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A STUDY OF THE DELEGATION OF ADMINISTRATIVE AUTHORITY
TO THE SUPERINTENDENT BY THE BOARD OF EDUCATION IN
NINE SOUTHWESTERN IOWA COMMUNITIES

by

William Reed Spickerman, A. B.

SUBMITTED IN PARTIAL FULFILMENT OF THE
REQUIREMENTS FOR THE DEGREE OF
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in the
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of the
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W. R. S.

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CHAPTER I

THE PROBLEM AND ITS SCOPE

The Problem

The main purpose of the study was to determine the division of executive authority and the responsibility for its use between the superintendent and his board of education in small southwestern Iowa towns. This problem was found to involve four facets: 1. the determination of the executive authority which the board of education delegates to the superintendent of schools; 2. the determination of the amount of executive authority which the board of education shares with the superintendent of schools; 3. the determination of the authority which the board of education retains; 4. the determination of the amount of responsibility for the use of executive authority which the board of education assigns the superintendent of schools as the result of the executive authority which it delegates to him or shares with him.

Hypothesis

This problem adheres to the hypothesis that the board of education is the dominant party in the superintendent-board of education relationship in small southwestern Iowa towns.

Need for the Study

At present little recent and reliable information exists concerning the division of executive authority and responsibility for its use between the small town school superintendent and his board of education. This division of executive authority is extremely important because it actually determines whether the superintendent of schools or the board of education is the true administrator and executive officer of the school system. The delegation of authority to the superintendent by the board of education makes the superintendent either an administrator or a clerk depending upon the amount of actual authority which the board of education delegates to him.

The division of responsibility for the use of executive authority is also important because it determines whether the superintendent is responsible only for his own use of the authority which the board delegates to him or whether he is also held responsible for the board's use of authority and thus is made the scape goat for the board's mistakes.

Accurate knowledge concerning the division of executive authority is also important to the study of school administration. First, educators need this information to enable them to describe and evaluate the present status of school administration. Second, this information is needed since it may point the direction

which school administration should take to be improved.

Knowledge of the executive authority and responsibility is also of great value in the training and orientation of students who are about to become small town superintendents.

Delimitations

Territorially the study was restricted to a small area of southwestern Iowa which was predominantly rural in character. This area was comprised of Harrison and Mills Counties. The area was chosen to get away from the urban effects of Council Bluffs, Iowa, and Omaha, Nebraska.

The school systems which were included in the survey were all independent school districts located in small towns. The towns included in the survey all had a population of less than five thousand and were located so that they were dependent upon the adjacent agricultural land for their existence. All of the districts included were, however, consolidated and operated bus lines into adjacent rural areas to pick up pupils. Except for the two largest districts each district operated only one school building which housed both the elementary and secondary units.

The study was limited to a period of approximately two months during the late fall and winter of 1952. The first interview was on October 17, 1952, and the last on December 14, 1952. The study was so limited in

order to obtain the picture of the towns at as near the same time as was possible.

Definition of Terms

There are, perhaps, some terms that definition will make clearer. In this study the term "small town" is construed to mean a town with a population of less than five thousand persons which was located in an agricultural environment and clearly dependent upon the adjacent agricultural land for its existence.

The term "superintendent of schools" as used herein is an official elected by the board of education and licensed by the state who works in close cooperation with the board of education and is its chief educational officer.

The term "board of education" is used to denote a board which is elected by the voters of the school district to establish the policies connected with the operation of the school district. The election of this board is so arranged that a majority of the board is not elected at any one time. There are usually an odd number of members. The members serve without pay.

The term "executive authority" is used to denote the authority or power to initiate, or approve, and to execute matters of school business or policy. These powers must be actively used not perfunctory.

The term "responsibility for the use of executive authority" is used to denote accountability if any

unfavorable community action develops

CHAPTER II

A SURVEY OF PREVIOUS LITERATURE

In 1933 the Department of Superintendents of the National Education Association¹ made a study of the initiative, approbationary and executive powers of rural school superintendents. The survey was conducted on a nation wide basis. A total of 3820 questionnaires were mailed to rural superintendents and 1199 replies were received. The returns were tabulated by noting the frequency with which rural superintendents reported the various powers.

The twelve most frequently mentioned initiative powers of the rural superintendents were: (1) the determination of new policies; (2) the making of routine rules; (3) the supervision of instruction; (4) the determination of subjects in the curriculum; (5) the selection of instructional materials; (6) the enforcement of compulsory attendance laws; (7) the appointment of new teachers; (8) the selection of non-educational supplies; (9) the appointment of principals; (10) the dismissal of teachers, principals, and assistant superintendents; (11) the determination of the content of subjects; (12) the preparation of the budget.

1. "Educational Leadership," Eleventh Yearbook of Department of Superintendents of The National Education Association, pp217-9. Washington D. C., 1933

The executive powers which the superintendents reported with the greatest frequency were: (1) the determination of subjects in the curriculum; (2) the determination of new policies; (3) the making of routine rules; (4) the supervision of instruction; (5) the enforcement of compulsory attendance laws; (6) the selection of instructional supplies; (7) the determination of the content of subjects; (8) the selection of textbooks; (9) the selection of non-educational supplies; (10) the appointment of new teachers; (11) the preparation of the budget; (12) the transfer of teachers, principals, and assistant superintendents.

The superintendents further reported that they had approbationary authority in the following matters: (1) the supervision of instruction; (2) the selection of instructional supplies; (3) the determination of the content of subjects; (4) the making of routine rules; (5) the selection of non-educational supplies; (6) the enforcing of compulsory attendance laws; (7) the taking of the school census; (8) the determination of subjects in the curriculum; (9) the selection of textbooks; (10) the plans for the construction of new buildings; (11) the appointment of new teachers; (12) the maintenance and repair of the buildings.

The survey was summarized as follows: "In general the rural superintendent executes those matters which

he initiates. Although the rural superintendent has some initiatory powers in connection with the appointment of principals; his authority along this line does not extend into the executive or approbationary fields.¹"

Also in 1933 Cyr² made a questionnaire and interview survey on the subject: "The Allocation of Responsibilities in the Administration of Schools in Rural Areas, with Special Reference to the County." In tabulating returns from thirty-nine states he found that the local school district was responsible for the following administrative duties in at least sixty per cent of the cases reported: (1) appointing teachers; (2) promoting pupils from grade to grade; (3) purchasing ground for new buildings; (4) selecting bus drivers; (5) taking the school census; (6) deciding to transport pupils; (7) the authorization of building repairs; (8) determining teachers' salaries; (9) appointing local superintendents and principals; (10) permitting pupils to enter from other districts; (11) the authorization of expenditures.

In 1952 The American Association of School Administrators³ made a survey of the American school

1. Ibid., p. 222.

2. Frank W. Cyr, Responsibility for Rural School Administration, p. 25. Bureau of Publications, Columbia University, New York City, 1933.

3. The American Association of School Administrators, A Department of the National Education Association, The American School Superintendency, Washington D. C., 1952

superintendent. In the portion to determine how well the executive position of the rural school superintendent was established the following returns were made: Seventy seven and two-tenths percent of the superintendents reported that their executive position was established. Eighteen and six-tenths percent reported that there was some confusion and that board members sometimes exercised executive functions. Four and two-tenths percent reported that they operated at a clerical level.

Charles A. Gerstbacher and Lloyd D. Luchmann¹ made a study in 1952 in California which had as its purpose "to call attention to the present practices of public school administration in California which produce friction between the trustees and the administrators." Of 258 replies received 175 were sufficiently distinct to permit grouping them within fifteen broad classes of conduct which caused the friction. These fifteen groups were: (1) by the assumption of executive functions or by attempts to use executive power either individually or as a board; (2) by playing politics and doing personal favors; (3) by encouragement to complainants to carry grievances directly to the board; (4) by interference in the selection of teachers; (5)

1. Charles A. Gerstbacher and Lloyd D. Luchmann, The Areas of Conflict in California School Administration: California Association of School Administrators Pasadena, California: 1952

by promoting interests other than education e.g. tax reduction; (6) by inconsistency, e.g. failure to adopt and abide by general policies; (7) by open demonstration of lack of confidence in the superintendent; (8) by lack of knowledge of the school system; (9) by failure to keep the confidences of the board; (10) by perfunctory membership; (11) by the use of "rump sessions"; (13) by delving into trivial matters; (14) by interference with purchases; (15) miscellany.

Early in 1953 Hazelbaker¹ at the University of Arkansas made a survey by the use of information blanks sent to the executive offices of local boards of education in Arkansas and Professors of Educational Administration in institutions of higher learning in the United States. The practices of the local boards agreed with the experts' opinions in the following areas: (1) holding closed school board meetings occasionally; (2) holding special meetings or meetings other than those regularly scheduled; (3) following an order of business in conducting school board meetings; (4) having current publications dealing with the practices of school administration available for board members; (5) attending some professional

1. Hazelbaker, An Analysis of Certain Methods and Procedures Used by Local Boards of Education in Arkansas, University of Arkansas: 1953

meetings during the school year; (6) making the school board minutes accessible to the public; (7) delegating certain administrative functions to the superintendent; (8) performing some administrative functions jointly; (9) promoting school-community relations; (10) performing the appraisal function on a solid basis.

The local boards and the professors of education did not agree on the following: (1) that there be a regular meeting place for the board of education; (2) the methods that should be used to notify members of meeting dates; (3) the holding of dinners or luncheons in conjunction with regular school board meetings; (4) the preparation and presentation of an agenda to board members in advance of the meeting dates; (5) the accessibility of books dealing with the school board members' duties; (6) the use of special school board committees; (7) the responsibility for keeping the school board minutes; (8) the use of written rules and regulations of the board of education.

The professors and the local boards agreed that there should be a division of responsibility in the performance of the following administrative functions: (1) interviewing applicants for both teaching and non-teaching positions; (2) planning the course of study; (3) selecting of textbooks; (4) the assignment of teachers to classes and rooms; (5) informing teachers of the termination of their contracts; (6) the

determination of the general method of instruction which is to be used; (7) the preparation of the school budget; (8) keeping financial accounting records; (9) the taking and maintaining of the school census; (10) the accounting for extra-curricular monies; (11) the preparation of the annual financial statements; (12) suspending pupils from school; (13) the supervision of the operation and maintenance of the school plant; (14) interviewing salesmen; (15) purchasing supplies; (16) preparing an agendum for the board of education meetings; (17) the preparation of bills for presentation at board meetings; (18) the determination of the duties of the custodians; (19) the determining of the school bus schedule; (20) the establishment of rules of conduct for pupils.

The local boards and the professors were agreed that the following decisions should be made jointly: (1) the decision to promote employees; (2) the evaluation of the total educational program; (3) the selection and employment of school architects; (4) the selection and negotiation for school sites; (5) the determination of the salary schedule; (6) establishing the age for school admission; (7) the determination of the opening and the closing dates for schools; (8) the determination of community use of school facilities; (9) the planning of new school buildings; (10) the establishment of school bus

routes; (11) the writing and revision of board of education rules and regulations.

There was little or no agreement between the professors and the local boards on the following matters: (1) the drawing up of contracts for school employees; (2) the receiving and depositing of school funds; (3) the determination of regulations regarding corporal punishment, truancy and delinquency; (4) writing checks on school funds; (5) the determination of graduation requirements; (6) the determination of curricular offerings; (7) notifying the board members of meeting dates; (8) seeing that proper publicity is given to the business transacted by the board of education; (9) the preservation of official records of the board of education; (10) the calling of special meetings; (11) the inspection of the buildings and grounds; (12) the selection of clerks and judges for school elections; (13) the expelling of pupils from school; (14) the determination of school levies to submit to the voters; (15) the arranging for the sale of building bonds; (16) the selection of candidates for employment; (17) the selection of depositories for school funds; (18) the establishment of age for admission to school.

CHAPTER III

A DESCRIPTION OF THE STUDY

This study is one of six studies each of which involves a somewhat different analysis of similar data concerning sixty small towns in six areas in Iowa and Nebraska. Two of the areas were located in southwestern Iowa. Four of them were in Nebraska, two in the eastern section and two in the central. The study was a project of the Midwest Administrative Center of the University of Chicago from which it received some financial support.

The study was under the general direction of Maurice Stapley, Professor of Education at the University of Indiana, and under the personal supervision of George S. Pritchard, Assistant Professor of Education at the Municipal University of Omaha. Field direction of the study was from the University of Omaha.

All of the data for the study were collected by personal interviews conducted by six graduate students from the University of Omaha. Four of the interviewers were rural school superintendents; the other two high school teachers. All of them were chosen because they professed an interest in the study.

In order to assure comparable data from the six interviewers working in the six areas and from the

various interviews conducted by the same interviewer an interview guide was used. This guide was constructed by professors Stapley and Fritchard and contained questions concerning twenty items. Both the superintendent and a member of the board of education in each of the towns included in the study were interviewed concerning sixteen administrative procedures. These sixteen procedures were grouped in the five fields of personnel, finance, public relations, pupils, and curriculum and supervision. The superintendent was further interviewed concerning the area to which he would devote more time should it become available. The member of the board of education was also interviewed concerning: (1) the areas they considered the superintendents who have been employed by the community weakest; (2) the factors which determined the selection of a new school superintendent; (3) the respects in which the colleges are failing to train school administrators well. The interview guide may be found in the appendix of this study.

To further standardize the interviews a meeting was held at the University of Omaha in the fall of 1952. It brought together the six interviewers, Professor Pritchard, and the clerical help. At this meeting Professor Pritchard explained the interview guide which had been developed and clarified to the interviewers the meanings of terms that could be considered ambiguous. Also

during this meeting the interviewers were instructed in methods of gaining the data required without asking questions which might make the superintendent or the board of education appear in an unfavorable light. The towns which were to be included in the study were also tentatively selected at this meeting. Table I gives the names and populations of the towns selected for the study. Their locations are found in Figure 1.

TABLE I

NAME AND POPULATION OF THE TOWNS IN THE STUDY

Name	Population (1950)
Glenwood	4664
Missouri Valley	3546
Malvern	1263
Emerson	556
Mondamin	489
Pisgah	327
Silver City	311
Modale	283
Magnolia	207

The superintendent of each town selected was written a letter from the University of Omaha describing the study, stating its purpose and informing him that one of the interviewers would make a personal call in order to arrange for the interviews. The interviews were held in the small towns at a time the superintend-

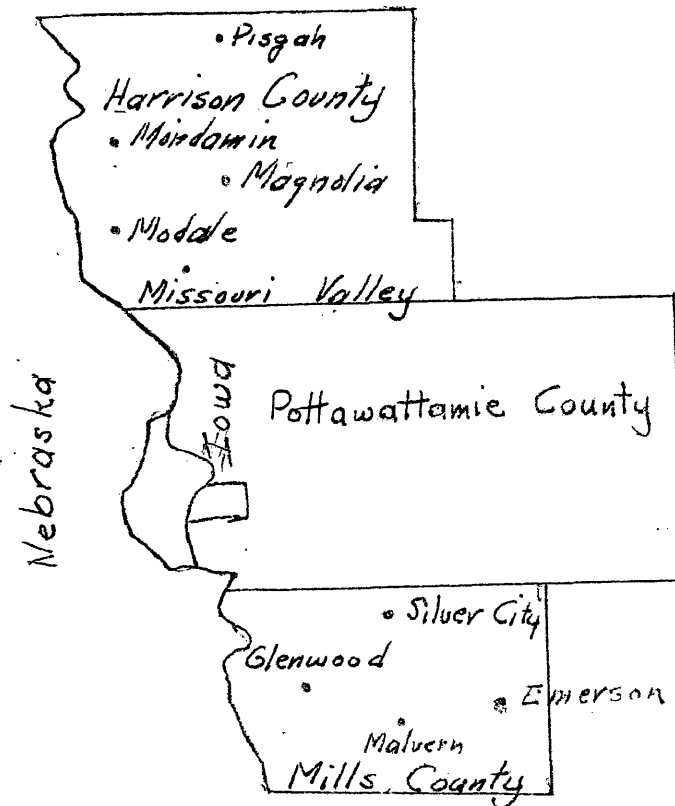


FIGURE 1 LOCATION OF THE TOWNS IN THE STUDY

ent and the board of education of the town found convenient. Only those towns willing to participate were included in the study.

In addition to the superintendent and a member of the board of education two members of the faculty of the school were also interviewed. The term "faculty" here is construed to mean a teacher or principal in either the secondary or the elementary school in the town. These interviews did not prove to be successful because of a reluctance on the part of the teachers to express themselves.

As was stated previously this particular study was

one which covered an area in southwestern Iowa located in Harrison and Mills Counties, Iowa. The towns included were: Missouri Valley, Magnolia, Pisgah, Modale, and Mondamin in Harrison County; and Glenwood, Silver City, Emerson, and Malvern, in Mills County.

The data obtained in the interviews were interpreted in six chapters in this study. One chapter is used in each of the five main areas of the study: personnel, finance, public relations, pupils, and curriculum and supervision. The sixth is a chapter dealing with the data from the specialized questions.

CHAPTER IV

AUTHORITY EXERCISED BY THE SUPERINTENDENT AND THE BOARD OF EDUCATION IN THE FIELD OF PERSONNEL

Summary

In the field of personnel it was found that neither the superintendent nor the board of education is dominant. Each has the area in which he is dominant and other functions which are carried on co-operatively. It was found that the superintendents and members of the boards of education agreed in substance in most instances.

The superintendents seemed to be dominant in: (1) the power to set personnel policies; (2) the evaluation of teaching effectiveness. The board of education was dominant in : (1) the selection of non-instructional personnel; (2) the determination of salaries paid to employees. The selection of instructional personnel was carried on co-operatively.

Selection Of Instructional Personnel

Eighty-nine per cent of the superintendents interviewed reported that they received the applications from the prospective candidates for teaching positions. In the other eleven per cent of the communities the secretary of the board of education received the applications. Interviews with the members of the boards of education substantiated this fact.

By an examination of Table I it is easily seen that

the selection of the teacher to be employed was predominantly a co-operative venture with the board of education and the superintendent taking part. Twenty-two per cent of the superintendents interviewed reported that they selected the teacher which they thought would do the best job and that his election by the board of education was a formality. Fifty-six per cent of the superintendents reported that the selection of instructional personnel was carried out co-operatively. Most of them reported that the board of education elected whichever candidate they thought best qualified but relied heavily on the judgment of the superintendent. The other twenty-two per cent reported that the board of education elected the teachers with little or no regard for the opinions of the superintendent.

The interviews with the members of the boards of education yielded information substantially in agreement with that supplied by the superintendents. Board members in eleven per cent of the towns reported that the superintendent chose the teachers which he wanted and the board of education confirmed their appointment. In sixty-seven per cent of the towns the selection was on a co-operative basis with the superintendent recommending two or three candidates and the board of education selecting one of these. Twenty-two per cent of the members of the boards of education reported that in their communities the board of education chose the teachers.

TABLE II

COMPARISON OF THE OPINIONS OF SUPERINTENDENTS AND BOARD MEMBERS REGARDING THE DELEGATION OF AUTHORITY IN THE SELECTION OF INSTRUCTORS

Group interviewed	Instructors selected		
	By Supt.	Co-operatively	By Board
1	2	3	4
Superintendents	22%	56%	22%
Board Members	11%	67%	22%
Consensus (with conflicts omitted)	0%	67%	33%

The members of the boards of education and the superintendents in sixty-seven per cent of the communities were in agreement in regard to the delegation of authority in the selection of instructional personnel. When only these towns are considered the selection of teachers was on a co-operative basis in sixty-seven per cent of these towns. In the other thirty-three per cent of the towns the board of education selected the teachers.

Selection of Non-instructional Personnel

The superintendents and the members of the boards of education report that the board is dominant in the selection of non-instructional personnel. Most attributed this to the fact that non-instructional personnel are local non-professional employees and the members of the board of education are likely to know these people better than is the superintendent.

Table III shows that twenty-two per cent of the

superintendents interviewed reported that the selection of non-teaching personnel was on a co-operative basis. The other seventy-eight per cent of the superintendents reported that the board of education selected the non-instructional personnel.

TABLE III

COMPARISON OF THE OPINIONS OF SUPERINTENDENTS AND BOARD MEMBERS REGARDING THE DELEGATION OF AUTHORITY IN THE SELECTION OF NON-INSTRUCTIONAL PERSONNEL

Group interviewed	Authority exercised by:		
	Supt.	Co-operation	Board
1	2	3	4
Superintendents	0%	22%	78%
Board Members	0%	0%	100%
Consensus (with conflicts omitted)	0%	0%	100%

The members of the boards of education reported that in all cases the board chose the non-instructional personnel. Because all board members reported the same delegation of authority the superintendents and the board members were in agreement only when the superintendents reported that the board chose the non-instructional personnel.

Determination of Salaries for Personnel

The superintendents and the members of the boards of education also agreed that the board of education is dominant in the determination of salaries for school employees. Most of the interviews revealed that the

main function of the superintendent in regard to the determination of salaries was to make available to the board a list of salaries paid by other towns of the same size in the same area of Iowa.

Seventy-eight per cent of the superintendents interviewed reported that the salaries of the school personnel were set by the board of education. Twenty-two per cent reported that the salaries were set as the result of a co-operative effort on the part of the superintendent and the board of education.

The replies from the board members agree percentage wise with those of the superintendents. Seventy-eight per cent reported that the salaries are the result of a co-operative effort.

When only those towns where the superintendent and the board of education were in agreement are considered substantially the same result is obtained. In eighty-six per cent of these towns the salaries were set by the board and in fourteen per cent the salary is the result of co-operative efforts. These data are presented in Table IV.

Establishment Of Personnel Policies

The Superintendents and the members of the boards of education agreed that the superintendent was dominant in the establishment of personnel policies. The opinions showed that the board depended upon the superintendent to supervise the staff.

TABLE IV

COMPARISON OF THE OPINIONS OF SUPERINTENDENTS
AND BOARD MEMBERS REGARDING THE DELEGATION OF
AUTHORITY IN THE DETERMINATION OF SALARIES

Group interviewed	Salaries determined by:		
	Supt.	Co-operation	Board
1	2	3	4
Superintendents	0%	22%	78%
Board Members	0%	22%	78%
Consensus (with conflicts omitted)	0%	14%	86%

Interviews with superintendents indicated that in fifty-six per cent of the towns the personnel policies were established by the superintendent. In another eleven per cent of the communities the policies were established co-operatively. One-third of the superintendents reported that the policies were set by the board of education generally by the use of contract clauses.

The members of the boards of education in seventy-eight per cent of the towns reported that the personnel policies were established by the superintendent without interference by the board of education. None of the members of the boards reported that the policies were set as the result of co-operative effort. Twenty-two per cent of the members of the boards reported that the board set the policies.

If consideration is restricted to those communi-

ties where the superintendent and the board members agreed it is found that in eighty-three per cent of the report that the superintendent sets the policies while in seventeen per cent of them the policies are set by the board. These data are presented in Table V

TABLE V

COMPARISON OF THE OPINIONS OF SUPERINTENDENTS
AND BOARD MEMBERS REGARDING THE DELEGATION OF
AUTHORITY IN ESTABLISHING PERSONNEL POLICIES

Group interviewed	Policies established by		
	Supt.	Co-operation	Board
1	2	3	4
Superintendents	56%	11%	33%
Board Members	78%	0%	22%
Consensus (with conflicts omitted)	83%	0%	17%

Evaluation Of Teaching

The superintendents and the members of the boards of education agreed perfectly upon the matter of the evaluation of teaching skill for the purposes of promotion, retention and dismissal. Eighty-nine per cent of the superintendents and members of the boards of education reported that the superintendent made the evaluation of teaching skill. Eleven per cent reported that the evaluation was made by the board of education. Here the teachers were local people and were re-elected as a matter of formality. No real evaluation could be said to have been made.

CHAPTER V

AUTHORITY EXERCISED BY THE SUPERINTENDENT AND THE BOARD OF EDUCATION IN THE FIELD OF FINANCE

Summary

The "field of finance" as used in this study denotes the preparation of the budget and the acquisition of incidental supplies for the operation of the school. It was found that, in a majority of the communities surveyed, neither the superintendent nor the board of education is dominant in the preparation of the budget. The superintendent, however, has in most cases the authority to purchase the supplies necessary for the efficient operation of the school.

The Preparation of the Budget

A study of Table VI reveals that both the superintendents and the members of the boards of education considered the budget the result of a joint effort by the superintendent and the board of education.

One-third of the superintendents interviewed reported that they made up the budget and it was approved by the board. Two-thirds of the superintendents reported that the budget was prepared jointly in their communities.

The members of the boards of education indicated that in twenty-two per cent of the communities the

superintendent prepared the budget and the board of education approved it. Fifty-six per cent of the board members reported that the budget was the result of co-operation between the superintendent and the board. Twenty-two per cent of the board members indicated that in their communities the budget was prepared by the board.

TABLE VI

COMPARISON OF THE OPINIONS OF SUPERINTENDENTS
AND BOARD MEMBERS CONCERNING THE DELEGATION
OF AUTHORITY IN THE PREPARATION OF THE BUDGET

Group interviewed:	Budget prepared by:		
	Supt.	Co-operation	Board
1	2	3	4
Superintendents	33%	67%	0%
Board Members	22%	56%	22%

There was little agreement between the board members and the superintendent in the various towns upon the method that their town used to make up the budget. Only forty-four per cent of the superintendents agreed with their board members.

The Purchase of Supplies and Equipment

From Table VII it may be seen that a majority of both the superintendents and the members of the boards of education indicated that the superintendent of schools purchased the necessary supplies and equipment.

Sixty-seven per cent of the superintendents interviewed reported that they purchased all necessary supplies and equipment. None of the superintendents reported that the acquisition function was carried on jointly. One-third of the superintendents reported that the board of education exercised authority in the acquisition of supplies.

TABLE VII

COMPARISON OF THE OPINIONS OF SUPERINTENDENTS AND BOARD MEMBERS CONCERNING THE DELEGATION OF AUTHORITY IN THE ACQUISITION OF SUPPLIES

Group interviewed:	Supplies purchased by:		
	Supt.	Co-operation	Board
1	2	3	4
Superintendents	67%	0%	33%
Board Members	56%	11%	33%
Consensus (with conflicts omitted)	67%	0%	33%

Fifty-six per cent of the members of the boards of education reported that the superintendent purchased all necessary supplies and equipment. Eleven per cent reported that the purchase of the supplies was carried on co-operatively. Thirty-three per cent of the replies indicated that the board of education purchased the supplies and equipment.

When only the sixty-seven per cent of the towns in which the board members and the superintendents agreed

regarding the acquisition of supplies are considered it is found that the superintendent purchased the supplies in sixty-seven per cent of the communities. In the other thirty-three per cent of the communities the board of education exercised the acquisition function.

CHAPTER VI

DUTIES AND RESPONSIBILITIES OF THE SUPERINTENDENT AND THE BOARD OF EDUCATION IN PUBLIC RELATIONS

Summary

The results of the interviews with the superintendents and the board members indicate that there is little uniformity in the delegation of duties and responsibilities in the field of public relations. When the interview with the superintendent is compared with that of the board member in the same community less than fifty per cent of the interviews show that the superintendent and the board member agree as to the delegation of authority and responsibility.

Public Use of School Facilities

A study of Table VIII indicates that sixty-seven per cent of the superintendents interviewed reported that there was no policy regarding the use of the school facilities and that each request was handled on its own merit by the superintendent and the board of education co-operatively. However, twenty-two per cent of the superintendents reported that arrangements for the use of school facilities were made with the superintendent. Another eleven per cent reported that all arrangements for the use of school property were made

with the board of education.

The interviews with the members of the boards of education indicated no uniformity in policy. One-third of the board members reported that the superintendent made all arrangements. One-third reported that arrangements were made co-operatively. One-third reported that arrangements were made through the board of education.

Only forty-four per cent of the superintendents agreed with the board members from their town so no consensus of opinion existed.

TABLE VIII

COMPARISON OF THE OPINIONS OF SUPERINTENDENTS AND BOARD MEMBERS REGARDING THE DELEGATION OF DUTIES AND RESPONSIBILITIES IN THE USE OF SCHOOL FACILITIES

Group interviewed:	Arrangements made with:		
	Supt.	Co-operation	Board
1	2	3	4
Superintendents	22%	67%	11%
Board Members	33%	33%	33%

Interpretation of school to Public

A study of Table IX indicates that fifty-six per cent of the superintendents reported that the interpretation of the school to the general public was made co-operatively. They reported that the superintendent used letters addressed to the patrons of the school

and the board members made their interpretation through incidental contacts. Forty-four per cent of the superintendents reported that they made the interpretation of the school to the general public.

One-third of the members of the boards of education reported that in their communities the board left the interpretation of the school to the public up to the superintendent. Fifty-six per cent reported that the interpretation was made co-operatively. Eleven per cent reported that the board of education made the interpretation.

TABLE IX

COMPARISON OF THE OPINIONS OF SUPERINTENDENTS
AND BOARD MEMBERS REGARDING THE INTERPRETATION
OF THE SCHOOL TO THE GENERAL PUBLIC

Group interviewed:	Interpretation made by:		
	Supt.	Co-operation	Board
1	2	3	4
Superintendents	44%	56%	0%
Board Members	33%	56%	11%

Responsibility in Attacks Against School

Table X indicates that fifty-six per cent of the superintendents interviewed reported that the superintendent and the board of education would jointly accept the responsibility of meeting an attack against the school from the community. Twenty-two per cent reported that the board of

education accepted responsibility for meeting such attacks.

TABLE X

COMPARISON OF THE OPINIONS OF THE SUPERINTENDENTS AND BOARD MEMBERS REGARDING RESPONSIBILITY FOR MEETING AN ATTACK AGAINST THE SCHOOL SYSTEM

Group interviewed:	Attack is met by:		
	Supt.	Co-operation	Board
1	2	3	4
Superintendents	22%	56%	22%
Board Members	12%	44%	44%

Interviews with members of the boards of education indicated that in twelve per cent of the communities the superintendent would have the responsibility for meeting the attack. In forty-four per cent of the communities the board of education and the superintendent would jointly accept the responsibility for meeting the attack. In another forty-four per cent of the communities the board members indicated that the board would accept responsibility for meeting the attack. In only forty-four per cent of the communities, however, were the superintendent and the board of education in agreement regarding who would meet the attack.

Pacifying Irate Parents

In general the responsibility for dealing with irate parents is handled either by the super-

intendent or the board. The study of Table XI indicates that fifty-six per cent of the superintendents interviewed reported that they were responsible for meeting and pacifying the irate parents. Eleven per cent reported that the superintendent and the board of education shared the responsibility. One-third of the superintendents reported that their boards of education accepted major responsibility in pacifying an irate parent.

TABLE XI

COMPARISON OF THE OPINIONS OF SUPERINTENDENTS AND BOARD MEMBERS REGARDING THE DELEGATION OF RESPONSIBILITY FOR DEALING WITH IRATE PARENTS

Group interviewed:	Parents pacified by:		
	Supt.	Co-operation	Board
1	2	3	4
Superintendents	56%	11%	33%
Board Members	33%	22%	44%

Interviews with one-third of the board members indicated that in their communities the superintendent was responsible for pacifying irate parents. Twenty-two per cent of the board members reported that the dealing with irate parents was co-operative. Forty-four per cent of the board members reported that the pacifying of irate parents was the responsibility of the board of education.

CHAPTER VII

POWERS EXERCISED BY THE SUPERINTENDENT AND THE BOARD OF EDUCATION IN RELATION TO PUPILS

Summary

Both the superintendents and the members of the boards of education report that the superintendent is dominant in the field of pupil control. He establishes school rules which affect them and sets such rules as graduation requirements, entrance ages, and the content of each course of study.

Determination of School Pupil Policies.

Two-thirds of the superintendents interviewed reported that they set most school requirements with the board of education giving formal approval to their action. One-third of the superintendents reported that the determination of school policies was on a co-operative basis.

Seventy-eight per cent of the members of the boards of education reported that in their towns the superintendents set the requirements. Twenty-two percent of the members reported that the policies were set co-operatively in their towns.

When only those towns where the superintendent and the board member were in agreement are

considered it is found that in seventy-five per cent of the communities the rules are established by the superintendent of schools. In the other twenty-five per cent of the communities the rules are set co-operatively. These facts are presented in Table XII.

TABLE XII

COMPARISON OF THE OPINIONS OF SUPERINTENDENTS AND BOARD MEMBERS REGARDING THE DELEGATION OF AUTHORITY IN THE ESTABLISHMENT OF SCHOOL POLICIES

Group interviewed	Policies established by:		
	Supt.	Co-operation	Board
1	2	3	4
Superintendents	67%	33%	0%
Board Members	78%	22%	0%
Consensus	75%	25%	0%

The Establishment of Rules of Conduct

All of the superintendents interviewed reported that they set the rules of conduct for their school. Most of them also reported that they were responsible for the enforcement of the rules.

Eighty-nine per cent of the members of the boards of education reported that the superintendent set the rules of conduct in their communities. Eleven per cent reported that the rules of conduct were set co-operatively.

As the result of this when the superintendents and members of the boards were in agreement the

the superintendent set the rules. These facts are presented in Table XIII

TABLE XIII

COMPARISON OF THE OPINIONS OF SUPERINTENDENTS
AND BOARD MEMBERS REGARDING THE ESTABLISHMENT OF
RULES OF CONDUCT

Group interviewed	Rules established by:		
	Supt.	Co-operation	Board
1	2	3	4
Superintendents	100%	0%	0%
Board Members	89%	11%	0%
Consensus (with conflicts omitted)	100%	0%	0%

CHAPTER VIII

FUNCTIONS OF THE SUPERINTENDENT AND THE BOARD OF EDUCATION IN CURRICULUM AND SUPERVISION

Summary

The superintendents and the board members agreed that the superintendent is dominant in two aspects of curriculum and supervision namely: (1) the control of extra-curricular activities; and (2) the evaluation of the quality of school work. They do not, however, agree upon the determination of the curriculum. The superintendents reported that they are responsible for the curriculum while the board members consider the curriculum the result of a co-operative effort.

Determination of the curriculum

Seventy-eight per cent of the superintendents interviewed reported that they were responsible for the determination of what shall be in the curriculum. Twenty-two per cent reported that they co-operated with the board of education in the construction of the curriculum.

Thirty-three per cent of the members of the boards of education reported that the superintendent determined the curriculum in their communities. Another sixty-seven per cent reported that the curriculum was the result of co-operative effort. Both the superintendents and the board members reported that

the teacher had little to do with the determination of the curriculum. These facts are presented in Table XIV.

TABLE XIV

COMPARISON OF THE OPINIONS OF SUPERINTENDENTS AND BOARD MEMBERS REGARDING DETERMINATION OF CURRICULUM

Group interviewed	Curriculum determined by:		
	Supt.	Co-operation	Board
1	2	3	4
Superintendents	78%	22%	0%
Board Members	33%	66%	0%

Control Of Extra-curricular Activities

Eighty-nine per cent of the superintendents interviewed reported that they were in control of the extra-curricular activities at their school. The other eleven per cent reported that the board of education and the superintendent were jointly in charge of the extra-curricular program.

The members of the boards of education reported that in their communities the superintendent was in charge of the extra-curricular program

Evaluation Of The School Program

The superintendents and members of the boards of education in all of the communities in the study reported that the superintendent was responsible for the evaluation of the school program.

CHAPTER IX

INTERPRETATION OF DATA FROM SPECIAL QUESTIONS

Areas Where Superintendents Would Spend Time

In addition to the sixteen general questions the superintendents were also asked to indicate the areas in which they would work if more time were available to them. The nine superintendents interviewed mentioned only two fields in answer to this question. Two-thirds of the superintendents reported that they would spend the additional time in the supervision and improvement of instruction. The other one-third reported that they would spend time in the guidance of pupils.

Areas Where Superintendents Are Weakest

In addition to the sixteen general questions the members of the boards of education were also interviewed to determine the areas in which they thought the superintendents they had known were weakest. Only one area was named more than once. Two of the board members reported that the superintendents that they had known were weakest in the maintenance of discipline. The other seven members of the boards of education each mentioned one area. The areas mentioned were: (1) finance; (2) intellectual dishonesty; (3) general education; (4) he works too much alone, does not take the board into his confidence; (5) spends too much time

away from school; (6) fails to get into community affairs; (7) shows a lack of interest in the job, only interested in the salary.

Failures of College Training

Members of the boards of education were further interviewed to determine which fields they thought the colleges were failing to train young administrators well. Two of the board members indicated that they did not feel well enough qualified to make a statement upon this subject. Of the remaining seven board members two indicated that the colleges were failing to train students in human relations. One mentioned human relations in conjunction with tact; the other in conjunction with the superintendents' ability to work with groups. One board member mentioned each of the following groups: (1) the lack of psychology; (2) education is all theoretical--not enough practical subjects; (3) no training in techniques of maintaining discipline; (4) the failure of the colleges to eliminate "misfits"; (5) the failure of the superintendent to know how to work with the school board.

The Selection of a New Superintendent

Table XV shows the number and percentages of school board members who indicated that their school board considered each of the factors in the selection

of a new superintendent. The totals are above one hundred per cent as each board member mentioned more than one factor. The factors in order of frequency

TABLE XV

FREQUENCY AND PERCENTAGES OF FACTORS MENTIONED
BY MEMBERS OF THE BOARDS OF EDUCATION IN THE
SELECTION OF A NEW SUPERINTENDENT

Factor	Frequency	Percentage*
Personality	7	78
Experience	4	44
Preparation	3	33
Reason for leaving last position	3	33
References	2	22
Physical Condition	1	11
Tenure	1	11
Prestige in previous town	1	11

* total over one hundred per cent because most board members mentioned several factors.

are: (1) the prospective superintendent's personality at the interview; (2) the amount of experience the candidate had and the success he has enjoyed; (3) the academic preparation of the candidate; (4) the conditions under which the candidate is leaving his present position; (5) the references which he offers; (6) the prestige the candidate enjoys in his present community; (7) his tenure in his present position. (8) the candidate's physical condition.

CHAPTER X

SUMMARY AND CONCLUSIONS

Areas Where Authority Delegated to Superintendent

The superintendent was found to possess a major share of the responsibility and authority in the performance of the following functions:

1. The establishment of personnel policies.
2. The evaluation of teaching skill for purposes of promotion, retention and dismissal.
3. The purchase of incidental supplies and equipment.
4. The establishment of school policies in regard to pupils and courses.
5. The establishment of school rules of conduct.
6. The control of extra-curricular activities.
7. The evaluation of the school program.

Authority Board Shares with Superintendent

The superintendent and the board of education were found to share authority and responsibility in the selection of instructors.

Authority Which Board Retains

The board of education was found to retain the authority in the following functions:

1. The selection of non-instructional personnel.
2. The determination of salaries paid employees.

Areas of Disagreement

The superintendent and the member of the board of education from more than fifty per cent of the communities were not in agreement in regard to the delegation of authority which existed in the following functions:

1. The preparation of the budget.
2. The determination of who could use the school facilities.
3. The interpretation of the school to the general public.
4. The person responsible for meeting an attack upon the school from the community
5. The person who should pacify irate parents.
6. The determination of the curriculum.

Areas Where Superintendents Would Work

The superintendents indicated the areas where they would spend more time if it were available. The two areas in which they would work are: (1) the supervision of instruction; (2) the guidance of pupils.

Summary from Board Members

There was no general agreement upon the areas where the superintendents were weakest nor the areas where the colleges were failing to train administrators well. However, seventy-eight per cent of the board members thought that personality was the most important factor in de-

termining the selection of a new school superintendent. No other factor was mentioned by fifty per cent of the board members.

Conclusions

Although most of the functions considered in the study are legally delegated to the board of education it was found that the superintendent actually was responsible for many of them. This seems to be true because the board of education in many communities does not feel qualified to perform many of its functions. In other cases the board merely did not take the initiative in performing the functions. In either case the initiative was left to the superintendent by default rather than delegated to him by the board of education.

The superintendent possesses authority of major importance in the functions of : (1) the establishment of personnel policies; (2) the evaluation of teaching skill for the purposes of promotion, retention , and dismissal; (3) the purchase of incidental supplies and equipment; (4) the establishment of school policies in regard to pupils; (5) the establishment of school rules of conduct; (6) the control of extra-curricular activities; (7) the evaluation of the school program.

The board of education retained authority in the selection of non-instructional employees and the determination of salaries paid to employees.

The board of education and the superintendent shared authority in the selection of instructors.

No conclusions could be drawn regarding the delegation of authority in: (1) the preparation of the budget; (2) the determination of persons who could use the school facilities; (3) the interpretation of the school program to the general public; (4) the person responsible for meeting an attack from persons in the community; (5) the person who has the responsibility to pacify irate parents. No conclusions were drawn in these cases since the superintendent did not agree with the member of the board of education from his community in a majority of the communities surveyed.

The two areas in which improvement is to be desired are the supervision of instruction and the guidance of pupils. This is concluded from the fact that these are the areas where the superintendents indicated that they would spend additional time if it were available.

No conclusions were drawn as to the areas where the superintendents are weakest nor the areas in which the colleges are failing to train administrators well. The only factor which was mentioned by more than fifty per cent of the board members as having a bearing upon the selection of a new superintendent was the candidate's personality which was mentioned by seventy-eight per cent of the board members.

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APPENDIX

INTERVIEW GUIDE FOR OMAHA UNIVERSITY PROJECT

(Used in interviews of superintendents and board members)

PERSONNEL

1. In the selection of teachers (interviewing and hiring).
 - a. What are the duties of the superintendent at present?
 - b. What should the duties of the superintendent be in an ideal situation?
 - c. What are the duties of the members of the board of education?
 - d. What should be the duties of the board members in an ideal situation?
2. In the selection of non-teaching personnel (interviewing and hiring).
 - a. What are the duties of the superintendent at present?
 - b. What should the duties of the superintendent be in an ideal situation?
 - c. What are the duties of the members of the board of education?
 - d. What should be the duties of the board members in an ideal situation?
3. In preparing a salary schedule, or determining salaries for the coming year:
 - a. To what extent do the teachers have a voice?
 - b. What is the superintendent's responsibility?
 - c. What is the board's responsibility?
 - d. What difficulties arise with this problem of salaries, etc.?

Interview Guide continued.

4. A. Who makes the decisions in regard to personnel policies such as sick leave, arrangements for securing substitute teachers, and the fixing of working hours for the staff?
- B. What misunderstandings, if any, exist as to the proper responsibilities of board and superintendent in these matters?
5. With respect to the evaluation of teaching skill, especially in relation to promotion, retention, and discharge:
 - A. How are judgments reached? Who participates and what methods are used?
 - B. Have you encountered any difficulties which may be attributed to the methods used?

FINANCE

6. In the preparation of the budget:
 - A. What are the duties of the superintendent at present?
 - B. What should the duties of the superintendent be in an ideal situation?
 - C. What are the duties of the members of the Board of Education?
 - D. What should be the duties of the Board members in an ideal situation?
7. In the purchase of supplies and equipment:
 - A. What are the duties of the superintendent at present?
 - B. What should the duties of the superintendent be in an ideal situation?
 - C. What are the duties of the members of the Board of Education?

Interview Guide continued.

- D. What should be the duties of the Board members in an ideal situation?
-
8. In permitting the use of building and school facilities for public gatherings:
 - a. Does the board have an established policy or does it decide each request on the basis of merit?

 - b. Are the arrangements for using facilities made with the superintendent or the board?

 - c. What problems have arisen over the use of buildings or facilities?

 9. In the interpretation of the school to the general public:
 - a. What are the duties of the superintendent at present?

 - b. What should the duties of the superintendent be in an ideal situation?

 - c. What are the duties at present of board members in this area?

 - d. What should be the duties of the board members in an ideal situation?

 10. In case of an attack against the school system from the community:
 - a. What would be the responsibility of the superintendent?

 - b. What would be the responsibility of the board members?

 11. A. In case an irate parent approaches a board member:
 - a. What does the board member usually do?

 - b. In your opinion, what should he do?

Interview Guide continued.

- B. In case a patron demanding a special favor approaches a member of the board?

PUPILS

12. A. What part does the board play in determining policies governing the school entrance age, graduation requirements, etc.
- B. What is the superintendent's role in determining such policies?
- C. Are these arrangements satisfactory?
13. A. Who establishes rules of conduct?
- B. Who enforces these rules?
- C. If unfavorable community action develops, who accepts the responsibility for the policies in force?

CURRICULUM and SUPERVISION

14. A. What is the board's role in determining what shall be included in the curriculum?
- B. What is the superintendent's role?
- C. To what extent do teachers have a voice in curriculum construction?
15. In the control of extra-curricular activities:
- a. What are the duties of the superintendent at present?
- b. What should the duties of the superintendent be in an ideal situation?
- c. What are the duties at present of board members in this area?
- d. What should be the duties of board members in an ideal situation?

Interview Guide continued.

16. In evaluating the total school program:
 - a. To what extent are pupils, teachers, and patrons asked to consider the effectiveness of the school program?
 - b. How much does the board rely upon the superintendent to judge the quality of the school work?
 - c. To what extent does the board base its judgments upon school visitations?
 - d. To what extent do board members control the school program by making suggestions to teachers, janitors, etc.?
17. Among the superintendents you have known, what seems to be the area or areas in which they were the weakest? (board only)
18. If you had additional time, in what areas would you do more work? (supt. only)
19. What determines the selection of a new superintendent of schools?
20. In what respects are colleges failing to train school administrators well?

Vital Statistics Concerning School System

1. How many superintendents of schools has this school system had in the past ten years?
2. How many principals of the high school has this system had in the past ten years?
3. What has been the turn-over in school board membership in the past ten years?
4. How long have you been in your present position?
5. As a superintendent, how do you divide your time during the year as far as percentage is concerned:
 - Personnel problems
 - Financial problems
 - Building and repair problems
 - Supervision of teaching
 - Working with the curriculum
 - Clerical work (letters, etc.)
 - Purchasing (interviewing salesmen, etc.)
 - Working with community groups
 - Other activities -

Interview Guide continued.

6. What methods are used by the community to assure the selection of good school board members?
7. School board members are from what trade or occupation group?
8. Is there a record of policies determined by the board which is available to teachers and the general public?
9. To what extent does the superintendent attend board meetings?

Does he plan the program for the board meetings?

INTERVIEW GUIDE FOR HIGH SCHOOL PRINCIPALS, HIGH SCHOOL TEACHERS,
ELEMENTARY PRINCIPAL, AND ELEMENTARY TEACHERS.

1. From your experience as a teacher what do you consider some of the ways in which administration of schools could be improved?

(Provide a list of areas which is to be used only when the teacher has difficulty in responding.)

1. Curriculum
2. Public relations
3. Working hours for staff
4. Passing on information
5. Getting supplies