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The Role Perceptions in Curricular Innovation of Selected Elementary School Superintendents as Compared to the Role Expectations by School Board Presidents

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THE ROLE PERCEPTIONS IN CURRICULAR INNOVATION
OF SELECTED ELEMENTARY SCHOOL SUPERINTENDENTS
AS COMPARED TO THE ROLE EXPECTATIONS BY
SCHOOL BOARD PRESIDENTS

by

Frank L. Tavano

A Dissertation Submitted to the Faculty of the Graduate School
of Loyola University in Partial Fulfillment of the
Requirements for the Degree of
Doctor of Education

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LIFE

Frank L. Tavano was born in Chicago, April 3, 1943.

He was graduated from DePaul Academy, Chicago, Illinois, in June, 1961. He received the Bachelor of Arts degree from DePaul University in June, 1965, and the degree Master of Arts in School Administration and Supervision from DePaul in June, 1968.

The author taught at Holy Cross High School in River Grove, Illinois and the Robert Frost Junior High School in Schaumburg. From September, 1968, to February, 1969, the author served an administrative internship at the Hanover Highlands School in Hanover Park, Illinois. In March, 1969, he was appointed principal of the Dr. Thomas Dooley School in Schaumburg, Illinois, where he implemented a completely departmentalized fourth, fifth, and sixth grade program. He oversaw the construction of a two story addition to the Dooley School, and implemented a non-graded, multi-unit, primary grade program of instruction. The author directed the implementation of a Drug Abuse Education Program for grades four through eight in all of the twenty-one schools in Community Consolidated School District No. 54 in Schaumburg.

In October, 1972, the author became superintendent of schools in Spring Grove, Illinois, where he is presently planning the construction of an addition to the Spring Grove Elementary School and the construction of a junior high school

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CHAPTER I

INTRODUCTION TO THE STUDY

THE THEME

The superintendency of schools is one of the most important positions in American society today. The school superintendent has the power to influence and shape public education so that our schools, teachers, students, and communities are in tune with the times. His role is difficult and complex. He must demonstrate expertise in budgets, finance, bond issues, transportation, public relations, negotiations, and, most importantly, he must serve as the instructional leader because under his leadership the physical, psychological, social, vocational, and educational needs of the students are met. As the instructional leader, the superintendent must delineate educational goals; he must develop acquaintance with classroom activities; he must establish proper roles in curriculum study and innovation.

However, anyone who tracks the daily activities of the superintendent cannot help wondering when he has time left for instructional planning and curricular innovation. Equally pressing are the time demands for controlling the school district organization. Urgent needs for solving operating crises are ever present.

Only after the needs of operating and controlling the school district organization are met is there any time available for planning for the future. Yet, it is precisely in the educational program planning area that there is

no substitute or delegate who can replace the superintendent. In this area not only his decisions but his leadership are critical.

It is to the role of the school superintendent as the curricular innovator that this study addresses itself. The current literature speaks of the superintendent as an educator although he wears the "hats" of executor of funds, public relations agent of the school district, transportation expert, specialist in the area of referenda, negotiator, plus a host of other duties that explicitly call for a business background and the ability to function in a manner more closely aligned to business than to education.

Fensch and Wilson contend that the improvement of instruction is the primary responsibility of the superintendent of schools.¹ Clabaugh holds that the American people cling to the concept that the school superintendent is an educator. Clabaugh further states that the superintendent sees himself not as a government functionary but as the instructional leader of his school district. If the superintendent is to fulfill his role as it has been conceived in American educational tradition, he must be directly and significantly involved in instructional leadership.²

Clabaugh identifies the functions to be performed by the superintendent as requirements for fulfilling the instructional leadership role:

¹Edwin A. Fensch, and Robert E. Wilson, The Superintendency Team (Columbus, Ohio: Charles E. Merrill Books, Inc., c1964), pp. 135-136.

²Ralph E. Clabaugh, School Superintendent's Guide: Principles and Practices for Effective Administration (New York: Parker Publishing Company, Inc., c1966), p. 78.

1. The superintendent must lead in the attempt to set forth what the schools are trying to accomplish, namely, to provide the best instructional programs which would meet the needs of all pupils.
2. Essential to the superintendent's instructional leadership is his first-hand acquaintance with classroom activities.
3. The superintendent should insulate instructional programs against and protect them from unrelated projects, activities, and needless interruptions which would have a tendency to over-ride the major function of a school district, namely to provide the best education to the youth of the community.
4. The school superintendent must exert leadership for the orderly initiation, administration, and evaluation of innovations, experimentation, and research in instruction.
5. The superintendent should not confuse instructional leadership with supervision or the evaluation of teaching performance.³

Time constraints and the multiplicity of issues which confront the superintendent may dampen his performance in adequately meeting the above requirements for instructional leadership. Therefore, the superintendent's perceptions of his role as instructional leaders should be determined; these perceptions affect his attitude and job performance.

It is equally important to determine the school board president's expectations as to the role of the superintendent as an instructional leader. The board president occupies a position of authority.⁴ The school board president's expectations have a positive correlation to the superintendent's

³ Ibid., pp. 73-95.

⁴ Jack Davidson, Effective School Board Meetings (West Nyack, New York: Parker Publishing Company, 1970), p. 32.

behavior as an innovator in the area of curricular innovation.⁵

The superintendent exercises the power of ideas to plan, program, and implement instructional offerings which are accepted and are met with approval by the school board, the staff, the parents, and community. Burbank notes that as the advisor and executive to the school board today, the superintendent is likely to find that the school board is quite different from fifteen years ago. Better educated and more articulate, the citizens who are responsible for the educational process do not accept curricular proposals or any other policy proposal without sound basis. The superintendent's advice must be supported by solid justification. The superintendent must be an educational statesman capable of putting together soundly based recommendations. He must define the recommendations in a vigorous fashion under the questioning of his school board.⁶

The self-perceived role of the superintendent as a curricular innovator and the school board president's expectations of that role play a most vital part in the job performance of the school superintendent and his relationship with the president of the school board. As was mentioned previously, the superintendent of schools has the power to shape and influence education; the efficacy and degree to which he shapes and influences it will be determined in

⁵ Ibid.

⁶ Natt B. Burbank, The Superintendent of Schools: His Headaches and Rewards (Danville, Illinois: The Interstate Printers and Publishers, Inc., c1968), p. 34.

part by his perceptions of his role as an instructional leader as well as by the expectations of his role by the board president.

The Concept of Role Defined

Role is the term used to refer to expectations or standards applied to the behavior of incumbents of a position.⁷ As is commonly recognized, one of the reasons a given individual behaves differently in different social contexts is his awareness that the expectations of the time and place require it: a man typically does not act in one and the same manner at a stag party, a concert, and a funeral. His behavior varies in large part because he defines each of the social situations and conduct appropriate in them differently. If the focus is shifted from the number of positions a single individual may occupy to a single position that a number of individuals may occupy, the concept of role also may be used in accounting for differences in behavior in a set of people. Individuals who occupy the same position may entertain varying expectations of what constitutes appropriate behavior in it. A number of governors may hold dissimilar expectations about their rights, and obligations as to their legislatures; teachers may hold diverse conceptions of their responsibilities to their students. School superintendents may also define their role differently in regard to the weight they assign various functions. Their expectations may enter into their performance as leaders.⁸

⁷ Neal Gross, Ward S. Mason, and Alexander W. McEachern, Explorations in Role Analysis: Studies of the School Superintendency Role (New York: John Wiley and Sons, 1958), p. 60.

⁸ Neal Gross, and Robert E. Herriott, Staff Leadership in Public Schools: A Sociological Inquiry (New York: John Wiley and Sons, Inc., c1965), 91-92.

The concept of role also points to the importance of discovering how a superintendent's job is defined by those in his role network. These are individuals who are the source of the rewards and sanctions to which the superintendent is exposed and who, in consequence, may influence his behavior. Thus, in addition to the superintendent's own perception of his role, the expectations by members of his role network must be taken into account.⁹

The concept of role leads to scrutiny of the implications of the idea that role expectations typically are learned. Those who aspire to positions requiring specialized training at higher institutions of learning--such as superintendents, lawyers, or doctors--undergo formal socialization or learning of their role before they are certified to practice. After assuming their positions they are usually affiliated with occupational associations that while not directly involved in their regular work, provide reference points for their behavior. The standards of these groups are likely to influence their performance in their roles.¹⁰

An influential role theory in education is associated with the work of Getzels and Guba. According to their theory, social systems which carry out specialized functions in society consist of two distinct but interactive dimensions of human activity--the nomothetic and idiographic dimensions.¹¹

⁹Gross and Herriott, op. cit., p. 92.

¹⁰Ibid.

¹¹J. W. Getzels, and E. G. Guba, "Social Behavior and the Administrative Process," School Review, LXV (Winter, 1957), pp. 423-41.

The nomothetic dimension has three principal aspects arranged in order of increasing generality:

1. Role expectations which specify the normative rights and duties associated with status, or position, and which taken together define role.
2. Roles are complementary--each deriving its meaning from other related roles.
3. Taken together, roles comprise the most important units of an institution.¹²

The nomothetic dimension describes those aspects of social relationships which are oriented exclusively to goal attainment by the social system.

The idiographic dimension describes those aspects of human activity which are oriented exclusively to fulfillment of personal needs or expression of personal characteristics. Like the nomothetic dimension, the idiographic dimension has three aspects, also arranged in order of increasing generality:

1. Need dispositions which specify tendencies to act in certain ways.
2. Need dispositions, taken together define personality.
3. Personality represents a unique mode of reaction to the environment and constitutes the relevant characteristics of the individual.¹³

The nomothetic and idiographic dimensions jointly govern observed

¹² Handbook of Research on Teaching: A Project of the American Educational Research Association. ed. by N. L. Gage (Chicago: Rand McNally and Company, c1963), p. 788.

¹³ Ibid., p. 789.

behavior within the social system.

Both role expectations and need dispositions have the quality of demand, the one derived from the sanctions of legitimate authority within the institution and the other associated with tension reduction within the individual. Behavior is a product of the two sets of demand, varying in magnitude from one role to another and from one personality to another.¹⁴

The empirical operation in role analysis usually entails the comparison of two sets of data with reference to a single issue--data from two sets of respondents or two sets of data from the same respondents. The comparison gives rise to a measure describing the amount of agreement or disagreement. Some investigations conducted in the name of role analysis end at the point where the measure of agreement level or of conflict is derived, without attempting to relate it to other variables. It is difficult to make a clear distinction between role studies and other forms of investigation in the educational literature. Educational researchers have in the past surveyed the opinions held on an issue by two or more categories of respondents and have compared distributions of responses obtained.

A comparison of responses from two groups of administrators is illustrated by the Bowman Study (1955) where Oregon superintendents and principals were asked the same questions regarding personnel administration practices that had been asked of classroom teachers in other parts of the nation in two other surveys five and ten years previously. The study was an item "comparison of teachers' and administrators' opinions" on personnel administration practices. This kind of study could become a role study if the

¹⁴Handbook of Research on Teaching, op. cit., p. 789.

investigator wished to label it as such. While role studies presumably are limited to the particular issue of expectations held of a status occupant, the concept turns out to be so broad that, at the operational level, opinions regarding the personnel practices which should be employed in schools are indistinguishable from expectations that school officers should employ with regard to these practices.¹⁵

In summary, the concept of role represents the uniformities observable in human behavior which are specific to situations. The manner in which a superintendent perceives his role as the chief executive will directly influence his performance and behavior on the job. By the same token, the school board president's expectations will influence his relationship with the superintendent as the superintendent interacts with him and the school board as the chief executive and advisory officer charged with the direction of schools in a local administrative unit.

Analysis of the Topic

Economic, technological, and sociological change have made the curriculum of the past ten years almost obsolete. Learning should be joyful, exciting, and student-oriented. Education must be for the vocational, professional, business, and consumer worlds; education must be geared to all areas of living. It is for these reasons that curricular innovation is vital if schools are to meet the needs of students.

Curriculum is the sum total of the student's experiences within the

¹⁵Handbook of Research on Teaching, op. cit., p. 789

framework of the school.¹⁶ Curricular innovation is the introduction of new content, methodology, and/or devices which are the result of orderly study and improvement of the school in the light of objectives.¹⁷ In the present study, curricular innovation and curricular change are used interchangeably, because during the interviews these two terms were used synonymously by the respondents.

The superintendent is the chief school administrator. He is responsible for the coordination, guidance, and direction of curricular change and innovation. The school superintendent is responsible to exert leadership so that the needs of the students are met.¹⁸

The school board president is a representative of the community; he has vested interests in the development and improvement of curricula within the school district. The expectations of the president of the board of education have an influence on the superintendent's behavior, attitude, and job performance. The degree to which a superintendent exerts leadership in the initiation of curricular innovation is positively correlated to the expectations of the school board president.¹⁹

The expectations of the school board president as opposed to the

¹⁶Edward A. Krug, Curriculum Planning (New York: Harper and Brothers, c1967), p. 1.

¹⁷Ibid., p. 3.

¹⁸Maurie Hillson, Change and Innovation in Elementary School Organization (New York: Holt, Rinehart, and Winston, Inc., 1965), p. 110.

¹⁹Davidson, op. cit., p. 32.

expectations of a school board member in general were selected for analysis because of the following reasons:

1. The school board president is the presiding officer at all school board meetings.²⁰
The normal duties of the presiding officer are distinguished from the duties of other board members.
2. The school board president occupies a position of authority.²¹
This authority is assigned to him in the School Code (e.g. signing checks and the agenda process.)²² If one member from the school board were to be selected as the official representative of the board, it would be the board president.
3. The school board president is in the best position to influence the planning and policy-making decisions of the school board.²³
4. Leadership duties are imposed upon the board president by law.²⁴

The superintendent does not function as a separate agent. There has to be conformity in the superintendent's self-perceptions of his role as a curricular innovator and the school board president's expectations of him if curricular innovation is to be realized.²⁵

Purpose of the Study

The purpose of this study is to analyze the role perceptions of selected elementary school superintendents in curricular innovation and to compare

²⁰School Code of Illinois, Issued by the Office of the Superintendent of Public Instruction, Michael J. Bakalis, State of Illinois, 1969, p. 94.

²¹Davidson, op. cit., p. 32.

²²School Code of Illinois, op. cit., p. 94.

²³Davidson, op. cit., p. 32.

²⁴School Code of Illinois, op. cit., p. 94.

²⁵Gross and Harriott, op. cit., p. 92.

these role perceptions with the expectations of school board presidents. Data for the comparative analysis were obtained from responses to propositions directly related to the following hypotheses:

- I. Elementary school superintendents perceive themselves as major forces in initiating curricular change.
- II. School board presidents expect curricular change and innovation to originate in the superintendent's office.
- III. Elementary school superintendents perceive their roles in initiating curricular innovation as being in harmony with school board policy.
- IV. School board presidents expect the superintendent to present all plans of curricular change and innovation to the school board for approval before implementation.
- V. There is general agreement between the superintendent's perceptions and the school board presidents' expectations as to the role of the elementary school superintendent in curricular innovation.

The above hypotheses are based upon:

1. The review of the literature
2. Interviews with five superintendents and five school board presidents
3. The advice and consultation of knowledgeable colleagues and associates at Loyola University and Community Consolidated School District No. 54 in Schaumburg, Illinois.

Specific questions which bear upon the hypotheses are:

1. What priorities does the elementary school superintendent assign to curricular change and innovation?
2. Does the elementary school superintendent perceive his role in curricular innovation as one which is in keeping with the needs of the times and of the students?
3. Do school board presidents expect the elementary school superintendent to devise curriculum which permits variation in learning approaches and one that is not rigid in context, approaches, and expectations?
4. Are superintendents and school board presidents aware of the curricular areas where changes are desirable and needed?

5. Do superintendents perceive their school boards as open-minded concerning innovative methodology and content which is presented to them?
6. What parameters do presidents of school boards set for the superintendent as the superintendent works toward curricular innovation?
7. Does school board policy provide the foundation for the superintendent to innovate?

Justification

Change is a way of life in the twentieth century. The outward signs of change are everywhere--apparent in communications, in transportation, in family life, in medicine, in the arts, in the sciences, in religion, in politics, and in education. The changes that abound in the field of education and those which are altering other elements of society cannot help but have serious and far-reaching consequences for the role of the public school superintendent.

The superintendent who will succeed in the '70's must be a leader, not a mere executive secretary to his board of education. For the timid school superintendent, school board policy is carefully searched to find what it allows him to do; he, of course, does these things, but dares do little more. For the strong school superintendent, school board policy may place certain restrictions on propensity to action. All approaches are not closed and vast areas for discretion, where nothing at all is stipulated and where no serious limitations are prescribed, do exist. Here lie opportunities for shaping the role of the school superintendent and, as a consequence, the future course of education. Notwithstanding statutory restrictions and limitations where policy does not say "he can't," the strong superintendent says "I can." In this framework, the superintendent can "carve out" his own role, a new role

designed to meet the challenges and demands of the '70's. When the superintendent regards a lack of school board policy as both permission and an opportunity to act, he will find that he can effect many changes denied to those who will not act where policy does not explicitly direct.

The school superintendent is involved in a wide range of problems from tax rates to teacher militancy, and still curricular improvement must be his prime professional interest.²⁶ It is essential that the superintendent be able to define and shape this important role. This study limits itself to the analysis of the elementary school superintendent's perceptions of his role in curricular innovation. The analysis also includes the expectations of the school board president as the superintendent provides the leadership in order that curricular change and improvement will be realized.

With the myriad of demands placed upon the superintendent, does the superintendent perceive his role as a major force in the initiation of curricular change? Are the superintendent's perceptions of his role in curricular innovation in accord with the expectations of his board president? Does the school board president expect the superintendent to present all plans of curricular change to him and the school board for approval before implementation, or does the superintendent have "carte blanche" authority to innovate?

This study has been conducted in order to answer the questions listed above. The study focuses on the superintendent's perceptions of his role in

²⁶Roald Campbell, "The Superintendent--His Role and Professional Status," Teachers College Record, LXV, (May, 1964), pp. 676-78.

curricular innovation and defines that role. The study also defines and compares the expectations of the school board president to the perceptions of the superintendent as the superintendent exerts the leadership necessary for educational progress.

Method and Procedure

Twenty-seven elementary school superintendents and twenty-seven school board presidents were interviewed. The number twenty-seven was selected for each group because it is a purposive sample of the elementary school superintendents and school board presidents in suburban Cook County. (Cook County was selected because it represents a cross section of the school districts in the State of Illinois. This contention has been verified by fellow superintendents in Lake, Cook, and DuPage Counties.) A purposive sample is one arbitrarily selected because it is representative of the total population.²⁷ There are 118 elementary school districts in suburban Cook County; twenty-three per cent of the elementary school districts in Cook County were selected for sampling purposes. According to Guilford, any sample over twenty per cent of the population is to be considered a good sample.²⁸

All of the elementary school districts in suburban Cook County were scaled by the number of pupils enrolled from the highest to the lowest. The scale was equally divided into three major groups of thirty-nine school districts in each group. The following categories of school districts are

²⁷J.P. Guilford, Fundamental Statistics in Psychology and Education (New York: McGraw-Hill Book Company, c1965), p. 141.

²⁸Ibid.

thus substantiated:

Large - enrollment of over 6,000 students

Medium - enrollment of 2,000 to 5,999 students

Small - enrollment of 100 to 1,999 students.

Nine superintendents and nine school board presidents were interviewed from each category of school districts; since there are twenty-seven school districts included in the total sample, an equal number of large, medium, and small school districts are represented. These groups have also been selected to determine if perceptions and expectations differ among respondents with the size of the school district as a variable. Other variables such as expenditures per pupil, the average income of the community, and total assessed valuation could have been considered, but for the purposes of this study these variables do not bias the sample.

The Sample

The superintendents and school board presidents participating in the study were identified through the use of a random table of numbers.²⁹ Each elementary school district in suburban Cook County was assigned a number (one through one hundred-eighteen), and twenty-seven numbers or school districts were drawn in sequence by lottery procedure in accordance with the random table of numbers. (Justification for selecting 27 school districts is found

²⁹E.F. Lindquist, Design and Analysis of Experiments (Boston: Houghton-Mifflin, 1953). Appendix.

on page 16 of this study.) Letters were sent to the superintendents and school board presidents from the school districts selected; the letter explained the study and requested an interview. If a subject could not participate, another number was drawn so that twenty-seven districts were selected and fifty-four interviews scheduled. (Only one superintendent refused to participate in the study.) As was explained in the preceding section, elementary school districts were drawn according to size in order to determine differences in perceptions and expectations of superintendents and school board presidents from small, medium, and large elementary school districts. There were three groups with drawings of nine school districts from each group so that there would be a total of twenty-seven elementary school superintendents and twenty-seven school board presidents interviewed.

The sample was selected--a sample that was representative of the elementary school superintendents and school board presidents in suburban Cook County.

Interview Instrument

The interview instrument used in this study is found in Appendix II. Identical questions from the instrument were asked of selected elementary school superintendents and school board presidents; superintendents were instructed to respond in terms of role perceptions while school board presidents were instructed to respond in terms of role expectations.

The interview instrument was used to facilitate the tabulation and interpretation of data; the comments and reactions gleaned from each proposition of the instrument served as a means for the explanation of observed results. Weights were assigned to each response for the sake of computing the

Student "t" test which determined significant differences between perceptions and expectations according to the following scale:

Strongly Agree (5 points)	Agree (4 points)	Undecided (3 points)	Disagree (2 points)	Strongly Disagree (1 point)
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The propositions of the interview instrument originated from the literature in the field and were validated by administering the instrument to five elementary school superintendents; these propositions were reviewed and revised according to the comments and suggestions of these superintendents. The instrument was studied and reviewed by colleagues and associates at Loyola University and Community Consolidated School District No. 54 in Schaumburg, Illinois. The propositions were grouped as follows to support or negate the hypotheses:

<u>Hypothesis</u>	<u>Propositions</u>
I	3, 4, 9, 11, 12, 17, 20, and 25
II	2, 8, 16, 21, 22, and 27
III	10, 15, 30, and 31
IV	6, 7, 14, 18, 24, and 28
V	1 through 32

The propositions are found in Appendix II of this study.

Acceptance of a Hypothesis

After all the data were collected, each hypothesis was accepted as valid if there was a minimum of 66% agreement on the combined score of all the propositions related to it. The categories Strongly Agree and Agree comprise the agreement end of the scale, and thus support the hypothesis. Disagree and Strongly Disagree comprise the disagreement end of the scale and negate the hypothesis in question.

A percentage over 50% agreement is a simple majority and can support a

hypothesis. As the percentage of agreement for acceptance of a hypothesis is increased so is the validity of the hypothesis. A minimum of 66% has been established as the percentage necessary for the acceptance of a hypothesis because it is a generally accepted statistical limit; it is used as a statistical limit in many state legislatures for ratification of bills; it is a statistical limit in many states for the approval of referenda; it is a statistical limit in Robert's Rules of Order for the approval of a motion. Thus, 66% agreement has been selected as a valid limit for the purpose of this study.

Statistical Interpretation

The Student "t" test has been employed to determine the significant difference between the perceptions of superintendents and the expectations of school board presidents. The "t" ratio must be at the .01 level of significance or below before it can be accepted that there is no significant difference of perceptions or expectations between the two groups. (The .05 level of significance could have been employed; however, the .01 level provides a greater degree of confidence.) The formula for the Student "t" test where both samples are of equal size is as follows:

$$t = \frac{M_1 - M_2}{\sqrt{\frac{x_1^2 + x_2^2}{N_1 (N_1 - 1)}}$$

Limitations and Delimitations

The question of role definition can be a problem. New role definitions of superintendents are appearing in the literature. Coordinator of functions, core of decision-making, stimulator of thought and action, appraiser of system's progress, model of assistants, a backstop for assistants, and innovator are just a few.³⁰

As a limiting factor, this study addresses itself to the role of the superintendent as a curricular innovator. The literature of educational administration, administrative preparatory programs, boards of education, state laws, and citizens all have attempted to confer this title upon him. While the precise meaning may be clouded, it is probable that all interpreters have in mind the image of an able, talented educator who is leading his school district to better things in education.

All data were collected through personal, face-to-face interviews. Many people are more willing to communicate orally than in writing, and therefore, will provide data more readily and fully in an interview than on a questionnaire.³¹ By observing the respondent's incidental comments, facial and bodily expressions, inflections, and tone of voice, the interviewer is able to gather information that may not be conveyed in written replies.

A further limitation of the study concerns the many variables expressed in terms of role perceptions and expectations. It is difficult to extract and

³⁰Fensch and Wilson, op. cit., pp. 63-68.

³¹Deobold B. Van Dalen, Understanding Educational Research (New York: McGraw-Hill Book Company, 1966), p. 306.

control true reactions to issues on which a person interacts with another person or group in a given situation, particularly because these reactions are elicited from the respondent's internalized self-perceptions. Obtaining a true measurement of responses to the interrelationships of these variables, in terms of role perceptions and expectations, is dependent on the respondent's mental attitude at a given time. Responses may be influenced by other non-related circumstances which may interfere with the elements of a situation about which the respondent is being questioned. His attention may be diverted from the issue at hand. Because so many variables enter into the problem of role perceptions, it was important for this study to elicit true responses on the scales so that summary measures could be constructed to obtain a comparison between the two groups of respondents.

The study is delimited to public school superintendents and school board presidents in suburban Cook County. Another delimiting factor is that all districts administered by superintendents included in the study are of K-8 designation and do not include high school or community unit school districts.

CHAPTER II

REVIEW OF RELATED LITERATURE

In 1966, Shanks in a doctoral dissertation, set out to identify and describe expectations held by school board members and school superintendents in Orange County, California, for the school superintendency role and to examine the extent to which their expressed expectations would reflect agreement, or disagreement in defining this role.¹

A questionnaire was distributed to 192 board members and thirty-six superintendents to obtain study data. The conclusions of the study were: 1) there is not marked agreement among board members, among superintendents, or between board members and superintendents, on expectations relating to numerous aspects of the superintendency role; 2) a superintendent cannot logically assume that his board members will agree among themselves, or with him regarding expectations for his major duties, functions and responsibilities, or his attitudes and behavior in numerous occupational situations; 3) school board members cannot logically assume that their superintendent holds expectations which are largely in agreement with their expectations for his job

¹Robert Ellsworth Shanks, "Expectations for the School Superintendency Role" (Unpublished Ed.D. dissertation, University of Southern California, 1966).

performances; 4) different individuals and groups of role definers are more inclined to agree on expectations for the broad functional aspects of the superintendency role than on expectations for its more specific behavioral aspects.

Recommendations of Shanks's study include: 1) superintendents, board members, and others, should refrain from thinking of the superintendency role as a composite of rights and duties already fully prescribed; 2) superintendents and their boards should periodically discuss together their expectations for the superintendency role; they should strive for understanding and agreement; they should give attention to reports of research on this problem; 3) superintendents should make greater efforts to familiarize board members, colleagues, community leaders, and others with the "role conflict" nature of their positions; 4) administrator training programs should emphasize ways of solving on the job problems resulting from the conflicting expectations held by others for a superintendent's performance; 5) research studies should be conducted to answer any additional questions. For example: What disagreements on superintendency expectations are most disruptive? What disagreements are least disruptive? What kinds of agreements on expectations are required, or associated with high staff morale and effective teaching? What values do board members, superintendents, and community leaders currently hold? Are these, in general, complementary or contradictory?

Ducanson completed a related study in which he determined the relationship of role expectations and the behavior of the school superintendents in

Minnesota.²

The questionnaire used in Ducanson's study dealt with selected situations that are applicable to all Minnesota school districts. The various parts of the questionnaire had identical items but varying instructions. As a result of the instructions, data were collected relative to: 1) the school board's opinion of how any superintendent should act; 2) the superintendent's opinion of how he should act; 3) the superintendent's perception of his school board's opinion of how any school superintendent should act; and 4) the superintendent's behavior as described by both the superintendent and his school board members.

The main conclusions were:

1. The superintendents, as a group, are in general agreement on their expectations for their own behavior. There is less agreement among school board members on their expectations for the superintendent's behavior.
2. The expectations held by the superintendents are not, primarily dependent upon the school district's size, its relative valuation, the superintendent's tenure either local or total, the superintendent's education, or the number of superintendencies previously held.
3. The expectations held by school board members are not, primarily, dependent upon the school district's size, its relative valuation, the superintendent's tenure either local or total, the superintendent's education or the number of superintendencies previously held.
4. The superintendents and the members of the board of education are not in complete agreement as to what the superintendent actually does.

² Donald LeRoy Ducanson, "The Relationship of Role Expectations and the Behavior of School Superintendents in the State of Minnesota" (Unpublished Ph.D. dissertation, University of Minnesota, 1961).

Ducanson's study analyzes the behavior of the school superintendent on a broad basis; the present study is limited to the self-perceptions of the superintendent as a curricular innovator compared with the expectations of the school board president.

A study by Satorn, though not conducted in the United States, has significance and relevance to the present dissertation. The main purpose of Satorn's study was to investigate the perceptions and expectations or judgments held by three groups of Thai administrators for the role of the provincial school superintendent in Thailand.³ The three groups were: 1) the provincial school superintendents who were chief administrators of provincial education; 2) the provincial governors who were chief executives of provincial governments; and 3) the senior administrators of the Ministry of Education and the Department of Local Administration of the Ministry of Interiors who were makers of policies.

From the findings in general, Satorn concluded that incongruency of perceptions and expectations for the role of the provincial school superintendent in Thailand existed and that role conflict might arise in the provincial school superintendent-provincial governor relationship. The provincial governors seemed to need better background in professional education in defining the role of the provincial school superintendents who worked under their supervision. Satorn recommended that the existence of inter-group and intra-group perceptual discrepancies found in the study suggested that some

³ Pinyo Satorn, "The Provincial School Superintendent in Thailand: A Study of Role Perceptions and Expectations" (Unpublished Ph.D. dissertation, Stanford University, 1969).

such program as a series of joint seminars for the definition of the role of the provincial school superintendents were greatly needed for the provincial school superintendents, the provincial governors, and the senior administrators of the Ministry of Education and the department of Local Administration of the Ministry of Interior.

According to Dr. Jasper Valenti, who lived in Thailand for two years and studied the Thai educational system, the differences in perceptions could be caused by the following factors which are not necessarily as serious in the United States:

1. The provincial school superintendent until now has not been typically well trained in professional education. He frequently has less training than his supervisory staff.
2. The provincial governor is a political official unlike the school board president, and by law he has a provincial education officer on his staff although the latter is approved by a Ministry of Education officer.
3. The local administration (Ministry of Interior) person is from another governmental agency. Since 1966 this arrangement has had serious political ramifications.⁴

The superintendent in the United States must work cooperatively with his principals and teachers as innovative instructional programs are developed. Peach hypothesized certain relationships between the role of the school principal and the implementation of planned change in instructional programs.⁵

⁴ Interview with Jasper J. Valenti, Assistant Dean, School of Education, Loyola University, August 28, 1972.

⁵ Samuel Wesley Peach, "Relationships Between Certain Factors in the Role of the School Principal and the Adoption of Innovative Instructional Practices" (Unpublished Ed.D. dissertation, University of Washington, 1967).

Major emphases of the study were its focus upon the impact of the principalship role, the reporting of change at the school building level by classroom teachers, and the exploration of relationships associated with viewing school organizations as social systems.

Peach's study offers insights into the principal's role and the principal's relationship to the superintendent as the superintendent delegates curricular responsibilities to him. Peach concluded that the qualities of interpersonal relationships, leadership styles and the extent to which personal, social, and organizational goals are attained have little relationship with program adaptability. Peach also concluded that the theoretically determined concept of "openness of the system" was not substantiated as a factor contributing to adaptability.

Recommendations for further study included:

- 1) A longitudinal study of two groups of principals--one in which assignments are rotated while the control group remains constant in assignment. Subsequent attention directed to the evaluation of the effects upon program adaptability.
- 2) A study of a program of advanced professional education for an experimental group of principals while a control group remains static.

According to Peach's study, program changes and the extent to which they are integrated into the teachers' daily routines are not markedly associated with organizational factors or building units. It is suggested that investigations employing variables associated with the individual teacher rather than the district or school, as the adopting unit, might be of significance for future research.

Curricular change and innovation can occur in a variety of ways; one such way is through a curriculum council. Phillips completed a study which dealt

with the system-wide curriculum council as an agent for fostering curricular change within a school district.⁶ The researcher investigated the membership composition, types of organizational patterns, and the methods and procedures employed by sixteen curriculum councils in southwestern Michigan.

In the area of organization, the more successful councils in terms of accomplishments originated through the efforts of the superintendent and his administrative staff and possessed an advisory relationship to the superintendent and the board of education. Leadership was determined by virtue of position in the school district and by volunteers, while council membership was selected by position, by administrative appointment, and by elections at the local school building level. Such Councils were representative of the total staff and were served by a chairman, vice chairman, and a secretary.

Phillips states that for the superintendent who perceives his role as an instructional leader, the curriculum council affords him tremendous opportunities. The council can serve as a means whereby the superintendent can exercise the power of ideas to plan, program, and implement innovative curricula which are approved by the council, staff, parents, and school board. Phillips further states that the council facilitates the communication process between each of the above interaction groups and the superintendent in the area of curricular innovation.

Boss studied the role expectations held for intermediate school district

⁶ John Milton Phillips, "A Study of the Significance of the System-Wide Curriculum Council as an Agent of Curricular Change in Selected School Districts in Southwestern Michigan" (Unpublished Ed.D. dissertation, Michigan State University, 1969).

superintendents.⁷ The purpose of the study was an attempt to determine the expectations intermediate school district superintendents, board of education members, and selected knowledgeable individuals have regarding various aspects of the role of the superintendent of schools for intermediate school districts in the State of Michigan. Role expectations of the respondent groups were compared and convergence and divergence of opinions were noted.

A seventy-five item instrument concerning various expectations held for the intermediate school district superintendent's role was constructed. These items were grouped into the following three sub-categories: 1) characteristics, 2) performance, and 3) participation items. The instrument was submitted to the superintendent and two board of education members selected at random from each of the eighty-three intermediate school districts in Michigan, and to persons recognized as knowledgeable in this area of research. A total of 197 or 76.7 percent of the instruments were returned.

Arbitrary values were assigned to the five responses that could be made to each item, and scores were computed. Intraposition or within group differences were tested by computing the variance, and the interposition or between group differences were tested by the chi-square test of significance.

The analysis of the data supported the hypothesis that incumbents of the office of superintendent, board of education members, and recognized

⁷LaVerne Henry Boss, "Role Expectations Held for the Intermediate School District Superintendent in Michigan" (Unpublished Ed.D. dissertation, Michigan State University, 1963).

knowledgeable individuals hold different and sometimes conflicting expectations with respect to the various selected aspects of the intermediate school district superintendent's position. (Boss's findings are similar to those of Ducanson's listed on page 28 of this study.)

Boss's investigation indicated that potential role conflict was probable in over one-third of the items analyzed. The greatest divergence of opinion existed in the sub-category of superintendent participation items. Sixty percent of the items in the participation area indicated a possibility of role conflict. Approximately one-third of the items in both the characteristic and performance categories were classified as potential role conflict areas.

Six of the seventy-five items indicated nearly complete convergence of expectations held for the intermediate school district superintendent's position.

Board of education members were in disagreement more frequently among themselves on the various items than any of the other respondent groups.

According to Boss's study, a comparison of selected personal variables of the relevant groups with regard to expectations held failed to support the assumption that systematic relationships would exist. Also, an analysis based on the comparison of frequency responses to the five point scale between various sub-groups of role definers and the total samples on selected items failed to show significant convergence or divergence.

The self-concept of selected superintendents was explored in Ross's study. The study provided an approach toward understanding the superintendent in terms of his perception of self, or an introspection of self personality, and the agreement or dysfunctionality of the self with the role of

superintendent.⁸

Selected school superintendents in Nebraska were requested to complete a four concept form of Osgood's Semantic Differential. One hundred completed forms were selected for analysis.

The null hypotheses of Ross's study are as follows:

1. There is no significant difference between the concept My Actual Self, and the concept Myself as School Superintendent.
2. There is no significant difference between the concept My Ideal Self, and the concept The Ideal School Superintendent.
3. There is no significant difference between the concept, My Actual Self, and the Class of the school.
4. There is no significant difference between the concept, Myself as School Superintendent, and the Class of the school.

Data gathered from the responses were analyzed and the null hypotheses were subjected to appropriate tests of significance. The conclusions were as follows:

1. The null hypothesis, "There is no significant difference between the concept Myself as School Superintendent and the Class of the school," was not rejected at the 5% or 1% level of confidence with one degree of freedom.
2. All other null hypotheses were not rejected at the 5% or 1% level of confidence with one degree of freedom.
3. On the basis of the instrument and the sample, there was a significant difference between Class II and Class III school superintendents in the

⁸Ronald Duane Ross, "An Exploration of the Self-Concept of Selected Superintendents in Nebraska" (Unpublished Ed.D. dissertation, The University of Nebraska Teacher College, 1965).

way they perceive themselves as school superintendents. (A Class II school district has 1000 to 9,999 pupils; a Class III school district has less than 1000 pupils.) The Class II superintendents tend to see themselves less sweet, kind, and pleasant than their Class III counterparts.

4. The significant difference between Class II and Class III school superintendents is an effect of working within the confines of a smaller system--wherein the actual role of the superintendent differs from the role of the superintendent in the larger school system--the former being required more frequently to identify with the role of disciplinarian and judge.

5. The response to the concept, My Actual Self, indicates that those men who chose to follow the vocation of superintendent do have a common perception of themselves.

6. This evidence invites studies with other instruments which verify this indication of a common self-perception among those who chose to follow the vocation of superintendent.

7. The evidence invites investigation as to whether the common self-perception of these men is the manifestation of a cause, or of an effect; whether men who hold the same perception of self enter into the vocation of superintendent, change their perception of self to fit a common mold.

8. The evidence invites investigation on the role of the preparation of the educational administrator in the formulation of his self-concept.

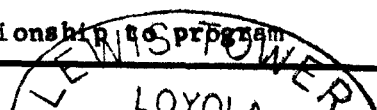
9. The evidence invites investigation to ascertain if the self-concept of the superintendent is significantly different from other vocational groups--such as bankers, doctors, or butchers.

10. The evidence gives impetus to studies which involve the identifica-

tion or construction of a device that will aid in the screening process of those individuals who seek to study in the area of educational administration.

Summary

The present study differs from the other studies reviewed in that the role perceptions of selected elementary school superintendents in the area of curricular innovation are compared to the role expectations of school board presidents; none of the reviewed studies limited the role perceptions of the school superintendent to any one particular area or phase of responsibility such as bond issues, integration, tax rates, or curriculum. The studies were broad in scope and covered the perceptions and expectations of the school superintendent in a similar fashion. Shanks investigated the expectations for the school superintendency and found that there was no marked agreement among board members, among superintendents, or between board members and superintendents, on expectations relating to all aspects of the superintendency role. Ducanson investigated the relationship of the role expectations and the behavior of the school superintendent, however, specific behavior patterns were not described; Ducanson concluded that the superintendents and the members of the board of education are not in complete agreement as to what the superintendent actually does. Saturn studied the role perceptions and expectations of the provincial school superintendent in Thailand concluding that conflicting definitions existed. Peach investigated the relationships between certain factors in the role of the superintendent's administrative staff (the principals) and the adoption of innovative curricular practices; the major finding of Peach's investigation was that the qualities of interpersonal relationships and leadership styles have little relationship to program



adaptability. Phillips concluded that the system-wide curriculum council was an effective agent for curricular change and innovation; Phillips further concluded that the role of the school superintendent as the chief administrator was to coordinate the activities of the curriculum council toward the attainment of specific goals and objectives. Boss studied the role expectations held for intermediate school district superintendents in the State of Michigan. Boss attempted to determine the perceptions superintendents and school board members have regarding the various aspects of the role of the district superintendent of schools. Boss concluded that school superintendents, board of education members, and recognized knowledgeable individuals hold different and sometimes conflicting expectations regarding the various aspects of the school superintendent's position. Ross explored the self-concept of superintendents and found that there were no significant differences in their perceptions of themselves as persons and their perceptions of themselves as professionals, and that the type of school district in terms of size and the concept of self did not result in a significant difference.

There are many studies on the perceptions and expectations of the role of the school superintendent. The studies selected for review in this chapter relate specifically to the superintendent-school board relationship, the behavior of the superintendent as a result of this relationship, and the relationship of role perceptions to the adoption of innovative curricular practices. The present study molds the aforementioned relationships; it compares the elementary school superintendent's perceptions of his role in curricular innovation to the expectations of the school board president. The

study demonstrates the priority which the elementary school superintendent in Cook County assigns to curricular innovation and whether the school board president's expectations are congruent to the perceptions of the superintendent in this area.

CHAPTER III
HISTORICAL PERSPECTIVE OF THE ROLE
OF THE SCHOOL SUPERINTENDENCY

The following historical perspective of the development of the American school superintendency emphasizes the part that stressful change has played. Born out of need and shaped by the problems of the times, the role of superintendent has grown and become redefined with successive changes in the educational system.

The present study deals with the elementary school superintendency in Cook County. This chapter concludes with a description of the Educational Service Region of Cook County, the growth in pupil enrollments in suburban Cook County elementary schools over the past fifteen years, and the resulting changes in the role of the local school district superintendent.

Schools in the Colonies

Within ten years after colonization in this country, serious attention was given to the establishment of some form of educational system. The immediate need, as identified by the General Courts, was the hiring of teachers of high religious and moral qualities. No further organization was pursued.

The first efforts to organize a school in the new colonies occurred in 1616 when the Virginia Company contributed one hundred pounds for a house and several books toward a library. The city of London sent one hundred children to the colony, together with private donations in the sum of five hundred

pounds, to aid in their support until they could be self-supporting. The Virginia Company issued the first statement of educational policy in the colonial settlement:

...that all these children should be educated and brought up in some good trade or profession, so that they might gain their livelihood by the time they were twenty-one years old, or by the time they had served their seven years' apprenticeship.¹

As other colonies developed, similar patterns were followed in the establishment of their first schools.

About 1709, Boston civic leaders began to show interest and concern in their schools. Committees were appointed to inspect schools, check equipment and examine pupil achievement. These committees would also advise teachers concerning subject content and methodology. By 1721, citizens at large were invited to join these committees previously dominated by ministers and selectmen.²

State Superintendency

The position of the state superintendency did not emerge until the first quarter of the nineteenth century with more administrative and supervisory responsibilities also allocated to principals. By the mid 1800's the state superintendent became established as an educational leader.³

¹Edwin Grant Dexter, A History of Education in the United States (New York: Macmillan Company, 1922), pp. 1-3.

²Ibid.

³The American School Superintendency (Washington, D.C.: American Association of School Administration, c1952), p. 40.

Michigan provided by law for a state superintendent of common schools in 1829, changed the title to Superintendent of Public Instruction in 1836, and became the first state to establish a state school administration that has been continuous down to the present.⁴ Other aggressive states such as New York State and Maryland were both still plagued with indecision and period of reversal over the necessity and role of a superintendency. However, by 1854 New York resolved its turmoil and re-established the position followed by Maryland in 1868. By the mid 1800's all northern and many southern states recognized the growing need for school leadership and coordination and established actual or ex officio chief state school officers. These designations were eventually replaced by state superintendent or state commissioner as the position broadened its range of jurisdiction and duties.

Massachusetts produced Horace Mann, who, like Connecticut's Henry Barnard, never bore the title "state superintendent" but was the "State Board of Education." Among the early duties performed by these chief state school officers were listing counties, advising local authorities, examining conditions, rendering advice on proposed school programs, and the promotion of school establishment by private societies as well as public agencies. Horace Mann tailored his own job to fit his vision of the needs of his commonwealth. His leadership set a standard of courage, imagination, common sense, and persuasive statemanship which still stands as a challenge to all public administrators.

⁴ Ellwood P. Cubberly, State School Administration (Boston: Houghton Mifflin Co., 1927), p. 271.

Population growth and westward expansion in the third quarter of the nineteenth century brought more cities and towns, more school districts, more pupils, more teachers, the beginning of compulsory attendance, and an expanding school program. Under the impact of new demands such as these, the job of the chief state school officer was continually developing. Depending in part upon personal stature, powers and duties were sooner or later widened to include leadership in such things as courses of study, reading lists for teachers and pupils, special bulletins and reports, occasional codification or editing of school law, supervision of finances, teacher certification, teachers' institutes, reorganization and development of statistical reporting, and recommendations of new school legislation.⁵

The County Superintendency

As schools were being established state-wide by law, it became increasingly evident that a coordinating body was necessary. Organized information as to the condition of schools, enrollments, programs of instruction, teacher certification, and expenditures was virtually non-existent. It was the States' need for collecting and evaluating such data that promoted the creation of the position of county school superintendency.

The county superintendent, therefore, became a supportive arm of the State Department of Education; he involved himself with the details of state supervision over local educational institutions. Eventually, the county superintendent found himself in a position to experiment, modify and innovate

⁵The American School Superintendency, op. cit., pp. 41-42.

within his own framework and in local school systems. Because of his unique position, the county superintendent was aware of individual school needs and simultaneously drew on the available resources of the state superintendent.⁶

The Local District Superintendency

The trial-and-error shaping of a decentralized school program made inevitable the appearance of state, county, and local school district superintendents. School systems continued to grow. Enrollments increased with population, more buildings were needed, courses expanded, and the graded system was introduced.⁷ The elementary school system expanded into a high school system, only to compound existing administrative problems.

In Connecticut the local board was charged with the responsibility for instruction and permitted "to appoint a committee of one or two persons to exercise all the powers, and perform all the duties of the whole board, under their advice and direction, and receive one dollar a day for the time actually employed."⁸

Cleveland established the salaried (\$300.00) position of "acting school manager" in the late 1840's. Two individuals were appointed on a part-time

⁶ Ibid. p. 49.

⁷ John D. Philbrick, City School Systems in the United States (Washington, D.C., U.S. Department of Interior, Bureau of Education, Circular of Information, No. 1-1885, 1885), p. 141.

⁸ John Cayce Morrison, The Legal Status of the City School Superintendent (Baltimore: Warwick Publishing Co., 1922), p. 17.

basis. One was responsible for the business affairs of the schools; the other was responsible for the instructional program.⁹

Baltimore had its first superintendent of schools nearly twenty years before the position was created and the title officially conferred. Appointed treasurer by the board in 1849, The Reverend J. N. McJilton assumed the usual duties of treasurer which were largely clerical, statistical or business in nature. With his background as a teacher, Reverend McJilton gradually turned the emphasis of his position to instructional matters. This could not be done without jeopardizing his original duties, so in 1859 he was relieved of his other responsibilities to turn his attention exclusively to the improvement of instruction, visiting schools, and building repairs. It was due to his excellent results through concentration on education that in 1866, Reverend McJilton was officially named superintendent of schools.¹⁰

The role of the local school superintendent evolved with that of the local school board as independence was sought from city councils. It took another 100 years for board members and superintendents to effectively develop and distinguish their roles with respect to policy making and school administration.¹¹

Early superintendents shaped their own jobs according to personal feelings and local needs; school boards did the same. Board members were admittedly more comfortable dealing with the business matters involved in

⁹Ibid., pp. 20-22.

¹⁰Thomas McDowell Gilliland, The Origin and Development of the Powers and Duties of the City School Superintendent (Chicago: University of Chicago Press, 1935), p. 39.

¹¹Ibid.

running a school district. In many instances the first appointed superintendent was designated chief executive and advisor to the board in both educational and business matters. Atlanta, Nashville, and San Francisco are such examples.¹²

By the twentieth century, the superintendency had become recognized as an essential and integral part of the educational structure. Even in smaller school systems, superintendents were finally being freed from teaching duties to devote their time to the primary responsibility of educational leadership. University courses were now being offered in school administration and supervision.¹³ Even the dual tragedies of a depression and a world war acted as a catalyst, emphasizing the purpose of education and the need for visionary leadership within the superintendency.¹⁴ Free public education became a personal right and a national priority.

After 1925, most school districts finally won fiscal independence from city government. With budgetary control, superintendents had greater freedom to attend to educational priorities. The superintendent now emerged as a recognized professional. This recognition was followed with the formation of clinical groups, conferences, study councils, and cooperative research efforts.¹⁵

¹²Gilland, op. cit., p. 54.

¹³The American School Superintendency, op. cit., p. 56.

¹⁴Ibid. p. 57.

¹⁵Ibid.

With the launching of Sputnik on October 4, 1957, America was rudely awakened to the fact that the basic product of its highly "touted" educational system had become sadly lacking. The public demanded remodeling of the public school system. In response the federal government channelled unprecedented funds into the public and private school systems.¹⁶

The superintendent of schools was now placed in a new role. Federal monies had to be secured to develop the advanced curriculum expected by local citizenry. The superintendent now became a politician. As new educational goals and priorities evolved, so to the demands on the superintendent increased.¹⁷

The "new breed" of superintendent of the last ten years is a trained professional. His experience most likely began in the classroom. From there he successfully rose to subordinate administrative posts. He specialized in public school administration on a graduate level, and he will probably hold a Doctorate.

Personal traits of a superintendent include dynamism, personality, and good health. The successful superintendent of today is a tactful, aggressive leader. This formerly stern, highly conservative educational leader has turned full circle and become idealized as a congenial individual, aware and involved, and still respected and followed.¹⁸

¹⁶John M. Nagle, "The Tenth Amendment and Uncle Sam" School Journal (November, 1969), p. 21.

¹⁷Robert E. Wilson, Educational Administration (Columbus, Ohio: Charles ED. Merrill Books, Inc., c1966), pp. 808-809.

¹⁸Ibid. p. 808.

Today's superintendent has increased public contact. He must be a student of human nature and a utilitarian psychologist. Individual motives must be identified and group differences recognized and dealt with.

Though entirely qualified to be a first rate politician or a financially successful business executive, the superintendent must remain dedicated to education. He must be motivated by the same humanitarian philosophy that led him into teaching in the first place.¹⁹

Today, the school superintendent is spotlighted from all directions. He and his school board are caught squarely between the lessened buying power of the school dollar on one hand and the resistance of the taxpayer to higher budgets on the other. Current birth rates mean more children to be taught by more teachers in more schools. Increased federal expenditures for national security have pre-empted funds for local and state government functions.²⁰

The modern superintendent is expected to be more than a manager concerned primarily with operational problems as were his early predecessors. He is expected to be a human engineer, a recognized participant, a leader of planning for community improvement. He must be the catalytic agent, initiating and facilitating change in order that schools might serve as vehicles of progress for the complex technological world of tomorrow.

Office of the Educational Service Region of Cook County

The Office of the Educational Service Region of Cook County can be

¹⁹Wilson, op.cit., pp. 808-809.

²⁰The American School Superintendency, op. cit., pp. 60-62.

Office of the Educational Service Region of Cook County

The Office of the Educational Service Region of Cook County can be understood only in the context of the educational system of the State of Illinois. The Office has been established under the Constitution of the State of Illinois and the Illinois School Code, with various supplementary legislation; all of the powers and responsibilities are prescribed or permitted by law.

Many of the duties of the Superintendent of the Educational Service Region appear to parallel the duties granted to the Office of the Superintendent of Public Instruction (OSPI), at the Statewide level, by the School Code. The Office of the Superintendent of Public Instruction stated in 1969, "The County Superintendent of Schools is the official representative of the Superintendent of Public Instruction in the local county."²¹

The Office of the Educational Service Region is an integral part of the educational structure of the State. However, while the OSPI and the superintendents of the Educational Service Regions have many regulatory and advisory responsibilities, the basic responsibility for providing education to the children of Illinois rests with the local school boards.

The arrangement described above emphasizes the separation of the Educational Service Region from the day-to-day operation of the local schools in Cook County. In addition to the State, county, and local agencies, a number of boards and commissions have been set up. Examples are the Adult and Continuing Education Council, the Commission on Children, the Illinois Pension Code (creating the Board of Trustees of Teachers' Retirement System), and the

²¹A Study in Depth: Office of the Cook County Superintendent of Schools (Chicago: Cresap, McCormick, and Paget, Inc., 1969), p. 3.

Board of Vocational Education and Rehabilitation. Each of these bodies has authority and responsibility in specialized areas, cutting across and overlapping the responsibilities of the State, county, and local levels. The Educational Service Region of Cook County is thus embedded in a complex organization.

The Educational Service Region of Cook County has jurisdiction over 118 elementary school districts, 27 high school districts, and one unit district in suburban Cook County, as well as some authority over the entire Chicago school system. Legally, the Educational Service Region of Cook County has direct supervision over programs affecting 147 district superintendents, one million students, and 41,400 teachers in a county with over \$25 billion in assessed property value. Further, the Educational Service Region of Cook County has assumed responsibility for assisting some 750 non-public schools to meet the requirement for recognition by the State.

The problems of the Educational Service Region of Cook County reflect State-wide legislation, and are essentially the same for all county superintendents' offices. Every Educational Service Region serves as an extension of the State in most regulatory matters and as an independent entity in many advisory or consultative matters, and many of its functions overlap or are duplicated by other educational bodies in the county.

The fact is, that present legislation has created an educational structure with unclear patterns of authority and responsibility; no central policy-making body for regulatory and advisory functions exists, which can establish basic objectives, criteria, controls, and programs for education in the State.

As a consequence, the Superintendents of the Educational Service Regions are unable to fully provide effective service and assistance in solving local educational problems. Their legislative constrictions are compounded by their manner of funding so that they lack not only authority but resources.

The problems of the Educational Service Region of Cook County have implications for the changing role of the local school superintendent, being cognizant of these problems, many superintendents in Cook County have turned to other methods to meet the needs of their respective school districts. These methods include setting up "cooperatives" to serve several districts and even hiring their own professional staffs. The result has been greater overlapping and fragmentation throughout the County. While in general the local school districts feel that the Educational Service Region is ineffective in many of its activities, it is still the major link between the State and the local school districts.²²

The Growth in Pupil Enrollment in the Public Elementary Schools in Suburban Cook County Over the Past Fifteen Years and Implications for the Role of the Local School District Superintendent.

In 1956, there were 156,353 students enrolled in public elementary schools in suburban Cook County; by 1970, there were 325,632 students. Within this fifteen year period, the role of the local elementary school superintendent was most definitely affected by the increase in pupil enrollment. More classrooms had to be built, bond issues had to be passed, and the number of teachers employed in the public elementary schools in suburban Cook County

²² A Study in Depth: Office of the Cook County Superintendent of Schools, op. cit., pp. 4-11.

more than doubled.

In 1956 there were 130 elementary school districts in suburban Cook County. By 1970, the number had been reduced to 118 because in the fifteen years twelve school districts were consolidated. According to the Illinois School Code:

A consolidated district shall for all purposes be a single district. However, any consolidated school district organized prior to July 1, 1951, shall, thereafter, if it has a population of 1,000 inhabitants or more operate as a community consolidated school district under a board of education of seven members with the duties as set out in Article 10 of this Act; or if the population of such a district is less than 1,000 inhabitants it shall, therefore, operate as a common school district under a school board consisting of seven directors with the powers and duties as set out in Article 10 of this Act as applicable to school directors.²³

Table I lists the growth in pupil enrollment in the public elementary schools in suburban Cook County over the past fifteen years, the increase in number of teachers, and the decrease in number of school districts due to consolidation.

Thus, it is implied that the local school district superintendent hired in the '70's in Cook County must be more highly skilled than the superintendent hired in the 50's. The superintendent in the '70's is more of a generalist who has the responsibility of hiring specialists. There are more schools that come under his jurisdiction, a larger staff, and more pupils to be educated.

Notwithstanding the legal limitations placed upon the powers of the school superintendent, public restrictions that temper his decisions, and boards of education that want absolute authority, the superintendent in

²³ School Code of Illinois Compiled by N. E. Hutson, Legal Advisor (Springfield, Illinois: Office of the Superintendent of Public Instruction, 1969), pp. 141-42.

TABLE 1

GROWTH IN SUBURBAN COOK COUNTY PUBLIC ELEMENTARY SCHOOLS
OVER A FIFTEEN YEAR PERIOD

School Year	Pupil Enrollment	Teachers	No. of Elementary School Districts
1956-57	156,353	6,357	130
1957-58	167,993	6,994	130
1958-59	179,880	7,680	129
1959-60	194,765	8,368	128
1960-61	208,377	9,155	125
1961-62	218,845	9,733	122
1962-63	230,817	10,278	121
1963-64	244,206	10,930	120
1964-65	258,806	11,588	120
1965-66	272,872	12,231	119
1966-67	290,086	12,876	119
1967-68	299,689	12,315	119
1968-69	311,603	12,770	118
1969-70	321,657	13,628	118
1970-71	325,632	13,842	118

suburban Cook County possesses enormous influence. From a practical operating point of view, he has representative authority from the school board over,

1. Who may teach.
2. Salaries of those who teach.
3. What is to be taught.
4. How it is to be taught.
5. Equipment and supplies that will be used to implement teaching.
6. Textbooks to be used.
7. What facilities will be built.
8. Where facilities will be located.
9. What school buildings children will attend within the district.
10. Hours and days of attendance.
11. Safety and sanitary conditions for school children.
12. Regulations governing the conduct of students, from the time they leave home in the morning until they return.²⁴

Should one reflect seriously upon the significance of each of the above listed powers, multiply it by 118 elementary school superintendents in suburban Cook County, and consider that the powers extend to 13,842 teachers and 325,632 elementary school students, he can begin to conceive the gigantic strength of the district superintendents in Cook County. The importance of proper selection and training of every school superintendent and a specific definition of his role becomes obvious.

²⁴Wilson, op. cit., p. 810.

CHAPTER IV

ANALYSIS OF DATA

Curriculum in America keeps changing.¹ The following is a list of five educational events of the past ten years which have had direct bearing on the curriculum of the seventies:

1. Educators struggled to cope with the horror of drug abuse by students.
2. Educators organized the strongest coalition of lobbying forces in United States history and persuaded Congress to add one billion dollars to the education budget.
3. High school students staged more than 1,000 protest actions and won a series of victories affecting their status as learners.
4. Angry parents, organized and unorganized, launched attacks on schools offering sex education courses.
5. United States Commissioner of Education, James E. Allen, called upon the nation's schools to give high priority to the improvement of reading instruction.²

Instruction at all levels has been affected by the above listed events. Curricula (from that of the elementary school to that of colleges) must change substantially in response to basic changes going on in society. Leaders are needed who can resolve present conflicts and who can reduce the tensions

¹Michael Rossman, "How We Learn Today in America," Saturday Review, Volume LV, Number 34 (August, 1972), p. 31.

²Ben Brodinsky, "Major Events of the Year and Decade," Phi Delta Kappan, February, 1970, pp. 297-98.

that come from them. If educational administrators see that needed leadership is provided, the public schools in the United States will become the most effective agents for improvement in society.³

The school superintendent is in the key position to furnish leadership in curriculum planning.⁴ Although the superintendent may have a curriculum director charged with the responsibility of improving the curriculum, teachers appreciate the superintendent who plans and works with them in bringing about improvements. Obviously, the size of the school district will have some relationship to the amount of time the superintendent is able to devote to direct participation with his staff. Nevertheless, the superintendent's presence at key meetings will help his staff to feel that he is interested in their efforts. Whether the superintendent in a small school district or the curriculum director in a large school district works directly with the staff is immaterial; the importance is attached to the quality of relationships which exists and the quality of the planning which goes into the curriculum improvement program.⁵

This chapter analyzes the elementary school superintendent's perceptions of his role in curricular innovation as compared with the expectations of the school board president. An interview instrument of thirty-one propositions was developed for the purpose of collecting responses on perceptions and expectations. (See Appendix II.) Respondents were asked to select the

³Robert Wilson, Educational Administration (Columbus, Ohio: Charles E. Merrill Books, Inc., c1966), pp. 23-24.

⁴Albert H. Shuster and Milton E. Ploghoft, The Emerging Elementary Curriculum (Columbus, Ohio: Charles E. Merrill Publishing Co., c1970), p. 561.

⁵Ibid.

response which they felt best suited their own particular situation with respect to the item in question. Responses were quantified on a continuum ranging in point values from 1 to 5. The analysis of the responses to the thirty-one propositions of the instrument are to validate the five hypotheses of the study.

HYPOTHESIS I

ELEMENTARY SCHOOL SUPERINTENDENTS PERCEIVE THEMSELVES AS MAJOR FORCES IN INITIATING CURRICULAR CHANGE

This hypothesis focuses on the self-perceptions of the elementary school superintendent as he initiates curricular change and innovation. One of the major purposes of this study is to determine whether the superintendent perceives himself as responsible for the introduction and implementation of innovative curricula.

The following seven propositions from the interview instrument are related to the first hypothesis of this study:

1. The superintendent should have an active role in the planning and developing of innovative programs of instruction.
2. The elementary school superintendent should evaluate curricula with his staff on a continuous basis.
3. The leadership for planning and developing innovative curricular practices comes from the superintendent.
4. The elementary school superintendent's role is one which must encourage and support principals and teachers as curricular innovation is studied and implemented.
5. The superintendent should assume the responsibility for innovative subject matter and methodology once they have been implemented in the classroom.
6. The elementary school superintendent's role is one which is a major force in curricular innovation.

7. The elementary school superintendent should personally evaluate and approve all curricular changes before they are implemented.

Tables 2 and 3 show the frequency (f) and per cent (%) of superintendents' and school board presidents' responses to the seven propositions (P_x) related to Hypothesis I.

Comparing the weighted values of the quantified responses of the superintendents' perceptions with the school board presidents' expectations to the seven propositions, a t ratio of 1.78 is obtained greater than the .01 level of significance with 12 degrees of freedom, thus indicating that there is no significant difference between the perceptions of the superintendents and the expectations of the board presidents. The perceptions and expectations are similar without any significant divergence from both means existing beyond the .01 level. The data indicate that superintendents and school board presidents agree that the elementary school superintendent should be the major force in initiating curricular change.

Proposition 1

The superintendent should have an active role in the planning and developing of innovative programs of instruction.

Analyzing proposition 1, twenty-three superintendents responded in the agreement end of the scale and perceive that the superintendent should have an active role in the planning and developing of innovative programs of instruction. Two superintendents are "undecided" and indicate that they do not know what the role of the elementary school superintendent is in the initiation and development of innovative curricula. Two of the twenty-seven superintendents interviewed "disagree" with proposition 1 and responded that they have many other responsibilities and have to delegate the responsibility of curricular

TABLE 2

RESPONSES OF SELECTED ELEMENTARY SCHOOL SUPERINTENDENTS TO SEVEN PROPOSITIONS RELATED TO HYPOTHESIS ONE: ELEMENTARY SCHOOL SUPERINTENDENTS PERCEIVE THEMSELVES AS MAJOR FORCES IN INITIATING CURRICULAR CHANGE

H ₂	Strongly Agree		Agree		Undecided		Disagree		Strongly Dis- Agree	
	f	%	f	%	f	%	f	%	f	%
P ₁	5	18.5	18	66.7	2	7.4	2	7.4	-	-
P ₂	8	29.6	16	59.3	2	7.4	1	3.7	-	-
P ₃	2	7.4	16	59.3	1	3.7	7	25.9	1	3.7
P ₄	14	51.8	13	48.2	-	-	-	-	-	-
P ₅	1	3.7	15	55.6	2	7.4	6	22.2	3	11.1
P ₆	4	14.8	17	63.0	1	3.7	5	18.5	-	-
P ₇	4	14.8	14	51.9	2	7.4	4	14.8	3	11.1

TABLE 3

EXPECTATIONS OF SCHOOL BOARD PRESIDENTS AS RESPONSES WERE OBTAINED TO SEVEN PROPOSITIONS RELATED TO HYPOTHESIS ONE

H ₂	Strongly Agree		Agree		Undecided		Disagree		Strongly Disagree	
	f	%	f	%	f	%	f	%	f	%
P ₁	4	14.8	21	77.8	1	3.7	1	3.7	-	-
P ₂	12	44.4	14	51.9	-	-	1	3.7	-	-
P ₃	7	25.9	19	70.4	-	-	1	3.7	-	-
P ₄	11	40.7	16	59.3	-	-	-	-	-	-
P ₅	5	18.5	17	63.0	1	3.7	4	14.8	-	-
P ₆	10	37	16	59.3	-	-	1	3.7	-	-
P ₇	6	22.2	14	51.9	2	7.4	5	18.5	-	-

innovation to subordinates. The two respondents who "disagree" with proposition 1 are from medium size and large districts respectively.

Lucio and McNeil hold that the key person in developing an effective program of instruction is the superintendent. The superintendent must recognize the importance of the curricular change and be willing to devote time and effort to the planning of the change with the curriculum coordinator, principals, and teachers. The superintendent must assume the responsibility for seeing that the school board, staff, and community understand the change.⁶

Of the twenty-seven school board presidents responding to proposition 1, one is "undecided" and one "disagrees," while the remaining twenty-five have responded in the agreement end of the scale. These twenty-five board presidents concur that the superintendent should have an active role in the planning and developing of innovative programs of instruction. One school board president stated:

The primary responsibility of a school superintendent is to ensure educational progress. I expect him to be active in the planning stages of innovative curriculum change, and I expect him to follow through on all curriculum changes once the changes have been implemented.

The school board president who is "undecided" in his response to proposition 1 commented that he does not know if the superintendent can take time from his busy schedule to actively participate in curricular planning; the datum from this respondent suggests that this board president does not rate curricular planning as an area of high priority on the superintendent's list of

⁶William H. Lucio, and John D. McNeil, Supervision: A Synthesis of Thought and Action (New York: McGraw-Hill Book Company, Inc., 1969), p. 111.

responsibilities.

The school board president who "disagrees" with proposition 1 expressed the opinion that a superintendent does not have time to plan innovative curricula because he must concentrate on the administrative functions of "running the district." A conflicting opinion is held by Shuster and Wetzler who state that the superintendent must take an active role in the process of curricular innovation. The superintendent must be an active participant in the planning and developing of innovative programs of instruction.⁷

Eighty-five per cent of the superintendents and 97% of the school board presidents interviewed agree that the superintendent should have an active role in the planning and developing of innovative programs of instruction. From the data it is apparent that school superintendents and board presidents in suburban Cook County perceive the superintendent as an active agent in the planning stages of innovative curricula. The above perceptions and expectations are in accord with the literature which defines the role of the superintendent as that of instructional leader.⁸

Proposition 2

The elementary school superintendent should evaluate curricula with his staff on a continuous basis.

⁷ Albert H. Shuster and Wilson F. Wetzler, Leadership in Elementary School Administration and Supervision (Boston: Houghton Mifflin Company, 1968), p. 240.

⁸ Wilson, op. cit., pp. 778-79.

Of the twenty-seven elementary school superintendents interviewed 29.6% "strongly agree" with proposition 2; another 59.3% "agree." These superintendents perceive the function of evaluating the curriculum as one which requires their direct participation.

Two superintendents are "undecided" and do not know whether the responsibility for curricular evaluation can be delegated or whether the superintendent should take an active role in the evaluative process.

The one superintendent who "disagrees" with proposition 2 stated:

I rely on my assistants and principals to tell me what is going on. I have faith and confidence in their decisions concerning curricular innovation and usually abide by these decisions.

Of the school board presidents 12 or 44.4% "strongly agree" that the elementary school superintendent should evaluate curricula with his staff on a continuous basis; 14 or 51.9% "agree" with proposition 2. One school board president "disagrees" and observes that the superintendent need not work with his staff to evaluate curricula but rather should delegate the responsibility of evaluation to subordinates. "The superintendent" he noted, "should concentrate on the broader issues that affect the school district such as the need to build more schools and get bond issues passed." These issues are, of course, important, but one cannot divorce these responsibilities from the superintendent's responsibility to evaluate and improve curricula in order that educational progress is realized. However, priorities should be established by the superintendent and the school board according to the needs of the community.

Approximately 90% of the respondents from each of the two groups agree that the elementary school superintendent should evaluate curricula with his

staff on a continuous basis. From the data it is apparent that the evaluation of curricula is a function of the superintendent which demands his active participation.

Proposition 3

The leadership for planning and developing innovative curricular practices comes from the superintendent.

Of the superintendents interviewed 18 or 66.7% responded in the agreement end of the scale to proposition 3 while 1 or 3.7% are "undecided" or do not know who provides the leadership for planning curricular innovation. Seven or 25.9% of the superintendents "disagree," and 1 or 3.7% "strongly disagree." Thus, the 29.6% of the superintendents responding in the disagreement end of the scale perceive that the planning and developing of innovative curricular practices comes from principals and teachers. These superintendents perceive that innovation begins in the classroom, and that the superintendent merely provides the opportunities for his subordinates to exercise a leadership role in curricular innovation. It cannot be implied, however, that the superintendent is relieved of the responsibility for innovation. If the staff does nothing in terms of innovation, the superintendent had better exercise his leadership and initiate innovative practices in some way himself or get his staff to work innovatively.

Of the school board presidents interviewed, 7 or 25.9% "strongly agree" that the leadership for planning and developing innovative curricular practices comes from the superintendent; 18 or 70.4% of the board presidents "agree" with proposition 3. One school board president "disagrees" and expressed the opinion that leadership for curricular innovation should come from school principals.

Two-thirds of the superintendents perceive themselves as exerting leadership for the development of innovative curricula. Ninety-five percent of the board presidents expect the superintendent to demonstrate leadership to principals and teachers if educational progress in the curriculum is to be realized. The current literature supports these perceptions and expectations; the superintendent must exercise leadership in the area of curricular innovation, if he is to fulfill his role as educational leader.⁹ This leadership takes the form of encouraging, supporting, and coordinating the activities of the certificated staff with system-wide responsibilities for the improvement of learning experiences as curricular changes are planned and implemented.¹⁰

Proposition 4

The elementary school superintendent's role is one which must encourage and support principals and teachers as curricular innovation is studied and implemented.

Of the twenty-seven elementary school superintendents responding to proposition 4, 14, or 51.8% "strongly agree," and 13 or 48.2% "agree." From the data it is apparent that superintendents perceive their role as one which must support the professional staff as curricular innovations are studied and implemented in the classroom.

Of the school board presidents interviewed 40.7% "strongly agree" with proposition 4 while 59.3% "agree." School board presidents expect the superintendent to support and encourage principals and teachers as curricular changes are studied, evaluated, and implemented. This expectation is

⁹Edwin A. Fensch and Robert E. Wilson, The Superintendency Team (Columbus, Ohio: Charles E. Merrill Books, Inc., c1964), p. 135.

¹⁰Fensch and Wilson, op. cit., p. 135.

consistent with the writings of the National Education Association who call upon the superintendent to exercise leadership by inspiring and encouraging supervisors, principals, and teachers as curriculum is changed in accordance with a long range plan of curricular improvement.¹¹

Proposition 5

The superintendent should assume the responsibility for innovative subject matter and methodology once they have been implemented in the classroom.

Of the superintendents interviewed 16 or 59.3% responded in the agreement end of the scale and perceive that the superintendent should assume the responsibility for innovative subject matter and methodology once they have been implemented in the classroom. Two or 7.4% of the superintendents are "undecided" or do not know which responsibilities the superintendent should assume as he exerts his leadership role; 6 or 22.2% "disagree" with proposition 5, and 3 or 11.1% "strongly disagree."

One of the superintendents who responded in the agreement end of the scale noted that even though he may delegate responsibility, he is ultimately responsible for the outcome. The two superintendents who are "undecided" to proposition 5 indicate that they do not know what their responsibilities are in relation to their staffs as curricular innovations are planned. The superintendents who disagree that the superintendent should assume the responsibility for innovative subject matter and methodology once they have been implemented in the classroom perceive that this responsibility belongs to

¹¹National Education Association, Role of Supervisor and Curriculum Director in a Climate of Change (Yearbook of the Association for Supervision and Curriculum Development, Washington, D.C., National Education Association, 1965), p. 93.

building principals. These superintendents do not seem to realize that they are ultimately responsible for the curricular innovations occurring within their school districts. These superintendents give the impression of being detached from curriculum and possibly more interested in other areas of the superintendency role.

Of the school board presidents interviewed 5 or 18.5% "strongly agree" to proposition 5; 17 or 63.0% "agree;" one is "undecided," and 4 or 14.8% "disagree." Thus, 81.5% of the board presidents expect the superintendent to assume responsibility for innovative subject matter and methodology once they have been implemented in the classroom. The four board presidents who responded in the disagreement end of the scale expect the responsibility for curricular innovations to rest with principals and teachers. One respondent in this category commented:

The superintendent has enough to do without assuming the responsibility for changes in the classroom. I expect the principal and the classroom teachers to be accountable for curriculum and changes in that curriculum.

The nine superintendents and the four board presidents responding in the disagreement end of the scale to proposition 5 overlook that it is not only the superintendent's responsibility but also his professional duty to be accountable for all curricular change.¹² If there are problems due to changes in the curriculum, the superintendent must answer and be accountable to the students, parents, community, teachers, and school board. A superintendent can delegate authority for curricular improvement, but by virtue of his

¹²Fensch and Wilson, op. cit., p. 136.

position as instructional leader he cannot delegate the responsibility for the final outcome.

Proposition 6

The elementary school superintendent's role is one which is a major force in curricular innovation.

The superintendent is in the position to motivate, encourage, and direct staff in the development and implementation of innovative curricula.¹³ Of the elementary school superintendents 4 or 14.8% "strongly agree" that one elementary school superintendent's role is one which is a major force in curricular innovation; 17 or 63.0% "agree"; one superintendent is "undecided"; and 5 or 18.5% "disagree." Thus, 77.8% of the superintendents perceive themselves as prime movers in the process of innovating the curriculum. The five superintendents who responded in the disagreement end of the scale perceive their teachers and principals as the major forces in curricular innovation and do not perceive themselves as agents responsible for curricular improvements; these superintendents expect their subordinates to assume the responsibility for evaluating and initiating change in the instructional program.

Issue is taken with the above five respondents; the importance of the superintendent of schools cannot be over-emphasized as he related to the effectiveness of curricular innovation. Teachers are eager for the superintendent's active support of their efforts to improve pupil learning. Culbertson and Hencley state that the initiation of curricular innovation is basically the responsibility of the superintendent.¹⁴

¹³Ibid.

¹⁴Jack A. Culbertson and Stephen P. Hencley, Preparing Administrators: New Perspectives (Columbus, Ohio: University Council for Educational Administration, 1962), p. 156.

Of the board presidents interviewed 10 or 37.0% "strongly agree" with proposition 6; 16 or 59.3% "agree," and 1 or 3.7% "disagree." Thus, 96.3% of the school board presidents expect the superintendent to be the major force or primary mover in curricular innovation; they expect the superintendent to be the motivating force behind curricular change and innovation.

The data indicate that there is general agreement between the elementary school superintendents' perception and school board presidents' expectations on the proposition that the elementary school superintendent is the major force in the process of initiating and implementing curricular change. The superintendent is self-perceived and expected by the board president to encourage staff members and offer support in order that curricular innovations can occur. The superintendent is self-perceived and expected to delegate authority, but at the same time remain accountable for all changes within the curriculum.

Proposition 7

The elementary school superintendent should personally evaluate and approve all curricular changes before they are implemented.

Four or 14.8% of the elementary school superintendents "strongly agree" with proposition 7; 14 or 51.9% "agree"; 2 superintendents of 7.4% are "undecided" or do not know to what extent the superintendent should be involved in the evaluative process necessary for the implementation of curricular change; 4 or 14.8% "disagree," and 3 or 11.1% of the superintendents "strongly disagree" to proposition 7.

The superintendents who responded in the agreement end of the scale perceive that the superintendent should work closely with staff as curricular changes are studied, evaluated, and implemented. These superintendents perceive that the superintendent has the responsibility to evaluate curricular

proposals before curricular changes are implemented.

The superintendents who responded in the disagreement end of the scale expressed that teachers should evaluate proposed curricular changes. These superintendents do not perceive themselves as being in a position to make evaluative decisions regarding the curriculum since they are not in the classroom working with students on a continuous basis. According to Culbertson and Hencley, evaluation of curriculum change is the personal responsibility of the superintendent.¹⁵ Over 65% of the superintendents interviewed agree that the superintendent should personally review and evaluate proposed curricular change or neglect one of his prime responsibilities.

Six or 22.2% of the school board presidents "strongly agree" that the elementary school superintendent should personally evaluate and approve all curricular changes before they are implemented; 14 or 51.9% "agree"; 2 or 7.4% are "undecided," and 5 or 18.5% "disagree."

The twenty board presidents who responded in the agreement end of the scale expect the superintendent to personally evaluate and approve curricular changes. They expect the superintendent to be actively involved in the process where curricular changes are studied, evaluated, and implemented.

The two board presidents who are "undecided" in their response to proposition 7 indicate that they do not know the extent to which the elementary school superintendent should be involved in the study of curricular changes.

¹⁵Culbertson and Hencley, op. cit., p. 156.

The five board presidents who disagree to proposition 7 expect the superintendent to delegate the task of curricular evaluation to the curriculum coordinator. The curriculum coordinator is expected to report to the superintendent. These board presidents do not expect the superintendent to devote his time to the task of curricular evaluation when there is a curriculum coordinator hired for this very task. According to Fensch and Wilson, these board presidents are not aware that even though a curriculum coordinator is hired for the purpose of reviewing, evaluating, and implementing new curricula, the superintendent must still take an active role in the process of curriculum development or run the risk of being derelict in one of his most important responsibilities.¹⁶

Therefore, 66.7% of the superintendents perceive their role as one in which they must personally evaluate and approve all curricular changes before they are implemented; 74.1% of the board presidents expect the superintendent to be engaged in the evaluative process and personally give his approval to curricular changes before the changes are implemented in the classroom.

Conclusions

Combining all the responses to the seven propositions related to Hypothesis I, it has been found that of the 189 possible responses from elementary school superintendents, 147 responses or 78% agree that the elementary school superintendents in suburban Cook County perceive themselves as major forces in initiating curricular change. It has been stated and

¹⁶Fensch and Wilson, op. cit., pp. 135.

justified in Chapter I that there must be 66% agreement on the combined propositions related to a given hypothesis before the hypothesis can be accepted as valid. Therefore in light of the 78% agreement, Hypothesis I is accepted; elementary school superintendents do perceive themselves as primary movers in the area of curriculum development and assign priority to this role.

The current literature defines the initiation of curriculum improvement as the basic responsibility of the superintendent. The superintendent of schools who encourages teachers to try new ideas, who supports action research projects which are carefully developed, and who realizes which part of the curriculum needs modification is accepting his role as instructional leader.¹⁷

From the data it is apparent that superintendents generally agree that curricular improvement is one of the primary reasons for their positions.

Comments such as the following are typical of those received during the interviews with the elementary school superintendents in the study:

This is what my job is about. I am here for the education of kids. Sure, there are other areas that have to be tended to, but priority must be given to curriculum.

I lead by assisting teachers to develop curricula. I don't develop the curriculum myself, but I drop the "seeds". I am constantly dropping "seeds" for innovation. I have coffee with teachers at a different school every morning. I usually drop hints for a new program that I want to see materialize. Often, they are banging on my door telling me about a great idea they just thought of. That's what I mean by dropping "seeds." I let them think it's their idea, and I offer all the help I can to get "their" program off the ground.

¹⁷Albert H. Shuster and Milton E. Ploghoft, The Emerging Elementary Curriculum (Columbus, Ohio: Charles E. Merrill Publishing Co., c1970), 557.

I better be involved in curriculum or the school board will be on my back before you can blink an eye. I had better be informed as to the directionality of our curriculum programs, and I must provide the opportunities for my staff to innovate for improved and better programs of instruction.

Of the 42 responses that expressed "undecidedness" or "disagreement" with any or all of the seven propositions related to Hypothesis I, the attitude was that principals and teachers are the prime forces in the introduction and implementation of curricular change. Shuster and Ploghoft note that a superintendent who does not perceive his role as that of primary mover in curricular innovation is not accepting his role as educational leader.¹⁸

Comparing the frequency of responses of the superintendents' perceptions and the school board presidents' expectations related to Hypothesis I, it has been statistically determined with a t ratio of 1.78 with twelve degrees of freedom that there is no significant difference between the perceptions of the superintendents and the expectations of the board presidents. The perceptions and expectations are similar without any significant difference in both means existing beyond the .01 level. Superintendents and school board presidents generally agree that the elementary school superintendent should be a major force in initiating curricular change. (Initiation is defined as the coordination, support and encouragement of staff as new curricula are developed and implemented.) The data only indicate agreement in the superintendent's perception of his role in curricular innovation and the school board president's expectation of that role. The data do not indicate that

¹⁸Shuster, and Ploghoft, op. cit., 557.

there will necessarily be agreement in other facets of the superintendent's role.

HYPOTHESIS II

SCHOOL BOARD PRESIDENTS EXPECT CURRICULAR CHANGE AND INNOVATION TO ORIGINATE IN THE SUPERINTENDENT'S OFFICE.

Hypothesis II focuses on the expectations of school board presidents as to the role of the elementary school superintendent in curricular change and innovation. School board presidents work closely with superintendents as budgets are created and expenditures approved; school board presidents work closely with superintendents as tax rates are reviewed, as building programs are considered plus a host of other tasks that are essential for the operation of schools. Through such a working relationship there also develops the school board president's expectations for the role of the superintendent as the superintendent provides the leadership for the continuation or initiation of innovative curricular practices.

The five propositions related to Hypothesis II are:

1. The superintendent must assume the responsibility for identifying curricular areas that are in need of change.
2. The superintendent and his central office staff should initiate curricula that provide for the long term and continuous needs of students.
3. The school superintendent's willingness and enthusiasm for innovation is reflected through the cooperative efforts of principals and teachers.
4. The superintendent should work closely with outside consultants as he and his staff consider curricular changes.
5. Curricular innovation cannot occur unless leadership in the area is exercised by the superintendent.

The frequency and percent of responses from school board presidents and elementary school superintendents are shown in Tables 4 and 5 respectively.

Comparing the frequency of responses of the board presidents' expectations and the superintendents' perceptions to the five propositions related to Hypothesis II, a t ratio of 1.62 is obtained (greater than the .01 level of significance with 8 degrees of freedom), thus indicating that there is no significant difference between the expectations of board presidents and the perceptions of the superintendents; the expectations and perceptions are similar without any significant difference in both means existing beyond the .01 level. School board presidents and school superintendents agree that curricular change and innovation should originate with the superintendent.

Proposition 1

The superintendent must assume the responsibility for identifying curricular areas that are in need of change.

Of the school board presidents interviewed 6 or 22.2% "strongly agree" that the superintendent must assume the responsibility for identifying curricular areas that are in need of change; 16 or 59.3% "agree," and 5 or 18.5% "disagree."

The board presidents who responded in the agreement end of the scale to proposition 1 expect the superintendent to be an educator concerned primarily with the educational progress of the school district. These board presidents are aware that even though much of the responsibility for identifying curricula in need of change has to be delegated to subordinates in the superintendent's staff, the superintendent must still remain responsible and accountable to the school board and the community for the viability of curricula.

The five board presidents who "disagree" with proposition 1 do not

TABLE 4

RESPONSES OF SELECTED SCHOOL BOARD PRESIDENTS TO SIX PROPOSITIONS RELATED TO HYPOTHESIS TWO: SCHOOL BOARD PRESIDENTS EXPECT CURRICULAR CHANGE AND INNOVATION TO ORIGINATE IN THE SUPERINTENDENT'S OFFICE

H ₃	Strongly Agree		Agree		Undecided		Disagree		Strongly Disagree	
	f	%	f	%	f	%	f	%	f	%
P ₁	6	22.2	16	59.3	-	-	5	18.5	-	-
P ₂	4	14.8	19	70.4	-	-	1	3.7	2	7.4
P ₃	7	25.9	18	66.7	2	7.4	-	-	-	-
P ₄	2	7.4	13	48.2	6	22.2	5	18.5	1	3.7
P ₅	2	7.4	18	66.7	5	18.5	2	7.4	-	-

TABLE 5

RESPONSE OF SELECTED ELEMENTARY SCHOOL SUPERINTENDENTS TO SIX PROPOSITIONS RELATED TO HYPOTHESIS TWO: SCHOOL BOARD PRESIDENTS EXPECT CURRICULAR CHANGE AND INNOVATION TO ORIGINATE IN THE SUPERINTENDENT'S OFFICE

H ₃	Strongly Agree		Agree		Undecided		Disagree		Strongly Disagree	
	f	%	f	%	f	%	f	%	f	%
P ₁	8	29.6	14	51.9	-	-	5	18.5	-	-
P ₂	5	18.5	18	66.7	3	11.1	1	3.7	-	-
P ₃	7	25.9	19	70.5	-	-	1	3.7	-	-
P ₄	2	7.4	12	44.4	3	11.1	10	37.0	-	-
P ₅	-	-	12	44.4	1	3.7	14	51.9	-	-

expect the superintendent to assume the responsibility for identifying curricular areas that are in need of change. They expect the superintendent to delegate this responsibility to the curriculum coordinator, principals, and most importantly teachers. One board president responded:

- , If anybody is in a position to identify needed changes in the curriculum, it has to be the classroom teacher. She knows the curriculum better than anyone else.

The above five board presidents expect the superintendent to assume the managerial responsibilities of "running" the school district. Curriculum work is expected to be done by subordinates. The superintendent is expected to work on budgets, tax rates, construction of school buildings, and those areas that require the expertise of a businessman. These five board presidents fail to realize that even though the authority to review the curriculum and identify areas in need of change might be delegated, the superintendent cannot delegate the professional responsibility for this task because in the final analysis the superintendent must remain accountable to the school board, community, staff, and students.¹⁹

Of the elementary school superintendents interviewed, 8 or 29.6% "strongly agree" that the superintendent must assume the responsibility for identifying curricular areas in need of change; 16 or 59.3% "agree," and 5 or 18.5% "disagree." Thus, the self-perceived responses of the superintendents are almost identical to the expectations of school board presidents to the same proposition.

The superintendents who responded in the agreement end of the scale

¹⁹Ross L. Neazley and Dean N. Evans, Handbook for Effective Supervision of Instruction (Englewood Cliffs, New Jersey: Prentice Hall, 1960), p. 213.

perceive their role as educational leaders who must work closely with staff to identify curriculum that is in need of change. They perceive a "superintendency team" comprised of a superintendent, curriculum coordinator, principals, and teachers working cooperatively to improve curricula. These superintendents perceive themselves as coordinators of the activities of the professional staff.

The five superintendents who "disagree" with proposition 1 perceive that it is better to be removed from curriculum matters and concentrate on the administrative duties that are essential for the operation of the school district.

The literature states that the responsibility to identify curricular areas in need of change rests ultimately with the superintendent. The superintendent not only has the responsibility to change and improve curriculum but the professional duty.²⁰

Proposition 2

The superintendent and his central office staff should initiate curricula that provide for the long term and continuous needs of students.

Of the school board presidents interviewed 4 or 14.8% "strongly agree" that the superintendent and his central office staff should initiate curricula that provide for the long term and continuous needs of students; 19 or 70.4% "agree"; 1 or 3.7% "disagree," and 2 or 7.4% "strongly disagree" with proposition 2.

²⁰ Andrew W. Halpin, The Leadership Behavior of School Superintendents (Chicago: Midwest Administration Center, University of Chicago, 1959), p.119.

The 88.9% of the board presidents responding in the agreement end of the scale expect the superintendent and his central office staff to function as a superintendency team that initiates curricula based on goals and objectives generated from the needs of students.

The 11.1% of the board presidents responding in the "disagreement" end of the scale object to proposition 2 because they feel it is limited to the "superintendent and his central office staff." These board presidents expect all of the professional staff from the classroom teacher to the school superintendent to initiate innovative curricula that provides for the long term needs of students. This cannot be disputed, however, the proposition does not exclude principals and teachers from the task of curricular innovation. Curricular innovation and improvement is a process in which all certificated personnel must taken an active role.

Of the elementary school superintendents interviewed 5 or 18.5% "strongly agree" with proposition 2; 18 or 66.7% "agree"; 3 or 11.1% are "undecided," and 1 or 3.7% "disagree."

The 85.2% of the superintendents responding in the "agreement" end of the scale perceive the elementary school superintendent as actively engaged with his central office staff in curriculum and the initiation of needed changes within the curriculum. The 11.1% who are "undecided" do not know if the initiation of curricular change is the responsibility of the superintendent or if such responsibility belongs to principals and teachers. These superintendents are unaware that it is not a question of "either...or," but rather an area of responsibility that involves the cooperative efforts of all three groups of professionals--the superintendent, the central office staff,

principals, and teachers.

The one superintendent who "disagrees" with proposition 2 perceives the responsibility of curricular innovation as belonging to a curriculum coordinator. This superintendent does not perceive his role as one which demands or necessitates involvement in curricular problems when there is a curriculum coordinator hired for this specific purpose. This perception is narrow and one that does not define the role of the chief administrator as an instructional leader; this perception does not delineate between authority and responsibility as has been discussed above.

From the data, 88.9% of the board presidents and 85.2% of the superintendents agree that the superintendent and his central office staff should initiate curricula that provide for the long term and continuous needs of students.

Proposition 3

The school superintendent's willingness and enthusiasm for innovation is reflected through the cooperative efforts of principals and teachers.

Seven or 25.9% of the twenty-seven school board presidents responding to proposition 3 "strongly agree" that the superintendent's willingness and enthusiasm to innovate is reflected through the cooperative efforts of principals and teachers; 18 or 66.7% "agree"; and 2 or 7.4 are "undecided." Thus, 92.6% of the responding school board presidents are in the agreement end of the scale with reference to proposition 3 and perceive that a superintendent who is enthusiastic about curricular innovation will generate the same enthusiasm in his staff. School board presidents expect the superintendent to be enthusiastic about innovations if the cooperative efforts among principals

and teachers are to be realized in the area of curriculum improvement.

The two board presidents that are "undecided" are not sure what effect the superintendent's enthusiasm or lack thereof has on principals and teachers as they work together to improve the curriculum. It is inferred that these respondents do not seem to understand the dynamics of interpersonal relationships and their possible effects on the entire school district.

Of the elementary school superintendents interviewed, 7 or 25.9% "strongly agree" to proposition 4; 19 or 70.5% "agree," and one or 3.7% of the superintendents "disagree." Thus, 96.3% of the superintendents have responded in the agreement end of the scale and perceive the superintendent's enthusiasm to innovate to be reflected by the cooperative efforts of his staff. Therefore, of the twenty-seven responding superintendents, twenty-six accept proposition 3. The one superintendent who disagrees does not perceive his enthusiasm to innovate to affect his principals and teachers in their willingness to initiate change in the curriculum. "If the staff wants to innovate, they will innovate. If I am enthusiastic about an issue, it does not mean they will be." According to the literature of the social psychology of education, such a response may appear naive and demonstrates a lack of understanding for the potential of the leadership role. In this context leadership embraces the art of getting people to do what the leader wants them to do while making them think it is their own idea.²¹

Combining the responses of board presidents and superintendents, the data

²¹W.W. Charters, Jr. and N.L. Gage (Eds.), Readings in the Social Psychology of Education (Boston: Allyn and Bacon, 1963), pp. 381-92.

state that 92.6% of the board presidents and 96.3% of the superintendents agree that the superintendent's enthusiasm and willingness to innovate is reflected in the cooperative efforts of principals and teachers. Both groups place great value on the superintendent's demonstration of enthusiasm toward curricular innovation because such enthusiasm is perceived to be passed on to all members of the staff. If the staff is enthusiastic, the initiation and implementation of innovative subject content and methodology will be greatly facilitated.²²

Proposition 4

The superintendent should work closely with outside consultants as he and his staff consider curricular changes.

Two or 7.4% of the board presidents "strongly agree" that the superintendent should work closely with outside consultants as he and his staff consider curricular changes; 13 or 48.2% "agree"; 6 or 22.2% are "undecided"; 5 or 18.5% "disagree," and one board president "strongly disagrees." Thus, 55.6% of the board presidents are in agreement to proposition 4; they expect the superintendent to work with outside consultants and to provide opportunities so that teachers and principals can be involved in this work. These board presidents expect the work with outside consultants to be a cooperative effort of all staff members with the superintendent providing the leadership for a gainful working relationship.

The board presidents who disagree with proposition 4 all take issue with the concept of utilizing outside consultants. The general attitude expressed

²² Ibid.

is that outside consultants are not needed for they come into a school district, make recommendations, and then leave--they do not have to live with the recommended changes if these changes are implemented. One board president replied:

Don't talk to me about consultants. I don't believe in them. We have teachers, principals and administrative staff members who are extremely competent and ready to implement change when and where necessary.

Thus, the data indicate that 44.4% of the school board presidents interviewed do not perceive a need for consultative services. Benjamin M. Sachs states that in order to develop an integrated program of instruction, the school district must be willing to devote more time and money to the use of outside consultants. In an ongoing program of innovative practices, the utilization of consultative services is an integral part of the program.²³ Therefore, the board presidents who responded in the disagreement end of the scale to proposition 4 may not be fully informed of how and when to use outside consultants as well as the gains to be realized by their utilization, or these board presidents may disagree with the educational authorities who advocate the use of the outside consultant as a means of broadening the perceptions within a school district.

Of the superintendents interviewed, 2 or 7.4% "strongly agree" with proposition 5; 12 or 44.4% "agree"; 3 or 11.1% are "undecided," and 10 or 37.0% "disagree." Thus 51.8% of the superintendents agree that the superintendent should work closely with outside consultants and thus perceive their role as one which requires active participation as curricular changes are planned

²³ Benjamin M. Sachs, Educational Administration: A Behavioral Approach (New York: Houghton Mifflin Co., c1968), p. 228.

and implemented.

The superintendents who "disagree" to proposition 4 take issue with the use of outside consultants and perceive them as unnecessary-"...there are teachers, principals, and administrators within my own district that demonstrate talents unrivaled by any consultant."

It is thus indicated that the 22.2% of the board presidents and the 37.0% of the superintendent who disagree with proposition 4 do so primarily because they object to the use of outside consultants when talented personnel are found within their own school districts.

Fifty-six per cent of the board presidents and 51.8% of the superintendents agree that the superintendent should work closely with outside consultants as he and his staff consider changes in the curriculum; they perceive the role of the superintendent as one which requires active participation in curriculum work.

The board presidents and the superintendents who are "undecided" in reference to proposition 4 either have not solidified their perceptions of the role of the outside consultant or they may feel personally threatened by his presence.

Again, the superintendents and the school board presidents who disagree to proposition 4 or who are undecided do not envision outside consultants and their professional staffs as working "hand-in-hand." The professional approach would be to establish a planned program for the utilization of outside consultants which will lead directly to self-study, self-evaluation, research, and commitment to learning as a lifelong task.²⁴ The current literature

²⁴Sachs, op. cit., p. 228.

advocates planned change and favors the use of social technology, particularly professional guidance from the outside consultant to effect systematic improvement in the school program.²⁵

Proposition 5

Curricular innovation cannot occur unless leadership is exercised by the superintendent.

Two or 7.4% of the board presidents "strongly agree" to proposition 5; 18 or 66.7% "agree"; 5 or 18.5% are "undecided" and indicate that they do not know if it is necessary for the superintendent to exercise leadership if curricular innovation is to occur. Two or 7.4% of the board presidents "disagree" with proposition 5.

At the agreement end of the scale, 74.1% of the board presidents interviewed agree that curricular innovation cannot occur unless leadership is exerted by the superintendent. These board presidents expect the superintendent to be involved in the curriculum, to lead, motivate, coordinate, and support the activities of the professional staff.

The two board presidents who "disagree" with proposition 5 expect teachers to demonstrate leadership in curricular innovation and thus, it is not necessary, according to these board presidents, for the superintendent to be actively engaged in the process of curricular innovation. These two board presidents expect that creative, innovative teachers will improve the curriculum regardless of the leadership (or lack of it) offered by the superintendent.

²⁵Fensch and Wilson, op. cit., p. 147.

Of the elementary school superintendents interviewed, 12 or 44.4% "agree" with proposition 5; one is "undecided"; and significantly, 14 or 51.9% "disagree."

Thus, over 50% of the elementary school superintendents interviewed perceive their subordinates, from teachers to administrative assistants, as responsible for the initiation of curricular innovation. These superintendents perceive their role as one which is not absolutely necessary to the process of initiating and implementing change in the curriculum. Typical responses from superintendents in this category are:

My teachers are the ones who bring about change in the curriculum. Whether or not I offer leadership in this area is of little significance. The most important ingredient in the initiation of change is the energetic, enthusiastic, creative, classroom teacher.

I cannot hold back innovation by lack of leadership. If the staff really wants to innovate, they will innovate.

These superintendents are not perceiving their role as that of instructional leaders. They fail to understand that the key person in developing an effective program of instruction is the superintendent. Lucio and McNeil state that the superintendent must recognize the importance of change and be willing to devote time and effort to planning curricular change with the staff. The superintendent must also take the responsibility for seeing that the school board, staff, and community understand the change.²⁵

The 12 or 44.4% of the superintendents who "agree" that curricular innovation cannot occur unless leadership is exercised by the superintendent do

²⁶ Lucio and McNeil, op. cit., p. 35.

perceive their role as essential to the development and implementation of changes affecting subject content and methodology. These superintendents perceive themselves as leaders who are responsible for educational progress. They perceive themselves as motivating, inspiring, and directing teachers in the development and implementation of curricular change.

Conclusions

Of the 162 possible responses from school board presidents, 127 or 78.4% are in agreement to the five propositions related to Hypothesis II. Thus, Hypothesis II is accepted; school board presidents do expect curricular change and innovation to originate in the superintendent's office. Typical responses from school board presidents interviewed are:

The superintendent is responsible for the direction in which the district moves when speaking of innovations. He sets the mood among teachers for change; he sells the community; he coordinates the activities of the staff so that the changes are for the good of the students.

The superintendent is the focal point of a school district; his office administers the affairs of the district and offers the leadership so that change can occur. Teachers cannot make changes in the curriculum unless there is guidance and approval from the chief administrator.

The superintendent had better know the areas of the curriculum that are weak. If he doesn't know and doesn't correct them, we'll find a new superintendent.

A superintendent administers the district. When we talk about curriculum, we are talking of just one of his responsibilities, but granted, an important responsibility. Yes, curriculum improvement should start with the superintendent in the sense that he is the leader.

Business affairs should be delegated. When we hire a superintendent, we are hiring a teacher of teachers. If we wanted a businessman, we would have hired a businessman.

Over 78% of the school board presidents interviewed expect the superintendent to be an educator who gives guidance and direction to his staff in matters of the instructional program (e.g. identifying areas of need in the curriculum, working with outside consultants, and being able to understand and realize the effective implementation of suggestions related to curricular improvement.) The data indicate that the superintendent is the one who is expected to provide the leadership in order that changes in the curriculum can occur. School board presidents expect the superintendent to be informed on all matters related to curriculum. One school board president noted, "the superintendent can say 'I don't know' just so many times; after that he had better have answers. This is especially true when we have questions pertaining to the instructional programs being provided for the kids."

The superintendent is hired as an educator with the leadership training to motivate and inspire teachers in order that they can provide the best educational programs possible for the students.²⁷ From the data it is apparent that school board presidents expect the superintendent to be the leader of teachers and guide them in the process of curricular development and improvement.

Comparing the responses of board presidents to the responses of elementary school superintendents, board presidents and superintendents are in agreement to the first four propositions related to Hypothesis II. The data from proposition 5 indicate that board presidents' expectations differ from the

²⁷Neazley and Evans, op. cit., p. 213.

perceptions of superintendents as to whether curricular innovation can occur if the superintendent does not exercise leadership. Thus, 74.1% of the board presidents agree that the superintendent's leadership is essential to curricular innovation; only 44.4% of the superintendents agree that this statement is true. Therefore, the data suggests that board presidents place greater emphasis on the leadership role of the superintendent in the process of curricular innovation than do superintendents. Less than 50% of the superintendents perceive their leadership role as essential to the introduction of new curricula; 51.9% of the superintendents perceive that innovation will occur in spite of the degree of leadership offered by their office because teachers are the most important factors in the process of developing and improving the curricula.

The current literature calls for the superintendent to become an instructional leader. Administrative preparatory programs, boards of education, state laws, and citizens all have attempted to put this title upon him. While the precise meaning of the title may be clouded, it is probable that all interpreters have in mind the image of an able, talented educator who is leading his schooldistrict to better programs of instruction. Little improvement has been made in the definition of leadership over that which was offered by Ordway Tead over thirty-five years ago. "Leadership is the activity of influencing people to cooperate toward some goal which they come to find desirable."²⁸

²⁸ Ordway Tead, The Art of Leadership (New York: Whittlesey House, McGraw-Hill Book Co., Inc., 1935).

Fensch and Wilson note that the superintendent's leadership is essential to the process of curricular improvement, however, the administration of instruction is usually among the first functions to be delegated. The priority is determined by the importance of the function, the enormity of the responsibility, the superintendent's competence in the area, and the availability of a suitable assistant. Some superintendents are reluctant to let loose this vital phase of school management because of their own training and experience in the field or because they fully realize that the success of the total school district marches upon progress in learning. A school is justified only by its quality of learning. Understandably, it is a frightening experience for a conscientious superintendent to turn over the core of an organization to a subordinate.

Eventually, however, a superintendent of a growing district is struck with two realizations which persuade him to delegate curriculum responsibilities. First, until he releases the bulk of instructional management, he really has insignificant relief for his office. The ramifications of learning and teaching are so extensive as to keep the chief executive from fulfilling his other duties. Even after appointing an assistant (or curriculum coordinator), the superintendent will spend a considerable portion of the school year with some aspect of instruction.

Second, the superintendent realizes that there is a greater supply of professional people prepared to handle this assignment than any other. For more than a quarter of a century, universities have been turning out administrators whose preparatory programs are crammed with curricular information. Every certificated teacher has a start on becoming an instructional

specialist. Every practicing certificated administrator has been somewhat involved with curricular problems. It does not follow that all teachers and administrators possess the other qualifications needed for instruction, but the farm system for possible appointees is more productive than for any other administrative function. Therefore, the superintendent should release his instructional duties with the confidence that curriculum change is in good hands.²⁹

The superintendent may delegate curricular duties, but he will always be responsible for the instructional program. This is true regardless of the size of the school district. In the final analysis, it is the superintendent's responsibility and professional duty to see to it that curriculum improvement is a continuous process that is of benefit to students and community.³⁰

HYPOTHESIS III

ELEMENTARY SCHOOL SUPERINTENDENTS PERCEIVE THEIR ROLES IN INITIATING CURRICULAR INNOVATIONS AS BEING IN HARMONY WITH SCHOOL BOARD POLICY.

This hypothesis focuses on the superintendent's role in curricular innovation and the parameters established by school board policy if such parameters do exist. The school superintendent must abide by and implement the policy set by the school board.

Questions pertaining to Hypothesis III are whether the superintendent

²⁹Fensch and Wilson, op. cit., pp. 135-36.

³⁰Fensch and Wilson, op. cit., pp. 135-36.

perceives his role in curricular innovation as marked with limitations and whether the superintendent has the freedom to innovate and bring about changes that are, in the superintendent's mind at least, in tune with the needs of the students.

The four propositions related to Hypothesis III are:

1. The school board has given its approval to the superintendent in order that he might initiate curricular innovation.
2. The philosophy of the school district promotes an attitude of change and innovation.
3. The school board policy does not commit the superintendent and his staff to any single method of teaching.
4. School board policy states or implies that the superintendent and his staff are expected to make their own contributions in a manner most effective for them.

Tables 6 and 7 show the frequency and per cent of responses to the four propositions related to Hypothesis III from all of the elementary school superintendents and school board presidents interviewed.

Comparing the frequency of the weighted responses of the superintendents' perceptions to the expectations of the school board presidents, a t ratio of 1.05 is obtained (greater than the .01 level of significance with six degrees of freedom), thus, indicating that there is no significant difference between the perceptions and expectations of the two groups respectively. There is no significant divergence from both means existing beyond the .01 level of significance. The elementary school superintendents and school board presidents in suburban Cook County both perceive the role of the elementary school superintendent and its relationship to school board policy in a similar fashion. An analysis of this relationship is presented in the pages that follow.

Proposition 1

The school board has given its approval to the superintendent in order that he might initiate curricular innovation.

Of the elementary school superintendents responding to Proposition 1, 3, or 11.1% "strongly agree" that their respective school boards have given their approval in order that the superintendent might initiate curricular innovation; 19 or 70.4% "agree," and 5 or 18.5% are "undecided" or do not know what their school boards' positions are on the issue of curricular change and innovation.

Thus, 81.5% of the superintendents perceive their school boards as giving them cooperation and support as curricular innovations are planned and implemented.

Of the board presidents responding to proposition 1, 3 or 11.1% "strongly agree"; 21 or 77.8% "agree"; 1 or 3.7% are "undecided," and 2 or 7.4% "disagree." Thus 88.9% of the board presidents respond in the agreement end of the scale and perceive themselves giving approval to their superintendents in order that the superintendent might initiate change in the curriculum. One board president interviewed does not know what his position is in reference to the support which he is expected to give to his superintendent in order that curricular changes might be initiated. The two board presidents who disagree with proposition 1 perceive that they do not give "carte blanche" approval in order that the superintendent may initiate unlimited changes in the curriculum. (It should be noted that this concept was not implied in the proposition.) These board presidents maintain that they have the prerogative to review and vote upon all proposed curricular changes. One board president remarked:

TABLE 6

RESPONSES OF SELECTED ELEMENTARY SCHOOL SUPERINTENDENTS TO FOUR PROPOSITIONS RELATED TO HYPOTHESIS THREE: ELEMENTARY SCHOOL SUPERINTENDENTS PERCEIVE THEIR ROLES IN INITIATING CURRICULAR INNOVATION AS BEING IN HARMONY WITH SCHOOL BOARD POLICY

H ₄	Strongly Agree		Agree		Undecided		Disagree		Strongly Disagree	
	f	%	f	%	f	%	f	%	f	%
P ₁	3	11.1	19	70.4	5	18.5	-	-	-	-
P ₂	8	29.6	16	59.3	2	7.4	-	-	1	3.7
P ₃	5	18.5	20	74.1	-	-	-	-	2	7.4
P ₄	6	22.2	18	66.7	2	7.4	-	-	1	3.7

TABLE 7

RESPONSES OF SELECTED SCHOOL BOARD PRESIDENTS TO FOUR PROPOSITIONS RELATED TO HYPOTHESIS THREE

H ₄	Strongly Agree		Agree		Undecided		Disagree		Strongly Disagree	
	f	%	f	%	f	%	f	%	f	%
P ₁	3	11.1	21	77.8	1	3.7	2	7.4	-	-
P ₂	4	14.9	20	74.1	-	-	3	11.1	-	-
P ₃	5	18.5	17	63.0	1	3.7	4	14.8	-	-
P ₄	4	14.8	16	59.2	1	3.7	6	22.2	-	-

We encourage the superintendent to review the curriculum and make changes, but the school board must approve all proposed changes before the changes find their way into the schools. Therefore, I cannot say that I have given approval to the superintendent in order that he might initiate change; I merely encourage him to make changes, but the school board has the final "say" on whether the proposed change is accepted.

It is the prudent superintendent, however, who seeks school board approval. Thus, the data indicate that school board presidents expect the superintendent to be an instructional leader responsible for curricular innovation. At the same time school board presidents expect to be informed on proposed changes that will affect the curricula.

Proposition 2

The philosophy of the school district promotes an attitude of change and innovation.

Nine or 33.3% of the superintendents interviewed "strongly agree" that the philosophy of the school district promotes an attitude of change and innovation; 16 or 59.2% "agree," and 2 or 7.4% are "undecided" or are not sure what the philosophy of the school district is. One superintendent from a medium size elementary school district "strongly disagrees" to proposition 2; this superintendent perceives the philosophy of his school district to be one which is opposed to change and one which conveys the attitude, "We have a good program; why change?"

Of the board presidents interviewed 4 or 14.9% "strongly agree" with proposition 2; 20 or 74.1% "agree," and 3 or 11.1% "disagree." The three board presidents who disagree to proposition 2 do not perceive the philosophies of their school districts as progressive and encouraging change; they perceive their philosophies as conservative and opposed to change on a large scale.

All of the superintendents and school board presidents interviewed

referred to the philosophy section of their school board policy manuals at this point of the interview. All of the philosophies reviewed seemed general and ambiguous. A typical philosophy from a typical school board policy manual reads:

The academic, social, and physical growth and development of the children in our district is our deep responsibility. We feel that along with mental growth, there should be fostered a sense of social responsibility, an appreciation of the physical development. To this end, we use appropriate subject matter, develop teaching methods, and provide materials to encourage and promote this growth.

It has been perceived with the exception of two of the twenty-seven elementary school superintendents and three of the board presidents interviewed that the philosophies of their school districts promote an attitude of change and innovation. However, it is doubtful that all of the responses to proposition 2 can be accepted at face value because of the general and ambiguous fashion in which the respective philosophies have been written.

Proposition 3

The school board policy does not commit the superintendent and his staff to any single method of teaching.

Of the elementary school superintendents interviewed, 5 or 18.5%

"strongly agree" that the school board policy does not commit the superintendent and his staff to any single method of instruction; 20 or 74.1% "agree," and 2 or 7.4% of the superintendents "strongly disagree" stating that their school board policies are conservative and opposed to changes in the curriculum. One of the superintendents who responded in the disagreement end of the scale remarked: "To initiate change in teaching methodology would mean a two year battle with the school board, and I'm not sure it is all worth it."

However, 92.6% of the superintendents responded in the agreement end of

the scale and perceive their school boards as giving them the freedom to implement the most viable methodology that will best meet the needs of the students.

Of the board presidents interviewed 5 or 13.5% "strongly agree" with proposition 3; 17 or 63.0% "agree"; one board president is "undecided" or does not really know how to interpret the policy of his school district in relationship to teaching methodology; one board president "disagrees," and 4 or 14.8% "strongly disagree."

Thus, 81.5% of the board presidents responded in the agreement end of the scale, and do not perceive school board policy as limiting the superintendent and his staff to any single method of teaching. These board presidents perceive themselves as being open and receptive to new teaching techniques and methodology.

Analyzing the responses of the 18.5% of the board presidents who responded in the disagreement end of the scale, it is observed that these board presidents perceive their school board policies to be traditional and policies which does not encourage new and different teaching techniques. These same board presidents express the attitude that they are satisfied with their present curriculum, its content and methodology, and are hesitant to approve changes that would alter or change an "already" good program of instruction.

In the final analysis, 92.6% of the superintendents and 81.5% of the board presidents interviewed agree that school board policy do not limit the superintendent and his staff to any single method of teaching. They perceive school board policy as giving the certificated personnel in the school district the freedom to implement innovative methods of teaching that will best meet

the needs of the students.

Proposition 4

School board policy states or implies that the superintendent and his staff are expected to make their own contributions in a manner most effective for them.

A school district must capitalize upon the strengths of its staff.

Individuals contribute in a "manner most effective for them" by acting within their areas of strength; by so doing they will favorably affect the well-being of the entire school district. Therefore, with this definition made clear, the responses of superintendents to proposition 4 can be analyzed; 6 or 22.2% "strongly agree"; 18 or 66.7% "agree"; 2 or 7.4% are "undecided" or are not sure what prerogatives are assigned to them by school board policy. One superintendent from a small elementary school district "strongly disagrees" stating that his school board dictates what the curriculum should be as well as what his role as the superintendent should be; however, even though he selected a response in this dimension, his comment suggests that some change is possible:

My board is ultra conservative. They demand that we keep the "status quo." My staff and I do not have the freedom to initiate all of the changes which we feel may be the most effective means of teaching boys and girls.

The 88.9% of the superintendents who responded in the agreement end of the scale perceive school board policy in their respective school districts as granting them the powers to make their own contributions in a manner most effective for them.

Of the school board presidents responding to proposition 4, 4 or 14.8% "strongly agree" that school board policy states or implies that the superintendent and his staff are expected to make their own contributions in a manner

most effective for them; 16 or 59.2% "agree"; one board president is "undecided" and 6 or 22.2% "disagree."

The board presidents that agree with proposition 4 expect their superintendents and their staffs to be of high professional caliber whereby their contributions as professionals will benefit the students and communities of their respective school districts.

The six board presidents who "disagree" with proposition 4 do not disagree with the concept that the superintendent and his staff are expected to make their own contributions in a manner most effective for them, but rather with that part of the statement "School board policy states or implies...." All six of the respondents expressed the fact that on this particular subject, their school board policy was vague or did not even treat the subject.

Thus, 88.9% of the elementary school superintendents and 74.0% of the board presidents agree that school board policy gives the superintendent and his staff the freedom to make contributions that are in accord to the staff's professional training and experiences; school board policy states or implies that the professional staff are expected to make their own contributions in a manner most effective for them as well as for the school district.

Conclusions

Of the 108 possible responses from elementary school superintendents to the four propositions related to Hypothesis III, 95 are in agreement with the propositions. Ninety per cent of the superintendents interviewed agree that elementary school superintendents perceive their role in initiating curricular innovation as being in harmony with school board policy. Hypothesis III is accepted as valid. Elementary school superintendents in suburban Cook County

perceive themselves as working on curricular innovation in accord with the policies established by their respective school boards. From the data collected, school board policies in suburban Cook County appear to promote and encourage curricular change.

Of the 108 possible responses from school board presidents to the four propositions related to Hypothesis III, 90 are in agreement to the propositions. Eighty-three per cent of the board presidents interviewed agree that elementary school superintendents initiate curricular innovation according to established school board policy.

Comparing the frequency of responses of the superintendents' perceptions to the expectations of the school board presidents, a t ratio of 1.05 is obtained (greater than the .01 level of significance with six degrees of freedom), thus, indicating that there is no significant difference between the perceptions and expectations of the two groups of respondents. There is no significant divergence from both means existing beyond the .01 level of significance. The elementary school superintendents and school board presidents in suburban Cook County both view the role of the elementary school superintendent in initiating curricular innovation as being in harmony with school board policy; the school board policies reviewed in this study appear to encourage innovation and change.

HYPOTHESIS IV

SCHOOL BOARD PRESIDENTS EXPECT THE SUPERINTENDENT TO PRESENT ALL PLANS OF CURRICULAR CHANGE AND INNOVATION TO THE SCHOOL BOARD FOR APPROVAL BEFORE IMPLEMENTATION.

Hypothesis IV focuses on the expectations of school board presidents that

the superintendent present all plans for curricular change to the school board for the school board's approval before the recommended changes can be implemented in the classroom. The basic question is, "Does the school board want to be informed in matters involving curriculum and related innovation?" Also implicit in Hypothesis IV is the question as to whether the superintendent lacks the freedom to innovate due to limitations put on him and his staff by the school board. It may be that a superintendent perceives himself as an innovator, but the school board expects him to maintain the status quo and thus discourages change and innovation.

The six propositions related to Hypothesis IV are:

1. School board members should have the opportunity to review all plans for curricular innovation.
2. School boards should have final approval on all curricular changes.
3. The superintendent should take a strong stand on curricular innovation as proposed innovations are presented to the school board for approval.
4. Curricular review and evaluation is one of the major functions of the school board.
5. The superintendent should present all plans of curricular change and innovation to the school board for approval before implementation.
6. The superintendent lacks the absolute freedom to innovate due to parameters established by the school board.

Tables 8 and 9 show the frequency (f) and per cent (%) of responses of school board presidents and superintendents respectively, to the six propositions (P_x) related to Hypothesis IV.

Comparing the frequency of responses of the board presidents' expectations and the superintendents' perceptions, a t ratio of 1.39 is obtained

(less than the .01 level of significance with 10 degrees of freedom), indicating that there is no significant difference between the expectations of board presidents and the perceptions of elementary school superintendents. The expectations and perceptions are similar without any significant divergence from both means existing beyond the .01 level. School board presidents and superintendents agree on their expectations and perceptions to the six propositions related to Hypothesis IV. These results will be analyzed in the pages that follow.

Proposition 1

School board members should have the opportunity to review all plans for curricular innovation.

Of the school board presidents interviewed, 2 or 7.4% "strongly agree" with proposition 1; 20 or 70.4% "agree"; 3 or 11.1% are "undecided," and 2 or 7.4% "disagree."

The school board presidents who responded in the agreement end of the scale expect the superintendent to inform them of plans for curricular change. These board presidents expect that the total school board review and pass judgment on proposed curricular changes.

The three board presidents who are "undecided" question their own roles as school board presidents and whether such prerogatives are really given to them. They also question the use of the word all in proposition 1. These respondents stated that if one teacher or a team of teachers are going to innovate, the plans for the innovation need not necessarily go before the school board for review. These respondents further stated that if a school or the entire school district will be affected by the proposed change then the plans for the curricular innovation should go before the school board for

TABLE 8

RESPONSES OF SELECTED SCHOOL BOARD PRESIDENTS TO THE SIX PROPOSITIONS RELATED TO HYPOTHESIS IV: SCHOOL BOARD PRESIDENTS EXPECT THE SUPER-INTENDENT TO PRESENT ALL PLANS OF CURRICULAR CHANGE AND INNOVATION TO THE SCHOOL BOARD FOR APPROVAL BEFORE IMPLEMENTATION

H ₅	Strongly Agree		Agree		Undecided		Disagree		Strongly Disagree	
	f	%	f	%	f	%	f	%	f	%
P ₁	2	7.4	20	74.1	3	11.1	2	7.4	-	-
P ₂	2	7.4	13	66.7	-	-	7	25.9	-	-
P ₃	9	33.3	15	55.6	-	-	3	11.1	-	-
P ₄	-	-	9	33.3	2	7.4	9	33.3	7	26.0
P ₅	5	18.5	17	63.0	-	-	4	14.8	1	3.7
P ₆	-	-	12	44.5	-	-	12	44.5	3	11.0

TABLE 9

RESPONSES OF SELECTED ELEMENTARY SCHOOL SUPERINTENDENTS TO THE SIX PROPOSITIONS RELATED TO HYPOTHESIS IV: SCHOOL BOARD PRESIDENTS EXPECT THE SUPERINTENDENT TO PRESENT ALL PLANS OF CURRICULAR CHANGE AND INNOVATION TO THE SCHOOL BOARD FOR APPROVAL BEFORE IMPLEMENTATION

H ₅	Strongly Agree		Agree		Undecided		Disagree		Strongly Disagree	
	f	%	f	%	f	%	f	%	f	%
P ₁	2	7.4	19	70.4	2	7.4	3	11.1	1	3.7
P ₂	1	3.7	20	74.1	3	11.1	2	7.4	1	3.7
P ₃	7	25.9	18	66.7	1	3.7	1	3.7	-	-
P ₄	1	3.7	11	40.8	3	11.1	9	33.3	3	11.1
P ₅	3	11.1	17	63.0	3	11.1	2	7.4	2	7.4
P ₆	-	-	8	29.7	5	18.5	10	37.0	4	14.8

approval. It is the wise superintendent who will inform his school board of all proposed curricular changes. One method may be the employment of monthly principal reports which are submitted to the administrative staff and all members of the school board. Questions regarding these reports should be answered by the superintendent or principals informally or at regularly scheduled school board meetings.

The two board presidents who "disagree" with proposition 1 define their role as school board members as 1) to hire the superintendent, 2) to set policy, and 3) to approve expenditures. These board presidents do not expect the superintendent to go before them with plans for curricular innovation for they do not perceive themselves to be qualified to pass judgment on matters which require professional training and competencies.

Of the elementary school superintendents interviewed, 2 or 7.4% "strongly agree" that school board members should have the opportunity to review all plans of curricular innovation; 19 or 70.4% "agree"; 2 or 7.4% are "undecided"; 3 or 11.1% "disagree," and one superintendent "strongly disagrees."

The superintendents who responded in the agreement end of the scale agreed or seemed to indicate that their boards of education should be informed and should approve the curricular innovation before developing programs for implementation.

The four superintendents who responded in the disagreement end of the scale do not perceive it necessary to present plans for curricular change and innovation to the school board. One superintendent in this category commented:

The members of the school board are not really in a position to review or evaluate plans for curricular change. This must be the responsibility of the professional staff.

These superintendents perceive that they and their staffs are the professionals who are competent to make decisions affecting the curriculum; they perceive school board members as laymen who do not have the training or competencies to review and approve proposed curricular changes.

However, a prudent superintendent will keep his school board well informed, not only for the sake of job security, but for the sake of his school board; school board members have a duty to the community to remain informed on all issues that pertain to the schools and one of the best means to remain informed is through the superintendent.³¹

Eighty-five percent of the school board presidents and 77.8% of the elementary school superintendents responding in the agreement end of the scale to proposition 1 indicate that school board members should have the opportunity to review all plans of curricular innovation. School board presidents agree that the right to pass judgment on proposed curricular innovations belongs to the board of education. Superintendents generally agree that their school board must be kept informed and approve proposed changes in the curriculum before implementation.

Leggett, consultant to hundreds of school boards in all parts of the nation, states in a recent article to school board members, "Curriculum-- complicated as it may seem and tempting as it may be to leave to the professional--is your responsibility. Start gradually, learn carefully, but do

³¹V.A. Adams and J.E. Doherty, "Assignment: Today's Educational Problems," The American School Board Journal, CLVIII, No. 5 (November, 1970), p. 14.

not start to learn."³²

Proposition 2

School boards should have final approval on all curricular change.

Of the school board presidents interviewed, 2 or 7.4% "strongly agree" that school boards should give final approval on all curricular change; 18 or 66.7% "agree," and 7 or 25.9% "disagree."

The school board presidents who responded in the agreement end of the scale expect their superintendents to keep them informed of proposed changes in the curriculum. These board presidents expect proposed changes to be presented to them for review in order that they can have the opportunity to approve or disapprove the curricular changes based on the merits to be attained by their implementation.

The seven school board presidents who "disagree" with proposition 2 do not perceive themselves qualified to pass judgment on curricular matters. Also, they do not perceive that this is one of their functions as school board members.

We are laymen in the field of education. Approval for curricular change is not our responsibility. This is the responsibility of the superintendent.

School board members have the duty and responsibility to approve all curricular change. Leggett speaks out to school board members:

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Stanton Leggett, "How to Keep Tabs on Your District's Curriculum." The American School Board Journal, CLIX, (February, 1972), p. 41

The next time that you as a school board member are told by one of us professionals to stick to the dollars and cents of education and let us run the curriculum: Rebel. If you do not rebel, I submit that you will be shirking your responsibility. And not just any responsibility. A school board is there, above all, to represent the community's interest in what goes on in the schools between children and adults.³³

Fensch and Wilson support the above position because they state that the board of education represents the people of the community for the management of the public schools. School boards must approve curricular changes if the community's interests in the schools are to be safeguarded.³⁴

Of the superintendents interviewed, one superintendent "strongly agree" that school board members should have final approval on all curricular change; 20 or 74.1% "agree"; 3 or 11.1% are "undecided" or do not know what the prerogatives of the school board are; 2 or 7.4% "disagree," and one superintendent "strongly disagrees."

The superintendents who have responded in the agreement end of the scale to proposition 2 perceive that school boards should have final approval on curricular change because they are the body representing the community; the school board is the body who approves the funds for the proposed curricular changes if additional dollars are needed.

The three superintendents who responded in the disagreement end of the scale to proposition 2 do not perceive that school boards should have final approval on all curricular change because school board members are laymen who

³³ Leggett, op. cit., p. 40.

³⁴ Fensch and Wilson, op. cit., pp. 45-46.

are not qualified to pass judgment on curricular proposals. As has been discussed above, a school board must represent the community's interest in what goes on in its school between children and adults.³⁵ The school board must be informed on all proposed curriculum changes and be willing to pass judgments as to the efficacy of these changes.

Proposition 3

The superintendent should take a strong stand on curricular innovation as proposed innovations are presented to the school board for approval.

Of the school board presidents interviewed, 9 or 33.3% "strongly agree" with proposition 3; 15 or 55.6% "agree," and 3 or 11.1% "disagree."

The board presidents who responded in the agreement end of the scale expect the superintendent to take a strong stand on curricular innovation when the innovations are presented to the school board for approval. One board president summarized it when he said:

If the superintendent did not take a strong stand, it would indicate to me that he himself was not strongly convinced as to the efficacy of the proposed change.

The three board presidents who responded in the disagreement end of the scale to proposition 3 expect that when recommendations for curricular change are presented to the school board for approval, the superintendent need not take a strong stand. One board president from this category commented, "We can come to a decision objectively, void of any emotionality or bias on the part of the superintendent." According to Klausmeier, emotional expressions

³⁵ Leggett, op. cit., p. 40.

are essential to attitude acquisition and decision making. It is not possible to reach any decision void of emotions.³⁶

Of the superintendents interviewed, 7 or 25.9% "strongly agree" with proposition 3; 18 or 66.7% "agree"; one is "undecided," and one superintendent "disagrees."

The 92.6% of the superintendents who have responded in the agreement end of the scale perceive that they must take a strong stand on curricular innovation as proposed innovations are presented to the school board for approval. A strong stand indicates to the school board that in the professional judgment of the superintendent the proposed change in the curriculum is necessary for educational progress.

The one superintendent who is "undecided" responded that whether he takes a strong stand on proposed curricular innovations is dependent upon the issue, the disposition of his board at the time the issue is discussed, and the board's reaction in the past toward similar issues of curricular change.

The one superintendent who "disagrees" stated that he has his curriculum coordinator introduce the issue of curricular change to the school board; he (the superintendent) sits back and comments only when asked or when the situation calls for a comment on his part. It appears that this superintendent is shirking his responsibility. The superintendent should take the initiative in presenting proposals for curricular change to the school board. The superintendent must actively support the curriculum coordinator. If the superintendent

³⁶Herbert Klausmeier, and William Goodwin, Learning and Human Abilities (New York: Harper and Row, c1966), p. 382.

does not support this man, the superintendent is demonstrating a lack of leadership and interest.³⁷

Ninety per cent of the board presidents and 92.6% of the superintendents agree that the school superintendent should take a strong stand on curricular innovation as proposed innovations are presented to the school board for approval. By taking a strong stand, the superintendent demonstrates his conviction as to the efficacy of the proposed change.

Proposition 4

Curricular review and evaluation is one of the major functions of the school board.

Of the school board presidents interviewed, 9 or 33.3% agree that curricular review and evaluation is one of the major functions of the school board; 2 or 7.4% are "undecided"; 9 or 33.3% "disagree," and 7 or 26.0% "strongly disagree."

The nine board presidents who "agree" with proposition 4 perceive their role on the school board as one which must review and evaluate curriculum. They perceive their role as one which must "...insure that the instruction provided for the youngsters is sound."

The two board presidents who are "undecided" indicate that they do not know what their function is in relationship to the evaluation of curricula. One board president in this category responded:

³⁷V. M. Cashens, "Using Specialists as a Team," Educational Leadership, XIX (November, 1961), pp. 115-17.

Curriculum is an extremely important area. It is an area that I feel I should be involved in, at least as far as evaluation is concerned, but I know I have to rely on the professional staff because they are the experts. Board presidents are laymen and have not had the training to make them knowledgeable.

The sixteen board presidents who responded in the disagreement end of the scale to proposition 4 perceive that their major role is one which sets policy and approves the budget. All of the respondents in this category expressed that the task of evaluating the curriculum belongs to certificated staff members. These board presidents do not feel qualified to undertake a task which is of a professional nature.

The above sixteen board presidents should be cognizant, as has been previously stated, that they not only have the responsibility but the duty to review and evaluate curricula. More and more educators, minority group leaders, and parents say that professionals should not be the only ones to evaluate curriculum. A popular and effective procedure for adopting a program of curricular innovation is the creation of a curriculum council with representation from administration, teachers, parents, community, and school board; when decisions are made by the council, the commitment to change by all groups is much greater than when the decision to change the curriculum is arbitrarily imposed from just one of the groups.³⁸

Of the elementary school superintendents responding to proposition 4, one "strongly agrees"; 11 or 40.8% "agree"; 3 or 11.1% are "undecided"; 9 or 33.3% "disagree," and 3 or 11.1% "strongly disagree."

³⁸R.L. Kahn, and D. Katz, "Leadership Practices in Relation to Productivity and Morale," Group Dynamics, edited by D. Cartwright and A. Sander (Evanston, Ill.: Row-Peterson, 1956), pp. 381-92.

The 44.5% of the superintendents who responded to proposition 4 in the agreement end of the scale perceive curricular review and evaluation as one of the major functions of the school board. These superintendents perceive the school board as the "governing body" of the school district; school board members have the right and obligation to review and evaluate all programs of instruction provided for the students of the community.

The three superintendents who are "undecided" indicate that they would like to have their boards of education review curricula, but at the same time they perceive the members of the school board as not qualified for this evaluative responsibility.

The twelve superintendents who responded in the disagreement end of the scale to proposition 4 do not perceive that curricular review and evaluation is a function of the school board. These superintendents noted repeatedly that school board members are not qualified to review curriculum, its methodology and content. One superintendent in this category stated, "School board members are expected to set policy, approve expenditures, and hire the superintendent, and that's all." This expectation appears unrealistic. A school board has the duty to review and evaluate curricula if it is to protect the interests of the community as to what goes on in its schools between child and adult.³⁹

In addition to school board involvement in curriculum review, parent involvement and curriculum councils with community representation is a modern

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Albert H. Shuster, and Milton E. Ploghoft, The Emerging Elementary Curriculum (Columbus, Ohio: Charles E. Merrill Publishing Co., 1970), p. 122.

concept that cannot be overlooked by the prudent superintendent. The superintendent must feel the "pulse of the community" and realistically (based on the talent available and solvency of the school district) implement curricular change that will best meet the needs of the students and community.

Proposition 5

The superintendent should present all plans of curricular change and innovation to the school board for approval before implementation.

Of the school board presidents responding, 5 or 18.5% "strongly agree" with proposition 5; 17 or 63.0% "agree"; 4 or 14.8% "disagree," and one board president "strongly disagrees."

The 81.5% of the board presidents who responded in the agreement end of the scale expect to be informed of all proposed changes in the curriculum and insist that they be given the opportunity to review and approve all changes that affect the school district. The implication is that these board members perceive themselves competent to review proposed curricular changes and make the decision as to whether the changes will be implemented. (The data on proposition 5 contradict the data gathered from proposition 4; this contradiction demonstrates itself in the conclusions related to Hypothesis IV.)

The five board presidents who responded in the disagreement end of the scale to proposition 5 do so because they take issue with the word all as is stated in the proposition.

A great deal is going on in our schools. We (school board members) do not have time to review or approve all changes. Review and evaluation is the responsibility of the superintendent of schools.

According to the above five board presidents, curricular innovations should be brought to the school board for approval under the following conditions:

1. When all the schools in the district are affected.
2. When the curricular change or innovation will require additional expenditures over and above the existing program of instruction.

When curricular change takes place on the building level, the degree of change must be assessed. Change in subject content should be approved by the superintendent and the school board; instructional techniques and methodology may be left to the discretion of the building principal.⁴⁰

Of the elementary school superintendents responding to proposition 5, 3 or 11.1% "strongly agree"; that the superintendent should present all plans of curricular change and innovation to the school board for approval before implementation; 17 or 63.0% "agree"; 3 or 11.1% are "undecided" or do not know what changes can be implemented without seeking the sanction of the school board; 2 or 7.4% "disagree," and two superintendents "strongly disagree."

The superintendents who responded in the agreement end of the scale to proposition 5 all expressed that it is sound policy to keep the school board informed on all changes in the instructional program lest the superintendent bring unnecessary pressures to bear upon himself at a later date.

The four superintendents who responded in the disagreement end of the scale to proposition 5 expressed that it is not the prerogative of boards of education to approve curricular changes. These superintendents noted that this approval should come from teachers, principals, and members of the administrative staff. As has been stated in the analysis of proposition 4, this

⁴⁰ Benjamin Sachs, Educational Administration (New York: Houghton-Mifflin Co., c1966), p. 45.

perception is in direct conflict to the modern viewpoint which calls for school board involvement in all phases of the instructional program. Leggett states, "A school board is there above all to represent the community's interest in what goes on in its schools."⁴¹ Leggett further states to school board members:

Move in as a learner and try skillfully to persuade others-- administrators, teachers, students, parents--to learn with you. Your superintendent usually can be counted on as a strong ally-- he suffers increasingly from the same "leave it to the professionals" mystique that sometimes stymies board members.⁴²

In the final analysis, 81.5% of the board presidents and 74.1% of the elementary school superintendents agree that the superintendent should present all plans of curricular change and innovation to the school board for approval before implementation. Again quoting Stanton Leggett as he speaks out to board members on the importance of keeping tabs on the district's curriculum "...it remains patent nonsense and downright irresponsibility for the board and/or superintendent to maintain the 'hands off policy' that some professionals would like to see."⁴³ By the same token, the superintendent must consider it his professional responsibility to receive school board approval on curricular change whether or not his job is affected.

Proposition 6

The superintendent lacks the absolute freedom to innovate due to parameters established by the school board.

Twelve of the school board presidents responding to proposition 6 "agree" that the superintendent lacks the absolute freedom to innovate due to parameters established by the school board; 12 or 44.5% "disagree," and 3 or 11.1%

⁴³ Leggett, op.cit., p. 40.

"strongly disagree."

The twelve school board presidents who responded in the agreement end of the scale expressed that the superintendent does not have the unconditional authority to initiate innovations at will. These respondents maintain that school board members have the right to limit the prerogatives of the superintendent of schools in all areas of authority.

The fifteen school board presidents who responded in the disagreement end of the scale expressed that they do not limit or set parameters for their superintendents in the area of curricular innovation.

Most recommendations, if not all, that our superintendent presents to us in the area of curriculum are approved.

The superintendent and his staff are the professionals. We respect and usually abide by their recommendations.

Fifty-five percent of the school board presidents interviewed expressed that the superintendent does have the freedom to innovate and very few, if any limits are set on him as he introduces change to improve the curriculum. This is an excellent situation in which to work. However, as a word of warning to school board presidents, it is irresponsibility on the part of any board member to maintain a "hands off" policy in the area of curricular innovation or any other area that involves the operation of schools.⁴⁴

Of the elementary school superintendents interviewed, 8 or 29.7% "agree" that the superintendent lacks the absolute freedom to innovate due to parameters established by the school board; these superintendents expressed that they are accountable to the school board and that they cannot change curricula

⁴⁴John Bartky, Administration as Educational Leadership Stanford, California: Stanford University Press, 1956), pp. 20-22.

unless the school board gives them approval to change.

Five or 18.5% of the superintendents are "undecided" or do not know what limits are set upon them as they introduce change in the curriculum. It appears that these superintendents are unaware that the school board has the prerogative to limit them (if the school board so desires) in the area of curricular innovation. If their school boards have not limited them in the past, they have been fortunate; school boards are transitory and new boards of education have the right and duty to exercise this prerogative at any time.

Ten or 37.0% of the superintendents "disagree" with proposition 6, and 4 or 14.8% "strongly disagree." Fifty-two per cent of the superintendents responded in the disagreement end of the scale and perceive themselves as having the freedom to innovate and change the program of instruction. These superintendents perceive their school boards as respecting their professional competencies, as well as those of their staffs; these superintendents perceive their school boards as not interfering in matters of curriculum for such responsibility is assigned to the certificated staffs of their respective school districts.

The perceptions by the above superintendents may be true. If they are, their school boards are shirking their responsibility because school boards must keep tabs on any and all changes in the curriculum. This is not to imply that school boards interfere with curricular innovation, but merely that they be informed and limit only, when in their judgment, it is necessary.

Conclusions

Of the 142 possible responses from school board presidents to the six propositions related to Hypothesis IV, 89 are in the agreement end of the

scale. Converting the frequencies to per cents, 62.7% of the school board presidents are in agreement to the propositions. As has been established in Chapter I, there must be 66% agreement on the combined score of all propositions related to a given hypothesis if that hypothesis is to be accepted as valid. Therefore, in light of the 62.7% agreement from school board presidents and the contradiction in data from propositions four and five as to the expectations of board presidents as to their role in approving curricular change, Hypothesis IV is rejected. There is not enough evidence to support the hypothesis: "School board presidents expect all plans of curricular change and innovation to be presented to the school board for approval before implementation." Of the school board presidents interviewed, 37.3% do not perceive themselves as having the prerogative to interfere with the superintendent and his staff as curricular changes are planned and implemented. There appears to be some disagreement between these findings and the comments enunciated on this subject in some of the current literature. The literature states that school boards must insist that all plans for change in the schools be presented to them for approval.⁴⁵ School boards have the duty to set limits on all matters pertaining to schools.⁴⁶

The remaining 62.7% of the school board presidents expect that they be informed of proposed curricular changes; the same 62.7% express that they, as

⁴⁵M. Chester Nolte, "Why Boardmen and Administrators Must Prepare for Future Shock in Education," The American School Board Journal, Vol. 160, No. 2 (August, 1972), p. 33.

⁴⁶Shuster, and Ploghoft, op. cit., p. 204.

school board members, have the right to approve curricular changes if the school district will be affected by the proposed changes (and most likely it will), and secondly, if the proposed change will entail additional expenditures. These expectations are valid and manifest the school board presidents' sense of duty and responsibility to the communities.

Comparing the weighted frequency of responses of the board presidents' expectations and the superintendents' perceptions, a t ratio of 1.39 is obtained (greater than the .01 level of significance with 10 degrees of freedom), indicating that there is no significant difference in the responses from both groups. The expectations and perceptions are similar without any significant divergence from both means existing beyond the .01 level. The school board presidents' expectations and the elementary school superintendents' perceptions to the six propositions related to Hypothesis IV are in agreement.

There is solidarity in the school board president-superintendent relationship; this tends to create an atmosphere for the superintendent and staff to plan long range curriculum goals because the school board president generally supports their actions. Because of this solidarity, the superintendent may have a greater tendency to implement curricular practices that have not been thoroughly tested.

HYPOTHESIS V

THERE IS GENERAL AGREEMENT BETWEEN THE SUPERINTENDENTS' PERCEPTIONS AND THE SCHOOL BOARD PRESIDENTS' EXPECTATIONS AS TO THE ROLE OF THE ELEMENTARY SCHOOL SUPERINTENDENT IN CURRICULAR INNOVATION.

This hypothesis deals with determining whether the elementary school superintendent perceives his role in curricular innovation in accord with the

expectations of the school board president. The functions of the superintendency role are many; the superintendent prepares and submits budgets; he is involved in personnel work, public relations, negotiations, and, of course, he should be involved in the development and implementation of innovative curricula.⁴⁷

The thirty-one propositions in the interview instrument have been used to support the hypothesis, and the response data were used to compare the perceptions of elementary school superintendents to the expectations of school board presidents. Tables 10 and 11 show the frequency of responses of both groups, respectively, to the thirty-one propositions.

Each response (from Strongly Agree to Strongly Disagree) is weighted. The means (\bar{m}) of the values of the quantified responses for both groups and for each proposition supporting the hypothesis were calculated. A t ratio of 1.65 with 60 degrees of freedom is obtained. Hypothesis I is accepted at the .01 level of significance for there is no significant difference between the means of the responses. There is agreement between the perceptions of the superintendents and the expectations of the schools board presidents as to the role of the elementary school superintendent in curricular innovation.

Proposition number 29 is a key proposition; this proposition reiterates the intent of the hypothesis to measure the quantified responses for both groups and to draw a comparative analysis. Proposition 29 reads:

There appears to be general agreement between the superintendent's perceptions and the school board members' expectations as to the role of the elementary school superintendent in curricular innovation.

⁴⁷Fensch and Wilson, op. cit., pp. 135-36.

TABLE 16

RESPONSES OF SUPERINTENDENTS TO THIRTY-ONE PROPOSITIONS RELATED TO HYPOTHESIS ONE: THERE IS A GENERAL AGREEMENT BETWEEN THE SUPERINTENDENTS PERCEPTIONS AND THE SCHOOL BOARD PRESIDENTS EXPECTATIONS AS TO THE ROLE OF THE ELEMENTARY SCHOOL SUPERINTENDENT IN CURRICULAR INNOVATION, BY FREQUENCY

Proposition	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
1	7	15	1	4	-
2	8	14	-	5	-
3	5	18	2	2	-
4	8	16	2	1	-
5	7	19	1	-	-
6	2	19	2	3	1
7	1	20	3	2	1
* 8	--	13	3	11	-
9	2	16	1	7	1
10	3	19	5	-	-
11	14	13	-	-	-
12	1	15	2	6	3
13	-	15	5	6	1
14	7	18	1	1	-
15	8	16	2	-	1
16	5	18	3	1	-
17	4	17	1	5	-

TABLE 10 CONTINUED

Proposition	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
18	1	11	3	9	3
19	-	16	4	7	-
20	4	14	2	4	3
21	7	19	1	-	-
* 22	2	12	3	10	-
23	1	17	5	4	-
24	3	17	3	2	2
25	5	19	1	2	-
26	3	17	3	4	-
* 27	-	12	1	14	-
* 28	-	8	5	10	4
29	1	19	6	1	-
30	5	20	-	-	2
31	6	18	2	-	1

*Responses to the proposition are of special significance and are studied in depth as Hypotheses II, III, IV, and V are analyzed.

TABLE 11

RESPONSE OF SCHOOL BOARD PRESIDENTS TO THIRTY-ONE PROPOSITIONS RELATED TO HYPOTHESIS ONE: THERE IS GENERAL AGREEMENT BETWEEN THE SUPERINTENDENTS' PERCEPTIONS AND THE SCHOOL BOARD PRESIDENTS' EXPECTATIONS AS TO THE ROLE OF THE ELEMENTARY SCHOOL SUPERINTENDENT IN CURRICULAR INNOVATION, BY FREQUENCY

Proposition	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
1	12	12	-	3	-
2	6	16	-	5	-
3	4	21	1	1	-
4	12	14	-	1	-
5	11	15	1	-	-
6	2	20	3	2	-
7	2	18	-	7	-
8	7	14	-	6	-
9	7	19	-	1	-
10	3	21	1	2	-
11	11	16	-	-	-
12	5	17	1	4	-
* 13	3	11	2	9	2
14	9	15	-	3	-
15	4	20	-	3	-
16	4	19	1	1	2
17	10	16	-	1	-

TABLE 11 CONTINUED

Proposition	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
18	-	9	2	9	7
19	-	11	4	9	3
20	6	14	2	5	-
21	7	18	2	-	-
22	2	13	6	5	1
23	13	16	5	3	-
24	5	17	-	4	1
25	6	18	1	2	-
26	4	20	-	3	-
27	2	18	5	2	-
28	-	12	-	12	3
29	5	19	1	2	-
30	5	17	1	4	-
31	4	16	1	6	-

*Responses to the proposition are of special significance and were studied in depth as Hypotheses I, II, III, and IV were analyzed.

Of the twenty-seven school board presidents responding to proposition 29, one is "undecided," and two board presidents "disagree." All other school board presidents responded in the agreement end of the scale. The "undecided" respondent comments:

This is a difficult question to answer. I know I want my superintendent to be an educator first and foremost. I do not, however, know how he sees himself. He has so many areas of responsibility that it is difficult to assess which area he feels is most important. I really cannot answer this question.

The two school board presidents who responded in the disagreement end of the scale noted that they know what they want the superintendent to do; however, they indicated that the time factor and the number of duties accompanying the position of the superintendency make their expectations unrealistic.

Of the school superintendents interviewed six are "undecided" and one "disagrees" to proposition 29. All the other respondents in this category "agree."

The six superintendents who are "undecided" with reference to proposition number 29 responded in such a fashion because they perceive their school boards to "vacillate from one area of concern to another." One respondent indicated, "It is impossible to know what is running through their heads from one school board meeting to another." Another superintendent in this category commented:

I do not know if they really know what a superintendent actually does. I feel, at times, that school board members are more concerned with what is on paper than with what is happening in the schools. I know what I have to do, and that's all that counts.

The remaining five respondents in the "undecided" category share similar views with the respondent above. They appear to be more individualistic than the superintendents who perceive their role in curricular innovation as being in harmony with the expectations of their school board presidents.

The one respondent who said his perceptions of his role in curricular innovation are different from the expectations of his school board president noted:

I feel I can define my role by what has to be done on a day to day basis. Some school board members, and the president of the school board included, do not see the job as one of solving the ordinary problems of running a school district as large as this one. All they (the school board) want to know is how much it is going to cost and whether or not the community is happy. They do not see the planning that goes into the introduction and implementation of innovative curricular practices. I sometimes feel that they do not realize I was ever in the classroom and really am an educator and not an accountant or PR man.

Conclusions

Comparing the composite of responses of superintendents and school board presidents, a t ratio of 1.65 with 60 degrees of freedom was computed.

Hypothesis I is accepted for there is not significant difference between the means of both groups at the .01 level of significance.

Board presidents agree with the superintendent as to the superintendent's perceptions of his role in curricular innovation. Board presidents expect the superintendent to act in certain ways dependent upon variables such as the size of the school district, priority of responsibilities as dictated by need, pressures from the community, cooperation from staff, and the solvency of the school district.

The superintendent being mindful of his general agreement with the board president as to his role in curricular innovation and the variables listed above must also be aware of the transitory nature of his school board. The degree of commitment from individual school board members to their roles on the school board, and the expectations of his role from not only the board

president but of the expectations of all members of the school board.

Because there is agreement on the thirty-one propositions, the data indicate that a good relationship exists between school board presidents and superintendents in the area of curricular innovation. The staff will realize this relationship and consequently the position of the superintendent as he exercises leadership to initiate curricular change will be strengthened in the eyes of the staff provided that the interaction between the superintendent and the school board president retains the integrity of their individual positional responsibilities. It does not follow, however, that the school board president and the superintendent will agree in other areas. They may agree in curriculum matters but disagree in other areas such as the superintendent's public relations program, personnel practices, or the extent to which the superintendent keeps his school board informed.

CHAPTER V

DEMOGRAPHIC CHARACTERISTICS

To determine the demographic characteristics of the elementary school superintendents and school board presidents interviewed, the following information was asked of the respondents in each group:

1. Highest degree obtained
2. Age
3. Living status: own home, rent, board
4. a) Number of years employed as superintendent in present district
b) Total number of years employed as superintendent in present district as well as other districts
5. Total number of years served on school board in present school district.

The selected demographic variables give a profile of the respondents. A cause and effect relationship may exist between these variables and the data collected; however, it is beyond the scope of this study to determine such a relationship.

Highest Degree Obtained

The number and percent of highest degrees earned by each group of respondents is shown in Table 12:

TABLE 12

HIGHEST DEGREES EARNED BY SUPERINTENDENTS
AND SCHOOL BOARD PRESIDENTS

Superintendents				School Board Presidents					
Masters		Doctorates		H. S.		Bachelors		Masters of Other	
No.	%	No.	%	No.	%	No.	%	No.	%
12	44.4	15	55.6	4	14.8	10	37.0	13	48.1

In the State of Illinois a minimum of a Masters degree is needed to secure the Superintendents' Endorsement. Forty-four per cent of the superintendents interviewed hold masters degrees while fifty-six percent hold doctorates. All those who hold doctorates earned them in the field of educational administration. More than half the number of superintendents who hold masters degrees earned them in the field of educational administration and supervision while the remaining 47% earned them in specialized educational areas. The evidence also indicates that the elementary school superintendents in suburban Cook County received their professional training from various institutions of higher learning throughout the United States.

Of the school board presidents interviewed, fifteen per cent are high school graduates who either never went to college or never completed a four year program. Thirty-seven per cent of the school board presidents hold bachelors degrees, and forty-eight per cent hold degrees beyond the bachelors level which include five law degrees and eight masters degrees. The school board presidents interviewed are generally well-educated, well-informed, vocal, and from the middle class. These respondents all appear to want the best type

of education for their children that is realistically possible.

Age comparison

The average age of the superintendents interviewed is 45.3 years; the average age of the school board presidents interviewed is 37.9 years. The youngest superintendent interviewed is 34 years old; the oldest superintendent is 62 years old. The youngest school board president interviewed is 29 years old; the oldest school board president interviewed is 51 years old. A range of the ages of the respondents by size of the school districts is shown in the tables on the following page.

The superintendents of the small and medium sized school districts are younger than the superintendents from large school districts. The older and more experienced superintendents appear to be more secure in their positions and more willing to delegate administrative responsibilities. From the interviews it was gleaned that most of the younger and less experienced school superintendents have the opportunity to delegate to subordinates but prefer not to in order that they may keep their "hands" in everything that is happening within their school districts.

Approximately one half of the school board presidents are between 29 and 39 years of age. Thus, the school board presidents in suburban Cook County represent a relatively young generation of school board members; from conversations with school board presidents during the interviews it appears that the respondents in this category are well-informed and in tune with the issues confronting school boards today.

TABLE 13

AGE LISTING OF SUPERINTENDENTS INTERVIEWED BY SIZE
OF SCHOOL DISTRICTS

Small District	Medium District	Large District
36	34	44
37	38	46
37	43	47
38	43	48
39	44	49
43	45	49
45	49	53
46	51	55
47	53	63
Mean = 40.9	Mean = 44.4	Mean = 50.4

Average Age of All Superintendents
Interviewed
45.3

TABLE 14

AGE LISTING OF SCHOOL BOARD PRESIDENTS INTERVIEWED BY SIZE
OF SCHOOL DISTRICTS

Small District	Medium District	Large District
34	35	29
36	38	34
36	39	34
36	39	35
38	40	35
38	40	36
39	41	37
40	42	38
42	51	41
Mean = 37.7	Mean = 45.5	Mean = 35.4

Average Age of All School Board
Presidents Interviewed
37.9

Living Status

All of the superintendents and school board presidents interviewed indicated that they belong to the category of home owners. One of the conclusions that can be drawn from this factor concerning superintendents and school board presidents is that as home owners they are demonstrating an intent to establish long term residence in the area or at least create the image of stability within an area or community. According to Dr. Stanley Mularz, research into demographic factors related to budgeting money, debt measures, and self-perceptions of one's honesty and reliability indicate that home owners belong to the category of professionals who demonstrate above average ability to budget personal and family expenditures, and the best performance in paying bills promptly.¹ Home ownership seems to indicate that school superintends and school board presidents are highly responsible, conservative in money matters, and good citizens of the community in which residence is established.

Total Number of Years Employed as Superintendent.

Respondents from the superintendents' category were asked to indicate the total number of years served as superintendent in the present districts and all other school districts combined. The average combined length of service that superintendents served as chief school administrators is seven years. Approximately two-thirds of the superintendents in the study have held the position of the superintendency in no other school district than the one in

¹Stanley L. Mularz, "Implications of Leadership Style and Goal Setting on Leadership Processes As Perceived by School Superintendents" (Unpublished Ed.D. dissertation, Loyola University, 1971), p. 249.

which they are presently employed.

The data indicate that the superintendents in suburban Cook County are experienced as superintendents and in general less likely to re-locate from one school district to another. It may be concluded that when changes are initiated in a school district, the superintendent will usually be in the community long enough to work out the "bugs" and be available to answer to the school board as to the success or failure of the change. It therefore appears that the superintendents in suburban Cook County are more on the conservative side and less likely to experiment.

In the small school districts the average length of service for the superintendent is 9 years of service compared to an average of 5 years of service in the large districts. In the large school districts the superintendents have an average of 6 years experience as superintendents in other school districts prior to accepting their present positions. The medium size school districts seem to hold an average of 7 years of experience for their superintendents.

Thus, it appears that the superintendents of the large school districts move from one school district to another with more frequency than do the superintendents of small or medium size districts and are probably more willing to come into a school district, make changes, and move on to more self-gratifying positions.

Number of Years Served on the School Board

The interviews with the presidents of the school boards were conducted during the months of July and August, 1971. All but two of the twenty-seven

respondents were duly appointed for the first time as presidents of their school boards in April of the same year and thus had served in the capacity of school board presidents for less than six months at the time the interviews were conducted. (School board members in the State of Illinois are elected on the second Saturday in April of each year.)² The other two respondents were serving their second consecutive terms as presidents of their respective school boards. Under Illinois law, school boards must reorganize every year; the same school board president and/or secretary may, however, be appointed for two or more consecutive years.³

The average number of years served by respondents on the school board was 3.4 years. Over half of the respondents had already served a 3 year or a 1 year term on the school board and were re-elected for their second terms.

No school board president interviewed has less than 2.5 years of service on the school board. Table XV on the following page lists the years of service of the school board presidents interviewed by the size of their respective school districts.

From the data there does not appear to be a pattern as to the size of the school district and the length of time served on the school board by the board president. All of the school board presidents interviewed are experienced school board members; they hold definite opinions as to their roles on the

² School Code of Illinois, Compiled by N.E. Hutson, Legal Advisor. Springfield, Illinois: Office of the Superintendent of Public Instruction, 1965, p. 87.

³ Ibid., p. 90.

TABLE 15
TOTAL NUMBER OF YEARS SERVED ON THE SCHOOL BOARD BY
SCHOOL BOARD PRESIDENTS

Length of Service	Small District	Medium District	Large District	Total
0-1	0	0	0	0
1-2	0	0	0	0
2-3	4	4	4	12
3-4	4	2	3	9
4-5	1	2	1	4
5-6	0	1	1	2
6-7	0	0	0	0
Total	9	9	9	27

school board as well as to the functions of the superintendent of schools.

The school board presidents are a more recent product of the nation's school systems because of their age, than the school superintendents. Although the school board presidents do not possess the specialization required of a chief school administrator, the interviews with the board presidents indicate that they have a penetrating perception and depth of knowledge of current student problems and needs which should become the target of curricular innovation. Their educational level attests to this evaluative competency. On the other hand, the superintendents who are a bit older and more steeped in the traditional ways of curricular systems, are probably more cautious than

the school board presidents in urging the quick and speedy adoption of curricular changes or innovations. However, the chief school administrator, as a specialist in the field of educational administration which includes an understanding of meeting pupil needs with appropriate curriculum offerings, is in a better position to temper and control the school board president's proclivity toward offering certain curricular innovations which may satisfy adult fancy but not the pupil needs. Other than that, there are factors that indicate that there is more commonality between the two respondent groups than there are dissimilarities.

CHAPTER VI

CONCLUSIONS, RECOMMENDATIONS AND IMPLICATIONS FOR FURTHER STUDY

Conclusions

The influence of the status leader on a group cannot be over-emphasized because the intensity of the leader's influence is related to the overall effectiveness of the group's performance. From the analysis of the data and especially from the analysis of the responses to the propositions related to Hypothesis I, it has been determined that the superintendent of schools who encourages teachers to test new ideas, who supports carefully developed action research projects, and who can determine which part of the curriculum needs modification, is accepting his educational role as instructional leader.

Furthermore, analysis of the results of the questions utilized during the interviews indicates that the self-perceptions of suburban Cook County elementary school superintendents reflecting upon their role in curricular innovation are in general agreement with the expectations of their school board presidents. Elementary school superintendents perceive themselves as major forces in initiating curricular change. These superintendents do not, however, perceive themselves as actually writing or developing new curricula, but rather encouraging, supporting, and coordinating the activities of the certificated staff to research, develop, implement, and evaluate new programs of instruction.

The majority of the school board presidents indicated during the interviews that they expect the superintendent to exert leadership for the purpose of motivating the entire staff of administrators, specialists, and teachers to develop curricular innovations and to improve the total school offering. School board presidents expect the superintendent to be a well-informed educator; the superintendent should have a current and up-to-date knowledge of curriculum trends, and he should possess the capability for implementing programs to attain goals of curriculum improvement. School board presidents also expect the superintendent to exercise the leadership that will motivate and guide the members of the certificated staff toward meeting the instructional needs of the students. An analysis of the data shows that the superintendents' self-perceptions of their role in curricular innovation and the school board presidents' expectations of the superintendent's role in the same area are in agreement and play a vital part in the superintendent's leadership role. The conclusion from the above is that the school board president expects the superintendent to develop acquaintance with classroom activities and establish proper roles in curricular study and innovation for himself and for his staff.

Hypothesis I

Elementary school superintendents perceive themselves as major forces in initiating curricular change.

The responses for all seven propositions were combined in order to obtain the number of responses that were in agreement. From the total of 189 responses from elementary school superintendents, 147 or 78% agree that elementary school superintendents perceive themselves as major forces in initiating curricular change. The rationale for accepting a hypothesis is a

minimum level of 66% agreement on the combined, related propositions. (See Chapter I, page 19.) Since more than three fourths of the responses indicated agreement, Hypothesis I is accepted. Elementary school superintendents perceive themselves as primary movers in the area of curriculum improvement and assign priority to this role. They view curricular innovation as one of the primary functions of their positions. However, superintendents and school board presidents should be aware that pressures arising from other areas such as negotiations, budgets, and public relations may make it difficult for the superintendent to implement all the curricular changes that will best meet the needs of the students.

In order to determine the degree of significant difference of the means between the self-perceptions of superintendents and the expectations of school board presidents as related to the propositions of Hypothesis I, a t ratio of 1.78 with twelve degrees of freedom was computed. There is no significant difference between means at the .01 level. Superintendents and school board presidents generally agree that the elementary school superintendent is the major force in initiating curricular innovation.

Hypothesis II

School board presidents expect curricular change and innovation to originate in the superintendent's office.

Of the 162 possible responses from school board presidents, 127 or 78.4% are in agreement with the six propositions related to Hypothesis II.

Hypothesis II is accepted. School board presidents expect the superintendent to give guidance and direction to his staff in matters of the instructional program (e.g. identifying areas of need, working with outside consultants,

and being able to understand and realize the effective implementation of suggestions.) The data suggest that the superintendent is the one who is expected to exert the leadership in order that changes in the curriculum can occur. School board presidents expect the superintendent to be informed on all matters relating to curriculum.

It is further implied from the data that the superintendent's function is to provide the best educational opportunities possible for the pupils of his community. Seventy-eight per cent of the school board presidents interviewed expect the superintendent to be the leader of teachers in the affairs that are directly related to teaching. School board presidents expect the superintendent to lead teachers in the improvement of teaching methods and content. During the interviews, however, no school board president suggested specific programs, such as the implementation of team teaching, multi-unit elementary schools, or multi-grading.

Comparing the responses of board presidents with the responses of elementary school superintendents, board presidents and superintendents are in agreement with the first four propositions related to Hypothesis II. According to these four propositions, the working relationship between the two groups is one which is marked with harmony and agreement. As a result, the goals and objectives of the respective school districts have a greater possibility of being attained in an efficient and expedient fashion provided that the necessary talent is present.

The data from proposition 5 of Hypothesis II indicate that school board presidents' expectations differ from the perceptions of superintendents as to whether curricular innovation can occur if the superintendent does not exert

leadership in this area. Seventy-four per cent of the school board presidents agree that the superintendent's leadership is essential to curricular innovation; only 44.4% of the superintendents agree that this statement is true.

An apparent conflict exists between the expected influence resulting from the superintendent's leadership if curricular innovations are to be realized and the superintendents' self-perceptions of this influence. The following steps may be taken to resolve this conflict: 1) to improve the two-way communication process between the school board president and the superintendent with regard to leadership in curricular innovation; and 2) to create a curriculum council with community, parent, teacher, and staff involvement and participation.

Hypothesis III

Elementary school superintendents perceive their roles in initiating curricular innovations as being in harmony with school board policy.

Of the 108 possible responses from elementary school superintendents to the four propositions related to Hypothesis III, 97 are in agreement. Ninety per cent of the superintendents interviewed agree that elementary school superintendents perceive their role in initiating curricular innovation as being in harmony with school board policy. Hypothesis III is accepted. From the data it is apparent that elementary school superintendents in suburban Cook County generally perceive themselves as developing curriculum in accord with the policies established by their respective school boards.

Of the 108 possible responses from school board presidents to the four propositions related to Hypothesis III, 90 are in agreement. Thus, 83.3% of the school board presidents interviewed agree that their elementary school

superintendents implement curricular innovation with school board approval. This approval is to be construed as acting within the confines of school board policy.

If both the board president and the superintendent agree to the school board policy governing curriculum development and improvement, a harmonious working relationship between the two reference groups is the expected outcome. However, if the school board president agrees and the superintendent does not agree, the data suggest that the disagreement between the two groups might be a difference: 1) in understanding the policy, 2) in role perceptions, or 3) in communication and/or interpersonal conflict.

In order to determine the degree of significant difference of means between the self-perceptions of superintendents and the expectations of board presidents as related to the four propositions of Hypothesis III, a t ratio of 1.05 with six degrees of freedom was computed at the .01 level of significance. There is no significant difference between the two reference groups. Suburban Cook County elementary school superintendents and school board presidents view the role of the elementary school superintendent in initiating curricular innovations as being in harmony with school board policy in their respective school districts.

Hypothesis IV

School board presidents expect the superintendent to present all plans of curricular change and innovation to the school board for approval before implementation.

Of the 142 possible responses from school board presidents to the six propositions related to Hypothesis IV, 89 are in the agreement end of the scale. Converting the frequencies to per cents, 62.7% of the school board

presidents are in agreement to the propositions. As has been previously established, there must be 66% agreement on the combined score of all propositions related to a given hypothesis if the hypothesis is to be accepted as valid. Therefore, because positive responses were below threshold level, Hypothesis IV is rejected.

Thirty-seven per cent of the board presidents do not agree that the school board should exercise control over the development and implementation of curricular innovation. They view the superintendent as having the resources available to make such decisions. These board presidents do not realize that they have the responsibility and duty to be informed and approve all curricular change. This responsibility cannot be abrogated, no matter how much trust, confidence, and respect the school board has for its superintendents.¹

The remaining 63% of the school board presidents expect to be advised and to approve curricular changes; the same 63% of board presidents express that they have the responsibility to approve curricular changes if the entire school district will be affected by the proposed changes, and secondly if the proposed changes will entail additional expenditures. The same expectation does not extend to the building level where a more permissive approach is taken, curricular change for individual schools being routinely approved.

From another perspective, consideration should be given to a school board president who desires more innovation from the superintendent but finds

¹M. Chester Nolte, "Why Boardmen and Administrators Must Prepare for Future Shock in Education," The American School Board Journal, Vol. 160, No. 2 (August, 1972), p. 33.

adamant resistance from him. Dependent upon the superintendent's performance in other areas of responsibility, the superintendent may find that his relationship with the school board president is difficult.

In order to determine the degree of significant difference of means between the superintendents' self-perceptions and the school board presidents' expectations as related to the six propositions of Hypothesis IV, a t ratio of 1.39 with six degrees of freedom was computed. At the .01 level of significance, there was no significant difference in the responses from both groups. The perceptions and expectations to Hypothesis IV are similar without any significant difference between means. Superintendents and school board presidents generally agree that the superintendent should present plans for curricular change and innovation to the school board for approval before implementation. Again, there is solidarity in the school board president-superintendent relationship; this tends to create an atmosphere for the superintendent to make long range curriculum plans because the school board president and the school board policy usually support his actions.

Hypothesis V

There is general agreement between the superintendents' perceptions and the school board presidents' expectations as to the role of the elementary school superintendent in curricular innovation.

Quantified values of responses were used to compute the significant difference of the means of these responses values of both groups of respondents. A t ratio of 1.65 with 60 degrees of freedom was computed. At the .01 level of significance, there is no significant difference between the means of both groups. Therefore, Hypothesis V is accepted; there is general agreement between the superintendents' perceptions and the school board presidents'

expectations as to the role of the elementary school superintendent in curricular innovation.

The possibilities of a close working relationship will be enhanced when elementary school superintendents and school board presidents keep the channels of communication open and when both groups have mutual respect for and understanding of their respective roles. From the data, all of the elements for a salutary working relationship seem to exist between the elementary school superintendent and the president of the school board in the area of curricular innovation and improvement. The above stated relationship should lend itself toward a cooperative interaction between the superintendent and the school board president provided that the integrity of their individual positional responsibilities is maintained.

Recommendations

A critical factor in the superintendent's role of initiating curricular innovation is his ability to interact and communicate with parents, community, school board, administrative staff, principals, and teachers. The prudent superintendent is aware of the power structures in his school district and their concept of his role as the chief school administrator.

In order that the superintendent may effectively exert his leadership role in curricular innovation, he must find ways and means to search out strong allies who will support him in his current efforts. Even though the superintendent is influenced by the school board in a manner which may be contrary to his professional judgment, he must still "lend an ear" to the suggestions and proddings of that school board, but at the same time he must use his influence to mold and shape the board's thinking toward an eventual

agreement with his ideas.²

To fulfill his role, the superintendent must not think of his leadership in the singular. The nature of leadership is plural. The superintendent's leadership works through a set of relationships between himself and the members of his staff, community, and school board. A superintendent can fill out a term in office without continued support, but without support he cannot remain a leader.

From the interviews with superintendents and school board presidents, the following are guides which elementary school superintendents and school board presidents should employ in leading their school districts in the area of curricular innovation:

1. The superintendent should strive to develop his role as one which encourages and coordinates the efforts of staff and community. The superintendent should be the facilitator and influencing agent to bring about a productive working relationship between staff and community in the areas of reviewing, evaluating, modifying, and changing curricular content and methodology. A curriculum council with representation from staff, teachers, parents, and community should be formed under the direction of the superintendent.

2. The superintendent and the curriculum council in their approach to curricular change should recognize the social, economic, and cultural environment and other characteristics which are peculiar to the individual school

² John H. Fischer, "Do Schools Need High-Powered Executives?" Nation's Schools, (April, 1967).

district. The superintendent should encourage studies of the factors conditioning life in the community such as the natural resources, population changes, migration, and direction of social change.³

3. The superintendent should avail himself of the services of outside governmental agencies (e.g. the Office of the Superintendent of Public Instruction and the Educational Service Region of Cook County.) These agencies should keep school districts informed with respect to new teaching methods and subject content as needs arise.

4. The superintendent and the school board president should find ways and means of disseminating information on curricular change. This could be done through the press, radio, television, bulletins, reports, professional meetings, invitations to school board meetings, curriculum councils, advisory groups, special workshops and forums for interested groups such as parents, community, and civic organizations.

5. The superintendent should scrutinize the school board policies of his district to determine whether there are constraints or restrictions which might limit the freedom of movement to implement curricular change.

6. The superintendent and the school board president must recognize that the success of the entire effort to improve learning experiences for students may be measured by the amount of change which is actually reflected in the classroom. Curricular innovation is contingent upon the ability of the

³Ralph W. Tyler, Basic Principles of Curriculum and Instruction (Chicago: University of Chicago, c1950), pp. 14-15.

classroom teacher to approach curricular change with an open mind and the ability and talents of the superintendent and administrative staff to provide the necessary leadership.⁴ The superintendent should develop a tool for measuring the degree of curricular change in the classroom.

7. The school board president should support the superintendent in the superintendent's request for funds to attend conferences, seminars, and workshops on curricular innovation.

8. The school board president should share in the responsibility of the school superintendent in the development of curricular innovation. A "hands off" policy could be interpreted as an irresponsible attitude on the part of the board president which works to the detriment of the pupil.

9. The school board president and board members should be informed of all curricular innovations within the school district. One method to accomplish this end may be the employment of monthly principal reports submitted by the principals to the administrative staff and all members of the school board. Questions regarding these reports may be answered by the superintendent or principals informally or at regularly scheduled board meetings.

10. The superintendent and the school board president should study and determine the ingredients of good leadership style which they might employ to motivate and encourage staff and teachers to initiate and implement innovative curricula.

In the closing of this section, the following quotation by Dr. Melvin P.

⁴Albert H. Shuster, and Milton E. Ploghoft, The Emerging Elementary Curriculum (Columbus, Ohio: Charles Merrill Publishing Co., 1970), p. 75.

Heller of Loyola University is most appropriate:

In simple terms, the administrator is employed to be an educational leader. The acceptance or rejection of an innovation is a leadership function no matter whether the idea to change comes from the superintendent or from the staff. The age-old advice to be a good listener is as appropriate today as it has been in the past. Principals, supervisors, department heads and teachers may have a good idea and a good reason for wanting to initiate an innovation in school. Their idea should be heard.⁵

Dr. Heller does not imply that the superintendent is relieved of the responsibility for innovation. It is incumbent upon the superintendent to take the lead in curricular innovation by:

1. Recruiting the participation of all available community talents and resources
2. Listening to the suggestions and recommendations of parents
3. Encouraging active participation of staff in curricular programming, planning, and implementation
4. Encouraging school board participation
5. Giving due consideration to the thoughts and ideas of the pupils who are the recipients of the accrued benefits of curricular planning and innovation.

Implications for Further Study

This study has explored the self-perceptions of elementary school superintendents as to their role in curricular innovation compared with the expectations of school board presidents; however, the findings of the study raise the following questions or implications for further study:

⁵ Melvin P. Heller, "The Administrator and Innovations" The American School Board Journal, CLV (March, 1968), p. 19.

1. Have the institutions of higher learning been effective in producing school superintendents who are adept and knowledgeable in the area of curriculum and instruction and who have the expertise and judgment to evaluate the work of the curriculum assistants, specialists, and others involved in implementing curricular change?
2. What leadership styles are utilized by the superintendent in his interaction with other referant groups, such as parents, teachers, staff, school board, civic groups, and pressure groups in the area of curricular innovation?
3. What types of programs (e.g. workshops, role playing, and sensitivity training) can be used to train teachers to work innovatively on curricular development?
4. How is curriculum studied and modified, and which reference groups are directly involved, and to what degree?
5. What are teachers' perceptions and expectations of the role of the superintendent in curricular innovation?
6. What are the principals' perceptions and expectations for the role of the superintendent in curricular innovation?
7. What are the community's perceptions and expectations of the role of the superintendent in curricular innovation?
8. What is the role of the parent in curricular innovation?
9. How does the superintendent know if the curriculum is being improved. How does the superintendent convince his reference groups that the proposed change in the curriculum is right?
10. Should the school board president be consulted on matters of

curricular innovation, and if so, to what extent; or, should he have full participation in the curricular innovation process?

11. To what extent are students involved in the process of curricular change?

School superintendents and school board presidents must strive for a mutual understanding of the superintendent's role as the chief executive. Equally important is their mutual understanding of how the superintendent operates with his interaction groups in the area of curricular innovation and what leadership efforts are most effective in gaining the utmost in cooperation from these interaction groups.

The school board presidents interviewed expect curricular change and innovation to originate in the superintendent's office. The respondents in the study generally agree that curricular innovation and improvement are the result of the cooperative efforts of the superintendent's leadership, the support of the school board and the policies which they formulate, and the participation of principals and teachers in the planning, programming, and implementing of curricular change. School board presidents and superintendents are in accord on the need for cooperative participation of all of the above referent groups. It would be interesting to find out whether principals and teachers share in the above attitude as expressed by superintendents and school board presidents.

Caution must be exercised by the superintendent not to implement a curricular innovation simply for the sake of curricular innovation. Evaluative techniques should be employed to detect weaknesses and obsolescence in existing curricular offerings and to discover the need for additional

curriculum offerings. Such offerings may be traditional, or they may be innovations. A cleansing of undesirable curricular practices may lead toward providing better and more meaningful learning experiences which will be instrumental in attaining planned curriculum objectives.

The need for curricular change should be identified and that change should result in an improvement of student experiences.⁶ Elementary school superintendents and school board presidents generally agree that curricular improvement is the major responsibility of the superintendent. Even though there is agreement on the above in principle, this is not to say that school board presidents and superintendents may not have disagreement in approach to curricula innovation such as the amount of funds to be spent, participants in the innovation, media to disseminate information, methodology and techniques, and finally the content of the innovation. In spite of difficulties encountered in the process of curricular innovation, the superintendent and the school board president must work cooperatively not only between themselves but also with other referent groups to meet the challenges and pressures of a rapidly changing society for the benefit of students.

⁶Shuster and Ploghoft, op. cit., p. 556.

APPENDIX I

Questionnaire

Section I - Background Information

1. What is the highest degree that you have obtained; University attended?
(Circle one of the following and enter name of University.)

<u>Degree</u>	<u>University</u>
a. Bachelor	_____
b. Master	_____
c. Doctorate	_____

2. What is your age? (Fill in blank.)

My age is _____ years.

3. Please indicate living status. (Circle one of the following.)

- a. Own home
- b. Rent
- c. Board

4. FOR SUPERINTENDENTS ONLY.

How many years have you been a superintendent?

- a. In your district _____ years.
- b. In other districts _____ years.
- c. Total years as superintendent _____ years.

5. FOR SCHOOL BOARD PRESIDENTS ONLY

How many years have you served on school board?

- a. In your district _____ years.

- b. In other districts _____ years.
- c. Total years as school board member _____ years.

APPENDIX II

INTERVIEW INSTRUMENT

1. Curricular innovation and improvement should be one of the primary responsibilities of the superintendent.

Strongly Agree Agree Undecided Disagree Strongly Disagree

2. The superintendent must assume the responsibility for identifying curricular areas that are in need of change.

SA A U D SD

3. The superintendent should have an active role in the planning and developing of innovative programs of instruction.

SA A U D SD

4. The elementary school superintendent should evaluate curricula with his staff on a continuous basis.

SA A U D SD

5. The elementary school superintendent recognizes the need to innovate in order to provide viable programs of instruction which meet the needs of students.

SA A U D SD

6. School board members should have the opportunity to review all plans of curricular innovation.

SA A U D SD

7. School boards should have final approval on all curricular change.

SA A U D SD

8. Curricular change and innovation should originate with the role of the superintendent.

SA A U D SD

9. The leadership for planning and developing innovative curriculum practices comes from the superintendent.
- SA A U D SD
10. The school board has given approval and commitment to the superintendent in order that he might initiate curricular innovation.
- SA A U D SD
11. The elementary school superintendent's role is one which must encourage and support principals and teachers as curricular innovation is studied and implemented.
- SA A U D SD
12. The superintendent should assume the responsibility for innovative subject matter and methodology once it has been implemented in the classroom.
- SA A U D SD
13. Elementary school superintendents should innovate in terms of subject content.
- SA A U D SD
14. The superintendent should take a strong stand on curricular innovation as said innovations are presented to the school board for approval.
- SA A U D SD
15. The philosophy of the school district promotes an attitude of change and innovation.
- SA A U D SD
16. The superintendent and his central office staff should initiate curricula that provide for the long term and continuous needs of students.
- SA A U D SD
17. The elementary school superintendent's role is one which is a major force in curricular innovation.
- SA A U D SD

18. Curriculum review and evaluation is one of the major functions of the school board.
- SA A U D SD
19. The elementary school superintendent should innovate in terms of methodology employed in the classroom.
- SA A U D SD
20. The elementary school superintendent should personally evaluate and approve all curricular changes before they are implemented.
- SA A U D SD
21. The school superintendent's willingness and enthusiasm to innovate is reflected through the cooperative efforts of principals and teachers.
- SA A U D SD
22. The superintendent should work closely with outside consultants as he and his staff consider curricular changes.
- SA A U D SD
23. The elementary school superintendent should give priority to curricular innovation as executive professional leadership is exercised.
- SA A U D SD
24. The superintendent should present all plans of curricular change and innovation to the school board for approval before implementation.
- SA A U D SD
25. The elementary school superintendent should initiate curricular change and innovation on a continuous basis through the cooperative efforts of his subordinates.
- SA A U D SD
26. The elementary school superintendent should constantly review curriculum and initiate change when and where necessary.
- SA A U D SD

27. Curricular innovation can not occur unless leadership in the area is exercised by the superintendent.
- SA A U D SD
28. The superintendent lacks the absolute freedom to innovate due to parameters established by the school board.
- SA A U D SD
29. There appears to be general agreement between the superintendent's perceptions and the school board member's expectations as to the role of the elementary school superintendent in curricular innovation.
- SA A U D SD
30. The school board policy does not commit the superintendent and his staff to any single method of teaching.
- SA A U D SD
31. School board policy states or implies that the superintendent and his staff are expected to make their own contributions in a manner most effective for them.
- SA A U D SD

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APPROVAL SHEET

The dissertation submitted by Frank L. Tavano has been read and approved by members of the School of Education.

The final copies have been examined by the director of the dissertation and the signature which appears below verifies the fact that any changes have been incorporated and that the dissertation is now given final approval with reference to content and form.

The dissertation is therefore accepted in partial fulfillment of the requirements for the degree of Doctor of Education.

May 2, 1975

Date

MS/Keller

Signature of Advisor