I. As an example, Carlson says of the place-bound superintendent, "He is usually older than the man who does not wait, when he takes office as a superintendent."<sup>61</sup> This age differential was found to be true in this study. The average difference in age was 5.4 years as shown in Table VII. It also shows that the average age of the career-bound group member was 38.7 years at the time of his appointment to the superintendency. The oldest career-bound superintendent was 18 years younger than the oldest place-bound superintendent. The youngest member of the group was a place-bound superintendent, although he was only two years younger than the youngest of the career-bound group.

How long does a man serve in other capacities before being appointed to the superintendency? Using the age data as a guide, the career-bound superintendents served about 16 years in other positions and the place-bound

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61. Ibid., p. 7.

TABLE VII  
 AGES OF SUPERINTENDENTS\* IN TEN SELECTED SCHOOL  
 DISTRICTS ACCORDING TO SUPERINTENDENT TYPES

	Ages of Career-bound Superintendents	Ages of Place-bound Superintendents
	42	37
	41	41
	46	66
	48	43
	39	56
Mean	43.2	48.6
	Mean Difference 5.4	
	Mean age at time of appointment to the superintendency	
	38.7	44.1

\*Ages reported as of January 1965

men served an average of 22 years in other positions. The place-bound superintendents served in their present school systems an average of 17.4 years before being appointed to the superintendency.

What was the situation when the present superintendent came into his position? Were board members satisfied with the performance of the previous superintendent? Were board members anxious to see big changes? The answers to these questions could provide clues as to the amount of support a new superintendent would receive if he wished to make changes. It was presumed that board members would look to the new superintendent for changes when they had perceived previous conditions as unfavorable. It was also presumed that board members would convey their wishes for changes to the new superintendent by setting some rather specific expectations. For instance, they might want a stronger public relations program, improved bus service, or a merit salary plan for teachers. Going on this same assumption, it was expected that board members would be resistant to change when they perceived existing conditions as satisfactory. Consequently, their expectations for the new superintendent might be rather general or even undefined. Their only wishes might be to have a good educational program or a fine school system. To test this assumption, superintendents were asked about their appointments. The questions were intended to lead into a

possible clarification of board expectations and were asked in about this order:

1. Who was the former superintendent?
2. Did he retire or go to another position?
3. How did you happen to apply for the superintendency?
4. Why do you suppose you were chosen?
5. Did the board set any particular goals that they wanted you to accomplish?

The purpose in asking the last question was to secure a measure of school board expectations held for the incoming superintendent. If the respondent was able to identify specific expectations without prolonged mental effort his answer was coded a plus. If the response was in broad generalities and required a great deal of thought, it was recorded as a zero. If the superintendent indicated that the board set no particular expectations, the response was coded a minus. The results were subjected to a chi-square test for significance. The resultant probability of .15 was too high to rule out a chance possibility. Consequently, the null hypothesis had to be retained. Nonetheless, a noticeable difference in board expectations did exist between the two groups and can be seen in Table VIII.

TABLE VIII  
 CHANGE EXPECTATIONS HELD FOR THE SUPERINTENDENTS  
 BY BOARDS OF EDUCATION AS REPORTED BY  
 EACH TYPE OF SUPERINTENDENT

Changes Reported by Career-bound Superintendents	Changes Reported by Place-bound Superintendents
+	0
+	-
0	+
+	-
+	-

+ = Clearly defined expectations, easy to recall

- = No expectations, easy to recall

0 = Very general expectations, difficult to recall

P (one-tailed) = .15

Null Hypothesis = Accepted

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Closely associated with the question on school board expectations is one regarding the length of tenure of the predecessor. ". . . If a man's stay in office is long, the chances are greater that his replacement will be an outsider, than if his stay in office is not long."<sup>62</sup> A long period of time may be considered to be anything over 9.1 years which was found to be the mean time in office in a survey conducted by the American Association of School Administrators.<sup>63</sup> A check on the tenure of predecessors in this study showed the average number of years to be 17.2 for the career-bound group which tended to substantiate Carlson's claim. The opposite situation held true for the place-bound group. Their predecessors only averaged 6.6 years in the district as a superintendent. A chi-square test showed a difference which was significant at the .05 level. This is shown in Table IX.

Do career-bound superintendents receive higher salaries than place-bound superintendents? The results of this study showed that they do. This is reported in Table X. Over the four-year test period the career-bound superintendents averaged \$3,227 more each year. At the end of the four years, the total average earnings of career-bound

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62. Ibid., p. 78.

63. American Association of School Administrators and National Education Association, Profile of the School Superintendent (Washington, D.C.: American Association of School Administrators), 1960.

TABLE IX  
 NUMBER OF YEARS SERVED BY PREDECESSORS IN TEN  
 SELECTED SCHOOL DISTRICTS, ACCORDING  
 TO SUPERINTENDENT TYPES

	Years of Service of Predecessors in School Districts having Career-bound Superintendents	Years of Service of Predecessors in School Districts having Place bound Superintendents
	30	6
	13	3
	20	18
	11	2
	12	4
Mean	17.2	6.6
	Mean Difference 10.6	
	P (one-tailed) = .025	
	Null Hypothesis = Rejected	

TABLE X

AVERAGE YEARLY SALARIES OF SUPERINTENDENTS IN TEN  
SELECTED SCHOOL DISTRICTS, 1960-64, ACCORDING  
TO SUPERINTENDENT TYPES

Year	Career- bound	Percent of Yearly Increase	Average Difference	Place- bound	Percent of Yearly Increase
1960- 1961	\$13,020		\$ 2,780	\$10,240	
1961- 1962	14,150	8.68	3,030	11,120	8.59
1962- 1963	15,140	7.00	3,140	12,000	7.91
1963- 1964	16,640	9.91	3,960	12,680	5.67
Four Year Mean	14,738		3,227	11,510	
Four-Year Cumulative Differential			\$12,910		
Percent of Increase 1960-1964					
	Career-bound			Place-bound	
	27.80			23.83	

superintendents was \$12,910 greater than the total average earnings of the place-bound superintendents. It was also noted that the average earnings of career-bound superintendents were higher in their first year than the average earnings of place-bound superintendents in their fourth year.

The average salary differential between career-bound and place-bound superintendents showed a steady increase throughout the test period. Said differently, the place-bound superintendents were losing more ground each year in respect to their salaries.

#### Personality Factors

If career-bound and place-bound superintendents function differently, what factors contributed to the differences? It has been recognized that situational factors, such as school board expectations, may be a cause.

In this section attention was focused on possible personality composites which may have been contributing factors. Are some personality variables related more closely to one group than to the other? Is there something in the personality composition that may cause superintendents to gravitate to one group or the other? Questions like these led to a search for an appropriate ready-made personality inventory. One measure, thought to be valuable in such a test, was perception. If career-bound

superintendents act one way and place-bound superintendents act another way, is it because they perceive different situations or because they perceive the same situation in different ways. The differences in school board expectations between groups would seem to indicate a difference in what was perceived. The possibility of a different base for perceiving, however, merited investigation. The Myers-Briggs Type Indicator<sup>64</sup> was chosen because it contained a reliable perceptual index. The purpose of the test is stated below with permission of the test publishers:<sup>65</sup>

The purpose of the Indicator is to implement Jung's theory of type. The gist of the theory is that much apparently random variation in human behavior is actually quite orderly and consistent, being due to certain basic differences in the way people prefer to use perception and judgment.

"Perception" is here understood to include the processes of becoming-aware,--of things or people or occurrences or ideas. "Judgment" is understood to include the processes of coming-to-conclusions about what has been perceived. If people differ systematically in what they perceive and the conclusions they come to, they may as a result show corresponding differences in their reactions, in their interests, values, needs and motivations, in what they do best and in what they like best to do.

Adopting this working hypothesis, the Indicator aims to ascertain, from self-report of easily reported reactions, people's basic preferences in regard to perception and judgment, so that the effects of the preferences and their

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64. Myers, Isabel Briggs, loc. cit.

65. See Appendix K for letter of permission.

combinations may be established by research and put to practical use.<sup>66</sup>

In the test there are four indices used to determine each of four basic preferences. The four indices are:

<u>Index</u>	<u>Preference as Between</u>	<u>Affects Individual's Choice as to</u>
EI	Extraversion or Introversion	Whether to direct perception and judgment upon environment or world of ideas
SN	Sensing or Intuition	Which of these two kinds of perception to rely on
TF	Thinking or Feeling	Which of these two kinds of judgment to rely on
JP	Judgment or Perception	Whether to use judging or perceptive attitude for dealing with environment <sup>67</sup>

Perhaps, most striking on the profile (Figure 1) is the similarity of patterns rather than the differences. Yet, there is an apparent deviation from similarity on the SN index. Every place-bound superintendent scored higher on the "sensing" measure than did the career-bound group. Only two career-bound superintendents scored in this preference, and their scores were relatively low. The remaining three superintendents scored in the opposite preference, intuition. The mean for the career-bound

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66. Myers, Isabel Briggs, op. cit., p. 1.

67. Ibid.

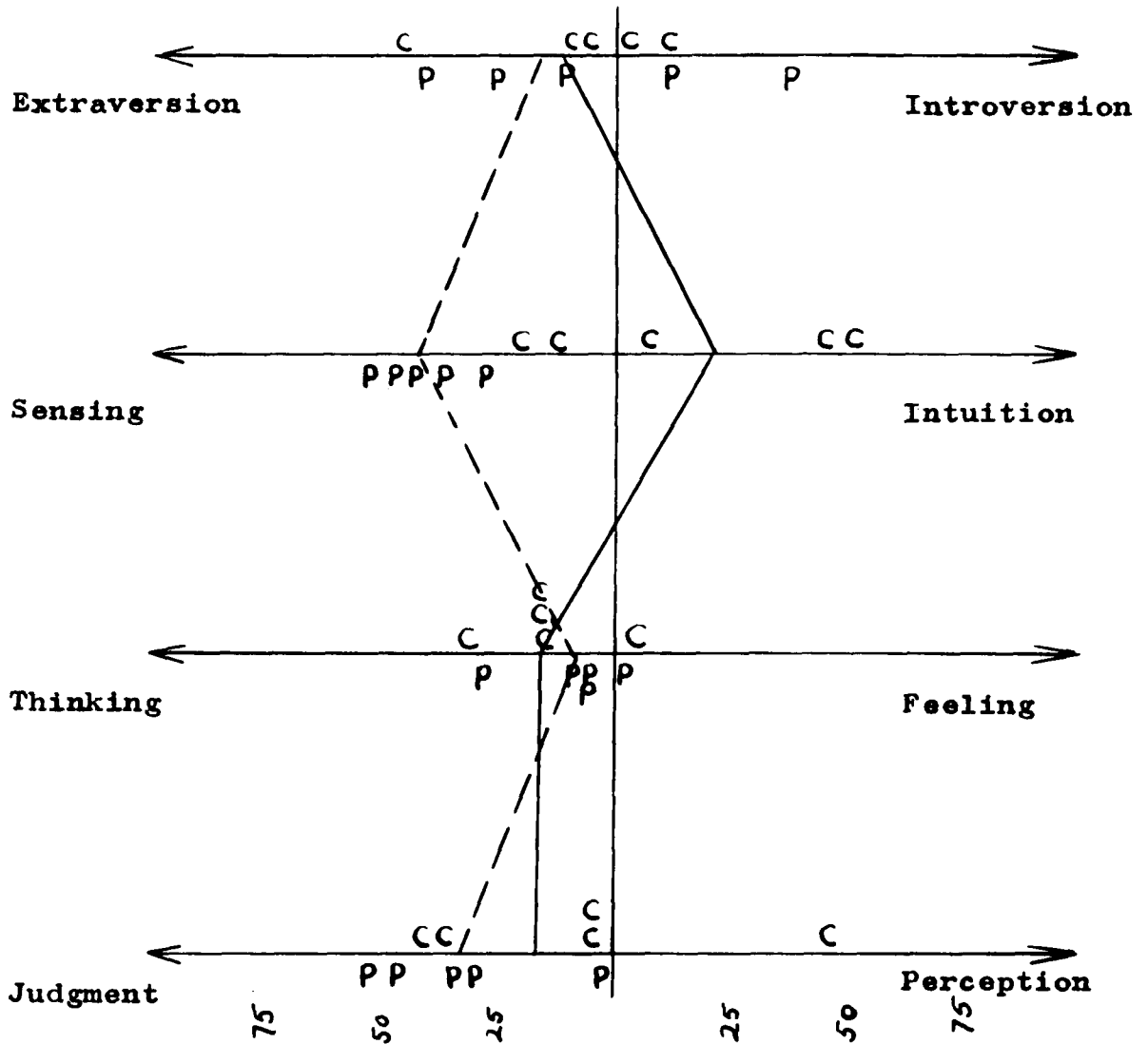


FIGURE 1

MYERS-BRIGGS TYPE INDICATOR, GROUP PROFILES OF SUPERINTENDENTS, SHOWING SCORES AND DIRECTION OF PREFERENCE\*

- C = Career-bound superintendents
- P = Place-bound superintendents
- = Group preference of career-bound superintendents
- = Group preference of place-bound superintendents

\*Isabel Briggs Myers, The Myers-Briggs Type Indicator (Princeton, New Jersey: Educational Testing Service, 1962).

group on the N index placed them collectively in the N category. Said differently, the place-bound superintendents relied on sense perception and the career-bound superintendents as a group relied on intuition perception. Both groups based their judgments on thinking (T) rather than feeling (F).

This placed the career-bound superintendents into the intuition and thinking group (NT) and the place-bound superintendents into the sensing and thinking group (ST). With these classifications, it became possible to draw some conclusions. Myers said:

The NT [career-bound] people also use intuition for purposes of perception, but team it with thinking. They too focus on a possibility, but they approach it with impersonal analysis. Often the possibility they choose is a theoretical, technical or executive one, with the human element subordinated.

They tend to be intellectually ingenious and find their best scope in problem-solving in their field of special interest whether in scientific research, . . . or pioneering in technical or administrative areas.<sup>68</sup>

\* \* \* \* \*

The ST [place-bound] people rely primarily on sensing for purposes of perception and on thinking for purposes of judgment. Thus their main interest focuses upon facts, because facts are what can be collected and verified directly by the senses, by seeing, hearing, touching, counting, weighing, measuring. And they approach their decisions regarding these facts by impersonal analysis, because what they trust is thinking, with its step-by-step logical process of reasoning from cause to effect, from premise to conclusion.

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68. Ibid., p. 55.

In consequence, their personalities tend to be practical and matter-of-fact, and their best chance of success and satisfaction lies in fields which demand impersonal analysis of concrete facts, such as, business, accounting, production, manipulation of machines and materials, economics, law, surgery, etc.<sup>69</sup>

Table XI is included to show comparisons between career-bound superintendents, place-bound superintendents, and a selected group of 124 school administrators.<sup>70</sup>

The results of the inventory indicated that career-bound and place-bound superintendents did perceive in different ways which may account to some degree for their unlike performances. This coupled with perception of different situations provided some understanding for the divergent administrative patterns discussed in the following pages.

#### TRENDS IN ADMINISTRATIVE ACTS

Administrative acts taken together in structure, configuration, or constellation formed the superintendents administrative pattern. To better understand the total patterns of career-bound and place-bound superintendents, similar acts were first compared over the four year

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69. Ibid., p. 54.

70. E. A. von Fange, Implications for School Administration of the Personality Structure of Educational Personnel, Unpublished Ph.D. Thesis, University of Alberta, 1961, cited by Isabel Briggs Myers, The Myers-Briggs Type Indicator (Princeton, New Jersey: Educational Testing Service), 1962.

TABLE XI  
 COMPARISON OF PERCENT OF FREQUENCIES AND MEAN  
 STRENGTHS OF THE PREFERENCES IN CAREER-  
 BOUND AND PLACE-BOUND SUPERINTENDENTS  
 AND SELECTED SCHOOL ADMINISTRATORS\*

Preferences	Career- bound	Place- bound	School administrators**
<b>Extroversion</b>			
Percent	60	60	59
Mean Score	12.2	15.4	--
<b>Introversion</b>			
Percent	40	40	41
Mean Score	2.8	10.0	--
<b>Sensing</b>			
Percent	40	100	58
Mean Score	6.0	41.8	--
<b>Intuition</b>			
Percent	60	0	42
Mean Score	21.0	0.0	--
<b>Thinking</b>			
Percent	80	80	55
Mean Score	16.4	9.6	--
<b>Feeling</b>			
Percent	20	20	45
Mean Score	1.0	.2	--
<b>Judging</b>			
Percent	80	100	86
Mean Score	17.2	34.2	--
<b>Perceiving</b>			
Percent	20	0	14
Mean Score	9.8	0.0	--

\*von Fange, loc. cit.

\*\*Sample consisted of 66 superintendents and 58 principals.

test-period. The comparisons are shown on line graphs and in table form. All ten acts were then compared as a single unit for each of the four years and treated statistically in order to test the hypotheses.

### Managerial Rules

Rules were defined as those written instructions intended to change human action or to confirm existing human action. Each observed rule was recorded under the heading of managerial or institutional, but never in both categories. Each group of rules was treated separately and is discussed in the following paragraphs.

Managerial rules do not affect the child directly, but are intended to control the everyday operations of the school system. Below are three examples of managerial rules: (1) Complimentary tickets issued to faculty members may be used for regularly scheduled games only. (2) All teachers shall be in their classrooms thirty minutes before the first scheduled class. (3) All pay checks are to be cashed within thirty days after date of issue. The most striking thing about the four-year patterns of both groups is their similarity rather than their difference. Figure 2 shows a slight difference between the two groups for years number one, two, and three, but illustrates more vividly the fewer rules that were made by both groups between the second and third year.

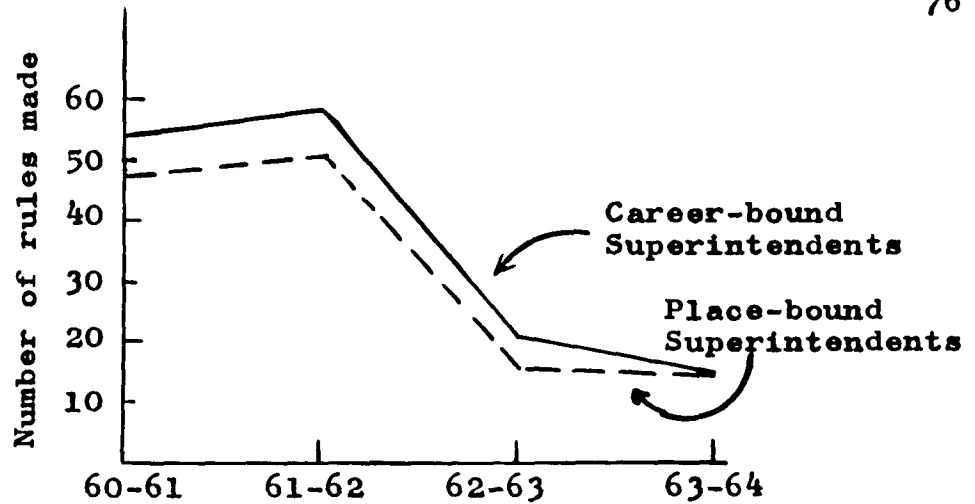


FIGURE 2

NUMBER OF MANAGERIAL RULES MADE, 1960-1964

TABLE XII

COMPARISON OF NUMBER OF MANAGERIAL RULES MADE IN  
TEN SELECTED SCHOOL DISTRICTS, 1960-64  
ACCORDING TO SUPERINTENDENT TYPES

Year	Career-bound	Place-bound	Difference	$\chi^2$	P
1960-61	55	48	7	.35	.29
1961-62	59	52	7	.32	.30
<b>Two Year Totals</b>	<b>114</b>	<b>100</b>	<b>14</b>	<b>.46</b>	<b>.25</b>
1962-63	22	16	6	.66	.22
1963-64	15	15	0	---	---
<b>Two Year Totals</b>	<b>37</b>	<b>31</b>	<b>6</b>	<b>.26</b>	<b>.31</b>

In five of the school districts visited, a set of board policies was originated or up-dated during the first or second year. In one case, the retiring superintendent stayed on the job for an extra month just to help the new superintendent develop a set of policies. Whenever a set of policies was under consideration, a whole group of new rules was established.

Why are there so many managerial rules made by both groups during the early years of incumbency? Quite often new administrators search many documents in an effort to become better acquainted with their new duties. It may be during this process that superintendents recognize a need for new rules or for changes in existing rules. Establishing new rules may be a way of letting others in the organization know that a new man has arrived on the scene. Another explanation may be that rule making may be accelerated at the time because the new superintendent is telling the board, "I am trying to do something about your expectations."

Whatever the reason, evidence shows that career-bound superintendents make slightly more managerial rules than the place-bound superintendents in all but the fourth year of incumbency. See Figure 2 and Table XII. Rule making efforts by both groups declined very sharply during the third and fourth year, but the career-bound group declined by a greater margin than the place-bound group.

Although both groups made exactly the same number of rules in 1963-64, what was apt to happen during 1964-65? If the trend for each group were to continue, the place-bound superintendent would be making a few more managerial rules than the career-bound superintendent during the fifth year of incumbency.

### Institutional Rules

Students or the learning processes are directly affected by institutional rules. Rules like the following were recorded in this category. (1) Students' progress shall be reported through regularly scheduled parent-teacher conferences in grades one through four. (2) In order to be retained, students at the secondary level must have had failing grades in at least two solid subjects. (3) A six-week outdoor education program shall be conducted annually for gifted children.

Rules of this type seemed to need more judicious handling than managerial rules. It appeared that the institutional rules were made only after some deliberation by the board members and the superintendent. Frequently, an institutional issue was discussed at two, three, or more board meetings before final action was taken.

The establishment of new institutional rules aroused community interest in several cases. As a result, board members were sometimes exposed to group pressures

when such rules were made. This did not seem to be the case when managerial rules were established.

Figure 3 shows a great difference in the number of rules made by each group during the first two years. Although it is not as great during the third year, the difference is still great enough to be statistically significant as shown in Table XIII. The trend of the career-bound superintendent relative to making institutional rules is almost identical to his pattern of making managerial rules. This is not true of the place-bound group. Their pattern takes a dip during the third year, but then makes a recovery during the fourth year. Obviously, there would have to be a sharp upward trend for two or more years to equal the accumulated effect of the career-bound superintendent.

Why did career-bound superintendents make substantially more institutional rules than place-bound superintendents? One possible answer may lie in the sociological setting. The career-bound man was somewhat of a stranger to the situation. He may not have perceived or have been concerned about the problems inherent in the changes. If the board expectations were as clearly defined as the evidence indicates, the career-bound superintendent may have received school board support for institutional, as well as managerial, rules. The school board support probably reflected a comparable community support for

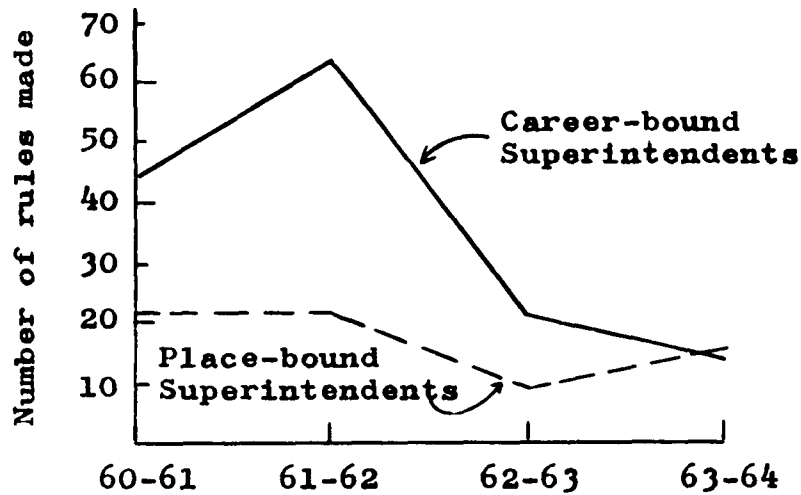


FIGURE 3

NUMBER OF INSTITUTIONAL RULES MADE, 1960-1964

TABLE XIII

COMPARISON OF NUMBER OF INSTITUTIONAL RULES MADE  
IN TEN SELECTED SCHOOL DISTRICTS, 1960-64  
ACCORDING TO SUPERINTENDENT TYPES

Year	Career-bound	Place-bound	Difference	$\chi^2$	P
1960-61	47	21	26	8.44	< .01
1961-62	64	22	42	19.54	< .01
<b>Two Year Totals</b>	<b>111</b>	<b>43</b>	<b>68</b>	<b>31.42</b>	<b>&lt; .01</b>
1962-63	21	9	12	4.04	.02
1963-64	14	16	-2	.02	.44
<b>Two Year Totals</b>	<b>35</b>	<b>25</b>	<b>10</b>	<b>1.67</b>	<b>.10</b>

innovation and may have provided the career-bound superintendent the needed encouragement for making major changes.

#### Added Personnel

In each of the ten school districts visited, the central administrative staff consisted of more personnel than just the superintendent and his secretary. Eight of the school districts had a business manager or a person who served in that capacity. In the two school districts without business managers, the central staff included a maintenance supervisor. Only three of the school districts were operating without a director of instruction or a person responsible for some phase of the instructional program. The most popular position (5) in this category was an assistant superintendent in charge of instruction. The next most popular group of instructional staff members included reading, mathematics, and science consultants. In three of the districts, there were directors of elementary education. An equal number of districts had directors of secondary education.

Other central staff members included director of special education, director of audio-visual instruction, director of personnel, and administrative assistants to the superintendent.

Figure 4 and Table XIV show a great difference in the two groups relative to the number of personnel added

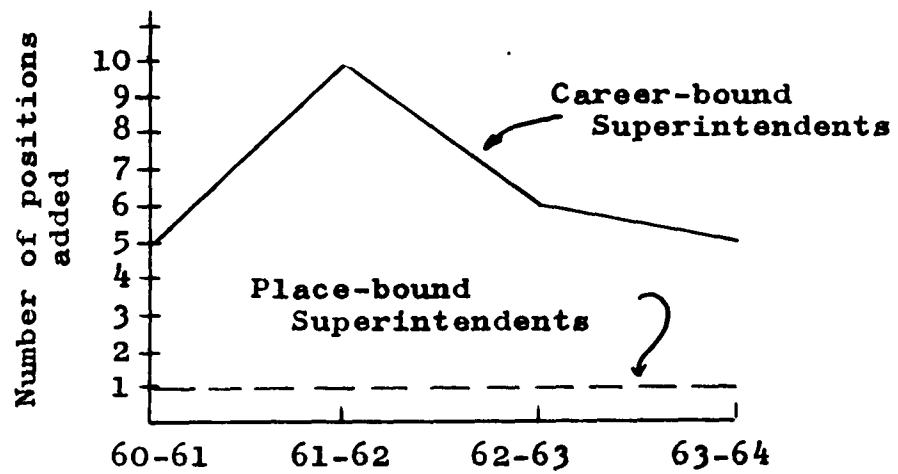


FIGURE 4

NUMBER OF PERSONNEL ADDED TO THE CENTRAL ADMINISTRATIVE STAFF, 1960-1964

TABLE XIV

COMPARISON OF NUMBER OF PERSONNEL ADDED TO THE CENTRAL ADMINISTRATIVE STAFF IN TEN SELECTED SCHOOL DISTRICTS, 1960-64, ACCORDING TO SUPERINTENDENT TYPES

Year	Career-bound	Place-bound	Difference	$\chi^2$	P
1960-61	5	1	4	1.50	.11
1961-62	10	1	9	5.82	< .01
Two Year Total	15	2	13	8.47	< .01
1962-63	6	1	5	2.28	.07
1963-64	5	1	4	1.50	.11
Two Year Total	11	2	9	4.92	.02

to the central administrative staff. The career-bound group added twice as many people during their second year of incumbency. Even in their years of lowest expansion (first and last), the career-bound superintendents added five times as many positions as did the place-bound group. Within the place-bound group the largest school district did not add as many new positions as did the smallest; and in the career-bound group the largest district did not add the largest number of new positions. One of the districts in the career-bound group experiencing the greatest growth did add the largest number of new positions, but this was not true in the place-bound group.

If the number of personnel added to the central staff is not always consistent with size or growth, why do career-bound superintendents create a significantly greater number of positions at the central office than do place-bound superintendents? According to Carlson, ". . . loyalty seems to be the connecting link between new leadership and expansion of the administrative hierarchy."<sup>71</sup> It might be said that superintendents are in need of support from key personnel if they are to successfully make substantial changes in the organization. One way of getting this support might be to hire new people.

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71. Carlson, loc. cit.

It was also possible that the career-bound superintendent must hire more new personnel than place-bound superintendents because of the greater number of institutional rules he has made. If Figure 3 (Institutional Rules) and Figure 4 (Added Personnel) are compared, similarity will be noted in the general patterns of the career-bound superintendents.

### Staff Changes

Reassignment of staff members at the administrative level was another probable indication that changes were being made in the school system. Frequencies were recorded when written evidence showed that a principal had been appointed to the position of curriculum coordinator or when a director of instruction became administrative assistant to the superintendent. If a building principal was transferred to another building as a matter of routine, the action was not recorded. If the transfer was a new practice in the district or if the appointment was to a different grade-level, then the act was recorded.

The most striking result of this investigation was the very low incidence of its occurrence in both groups. The fact that only one place-bound superintendent saw fit to make such a transfer was somewhat surprising. It might be thought that place-bound superintendents would make more such appointments merely because they were better acquainted

with the possible choices within the district. It was also possible that they were better acquainted with the shortcomings of subordinates and refrained from making transfers on this basis.

A likely reason for the greater number of transfers among the career-bound group was the greater number of new positions created. With more positions to be filled, the opportunities for transfers were increased. Even among the career-bound group, however, the incidence was low. The general pattern of greater activity during the first two years of incumbency held true for the career-bound group. A somewhat different, although indistinct pattern began to be seen with the place-bound group. The pattern began in the first year with little or no activity and proceeded to more activity during the third and fourth year.

Figure 5 illustrates the pattern, and Table XV shows the difference to be statistically at the .07 level for the first year and at the .04 level during the second year. When the frequencies are taken as a single count for the first two years, the difference is significant at the .01 level. The count was too low during the third and fourth year to yield a chi-square result.

### Consulting Services

From time to time consultants may be asked to come into a school system to evaluate the science programs, the

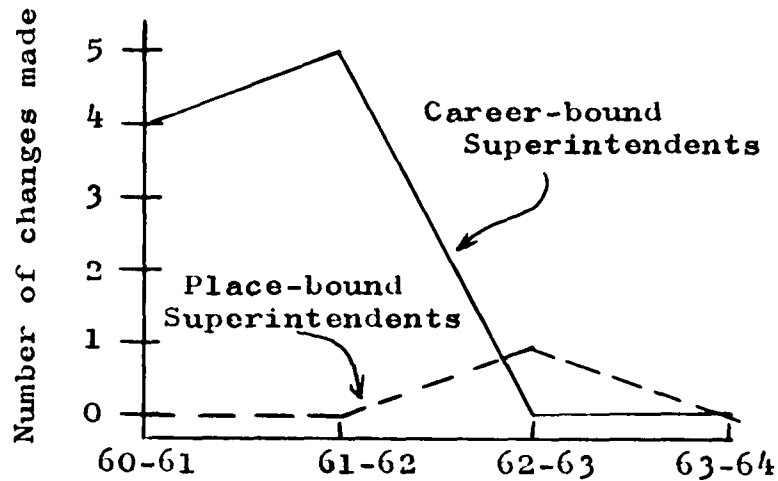


FIGURE 5  
NUMBER OF ADMINISTRATIVE STAFF ASSIGNMENT  
CHANGES, 1960-1964

TABLE XV  
COMPARISON OF NUMBER OF ADMINISTRATIVE STAFF ASSIGNMENT  
CHANGES MADE IN TEN SELECTED SCHOOL DISTRICTS,  
1960-64, ACCORDING TO SUPERINTENDENT TYPES

Year	Career-bound	Place-bound	Difference	$\chi^2$	P
1960-61	4	0	4	2.25	.07
1961-62	5	0	5	3.20	.04
Two Year Total	9	0	9	7.10	< .01
1962-63	0	1	1	--	--
1963-64	0	0	0	--	--
Two Year Total	0	1	1	--	--

music program, or almost any other phase of the instructional program. Consultant services were not limited to the instructional program, however. Consultants were frequently asked for advice on business procedures and building problems, to mention but two. Administrators were found to use consultants for a variety of purposes and in a variety of ways. For instance, in one school district, the establishment of a separate intermediate school was being considered to replace an 8-4 organizational plan. Consultants were hired to study the school system and make recommendations. The same consultants were then asked to work with staff members in organizing the instructional program for the proposed junior high school. Later, the consultants were asked to return to evaluate again.

Recommendations from consultants may also be used by the superintendent as another persuasive force to initiate change. Ironically, the place-bound group which seemingly needs this persuasive force most, used it least. The results of this measure are shown in Figure 6. Both groups showed the greatest activity during the first two years. The activity pattern for the career-bound group showed a recovery in the fourth year which might indicate a preparation for another round of change. The activity trend for the place-bound group showed less fluctuation. This might reflect a more cautious approach which is in keeping with other administrative acts.

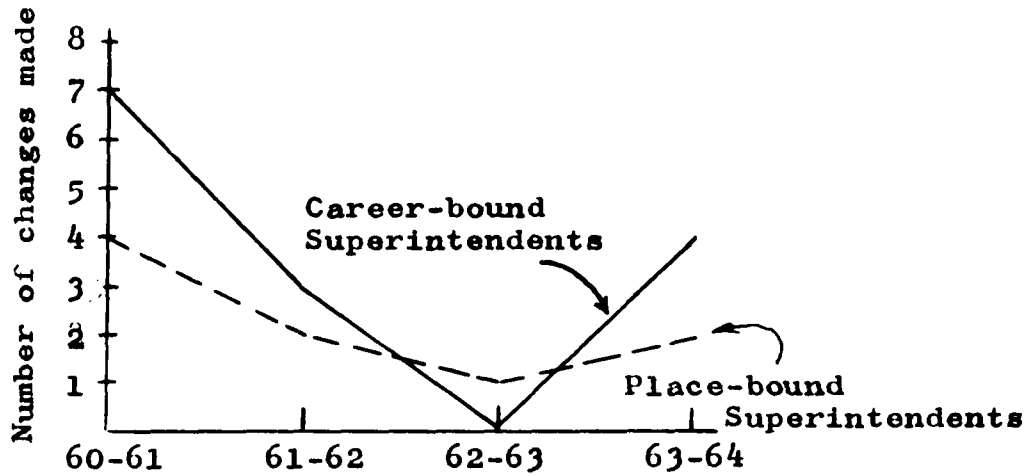


FIGURE 6

NUMBER OF CONSULTING SERVICES CONTRACTED, 1960-64

TABLE XVI

COMPARISON OF NUMBER OF CONSULTING SERVICES CONTRACTED  
IN TEN SELECTED SCHOOL DISTRICTS, 1960-64  
ACCORDING TO SUPERINTENDENT TYPES

Year	Career-bound	Place-bound	Difference	$\chi^2$	P
1960-61	7	4	3	.38	.28
1961-62	3	2	1	---	---
Two Year Totals	10	6	4	.56	.23
1962-63	0	1	-1	---	---
1963-64	4	2	2	.16	.35
Two Year Totals	4	3	1	---	---

Table XVI shows the statistical differences to be at the .23 level for the first two years. The difference is insignificant during the second two-year period.

### Citizens' Committees

The use of citizens by the school district is shown in Figure 7. To qualify as a citizens' committee a group must have been organized to perform a service to the entire school district. Citizens' committees were found to be used by the school district to help plan new instructional and building programs. At times, citizens' committees were also active in promoting tax rate increases and bond elections. Five of the citizens' committees were organized late in the first year of the test period.

In the career-bound groups, more aid was recruited and used during the first two years. A sharp decline in use was apparent during the last two years of the period studied. A reason for this decline in the use of citizens' committee may have been that committees continued to function and there was no apparent need for more recruitment. In the place-bound superintendents' group there was less apparent activity during the first two years of tenure, but by the third and fourth year there were indications of increased activity.

In summary, the use of citizens' committees by the career-bound superintendents was greater in years one and

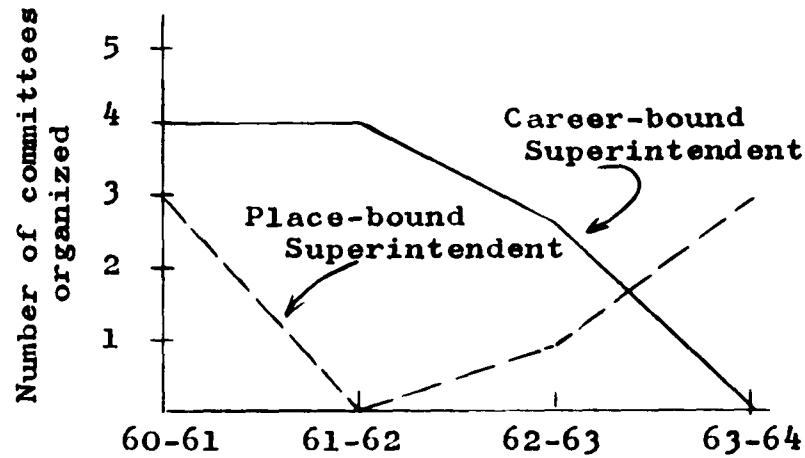


FIGURE 7

NUMBER OF CITIZENS' COMMITTEES ORGANIZED, 1960-1964

TABLE XVII

COMPARISON OF NUMBER OF CITIZENS' COMMITTEES ORGANIZED  
IN TEN SELECTED SCHOOL DISTRICTS, 1960-64  
ACCORDING TO SUPERINTENDENT TYPES

Year	Career-bound	Place-bound	Difference	$\chi^2$	P
1960-61	4	3	1	---	---
1961-62	4	0	4	2.25	.07
Two Year Totals	8	3	5	1.46	.12
1962-63	3	1	2	.25	.32
1963-64	0	3	-3	1.32	.13
Two Year Totals	3	4	-1	---	---

two of the study. The result of the chi-square test of difference was  $P = .12$ . During the third and fourth year of the test period, the difference in use of the citizens' committees by the two types of superintendents was slight.

### In-service Programs

In-service programs were defined as any process whereby the teachers were given assistance in preparation for, during the time of, or following a change in any school district practice. The program was counted as an in-service program if the change was district wide and if it came to the attention of the school board.

In his first year as superintendent the career-bound man had more in-service programs underway than his place-bound counterpart. Place-bound superintendents had fewer in-service programs in their first year and remained at this low point through the second year of their incumbencies. They then began to make more use of in-service programs, but the total number remained lower than that of the career-bound superintendent throughout the four year test period.

The pattern seen in the use of in-service programs by the career-bound superintendents was reversed from those established in the first six acts. There was an accelerated rate of activity with the passage of time instead of a decline. It appeared that more time was needed to initiate

programs of change when large numbers of staff members were involved. Once the start was made, however, more and more in-service programs were introduced. After the first two years of his tenure, the place-bound superintendent's course of action tended to resemble that of the career-bound. For the first two years of his administration, a decline was apparent. An explanation for this might be that the insider lacked the clear mandate for action which the outsider seemed to have received from the board. This may have made the change more difficult for him.

#### Experimental Projects

Experimental projects included trials with new math programs, air-borne instructional television, parent-teacher conferences and other similar innovations. The introduction was on a limited basis and some form of evaluation was implied. A full scale program may have been subsequently adopted or rejected as a result of the experiment. This measure represented an attempt to measure change in the instructional program. The results, therefore, may be more indicative of the superintendent's influence on the instructional program than any of the other administrative acts. There was a noticeable amount of fluctuation from year to year with both groups. During the last year of the test period both groups showed an upward trend. If the irregular trend continued, however,

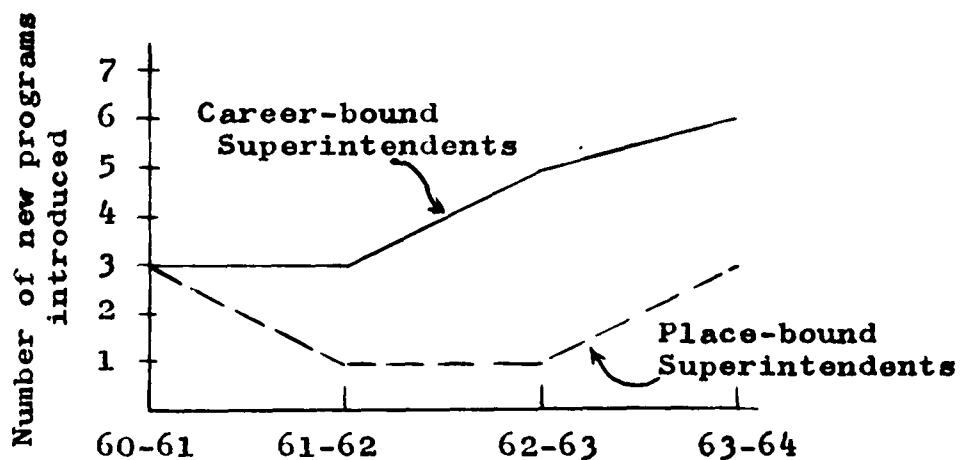


FIGURE 8

NUMBER OF IN-SERVICE PROGRAMS INTRODUCED, 1960-1964

TABLE XVIII

COMPARISON OF NUMBER OF IN-SERVICE PROGRAMS INTRODUCED  
IN TEN SELECTED SCHOOL DISTRICTS, 1960-64 ACCORDING  
TO SUPERINTENDENT TYPES

Year	Career-bound	Place-bound	Difference	$\chi^2$	P
1960-61	3	3	0	---	---
1961-62	3	1	2	.25	.32
<b>Two Year Totals</b>	<b>6</b>	<b>4</b>	<b>2</b>	<b>.25</b>	<b>.32</b>
1962-63	5	1	4	1.50	.11
1963-64	6	3	3	.44	.26
<b>Two Year Totals</b>	<b>11</b>	<b>4</b>	<b>7</b>	<b>2.40</b>	<b>.06</b>

both groups probably did introduce fewer experimental projects during the 1964-65 school year. The career-bound group never introduced fewer than four projects during any one year period and the place-bound group never introduced more than three projects in any one year. At the end of the first two-year period the career-bound group had introduced nearly three times as many projects as the place-bound group as can be seen on Table XIX. At the end of the second two-year period the difference was great enough to cause the null hypothesis to be rejected.

#### Staff Adequacy

The measure of staff adequacy is similar to a teacher-pupil ratio but results from the ratio of all professional staff members to students in average daily attendance. If a school district added staff members without a proportionate increase in enrollments, this rating would improve. If the enrollments increased without the addition of a proportionate number of staff members, the rating would have lessened. If the school districts were just keeping pace with enrollments, the rating would have remained constant. This measure was taken to discover if any differences existed between the two groups relative to their success in improving the staff adequacy ratings.

The career-bound group showed an increase of 5.22 points on the rating scale between the first and the fourth

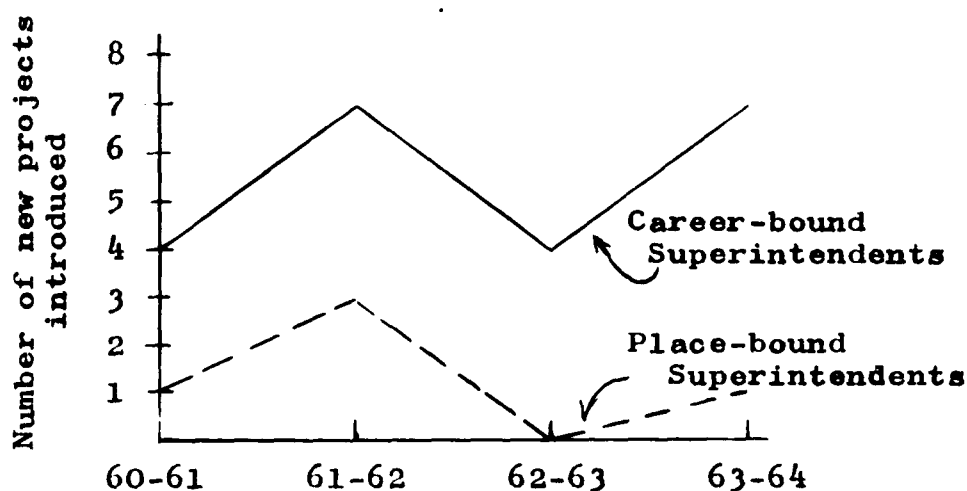


FIGURE 9

NUMBER OF EXPERIMENTAL PROJECTS INTRODUCED, 1960-1964

TABLE XIX

COMPARISON OF NUMBER OF EXPERIMENTAL PROJECTS INTRODUCED  
IN TEN SELECTED SCHOOL DISTRICTS, 1960-64,  
ACCORDING TO SUPERINTENDENT TYPES

Year	Career-bound	Place-bound	Difference	$\chi^2$	P
1960-61	4	1	3	.80	.20
1961-62	7	3	4	.90	.18
<b>Two Year Totals</b>	<b>11</b>	<b>4</b>	<b>7</b>	<b>2.40</b>	<b>.08</b>
1962-63	4	0	4	2.25	.07
1963-64	7	1	6	3.12	.04
<b>Two Year Totals</b>	<b>11</b>	<b>1</b>	<b>10</b>	<b>6.75</b>	<b>&lt;.01</b>

years of the test period. By contrast, the place-bound group showed an increase of 0.20 points. The line representing the career-bound group showed a substantial rate increase during the second year and a slow steady gain in years three and four. For all practical purposes, there was no fluctuation in the place-bound group. The school districts were not gaining in their ratio of teachers to students, but neither were they losing.

A difference existed at the first year level but it was negligible. The probability value of the difference remained at slightly over .30 for the last three years of the test periods as shown in Table XX.

### Staff Retention

Staff retention may be thought of as the holding power of a school system. The number of teachers remaining on the staff at the end of the school year was divided by the total number of staff members in the school system to produce a percent of staff retention. Said differently, it is the opposite of staff turnover.

New superintendents are in a position to create various kinds of relationships with teachers. In referring to place-bound superintendents, Carlson said, "They do not work actively and directly to gain their [teachers]"

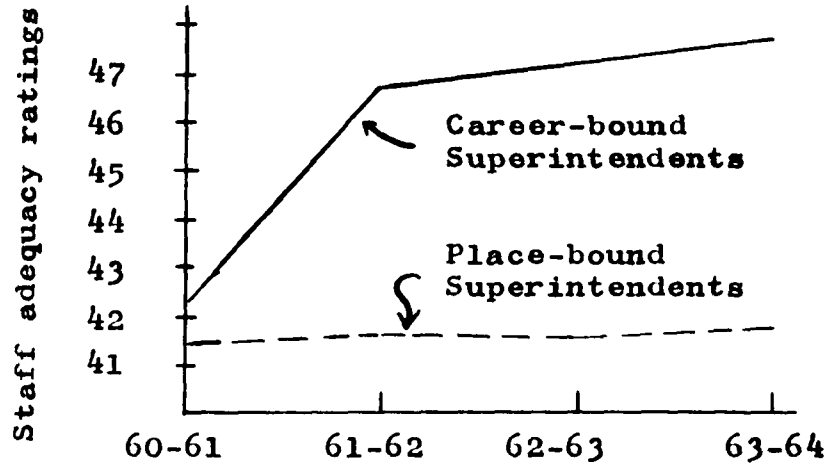


FIGURE 10

CHANGES IN STAFF ADEQUACY RATINGS, 1960-1964

TABLE XX

COMPARISONS OF STAFF ADEQUACY RATINGS IN TEN SELECTED SCHOOL DISTRICTS, 1960-64, ACCORDING TO SUPERINTENDENT TYPES

Year	Career-bound	Place-bound	Difference	$\chi^2$	P
1960-61	42.21	41.48	.73	---	---
1961-62	46.80	41.65	5.15	.19	.34
Two Year Average	43.50	41.56	2.94	---	---
1962-63	47.22	41.76	5.62	.24	.32
1963-64	47.65	41.76	5.89	.29	.31
Two Year Average	47.43	41.68	5.75	.24	.32

support."<sup>72</sup> ". . . they acted almost as if teachers did not exist."<sup>73</sup> "They . . . may be unwilling to press for advances in salary and welfare benefits for teachers."<sup>74</sup>

One possible consequence of this type of relationship might be a desire of teachers to leave the school system. This would be reflected in a lower staff retention ratio. The facts tended to support this contention.

In school systems having place-bound superintendents staff retention was lower by an average of 5.5%. This figure did not change substantially for any of the years in the four-year test period. The career-bound superintendents had a greater retention of staff during all four of the years of the test period. The line graph in Figure 11 shows that the difference between the two groups remained almost constant for the entire test period.

#### DIFFERENCES IN ADMINISTRATIVE PATTERNS

In the preceding pages each of the ten administrative acts was considered over a four-year period to gain a two-way perspective on each act. First, the performance of each group of superintendents could be viewed for the four year period. This allowed some generalizations to be

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72. Ibid., p. 70.

73. Ibid., p. 39.

74. Ibid., p. 59.

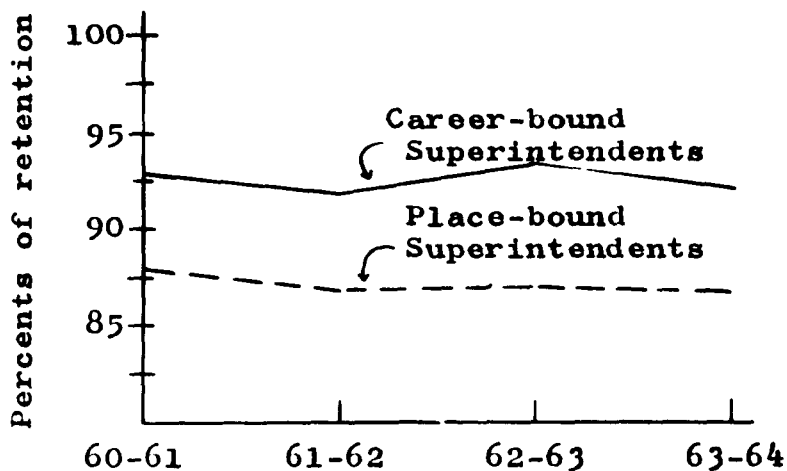


FIGURE 11

CHANGES IN PERCENT OF STAFF RETENTION, 1960-1964

TABLE XXI

COMPARISON OF PERCENTS OF STAFF RETENTION IN TEN  
SELECTED SCHOOL DISTRICTS, 1960-64 ACCORDING  
TO SUPERINTENDENT TYPES

Year	Career-bound	Place-bound	Difference	$\chi^2$	P
1960-61	92.64	87.71	4.93	.14	.35
1961-62	91.99	86.35	5.64	.20	.33
Two Year Average	92.32	87.03	5.29	.14	.35
1962-63	93.07	86.71	6.36	.20	.33
1963-64	92.44	86.61	5.83	.14	.35
Two Year Average	92.76	86.66	6.10	.20	.33

made on trends over a span of time. Secondly, the performance of each group was seen in relation to the other group for the same period. This allowed comparisons to be made of performance of each group at four different times.

In the following pages all ten acts are considered for one year at a time. The purpose was to look at the acts collectively for each group and compare one set of administrative patterns with the other set of administrative patterns in order to test the hypotheses.

A sign test was applied to the data to determine the level of probability. Before the experiment began, a level of significance was established at .05. Any probability ratio beyond this figure would have caused the null hypothesis to be rejected. Tables XXII and XXIII show that the probability level for the first and second year of the test period was beyond the .01 level. The first null hypothesis, therefore, was rejected. It read as follows:

The differences in the administrative patterns of place-bound and career-bound superintendents will not be statistically significant during the first and second year of their incumbency.

The same test was applied to the data for the third and fourth years of the test period. Tables XXIV and XXV show that the probabilities for the third and fourth years of the test were .0546 and .14 respectively. The

TABLE XXII

COMPARISON OF ADMINISTRATIVE ACTS IN TEN SELECTED SCHOOL  
DISTRICTS, ACCORDING TO SUPERINTENDENT TYPES  
1960-1961

Administrative Acts	Career- bound	Place- bound	Direction of difference	Sign
1. Managerial Rules	55	48	CB > PB	+
2. Institutional Rules	47	21	CB > PB	+
3. Added Personnel	5	1	CB > PB	+
4. Staff Changes	4	0	CB > PB	+
5. Consulting Services	7	4	CB > PB	+
6. Citizens' Committee	4	3	CB > PB	+
7. In-service Programs	3	3	CB = PB	0
8. Experimental Projects	4	1	CB > PB	+
9. Staff Adequacy*	42.21	41.48	CB > PB	+
10. Staff Retention**	92.64	87.71	CB > PB	+

Number of Matched Pairs  
Showing Difference = 9

Number of Matched Pairs  
Showing Fewer Signs = 0

$$P = .002$$

Null Hypothesis = Rejected

\*Staff Adequacy Rating defined:

$S \div W P \times 1000$  where

S = Number of Certificated Staff Members

WP = Weighted Pupils

kindergarten pupils average daily attendance

$\div$  by two, grades 1-8 x 1, and grades 9-12 x 1.1

\*\*Staff Retention =  $\frac{\text{Staff Members Remaining}}{\text{Total Staff Positions}}$

TABLE XXIII

COMPARISON OF ADMINISTRATIVE ACTS IN TEN SELECTED SCHOOL  
DISTRICTS, ACCORDING TO SUPERINTENDENT TYPES  
1961-1962

Administrative Acts	Career- bound	Place- bound	Direction of difference	Sign
1. Managerial Rules	59	52	CB > PB	+
2. Institutional Rules	64	22	CB > PB	+
3. Added Personnel	10	1	CB > PB	+
4. Staff Changes	5	0	CB > PB	+
5. Consulting Services	3	2	CB > PB	+
6. Citizens' Committees	4	0	CB > PB	+
7. In-service Projects	3	1	CB > PB	+
8. Experimental Projects	7	3	CB > PB	+
9. Staff Adequacy*	46.80	41.65	CB > PB	+
10. Staff Retention**	91.99	86.35	CB > PB	+

Number of Matched Pairs  
Showing Difference = 10

Number of Matched Pairs  
Showing Fewer Signs = 0

P = .001

Null Hypothesis = Rejected

\* Staff Adequacy Rating Formula, see Table XXII.

\*\* Staff Retention Formula, see Table XXII.

TABLE XXIV

COMPARISON OF ADMINISTRATIVE ACTS IN TEN SELECTED SCHOOL  
DISTRICTS, ACCORDING TO SUPERINTENDENT TYPES  
1962-1963

Administrative Act	Career- bound	Place- bound	Direction of difference	Sign
1. Managerial Rules	22	16	CB > PB	+
2. Institutional Rules	21	9	CB > PB	+
3. Added Personnel	6	1	CB > PB	+
4. Staff Changes	0	1	CB < PB	-
5. Consulting Services	0	1	CB < PB	-
6. Citizens' Committee	3	1	CB > PB	+
7. In-service Programs	5	1	CB > PB	+
8. Experimental Projects	4	0	CB > PB	+
9. Staff Adequacy*	47.22	41.76	CB > PB	+
10. Staff Retention**	93.07	86.71	CB > PB	+

Number of Matched Pairs  
Showing Difference = 10

Number of Matched Pairs  
Showing Fewer Signs = 2

$$P = .0546$$

Null Hypothesis = Accepted

\*Staff Adequacy Rating Formula, see Table XXII.

\*\*Staff Retention Formula, see Table XXII.

TABLE XXV

COMPARISON OF ADMINISTRATIVE ACTS IN TEN SELECTED SCHOOL  
DISTRICTS, ACCORDING TO SUPERINTENDENT TYPES  
1963-1964

Administrative Acts	Career- bound	Place- bound	Direction of difference	Sign
1. Managerial Rules	15	15	CB = PB	0
2. Institutional Rules	14	16	CB < PB	-
3. Added Personnel	5	1	CB > PB	+
4. Staff Changes	0	0	CB = PB	0
5. Consulting Services	4	2	CB > PB	+
6. Citizens' Committee	0	3	CB < PB	-
7. In-service Programs	6	3	CB > PB	+
8. Experimental Projects	7	1	CB > PB	+
9. Staff Adequacy*	47.65	41.76	CB > PB	+
10. Staff Retention**	92.44	86.61	CB > PB	+

Number of Matched Pairs  
Showing Difference = 8

Number of Matched Pairs  
Showing Fewer Signs = 2

$$P = .144$$

Null Hypothesis = Accepted

\*Staff Adequacy Rating Formula, see Table XXII.

\*\*Staff Retention Formula, see Table XXII.

second null-hypothesis, therefore, was accepted. It read as follows:

The differences in administrative patterns of place-bound and career-bound superintendents will not be statistically significant during the third and fourth year of their incumbency.

In summary, career-bound and place-bound superintendents were measured over a four-year period on their performance in ten selected administrative acts. Their collective performance for each year was subjected to a statistical analysis to determine if their unlike performance was sufficiently different to remove any doubt of a chance happening. During the first two years the differences were great enough to be termed significant. The differences in administrative patterns diminished somewhat during the second two years and were not significant. The implications of the findings are discussed in Chapter IV.

#### RULE-MAKING

The making of rules seems to be an inescapable ingredient of the administrative process. When Luther Gulick coined the word POSDCORB<sup>75</sup> he designated one function of the administrator as directing. Directing ". . . is the continuous task of making decisions and

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75. Luther H. Gulick, Papers on the Science of Administration (New York: Institute of Public Administration, Columbia University), 1937.

embodying them in specific and general orders and instructions."<sup>76</sup>

It was shown in Figures 2 and 3 on pages 76 and 80 that both types of superintendents made many more rules during the first two years of their tenure than they did during their third and fourth years. A chi-square test showed that the difference was statistically significant beyond the .01 level.

Rules were viewed from another frame of reference which may be stated in the form of two questions: Which group of superintendents made more managerial rules? and Which group made more institutional rules? The career-bound superintendents were found to make slightly more than half (54%) of all the managerial rules. A look at the institutional rules revealed quite a different picture. Out of two-hundred and fourteen institutional rules made by both groups, the career-bound superintendents had made 146, or 70% of the total.

Thus, there was comparatively little difference (8%) between the number of managerial rules made by each group. By comparison, however, the difference between the number of institutional rules made by each group (40%) was significant beyond the .01 level.

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<sup>76</sup>. Hagman and Schwartz, Administration in Profile for School Executives (New York: Harper and Brothers), 1955.

In the pages that follow rules were viewed from a different frame of reference. During the pre-test operations, it was noted by the writer that some rules were intended to restrict the actions of those who would be affected by the rule, while some were intended to allow more freedom. Following this line of thought, the rules recorded in the second pre-test were coded according to the following criteria: Are those affected by the rule able to make more or less decisions as a result of the rule? In order to make this determination, it was sometimes necessary to ascertain the rule being supplanted. Thus the question was asked: Did the new rule give more or less freedom than the old rule? If a rule was determined to increase freedom of those affected, the rule was labelled as liberalizing and coded with a plus sign. If the rule was adjudged to be limiting in freedom for those affected, the rule was labelled as restrictive and coded with a minus sign. Some rules could not be dichotomized with complete certainty according to this criterion and were coded as a "0". Out of the 496 rules coded only 24 rules fell into the non-certainty group. The motive behind this effort was to determine whether one type of rule was related to one group of superintendents and to what degree this relationship existed. In order to test this relationship statistically the data were subjected to a tetrachoric

computation to determine degree of correlation. The results were obtained for each of the test years and are shown in Tables XXVI and XXVII.

The results of the tetrachoric computation denoted high to very high relationship<sup>77</sup> between career-bound superintendents and liberalizing type rules and between place-bound superintendents and restrictive type rules. These findings are in agreement with what might be expected if a school board is, ". . . purchasing a stabilizing service from the insider and a creative service from the outsider."<sup>78</sup> Stabilizing efforts usually require a tightening of the reins. The less latitude permitted by rules, the more stabilizing are the results.

#### SUMMARY OF THE CHAPTER

In this chapter the findings were presented in four sections. The first section was devoted to a description of the school districts included in the project. They were divided into two groups of five each according to superintendent type. Although the ten school districts had minor differences, all possessed relatively the same

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77. Henry E. Garrett and R. S. Woodworth, Statistics in Psychology and Education (New York: David McKay Co., 1962), p. 176.

78. Carlson, op. cit., p. 19.

TABLE XXVI

A COMPARISON OF NUMBER OF LIBERALIZING AND RESTRICTIVE  
RULES MADE BY CAREER-BOUND AND PLACE-BOUND  
SUPERINTENDENTS DURING THE FIRST  
TWO YEARS OF INCUMBENCY

Year 1960-61				
		Type of Rules*		
		R	L	
Career-bound Superintendents	b	31	a 65	96
Place-bound Superintendents	d	52	c 14	66
		83	79	162
		$r_t =$		.99
Year 1961-62				
		Type of Rules*		
		R	L	
Career-bound Superintendents	b	18	a 100	118
Place-bound Superintendents	d	55	c 16	71
		73	116	189
		$r_t =$		.83

\*R = Restrictive, those rules intended to restrict the actions of those affected.

L = Liberalizing, those rules intended to allow more freedom of action by those affected.

TABLE XXVII

A COMPARISON OF NUMBER OF LIBERALIZING AND RESTRICTIVE  
RULES MADE BY CAREER-BOUND AND PLACE-BOUND  
SUPERINTENDENTS DURING THE SECOND  
TWO YEARS OF INCUMBENCY

Year 1962-63			
	Type of Rules*		
	R	L	
Career-bound Superintendents	b 6	a 36	42
Place-bound Superintendents	d 17	c 7	24
	23	43	66
		$r_t$	= .99
Year 1963-64			
	Type of Rules*		
	R	L	
Career-bound Superintendents	b 7	a 20	27
Place-bound Superintendents	d 19	c 9	28
	26	29	55
		$r_t$	= .99

\*R = Restrictive, those rules intended to restrict the actions of those affected.  
L = Liberalizing, those rules intended to allow more freedom of action by those affected.

potential for the enactment of the ten administrative acts to approximately the same level.

In the next section both groups were compared for differences in personal factors. Career-bound superintendents were found to be younger than place-bound superintendents by an average of 5.4 years. The average salary differential was \$3,227 in favor of the career-bound superintendents. School board expectations were somewhat more clearly defined for the career-bound group and their predecessors had been in office longer. According to results of the Myers-Briggs Type Indicator<sup>79</sup> career-bound superintendents relied on intuition for their perceptual base and place-bound superintendents relied on sensing for their perceptual base.

In the third section the performance of each group of superintendents in each of the ten districts was analyzed in two respects: (1) Over a four-year test period to determine trends. (2) In comparison with the opposite group to note differences.

The second half of this section dealt with seeking an answer to the hypotheses stated in Chapter I. The acts were treated collectively by group for each of the test years and subjected to a sign test. As a consequence, the

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79. Myers, loc. cit.

first null hypothesis was rejected and the second null hypothesis was accepted.

The last section focused on rule making. It was found that a high relationship existed between career-bound superintendents and liberalizing type rules and between place-bound superintendents and restrictive type rules.

## CHAPTER IV

### SUMMARY OF THE FINDINGS AND CONCLUSIONS

The final chapter of the report has four sections. The first section is a summary of the findings reported in Chapter III. The second section contains suggested uses for the findings. The third section has recommendations for further studies on career-bound and place-bound superintendents. The last section is devoted to suggestions for studies related to career-bound and place-bound superintendents.

### SUMMARY OF THE FINDINGS

Gouldner,<sup>80</sup> Bennis,<sup>81</sup> and Marvich<sup>82</sup> found in their studies that administrators hired from outside an organization have a different central pattern of action than administrators promoted from within an organization.

The major concern in the studies just mentioned was the identification of different types of administrators and the acquisition of evidence to support the different

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80. Gouldner, loc. cit.

81. Bennis, loc. cit.

82. Marvich, loc. cit.

patterns of operations. Carlson<sup>83</sup> found comparable differences to exist with public school superintendents, but did not attempt to establish these differences beyond a two-year period.

In the present study, the objective was to discover what happens to the differences in central patterns of action in career-bound and place-bound superintendents after a two-year period. Based on Griffiths'<sup>84</sup> theory of change in organizations, the differences were expected to diminish with the passage of time.

In reviewing the findings of the present study, three areas are discussed: (1) Differences in career-bound and place-bound superintendents and differences in their respective situations. (2) Changes over time in administrative patterns. (3) Differences in the types of rules made by each group.

#### Differences in Superintendents and Situations

As a group, the career-bound superintendents were younger than the place-bound superintendents by an average of 5.4 years. Although they were younger, career-bound superintendents earned more money than place-bound superintendents. The average difference in salaries during the

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83. Carlson, loc. cit.

84. Griffiths, loc. cit.

first year was \$2,780, but had increased to \$3,960 during the fourth year of incumbency. In other words, the place-bound superintendents were also receiving smaller percentage increases than were the career-bound superintendents.

Career-bound superintendents were found to be in slightly larger school districts than were the place-bound superintendents. The average number of buildings in each group were 8.8 and 7.2 respectively. Enrollments were increasing at a slightly higher rate in the school districts with career-bound superintendents but neither group of school districts was substantially different from the national average for 1963-1964.<sup>85</sup> The average rates of increase were: career-bound 7.9%; place-bound 2.6%; and national average 3.4%.

The differences noted thus far have meaning, but are not considered essential to an understanding of the causes for differences in career-bound and place-bound superintendents. Differences described in the following paragraphs, however, are considered important to an understanding of underlying causes for the differences in career-bound and place-bound superintendents.

Predecessors in each group had different lengths of service to their respective school districts.

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85. Research Division, National Education Association, loc. cit.

Predecessors of career-bound superintendents had an average of 17.2 years of service in the school district as a superintendent while predecessors of place-bound superintendents had an average of 6.6 years. The difference is statistically significant and in agreement with a school board tendency to hire outsiders when the outgoing superintendent has had a long tenure.<sup>86</sup>

What was the collective attitude (assuming this to be possible) of the school board toward change when the present superintendent was hired? Were board members expecting changes from the incoming superintendent or were they unconcerned about changes? Of the career-bound superintendents, 80% recalled clearly defined change expectations held for them by the school board but only 20% of the place-bound superintendents reported clearly defined change expectations from the school board. If superintendents respond in their actions according to their perceptions of school board expectations, the cause for the unlike performances of career-bound and place-bound superintendents is somewhat justified.

There was evidence to show that the superintendents perceived from a different frame of reference. On the Myers-Briggs Type Indicator<sup>87</sup> all of the place-bound

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86. Carlson, loc. cit.

87. Myers, loc. cit.

superintendents scored higher on the "sensing"<sup>88</sup> measure than the career-bound superintendents. On the same test the career-bound superintendents scored higher on the opposite measure "intuition."<sup>89</sup> By definition, those that scored higher on the intuition measure (career-bound), than on the sensing measure had a tendency to focus on the possibilities in a situation. This might well mean that career-bound superintendents found more possibilities for change because they were looking for them.

#### Viewing Administrative Patterns

What was the general change pattern of the superintendents over the four-year period? Did one group start out slowly and gain momentum? Did the other group make an early spurt and then taper off?

Changes in administrative patterns. In generalizing, the career-bound superintendents showed more change activity during the first and second year of their incumbency than they did during their third and fourth year.

An exception to the generalization was in the measure of in-service programs. More programs of in-service education were introduced during the second two-year period, than during the first two-year period. In the staff

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88. Ibid.

89. Ibid. See also page 72 for an elaboration of this measure.

adequacy measure a sharp increase was made during the second year and a steady but slight increase was maintained throughout the remainder of the test period.

The trend most generally observed in the administrative activities of the place-bound superintendents was: some activity during the first two years, a decline in activity during the third year, and a slight incline in activity during the fourth year. More noteworthy perhaps was the lack of sharp fluctuations in the amount of activity from year to year. The more uniform trend in the place-bound group was evidence that the board was purchasing a stabilizing service from the insider.<sup>90</sup>

The only major exception to the trend just described was in the measure of managerial rules. More than three times as many managerial rules were made by place-bound superintendents during the first two years as were made during the second two year period (100 to 31). This might have been accounted for by the superintendent's attempt to gain control over the organization early in his incumbency.

Differences in administrative patterns. Just how different were the administrative patterns of career-bound and place-bound superintendents? To answer this question, career-bound and place-bound superintendents were measured over a four-year period on their performance in ten

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90. Carlson, loc. cit.

selected administrative acts. Their collective performance for each year was subjected to a statistical analysis to determine if their unlike performance was sufficiently different to remove any doubt of a chance happening.

During the first year of the test period the measures for the career-bound group were higher than the measures for the place-bound group in nine of the ten administrative acts. During the second year of the test period the measures for the career-bound group were higher than the measures for the place-bound group in all ten administrative acts. Thus, the probability ratio was significant beyond the .05 level for both years and the first null hypothesis was rejected.

During the third year of the test period, the measures for the career-bound group were higher than the measures for the place-bound group in eight of the ten administrative acts. During the fourth year of the test period the measures for the career-bound group were higher than the measures for the place-bound group in six of the ten administrative acts. Therefore, the probability ratio during the third and fourth year was not significant at the .05 level. The second null hypothesis was accepted.

Said in another way, the differences in performance of career-bound and place-bound superintendents were great enough to be significant during the first two years of their incumbency. The differences in performance

diminished somewhat during the second two years and were not significant. This raises the question: Did the career-bound superintendents become more like the place-bound superintendents or did the place-bound superintendents become more like the career-bound superintendents?

Without discussing again the performance of each group on each act, it is almost meaningless to answer the question, except to say that they became more like each other. Although the differences were not significant beyond the first two years, a high degree of difference was still present at the end of the fourth year.

#### Special Emphasis on Rule-Making

Both groups of superintendents tended to be pre-occupied with rules and rule making during the first two years of their incumbencies. Collectively, they made almost three times as many rules during the first two years as they did during the second two years (368 as compared to 128). It was already known that rules could be dichotomized as either managerial or institutional. Could rules be examined from still a different frame of reference?

During pre-test operations the writer noticed that some rules were intended to restrict the actions of those affected by the rule, while other rules were intended to give more latitude to those affected. It was

decided to apply the following criteria to each of the rules: Are those affected by this rule given more or less freedom as a result of the rule? The rules were then dichotomized as either liberalizing or as restrictive and subjected to tetrachoric computations to determine degrees of correlations. From the results very high correlations between career-bound superintendents and liberalizing type rules and between place-bound superintendents and restrictive type rules were apparent. The correlations for each of the four years were: .99, .83, .99, and .99.

The findings were supportive of a concept that place-bound superintendents performed a stabilizing service and career-bound superintendents performed an innovative service. The measure offered another possible tool for evaluating administrative performance.

#### SUGGESTED USES OF THE FINDINGS

The final responsibility for selecting a new superintendent resides with the board of education. In fact, "A school board performs no function more important than the selection of a chief executive officer to administer the schools," Bortner stated.<sup>91</sup> Often a conscientious board of education will seek help of a consulting service

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91. Doyle M. Bortner, "A Committee Approach to Selecting a Superintendent," American School Board Journal, Vol. 140 (June, 1960), pp. 17-18.

to assist in the screening process. The findings of the present study should prove helpful to school boards and consultants or anyone else who plays a part in the selection process.

With an understanding of the dissimilar administrative patterns of career-bound and place-bound superintendents those responsible for the selection of superintendents are in a position to judge the consequences of their actions. The process of selecting a new superintendent affords an opportunity to assess the situation in the school system. If that situation is perceived to be highly desirable and worthy of affirmation, stronger consideration might be given to qualified candidates from within the school system. If the situation is perceived to be one of stagnation or deterioration, stronger consideration might be given to qualified candidates from outside the school system. "A board does not perform its duty adequately when a vacancy occurs, if it simply appoints the most readily available person without a careful study of the situation," said Ellena.<sup>92</sup>

Principles that apply to the selection of a superintendent might well apply to the selection of other administrators in any type of organization.

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92. William J. Ellena, "Selecting a Superintendent," American School Board Journal, Vol. 146 (February, 1963), p. 15.

SUGGESTIONS FOR ADDITIONAL STUDIES ON  
CAREER-BOUND AND PLACE-BOUND  
SUPERINTENDENTS

As the writer went about the task of collecting data for the study, more questions were raised than answered. Questions which seemed worthy of investigation are presented along with suggestions for further research. The first discussion is limited to ideas for further investigations on career-bound and place-bound superintendents. A second discussion follows which contains suggestions for other related studies.

If administrative patterns of career-bound and place-bound superintendents are more alike after four years of incumbency, will the administrative patterns be nearly identical after six or more years? An investigation of the same ten school systems used in the present study after two more years of operation might supply an answer.

What differences might be found if the selected career-bound and place-bound superintendents had varying lengths of incumbency but were tested over the identical four calendar years? The chart below might better illustrate the plan:

COMPARISON OF ADMINISTRATIVE PATTERNS OF  
SELECTED SUPERINTENDENTS FOR THE  
YEARS OF 1960-1964

Types of Superintendents	Number to be tested	Number of Years Served as Superintendent in the Present System
Career-bound	5	4
Place-bound	5	4
Career-bound	5	8
Place-bound	5	8
Career-bound	5	16
Place-bound	5	16

Will the differences found in the present study also be found in school districts of other sizes and/or in other geographical areas of the United States? The present study could be replicated and conducted with a variety of samples.

Ten administrative acts were measured in the present study to determine differences in operation of career-bound and place-bound superintendents. What other types of measures could have been used?

Changes in the salary schedules of teachers and non-certificated personnel presented a possibility for comparison. Carlson said:

For example, inside successors may be unwilling to press for advances in salary and welfare benefits for teachers. The lower salary of an insider is not so far "out of line" with respect to teachers salaries as is the outsider. The insider, therefore, feels less pressure to bring the teachers salaries

"into line." Also some judge school systems by how much they pay teachers. To raise teachers salaries may be a side payment bargained for and won by the outsider, but not by insiders. Furthermore, insiders may know the teachers too well to be concerned over their salaries. In contrast the outsider knows only the salary figures for the district, and if salaries reflect unfavorably, he will raise them without thought of teachers as individuals.<sup>93</sup>

Another measuring device which might help to better identify differences in the administrative patterns of career-bound and place-bound superintendents is the Leadership Behavior Descriptive Questionnaire.<sup>94</sup> This is a tool that allows teachers, board members, and other associates to respond to the leadership acts of the superintendent.

Adaptability is another measure which might show a relationship to differences found in school districts headed by career-bound and place-bound superintendents. An instrument which has been developed specifically for the purpose of measuring the adaptability of school systems is The Growing Edge.<sup>95</sup> It seemed probable that high scores

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93. Carlson, op. cit., p. 59.

94. Andrew W. Halpin, "The Leadership Behavior of School Superintendents," The School Community Development Study Monograph Series, No. 4 (Columbus, Ohio: Ohio State University, 1956), p. 4.

95. Paul R. Mort, William S. Vincent, and Clarence Newell, The Growing Edge (New York: Metropolitan School Study Council, 1957), 33pp.

on adaptability measures would relate with the districts having career-bound superintendents.

#### SUGGESTIONS FOR RELATED STUDIES

Two problems appeared to be common to all school districts: (1) What kinds of information should be included in the official school board minutes? (2) Where should the supporting material be housed? Some of the board minutes contained a great deal of detail and others contained only a summary statement of the official action taken at the meetings. Some board minutes contained a copy of every letter of resignation. Others listed only the names of those who had resigned. In some board minutes an exact time was listed for the start and finish of each meeting. No mention of time was made in other board minutes. Some board minutes were kept in separate books according to fiscal years. In other school districts all the minutes were kept in one book. The development of a state-wide plan for keeping official school board minutes may be the bases of a worthwhile study. The studies might be focused on an item retrieval rate, or an indexing method or on the use of microfilming.

Every school district visited experienced some type of major building program during the four-year test period. During the building programs, boards of education and superintendents devoted a disproportionate amount of time

to the many details of the projects. Are boards of education and superintendents allocating too much of their attention to building problems and therefore neglecting instructional problems? Is it feasible or practical to appoint special boards to handle the bulk of the building problems? Could research projects be of help in seeking solutions to these questions?

Additional research in leadership preparation programs is highly recommended. How can future leaders in education be prepared to deal effectively with organizational change? It seems safe to say that most superintendents want to be successful educational leaders. Their success in many respects depends on an ability to perceive needs and to implement desirable changes at an optimum pace.

## APPENDICES

- A. Letter to Superintendents Seeking Permission to Conduct Project in Their School Districts
- B. Agreement to Participate
- C. Follow-up Letter Setting Date for Proposed Visit
- D. Response Sheet for Date Conflict
- E. Records for Research Project
- F. Letter of Appreciation to Superintendents Not Participating
- G. Supplementary Data
- H. Data Sheet for Recording Rules
- I. Data Sheet for Recording Acts 2-8
- J. School Districts that Participated
- K. Letter of Permission from Educational Testing Service

3027 East Third Street  
Tucson, Arizona  
December 15, 1964

Dear Mr. Superintendent:

I am in the early stages of my doctoral research project which is concerned with school district operational patterns. After considerable searching, your school district was found to be one of only fifteen in a four-state area that satisfies the necessary research conditions. Since so few samples are available, your consent to participate becomes extremely important to the success of the project.

In designing the study, every attempt has been made to minimize the efforts of those participating, and very little assistance from you would be needed. The general plan is to allow me to visit your administrative office between January 26 and February 19. During this visit, I would tabulate school district operations by referring to board minutes for the past four years. Access to the records, a little corner in which to work and a very few minutes of your valuable time are all I would need.

This research has been planned under the direction of Dr. Willand Bessent and Dr. John Greer, and has been approved by the graduate council of the University of Arizona. Your school system will be given recognition for participating in the project, but the facts will be reported in a manner that guarantees school district anonymity. A digest of the completed study will be made available to all participants.

Will you please consent to participate in this project? Personally, I would be very grateful, and will strive to produce a research study that will make you proud of your part in it. An answer form, and a self-addressed envelope are enclosed for your convenience in making a reply.

Thank you very much.

Sincerely yours,

Louis D. Deprin

Dr. Willand Bessent  
Dr. John W. Greer  
Project Advisors

AGREEMENT TO PARTICIPATE  
(NAME OF SCHOOL DISTRICT)

I agree to participate in the research project being planned by L. D. Deprin:

(check one)                      YES \_\_\_\_\_                      NO \_\_\_\_\_

If you checked YES, please answer the following:

1. I have been a superintendent in this school district since \_\_\_\_\_  
(Mo. & Yr.)
2. My position prior to my present assignment as superintendent was: \_\_\_\_\_  
(Type of Position)  
in \_\_\_\_\_  
(Name & Location of School District)
3. There are \_\_\_\_\_ schools (attendance centers) in our school district.  
(Number)

\_\_\_\_\_  
(Signature)

I shall arrange a tentative schedule of visits and ask for your approval of alternative dates in a subsequent letter.

Thanks again for your cooperation.

Sincerely yours,

Louis D. Deprin

3827 East Third Street  
Tucson, Arizona 85716  
January 14, 1965

Dear Mr. Superintendent:

Thank you very much for consenting to participate in my doctoral research project. You might be interested to know that all but one of the fifteen superintendents responded affirmatively to my request. Naturally, I am very pleased about this.

After checking the returns and consulting a map, it appears that the best time to visit your school district is on January 26. At that time, I plan to tabulate school district operations by referring to official school records which cover a four-year period.

Another part of my project is to conduct a short interview with you. It is highly desirable, but not essential that this also be done on January 26. If this is not possible, I would like at this time to make arrangements for an interview at a later date.

If January 26 is not acceptable to you for either portion of the survey, please select an alternate date which is as soon after February 5 as is possible. A form (#2) and an addressed envelope are enclosed for this purpose.

The other attached sheet (#3) could be given to your secretary or an assistant. It contains a list of school records that would be used during the day. It is unlikely that your school district would have all of the items listed. Therefore, would you please supply those records that you have. It would be very helpful to me if some of these could be available when I arrive at about 8:30 a.m.

Unless I hear from you in the near future regarding an undesirable date conflict, I will plan to be in your school district on January 26. And, I am looking forward to meeting you.

Thanks again for consenting to participate in the project.

Sincerely yours,

Louis D. Deprin

ENC.

Response Sheet  
for  
Date Conflict\*

To: L. D. Deprin

From: (Name of School District)

The date of your planned visit is not acceptable  
for either phase of your data search. My choice of a  
date or dates after February 5 is: \_\_\_\_\_  
(Date)

\_\_\_\_\_  
(Signature)

\*It is not necessary to use this form if arrangements can  
be made for me to collect the data even though you can not  
be present. The interview can be scheduled for another  
visit after February 5.

## Records for Research Project

The school records listed below will be used for a doctoral research project. It is very unlikely that your district would have all of these records. Therefore, please supply only those that you use regularly in your school district. The records needed are those for the school years of:

(1) - 1960-61                      (3) - 1962-63  
(2) - 1961-62                      (4) - 1963-64

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1. School Board Minutes
2. Book of School District Policies
3. Book of Rules and Regulations
4. Staff Handbooks
5. Minutes or Agendas of:  
    Cabinet meetings or  
    Administrative meetings or  
    Executive meetings
6. School District's or Superintendent's Annual Report
7. File of Notices sent Principals and/or Faculty Members
8. Minutes of Principals' Meetings and/or Principals' Handbook

It would be greatly appreciated if some of these could be ready for my use when I arrive at about 8:30 a.m. on January 26.

Thank you very much.

Sincerely yours,

3827 East Third Street  
Tucson, Arizona  
February 5, 1965

Dear Mr. Superintendent:

Thank you very much for consenting to participate in my doctoral research project. You might be interested to know that all but one of the fifteen superintendents responded affirmatively to my request. Naturally, I am very pleased about this.

Your return indicated that you were hired for your present position in October of 1964. One important criteria for the selection of superintendents to take part in the project is that they must have begun their present assignment at the beginning of the 1960-61 school year. Therefore, I will not be able to include your district in this research project.

However, I do want to thank you for consenting to take part, and commend you on your positive attitude toward research. It's heartening to know that busy school superintendents like you are willing to help in projects like mine.

Best wishes for continued success in your school district.

Sincerely yours,

Louis D. Deprin

School Dist. \_\_\_\_\_

## SUPPLEMENTARY DATA

YEAR	K	1-8	9-12	Faculty	Salary
601					
612					
623					
634					

1. Type of Dist.      K-8      K-12      9-12      Other
2. Number of Schools \_\_\_\_\_
3. Sources Checked      1      2      3      4      5      6  
    7      8      Others
4. The Superintendent
  - Age \_\_\_\_\_
  - Years in Dist. \_\_\_\_\_
  - Last Position \_\_\_\_\_
  - Education \_\_\_\_\_
  - Predecessor 0 I yrs. in Dist.
  - Bd. Expectations \_\_\_\_\_
5. See reverse side for other information
6. Per Capita \_\_\_\_\_



School Dist. \_\_\_\_\_

Year \_\_\_\_\_

OPERATION #	DESCRIPTION OF FUNCTION

I

## SCHOOL DISTRICTS THAT PARTICIPATED

Dolton Public Schools  
Dolton, Illinois  
Mr. Fred A. Siekmann, Superintendent

Elk Grove Public Schools  
Arlington Heights, Illinois 60005  
Mr. Roger W. Bardwell, Superintendent

Frankfort Community Schools  
Frankfort, Indiana  
Mr. Robert K. Moore, Superintendent

Joliet Public Schools  
Joliet, Illinois 60431  
Dr. William C. French, Superintendent

Logansport Community School Corp.  
Logansport, Indiana  
Mr. Carl Zimmerman, Superintendent

Midlothian Public Schools  
Midlothian, Illinois  
Mr. John P. Hayes, Superintendent

Peris Public Schools  
Paris, Illinois 61944  
Mr. John Stabler, Superintendent

Round Lake Public Schools  
Round Lake, Illinois 60073  
Mr. George H. Felt, Superintendent

Villa Park Public Schools  
Villa Park, Illinois 60181  
Mr. Warren Crandell, Superintendent

West Chicago Public Schools  
West Chicago, Illinois 60185  
Mr. Clifford Owen, Superintendent

## USED FOR TRIAL TESTS:

Amphitheater Public Schools  
Tucson, Arizona  
Dr. Marion Donaldson, Superintendent

Flowing Wells Public Schools  
Tucson, Arizona  
Mr. George Smith, Superintendent

## LETTER OF PERMISSION FROM EDUCATIONAL TESTING SERVICE

April 5, 1965

Mr. Louis D. Deprin  
Tucson, Arizona

Dear Mr. Deprin:

This letter is your permission to certain passages from the Manual of the Myers-Briggs Type Indicator as listed in your letter of March 31, 1965. You have already assured us that full acknowledgment will be made to the authors and to Educational Testing Service. May we ask one thing further -- that you send us copies ;(thermofax, zerox, or whatever kind of copy is most feasible for you) of the pages of your dissertation on which these quotations appear, plus a copy of your title page. We would, of course, be interested in seeing your dissertation, but a copy of that is too much to ask. We trust that providing copies of the several pages will not be an expensive chore. Thank you.

Sincerely,

Francis X. Nulty  
Office of Special Tests

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