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The effects of organizational structure on the leadership behavior of single-district and multi-district school superintendents in certain school districts of the Commonwealth of Massachusetts.

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BEHAVIOR OF SINGLE-DISTRICT
AND MULTI-DISTRICT SCHOOL
SUPERINTENDENTS IN CERTAIN
SCHOOL DISTRICTS OF THE
COMMONWEALTH OF MASSACHUSETTS

A Dissertation Presented

by

WILLIAM ALLEN SMALL

Submitted to the Graduate School of the
University of Massachusetts in
partial fulfillment of the requirements for the degree of

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June 1968

Educational Administration

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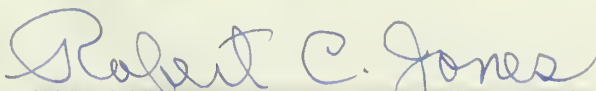
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ii

Table of Contents

LIST OF TABLES

LIST OF ILLUSTRATIONS

Page

Figure

C H A P T E R I
INTRODUCTION

Superintendents of schools today are confronted with problems forcing them to shift from an emphasis on control and management to more concern with leadership. Recent collective bargaining legislation, the increasing activity of federal assistance to public education, and concerted efforts toward abbreviating the time lag between research and classroom practice are but a few of the impingements upon the chief school administrator of the 1960's.

The rapid social and cultural advancements of the present decade are demanding the emergence of a new type of educational administration. One that calls for the ability to release human potential to initiate new structure, change archaic designs, and provide programs tailored to the needs of the communities.

School systems, in order to survive, must temper their comfortable stability with not only a favorable orientation toward change, but a readiness as well. The superintendent of schools' challenge is to effect this change in a manner which maintains a balance between stability and flexibility (1:177). To use Griffith's taxonomy of decision-making, executives should initiate more creative decisions concerning change instead of simply responding to pressure for change by intermediate or appellate decisions (2:98-102).

The organizational structure of school systems may be viewed as an hierarchy of superordinate-subordinate relationships existing to facilitate the allocation and integration of roles and resources in order to achieve certain goals (3:120). Ovian's historical examination of school organizational patterns in the Commonwealth of Massachusetts revealed the present existence of four distinct forms: the Union School District, the Regional School District, the Regional Vocational School District, and the Independent Town District (4:27).

The Union School District, resulting from legislation in 1888, was an effort to consolidate district schools and place them under the responsibility of a single chief school administrator (4:22). There are presently fifty-three Union School Districts comprised of one hundred and sixty-five towns in the Commonwealth of Massachusetts (5). Ranging from two to seven communities, they are represented by separate school committees or boards, each of which contribute to the union superintendent's salary. As a result of this shared support, the individual towns expect and demand "equal time" from the chief school administrator.

Purpose of the Study

The purpose of this study was to examine and compare the leadership behavior of certain single-district and multi-district (union) school superintendents in the Commonwealth

of Massachusetts as perceived by themselves, their school board(s), and staff(s). The findings will be examined in terms of the question: what are the implications of the study as they relate to the organizational structure of the school system within the eight school districts studied.

With certain adaptations, the methodological procedures attempted to replicate Halpin's study of the leadership behavior of fifty Ohio school superintendents. By studying the relationships of the perceptions and expectations of board members, staff members, and superintendents, Halpin interpreted his findings within the framework of improving the methods of evaluating the job performance of superintendents. Evidence from his inquiry showed clear implications for the training of educational administrators to the extent that behavior can be described which the board, the staff members, and the superintendents themselves consider most desirable, and which also are the most "effective." One could, as well, specify the character of the role differentiation used by the superintendents vis-a-vis their boards and staffs (6:84).

To serve as a point of departure the following assumptions are made in this study by the investigator: (1) all superintendents are leaders because of their formal designations as leaders of specific work-groups (6:3); (2) the leadership behavior of the superintendent is affected by the perceptions of his school board(s) and staff(s); (3)

the following two significant dimensions of leadership behavior may be defined operationally: "Initiating Structure" - the ability to delineate the relationship between the superintendent and members of his staff, establish well-defined patterns of organization, channels of communications, and methods of procedure; "Consideration" - behavior indicative of friendship, mutual trust, respect, and warmth in the superintendent's relationship with his staff; (4) the tasks of the school superintendent are common in all situations, but the behaviors employed to carry them (tasks) out will vary because of the unique set of factors in each situation (7:149).

From the preceding assumptions the following hypotheses will be tested based on the empirical data gathered:

> Hypothesis (Ho$_1$) - There is a significant
> divergence with respect to the school
> superintendent's self-perceived leadership
> behavior and the perceptions held by his
> school board(s) and staff(s).

> Hypothesis (Ho$_2$) - When measured by the
> specific dimensions of leadership behavior,
> "Initiating Structure" and "Consideration,"
> single-district school superintendents tend
> to score higher than multi-district school
> superintendents.

Hypothesis (Ho$_3$) - Members of one multi-
district school board will tend to agree
among themselves in their description of
the school superintendent's "Initiating
Structure" and "Consideration" and disagree,
as a group, with other boards within the
same multi-district school system.

Significance of the Study

The current emphasis on leadership research is being
focused on the analysis of "the behavior of leaders." The
Ohio Leadership Studies, initiated in 1945, has pioneered
efforts in developing methodology that would produce data
which would eventually be of value in the selection, train-
ing and assignment of persons for leadership roles. The
research to date has been largely confined to business,
educational, and military organizations where leadership
status was already established.

One of the major objectives of this study is to
supplement the findings of Halpin by replicating his investi-
gation with certain adaptations in a different educational
setting, and noting what significant differences, if any, appear
to exist between the leadership behavior of single-district and
multi-district school superintendents. Pertinent empirical
data resulting from his investigation should generate
additional studies in leadership behavior and contribute

toward the in-service training of educational administrators at the School of Education, University of Massachusetts. It is further expected that this study's findings will add to the research data being compiled not only by the Ohio Leadership Studies, but the Massachusetts State Department of Education in their efforts toward more realistic school districting.

Delimitations of the Study

Restrictions imposed by specific criteria and financial resources necessitated that this study be limited to eight school systems in the Commonwealth of Massachusetts: four single-district and four multi-district school systems.

The selection of each school system was made in September 1967, and based on the following criteria:

    (a) the superintendent of schools had been in his present position for a minimum of two years.

    (b) the school board member respondent had been in office for a minimum of one year.

    (c) the staff member respondent had been employed in the school system for a minimum of two years.

    (d) the single-district school system had one school board or committee.

(e)   the multi-district school system had two
      or more school boards or committees.

(f)   the superintendents, school boards, and
      staffs agreed to participate in the study.

(g)   the eight school systems were located in
      the Commonwealth of Massachusetts.

(h)   the elementary school population (K-6),
      according to the latest biennial survey
      of the Massachusetts State Department
      of Education, numbered between 1000 and
      2000.

(i)   the staff member respondent was employed
      as a teacher or administrator of grades
      K-6.

(j)   the school board member respondent was a
      member of a single-district or multi-district
      (union) school system. Regional high school
      district school board members were excluded
      from participating in this study.

Definitions

In order to adequately interpret the empirical data
within the framework of this investigation and assist in its
application to the stated hypotheses, the following opera-
tional definitions are presented:

(a) <u>Leadership Behavior</u> - acts of the superintendent that initiates new structure or procedure for accomplishing the school system's goals and objectives or changes the goals and objectives.

(b) <u>Initiating Structure</u> - the superintendent's behavior in delineating the relationship between himself and the members of his staff, and in endeavoring to establish well-defined patterns of organization, channels of communication, and methods of procedure.

(c) <u>Consideration</u> - the superintendent's behavior indicative of friendship, mutual trust, respect, and warmth in the relationship between him and his staff.

(d) <u>Single-District School System</u> - a school system with one governing school board or committee, and administered by a single superintendent.

(e) <u>Multi-District School System</u> - an elementary union school district with two or more school systems each governed by a separate school board or committee and administered by a single superintendent.

(f) <u>Staff Member</u> - a full-time teacher or administrator of Kindergarten-Grade 6 employed in

one of the participating school systems.

(g) <u>LBDQ-Real</u>, <u>Self</u> - Leadership Behavior Description Questionnaire-Real for superintendent respondents.

(h) <u>LBDQ-Ideal</u>, <u>Self</u> - Leadership Behavior Description Questionnaire-Ideal for superintendent respondents.

(i) <u>LBDQ-Real</u>, <u>Board</u> - Leadership Behavior Description Questionnaire-Real for board respondents.

(j) <u>LBDQ-Real</u>, <u>Staff</u> - Leadership Behavior Description Questionnaire-Real for staff respondents.

(k) <u>Quadrant Analysis</u> - a technique for evaluating the leadership effectiveness of school superintendents. "Initiating Structure" and "Consideration" scores are plotted into four quadrants defined by coordinates corresponding to the means of the two leadership behavior dimensions.

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C H A P T E R II
REVIEW OF THE LITERATURE

The study of leadership undertaken during the past
three decades reveals numerous research techniques as well as
an immense body of empirical data. The field of investigation
extends from a concern with external and internal organiza-
tional factors which appear to influence leadership to a
concern with basic factors in group formation which are
related to the emergence of leadership in its initial stages
(1:ix).

Leadership Defined

Certain factors appear repeatedly in the research
that indicate leadership may be usefully defined for the
purpose of this study by the following statements: Firstly,
leadership may be defined as the initiation of a new struc-
ture or procedure for accomplishing an organization's goals
or for changing an organization's goals (2:122). Secondly,
"the leadership role is probably related to personality
factors, to the attitudes and needs of the 'followers' at a
particular time, to the structure of a group, and to the
'situation'" (3:36). Thirdly, leadership behavior and admin-
istrative behavior are perceived as distinct from each other.
The latter may be defined as actions that an individual
utilizes within the existing structures to achieve an organi-
zational goal or objective. The administrator is concerned

primarily with maintaining, rather than changing, established structure (2:122).

The most recent significant advance appears to be a reinterpretation and refinement of the problem of leadership (3:13). Investigators, dissatisfied with the limitations of the earlier trait theories, have experimented with research methods of various scientific disciplines. They have attempted to provide more precise ways of coping with the pertinent variables of leadership behavior. Important studies utilizing these borrowed procedural competencies have been directed toward the analyses of leadership behavior of business executives (4), college administrators (5), aircraft commanders (6), Naval officers (7), and school superintendents (8).

Stodgill listed seven different methods which have been employed in the study of military and business organizations: (1) The Interview; (2) Organization Charts and Manuals; (3) Sociometric Methods; (4) The RAD Scales-Responsibility, Authority, and Delegation Scales; (5) Work Analysis Forms; (6) Effectiveness Ratings; and (7) Leadership Behavior Descriptions (1).

Psychological Studies of Leadership

Lipham has categorized the approaches to the study of Leadership as psychological, sociological, and behavioral (2:126-39). A major portion of the earlier psychologically-

oriented research was characterized by efforts to distinguish
leaders from other people by examining essentially peripheral
traits of leadership behavior. Self-report tests of person-
ality and descriptions of leaders by superiors and subordi-
nates resulted in long lists of desirable traits (2:126).
Bird found seventy-nine traits mentioned in twenty different
studies. Only a small percentage (5%) were common to four
or more investigations (9:21). Stogdill reported that more
commonly identified, so-called "leadership traits" included
the following: (1) physical and constitutional factors:
height, weight, physique, energy, health, appearance; (2)
intelligence; (3) self-confidence; (4) sociability; (5) will
(initiative, persistence, ambition); (6) dominance; and (7)
surgency (i.e., talkativeness, cheerfulness, geniality,
enthusiasm, expressiveness, alertness, and originality)
(10:35-71).

Thurstone, in an attempt to measure leadership
qualities "scientifically," administered a figures test of
perception and a card-sorting test to federally employed
executives. He found successful executives scored higher
than unsuccessful ones both in accuracy of perception and
in sorting cards (11:140-41). Verbal and non-verbal behav-
ior of an individual were measured during structured inter-
views by Chappele and Donald who found that supervisors
tended to possess initiative, dominance, speed of interaction,
and adjustment to the interview situation (12:201-3).

Interview and test data from one hundred successful business executives supplemented by the _Thematic Apperception Test_ were used by Henry to conclude that the subjects were high in achievement drive, mobility drive, emotional alertness and activity, ability to organize unstructured situations, and tendencies to identify with superiors, but not with subordinates (13:286-91).

Stogdill reviewed approximately one hundred and twenty-five leadership studies in 1948, and stated "A person does not become a leader by virtue of some combination of traits, but the pattern of the personal characteristics of the leader must bear some relationship to the characteristics, activities, and goals of the followers" (10:35-71). Six years later Gibb failed to find any consistent pattern of traits characterizing leaders (14). Pierce and Merrill supported Stogdill and Gibb by concluding that the study of personal characteristics, _per se_, was only one aspect of the study of leadership (15). Sanford stated, "There are either no general leadership traits or, if they do exist, they are not to be described in any of our familiar psychological or common-sense terms. In a specific situation, leaders do have traits which set them apart from followers, but what traits set what leaders apart from what followers will vary from situation to situation (16). On the other hand, in 1954, four hypotheses relating to "the great man theory of leadership" were tested and offered evidence suggesting that

"member personalities do make a difference to group perform-
ance, and there is every reason to believe that they do affect
that aspect of the group's behavior to which the leadership
concept applies" (17:889).

The "trait" theory of leadership assumed that leader-
ship resided in the individual, that it was brought to a
group and presumably was capable, under almost any circum-
stances of producing the same results in different groups
and in different situations. Ross and Hendry, agreeing that
what a person is and does is important, stated, "What is
crucial in operative terms is whether what he brings meshes
with what others bring to the group, whether, in fact, the
psychological gears mesh and in meshing produced the leader-
ship energy required by the group" (3:22).

The failure to establish a definitive relation be-
tween personality and leadership according to Gibb may be
the result of deficiencies in research methodology . . .
"inadequate means of measuring basic personality dimensions,
failure to concentrate on a large enough sample of similar
groups and unwillingness to focus on particular roles"
(14:889).

Sociological Studies of Leadership

For the past decade researchers have concerned them-
selves with leadership traits in specific groups. The
emphasis shifted from a study of personal needs and dispositions

to a study of organizational roles and relationships.
Termed sociological studies, they too were subjected to
limitations (2:130). Many of the first investigations were
directed toward group phenomena primarily, and with leader-
ship incidentally. Later, studies conducted by Hemphill (18),
Guetzkow (19), Katz, Maccoby, and Morse (20) emphasized the
fact that working with people in groups was a complicated
undertaking and that there were many differences among groups
which are of crucial importance to the leader. Argyris found
it was not possible to study leadership phenomena in an organ-
izational setting without studying the nature of the organiza-
tion. "An organization is a patterning of variables, one of
which is leadership" (21:336).

By factorizing one hundred and fifty variables for
eighty groups of ten men Cattell analyzed a group in terms of
the concepts of syntality and synergy. He observed the groups
as an entity that permitted and controlled energy expenditure
of its members. The total energy commanded by the groups was
called "synergy." Cattell conceived two kinds of synergy:
maintenance synergy, which was used in keeping the members
together and effective synergy, the residue which the group
used to achieve its goals. The leader existed because he
had an influence on group syntality (i.e., defined by analogy
with personality as that which permitted a prediction of what
the group will do when the situation is defined) (22:25).
Measures of syntality reflected the leadership produced by

an individual.

As a part of a theory of leadership and group behavior Hemphill introduced the concepts of "attempted leadership," "successful leadership," and "effective leadership." An "attempted leadership" act was an act intending to initiate structure into group interaction for the purpose of solving a problem. A "successful leadership" act was an "attempted leadership" act which had been followed. As a result of a "successful leadership" act the group had taken a new course in its problem-solving activities. An "effective leadership" act not only initiated structure into interaction but also contributed to the group's solution to a mutual problem (23:201-2).

Effective leadership should be based upon an accurate diagnosis of the "reality of the situation" in which the leader finds himself. The nature of the organization's culture defines the accepted leadership behavior which are then internalized by the successful leader (21:207). Getzel pointed out that leadership changes to followership depending on the group (24:243). Hemphill demonstrated empirically that variance in leader behavior was significantly associated with situational variance. He analyzed, in detail, the relation between the leader's behavior and the size of the group, and concluded that, as compared with small groups, large groups made more and different demands upon the leader (18). Burke tested the assertion that leadership was a

function of interaction between the leader, follower, and the
situation (25).

Moser found conflicting expectations of groups for
the role of the leader occurred not only among, but within
groups as well. By examining the extent of conflict in
expectations for the school principal's role he concluded
that the administrator emphasized nomothetic behavior (i.e.,
stressing goal achievement, institutional regulations, and
centralized authority) in his relations with the superintend-
ent, and ideographic behavior (i.e., stressing individual
needs and wants, minimum rules, and decentralized authority)
in his interactions with teachers (26:1-4). Similar findings
were reported by Gross and others concerning the school
superintendent's role (27).

Moyer, in a study of the type of leadership teachers
wanted had them react to eighty statements dealing with "leader
centered" and "group centered" behavior on the part of the
principal. He found that the greater unity within the group
in attitudes toward leadership, the higher the satisfaction
in the group. Congruence in expectations among the members
of a group emerged as a factor which was fully as significant
as that of actual leadership style (28:1-4).

Various rating scales have been employed in evaluating
leadership. Measurement of a group's description of its
leader's behavior is a less commonly used procedure. The
group-dimensions approach seeks to distinguish the major
dimensions along which groups differ and to determine the

impact of these differences on leadership (29:3). Studies
of this type, Seeman felt, attempted to test most directly
the fundamental and straightforward general principle of
situationism (i.e., that leadership differed with the
situation). The group-dimensions approaches are found in
the research on administrative conferences by Guetzkow and
others (19), Cattell's work on syntality characteristics
(22), and Hemphill's study of situational factors in leader-
ship (18). All emphasized the development of measures for
describing groups and discovering significant relationships
between factors in the group and the behavior of the leader.

Behavioral Studies of Leadership

Halpin attempted to avoid the nebulousity of the
leadership concept by concentrating on the behavioral ap-
proach:

> First of all, it focuses upon observed
> behavior rather than upon a posited cap-
> acity inferred from this behavior. No
> presuppositions are made about a one-to-
> one relationship between leader behavior
> and an underlying capacity or potentiality
> presumably determinative of this behavior.
> By the same token, no a priori assumptions
> are made that the leader behavior which a
> leader exhibits in one group situation will
> be manifested in other group situations . . .
> Nor does the term . . . suggest that this
> behavior is determined either innately or
> situationally. Either determinant is
> possible, as is any combination of the two,
> but the concept of leader behavior does it-
> self predispose us to accept one in
> opposition to the other (8:12).

A study was pursued by the Midwest Center of the University of Chicago relating to the observation of administrative behavior of four superintendents. By using non-participating observers they concluded that a set of independent criteria of administrative effectiveness could be developed by utilizing observational techniques in conjunction with other techniques. The findings tended also to reveal that the dimension of initiating structure was particularly useful for distinguishing between leadership and administration (30).

One of the most significant contributions made to date by staff members of the Ohio State Leadership Studies at the Ohio State University has been the development of "Leadership Behavior Descriptions." Developed for the purposes of describing behavior objectively in terms of its frequency of occurrence within the framework of two dimensions, the LBDQ (i.e., Leadership Behavior Description Questionnaire), may be used either by the subject or two or more persons to describe him. Although admitting the two dimensions, "Initiating Structure" and "Consideration," did not constitute the criterion of leadership effectiveness, Halpin felt that they did represent a criterion that should be taken into consideration when evaluating the leadership skills of chief school administrators (8:127).

In a series of studies of aircraft commanders and educational administrators Halpin was able to summarize six

principal findings:

1. The evidence indicates that Initiating Structure and Consideration are fundamental dimensions of leader behavior, and that the Leader Behavior Description Questionnaire provides a practical and useful technique for measuring the behavior of leaders on these two dimensions.

2. Effective leader behavior is associated with high performance on both dimensions. The aircraft commanders rated highest by their superiors on "Overall Effectiveness in Combat," and the college department chairmen whose departments are reputed to be well administered, are alike in being men who (a) defined the role which they expect each member of the work-group to assume, and delineate patterns of organization and ways of getting the job done, and (b) establish a relationship of mutual trust and respect between the group members and themselves.

3. There is, however, some tendency for superiors and subordinates to evaluate oppositely the contribution of the leader behavior dimensions to the effectiveness of leadership. Superiors are more concerned with the Initiating Structure aspects of the leader's behavior whereas subordinates are more concerned with (or more "interested in") the Consideration the leader extends to them as group members. This difference in group attitudes appears to impose upon the leader some measure of conflicting role expectations.

4. Changes in the attitudes of group members toward each other, and group characteristics such as harmony, intimacy, and procedural clarity, are significantly associated with the leadership style of the leader. High Initiating Structure combined with high Consideration is associated with favorable group attitudes and with favorable changes in group attitudes.

5. There is only a slight positive relationship

between the way leaders believe they
should behave and the way in which their
group members describe them as behaving.
For this reason, those engaged in leader-
ship training programs should be especially
wary of accepting trainees' statements of
how they should behave as evidence of
parallel changes in their behavior.

6. The institutional setting within which the
leader operates influences his leadership
style. For example, aircraft commanders
as compared with school superintendents
tend to Initiate more Structure and show
less Consideration for the members of their
groups. These two groups of leaders also
show corresponding differences in their
leadership ideology. The leaders in the
two groups (i.e., superintendents and
aircraft commanders), who are not effective,
differ in their shortcomings. The
commanders tend to show less Consideration
than is desirable, whereas the superin-
tendents tend to be remiss in regard to
Initiating Structure (8:23-4).

In his study of the leadership behavior of fifty Ohio

school superintendents, Halpin attempted to . . . "determine

the relationship between the superintendent's own perception

of how he behaves on the Initiating Structure and Considera-

tion dimensions, the board's perception, and the staff's;

and to discover the corresponding relationship between his,

the board's, and staff's beliefs concerning how he should

behave as a leader." Additional questions were posed . . .

"to what extent do board members agree in their descriptions

of the superintendent's behavior as a leader? How much

agreement is there among staff members in their descriptions

of the administrator's leader behavior? Is there greater

agreement about how he <u>should</u> behave than about how he does behave?" (8). Data were gathered from the superintendent, members of his faculty, and members of his board of education describing both the real and ideal leader behavior of the chief administrator. Findings indicated that the superintendents differentiated their role behavior. In dealing with their boards they tended to be effective as leaders, but were inclined to be less effective in working with their staffs. This conclusion was supported by the lack of relationship between the board and staff descriptions of the superintendent's leader behavior. Evidence also indicated that the leader's description of his own leadership behavior and his concept of what his behavior should be had little relationship to other's perceptions of his behavior. Board members believed that superintendents should be very strong in Initiating Structure while the superintendents, themselves, and the staffs both believed that the chief administrator should Initiate far less Structure than the boards expect. The staff, in turn, preferred less Structure than the superintendents believed they should Initiate. Halpin concluded that the evidence from his investigation showed . . . "effective leadership in the case of a school superintendent is characterized by high Initiating of Structure and high Consideration" and . . . "the LBDQ-Real provides an objective and reliable method of describing the superintendent's behavior on these two dimensions" (8:85-6).

Evenson, in a study of forty high school principals,
confirmed Halpin's findings that the two leadership dimensions
were not incompatible and provided a useful framework for
studies of leadership (31:96-101).

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CHAPTER III
PROCEDURE

Selection of the School Districts

The selection of school districts in this study
consisted of eight school superintendents in the Commonwealth
of Massachusetts. Four of these were single-district super-
intendents and four were multi-district superintendents.

Intensive personal interviews and telephone communi-
cations were employed with the eight chief school adminis-
trators. This in depth approach facilitated not only follow-
up, control, and interpretation, but helped to assure a high
percentage of questionnaire returns. A complete log of
interviews and telephone communications was kept (see
Appendix, page 80).

Initially, a list was compiled of the two hundred and
forty-eight public school superintendents in Massachusetts.
Of this number, fifty-three were multi-district superin-
tendents responsible for public education in one hundred and
sixty-five communities (1).

Districts with fewer than 1000 and more than 2000
elementary school pupils (K-6) as of October 1, 1967, were
eliminated. Additional districts were deleted when it was
determined via telephone communications with the Massachusetts
State Department of Education that certain chief school
administrators had been in their present position under two

years. Multi-district school systems with fewer than three boards were not considered.

Although efforts were made to match districts according to specific criteria, the chosen selection cannot be termed representative. Any generalizations drawn from this study will refer specifically to the selected districts and not to Massachusetts school districts, in general. Also, no attempt was made to achieve a geographical distribution of districts due to (1) the restrictions imposed by criteria, (2) the agreement of school superintendents and school boards to participate, and (3) the financial resources of the investigator.

In June 1967, tentative acceptances were received from four single-district and four multi-district superintendents pending parallel board agreements. A second contact by telephone in September 1967 resulted in interview appointments with seven superintendents. An eighth was selected to replace one who became ill during the intervening summer months.

During the interviews the investigator explained the purpose of the study, and the Leader Behavior Description Questionnaire. No mention was made of the two dimensions, "Initiating Structure" and "Consideration." This was done to obviate any bias that might occur in the administration of the instrument.

None of the superintendents, during their interviews

with the investigator, evidenced hesitancy about having their
leadership behavior described by either the school board(s)
or staff(s). Comments made by two chief administrators were
. . . "it will be interesting to know how my behavior is
perceived by others" . . . "this study will be supportive
research toward the Commonwealth's efforts to reorganize
school districts."

Each superintendent was informed that his name,
school board(s), and staff(s) would be assigned code numbers
to preserve anonymity. It would be possible for him alone
among the study's participants to identify and compare his
scores with the group as a whole.

Selection of the Respondents

Mimeographed personnel rosters and school directories
were employed to obtain lists of elementary school staff
members (K-6). Those found to have been in the system a
minimum of two years were assigned a number. Ten names were
drawn from each school district with more than that figure.
Three were drawn from those numbering less. In all but two
cases, where staff members meeting the criteria were three,
two additional names were drawn. This was to insure the
necessary number of returns stipulated in the study. The
superintendents were not aware of which names were chosen.

A detailed letter explaining the study and Leadership
Behavior Description Questionnaire, and a self-addressed

stamped envelope were sent to each of the staff respondents
(see Appendix, page 93). They were informed that their
names would be codified, and scores derived from the question-
naires would become part of an average score in the final
study.

In six school districts, sealed envelopes containing
explanatory statements, Leader Behavior Description Question-
naires, and self-addressed stamped envelopes were given to
the superintendents for distribution to their school board
members. The investigator requested that they ask their
board members to record their answers at home instead of in
his presence. The superintendent of the seventh district
desired a copy of the explanatory statement sent to him for
approval. In the eighth district, the investigator was
invited to appear before the school board to explain the study
in detail.

Each of the four single-district superintendents was
described by three school board members while nine board
members described their multi-district superintendent.

The number of staff descriptions varied as evidenced
by the following table (see Table 1, page 32).

A total of one hundred and fifty-one descriptions
were obtained. Eighty-seven of these were from staff respond-
ents, forty-eight from school board respondents, and sixteen
from superintendents.

Table 1

Distribution of Staff Descriptions

Number of Staff Member Respondents	Superintendents
10	SD 1
7	SD 2
5	SD 3
7	SD 4
14 (7,6,3)*	MD 1
16 (6,3,7)	MD 2
12 (4,3,5)	MD 3
16 (8,5,3)	MD 4

* Separate totals for each district

The Questionnaire

The Leader Behavior Description Questionnaire (LBDQ) contained items which described specific ways in which a leader may behave. The respondent indicated the frequency with which he perceived the leader to engage in each type of behavior by marking one to five adverbs: always = four points; often = three points; occasionally = two points; seldom = one point; never = zero points. These responses were then scored on two dimensions of leader behavior: "Initiating Structure" and "Consideration." For each dimension, the scores from the staff and board members were then averaged to yield an index of the leader's behavior in respect to that dimension.

Only thirty of the forty items were scored, fifteen

for each of the two dimensions. The ten unscored items were retained in the questionnaire in order to keep the conditions of administration comparable to those used in standardizing the questionnaire (2:2). The scored items are listed below:

Initiating Structure

Item No.	Item
2.	He makes his attitude clear to the group.
4.	He tries out his ideas with the group.
7.	He rules with an iron hand.
9.	He criticizes poor work.
11.	He speaks in a manner not to be questioned.
14.	He assigns group members to particular tasks.
16.	He schedules the work to be done.
17.	He maintains definite standards of performance.
22.	He emphasizes the meeting of deadlines.
24.	He encourages the use of uniform procedures.
27.	He makes sure that his part in the organization is understood by all group members.
29.	He asks that group members follow standard rules and regulations.
32.	He lets group members know what is expected of them.
35.	He sees to it that group members are working up to capacity.
39.	He sees to it that the work of group members is coordinated.

Consideration

Item No.	Item
1.	He does personal favors for group members.
3.	He does little things to make it pleasant to be a member of the group.
6.	He is easy to understand.
8.	He finds time to listen to group members.
12.	He keeps to himself.*
13.	He looks out for the personal welfare of individual group members.
18.	He refuses to explain his actions.*
20.	He acts without consulting the group.*
21.	He backs up the members in their actions.
23.	He treats all group members as his equals.
26.	He is willing to make changes.
28.	He is friendly and approachable.
31.	He makes group members feel at ease when talking with them.
34.	He puts suggestions made by the group into operation.
38.	He gets group approval on important matters before going ahead.

Items 5, 10, 15, 19, 25, 30, 33, 36, 37 and 40 are not scored on either dimension.

* These items are scored negatively

The score for each dimension was the sum of the scores assigned to responses marked on each of the fifteen items in the dimension. The possible range of scores on each dimension was zero to sixty (2:2-6).

Administration of the Questionnaire

An attempt was made to standardize the method of questionnaire administration in each district.

Two LBDQ Questionnaires were answered by the super-intendent respondents. The first, LBDQ-Real (Self) requested a self-description of his actual behavior. The second, LBDQ-Ideal (Self) asked how they believed superintendents should ideally behave. In each instance, the superintendent was requested to complete his questionnaire alone at his desk and mail it directly to the investigator.

Identical letters of explanation and self-addressed stamped envelopes were included with each LBDQ-Real Question-naire sent to school board member respondents (see Appendix, page 94). To protect their anonymity, both staff and school board members were requested not to record their names on the questionnaires. Although keyed, no record was kept of which questionnaire was answered by any board or staff member respondent.

Staff members were mailed LBDQ-Real Questionnaires with an enclosed explanatory letter and self-addressed stamped envelope. In all cases it was stated in the

explanation that this study was not to be used for evaluation
purposes.

Scoring of the Questionnaire

The raw data for this study consisted of the
responses to the thirty items on one hundred and fifty-one
questionnaires, divided as shown in the following table.

Table 2

Number of Respondents to Leader
Behavior Description Questionnaire,
by Source

	LBDQ-Real	LBDQ-Ideal
Superintendents	8	8
Staff Members	87	
Board Members	48	
Total	143	8

The Initiating Structure and Consideration scores for
each superintendent respondent were computed from the LBDQ-
Real (Self) Questionnaires as well as the LBDQ-Ideal (Self)
Questionnaire. Scores were assigned to each superintendent.
Mean scores were derived from both staff and board respondents
and served as an index of the superintendent's leader
behavior.

For the LBDQ-Real (Self) Questionnaire, the super-
intendent's own scores (one for Initiating Structure and one

for Consideration for each of the eight superintendents),
the Real scores by the staff (one on each dimension for each
superintendent), and the Real scores by the board (one on
each dimension for each superintendent) constituted the basic
derived data upon which all further analyses was based.
These three sets of scores were designated as:

(a) LBDQ-Real, (Self) (8 on Initiating Structure,
                        8 on Consideration)

(b) LBDQ-Ideal, (Self)(8 on Initiating Structure,
                        8 on Consideration)

(c) LBDQ-Real, Staff (8 on Initiating Structure,
                        8 on Consideration)

(d) LBDQ-Real, Board (8 on Initiating Structure,
                        8 on Consideration)

Interpretation of the Questionnaire

The eight superintendents in this study were evaluated
and compared in respect to their relative position on each
dimension. At the present time there is limited data avail-
able on many different types of leaders (2:8). What data is
available should not be construed as norms, in the strict
sense of the term (2:8). In order to provide some basis for
interpreting LBDQ scores, the following three independent
samples of leaders are offered:

Table 3

Means, Standard Deviations, Q_3, Q_2, and Q_1
for <u>Initiating Structure</u> Index Scores for
Three Samples of Leaders

	Sample I (251 B-29 & B-50 AC'S)	Sample II (144 RB-47 AC'S)	Sample III (64 Educational Administrators)
Q_3	45*	44	41
Q_2	42	41	39
Q_1	39	36	35
Mean	41.6	40.3	37.9
σ	4.5	6.1	4.4

* Quartile points rounded to nearest integer

Sample I consisted of two hundred and fifty-one B-29
and B-50 aircraft commanders (AC'S), each of whom was described
by an average of eight crew members. In no instance were there
less than four or more than ten respondent descriptions.

Sample II was composed of one hundred and forty-four
RB-47 aircraft commanders (AC'S), each of whom was described
by his two fellow crewmen.

Sample III was comprised of sixty-four educational
administrators (EA'S) of Ohio public schools. The majority
of this sample were school superintendents, each of whom was
described by seven staff members (2:8).

Table 4

Means, Standard Deviations, Q_3, Q_2, and Q_1
for Consideration Index Scores for Three
Samples of Leaders

	Sample I (251 B-29 & B-50 AC'S)	Sample II (144 RB-47 AC'S)	Sample III (64 Educational Administrators)
Q_3	46*	51	49
Q_2	42	48	46
Q_1	37	40	42
Mean	41.4	44.8	44.7
0	7.3	8.7	6.0

* Quartile points rounded to nearest integer

To assist further in the interpretation of the data of
this study the following statistical analyses and designs were
made:

(a) A comparison of the LBDQ Mean Scores of
superintendents, board members and staff
members.

(b) A Quadrant Analysis - distribution of
Staff, Board, and Superintendent LBDQ
Questionnaire Scores, Real, and
Superintendent LBDQ Questionnaire Scores,
Ideal according to quadrants defined by

coordinates of the mean scores of
each. One quadrant for each respondent
group. The desirability of leadership
behavior expressed by both high Con-
sideration and high Initiating Structure
may be illustrated by the following
coordinate method (see Fig. 1, page 41)
(4:9-10). For each of the respondent
groups, the means on the two leadership
behavior dimensions are employed as
coordinates to define four quadrants.
The scores are allocated to each quadrant.
Reading clockwise from twelve o'clock, the
quadrants represent: (1) High Initiating
Structure and High Consideration, (2) Low
Initiating Structure and High Considera-
tion, (3) Low Initiating Structure and
Low Consideration, and (4) High Initiating
Structure and Low Consideration.

(c) A test for differences between boards
(Groups Within Treatment Design) employing
both LBDQ Mean Scores and Discrepancy
Scores. Twice for each dimension.

Fig. 1

Quadrant Analysis, Consideration

Consideration ———>

Initiating
Structure

Real =	Real =
Real =	Real =

Mean =
Initiating
Structure,
Real-Staff,
Board, Super-
intendent

Mean =
Consideration, Real, Staff,
Board, Superintendent
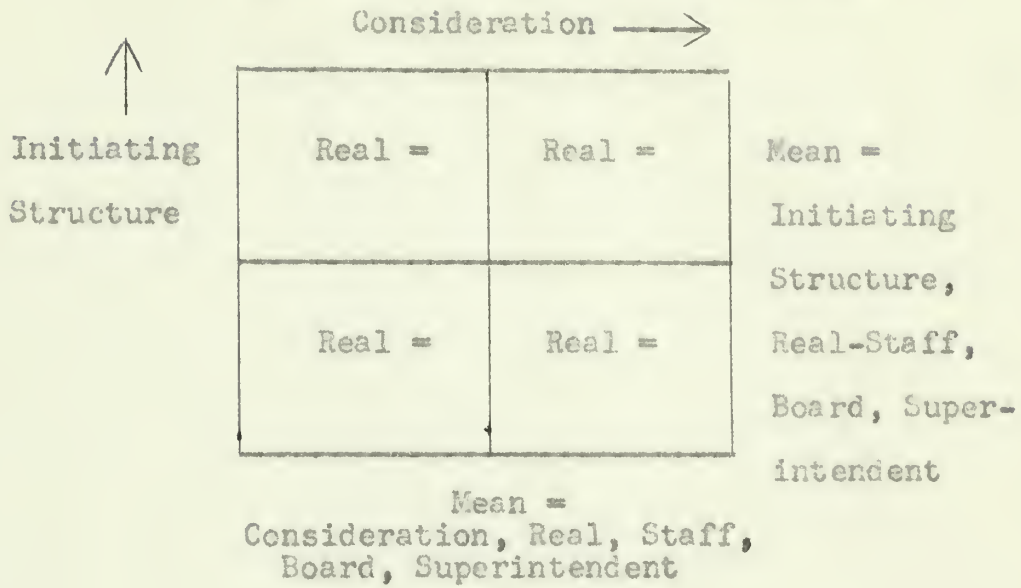
Fig. 2

Groups Within Treatment Design

X_1 X_2 X_3

MD 1 — B_1 / B_2 / B_3

MD 2 — B_1 / B_2 / B_3

MD 3 — B_1 / B_2 / B_3

MD 4 — B_1 / B_2 / B_3

X = Board Member

B = Board

MD = Multi-District

(3:219)

Table 5

The Eight School Districts

	Population*	Land Area (sq. mi.)	School Enrollment** (K-6)	Staff	Number of Elementary School Buildings
SD 1	9,916	22.20	1250	60	5
SD 2	10,136	19.78	1852	73	5
SD 3	6,021	14.43	1268	48	2
SD 4	8,399	18.63	1405	66	5
Mean***	8,618	18.76	1444	62	4
MD 1					
A	5,371	31.49			
B	695	23.70			
C	800	41.99			
Total	6,866	97.18	1068	45	8
MD 2					
D	1,559	33.76			
E	2,881	14.28			
F	3,117	17.46			
Total	7,557	65.50	1200	66	5
MD 3					
G	1,884	13.90			
H	3,261	8.66			
I	3,297	8.90			
Total	8,442	31.46	1729	77	7
MD 4					
J	1,264	19.93			
K	2,573	17.68			
L	1,488	15.37			
Total	5,325	52.98	1507	78	8

* 1960 Census
** October 1, 1967
*** Mean rounded to nearest integer

Table 6

The Eight School Districts

	Assessed Val. (1-1-1964)	Val. per Child	Support from Local Taxes*	Total Support, All Sources*	Public School Expenditures**
SD 1	$11,131,018	$ 4,210	$383.30	$479.38	$ 963,316
SD 2	40,914,490	15,791	438.02	488.03	1,289,763
SD 3	30,484,971	17,859	902.03	982.65	721,676
SD 4	23,035,658	10,148	414.13	428.30	944,618
Mean***	$26,391,534	$12,002	$534.37	$594.40	$ 979,843
MD 1					
A	$14,772,085	$10,999	$343.90	$416.87	$243,319
B	974,760	4,576	388.91	393.81	45,477
C	1,119,752	5,599	301.91	428.30	46,177
					Total
Mean	$ 5,622,199	$ 7,058	$344.91	$412.30	$334,973
MD 2					
D	$ 2,097,816	$ 5,943	$416.93	$551.61	$111,312
E	8,177,460	10,351	514.13	605.20	198,038
F	7,250,439	8,788	463.74	559.36	198,704
					Total
Mean	$ 5,841,905	$ 8,361	$464.93	$572.06	$508,054
MD 3					
G	$ 7,446,255	$16,013	$398.55	$480.33	$103,580
H	5,507,967	5,872	398.85	481.38	166,441
I	7,631,915	6,671	434.40	516.29	252,443
					Total
Mean	$ 6,862,044	$ 9,552	$410.60	$492.66	$522,464
MD 4					
J	$ 2,594,677	$ 6,901	$408.05	$543.72	$113,331
K	5,418,490	7,664	476.32	615.45	270,672
L	3,174,845	6,362	576.70	733.13	208,825
					Total
Mean	$ 3,729,337	$ 6,976	$487.02	$630.77	$592,828

 * per pupil in net average membership
 ** Fiscal year 1965-66
 *** Mean rounded to nearest integer

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C H A P T E R IV
RESULTS OF THE STUDY

This investigation could be appropriately termed a
series of eight selected school district studies in the
area of superintendent leadership behavior. The districts,
tailored to fit the imposed criteria stated in Chapter I,
should not be considered either random or representative.
It is obvious that some form of selection operated in the
composition of the resultant school districts; however, the
assumption cannot be supported that this selection operated
systematically in one direction by the inclusion solely of
those superintendents who believed their boards' and staffs'
descriptions of their leadership behavior would be high.

In presenting the results of this study, the inves-
tigator, with data gained by employing two instruments,
described the leadership behavior of the eight superintendents
in terms of the question: what are the theoretical as well as
the practical implications as they relate to the single-
district and multi-district organizational structure of
school systems?

LBDQ Mean Scores

The various LBDQ scores for the school districts were
analyzed and compared in an effort to test the hypotheses
presented in Chapter I. Pertinent data were reported, in

detail, to assist with the activation of programmed research in allied areas. There were obvious limitations revealed in both methodology and statistical interpretation; however, it is believed that a study of this type will contribute to the vast field of educational research by generating interest in an area that has frequently been probed but never deeply penetrated.

This study pertained to the perceptions of four single-district and four multi-district school superintendents' leadership behavior described by their staffs, boards, and themselves. Mean scores derived from questionnaires were used as indices in order to determine what variances in the descriptions of the superintendent's behavior occurred among the members of his staff and board. Self-description scores were treated in a straightforward manner because they were the results of single describers - the superintendents.

The employment of mean scores focused attention not only upon the average level at which the superintendent's behavior was described, but also upon the extent to which his describers agreed with each other in their individual perceptions of his leadership behavior.

In Tables 7 and 7A, the mean scores ($\overline{X}$) by the staff and board are presented for the dimensions: Initiating Structure and Consideration. Self-description scores (X) by the superintendents are also included. At the base of each table are given the means of both $\overline{X}$ and X columns.

Table 7

Comparison of Leader Behavior Description Questionnaire -
Real Mean Scores by Staff and Board; and Self-Description
Scores by Single-District Superintendents. (N=4).

	Board		Staff		Self	
Supt.	Initiating Structure	Consid- eration	Initiating Structure	Consid- eration	Initiating Structure	Consid- eration
	$\bar{X}$	$\bar{X}$	$\bar{X}$	$\bar{X}$	X	X
SD 1	45	46	47	46	44	47
SD 2	50	50	42	44	40	45
SD 3	47	51	41	51	43	47
SD 4	43	38	46	40	51	46
$\bar{X}$	46	46	44	45	45	46

Table 7A

Comparison of Leader Behavior Description Questionnaire -
Real Mean Scores by Staff and Board; and Self-Description
Scores by Multi-District Superintendents. (N=4).

	Board		Staff		Self	
Supt.	Initiating Structure	Consid- eration	Initiating Structure	Consid- eration	Initiating Structure	Consid- eration
	$\bar{X}$	$\bar{X}$	$\bar{X}$	$\bar{X}$	X	X
MD 1	46	50	45	48	44	43
MD 2	44	47	43	41	35	38
MD 3	40	36	41	40	51	46
MD 4	45	44	44	41	29	45
$\bar{X}$	44	44	43	43	40	43

By inspection, we note that the $\bar{X}$ and X columns reveal
a difference as to how a superintendent's behavior is perceived

by his board, staff, and by himself. In the case of the
four single-district superintendents (Table 7), their self-
perception agreed more with their boards' perception than
with staffs' perception.

Table 7A shows a greater divergence between the multi-
district superintendents' self-perceptions and those of their
boards and staffs. Both groups of superintendents were scored
higher on both dimensions by their boards than by their staffs.

Table 8 reveals individual multi-district boards and
staffs perceived their superintendents as Initiating more
Structure and exhibiting more Consideration than other member

Table 8

Comparison of Leader Behavior Description Questionnaire -
Mean Scores by Staff and Board; Multi-District Member
School Boards and Staffs

	Board		Staff	
Supt.	Initiating Structure	Consider- ation	Initiating Structure	Consider- ation
	$\bar{X}$	$\bar{X}$	$\bar{X}$	$\bar{X}$
MD 1				
A	49.67	52.33	46.00	45.86
B	47.67	52.00	43.00	49.40
C	42.33	45.00	50.70	52.33
MD 2				
D	46.67	48.33	40.83	39.66
E	45.00	50.66	45.50	41.25
F	41.33	40.66	43.33	42.83
MD 3				
G	34.33	34.33	37.66	36.33
H	42.67	34.00	47.00	46.00
I	43.33	40.00	37.75	35.00
MD 4				
J	46.67	46.66	46.75	43.25
K	45.67	43.33	42.80	43.80
L	41.67	43.00	40.33	30.00

boards. Variances are noted especially in MD 1 where board
C scored their superintendent low on both dimensions, while
boards A and B scored him relatively high.

The range of LBDQ staff and board scores are shown
in Table 9. Staff scores ranged from twenty-four to fifty-
seven on the Initiating Structure dimension and thirteen to
fifty-nine on the Consideration dimension. Board scores

Table 9

Range of LBDQ-Real Staff and Board
Scores; Initiating Structure and
Consideration

	Staff				Board			
	Initiating Structure		Consider-ation		Initiating Structure		Consider-ation	
	Range		Range		Range		Range	
SD 1	36-59	23	40-56	16	33-54	21	38-53	15
SD 2	29-55	26	31-57	26	44-59	15	39-57	18
SD 3	24-52	28	45-58	13	44-53	9	47-53	6
SD 4	30-53	23	13-51	38	29-53	24	25-47	22
$\bar{X}$ *		25		23		17		15
MD 1	31-56	25	36-59	23	33-54	21	40-60	20
MD 2	32-52	20	30-52	22	39-50	11	33-56	23
MD 3	24-54	30	26-52	26	20-53	33	22-45	23
MD 4	28-57	29	18-54	36	40-48	8	36-52	16
$\bar{X}$ *		26		27		18		21

* Rounded to nearest whole integer

ranged from twenty to fifty-nine on the Initiating Structure
dimension and twenty-two to a perfect score of sixty on the
Consideration dimension.

Mean ranges ($\bar{X}$), influenced by numbers of respondents,
differed considerably between staffs and boards. We note,
however, the varying ranges within the single-district, as
well as the multi-district school boards. (i.e., SD 3 with
a narrow range of nine on the Initiating Structure dimension
and six on the Consideration dimension; MD 3 with a broad
range of thirty-three on the Initiating Structure dimension
and twenty-three on the Consideration dimension).

LBDQ Dimension Quadrants

Figures 4 and 5 illustrate, by the coordinate method
discussed in Chapter I, the board and staff group mean scores
for both dimensions. The means on the two leader behavior
dimensions were used as coordinates to define four quadrants.
LBDQ scores of the eight superintendents were allocated to
these quadrants. No attempt was made to adjust the means on
either quadrant, so as to make the allocation by quadrant
strictly comparable for the data in both figures. Instead,
the scores for each of the respondent groups were analyzed
in respect to its own quadrants.

Figure 4 shows that boards placed three single-
district superintendents and one multi-district superintendent
in the upper right-hand quadrant (High Initiating Structure
and High Consideration). These four may be categorized, within
the confines of this study, as relatively "effective" leaders
according to the perceptions of their board members.

Fig. 4

Distribution of Board LBDQ Scores,
Real, According to Quadrants Defined
by Coordinates of LBDQ-Real Board
Scores

Consideration ⟶

(High Initiating Structure; Low Consideration)	SD 1 SD 2 SD 3 MD 1 (High Initiating Structure; High Consideration)
SD 4 MD 3 MD 4 (Low Initiating Structure; Low Consideration)	MD 2 (Low Initiating Structure; High Consideration)

↑

Initiating
Structure

Mean = 45

(Initiating
Structure,
Real, Board)

Mean = 45

(Consideration, Real, Board)
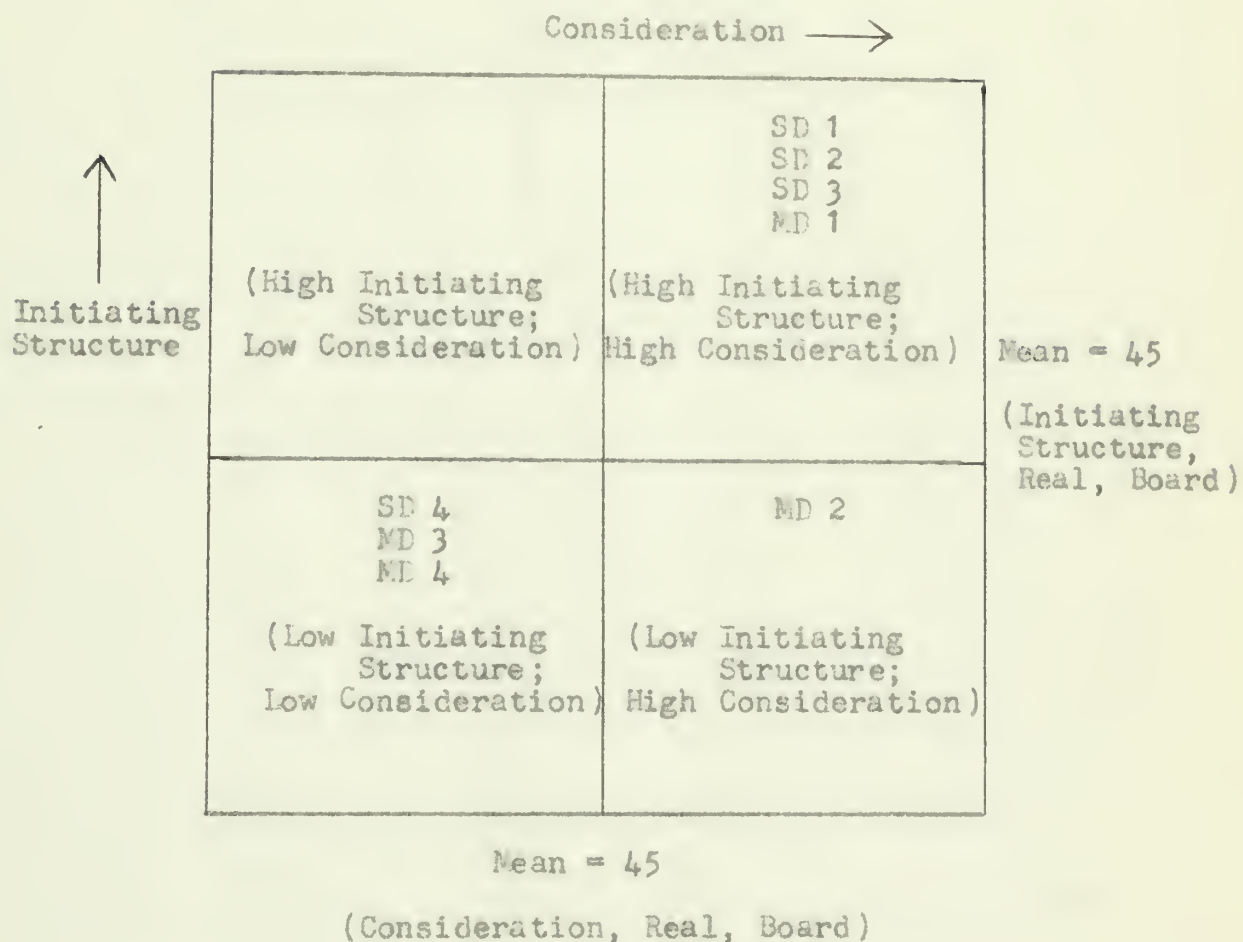
Conversely, one-half of the multi-district superintendents
were classed in the lower left-hand quadrant (Low Initiating
Structure and Low Consideration). These may be presumed to
be "less effective" leaders according to their board per-
ceptions.

Staff scores appeared to be less lenient with the

Fig. 5

Distribution of Staff LBDQ Scores,
Real, According to Quadrants Defined
by Coordinates of LBDQ-Real Staff

Consideration ⟶

SD 4 (High Initiating Structure; Low Consideration)	SD 1 MD 1 (High Initiating Structure; High Consideration)
SD 2 MD 2 MD 3 MD 4 (Low Initiating Structure; Low Consideration)	SD 3 (Low Initiating Structure; High Consideration)

Initiating
Structure

Mean = 44

(Initiating
Structure
Real, Staff)

Mean = 44

(Consideration, Real, Staff)
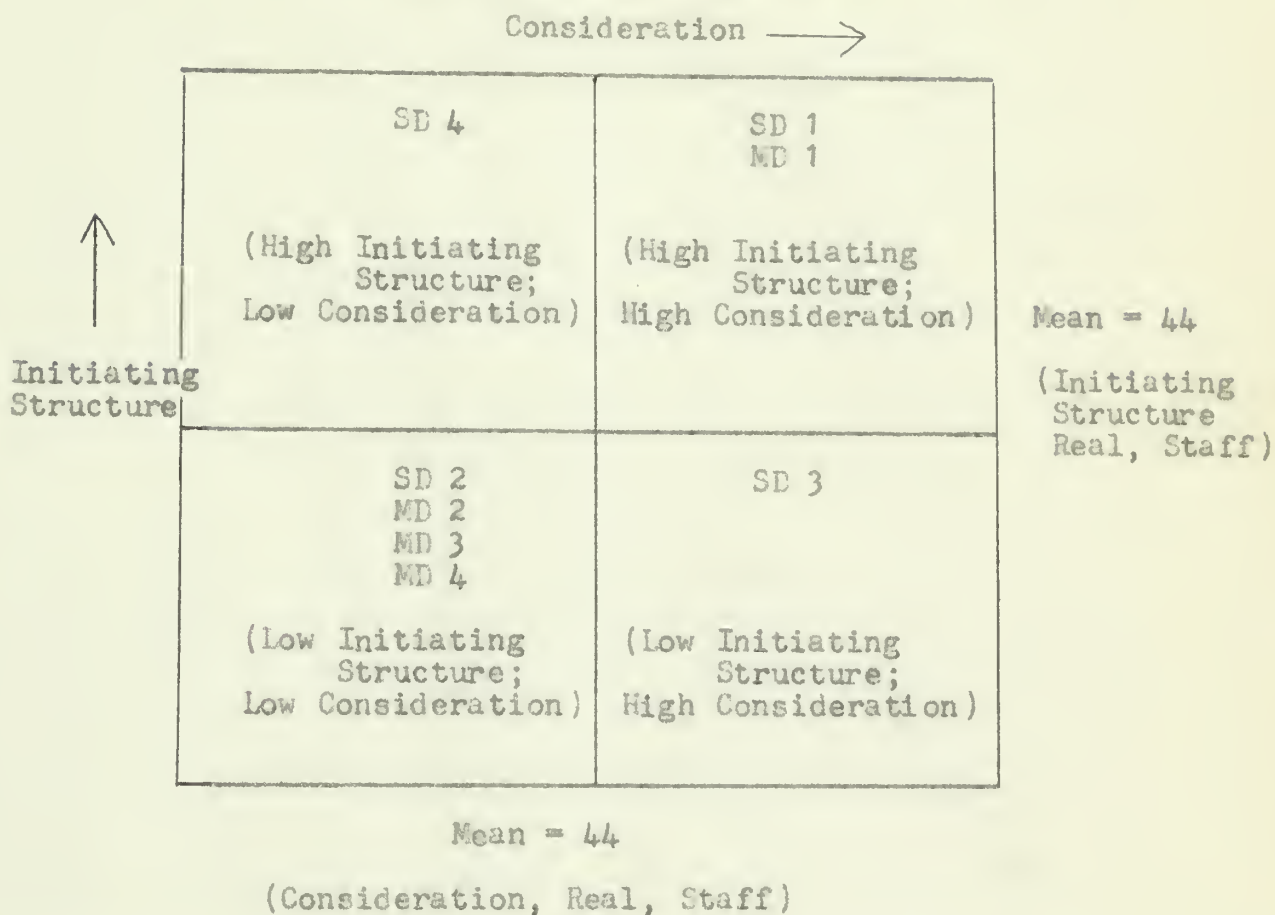
superintendents. We note in Figure 5 that one-half of the
eight superintendents were placed in the lower left-hand
quadrant, while only two scored high on both dimensions.
Three of the eight scored high on Consideration. Of the
four multi-district superintendents, three fell in the lower
left-hand quadrant.

The Superintendent's LBDQ Real and LBDQ-Ideal

The eight superintendents indicated on their LBDQ-Ideal
how they believed they should behave. Table 10 shows a com-
parison of both LBDQ-Real and LBDQ-Ideal Self Scores. We note
that the four single-district superintendents scored themselves
higher on both dimensions in their LBDQ-Real. LBDQ-Ideal scores
were nearly the same for both single and multi-district super-
intendents. Both groups felt the Ideal superintendent should
exhibit more Consideration.

Table 10

Comparison of LBDQ-Real and
and LBDQ-Ideal Scores: Self (N=8)

	Real		Ideal	
	Initiating Structure	Consideration	Initiating Structure	Consideration
SD 1	44	47	50	55
SD 2	40	45	54	54
SD 3	43	47	49	51
SD 4	51	46	50	51
$\overline{X}$	45	46	51	53
MD 1	44	43	53	51
MD 2	35	38	54	49
MD 3	51	46	52	58
MD 4	29	45	42	55
$\overline{X}$	40	43	50	53

Figure 6 presents a distribution of LBDQ-Real Self
Scores, according to the quadrant scheme, that reveals single-
district superintendents are more "effective" leaders than

multi-district superintendents. Three of the four single-
district superintendents considered themselves high on both
dimensions. Two of the multi-district superintendents
scored themselves low on Consideration. It was interesting
to note that none of the single-district superintendents
regarded themselves low on the Consideration dimension.

Fig. 6

Distribution of Superintendent-Self
LBDQ Scores, Real, According to
Quadrants Defined by Coordinates of
LBDQ-Real Self Scores

Consideration ⟶

MD 1 (High Initiating Structure; Low Consideration)	SD 1 SD 3 SD 4 MD 3 (High Initiating Structure; High Consideration)
MD 2 (Low Initiating Structure; Low Consideration)	SD 2 MD 4 (Low Initiating Structure; High Consideration)

Initiating
Structure

Mean = 42

(Initiating
Structure,
Real, Self)

Mean = 45

(Consideration, Real, Self)

Analyses of Variance for Groups (Boards)
within Treatment

The first data analysis consisted of a series of
analyses of variance of the Initiating Structure and Con-
sideration scores. Both of these scores contained two
components; one, attributable to the superintendent, and the
other, to the school board. Thus, any actual differences
among the superintendents were reflected in the ratings
given by the boards.

On each dimension, the score used for both the
board's and staff's description of the superintendent was
the average (mean) of the scores by which the individual
respondents described him.

Means for Initiating Structure for the multi-district
school boards are shown in Table 11 together with a statis-
tical evaluation of the means.

The lowest rating given a superintendent by his
total board was 40.11; the highest, 46.55. The superintendent
receiving the low rating, however, was not rated low by all
his boards. He received such a low rating because of a mean
score seven points lower than the lowest returned by any
other board (i.e., MD 3G).

An inspection of the separate means revealed differ-
ences in both the four multi-school districts and all twelve
individual school boards. This was evident from the ranges:
MD 1 = 7.33; MD 2 = 5.34; MD 3 = 9.0; MD 4 = 5.0.

Table 11

Means for Initiating Structure;
Multi-Districts by School Boards

	MD 1	
Individual Boards		
A	49.67	
B	47.67	
C	42.33	
		Total = 46.55
	MD 2	
D	46.67	
E	45.00	
F	41.33	
		Total = 44.33
	MD 3	
G	34.33	
H	42.67	
I	43.33	
		Total = 40.11
	MD 4	
J	46.67	
K	45.67	
L	41.67	
		Total = 44.67

There was no significant difference in the way
multi-school district boards rated their superintendents.
Table 11A shows no difference among either the four multi-
school districts or the twelve individual school boards
making up these districts. Even when the means were cor-
rected (i.e., treated as if all multi-school districts had
the same mean) $P < .05$.

Table 12 lists means for the Consideration dimension
of multi-school district boards along with a statistical

Table 11A

Analysis of Variance for Groups (Boards)
Within Treatment for Table

Source	df	SS	MS	F	P*
Between Boards	11	523.42	47.583		
Districts	3	199.64	66.546	1.65 N.S. > .05	
Boards/District	8	323.78	40.47		
Member/Board/District	24	943.33	39.306		
Total	35	1466.75	41.907		

* P > .05 for all twelve boards

evaluation.

The lowest rating was given to the same superintendent receiving the lowest rating for Initiating Structure. In this particular case, the superintendent was rated low by all of his boards.

It is also noted in Table 12 that the mean range for each multi-school district was less and, at the same time, more consistent than the dimension for Initiating Structure. MD 1 had a range of 7.3; MD 2, a range of 7.6; MD 3, a range of 6.0; MD 4, a range of 5.0.

Table 12A reveals a significant difference at the .01 level for the Consideration dimension amongst the four multi-school districts. Significant differences were found at the .05 level for all school boards, as well. This

Table 12

Means for Consideration;
Multi-Districts by School Boards

```
                          MD 1
Individual Boards
               A   52.33
               B   52.00
               C   45.00
                                 Total = 49.77


                          MD 2

               D   48.33
               E   50.66
               F   40.66
                                 Total = 46.57


                          MD 3

               G   34.33
               H   34.00
               I   40.00
                                 Total = 36.11


                          MD 4

               J   46.66
               K   43.33
               L   43.00
                                 Total = 44.33
```

Table 12A
Analysis of Variance for Groups (Boards)
Within Treatment for Table

Source	df	SS	MS	F	P*
Between Boards	11	1280.31	116.39		
Districts	3	918.97	306.324	6.7	$< .01$
Boards/District	8	361.34	45.17		
Member/Board/District	24	1221.33	50.89		
Total	35	2501.64	71.48		

* $P < .05$ for all twelve boards

implied that the four multi-school districts in this study
agreed in their description of their superintendents for the
Consideration dimension as well as the twelve school boards.

Discrepancy scores indicate the amount of deviation
that existed between each school board member respondent score
and that of his superintendent's self-score (LBDQ-Real). This
resulted in either a plus or minus score (i.e., -5; 1.0).

Table 13 lists both the mean discrepancy scores for
Initiating Structure of individual boards within each multi-
school district as well as the total (mean) scores for each
of the four multi-school districts.

Table 13A shows a significant difference at the .01
level for the Initiating Structure dimension between the four
multi-school districts and no significance for all twelve
school boards.

In the case of MD 1, the superintendent's self-
scores were forty-four on Initiating Structure and forty-three
on Consideration. Board members of board A scored him
forty-nine and sixty (discrepancies of five and seventeen);
forty-nine and forty-six (discrepancies of five and three);
fifty-one and fifty-one (discrepancies of seven and eight).
The mean for the score = 5.7 for Initiating Structure and
9.3 for Consideration (see Table 14).

Mean discrepancy scores for Consideration of individ-
ual boards within each multi-school district are shown in
Table 14.

Table 13

Discrepancy Score Means for Initiating Structure;
Multi-Districts by School Boards

	MD 1
Individual Boards	
A	5.7
B	3.7
C	5.7

Total = 5.0

MD 2

D	11.7
E	10.0
F	6.3

Total = 9.3

MD 3

G	14.7
H	9.7
I	-1.0

Total = 7.8

MD 4

J	17.7
K	16.7
L	12.7

Total = 15.7

Table 13A

Analysis of Variance for Groups (Boards)
Within Treatment for Table

Source	df	SS	MS	F	P*
Between Boards	11	1030.2	93.66		
Districts	3	551.3	183.78	3.1	$<$ .01
Boards/District	8	478.9	59.9		
Member/Board/District	24	1144.67	47.7		
Total	35	2174.89	62.14		

* P $>$ .05 N.S. for all twelve boards.

We note a wide variance within each multi-school district board, especially MD 2 and MD 3. There was some agreement within MD 4 with a discrepancy score range of four. This was also evident within MD 1 with boards A and B varying .3.

Table 14

Discrepancy Score Means for Consideration;
Multi-Districts by School Boards

Individual Boards	MD 1	
A	9.3	
B	9.0	
C	2.0	
		Total = 6.7
	MD 2	
D	9.7	
E	12.3	
F	2.7	
		Total = 8.2
	MD 3	
G	10.3	
H	4.0	
I	1.0	
		Total = 5.1
	MD 4	
J	1.7	
K	-1.3	
L	-2.3	
		Total = -.6

Table 14A shows that there was a significant difference in the way multi-school district boards rated their superintendents on the Consideration dimensions. $P < .05$.

Table 14A

Analysis of Variance for Groups (Boards)
Within Treatment for Table

Source	df	SS	MS	F	P*
Between Boards	11	817.56	74.32		
Districts	3	410.89	136.96	2.7	$<$ .05
Boards/District	8	406.67	50.83		
Member/Board/District	24	1758.00	73.25		
Total	35	2575.56	73.59		

* P $>$ .05 for all twelve boards.

For all twelve school boards; however, P $>$ .05 or N.S. (Not Significant).

The Eight Superintendents

The participating superintendents were asked to complete an additional questionnaire for the purpose of gathering selected information concerning their experience and educational qualifications as well as their personal feelings relating to their perceived responsibilities as chief school administrators (see Appendix, p. 96).

Table 15 shows that single-district superintendents were, on the average, nine years older than multi-district superintendents with three of the former in their fifties. Single-district superintendents had been superintendents

Table 15

The Eight School Districts, Superintendents

	Age	Degree	Salary	Years in Present Position	Total Yrs.as Supt.	Cent. Staff	Monthly Meetings
SD 1	53	Ed.M.	$16,150	5	25	4	2
SD 2	45	Ed.M.	18,700	4	5	3	3
SD 3	56	C.A.G.S.	13,950	10	10	3	3
SD 4	59	Ed.M.	16,150	14	20	4	4
Mean*	53		$16,238	8	15	4	3
MD 1	37	C.A.G.S.	$14,592	5	5	4	5
MD 2	44	Ph.D.	17,000	5	14	5	10
MD 3	48	Ed.M.	17,000	12	15	4	10
MD 4	48	Ed.M.	16,000	4	4	5	12
Mean	44		$16,148	10	7	5	9

* Mean rounded to nearest integer

twice as long with five of the total number of superintendent respondents in their present position five years or less.

There was little difference in either the educational preparation or salaries of the eight superintendents; however, a decided difference was noted in the average number of monthly meetings attended. Multi-district superintendents averaged three times as many monthly meetings as their fellow single-district superintendents.

All eight of the superintendents considered instructional supervision as that part of their job requiring more time than they could offer. When queried which group (i.e., Staff or Board) perceived their behavior closest to what they perceived it to be, there was no general agreement. Both

single- and multi-district superintendents were divided evenly.

C H A P T E R V
SUMMARY, CONCLUSIONS, RECOMMENDATIONS
AND FUTURE RESEARCH

Summary

This study examined and compared two dimensions of
leadership behavior ("Initiating Structure" and "Considera-
tion") of four single-district and four multi-district school
superintendents in the Commonwealth of Massachusetts. In
this chapter the findings were interpreted in terms of the
question: what are the implications as they relate to the
district organizational structure of the school system?

"Initiating Structure" refers to the ability to de-
lineate the relationship between the superintendent and
members of his staff, establish well-defined patterns of
organization, channels of communication and methods of pro-
cedure. "Consideration" refers to behavior indicative of
friendship, mutual trust, respect, and warmth in the super-
intendent's relationship with his staff.

Replicative in nature, this investigation followed
closely the methodological procedures and techniques employed
by Halpin and Evenson in their studies of Ohio superintendents
and secondary school administrators.

The number of school districts in this study pre-
cluded any attempt to form generalizations except within the
stated limitations. It is hoped that the results will be

of sufficient interest to encourage further exploration of
the efficacy of the Leader Behavior Description Questionnaire
in reflecting the dimension of Initiating Structure within the
committee structure of school systems. In addition, it is
anticipated that the development of more refined instruments
would assist in controlling the variables that presented
themselves in this study.

Three hypotheses were tested based on the data gathered
from the administration of the Leader Behavior Description
Questionnaire:

Hypothesis (Ho_1) - There is a significant
divergence with respect to the school super-
intendent's self-perceived leadership
behavior and the perceptions held by his
school board(s) and staff(s).

Hypothesis (Ho_2) - When measured by the
specific dimensions of leadership behavior:
"Initiating Structure" and "Consideration,"
single-district school superintendents tend
to score higher than multi-district school
superintendents.

Hypothesis (Ho_3) - Members of one multi-
district school board will tend to agree
among themselves in their description of

the superintendent's "Initiating Structure"
and "Consideration" and disagree, as a
group, with other boards within the same
multi-school district.

In single-district school systems, the LBDQ's were
administered to the superintendent, three of his board members
and a random sample of his staff (K-6). In multi-district
school systems the LBDQ's were administered to the super-
intendent, nine board members (three within each of three
boards) and a minimum of three staff members from each of the
three communities. A total of one hundred and fifty-one
descriptions were obtained. Eighty-seven of these were from
staff respondents, forty-eight from school board respondents,
and sixteen from superintendent respondents. The latter were
asked to score themselves according to their Ideal as well as
their Real behavior.

Each questionnaire was scored on the Initiating
Structure and Consideration dimensions. The LBDQ-Self scores
were secured directly from the superintendents themselves.
The staff scores were obtained by having members of the
elementary staff (K-6) describe their superintendent's leader
behavior. The average of the staff scores describing his
Initiating Structure was designated as his LBDQ-Real staff
score on Initiating Structure. Likewise, an LBDQ-Real staff
Consideration score was computed for each superintendent.

Similar procedures were utilized to compute LBDQ-Real board scores. Three board member descriptions were obtained for each school superintendent.

Data analyses and findings were based upon sixty-four scores, eight for each of the eight school superintendents:

1. LBDQ-Real, Self   Initiating Structure
2. LBDQ-Real, Self   Consideration
3. LBDQ-Ideal, Self   Initiating Structure
4. LBDQ-Ideal, Self   Consideration
5. LBDQ-Real, Staff   Initiating Structure
6. LBDQ-Real, Staff   Consideration
7. LBDQ-Real, Board   Initiating Structure
8. LBDQ-Real, Board   Consideration

LBDQ mean scores were analyzed and compared in order to determine to what extent board and staff members agreed with each other in their individual perception of their super-intendent. The latter's self-perception was, in turn, compared with his board's and staff's perceptions.

The superintendent's LBDQ-Real and LBDQ-Ideal, Self scores were compared and examined for differences in the way they _really_ perceived themselves in their jobs and the way they _ideally_ perceived themselves.

A series of analyses of variance were employed to explore what contribution statistical evaluation of LBDQ mean scores would make in this study. F ratios were computed for

multi-districts by school boards on both the Initiating
Structure and Consideration dimensions. Discrepancy scores,
indicating the amount of deviation between school board
member scores and superintendents' self-scores, were statis-
tically examined in a fashion similar to the LBDQ mean scores.

Superintendents were requested to complete an informa-
tion questionnaire in addition to their LBDQ's for the purpose
of gathering selected background material concerning their
education, experience, and perceptions relating to their jobs
as chief school administrators.

Brief monographs of the participating communities are
found in the Appendix, page 82, along with samples of the
instruments.

Conclusions

With reference to the hypotheses, the conclusions of
this study were as follows:

Ho_1 - Certain incongruencies of perceptions were
revealed between the superintendent and his board(s) and
staff(s). All of the chief school administrators perceived
themselves as Initiating less Structure. Multi-district
superintendents not only perceived themselves low on the
Initiating Structure dimension, but felt they exhibited less
Consideration, as well.

Both single-district and multi-district school
boards saw their superintendents as Initiating more Structure

and exhibiting more Consideration than they were perceived
as doing by their staffs. Multi-district superintendents,
however, were in more agreement with staff members on the
Consideration dimension. Consistently greater differences
were noted among multi-district superintendents when the
chief school administrators scored themselves as to how a
superintendent should ideally behave. This hypothesis (Ho_1)
was accepted in full.

Ho_2 - Single-district superintendents not only
scored themselves higher than multi-district superintendents
on both dimensions but were similarly scored by their boards
and staffs. Although district organizational structure has
a major influence on the leadership behavior of school
superintendents, there are other variables present that need
to be considered. This was evidenced by the fact that
certain multi-district superintendents scored considerably
higher than single-district superintendents. This hypothesis
(Ho_2) was accepted in full.

Ho_3 - Multi-district school boards differed among
themselves in their description of their superintendents.
Members of one multi-district school board tended not to
agree among themselves in their perceptions of the super-
intendent. They disagreed, also, as a group, with other
boards within the same multi-district school system.

A statistical evaluation of LBDQ mean scores
showed there was no significant difference in the way multi-

school district boards perceived their superintendent on the
Initiating Structure dimension. A significance at the .01
level was found among the four multi-school district boards
in the way they scored their superintendents on the Considera-
tion dimension.

A significant difference at the .01 level for the
Initiating Structure dimension among the four multi-school
district boards was found, as well, when Discrepancy Scores
were statistically evaluated.

This hypothesis (Ho3) was accepted in part.
Multi-district school boards did not agree among themselves
in their description of their superintendents.

Discussion of the Findings

A major conclusion that may be drawn from the results
of this study is that the district organizational structure
of a school system appeared to either facilitate or impede
"effective" leadership. The greatest factor affecting leader-
ship was the incongruency of perceptions of school board
members, staff members, and superintendents. Without mutuality
of expectations it is difficult for a group to plan and work
together. Moyer supported this observation when he concluded
that congruence in expectations among members of a group was
a factor more significant than leadership style (1:1-4).

Some thought should be given to ways of narrowing the range of perceptions. With mutuality of perceptions, a basis would be provided for more effective planning within a school district organizational structure.

The organizational structure of single-district school systems provides an educational setting that permits superintendents to Initiate Structure and exhibit Consideration, while multi-district school organizational structures tend to impede and discourage superintendents. Responsible for the preparation of three budgets, the attendance at three monthly board meetings, negotiating with three salary committees, and numerous other duplicating activities, the multi-district superintendent is left no alternative. He becomes an administrator rather than a leader.

Recommendations

The findings of this study seem to confirm the views presented by the Advisory Committee on Unions and Regions of the Massachusetts State Department of Education (2:8), and tend to support the following concomitant recommendations:

1. The Massachusetts Department of Education, in cooperation with the Massachusetts Association of School Committees and the Massachusetts School Superintendents Association, should sponsor a series of training institutes for prospective and incumbent school board members. Leadership

training seminars for school superintendents, conducted by
University personnel should be offered at periodically con-
venient times. Materials for this type of training should
include: (a) case studies in the area of collective negotia-
tions, grantsmanship, public relations, decision-making; and
(b) a development of a taxonomy of primary and secondary
responsibilities expected of school superintendents.

2. The exponential manner in which the world is
changing forces us to not only "take a hard look" at our
educational system, but to reexamine our values as they relate
to it. Intensive group experiences involving the superin-
tendent, school board members, and staff members should be
encouraged. These sensitivity-training sessions would assist
the superintendent to be less protective of his own constructs
and beliefs, and more able to communicate realistically with
his board and staff, and thus possibly lay the groundwork for
altering the organizational structure of the school system
(3:6).

3. The University of Massachusetts, in cooperation
with the State Department of Education, the Massachusetts
Teachers Association, the Massachusetts Association of School
Committees, and the Massachusetts Association of School Super-
intendents should agree upon certain broad guidelines to be
implemented in a career program for the training of chief
school administrators. These guidelines should consider
selection procedures for potential administrators, provisions

for realistic financial assistance in the form of fellowships, and broad exposure to the numerous disciplines offered at the university level.

4. Lipham suggests a multi-criterion approach for the evaluation of leader effectiveness (4). Applying various techniques for the identification and evaluation of leaders (i.e., RAD Scales, Observation Procedures, LBIQ, Interviews, Organization Charts and Manuals, Sociometric Methods) should assist in controlling a number of personal variables.

5. Closely related to #4, the technique of employing in-depth case studies of identified "effective" leaders should be investigated. Continuous observation by non-participants would permit delineation of the decision-making process as well as acts leading toward the successful initiation of structure.

Future Research

The findings and implications of this study direct attention to the need for broad, and at the same time, longitudinal explorative research in the area of leadership behavior. Investigative efforts, ecologically oriented, would allow the observer to separate what he sees and records from his own interpretation within the natural environment.

In-depth clinical case studies of chief school administrators identified by staff and board members as "effective" leaders would offer opportunities to isolate certain

commonalities of competencies. These, in turn, could be audited as they appeared within the context of the decision-making process.

Assuming that leadership and administration are separate, efforts should be made to differentiate between them. Tentative definitions of the two terms by chief school administrators would permit a taxonomic listing of leadership-related and administration-related activities. Check lists could then be developed and refined for clinical observers conducting case studies.

In appraising a group for which leadership is required, the "culture," the previous pattern of leadership, and the present pattern of group interaction all provide clues for the study of the group and the kind of leadership required (5:142). Instruments devised to appraise the leadership needs of a group could be "matched" with the qualifications of leader aspirants.

Cost analysis studies, federally funded, would offer some indications of the efficiency of different types of school organizational structures. In concert with these studies, efforts could be made to measure and compare student achievement.

In an attempt to determine whether attitudes toward leadership may be affected, attitudinal surveys could be conducted before and after a series of intensive group experiences (i.e., sensitivity training workshops).

What research is initiated in the future should be
programmed and coordinated in order to avoid duplicity and
unrelated effort. A behavioral studies approach offers the
investigator an unfettered view of the innumerable facets of
leadership behavior and permits him to utilize a multi-
criterion procedure.

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APPENDIX

LOG OF INTERVIEWS

Telephone

1. Superintendent, SD 1 . . . . June 19, 1967
2. Superintendent, SD 2 . . . . June 19, 1967
3. Superintendent, SD 3 . . . . June 20, 1967
4. Superintendent, SD 4 . . . . June 26, 1967
5. Superintendent, MD 1 . . . . June 26, 1967
6. Superintendent, MD 2 . . . . June 28, 1967
7. Superintendent, MD 3 . . . . June 29, 1967
8. Superintendent, MD 4 . . . . June 30, 1967
9. Superintendent, SD 1 . . . . September 6, 1967
10. Superintendent, SD 2 . . . . September 8, 1967
11. Superintendent, SD 3 . . . . September 8, 1967
12. Superintendent, SD 4 . . . . September 12, 1967
13. Superintendent, MD 1 . . . . September 14, 1967
14. Superintendent, MD 2 . . . . September 15, 1967
15. Superintendent, MD 3 . . . . September 15, 1967
16. Superintendent, MD 4 . . . . September 15, 1967
17. Superintendent, SD 1 . . . . November 1, 1967
18. Superintendent, SD 2 . . . . November 1, 1967
19. Superintendent, SD 3 . . . . November 3, 1967
20. Superintendent, SD 4 . . . . November 4, 1967
21. Superintendent, MD 1 . . . . November 6, 1967
22. Superintendent, MD 2 . . . . November 6, 1967

23. Superintendent, SD 3 . . . . November 8, 1967

24. Superintendent, SD 4 . . . . November 9, 1967

25. Mr. Lawrence Ovian, Supervisor of Education, State
    Department of Education, Boston, Massachusetts.
    November 15, 1967

26. Mr. Zollo, Supervisor, Research and Development Center,
    Department of Education, Woburn, Massachusetts.
    December 21, 1967

27. Reference Librarian, State Library, Boston, Massachusetts.
    December 21, 1967

Personal

1. Superintendent, SD 1 . . . . . . September 13, 1967

2. Superintendent, SD 2 . . . . . . September 19, 1967

3. Superintendent, SD 3 . . . . . . September 22, 1967

4. Superintendent, SD 4 . . . . . . September 26, 1967

5. Superintendent, MD 1 . . . . October 3, 1967

6. Superintendent, MD 2 . . . . October 10, 1967

7. Superintendent, MD 3 . . . . October 17, 1967

8. Superintendent, MD 4 . . . . October 24, 1967

9. Elementary Principals, SD 2 . . September 22, 1967

10. School Board, SD 2 . . . . September 25, 1967

Monographs of the Eight School Districts

Single-District 1

(SD 1)

SD 1, a suburban community of 9916 according to the 1960 Census, is located in Southern Massachusetts. Its land area of 22.2 square miles supports a diversified economy of construction, manufacturing, and wholesale and retail trade.

Founded in 1668, SD 1's industrial development was hindered by the lack of water power; consequently, agricultural products were extensively grown for the neighboring Providence and Fall River markets. Today, it is one of the principal suburban areas of Fall River.

SD 1 has an assessed valuation as of January 1, 1964, of $11,131,018 with a valuation per census child of $4210. For the fiscal year 1965-66, $963,316 were expended for public schools.

Support from local taxation per pupil in net average membership was $383.30. Total support from all sources averaged $479.38.

As of October 1, 1967, 6 elementary schools, staffed by 60 teachers and administrators, enrolled a total of 1250 pupils.

The superintendent of schools, 53 years old, has been in his present position 5 years. An additional 20 years were spent as superintendent in other Massachusetts communities.

Assisted by a central office staff of 3 clerks and an
Administrative Assistant, he averages 2 meetings a month
with his 5 member school board.

Single-District 2
(SD 2)

SD 2, the largest of the 16 communities, has a pop-
ulation (1960 Census) of 10,136 and a land area of 19.78
square miles. Situated in Eastern Massachusetts, it is
primarily a manufacturing community and easily accessible to
Boston, 21 miles away.

SD 2's assessed valuation as of January 1, 1964, was
$40,914,490, with a valuation per census child of $15,791.
Expenditures for public education during the fiscal year
1965-66 were $1,289,763. Local taxes in the amount of $438.02
per pupil in net average membership were supplemented by
$50.01 resulting in a total of $488.03 from all sources per
pupil in net average membership.

Five elementary schools, staffed by 73 teachers and
administrators enrolled 1852 pupils as of October 1, 1967.

SD 2's superintendent, 45 years old, is the youngest
of the single-district chief administrators. A superintendent
for 5 years, he has been in his present position 4 with 1
spent as a multi-district superintendent. Prior to assuming
his first public school superintendency, he had been a private
school administrator for 12 years.

A central office staff of 3 clerks and a Business Manager assists him with the administration of his school district. Monthly meetings with his 5 member school board averages 2 regular and 1 special.

Single-District 3

(SD 3)

SD 3, with a land area of 14.43 square miles and a population of 6,021 (1960 Census), is the smallest of the 4 single-district communities. Primarily a residential town, it is located in Eastern Massachusetts approximately 20 miles from Boston. A large state mental institution established in 1886 plays an important role in its economy.

Manufacturing is the largest source of employment, with 30.5% of the total employed population reported to the Massachusetts Division of Employment Security. Wholesale and retail trade, with 26.4% was second in importance.

As of January 1, 1964, SD 3's assessed valuation was $30,484,971 with a valuation per census child of $17,859. Public school expenditures were $1,289,763 for the fiscal year 1965-66. Support from local taxation per pupil in net average membership was $902.03. Total support from all sources averaged $982.85 per pupil in net average membership.

Two elementary schools, staffed by 48 teachers and administrators, enrolled 1268 pupils as of October 1, 1967.

The superintendent of schools, 56 years old, has been

a chief school administrator for 10 years. SD 3 has been
his only superintendency. Assisted by a central office staff
of 3 clerks, he averages 1 regular and 2 special meetings
monthly with his 5 member school board.

Single-District 4
(SD 4)

SD 4, a residential town with many of its inhabitants
working in nearby communities, is located in Southern
Massachusetts. It has a land area of 18.63 square miles and
a population of 8,399 (1960 Census).

The greatest number of residents are employed in the
wholesale and retail trades (45.6%). Second in importance
is manufacturing employing 24.0% of the total number reported
to the Massachusetts Division of Employment Security.

The assessed valuation of SD 4, as of January 1, 1964,
was $23,035,658 with a valuation per census child of $10,148.
Public school expenditures for the fiscal year 1965-66 were
$944,618. Support from local taxation per pupil in net
average membership was $4414.13. Total support from all
sources averaged $428.30 per pupil in net average membership.

The elementary school enrollment, as of October 1,
1967, was 1405. Five elementary schools were staffed by 66
teachers and administrators.

SD 4's superintendent of schools, 59 years old, has

been a superintendent for a total of 20 years. The last 14
years have been with SD 4. A central office staff of 4 clerks
assist him with the administration of the school system. He
averages 3 regular and 1 special meeting each month with his
5 member school board.

Multi-District 1
(MD 1)

The 3 agricultural-residential communities comprising
MD 1 are located in Northeastern Massachusetts, approximately
70 miles from Boston. With a combined land area of 97.18
square miles, they constitute the largest of the 4 multi-
districts and, at the same time, the smallest population.
Although farming, dairying, poultry-raising, and fruit-growing
are the chief occupations, many of the inhabitants commute
to nearby industrial areas for employment.

MD 1 (A) - - The largest of the 3 communities, MD 1
(A) had a 1960 Census population of 5,371. Its assessed
valuation as of January 1, 1964, was $14,772,085, or $10,999
per child. For the fiscal year 1965-66, $243,319 were ex-
pended for public education. Support from local taxation per
pupil in net average membership was $343.90. Total support
from all sources averaged $416.87.

Five elementary schools with an enrollment of 814 as
of October 1, 1967, were staffed by 34 teachers and adminis-
trators.

MD 1 (B) - - According to the 1960 Census, MD 1 (B) had a population of 695. Its assessed valuation as of January 1, 1964, was $974,760 or $4576 per child. Public school expenditures were $45,477 for the fiscal year 1965-66. Support from local taxation per pupil in net average membership was $388.91. Total support from all sources averaged $393.81.

One elementary school staffed by 5 teachers enrolled 135 pupils as of October 1, 1967.

MD 1 (C) - - The population of MD 1 (C) in 1960 was 800. As of January 1, 1964, the assessed valuation was $1,119,752 with a valuation per census child of $5599. Expenditures for public education for the fiscal year 1965-66 were $46,177. Support from local taxation per pupil in net average membership was $301.91. Total support from all sources averaged $428.30 per pupil in net average membership.

Six teachers staffed 1 elementary school with an enrollment of 119 as of October 1, 1967.

The superintendent of schools is the youngest of the 8 chief administrators in this study. He has been in his present position 5 years, and is 37 years old. A Director of Elementary Education and 3 clerks assist him with the administration of MD 1. Each month, he averages 4 regular and 1 special meeting with his 3 school boards.

Multi-District 2

(MD 2)

MD 2's 3 sea-coastal communities are situated along the Atlantic Coast 60 miles from Boston. Their combined land area is 65.5 miles. Two of the communities are resort towns catering to the moderate income groups while the third has a varied economy of construction and small manufacturing.

MD 2 (D) - - The population, according to the Census of 1960, was 1,559. The assessed valuation of MD 2 (D), as of January 1, 1964, was $2,097,816, with a valuation per census child of $5943. For the fiscal year 1965-66, $111,313 were spent for public education. Support from local taxation per pupil in net average membership was $416.93. Total support from all sources averaged $551.61 per pupil in net average membership.

One elementary school staffed by 10 teachers and 1 administrator enrolled 240 pupils as of October 1, 1967.

MD 2 (E) - - The population of MD 2 (E) was 2,881 in 1960 and had an assessed valuation of $8,177,460 as of January 1, 1964. Valuation per census child was $10,351. Public school expenditures were $198,038 for the fiscal year 1965-66. Support from local taxation per pupil in net average membership was $514.13. Total support averaged $605.20 per pupil.

Two elementary schools staffed by 20 teachers and 1 administrator enrolled 240 and 160 pupils respectively as of

October 1, 1967.

MD 2 (F) - - The largest of the three communities, MD 2 (F) has a population of 3,177 (1960 Census) and an assessed valuation of $7,250,439 as of January 1, 1964. Valuation per census child was $8,788. Expenditures for public schools were, for the fiscal year 1965-66, $198,704. Total support per census child was $559.36.

An elementary school staffed by 21 teachers and 1 administrator enrolled 440 pupils as of October 1, 1967.

MD 2's superintendent, 44 years old, holds a Ph.D., and has been in his present position 5 years. Previously, he had been superintendent of another Massachusetts multi-district school system for a period of 9 years. A Director of Pupil Personnel Services and 4 clerks assist him in the central office. Monthly, he averages 5 regular and 5 special meetings with his 3 school boards.

<div align="center">

Multi-District 3

(MD 3)

</div>

The 3 Northeastern residential communities served by MD 3 are located approximately 35 miles from Boston, and have a combined land area of 31.46 square miles.

MD 3 (G) - - The smallest of the 3 communities, MD 3 (G) had a 1960 Census population of 1,844. Its assessed valuation, as of January 1, 1964, was $7,446,255, or $16,013 per census child. Public school expenditures for the fiscal

year 1965-66 were $103,580. Support from local taxation was
$398.55 per pupil in net average membership. Total support
from all sources averaged $480.33 per pupil.

One elementary school, staffed by 15 teachers and 1
administrator, enrolled 303 pupils on October 1, 1967.

MD 3 (H) - - The 1960 Census population for MD 3 (H)
was 3,261. Its assessed valuation was $5,507,967 as of
January 1, 1964. Valuation per census child was $5872. Pub-
lic school expenditures for the fiscal year 1965-66 were
$166,441. Support from local taxation per pupil in net
average membership was $398.85. Total support from all
sources averaged $481.38 per pupil.

One elementary school, staffed by 20 teachers and 1
administrator, enrolled 562 pupils as October 1, 1967.

MD 3 (I) - - The largest of the 3 communities, MD 3
(I) had a population in 1960 of 3,297. Its assessed valuation
as of January 1, 1964, was $7,631,915. Valuation per census
child was $6671. Expenditures for public education were
$252,443 for the fiscal year 1965-66. Support from local
taxation per pupil in net average membership was $434.40.
Total support from all sources averaged $516.29.

Two elementary schools with enrollments of 306 and
617 were staffed by 14 and 23 teachers respectively as of
October 1, 1967.

MD 3's chief school administrator, 48 years old, has
been a superintendent of schools for 15 years. Twelve years

were spent as superintendent of a small single-district
school system. Assisted by a central office staff of 3
clerks and an Assistant Superintendent, he attends an average
of 5 regular and 5 special meetings monthly with his 3 school
boards.

Multi-District 4
(MD 4)

The 3 communities served by MD 4 are located in
Eastern Massachusetts approximately 25 miles west of Boston.
With a combined land area of 52.98 square miles, its economy
is primarily agricultural and small manufacturing. Many of
its inhabitants are employed in the metropolitan area of
Boston.

MD 4 (J) - - The smallest of the 3 communities, MD 4
(J), had a population in 1960 of 1,264 and an assessed valu-
ation of $2,594,677, as of January 1, 1964. Valuation per
census child was $6901. Public school expenditures were
$113,331, for the fiscal year 1965-66. Support from local
taxation per pupil in net average membership was $408.05.
Total support from all sources per child averaged $543.72.

One elementary school with a staff of 10 teachers
enrolled 227 pupils as of October 1, 1967.

MD 4 (K) - - The largest of the 3 communities, MD 4
(K) had a population of 2,573, according to the 1960 Census.
Its assessed valuation was $5,418,490 as of January 1, 1964.

For the fiscal year 1965-66, public school expenditures were
$270,672. Support from local taxation per pupil in net
average membership was $476.32. Total support from all
sources averaged $615.45.

Two elementary schools staffed by 25 teachers and
1 administrator enrolled a total of 541 pupils as of October
1, 1967.

MD 4 (L) - - In 1960, the population of MD 4 (L) was
1,488. As of January 1, 1964, its assessed valuation was
$3,174,845 or $6362 per census child. Public school expend-
itures were $208,825, for the fiscal year 1965-66. Support
from local taxation per pupil in net average membership was
$576.70. Total support from all sources averaged $733.13.

Two elementary schools with enrollments of 460 and
105 pupils were staffed by 15 teachers and 1 administrator
as of October 1, 1967.

The superintendent of schools, 48 years old, has
been a chief school administrator for 4 years. MD 4 is his
first superintendency. Assisted by a central office staff
of 4 clerks and a Director of Elementary Education, he
averages 4 regular and 8 special monthly meetings with his
three school boards.

The Commonwealth of Massachusetts
University of Massachusetts
Amherst 01003

SCHOOL OF EDUCATION

July 11, 1967

Dear Participant:

This letter is to introduce William A. Small, a doctoral candidate at the University of Massachusetts. We are asking you to take part in this dissertation project in the area of leadership behavior of school superintendents, which is of vital interest to both the School of Education, University of Massachusetts, Amherst, Massachusetts and public school personnel.

The purpose of this study is to examine and compare the leadership behavior of certain single-district and multi-district school superintendents in the Commonwealth of Massachusetts as perceived by themselves, their school board(s), and staff(s). The findings will be examined in terms of the question: What are the implications of the results as they relate to the organizational structure of the school system?

Your participation in this study will assist us in adding to our basic knowledge about the leadership behavior of educational administrators and the improvement of in-service training programs.

Sincerely,

Ovid F. Parody
Professor of Educational Administration
University of Massachusetts
Amherst, Massachusetts

OFP:bf

Explanatory Letter

Dear Sir:

My name is William A. Small. I live in Barrington, Rhode Island, and teach at Rhode Island College.

This letter is a request of you to participate in my doctoral dissertation in the area of leadership behavior of school superintendents. The primary purpose of the study is to examine and compare the leadership behavior of certain single-district and multi-district school superintendents in the Commonwealth of Massachusetts as perceived by themselves, their school board(s), and staff(s). The findings will be examined in terms of the question: what are the implications of the results as they relate to the organizational structure of the school system?

The enclosed questionnaire will be the major source of data for the study. It asks for a description of your superintendent. Each item describes a specific kind of behavior without invoking any judgment about the desirability or undesirability of that behavior. These questions in no way constitute a "test" of the ability of the person who answers the items. Nor do they involve an evaluation of the effectiveness of the administrator's performance. It is possible, however, from this straightforward description of the frequency with which the administrator engages in specific kinds of behavior to identify certain distinct leadership styles.

Your answer will not be seen by the administrator whom you describe. The questionnaire will be scored and analyzed by the investigator. In order to preserve the anonymity of your answers the report of the findings will be codified.

Your superintendent has been fully informed of this study. He has agreed to participate and is aware that this letter is being sent to his board and staff members.

Please do not sign your name on the questionnaire. Your code number has been placed in the upper left-hand corner.

Sincerely,

William A. Small

LEADER BEHAVIOR DESCRIPTION QUESTIONNAIRE

Developed by staff members of
The Ohio State Leadership Studies

Name of Leader Being Described..

Name of Group Which He Leads...

Your Name...

On the following pages is a list of items that may be used to describe the behavior of your supervisor. Each item describes a specific kind of behavior, but does not ask you to judge whether the behavior is desirable or undesirable. This is not a test of ability. It simply asks you to describe, as accurately as you can, the behavior of your supervisor.

Note: The term, *"group,"* as employed in the following items, refers to a department, division, or other unit of organization which is supervised by the person being described.

The term *"members,"* refers to all the people in the unit of organization which is supervised by the person being described.

Published by

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College of Commerce and Administration
The Ohio State University
Columbus, Ohio

DIRECTIONS:

a. READ each item carefully.

b. THINK about how frequently the leader engages in the behavior described by the item.

c. DECIDE whether he always, often, occasionally, seldom or never acts as described by the item.

d. DRAW A CIRCLE around one of the five letters following the item to show the answer you have selected.

A—Always
B—Often
C—Occasionally
D—Seldom
E—Never

1. He does personal favors for group members.	A	B	C	D	E
2. He makes his attitudes clear to the group.	A	B	C	D	E
3. He does little things to make it pleasant to be a member of the group.	A	B	C	D	E
4. He tries out his new ideas with the group.	A	B	C	D	E
5. He acts as the real leader of the group.	A	B	C	D	E
6. He is easy to understand.	A	B	C	D	E
7. He rules with an iron hand.	A	B	C	D	E
8. He finds time to listen to group members.	A	B	C	D	E
9. He criticizes poor work.	A	B	C	D	E
10. He gives advance notice of changes.	A	B	C	D	E
11. He speaks in a manner not to be questioned.	A	B	C	D	E
12. He keeps to himself.	A	B	C	D	E
13. He looks out for the personal welfare of individual group members.	A	B	C	D	E
14. He assigns group members to particular tasks.	A	B	C	D	E
15. He is the spokesman of the group.	A	B	C	D	E
16. He schedules the work to be done.	A	B	C	D	E
17. He maintains definite standards of performance.	A	B	C	D	E
18. He refuses to explain his actions.	A	B	C	D	E

19. He keeps the group informed.   A   B   C   D   E

20. He acts without consulting the group.   A   B   C   D   E

21. He backs up the members in their actions.   A   B   C   D   E

22. He emphasizes the meeting of deadlines.   A   B   C   D   E

23. He treats all group members as his equals.   A   B   C   D   E

24. He encourages the use of uniform procedures.   A   B   C   D   E

25. He gets what he asks for from his superiors.   A   B   C   D   E

26. He is willing to make changes.   A   B   C   D   E

27. He makes sure that his part in the organization is understood by group
    members.   A   B   C   D   E

28. He is friendly and approachable.   A   B   C   D   E

29. He asks that group members follow standard rules and regulations.   A   B   C   D   E

30. He fails to take necessary action.   A   B   C   D   E

31. He makes group members feel at ease when talking with them.   A   B   C   D   E

32. He lets group members know what is expected of them.   A   B   C   D   E

33. He speaks as the representative of the group.   A   B   C   D   E

34. He puts suggestions made by the group into operation.   A   B   C   D   E

35. He sees to it that group members are working up to capacity.   A   B   C   D   E

36. He lets other people take away his leadership in the group.   A   B   C   D   E

37. He gets his superiors to act for the welfare of the group members.   A   B   C   D   E

38. He gets group approval in important matters before going ahead.   A   B   C   D   E

39. He sees to it that the work of group members is coordinated.   A   B   C   D   E

40. He keeps the group working together as a team.   A   B   C   D   E

Superintendent's Questionnaire

1. Name _____ School System _____

2. Age _____ Years in present position _____

   Total years as superintendent _____

3. If you are presently a Single-District superintendent,
   were you ever a Multi-District superintendent? _____
   How long? _____

4. If you are presently a Multi-District superintendent,
   were you ever a Single-District superintendent? _____
   How long? _____

5. Experience: Elementary teacher _____ yrs.
   Secondary teacher _____ yrs. Administrator _____ yrs.
   Education: College(s) _____
   Highest degree _____

6. Average number of regular school board meetings per
   month _____

7. Average number of special school board meetings per
   month _____

8. Number of school board members on school board:
   Single-District _____
   Multi-District _____, _____, _____, _____, _____

9. Elementary (K-6) school enrollment as of 10/1/67 _____

10. Total elementary staff members (including principals) as
    of 10/1/67 _____ (Multi-Districts please give
    separate totals _____, _____, _____, _____)

11. Total number of central office help: clerical _____,
    professional _____ (please give title(s) of
    professional help) _____

12. Number of school buildings in your system(s).
    Elementary _____, Secondary _____

13. What part of your job takes the most time? (examples:
    budgeting, building, instructional supervision,
    recruiting, etc. _____

14. What part of your job do you feel needs more of your
    time? _____

15. Which group do you feel perceives your behavior closest
    to what you perceive it to be? Board _____,
    Staff _____, Neither _____

                         Thank you,

                         William A. Small

Raw Data of the Study

Staff		Board		Self	
Initiating Structure	Consid- eration	Initiating Structure	Consid- eration	Initiating Structure	Consid- eration

Single-District 1
(SD 1)

49	45	49	53	44 (Real)	47 (Real)
46	47	54	48	50 (Ideal)	55 (Ideal)
51	45	33	38		
42	45				
47	49				
59	44				
41	40				
54	56				
36	46				
47	45				

Single-District 2
(SD 2)

50	32	59	57	40 (Real)	45 (Real)
55	40	48	53	54 (Ideal)	54 (Ideal)
33	31	44	39		
29	54				
43	57				
43	43				
45	50				

Single-District 3
(SD 3)

52	58	53	47	43 (Real)	47 (Real)
24	50	44	53	49 (Ideal)	51 (Ideal)
37	45	45	53		
44	52				
46	50				

Staff		Board		Self	
Initiating Structure	Consideration	Initiating Structure	Consideration	Initiating Structure	Consideration

Single-District 4
(SD 4)

Staff		Board		Self	
53	45	29	25	51 (Real)	46 (Real)
42	43	46	43	50 (Ideal)	51 (Ideal)
53	45	53	47		
30	13				
51	46				
49	51				
44	35				

Multi-District 1
(MD 1)

Staff		Board		Self	
43	44	49	60	44 (Real)	43 (Real)
38	46	50	52	53 (Ideal)	51 (Ideal)
45	49	49	46		
40	47	40	41		
50	57	33	40		
56	59	44	48		
51	47	49	56		
39	43	51	51		
55	51	54	54		
53	55				
31	36				
50	45				
42	48				
42	48				

Multi-District 2
(MD 2)

Staff		Board		Self	
49	39	40	49	35 (Real)	38 (Real)
44	39	43	33	54 (Ideal)	49 (Ideal)
41	44	41	40		
40	45	43	39		
32	43	49	56		
49	51	48	50		
36	37	39	49		
38	44	50	56		
43	30	46	47		
50	43				
42	43				
49	38				
49	49				
36	33				
37	30				
52	52				

Staff		Board		Self	
Initiating Structure	Consideration	Initiating Structure	Consideration	Initiating Structure	Consideration

Multi-District 3 (MD 3)

Staff		Board		Self	
51	47	48	44	51 (Real)	46 (Real)
44	48	44	35	52 (Ideal)	58 (Ideal)
51	42	20	23		
40	49	35	36		
49	44	40	42		
24	34	53	38		
45	37	35	22		
44	38	45	45		
33	28	41	40		
28	26				
54	52				
36	34				

Multi-District 4 (MD 4)

Staff		Board		Self	
47	44	44	45	29 (Real)	45 (Real)
34	18	43	43	42 (Ideal)	55 (Ideal)
38	38	40	41		
39	38	48	46		
43	37	47	52		
39	51	48	49		
47	50	44	45		
48	40	47	36		
55	49	41	42		
57	32				
51	49				
28	27				
49	54				
47	47				
39	47				
48	34				

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