

THE RELATIONSHIP BETWEEN THE LEVEL OF  
BUREAUCRATIZATION AND THE LEVEL OF  
PROFESSIONALISM AND SCHOOL  
CLIMATE

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## CHAPTER I

### THE RESEARCH PROBLEM

#### Background

No matter what one has to do with an organization--whether one is going to study it, work in it, subvert it, or use it in the interest of another organization--one must have some view of the nature of the beast with which one is dealing. A perspective on organizations is required.<sup>1</sup>

Rarely can a complete perspective on any large organization be obtained through holistic analysis, for the enormity of such a task is compounded by the vast array of variables with which one might deal. This is particularly true of the complex organization often described as bureaucratic. There can be little doubt that the study of bureaucratic organizations is important, for as Blau and Meyer so cogently point out, in contemporary society bureaucracy has become a dominant institution, indeed the institution that epitomizes the modern era.<sup>2</sup>

Common sense and good research practice suggest that the study of bureaucratic organizations may best be accomplished through the analysis of specific organizational characteristics which, by their variation, have the greatest effect on function. The place of the professional in an essentially bureaucratic organization has been the focus of such analysis.

The simultaneous increase in the professionalization of work and the bureaucratization of organizations in recent decades has made such

study an urgent and important topic in organizational analysis, for as Blau and Scott suggest, the professional form of occupational life and the bureaucratic form of organizational administration are two institutional patterns that are prevalent today and that, in many ways, typify modern societies.<sup>3</sup> An important issue in such analysis is the assumption, first posited by Parsons in a footnote to his translation of Weber's Theory of Social and Economic Organizations, that there exists a fundamental inconsistency between the sets of norms governing the professional and the bureaucratic models.<sup>4</sup>

Morrissey and Gillespie, in supporting Parsons' contention, point out that professionals tend to organize around individual expertise, while bureaucracies generally organize in hierarchical arrangements, sanctioned by written rules and procedures.<sup>5</sup> Etzioni advances the argument a step further by stating that professionals desire autonomy to apply their expertise and freedom to justify their actions as based on professional knowledge and in the best interests of their clients.<sup>6</sup> The bureaucracy, however, rarely grants to the professional either full autonomy or complete altruistic license.

Studies have questioned the assumption that the professional and the bureaucratic models conflict. Blau and Scott, for example, emphasize that:

These two sets of principles have much in common. Both require that decisions be governed by universalistic standards independent of any personal consideration in the cases handled. The orientations of both professionals and bureaucrats are expected to be impersonal and detached, a principle designed to facilitate rational judgment. Both bureaucracy and professionalism are marked by specialized competence based on technical training and limit the professional's authority to a specialized area of jurisdiction. Both professionals and bureaucrats occupy an achieved rather

than ascribed status, with the selection of personnel governed by such performance criteria as competence and training.<sup>7</sup>

These authors, however, continue with the caveat that these similarities must not be allowed to obscure critical differences between the two models.

What has developed in recent research is an attempt to define more clearly those elements of either model which have the greatest bearing on organizational conflict occurring in specific types of organizations.<sup>8</sup> Bureaucratization and professionalism, considered, as they are here, separately and in interaction, will be studied in one particular type of complex organization--the public schools.

The American schools have been particularly receptive to the bureaucratic ideology, having incorporated a number of bureaucratic principles into the organizational practices of the educational enterprise.<sup>9</sup> As Abbott suggests, the school enterprise as we know it today can accurately be described as a highly developed bureaucracy.<sup>10</sup> At the same time, there would seem to be evidence that, while education may not necessarily be considered a full-fledged profession, certain characteristics of the professional model apply to those who are involved in education both in teaching and administration.<sup>11</sup>

It would seem reasonable to assume that conflicts may arise between professional-oriented educators and the essentially bureaucratic educational organization. Recent studies, focusing upon this type of conflict in the public school setting, support this assumption that educational organizations and their members are not immune from problems such conflict may create.<sup>12</sup>

## Statement of the Problem

Conflicts between individuals and organizations would seem inevitable. The strong desire for autonomy in action and judgment by individuals in an organization may not be easily accommodated by an organizational structure promoting maximum control and predictability. Organizational climate--the characteristics that distinguish the organization from other organizations, that influence the behavior of people in the organization, and are relatively enduring over time--may be related to conflict.<sup>13</sup> It would, therefore, seem logical that the conflict associated with professionals in a bureaucratic organization could be related to organizational climate. This research, then, had as its purpose the investigation of the relationship of various levels of perceived bureaucratization and attitudinal professionalism to perceived climate in selected public school systems.

## Significance of the Study

Weber theorized that bureaucracy is the most efficient form of administrative organization. Its efficiency is largely due to the high degree of rationality expected from members who are experienced in making technically correct decisions, and whose performance is governed by abstract rules and coordinated by a well defined hierarchy of authority.<sup>14</sup> It would seem, then, that the presence of professionals with a high level of expertise should only enhance the ability of an essentially bureaucratic organization to achieve its stated goals in a climate of cooperative action.

As research indicates, however, a climate of cooperation is frequently obscured by conflict between the individual and the organization.

Very often, such conflict stems from the desire of professionals in the organization for autonomy and license in exercising professional judgment.

Since public school systems are essentially bureaucratic and are staffed by teachers and administrators whose activities could be characterized as professional, it would seem reasonable to assume that there exists the potential for conflict which would relate to the climate in the system and is, therefore, worthy of study. Inquiry into the relationships among these conditions in an organization should prove beneficial in gaining a better understanding of how organizations function, and how conflict may relate to aspects of organizational life.

#### Limitations of the Study

This study was limited to the analysis of selected bureaucratic and professional characteristics and their relationships to the climate in selected public school systems in Oklahoma. The findings of this study can be generalized only to the setting of this investigation and to other school systems which exhibit characteristics similar to those systems providing data for the study. The findings are also predicated on the assumption that responses of participants provide an accurate perception of their school system. Since data for this study were collected from three distinct groups comprising all levels of the formal educational organization, a further limitation of this research is vested in the very reasonable possibility that three separate climates may be measured, rather than one single climate as perceived by all three groups.

#### Definition of Terms

Bureaucracy: For the purpose of this study, this will be described

by the following component dimensions: hierarchy of authority, rules and regulations, and impersonalization.

1. Hierarchy of Authority: The extent to which the locus of decision making is prestructured by the organization.<sup>15</sup>
2. Impersonality: The extent to which both organizational members and outsiders are treated without regard to individual qualities.<sup>16</sup>
3. Rules and Regulations: The degree to which the behavior of organizational members is subject to organizational control and the extent to which organizational members must follow organizationally defined procedures.<sup>17</sup>

Professionalism: For the purpose of this study, this will be described by the following characteristics: autonomy from clients, autonomy from the employing organization, and altruism.

1. Autonomy from Clients: The personal independence from internal and external control that employed professional workers express with regard to their clients.<sup>18</sup>
2. Autonomy from the Employing Organization: The personal independence from internal and external control that employed professional workers express with regard to the organization in which they work.<sup>19</sup>
3. Altruism: A norm that the technical solution at which the professional arrives should be based on the client's needs, not necessarily the best material interest or needs of the professional himself, or, for that matter, those of society.<sup>20</sup>

Organizational Climate: Organizational climate is construed as the organizational "personality" of a school and is indicative of the

interaction which takes place between individuals in the school setting. School climate is conceptualized along a continuum ranging from "open" at one extreme to "closed" at the other.<sup>21</sup>

Open Climate: A school classified as open could be described as energetic, moving toward attainment of goals, and concerned with the needs-satisfaction of group members. Leadership is capably exerted by the principal, although the group shares in the leadership responsibility. Group members are preoccupied disproportionately with neither task achievement nor social needs-satisfaction, for both are satisfied easily and almost effortlessly. The main characteristic of this climate is the "authenticity" of the behavior that occurs among all group members.

Closed Climate: A school classified as closed is characterized by a high degree of apathy on the part of all members. The school is relatively stagnant; esprit is low because the group members secure neither social needs-satisfaction nor the satisfaction produced by task achievement. The members' behavior can be characterized as "inauthentic."

The Subtests of the Organizational Climate Description Questionnaire (OCDQ): The behavior tapped by those subtests of the OCDQ germane to this research is described below.

1. Disengagement: Indicates that the teachers do not work well together. They pull in different directions with respect to the task; they "gripe" and bicker among themselves.
2. Esprit: Refers to "morale." The teachers with high esprit feel that their social needs are being satisfied, and that they are, at the same time, enjoying a sense of accomplishment in their job.
3. Thrust: Refers to behavior marked not by close supervision of



the teacher, but by the principal's attempt to motivate the teachers through the example which he/she personally sets. He/she does not ask the teachers to give of themselves anything more than he/she willingly gives; his/her behavior, though starkly task-oriented, is nonetheless viewed favorably by the teachers.

#### Summary

Chapter I has presented a statement of the problem which this research has sought to address. The significance of the study, the limitations of the research, and the definition of terms important to this research were also presented. Chapter II will review the literature supporting the need for further study of the problem and the rationale and hypotheses which guide this research. Chapter III contains the research design for the study. In Chapter IV the data obtained in this research are analyzed. Finally, Chapter V will present the findings of this study, the implications which may be associated with these findings, and recommendations for further research.

#### ENDNOTES

<sup>1</sup>Charles Perrow, Organizational Analysis: A Sociological View (Belmont, 1970), p. 1.

<sup>2</sup>Peter M. Blau and Marshall W. Meyer, Bureaucracy in Modern Society (2nd ed., New York, 1971), p. 10.

<sup>3</sup>Peter M. Blau and W. Richard Scott, Formal Organizations (San Francisco, 1962), p. 60. Further support for the importance of such study is provided by Charles Perrow, Complex Organizations (Illinois, 1972), p. 55.

<sup>4</sup>Max Weber, The Theory of Social and Economic Organizations, tr. A. M. Henderson and Talcott Parsons (New York, 1947), pp. 58-60.

<sup>5</sup>Elizabeth Morrissey and David Gillespie, "Technology and the Conflict of Professionals in Bureaucratic Organizations," The Sociological Quarterly, 16 (Summer, 1975), pp. 319-332.

<sup>6</sup>Amitai Etzioni, Modern Organizations (New Jersey, 1964), p. 75. Others have focused directly upon this issue. For example, a treatment of the importance of autonomy is provided by William Kornhouser, Scientists in Industry: Conflict and Accommodation (Berkeley, 1962).

<sup>7</sup>Blau and Scott, p. 244.

<sup>8</sup>See, for example, Paul Montagna, "Professionalization and Bureaucratization in Large Professional Organizations," American Journal of Sociology, 74 (1968), pp. 138-146; Richard Hall, "Professionalization and Bureaucratization," American Sociological Review, 33:1 (February, 1968), pp. 92-104; Morrissey and Gillespie; Ronald G. Corwin, "The Professional Employee: A Study of Conflict in Nursing Roles," American Journal of Sociology, 66 (1961), pp. 604-615; James E. Sorenson and Thomas L. Sorenson, "The Conflict of Professionals in Bureaucratic Organizations," Administrative Science Quarterly, 19 (1974), pp. 98-106.

<sup>9</sup>Max Abbott, "Hierarchical Impediments to Innovation in Educational Organizations," in Max G. Abbott and John T. Lowell (eds.), Change Perspectives in Educational Administration (Auburn, 1965), p. 44. A more detailed comparison of the pure-type bureaucratic model and the educational bureaucracy is provided in Chapter II of this work.

<sup>10</sup>Ibid., p. 45.

<sup>11</sup> Amitai Etzioni, in the preface in The Semi-Professions and Their Organization (New York, 1969), p. xii, distinguishes between those organizations he terms full-fledged professional and those he refers to as semi-professional. According to Etzioni, the difference between the two is vested in: (1) the length of professional training required for status; (2) differences in organizational goals; (3) differences in privileges conferred upon members; and (4) whether or not the work of the organization is concerned with matters of life and death. Etzioni states that "'pure' professional organizations are primarily devoted to the creation and application of knowledge; that professionals are usually protected in their work by the guarantee of privileged communication and they are often concerned with matters of life and death. Semi-professional organizations are more concerned with the communication and, to a lesser extent, the application of knowledge; their professionals are less likely to be guaranteed the right of privileged communications; and they are rarely directly concerned with matters of life and death." George Ritzer, Working: Conflict and Change (2nd ed., Englewood Cliffs, 1972), p. 180, however, counters that the inability of the semi-professions to obtain full professional status lies primarily in their lack of power to overcome the power of those forces which oppose their efforts to professionalize. Ritzer states that the semi-professions have the characteristics needed to professionalize, and that they have certainly made efforts to achieve that status.

<sup>12</sup> See Thomas W. Webb, "Classification of Teachers by Bureaucratic and Professional Normative Orientations to Educational Issues" (unpub. Ph.D. dissertation, Ohio State University, 1964); Bertram F. Sheppard, "Differences in Professional and Bureaucratic Self-Perceptions of Public School Teachers" (unpub. Ed.D. dissertation, State University of New York at Buffalo, 1969); George Daniel Wood, "The Bureaucratic-Professional Role Orientations of Public School Teachers as Perceived by Teachers and Principals" (unpub. Ed.D. dissertation, North Carolina State University at Raleigh, 1971); Charles Anthony Quaid, "Professional-Bureaucratic Orientations, Perceptions of Bureaucratic Structure and Climate in Irish Secondary Schools (unpub. Ph.D. dissertation, Fordham University, 1977).

<sup>13</sup> B. von Haller Gilmer and Edward L. Deci, Industrial and Organizational Psychology (4th ed., New York, 1977), p. 171.

<sup>14</sup> Blau and Scott, pp. 33-34.

<sup>15</sup> Richard H. Hall, "Some Organizational Considerations in the Professional-Organizational Relationship," Administrative Science Quarterly, 12 (1967), p. 465.

<sup>16</sup> Ibid., p. 465.

<sup>17</sup> Ibid.

<sup>18</sup> See, for example, Fred E. Katz, "Explaining Informal Work Groups in Complex Organizations: The Case for Autonomy in Structure," Administrative Science Quarterly, 10 (1965), pp. 204-223; Fred E. Katz,

Autonomy and Organization (New York, 1968): Eliot Friedson, Profession of Medicine (New York, 1970).

<sup>19</sup> Ibid.

<sup>20</sup> William Goode, "The Librarian: From Occupation to Profession?" The Library Quarterly, 31 (1961), pp. 306-318.

<sup>21</sup> Definitions related to climate are taken from: Andrew W. Halpin and Don B. Croft, "The Organizational Climate of Schools," Administrator's Notebook (March, 1963).

## CHAPTER II

### REVIEW OF LITERATURE, RATIONALE, AND HYPOTHESES

#### Introduction

Examined in this study was the relationship of professionalism and bureaucratization to organizational climate in one type of organization, the public school. In this chapter, a review of literature germane to this study is presented, including separate discussions of bureaucracy and professionalism. Studies describing the dilemma and potential conflict created by the simultaneous presence of the two models are reviewed, followed by literature describing research in the area of organizational climate. The chapter concludes with the rationale and hypotheses upon which this research is predicated.

#### Bureaucracy

Modern organizations are complex structures for coordinating the work of many persons in order to achieve specified ends.<sup>1</sup> A number of organizational theorists have attempted to define the nature and characteristics of these formal organizations. The ideal type of such formal organizations is bureaucracy and, in many respects, the classical analysis of bureaucracy is that by Weber.<sup>2</sup>

Weber identified specific characteristics of bureaucracy, including:

1. A continuous organization of official functions bound by rules;

2. A specific sphere of competence;
3. The organization follows the principle of hierarchy, that is, each lower office is under the control and supervision of a higher one;
4. The rules which regulate the conduct of an office may be technical rules or norms. In both cases, if their application is to be fully rational, specialized training is necessary;
5. It is a matter of principle that the members of the administrative staff should be completely separated from the ownership of the means of production or administration. . . . There exists, furthermore, in principle, complete separation of the property belonging to the organization, which is controlled within the spheres of the office, and the personal property of the individual;
6. In order to enhance this organizational freedom, the resources of the organization have to be free of any control and the positions cannot be monopolized by any incumbent;
7. Administrative acts, decisions, and rules are formulated and recorded in writing.<sup>3</sup>

Weber suggests that these characteristics are implemented by means of legal-rational authority in which obedience is owed to enacted rules and regulations which specify to whom and to what rule organizational members owe obedience. In the pure type of bureaucracy, the person in command is "superior" to subordinates within a functionally defined "competency" or "jurisdiction," and his right to govern is legitimated by enactment. The typical official is a "trained specialist" who evidences impersonality in dealings with those within and without the organization, follows rational rules, and channels obedience through a hierarchy of authority which subordinates lower to higher offices.<sup>4</sup>

The research fostered by Weber's conceptualization of bureaucracy can be described as voluminous. For example, in an early empirical study of the degree of bureaucratization among internal segments

(departments or divisions) of organization,<sup>5</sup> Hall found that such internal segments are significantly different in the degree to which they are bureaucratized and that such segmented differences have important consequences for understanding organizational structure and the behavior of participants in the organization. According to Hall, the use of bureaucratic model for analysis indicates that varying degrees of bureaucratization effect organizational phenomena such as participant's behavior, effectiveness of goal-attaining endeavors, and relations with the external environment.<sup>5</sup>

In a later study, Hall determined that while organizations are composed of the bureaucratic dimensions, the degree to which the dimensions are present varies among types of organizations.<sup>6</sup>

From the work of Hall and others, six dimensions have been identified as comprising the bureaucratic structure theorized by Weber.<sup>7</sup>

These dimensions are:

1. hierarchy of authority,
2. specialization,
3. rules for members,
4. organizational procedures,
5. impersonality, and
6. technical competence.

Abbott has astutely described the application of these bureaucratic characteristics to the public schools:

First, the school organization has clearly been influenced by the need for specialization and the factoring of tasks. The division of the school into elementary and secondary units; the establishment of science, mathematics, music, and other departments within a school; the introduction of guidance programs and psychological services; indeed,

the separation of the administrative function from the teaching function, all represent responses to this need.

Second, the school organization has developed a clearly defined and rigid hierarchy of authority. Although the term 'hierarchy' is seldom used in the lexicon of the educational administrator, the practices to which it refers are commonly prevalent. The typical organization chart is intended specifically to clarify lines of authority and channels of communication. Even in the absence of such a chart, school employees have a clear conception of the nature of the hierarchy in their school systems. In fact, rigid adherence to hierarchical principles has been stressed to the point that failure to adhere to recognized lines of authority is viewed as the epitome of immoral organizational behavior.

Third, the school organization has leaned heavily upon the use of general rules to control the behavior of members of the organization and to develop standards which would assure reasonable uniformity in the performance of tasks. Whether they have taken the form of policy manuals, rules and regulations, staff handbooks, or some other type of document, general rules have been used extensively to provide for the orderly induction of new employees into the organization and to eliminate capricious behavior on the part of all school personnel, including administrators and members of boards of education.

Fourth, despite frequent proclamations regarding togetherness and democracy, the school organization has made extensive application of Weber's principle of impersonality in organizational relationships. Authority has been established on the basis of rational considerations rather than charismatic qualities or traditional imperatives; interpersonal interactions have tended to be functionally specific rather than functionally diffuse; and official relationships have been governed largely by universalistic as contrasted with particularistic considerations. Thus, by operating in a spirit of 'formalistic impersonality,' the typical school system has succeeded, in part, in separating organizational rights and obligations from the private lives of individual employees.

Fifth, employment in the educational organization has been determined by seniority and by achievement; tenure has been provided; and fixed compensation and retirement benefits have been assured.<sup>8</sup>

McKay, in refining and adapting Hall's Organizational Inventory for use in the schools, found that two of the six dimensions, specialization and technical competence, correlated negatively with the remaining four



dimensions. He concluded that specialization and technical competence were measures for some other aspect of bureaucracy.<sup>9</sup>

Robinson, in a later study, further revised and confirmed McKay's findings. He found that specialization and technical competence were positively and significantly related and that the remaining four dimensions--hierarchy of authority, rules for members, organizational procedures, and impersonality--were positively and significantly related. Robinson also found a strong negative relationship between the first two and last four dimensions.<sup>10</sup>

Punch supported Robinson's findings and concluded that specialization and technical competence were rough measures of professionalism, a concept which he considers to be incompatible with bureaucratization.<sup>11</sup>

The various dimensions of bureaucracy are each important to an understanding of how organizations function. Individual discussion of those dimensions which are important to this research is therefore in order.

#### Hierarchy of Authority

Weber described the roles (and role incumbents) in an organization as being arranged in a hierarchy of authority, that is each lower participant in the organization is under the control and supervision of a person in a higher position.<sup>12</sup> As Blau points out:

Every official in this administrative hierarchy is accountable to his superior or his subordinates' decisions and actions as well as his own. To be able to discharge his responsibility for the work of subordinates, he has authority over them, which means he has the right to issue directives and they have the duty to obey them. This authority is strictly circumscribed and confined to those directions that are relevant for official operations.<sup>13</sup>

The hierarchical arrangement of bureaucracies is therefore intended to maximize rationality by providing a check on decisions made at all levels of organization. Bridges suggests that the hierarchy is also useful in socializing participants to the role they are to fill, the end result being that the longer a person is in the organization, the less the individual's personality affects actions, and the more effect role has on the decisions the person makes.<sup>14</sup>

Abbott, however, says that the hierarchical definition of roles has a dysfunctional effect on meaningful innovation in educational organizations. He says that although roles in general are defined in terms of both rights and obligations, there is a tendency in bureaucracies, including the educational bureaucracy, to emphasize rights when referring to superordinate roles and to emphasize obligations when referring to subordinate roles.<sup>15</sup>

It is apparent that hierarchy of authority has an important effect on bureaucratic organizations, including the schools. Typically, schools maintain an organizational chart to clearly define lines of authority and communication. The chart may also provide support in socializing participants to the structure and functions of the educational organization, but, at the same time, stresses strict adherence to recognized lines of authority.

### Impersonalization

Weber says that in a bureaucracy, "the ideal official conducts his office . . . in a spirit of formalistic impersonality, sine ira et studio, without hatred or passion, and hence without affection or enthusiasm."<sup>16</sup> Blau indicates that for rational standards to govern

organizational operations without interference from personal considerations, a detached approach must prevail within the organization, especially toward clients.<sup>17</sup> Thus, the official avoids the difficulty that accompanies any attempt at rational decision-making diluted by personal feelings, and impartiality helps to insure efficiency.

Anderson, however, points out that regardless of attempts to structure and impersonalize relationships for the sake of efficiency, no organization can be completely rational. He reasons that individual differences in members of the organization due to experience, training, and attitudes, together with the impact of the environment on the formal and informal structure of the organization and the effects of history on the perception of organizational goals all serve to affect the organization.<sup>18</sup>

For the schools, impersonality tends to run counter to the espoused concern for the individual which characterizes education in America. As Merton suggests, "Since functionaries minimize personal relations and resort to categorization, the peculiarities of individual cases are often ignored."<sup>19</sup>

### Rules and Regulations

Rules and regulations are developed to provide the organization with guidelines and procedures to govern operations. Blau states:

This system of standards is designed to assure uniformity in the performance of every task, regardless of the number of persons engaged in it, and the coordination of different tasks. Explicit rules and regulations define the responsibility of each member of the organization and the relationships among them. This does not imply that bureaucratic duties are necessarily simple and routine. It must be remembered that strict adherence to general standards in deciding specific cases characterizes not only the job of file clerk but also

that of the Supreme Court justice. For the former, it may involve merely filing alphabetically; for the latter, it involves interpreting the law of the land in order to settle the most complicated legal issues. Bureaucratic duties range in complexity from one of these extremes to the other.<sup>20</sup>

According to Anderson, rules serve two functions in organizations. The first is a directional function whereby rules operate as guidelines for behavior so that an individual can participate effectively as a member of an organization. In the schools, this function, in the form of rules and standards for teachers, helps to shape the interaction between teachers and students.<sup>21</sup>

The second function that Anderson attributes to rules is that of a decentralizing mechanism. This function permits the organization to control behavior without the need for close or frequent supervision or well developed lines of communication. The application of this decentralizing function to the schools is somewhat obvious when one considers the physical separation of teachers in individualized classrooms from administrators who may not have the time or opportunity for close supervision.<sup>22</sup>

### Summary

In bureaucracy, organizations find a means of maximizing rational behavior, thereby dealing with uncertainty. In Thompson's view, this intended rationality permits organizations to plan, and concomitantly to predict. Since uncertainty is the enemy of prediction, an organization must limit uncertainty to be able to predict.<sup>23</sup> If one accepts the very reasonable assumption of the inevitability of organizations implied by some writers,<sup>24</sup> then the rationality and predictability fostered by the bureaucratic model may seem desirable, in spite of the

dehumanizing effect that seems to accompany rationality. The research, as one can see, establishes the presence of bureaucratic characteristics in the structure of complex organizations and promotes continued study into the nature of these dimensions and their relationship to other organizational variables.

### Professionalism

To be a professional in American society is somehow to be special. A professional is thought to have special knowledge, special skills, special resources, and special responsibilities. A professional is the object of special respect, special envy, and more recently, organized groups aspire to professional status--while that status is thought to be uniquely in the power of professionals to bind or to loose.<sup>25</sup>

The role of professionals in complex organizations, like organizational structure, has been the topic of much research and discussion. Such study in professionalization has come from the realization by theorists and practitioners alike that professionals are important to organizations. As Luecke points out, the institutionalization of professions leads inevitably to an increased interest by professionals in leadership positions as part of their career progression.<sup>26</sup>

Efforts toward research in professionalism have been directed at two major concerns: a more clear definition of what elements constitute a profession; and how professionals, directed by the norms of their profession, interact with the organization in which they function. Literature addressing both concerns will be reviewed in this section. First, however, it is appropriate to briefly present information which will be useful in understanding professionalism.

Hall states that the work of professionals is carried out in three basic settings: (1) the solo-practitioner setting, which has served as the basis for the analysis of professionalism in general; (2) the professional organization, such as the law or accounting firm, medical clinic, or social work agency; and (3) the large organization, of which the professional department is but a part.<sup>27</sup> Scott provides a useful distinction between types of professional organizations, naming one subtype autonomous, in which the professional is subject to his own rather than administrative jurisdiction. The other subtype he labels heteronomous, in which the professional employees are subordinated to an administrative framework which somewhat restricts their professional autonomy. In the heteronomous organization, an elaborate set of rules and a system of routine supervision controls many if not most aspects of the tasks performed by professional employees. In this type of organization, of which the public schools are an example, it is often difficult if not impossible to locate or define an arena of activity for which the professional group is responsible individually or collectively.<sup>28</sup>

The basis of Scott's typology is the amount of autonomy granted to professionals by the administrative control structure. As Scott suggests, autonomy is valued highly by professionals, and any fluctuation in the degree of professional autonomy perceived by an individual may affect that person's relationship to the organization.<sup>29</sup>

Attempts to establish a single, consensus model of professionalism have produced varied results. Wilensky, however, has broadly described a rather consistent sequence of stages through which occupations pass on their way to becoming professional. These include:

1. creation of a full time occupation;
2. establishment of a training institution;
3. formation of a professional association;
4. formation of a code of ethics concerned with both internal and external relations which are designed to be enforced by the professional association.<sup>30</sup>

To these characteristics, which Hall terms "structural" in nature, are added five attitudinal dimensions which relate more closely to the individual and his profession:

1. the use of the professional organization as a major reference;
2. a belief in service to the public;
3. belief in self-regulation;
4. a sense of calling to the field;
5. autonomy--decision making free of inter- and extra-organizational pressure.<sup>31</sup>

These structural and attitudinal attributes, in combination, make up the professional model as formulated by Hall.<sup>32</sup>

Using the attitudinal attributes of the model as a basis, Hall developed a scale to measure the degree of professionalism among practitioners of various occupations.<sup>33</sup> In reporting several studies employing the instrument,<sup>34</sup> Hall stated that the instrument seemed quite adequate as a measure of attitudinal professionalism.

Hall's efforts to examine professionalism have been criticized by several researchers. Snizek, for example, in an empirical reassessment of Hall's work, found that approximately half of the original 50 items formulated by Hall fail to discretely measure the elements of professionalism that the instrument claims to measure. Snizek also found that

many of the remaining items were worded poorly and confused the respondents.<sup>35</sup>

Some writers have chosen to limit discussion of professionalism to fewer dimensions than those delineated by Hall. Friedson, in an analysis of the medical profession, argues that the most strategic distinction between a profession and other occupations lies in legitimate, organized autonomy--that a profession is distinct from other occupations in that it has been given the right to control its own work.<sup>36</sup>

Katz supports Friedson in pointing out patterns of autonomy incorporated into the structure of the schools. Teachers ordinarily have autonomy in their classroom conduct, although the amount and scope of their autonomy varies in different schools. Katz also indicates that professional autonomy takes two important forms in the schools: First, in order for professionals and their clients to interact, each must have spheres of autonomy. This means that the educator must not only feel a sense of autonomy to bring about interaction, but must also recognize the client's need for autonomy and reciprocate. Second, guarantees of autonomy are incorporated into the professional's work arrangements, thus creating an autonomous relationship between the professional and the organization. This provides both the employee and the employer with the sphere of autonomy each needs for interaction.<sup>37</sup>

A second means of conceptualizing professionalism is via the dimension relating to belief in service to the public. This service orientation, or altruism, provides for professional decisions based on client needs rather than the self interests of the professional.<sup>38</sup> Goode, for example, supports the concept of professional altruism as vital to the acceptance of professionals within organizations. He states that the



professional community must create a set of controls which engender a desire on the part of individuals to conform to professional norms. If society believes that the professional is regulated by this collectivity orientation, it will grant the professional a measure of autonomy or freedom from lay control or supervision.<sup>39</sup>

Recent work by Forsyth and Danisiewicz has sought to further develop autonomy from both client and organization and altruism as measures of professional values.<sup>40</sup> The focus of such research has been to view professionalism, not in terms of the components of professional preparation, but rather in light of the product that emerges from such preparation.

Such a focus is grounded on the argument advanced by Homans in his parable of electromagnetism and the mine sweeper.<sup>41</sup> According to Homans, science has great difficulty in drawing conclusions from its laws when conditions exist in which past history affects the outcome of any application of the laws. Forsyth and Danisiewicz reason that existing theories of professionalism fail to account for occupational characteristics, environmental response, and political and power-enhancing mechanisms which might affect the attitudes which professionals hold concerning the values of their profession.<sup>42</sup> These researchers hold that attitudinal autonomy is the end product of professional preparation.

### Summary

Professionalism, like bureaucracy, has been viewed by some as an ideal-type against which professions are measured. It would seem, however, that the most crucial question to which any profession must speak is whether its members are permitted a reasonable amount of freedom in

dealings with clients. The giving of autonomy, and the presumption of an accompanying professional decision-making process based upon client needs are seemingly supported by bureaucratic demands for impersonal behavior and a high degree of competence in dealing with clientele. Such support is somewhat superficial, however, when one considers the dilemma of the professional in the bureaucratic organization.

### Conflict

The potential conflict between the professional and the bureaucracy was first suggested by Parsons when he pointed out that Weber's concept of authority based upon "incumbency of a legally defined office" was inconsistent with the importance attached to technical competence as a basis of bureaucratic efficiency and bureaucratic administration controlled essentially by means of knowledge.<sup>43</sup> According to Parsons, technical competence and knowledge are both attributes of the professional.<sup>44</sup> He asserted that there could be instances when the office holder lacked the expertise of those over whom control was exercised.<sup>45</sup> From Parsons' editorial comments, one can easily observe that professional control, vested in the expertise of members, is counter to the bureaucracy's method of organizing in a hierarchy of authority to insure rational behavior.

Couldner echoes Parsons' concern for this dual distinction of authority:

It seems clear, therefore, that Weber's conception of bureaucracy as the 'rule of the expert' . . . is a form of authority not legitimated solely by the presence or use of technical skills. Apparently, it takes something more than this to elicit voluntary consent.<sup>46</sup>

Blau and Scott likewise question the compatibility of the professional and the bureaucracy:

It is clear that this type of control structure (i.e., professional control) differs greatly from that employed in bureaucratic organizations. The source of discipline within a bureaucracy is not the colleague group but the hierarchy of authority. Performance is controlled by directives received by one's superiors rather than by self-imposed standards and peer-group surveillance, as is the case among professionals. This difference in social control . . . constitutes the basic distinguishing feature between professional and bureaucratic institutions. . . . The significance of this difference is brought into sharp relief if one examines people who are subject to both forms of social control; that is, professionals in a bureaucracy.<sup>47</sup>

There has been little consensus on the issue of inherent conflict between the professional and the bureaucracy. Various writers have chosen to adopt a stance that the two models can co-exist, although certain dimensions of the two may not be compatible. Perrow, for example, has argued that the notion of inherent compatibility is far too simplistic. He has observed, and perhaps correctly so, that administrators and managers are also professionals and thus have special expertise. Such expertise may differ from that of professionals supervised without there necessarily being conflicts between the two groups.<sup>48</sup> Perrow, however, does not deny the possibility of conflict developing between the administrative and professional expertise as the power of the former increases over the latter.<sup>49</sup>

Some researchers have theorized that the type and degree of conflict experienced within an organization may be tied to organizational conditions which precipitate such conflict. Morrissey and Gillespie, in a study of the relationship of conflict to the type of technology utilized in an organization, found that technology may have a significant influence upon the type and degree of conflict.<sup>50</sup> It has been theorized that

variation in the type of technology employed between the elementary and secondary school level could account for one important finding in the study of the relationship of bureaucratization and sense of power by Moeller and Charters.<sup>51</sup> These researchers found that elementary teachers felt a significantly greater sense of power than did secondary teachers.<sup>52</sup> It would seem plausible that such a difference could be attributed to the difference in the technology employed by the two levels.

If one applies Thompson's typology of technological variation to Moeller and Charters' findings, one observes that the elementary teacher employs a technology that is essentially long-linked.<sup>53</sup> There is a kind of serial interdependence to the work of the elementary teacher in that each one builds upon the work of the other. Thus, each has a discernible position in the power structure of the organization, and bureaucracy is considered as power-enhancing because it reduces uncertainty surrounding routine tasks in such a long-linked technology.

Applying Thompson's typology a second time, we find that the technology of the secondary teacher tends to be more intensive in that a variety of techniques is employed to perform the task, but the selection, combination, and order of application of these techniques are determined not so much by the teacher as by the student.<sup>54</sup> Therefore, there is little of the linking relationship and power-enhancing characteristics that accompany the long-linked technology and highly structured environment of the elementary teacher. In secondary schools, the place of the teacher in the power structure is much less well-defined, which would help to account for a diminished sense of power among teachers at the secondary level.

Other studies have tended to support the conflict theory. Hall, for example, found a strong negative relationship between the dimensions of the professional model and those of the bureaucratic model, with the exception that technical competence is more likely a measure of professionalism than bureaucratization. He also discovered that organizations classified as heteronomous, of which public schools are an example, are significantly more bureaucratic than those organizations, such as accounting firms and brokerage agencies, in which a substantial degree of autonomy is granted to members.<sup>55</sup> This would seem to indicate that the level of autonomy has some relationship to the level of bureaucratization perceived by members of the organization.

Corwin, in an early study of the nursing profession, found that a strong simultaneous allegiance to bureaucratic and professional roles creates great discrepancy between ideal conceptions of role and perceived opportunity to fulfill these conceptions.<sup>56</sup> Corwin later associated the professional-bureaucratic dilemma with the public schools by pointing out that the rise in recent teacher militancy is related to the conflict created by the dilemma.<sup>57</sup>

A study by Lengermann of certified public accountants found a strong relationship between professional attitudinal autonomy and positions of authority, with the conclusion that the higher a professional is positioned in the hierarchy, the more autonomy that person enjoys. Lengermann also discovered, however, that as organizations increase in size, fewer persons are able to benefit from autonomy derived from their position.<sup>58</sup>

Sorenson and Sorenson, in a recent study, found that professionals working in a professional-bureaucratic organization, such as a public

accounting firm, experienced conflict and deprivation which engender rather predictable consequences, such as job dissatisfaction and job migration. They also found that the professional working in a bureaucratic setting may experience a shift in professional conceptions and become transformed by the requirements of the organization.<sup>59</sup>

A possible explanation for the apparent conflict in the findings of Lengermann and Sorenson and Sorenson is the mediating effect of organizational size. In a more detailed reassessment of his findings, Lengermann discovered a U-shaped relationship between organization size and attitudinal autonomy when size is operationalized as being the number of branch offices and the number of professional staff.<sup>60</sup>

These findings would seem to suggest that the larger a firm becomes, i.e., the more branch offices are created and professional staff hired, the further the upper level managers are separated from the work of the organization. Greater autonomy is granted as a function of a higher position, but the accompanying separation from the levels of organizational task are perceived as a negative attribute of higher position.

A persuasive theoretical perspective on the dilemma of conflict between the professional and the bureaucracy is the a priori conceptualization of social organization developed by Cooley. It is important to advance this point of view which seems germane to the focus of this research.

Cooley theorized that the most basic relationship between persons was vested in what he termed "primary social groups," which in human experience are characterized by intimate face-to-face association and cooperation.<sup>61</sup> He established these as primary chiefly because of their centrality in forming the social nature and ideals of the individual.<sup>62</sup>

According to Cooley, the primary group is a social relationship characterized by free-flowing interaction between two parties. A collegial relationship is formed in which the two distinct groups cease to exist in separation and consolidate into a single unit free from imputation by either party upon the other.<sup>63</sup> Existence in this social organization is by no means free of competition or differentiation. Common standards, however, govern decision processes and organizational actions.<sup>64</sup>

A natural outgrowth by Cooley's theory has developed. Often referred to as a "secondary social group," Merton describes this distinction between the primary group and secondary group as not unlike the established classifications of Gemeinschaft and Gesellschaft, formal and informal, etc.<sup>65</sup>

In the secondary social relationship, one member of the dyad, through achieved or ascribed status, is able to impute a sense of required existence to the other. Thus, the true social relationship is destroyed as a sense of "we are" becomes in reality "I say what we are."<sup>66</sup>

Swanson eloquently applies this secondary relationship to complex organizations:

Any person or group participating both in a society's association and in its social system will experience conflicts. For participants in the association (a web of relations among participants), the social system (a collectivity of associations) is a tool necessary for the attainment of their several ends, a means by which each participant exploits the world in the service of his own requirements. . . . But, to create and operate a social system, these same participants in the association must subject themselves to that system's requirements; they must become its agents--the bearers and executors of its purposes, subjected to its routines, and supportive of its cause. As founders and executors of a social system, participants want to get from it what they can. As agents

and maintainers of a social system, they want to provide conditions favorable to the system's continued operation. It is inevitable that these two roles should clash.<sup>67</sup>

For the professional in the heteronomous organization, the trade-off is evident. The organization supplies the structure in which the professional carries on the work of his or her chosen profession. In return, the organization requires adherence to its rules and regulations, operation within a hierarchy, and other forms of organizationally-imposed compliance which may be counter to the professional's desire for autonomy and altruistic freedom. Halpin and Croft describe this dilemma as the relationship between the social needs of the individual as a group member and the social control imposed upon that person as the price of being a member of the group. According to these writers, this dilemma is important in any consideration of organizational climate.<sup>68</sup>

### Summary

There can be little doubt that theory and research support not only the potential for conflict between the bureaucratic model and the professional model, but also the presence of such conflict in many types of organizations. In spite of the view of some writers that this conflict is beneficial to organizations,<sup>69</sup> there is evidence to show that conflict frequently promotes job dissatisfaction, excessive employee turnover, employee militance, and, that overall, there is a tendency toward closed climate in those organizations where conflict is present.

### Organizational Climate

The study of the human environment within organizations is important to the larger analysis of complex organizations. The human environment--



attitudes, values, rewards--presents special problems of analysis, yet there is little doubt that these aspects of the work setting strongly affect a person's conduct.<sup>70</sup> This "organizational climate" is composed of a set of characteristics that describe an organization and that (a) distinguish the organization from other organizations, (b) are relatively enduring over time, and (c) influence the behavior of people in the organization.<sup>71</sup> To this definition, Taguiri and Litwin add the qualifier that climate must be experienced by members of the organization, thus allowing them to form individual perceptions of how the internal environment affects their attitudes and motivation.<sup>72</sup> A definition developed by Campbell, Dunnette, Lawler, and Weick would seem to further clarify organizational climate as:

. . . a set of attributes specific to a particular organization that may be induced from the way the organization deals with its members and environment. For the individual member within an organization, climate takes the form of a set of attitudes and expectancies which describe the organization in terms of both static characteristics (such as degree of autonomy) and behavior-outcome and outcome-outcome contingencies.<sup>73</sup>

A variety of studies have appeared in recent years, each attempting to more clearly define and measure organizational climate. Litwin, for example, in his study of three manufacturing firms with disparate climates, found that members of an organization perceived as highly structural evidenced low feelings of responsibility, reward, and warmth and support. Conflict between management and labor in this type of organization was reported to be widespread. On the other hand, workers in organizations perceived as low on structure evidenced significantly higher feelings of responsibility, reward, challenge, and support.<sup>74</sup>

In a review and synthesis of several studies, Campbell et al. identified the following common dimensions of organizational climate and the

factors upon which they are based:

1. Individual autonomy--based upon the factors of individual responsibility, agent independence, rules orientation, and opportunities for exercising individual initiative.
2. The degree of structure imposed upon the position--based upon the factors of organizational structure, managerial structure, and closeness of supervision.
3. Reward orientation--based upon the factors of reward, general satisfaction, promotion-achievement orientation, and orientation toward profit-motive and sales.
4. Consideration, warmth, and support--based upon the factors of managerial support, nurturance of subordinates, and warmth and support.<sup>76</sup>

Halpin and Croft, in attempting to develop a means of assessing organizational climate in the public schools, conceptualized climate as consisting of a number of factors, the most important of which they considered to be the social interactions that occur between the administrator and the teachers. They therefore limited the scope of their study to descriptions made of the school primarily in terms of teacher-principal relationships.<sup>76</sup>

An operational measure of organizational climate for use in the public schools was then developed by Halpin and Croft. This instrument, labeled the Organizational Climate Descriptive Questionnaire (OCDQ), measures eight dimensions of school climate as identified and described by the researchers. Four of the dimensions involve the behavior of the principal (aloofness, production-emphasis, thrust and consideration) and four of the dimensions deal with behavior of the teachers (disengagement, hinderance, esprit, intimacy). Halpin and Croft identified six categories, arrayed along a continuum, which they felt described the climate of schools as evidenced by the relative strength of response to questions

within the eight dimensions. The climate continuum is as follows: Open, Autonomous, Controlled, Familiar, Paternal, and Closed.<sup>77</sup>

The work of Halpin and Croft has fostered a variety of research investigating the relationship of climate to other organizational variables via one or more of the eight dimensions of climate identified by the OCDQ. Friedlander and Margulis, for example, in a study of 95 production workers in a manufacturing firm, found that organizational climate is a significant determinant of individual job satisfaction, although any relationship between climate and satisfaction varies according to the type of climate and measure of job satisfaction.<sup>78</sup>

Quaid, in a recent study, sought to determine and compare the orientation and perceptions of teachers and administrators in Irish secondary schools with respect to bureaucratization, professionalism, and organizational climate. He concluded that there exists a reasonably strong orientation toward professionalism among both teachers and administrators in the setting of this study, and that the climate in Irish schools tends to be more open than closed.<sup>79</sup>

Data from a study by George and Bishop suggest that in small, less bureaucratic, innovative school districts, a preponderance of teachers exhibit low anxiety and perceive low structure. They are more dependent, trusting, and perceive the organization to have a more open climate than do teachers in more bureaucratic schools.<sup>80</sup>

Stimson and LaBelle further support the notion that perceived structure and climate are related. In a study of elementary teachers in Paraguay, they found that a highly structured school with a centralized administrative framework will most frequently be perceived by teachers as having a closed climate. Of particular interest is the finding that

schools in a closed society will perpetuate and support that society's closed social system by developing a "closed" organizational climate.<sup>81</sup>

### Summary

There are other methods of assessing the quality of climate in organizations. Instruments, such as those developed by Burns and Stalker, Litwin and Stinger, Likert and Likert, and Payne and Phessey, although based upon varying conceptual and operational definitions of climate, have each proven more or less successful in providing a micro- and macro-perspective on organizational climate.<sup>82</sup> In each case, studies using these instruments have tended to reach two common conclusions: first, climate is related in some measure to the perceived structure of an organization; and second, organizational climate is best understood when it is considered to be the interaction of individuals within an organization.

### A Rationale and Hypotheses

Bureaucracy, according to Weber, provides an organization with the most efficient administrative mechanism for decision-making and rational, consistent pursuit of organizational objectives.<sup>83</sup> When an individual joins a bureaucratic organization, he or she submits to controls by that organization vested in the hierarchy of authority and prescribed rules and regulations.

For the professional, this may mean an almost complete loss of autonomy. Studies have shown that the most crucial factor in the professional-organizational relationship is the degree to which the organization is willing to grant, to the professional, autonomy and

an accompanying freedom to make client-centered decisions based upon professional expertise.<sup>84</sup>

In the bureaucratic organization, this willingness on the part of the organization goes only so far as the organization is able to predict and control its own activities, and this may often fall far short of professional expectations. It would seem reasonable that an organizational malaise would result from a high level of dissatisfaction generated by this potentially conflict-producing discrepancy between the degree of bureaucracy and the level of professionalism found in the organization.

The potential effect of variance in the professional-organization relationship on the climate of the organization is perhaps best expressed by Halpin and Croft in a description of climate variations in the public schools:

In one school, the teachers and principals are zestful and exude confidence in what they are doing. They find pleasure in working with each other; this pleasure is transmitted to students. . . . In a second school, the brooding discontentment of teachers is palpable; the principal tries to hide his incompetence and his lack of direction under a cloak of authority. . . . And the psychological sickness of such a faculty spills over on the students who, in their own frustration, feed back to teachers a mood of despair. A third school is marked by neither joy or despair, but by hollow ritual. . . . in a strange way the show doesn't seem to be for real.<sup>85</sup>

It would therefore seem reasonable to assume that the climate of the public schools would be related to variations in the professional orientation of individuals functioning in an essentially bureaucratic organization.

To test this assumption in the public schools, the following general hypothesis concerning bureaucracy was developed:

H.1. Degree of bureaucratization is negatively related to openness of climate in the public schools.

Bureaucracy was not defined, for purposes of this study, as a unidimensional concept. Instead, three characteristic dimensions of bureaucracy were deemed to be important to this research.

In bureaucratic organizations, members tend to organize in a hierarchy of authority to maximize rationality and insure prediction and control of organizational processes. This hierarchy tends, however, to be dysfunctional in that organizational power is vested in the upper levels of the hierarchy. There is a tendency to associate rights with those in superordinate positions and to emphasize obligations for those in subordinate positions.

In organizations, one would expect the degree of openness of organizational climate to be associated with the extent to which the organization's hierarchical structure stresses adherence to lines of authority. There follows, then, the sub-hypothesis that:

H.1.a. Hierarchy of authority is negatively related to openness of climate in the public schools.

Rules and regulations exist to provide organizational guidelines and procedures to govern the actions of individual members, as well as the collective operation of the organization. These rules, however, tend to restrict the individual member to prescribed spheres of activity, and thus limit perceptions of autonomy for members. Gouldner refers to this as the explicational function of organizational rules, that is, they explain in rather concise and explicit terms the specific obligation of subordinates, preclude the need for repeating routine orders, and thus act as a system for communicating organizational directives to guide role performance.<sup>86</sup>

In an organization which emphasizes adherence to regulations, one might expect that such emphasis would relate to the openness of organizational climate. Such a relationship was determined by the sub-hypothesis that:

H.1.b. Rules and regulations are negatively related to openness of climate in the public schools.

It is an important requirement for those who function in an essentially bureaucratic organization that decisions regarding clients and other members of the organization must be made in a detached, impersonal manner, disregarding personal feelings which might limit rationality and efficiency. In educational organizations, however, one finds that employees frequently find great difficulty in divorcing personal feelings from interaction with their clients, i.e., the students. In an organization which accentuates an impersonal approach both within and without the organization, one might expect such an impersonal orientation to be related to the degree of openness of the organizational climate. The sub-hypothesis that sought to test this relationship was:

H.1.c. Impersonality is negatively related to openness of climate in the public schools.

To test the assumption that variations in professional orientations of individuals functioning in an essentially bureaucratic organization would be related to climate, the following general hypothesis regarding professionalism was developed:

H.2. Degree of professionalism is positively related to openness of climate in the public schools.

Professionalism, like bureaucracy, was treated as a multi-dimensional concept with three characteristic dimensions.

It has been suggested by a number of writers that the most distinguishing feature of a profession--and the most important requirement for

an organization to be considered as professional--is the degree of autonomy which is granted members to carry on the work of the profession. This characteristic is especially important when one considers that professionals consider their personal expertise as the important determinant of decisions that they make regarding clients and the organization. Freedom from client control over such decisions is vital to the work of the professional and the attitude of individuals toward autonomy from clients might reasonably be associated with the climate of the organization. The following sub-hypothesis was developed to test this relationship in the public schools:

H.2.a. Autonomy from clients is positively related to openness of climate in the public schools.

Freedom from organizational control over professional decisions is likewise an important aspect of professional life. Such autonomy from the organization is a particular problem for the professional in bureaucratic organizations due to the dilemma which exists between professional expertise and organizational demands for prediction and control.

The extent to which the professional perceives himself free from organizational restrictions on decision processes would be expected to relate to that person's perception of the organizational climate. To test this relationship in the setting of this study, the following sub-hypothesis was developed:

H.2.b. Autonomy from the organization is positively related to openness of climate in public schools.

An important condition for the granting of autonomy to professionals is the belief by the organization that professional decisions are free from any personal influence or value judgments and are based alone upon the needs of the client. Altruism is therefore important to any



understanding of professionals and their work and such attitudes should be expected to relate to perceptions of organizational climate. The following sub-hypothesis was developed to assess this relationship in the public schools:

H.2.c. Altruism is positively related to openness of climate in the public schools.

#### Summary

Chapter II has presented a review of related literature and conceptual framework for this study. The rationale for relating the concepts was followed by a statement of the hypotheses which guide the study. The procedures used in the collection of data as well as the criteria used in sample selection are specified in Chapter III.

## ENDNOTES

<sup>1</sup>Peter M. Blau and Richard A. Schoenherr, The Structure of Organizations (New York, 1971), p. vii.

<sup>2</sup>Robert K. Merton, Social Theory and Social Structure (revised ed., New York, 1968), pp. 249-250. See also Amitai Etzioni, A Sociological Reader on Complex Organizations (2nd ed., New York, 1969), p. 48.

<sup>3</sup>Max Weber, The Theory of Social and Economic Organizations, tr. A. M. Henderson and Talcott Parsons (New York, 1947), pp. 330-332.

<sup>4</sup>Max Weber, "The Three Types of Legitimate Rule," in The Theory of Social and Economic Organizations, tr. J. C. B. Mohr, revised by J. Winckelmann (Tuebingen, 1956), pp. 551-558. See also Amitai Etzioni, p. 7.

<sup>5</sup>Richard H. Hall, "Intraorganizational Structural Variation: Application of the Bureaucratic Model," Administrative Science Quarterly, 7 (1962), pp. 295-308.

<sup>6</sup>Richard H. Hall, "The Concept of Bureaucracy: An Empirical Assessment," American Journal of Sociology, 69 (1963), pp. 32-40.

<sup>7</sup>See, for example, Richard H. Hall, "The Concept of Bureaucracy," p. 33; Peter M. Blau and Marshall W. Meyer, Bureaucracy in Modern Society (2nd ed., New York, 1971), pp. 18-21; Peter M. Blau and W. Richard Scott, Formal Organizations (San Francisco, 1962), pp. 32-33.

<sup>8</sup>Max Abbott, "Hierarchical Impediments to Innovation in Educational Organizations," in Max G. Abbott and John T. Lowell (eds.), Change Perspectives in Educational Administration (Auburn, 1965), pp. 44-45.

<sup>9</sup>D. A. MacKay, "An Empirical Study of Bureaucratic Dimensions and Their Relations to the Characteristics of School Organization" (unpub. Ph.D. dissertation, University of Alberta, Edmonton, 1964).

<sup>10</sup>Norman Robinson, "A Study of the Professional Role Orientations of Teachers and Principals and Their Relationship to Bureaucratic Characteristics of School Organizations" (unpub. Ph.D. dissertation, University of Alberta, Edmonton, 1966).

<sup>11</sup>Keith F. Punch, "Bureaucratic Structure in Schools and Its Relationship to Leader Behavior: An Empirical Study" (unpub. Doctoral dissertation, University of Toronto, 1967).

- <sup>12</sup>Weber, p. 331.
- <sup>13</sup>Blau, p. 19.
- <sup>14</sup>Edwin M. Bridges, "Bureaucratic Role and Specialization: The Influence of Experience on the Elementary Principal," Educational Administration Quarterly, 1 (Spring, 1965), pp. 19-28.
- <sup>15</sup>Abbott, p. 47.
- <sup>16</sup>Weber, p. 340.
- <sup>17</sup>Blau, p. 20.
- <sup>18</sup>James G. Anderson, "Bureaucratic Rules: Bearers of Organizational Authority," Educational Administration Quarterly (Winter, 1966), pp. 7-33.
- <sup>19</sup>Merton, p. 256.
- <sup>20</sup>Blau, p. 19.
- <sup>21</sup>Anderson, pp. 13-14. See also Alvin W. Gouldner, Patterns of Industrial Bureaucracy (Glencoe, 1954), pp. 162-164, for a discussion of this notion under the heading of the "explicational" function of rules.
- <sup>22</sup>Ibid., pp. 14-15.
- <sup>23</sup>James D. Thompson, Organizations in Action (New York, 1967), p. 1.
- <sup>24</sup>John H. Jackson and Cyril P. Morgan, Organizational Theory (New York, 1978), p. 19, speak to this idea of a certain inevitability about organizations. Perhaps the best example of organizational inevitability is found in Amitai Etzioni, Modern Organizations (New Jersey, 1964), p. 1. Etzioni says: "Our society is an organizational society. We are born in organizations, educated by organizations, and most of us spend much of our lives working in organizations. We spend much of our leisure time paying, playing, and praying in organizations. Most of us will die in an organization, and when the time comes for burial, the largest organization of all--the state--must grant official permission."
- <sup>25</sup>Adam Yarmolinsky, "What Future for the Professional in American Society?" Daedalus, 107 (Winter, 1978), pp. 159-174.
- <sup>26</sup>David S. Luecke, "The Professional as Organizational Leader," Administrative Science Quarterly, 18 (1973), pp. 86-94.
- <sup>27</sup>Richard H. Hall, "Some Organizational Considerations in the Professional-Organizational Relationship," Administrative Science Quarterly, 12 (1967), pp. 461-478.

<sup>28</sup>W. Richard Scott, "Reactions to Supervision in a Heteronomous Professional Organization," Administrative Science Quarterly, 10 (1967), pp. 65-82.

<sup>29</sup>Ibid., p. 68.

<sup>30</sup>Harold L. Wilensky, "The Professionalization of Everyone?" American Journal of Sociology, 70 (1964), pp. 137-158.

<sup>31</sup>Richard H. Hall, "Professionalization and Bureaucratization," American Sociological Review, 33 (1968), pp. 92-104.

<sup>32</sup>Ibid.

<sup>33</sup>Richard H. Hall, "Components of Professionalization," a paper presented at the Annual Meeting of the American Sociological Association (San Francisco, 1967).

<sup>34</sup>Ibid.; see also Richard H. Hall, "Professionalization and Bureaucratization"; Richard H. Hall, Occupations and the Social Structure (New Jersey, 1969).

<sup>35</sup>William E. Snizek, "Hall's Professionalism Scale: An Empirical Reassessment," American Sociological Review, 37 (February, 1972), pp. 109-114.

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<sup>37</sup>Fred E. Katz, Autonomy and Organization (New York, 1968).

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<sup>40</sup>Patrick B. Forsyth and Thomas J. Danisiewicz, The Socialization of Professional Students: A Comparative Study, a research proposal submitted to the Oklahoma State University Institutional Review Board (Stillwater, 1979).

<sup>41</sup>George C. Homans, The Nature of Social Science (New York, 1967), pp. 92-94.

<sup>42</sup>Forsyth and Danisiewicz.

<sup>43</sup>Weber, pp. 58-60.

<sup>44</sup>Ibid., p. 59.

<sup>45</sup>Ibid.

<sup>46</sup>Gouldner, Patterns of Industrial Bureaucracy, p. 24.

<sup>47</sup>Blau and Scott, p. 63.

<sup>48</sup> Charles Perrow, Complex Organizations: A Critical Essay (Glenview, 1972), pp. 52-58.

<sup>49</sup> Ibid.

<sup>50</sup> Elizabeth Morrissey and David Gillespie, "Technology and the Conflict of Professionals in Bureaucratic Organizations," The Sociological Quarterly, 16 (Summer, 1975), pp. 319-332.

<sup>51</sup> Gerald H. Moeller and W. W. Charters, "Relation of Bureaucratization to Sense of Power Among Teachers," Administrative Science Quarterly, 10 (1966), pp. 444-465.

<sup>52</sup> Ibid.

<sup>53</sup> Thompson, pp. 15-16.

<sup>54</sup> Ibid., pp. 16-17.

<sup>55</sup> Hall, American Sociological Review, 33, pp. 92-104. See also Morrissey and Gillespie; Thomas Charles Munnell, "Bureaucratic Orientations and Attitudinal Attributes of Professionalism Among Professional Social Workers in a Classical Bureaucratic Setting" (unpub. Ph.D. dissertation, Ohio State University, 1972); Ronald G. Corwin, "Patterns of Organizational Conflict," Administrative Science Quarterly, 14 (1969), pp. 507-521.

<sup>56</sup> Ronald G. Corwin, "The Professional Employee: A Study of Conflict in Nursing Roles," American Journal of Sociology, 66 (1961), pp. 604-615.

<sup>57</sup> Ronald G. Corwin, Militant Professionalism (New York, 1970).

<sup>58</sup> Joseph J. Lengermann, "The Autonomy of Professionals Employed in Bureaucratic Organizations: A Study of Certified Public Accountants" (unpub. Ph.D. dissertation, Cornell University, 1969).

<sup>59</sup> James E. Sorenson and Thomas L. Sorenson, "The Conflicts of Professionals in Bureaucratic Organizations," Administrative Science Quarterly, 19 (1974), pp. 98-106.

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<sup>61</sup> Charles H. Cooley, Social Organization (New York, 1909), p. 23.

<sup>62</sup> Ibid.

<sup>63</sup> Ibid.

<sup>64</sup> Ibid.

<sup>65</sup> Merton, p. 371.

<sup>66</sup> Ibid., pp. 256-259. Merton helps to associate this separation of primary and secondary social relationships with the individual and the organization. Sociologists such as Ivan Chapman have further developed this dichotomy. See, for example, Chapman's "The War of Bureaucracy with Society," paper presented at the meeting of the Southwestern Sociological Association (Houston, 1978). See also Free Inquiry, 7 (1979), pp. 73-76.

<sup>67</sup> Guy E. Swanson, "To Live in Concord with a Society: Two Empirical Studies of Primary Relations," in Albert J. Reiss (ed.), Cooley and Sociological Analysis (Ann Arbor, 1968), pp. 100-101.

<sup>68</sup> Andrew W. Halpin and Don B. Croft, The Organizational Climate of Schools (Chicago, 1963), p. 16.

<sup>69</sup> See, for example, Louis R. Pondy, "Varieties of Organizational Conflict," Administrative Science Quarterly, 14 (1969), pp. 499-506.

<sup>70</sup> Renato Tagiuri and George H. Litwin (eds.), Organizational Climate (Boston, 1968), p. 27.

<sup>71</sup> G. A. Forehand and B. Gilmer, "Environmental Variation in Studies of Organizational Behavior," Psychological Bulletin, 62 (1964), pp. 361-381.

<sup>72</sup> Tagiuri and Litwin, p. 27.

<sup>73</sup> J. P. Campbell, M. D. Dunnette, E. E. Lawler, III, and K. E. Weick, Jr., Managerial Behavior, Performance, and Effectiveness (New York, 1970).

<sup>74</sup> George H. Litwin, "Climate and Motivation: An Experimental Study," in Renato Tagiuri and George H. Litwin (eds.), Organizational Climate (Boston, 1968), pp. 180-182.

<sup>75</sup> Campbell et al. The obvious tautology between the professional model employed in this research and the conceptualization of climate offered by Campbell et al. precluded use of this particular climate definition in this study.

<sup>76</sup> Halpin and Croft, p. 7.

<sup>77</sup> Ibid., pp. 29-32, 60-67.

<sup>78</sup> R. Friedlander and N. Margulis, "Multiple Impacts of Organizational Climate and Individual Value Systems Upon Job Satisfaction," Personal Psychology, 22 (1969), pp. 171-183.

<sup>79</sup> Charles Anthony Quaid, "Professional Bureaucratic Orientations, Perceptions of Bureaucratic Structure and Climate in Irish Secondary Schools" (unpub. Ph.D. dissertation, Fordham University, 1977).

<sup>80</sup> Julius R. George and Lloyd K. Bishop, "Relationship of Organizational Structure and Teacher Personality Characteristics to Organizational Climate," Administrative Science Quarterly, 16 (1971), pp. 457-475.

<sup>81</sup> J. Stimson and T. LaBelle, "The Organizational Climate of Paraguayan Elementary Schools: Rural-Urban Differentiation," Education and Urban Society, 3 (1971), pp. 333-349.

<sup>82</sup> T. Burns and G. Stalker, The Management of Innovation (London, 1961); G. Litwin and R. Stringer, "The Influence of Organizational Climate on Human Motivation," paper presented at a Conference on Organizational Climate (Ann Arbor, 1966); Jane Likert and Rensis Likert, The Profile of a School (Ann Arbor, 1978); Rensis Likert, The Human Organization (New York, 1967); R. Payne and D. Pheysey, "G. G. Stern's Organizational Climate Index: A Reconceptualization and Application to Business Organizations," Organizational Behavior and Human Performance, 6 (1971), pp. 77-98.

<sup>83</sup> Blau and Scott, p. 33.

<sup>84</sup> See, for example, Katz, Autonomy and Organization; Goode, pp. 306-318; and Fred E. Katz, "Explaining Informal Work Groups in Complex Organizations: The Case for Autonomy in Structure," Administrative Science Quarterly, 10 (1965), pp. 204-223.

<sup>85</sup> Andrew W. Halpin, Theory and Research in Administration (New York, 1966), p. 31.

<sup>86</sup> Gouldner, pp. 162-180.

## CHAPTER III

### RESEARCH DESIGN

#### Introduction

A research design delineates the logical manner in which individuals or other units are compared or analyzed; it is the basis for making interpretations from the data. The purpose of a design is to ensure a comparison that is not subject to alternative interpretations.<sup>1</sup>

This chapter will describe the research design for this study of the relationship of bureaucratization and professionalism to organizational climate. Information is presented concerning the sampling techniques, the instrumentation, the method of data collection, and the statistical procedures used to analyze the data.

#### Sampling

In order to test the hypotheses, teachers, principals, and superintendents in 10 public school systems in Oklahoma were asked to participate in this study by responding to appropriate instruments. The public school systems were selected by a random sampling procedure.

Ten public school systems in the state of Oklahoma were randomly selected from the 43 systems in the state having an Average Daily Attendance (ADA) of 2,000 or more students.<sup>2</sup> The two metropolitan systems were excluded from possible selection on the grounds that they are atypical and generalizable only to each other. The sampling was restricted to a



population of school systems with a reasonably large ADA for two reasons: first, it was determined that these districts were sufficiently large enough to exhibit the structural characteristics studied in this research; and second, these districts have large enough teaching and administrative components to permit the application of random sampling techniques in selecting individual participants. An additional 10 systems were selected for replacement purposes, had any of the original 10 not wished to participate.

The superintendent of each school system was contacted by mail and by telephone to seek permission to include the school system in this research. After some additional information was provided, all of the original sample group agreed to cooperate in this research effort. The letter sent to superintendents is provided in Appendix A.

After the 10 systems had indicated their willingness to participate, a 20 percent sample of teachers and an equal percentage of building principals was randomly selected from a roster provided by each participating system. It was pre-determined that a teacher must clearly be involved in classroom teaching to be eligible for selection. Thus, librarians, resource center personnel, full-time coaches, and any part-time instructional employees were eliminated from consideration for participation in this study.

It was also pre-determined that at least one principal from each administrative level (high school or mid-high school, junior high or middle school, and elementary school) should be included from each system. The remaining percentage of the principal sample was drawn by proportional selection, with no system providing fewer than four principals. The superintendent of each of the 10 systems was also surveyed.

## Instrumentation

### School Organizational Inventory

The instrument used to measure the level of bureaucratization in each of the school systems was the School Organizational Inventory. Developed by Hall, and adapted and modified for use in elementary and secondary schools by MacKay, Robinson, and Anderson, this instrument was designed to measure bureaucracy in commercial, governmental, and educational organizations.<sup>3</sup>

The dimensions of bureaucracy are measured vis-a-vis six subscales which are then summed to provide a total bureaucratization score for the particular organization being studied. The six subscales are: (1) Hierarchy of Authority, (2) Specialization, (3) Rules for Members, (4) Procedural Specifications, (5) Impersonality, and (6) Technical Competence.

Hall's pilot instrument, consisting of 146 items, was later refined to a Likert-type scale consisting of 62 short, descriptive statements. A Spearman-Brown split-half reliability coefficient established subscale reliability between .80 and .90. To validate the instrument, Hall utilized a modified Delphi technique to select organizations judged as either high or low in one or more of the six bureaucratic dimensions. He found a significant relationship between the bureaucratization scores and the judgments of the observers.

MacKay, in modifying the instrument for use in the school setting, adapted the terminology to obtain responses from an educational perspective, but made no major changes in the concepts as developed by Hall. In refining the instrument, however, he discovered that the dimensions

of Specialization and Technical Competence correlate negatively to the other four dimensions. MacKay concluded that the dimensions of Specialization and Technical Competence were measuring a different element of bureaucracy than were the other four dimensions, but declined to specify the cause of such dissimilarity.

Robinson, in a later study, edited some items in an effort to achieve greater clarity and reduced the instrument from 62 to 48 items. He tested the scales for internal consistency and the items for discriminating power, concluding that his refinements added to the discriminating power of the items and increased the correlational value between each subscale item and the total subscale scores.

Robinson also provided confirmation and refinement for MacKay's earlier findings, concluding that Specialization and Technical Competence were significantly and positively related, as were also the remaining four dimensions of Hierarchy of Authority, Rules for Members, Procedural Specifications, and Impersonality. Robinson found a significant correlation between Specialization and Technical Competence and the last four dimensions.

Punch, in confirming Robinson's findings, concluded that Specialization and Technical Competence were a rough measure of professionalization and the remaining four dimensions measured bureaucratization.<sup>4</sup> Punch supports the notion that professionalization and bureaucratization are distinct and separate elements of organizational life and specified that only the four subscales of Hierarchy of Authority, Procedural Specifications, Rules for Members, and Impersonality were measures of bureaucratization. For this reason, the dimensions relating to professionalism

were omitted to avoid a possible tautology and only 33 items comprising this "authority dimension of bureaucracy" were used in this study.

Anderson, in studying the relationship of bureaucratic characteristics to student alienation, established the practice of combining the rules and regulations and procedural specification subscales of the School Organizational Inventory to form a single rules and regulations dimension.<sup>5</sup> This was done to maintain bureaucratic dimensions which most closely approximated those theorized by Weber in his "pure-type" bureaucracy. This practice was followed in the research herein reported.

Five response categories are provided for each of the 33 statements indicating the respondents' degree of agreement or disagreement with the statement. The instrument is included in Appendix B.

#### Professional Autonomy Scale and Professional Altruism Scale

Two instruments were used to measure the attitudes toward professional values held by participants from each school system. The instrument used to measure individual attitudes concerning autonomy toward clients and the organization was the Professional Autonomy Scale.<sup>6</sup> This instrument was developed by Forsyth and Danisiewicz to differentiate across occupational groups the degree of attitudinal autonomy which they perceive as necessary in order to carry on their work.

The instrument contains 22 items, of which 11 measure the individual's attitude toward autonomy from client influence. The remaining 11 items measure the individual's attitude toward autonomy from organizational influence and control.

Forsyth and Danisiewicz, in developing this instrument, sought to extend the work of Corwin by further refining his concepts and providing an operational measure of autonomy. The reliability of the items was established through sophisticated factor analytical techniques. Pilot tests of the Professional Autonomy Scale indicate Cronbach alpha coefficients of 0.83 for the autonomy from the autonomy from client subscale and 0.80 for the autonomy from organization subscale, thereby establishing a reasonably high degree of internal consistency. Forsyth is currently conducting research to better establish the validity of this instrument.

The instrument used to measure the perceived desire for altruistic freedom was the Professional Altruism Scale.<sup>7</sup> This nine-item instrument was developed by Forsyth to differentiate among various occupational groups the relative desire for altruism and willingness to sacrifice to serve the best interests of the client. Items for this instrument were also developed through factor analytical techniques and pilot tests have indicated a Cronbach alpha coefficient of 0.71.

Items on both instruments described above provide an eight-point response continuum indicating the respondent's degree of agreement or disagreement with each statement. The instruments are included in Appendix C.

### Organizational Climate Description

#### Questionnaire

The Organizational Climate Description Questionnaire, hereafter referred to as the OCDQ, was employed to assess the organizational climate of the school systems. Developed by Halpin and Croft, the

OCDQ is a 64-item, Likert-type response instrument which is subdivided into eight subtests measuring the eight dimensions of organizational climate.<sup>8</sup>

Responses to the OCDQ are usually obtained from the principal and the teachers in a given school. The score of each respondent on each of the subtests is used to calculate a school standard score for each of the subtests. The resulting pattern formed by the eight school standard scores establishes the climate profile for that school.

Halpin and Croft initially identified six patterns of organizational climate which they arranged along a continuum and for each of which they developed a prototypic profile. These six patterns, termed Open, Autonomous, Controlled, Familiar, Paternal, and Closed, were calculated by computing the absolute difference between each subtest score repeatedly for each profile. After summing the absolute difference for each profile, the lowest similarity score indicated the climate classification.<sup>9</sup>

The OCDQ has been used repeatedly in studies, research projects, and doctoral dissertations since its development. Many of these studies have served to check the validity of the instrument. Andrews, for example, in his research specifically designed to measure the construct validity of the instrument, found that the subtests are reasonably valid predictors of administrator and teacher perceptions of climate.<sup>10</sup> Andrews, however, regarded the six climate prototypes as a detraction from the validity of the instrument due to their inability to discreetly measure climate beyond a commonly occurring pattern of scores on the subtests.<sup>11</sup>

Brown, in a replication of Halpin and Croft's developmental work, concluded that the OCDQ was a well constructed instrument, the subtests were reasonably discrete, the pattern of subtest intercorrelation was comparable with that found in the Halpin and Croft study, and the instrument was reliable.<sup>12</sup> Brown also identified eight rather than six climate types, concluding that the climate continuum may not be easily or advisably divided into discrete climates.<sup>13</sup>

Studies by Roseveare, McFadden, and Pritchard have provided support for the validity of the OCDQ, but, at the same time, have also questioned the use of discrete climate prototypes.<sup>14</sup> Watkins has stated that the apparent weakness in the middle climate classifications may be tied to the perceptual uncertainty of staff members rather than from any clearly comprehensible organizational climate.<sup>15</sup>

Halpin and Croft have provided some reserved self-criticism of their efforts to subdivide the climate continuum:

We have said that these climates were ranked in respect to openness versus closedness. But we fully recognize how crude ranking is. As is the case in most methods of ranking or scaling, we are much more confident about the climates described at each end of the listing than we are about those described in between.<sup>16</sup>

An alternative method of ranking schools on the climate continuum has found favor among recent researchers using the OCDQ. This so-called "openness index" provides a means for determining the relative openness or closedness of a set of school climates.

This method involves summing the school's scores on the Esprit and Thrust subtests, then subtracting the school's score on the Disengagement subtest. The higher the resulting score, the more open the school.

Studies by Null, Randles, and Appleberry and Hoy have supported the use of the openness index in elementary schools.<sup>17</sup> Some researchers,

notably Carver and Sergiovanni,<sup>18</sup> have criticized the OCDQ as unsuited to the study of large, urban, or secondary schools. This stance has been termed premature, however, by other writers,<sup>19</sup> who support the use of the openness index as a valid measure of organizational climate in all levels of the public schools.

For purposes of this research, the openness index was employed to measure perceptions of the organizational climate in the school systems studied. The climate portion of the questionnaire consisted of the 29 items comprising the Esprit, Thurst, and Disengagement subtests. Four response categories were provided for each item asking the respondent to indicate the extent to which the item characterized the school or school system. This instrument is included in Appendix D.

#### Data Collection

Data were collected for each participant by means of a mailed questionnaire consisting of the instruments shown in the Appendixes. The questionnaires, which were mailed on January 31, 1980, were designed to facilitate quick responses and easy return. Each group (superintendent, principals, and teachers) was asked to respond to questions focusing on their particular perspective of their school organization. All three groups were asked to supply demographic information regarding level of education, years of experience, and other pertinent data.

A follow-up mailing was sent after a two-week lapse of time to encourage participation from those who did not respond to the initial mailing. The mailings were separately marked so as to discriminate between original responses and those obtained due to follow-up.



A cover letter explaining the purpose of the study and guaranteeing anonymity of responses accompanied both mailings and is included in Appendix A. Table I provides a profile of the 10 sample school systems showing the subsample size, frequency of response, and other data germane to this research. Descriptive statistics on the groups of respondents, based upon the demographic information, are provided in Appendix E.

## Treatment of Data

### Scoring of Instruments

Responses to the questionnaires were coded and punched on IBM cards. The responses were then scored on the IBM System 370/168 Computer using a program designed by William D. Warde, Associate Professor of Statistics at Oklahoma State University.

Scoring of the climate variable in particular was accomplished by adding combined individual scores on the Thrust subtest to combined individual scores on the Esprit subtest and then subtracting from that the combined individual scores on the Disengagement subtest. The resulting score indicates a distinct or sample-wide perspective on climate to which the individual perceptions of bureaucratization and professionalism are related.

### Statistical Treatment of Data

Each of the hypotheses under investigation were tested using the Pearson Product-moment correlation technique. This particular technique for testing the relationship between two variables was deemed appropriate for this research for two reasons. First, the variables under investigation are all continuous measures, rather than dichotomous, and the random

TABLE I  
 PROFILE OF SAMPLE SCHOOL SYSTEMS SHOWING FREQUENCY OF RESPONSE

School System	ADA	Superintendents			Principals			Teachers		
		Sample	No. of Responses	% Response	Sample	No. of Responses	% Response	Sample	No. of Responses	% Response
1	6,375	1	1	100	6	6	100	67	40	59
2	2,759	1	1	100	5	4	80	33	19	57
3	2,008	1	1	100	4	3	75	25	15	60
4	4,976	1	1	100	4	3	75	49	25	51
5	6,935	1	1	100	6	2	33	75	45	60
6	2,709	1	1	100	5	2	40	35	22	62
7	8,405	1	0	0	7	4	57	89	51	57
8	2,987	1	0	0	5	2	40	34	20	58
9	4,412	1	1	100	5	2	40	49	22	44
10	4,444	1	1	100	5	3	60	47	26	55
TOTALS		10	8	80	52	31	59	503	285	56

sampling techniques employed in sample selection allowed the researcher to assume a normal distribution of scores for each variable. Second, the purpose of this research was to test for the presence of a relationship between the variables studied to establish a basis for further research. No attempt was made to predict a cause-effect relationship. Therefore, the correlation technique was the most appropriate instrument for analyzing the data. For purposes of data analysis, the Statistical Analysis System was employed on the IBM System 370/168 Computer at the Oklahoma State University Computer Center.<sup>20</sup>

#### Summary

Chapter III has described the research design which guided this study. Included were a description of sampling procedures employed, information on the instruments employed in this study, and the methodology used for collecting and analyzing the data. Chapter IV will present an appropriate analysis of data collection.

## ENDNOTES

<sup>1</sup>Sanford Labovitz and Robert Hagedorn, Introduction to Social Research (New York, 1976), p. 55.

<sup>2</sup>Oklahoma State Department of Education, 1977-78 Annual Report (Oklahoma City, 1979).

<sup>3</sup>Richard H. Hall, "Interorganizational Structural Variation: Application of the Bureaucratic Model," Administrative Quarterly, 7 (1962-1963), pp. 295-308; D. A. MacKay, "An Empirical Study of Bureaucratic Dimensions and Their Relations to the Characteristics of School Organization" (unpub. Ph.D. dissertation, University of Alberta, Edmonton, 1964); Norman Robinson, "A Study of the Professional Role Orientations of Teachers and Principals and Their Relationship to Bureaucratic Characteristics of School Organizations" (unpub. Ph.D. dissertation, University of Alberta, Edmonton, 1966); Carl R. Anderson, "Selected Bureaucratic Characteristics and Student Alienation in the Public High School" (unpub. Ed.D. dissertation, Oklahoma State University, 1970).

<sup>4</sup>Keith F. Punch, "Bureaucratic Structure in the Schools and Its Relationship to Leader Behavior: An Empirical Study" (unpub. Ph.D. dissertation, University of Toronto, 1967).

<sup>5</sup>Carl Anderson.

<sup>6</sup>P. Forsyth and T. Danisiewicz, Professional Autonomy Scale (1978).

<sup>7</sup>P. Forsyth, Professional Altruism Scale (1978).

<sup>8</sup>Andrew Halpin and Don B. Croft, The Organizational Climate of Schools (Chicago, 1963).

<sup>9</sup>Ibid., p. 60.

<sup>10</sup>John H. M. Andrews, "School Organizational Climate: Some Validity Studies," Canadian Education and Research Digest, 5 (December, 1965), pp. 317-334.

<sup>11</sup>Ibid., p. 333.

<sup>12</sup>Robert J. Brown, Organizational Climate of Elementary Schools, Research Monograph No. 2, Educational Research and Development Council of the Twin Cities Metropolitan Area (Minneapolis, 1965).

<sup>13</sup>Ibid.

<sup>14</sup>Carl G. Roseveare, "The Validity of Selected Subtests of the Organizational Climate Description Questionnaire" (unpub. Doctoral dissertation, University of Arizona, 1965); Edward C. McFadden, "The Non-Participant Observer and Organizational Climate" (Unpub. Doctoral dissertation, Stanford University, 1966); James L. Pritchard, "Validation of the Organizational Climate Description Questionnaire Against Perceptions of Non-Faculty School Personnel" (unpub. Doctoral dissertation, Stanford University, 1966).

<sup>15</sup>James F. Watkins, "The OCDQ--An Application and Some Implications," Educational Administration Quarterly, 4 (Spring, 1968), pp. 46-51.

<sup>16</sup>Halpin and Croft, p. 104.

<sup>17</sup>See, for example, Eldon J. Null, Organizational Climate of Elementary Schools, Research Monograph No. 2, Educational Research and Development Council of the Twin Cities Metropolitan Area (Minneapolis, 1967); Harry E. Randles, "The Effects of Organizational Climate on Beginning Elementary Teachers" (unpub. Doctoral dissertation, Ohio State University, 1964); James B. Appleberry and Wayne K. Hoy, "The Pupil Control Ideology of Professional Personnel in 'Open' and 'Closed' Elementary Schools," Educational Administration Quarterly, 5 (1969), pp. 74-85; see also, James Appleberry, "The Relationship Between Organizational Climate and Pupil Control Ideology of Elementary Schools" (unpub. Ed.D. dissertation, Oklahoma State University, 1969).

<sup>18</sup>Fred D. Carver and Thomas J. Sergiovanni, "Notes on the OCDQ," The Journal of Educational Administration, 6 (1969), pp. 71-81. Also, Andrew W. Halpin, "Change and Organizational Climate," The Journal of Educational Administration, 5 (1967), pp. 5-25.

<sup>19</sup>Wayne K. Hoy, "Some Further Notes on OCDQ," The Journal of Educational Administration, 10 (1972), pp. 41-51.

<sup>20</sup>SAS Institute, Inc., Statistical Analysis System (North Carolina, 1978).

## CHAPTER IV

### PRESENTATION AND ANALYSIS OF THE DATA

#### Introduction

In this chapter, the data collected in this research will be reported and analyzed as they relate to each of the hypotheses examined. Additional data obtained in this study will also be presented. Adhering to common practice, the writer accepted hypotheses which were supported at the .05 level of significance. Incomplete response forms account for the variation in the number of respondents reported in the tables.

#### Testing of the Hypotheses

H.1. Degree of bureaucratization is negatively related to openness of climate in the public schools.

For this hypothesis, a correlation coefficient was computed for each group in the sample--superintendents, principals, and teachers. The computed correlation coefficient for superintendents of .69 was not significant with a probability of .19. The computed correlation coefficient for principals of .00 was not significant with a probability level of .99. The computed correlation coefficient for teachers of .21 was significant with a probability level of .01. However, the degree of bureaucratization and openness of climate did not correlate as predicted,

therefore the hypothesis was not supported. Data relevant to this hypothesis are summarized in Table II.

TABLE II  
INDIVIDUAL PERCEPTIONS OF BUREAUCRACY AS RELATED  
TO ORGANIZATIONAL CLIMATE

	Number	Climate (r)	Level of Significance (p)
Superintendent Bureaucratization	5	.69	.19
Principal Bureaucratization	27	.00	.99
Teacher Bureaucratization	239	.21	.01

H.1.a. Hierarchy of authority is negatively related to openness of climate in the public schools.

For this hypothesis, a correlation coefficient was computed for each group in the sample. The computed correlation coefficient for superintendents of .66 was not significant with a probability of .22. The computed correlation coefficient for principals of .24 was not significant with a probability of .20. The computed correlation coefficient for teachers of .16 was significant with a probability of .01. However, hierarchy of authority did not correlate with openness of climate as predicted in all three groups, therefore the hypothesis was not supported. Data relevant to this hypothesis are summarized in Table III.

TABLE III  
INDIVIDUAL PERCEPTIONS OF HIERARCHY OF AUTHORITY  
AS RELATED TO ORGANIZATIONAL CLIMATE

	Number	Climate (r)	Level of Significance (p)
Superintendent Hierarchy of Authority	5	.66	.22
Principal Hierarchy of Authority	28	.24	.20
Teacher Hierarchy of Authority	258	.16	.01

H.1.b. Rules and regulations are negatively related to openness of climate in the public schools.

To test this hypothesis, a correlation coefficient was computed for each group in the sample. The computed correlation coefficient for superintendents of .20 was not significant with a probability of .73. For principals, a computed correlation coefficient of -.23 was not significant with a probability of .21. The computed correlation coefficient for teachers of .18 was significant with a probability of .01. However, rules and regulations did not correlate with openness of climate as predicted in two of the three groups, therefore the hypothesis was not supported. Data relevant to this hypothesis are summarized in Table IV.

H.1.c. Impersonality is negatively related to openness of climate in the public schools.

A computed correlation coefficient for each group in the sample was used to test this hypothesis. For superintendents, a correlation



coefficient of .13 was not significant with a probability of .83. The correlation coefficient for principals of .06 was not significant with a probability of .74. For teachers, a correlation coefficient of .14 was significant with a probability of .01. Since, however, the relationship of impersonality to openness of climate in all three groups was not as predicted, the hypothesis was not supported. Data relevant to this hypothesis are summarized in Table V.

TABLE IV  
INDIVIDUAL PERCEPTIONS OF RULES AND REGULATIONS AS  
RELATED TO ORGANIZATIONAL CLIMATE

	Number	Climate (r)	Level of Significance (p)
Superintendent Rules and Regulations	5	.20	.73
Principal Rules and Regulations	29	-.23	.21
Teacher Rules and Regulations	264	.18	.01

H.2. Degree of professionalism is positively related to openness of climate in the public schools.

To test this hypothesis, a correlation coefficient was computed for each group in the sample--superintendents, principals, and teachers. The computed correlation coefficient for superintendents of  $-.09$  was not significant with a probability of .88. For principals, a correlation coefficient of  $.02$  was not significant with a probability of .89. A

correlation coefficient for teachers of .04 was not significant with a probability of .50. Since the predicted relationship of professionalism to openness of climate was at or near zero across all groups, the hypothesis was not sufficiently supported. Data relevant to this hypothesis are summarized in Table VI.

TABLE V  
INDIVIDUAL PERCEPTIONS OF IMPERSONALITY AS RELATED  
TO ORGANIZATIONAL CLIMATE

	Number	Climate (r)	Level of Significance (p)
Superintendent Impersonality	5	.13	.83
Principal Impersonality	28	.06	.74
Teacher Impersonality	265	.14	.01

H.2.a. Autonomy from clients is positively related to openness of climate in the public schools.

To test this hypothesis, a correlation coefficient was computed for each group in the sample. For superintendents, a correlation coefficient of  $-.74$  was not significant with a probability of .14. For principals, a correlation coefficient of  $-.01$  was not significant with a probability of .94. A correlation coefficient for teachers of .03 was not significant with a probability of .52. Therefore, the hypothesis

was not supported. Data relevant to this hypothesis are summarized in Table VII.

TABLE VI  
DEGREE OF ATTITUDINAL PROFESSIONALISM AS RELATED  
TO ORGANIZATIONAL CLIMATE

	Number	Climate (r)	Level of Significance (p)
Superintendent Professionalism	5	-.09	.88
Principal Professionalism	26	.02	.89
Teacher Professionalism	232	.04	.50

TABLE VII  
AUTONOMY FROM CLIENT AS RELATED TO ORGANIZATIONAL CLIMATE

	Number	Climate (r)	Level of Significance (p)
Superintendent Autonomy from Client	5	-.74	.14
Principal Autonomy from Client	28	-.01	.94
Teacher Autonomy from Client	262	.03	.52

H.2.b. Autonomy from the organization is positively related to openness of climate in the public schools.

To test this hypothesis, a correlation coefficient was computed for each group in the sample. A correlation coefficient for superintendents of .96 was significant with a probability of .01. For principals, a correlation coefficient of  $-.01$  was not significant with a probability of .93. A correlation coefficient for teachers of .06 was not significant with a probability of .27. Although the correlation coefficient for superintendents was significant, the small number of superintendents tends to mediate the effect of the correlation as support for the hypothesis. Therefore, the hypothesis was not supported. Data relevant to this hypothesis are summarized in Table VIII.

TABLE VIII  
AUTONOMY FROM THE ORGANIZATION AS RELATED TO  
ORGANIZATIONAL CLIMATE

	Number	Climate (r)	Level of Significance (p)
Superintendent Autonomy from the Organization	5	.96	.01
Principal Autonomy from the Organization	28	$-.01$	.93
Teacher Autonomy from the Organization	257	.06	.27

H.2.c. Altruism is positively related to openness of climate in the public schools.

To test this hypothesis, a correlation coefficient was computed for each group in the sample. For superintendents, a correlation coefficient of  $-.07$  was not significant with a probability of  $.90$ . A correlation coefficient for principals of  $.07$  was not significant with a probability of  $.68$ . For teachers, a correlation coefficient of  $-.04$  was not significant with a probability of  $.43$ . The hypothesis was, therefore, not supported. Data relevant to this hypothesis are summarized in Table IX.

TABLE IX  
ALTRUISM AS RELATED TO ORGANIZATIONAL CLIMATE

	Number	Climate (r)	Level of Significance (p)
Superintendent Altruism	5	$-.07$	$.90$
Principal Altruism	29	$.07$	$.68$
Teacher Altruism	263	$-.04$	$.43$

#### Additional Analyses

An important underlying consideration of this research is the dilemma and potential for conflict created in an organization by the simultaneous presence of the bureaucratic and the professional models. Although no hypotheses were formulated to test the relationship of

these models, the correlational technique utilized in the data analysis of this research provides a serendipitous comparison of the models and their characteristic dimensions. This information is provided in this section.

The relationship of the dimensions of bureaucracy to the dimensions of professionalism, as perceived by superintendents, is summarized in Table X. Several aspects of this comparison would seem worthy of highlight:

1. Attitude toward autonomy from client influence tends toward a negative correlation across all dimensions of bureaucracy. This says that as the degree of perceived bureaucratization increases, attitude toward autonomy from client influence decreases.

2. The hierarchy of authority dimension of bureaucracy has a strong, positive correlation of .72 with attitudes toward autonomy from organization. Thus, as perceptions of the organization's hierarchy of authority increases, so also does individual attitude toward autonomy from the organization's influence increase.

3. The rules and regulations dimension of bureaucracy tends toward a negative correlation across all dimensions of attitude toward professional values. An increase in rules and regulations to govern member and organizational actions produces an accompanying decrease in attitude toward professional values.

4. The impersonality dimension of bureaucracy correlates positively with attitude toward altruism. As an impersonal orientation perceptually becomes more of a factor in the organization, the superintendent's attitude toward altruism also increases.

TABLE X  
 DIMENSIONS OF BUREAUCRACY IN RELATION TO DIMENSIONS OF  
 PROFESSIONALISM AS PERCEIVED BY SUPERINTENDENTS

Professionalism		Hierarchy of Authority	Rules and Regulations	Impersonality	Total
Autonomy from Client	r=	-0.03	-0.13	-0.17	-0.26
	p=	0.38	0.77	0.70	0.60
Autonomy from Organization	r=	0.72	-0.05	0.09	0.51
	p=	0.04	0.91	0.83	0.30
Altruism	r=	0.13	-0.21	0.75	0.10
	p=	0.75	0.64	0.05	0.84
Total	r=	0.44	-0.34	0.81	0.32
	p=	0.26	0.45	0.02	0.32

The relationship of the dimensions of bureaucracy to the dimensions of professionalism, as perceived by principals, is summarized in Table XI. Noteworthy aspects of this comparison include:

1. Autonomy from client influence correlates positively with the impersonality dimension of bureaucracy. All correlations are notable however, thus indicating that as bureaucracy increases, attitude toward autonomy from client influence also increases.

2. Autonomy from organization correlates negatively across all dimensions of bureaucracy. The noteworthy negative relationship evidenced here indicates that increased bureaucracy is accompanied by a noticeable decrease in attitudes toward autonomy from organizational influence.

3. There is a rather weak positive relationship between attitude toward altruism and the dimensions of bureaucracy. This indicates that

as bureaucracy increases, attitude toward altruism has a tendency to also increase.

TABLE XI  
DIMENSIONS OF BUREAUCRACY IN RELATION TO DIMENSIONS OF  
PROFESSIONALISM AS PERCEIVED BY PRINCIPALS

Professionalism		Hierarchy of Authority	Rules and Regulations	Impersonality	Total
Autonomy from Client	r=	0.26	0.18	0.40	0.31
	p=	0.19	0.34	0.04	0.12
Autonomy from Organization	r=	-0.36	-0.40	-0.45	-0.48
	p=	0.06	0.03	0.02	0.01
Altruism	r=	0.15	0.09	0.04	0.03
	p=	0.44	0.62	0.81	0.86
Total	r=	-0.03	-0.17	-0.11	-0.20
	p=	0.69	0.40	0.60	0.34

The relationship of the dimensions of bureaucracy to the dimensions of professionalism, as perceived by teachers, is summarized in Table XII. Important findings from this comparison include the following:

1. Autonomy from client influence evidences a strong positive relationship to all dimensions of bureaucracy. Thus an increase in bureaucracy is accompanied by a noticeable increase in attitude toward autonomy from client influence.

2. Autonomy from organization correlates negatively with the rules and regulations dimension of bureaucracy. This correlation is reasonably strong, and thus indicates that an increase in rules and regulations in



bureaucracy is accompanied by a decrease in attitude toward autonomy from the employing organization.

3. Attitude toward altruism correlates negatively with the impersonality dimension of bureaucracy. The correlation with impersonality is noteworthy. This would seem to indicate that an increase in bureaucracy will decrease attitude toward altruism.

TABLE XII  
DIMENSIONS OF BUREAUCRACY IN RELATION TO DIMENSIONS OF  
PROFESSIONALISM AS PERCEIVED BY TEACHERS

Professionalism		Hierarchy of Authority	Rules and Regulations	Impersonality	Total
Autonomy from Client	r=	0.21	0.30	0.20	0.27
	p=	0.01	0.01	0.01	0.01
Autonomy from Organization	r=	-0.26	-0.21	-0.07	-0.12
	p=	0.68	0.01	0.25	0.06
Altruism	r=	-0.04	-0.07	-0.16	-0.11
	p=	0.52	0.24	0.01	0.07
Total	r=	0.06	-0.04	-0.05	-0.02
	p=	0.35	0.52	0.40	0.72

#### Summary

The major hypotheses of the present study were tested and the results were summarized in this chapter. Other data regarding the relationship of the bureaucratic and the professional models were also

presented. Chapter V presents the conclusions, implications, and recommendations for further research.

## CHAPTER V

### SUMMARY, DISCUSSION, AND RECOMMENDATIONS

#### Introduction

The purpose of this research was to examine the relationship of perceived bureaucratization and attitudinal professionalism to perceived climate in selected public school systems. Bureaucratization, as examined in this study, was based upon the model of bureaucracy developed by Weber. Attitudinal professionalism was conceptualized as the perceived autonomy from client and organizational influence and the altruistic license granted to professionals to engage in the work of their profession. The primary question which this research sought to address was: How do individual perceptions of bureaucracy and attitudinal professionalism correlate with organizational climate?

In addition to testing the hypotheses related to the basic question of this study, the relationship of bureaucracy and its characteristic dimensions to professionalism and its characteristic dimensions was also examined as supplementary information.

#### Summary of Findings

Hypothesis One and its related sub-hypotheses stated that degree of bureaucratization and the characteristic bureaucratic dimensions of hierarchy of authority, rules and regulations, and impersonality would

be negatively related to openness of climate in the public schools. The data do not support this predicted relationship.

1. Degree of bureaucratization was found to be positively related to openness of climate across two of the three groups examined in this research. The strength of this relationship would indicate that an increase in bureaucracy is accompanied by movement toward an open climate.

2. Hierarchy of authority was found to be positively related to openness of climate in all three groups. Again, the relationship is substantial enough to lead to the conclusion that an increase in this dimension of bureaucracy is accompanied by movement toward an open climate.

3. The rules and regulations dimension of bureaucracy evidenced a strong, positive relationship to openness of climate, thus leading to a conclusion that as perceptions of rules and regulations increase, the organizational climate moves toward openness. It must be noted, however, that principals perceived this relationship differently from superintendents and teachers. Principals associated rules and regulations with a closed rather than an open climate. While the correlation was not sufficiently strong to change the overall assessment of this hypothesis, some perceptual discrepancy is, nevertheless, evident.

4. Impersonality was found to relate positively to openness of climate across all groups. This would seem to indicate that, as an emphasis on an impersonal orientation increases, the organizational climate moves toward openness.

These findings led to the conclusion that Hypothesis One, and its associated sub-hypotheses, were not supported.

Hypothesis Two and its related sub-hypotheses stated that degree of professionalism and the characteristic professional dimensions of autonomy from clients, autonomy from the organization, and altruism would be positively related to openness of climate in the public schools.

1. Degree of professionalism was found to relate positively to openness of climate as perceived by principals and teachers. Superintendents evidenced a very slight tendency to relate professionalism negatively to openness of climate. Generally, the finding is that an increase in attitude toward professional values is accompanied by movement toward an open climate.

2. Autonomy from clients was found to relate positively to openness of climate only in the perceptions of teachers. Superintendents and principals both evidenced a tendency to relate autonomy from clients negatively with movement toward an open climate.

3. Autonomy from the organization was perceived by superintendents and teachers as positively related to openness of climate. Principals were found to perceive autonomy from the organization as negatively related to movement toward an open climate.

4. Altruism was perceived by superintendents and teachers as negatively related to openness of climate. Principals perceived altruism as positively related to openness of climate. The correlation coefficients of all three groups were, however, quite weak, indicating that altruism would seem to be only slightly related to openness of climate, regardless of the direction of the relationship.

These findings led to the conclusion that Hypothesis Two, and its associated sub-hypotheses, were not supported.

A supplementary analysis was made of the dimensions of bureaucracy

as they relate to the dimensions of professionalism. These data produced the following findings:

1. Teacher responses seem to indicate a tendency for autonomy from client influence to increase as bureaucracy increases.

2. Teacher responses seem to indicate a tendency for autonomy from organizational influence to decrease as the rules and regulations dimension of bureaucracy increases.

3. As bureaucracy increases, there is a tendency for superintendents' perceptions of altruism to increase and teachers' perceptions of altruism to decrease.

#### Discussion

Homans, in Social Behavior: Its Elementary Forms, cleverly tells us that:

According to my lights, a last chapter should resemble a primitive orgy after harvest. The work may have come to an end, but the worker cannot let go all at once. He is still full of energy that will fester if it cannot find an outlet. Accordingly, he is allowed a time of license when he may say all sorts of things he would think twice before saying in more sober moments, when he is no longer bound by logic and evidence but free to speculate about what he has done.<sup>1</sup>

Any temptation that this writer might feel toward literary or empirical licentiousness is tempered, however, by the realization that the hypothesized relationships upon which this research was predicted were not sufficiently supported. It becomes the responsibility of the researcher to explain the probable causes of such an outcome and to draw conclusions from the results.

This research was guided by two sets of hypotheses. The first set dealt with the relationship of bureaucracy and its characteristic dimensions to the openness of organizational climate. The second set

dealt with the relationship of attitudinal professionalism and its characteristic dimensions to the openness of organizational climate. Each set shall be discussed in turn.

The data collected for the first set of hypotheses did not support the relationship as predicted. In fact, bureaucracy was found to be positively, rather than negatively, related to openness of climate in two of the three groups from which the data were obtained.

This finding would seem to support the notion that individuals within an organization desire organizationally imposed boundaries within which to make strategic decisions. The data further reveal, however, that while those in the upper and lower levels of the bureaucratic hierarchy may perceive imposed structure as beneficial, the individuals in the middle level of the hierarchy have a very different perception.

Principals, in their role of interpreter of organizational edicts and buffer between the upper and lower hierarchical levels, perceived bureaucracy as negatively related to openness of climate. Closer examination indicates that this negative relationship is vested entirely in how principals perceive that rules and regulations relate to climate.

When one considers the typical downward flow of communication that is characteristic of a bureaucratic hierarchy, one finds that while the superintendent has the ultimate responsibility for any application of rules and regulations in an organization, the authority to actually apply and interpret those rules is vested in the principal. Since the data seem to show that teachers, on the average, do not harbor the disdain for organizationally imposed structure that one might be led to believe, they are conceivably willing to accept whatever interpretation may flow down to them.

The onus, then, is upon the principal to correctly interpret and apply the rules and regulations of the organization to the satisfaction of those above, and for the benefit of those below. This is theoretically supported by the decentralizing function attributed to rules and regulations by Anderson.<sup>2</sup> Remember that this function serves to obviate the need for close or frequent supervision by decentralizing the decision making function to a lower level of the organization. It would seem that the administrative level to which that decision making function has been given in the public schools is that occupied by the principal.

Turning attention now to the second set of hypotheses, those related to professionalism, one finds that while attitudinal professionalism was positively related to openness of climate as predicted, the strength of the relationship was not sufficient to support the hypotheses. That the relationship is positive, however, says that at least some importance is attributed to professional values as a means for fostering an open climate in organizations.

The relationship of the various dimensions of professionalism to openness of climate fosters some interesting problems of analysis. For example, as one moves down the hierarchy from superintendent to principal to teacher, one discovers that attitudes toward autonomy from client influence shift from a rather strong negative relationship on the upper levels of the hierarchy to a moderate positive relationship on the lower hierarchical level. This would seem to indicate that those in top leadership positions view a move toward an open climate as diminishing the importance of freedom from client influence on their decisions. Such a conclusion is understandable, however, when one considers the change



in the intensity of professional-client interaction that accompanies a downward shift from one level to the next.

The diminishing attitude of superintendents toward the importance of autonomy from client, as the organization moves toward an open climate, may be a function of the separation of the superintendent from the client, i.e., the student. While the superintendent may occasionally deal with a student in the course of normal daily business, the majority of interaction is with teachers, principals, parents, and community leaders. Thus, freedom from client influence is, for the superintendent, a matter of little concern.

For principals, the slight negative relationship of autonomy from client to openness of climate may be somewhat a result of the same separation from client interaction that characterizes the superintendent. The separation is, of course, much less than that of the superintendent. The principal's interaction with students, however, is not nearly as continuous as is that of teachers. Principals also deal with clientele other than just students. Therefore, freedom from client influence is somewhat important to the principal, but certainly not of paramount importance.

Teachers have the most direct interaction with students and therefore may be expected, as the data indicate, to have at least some concern for autonomy from client influence. The data show, however, that this concern is very slight. This may very well be a function of the increase in bureaucracy that teachers relate to openness of climate. The bureaucracy would tend to prescribe the boundaries of decision making and may tend to obviate the felt need for freedom from client influence.

The data concerning the relationship of autonomy from organizational influence to openness of climate indicates that, as the organization moves toward an open climate, superintendents evidence a very strong need for autonomy from the influence that the organization may have upon decision making processes. Bearing in mind that, at least perceptually, openness of climate is associated with an increase in bureaucracy, an increase in autonomy from organization might reasonably be expected.

When one considers, however, that teachers and principals perceive such freedom from organizational influence as only marginally related, either positively or negatively to openness of climate, an interesting paradox arises which must be explained. Remember that Sorenson and Sorenson, in their study of accounting firms, found that those in higher positions in the organization tend to experience a high degree of bureaucratic deprivation in which the person's ideal concept of bureaucracy far exceeded "real" bureaucratic perceptions. Thus, an inconsistency tends to arise between how the person feels their role should be filled and how the organization actually intends that the person should fill the role. According to Sorenson and Sorenson, this inconsistency may lead to either a high degree of job migration or the displacement of professional values, depending upon the professional orientation of the individual.<sup>3</sup>

The data in this research seem to support Sorenson and Sorenson's findings. The high degree of superintendent-board conflict evidenced in recent years, and the accompanying high degree of job migration among superintendents, would tend to also support these findings, and indicate that the "loneliness at the top" which is so often cited as concomitant with leadership is a reality.

The data on the relationship of altruism to openness of climate were rather inconclusive, due to very low correlation coefficients across all groups. One possible explanation is that this service orientation is not affected by any shift in openness of climate. Educators are encouraged to view their occupation as rather specialized, requiring certification to carry on the work of the profession. Although society may not view educators as professional, educators see themselves as professionals and believe that their preparation enables them to make technically correct decisions for their clients based upon professional knowledge. Thus, altruism may be a function of the occupation, but not necessarily a function of the setting in which the work is performed.

The foregoing analysis is generally supported by the supplementary data relating the dimensions of bureaucracy to those of professionalism. This set of data reveals that the lower an individual is positioned in the organizational hierarchy, the more important autonomy from client influence becomes in an increasingly bureaucratic setting. This tends to support the previous finding that superintendents, by virtue of their limited interaction with students, are much less concerned about freedom from client influence than are principals and teachers.

Analysis of the supplementary data also indicate that the lower a person is positioned in the organizational hierarchy, the less important autonomy from organization influence becomes in an increasingly bureaucratic setting. The hierarchy of authority dimension, in particular, supports earlier discussions regarding the relationship of autonomy from the organization to openness of climate. Indeed, each of the bureaucratic dimensions would seem to indicate that the consequences of

increased bureaucratization are most acutely felt on the upper and middle levels of the hierarchy.

Earlier discussion of altruism was further supported by the supplementary data. One finds, however, that the level on which a person is positioned in the hierarchy seems to contribute to perceptions of altruism. Superintendents seem to view altruism as reasonably important in an increasingly bureaucratic setting, while teachers evidence a somewhat different perception. Again, this could well be attributed to the degree of interaction the person has with students. Superintendents interact rather infrequently with students, and therefore have little opportunity to evaluate the extent to which altruism relates to decisions made. Thus, their service orientation remains high. Teachers, on the other hand, may lose any sense of conscious application of altruistic license and make altruistic decisions rather routinely.

One of the stated limitations of this research was the very real possibility that superintendents, principals, and teachers might each perceive climate differently, i.e., climate from a top management, middle management, and worker perspective. In essence, these varied perspectives create separate perceived climates for both the manager and the managed.

If, indeed, the findings of this study are mediated by such a conceptual bifurcation, some reassessment of these findings is in order. Essentially, the perception of climate would center around the issue of control. In other words, those on the managerial levels of the organization may very well equate openness of climate with opportunity to exercise control over those at the worker levels. One might expect in this case that the superintendents and principals would relate bureaucracy

and its characteristic dimensions positively with their perceived openness of climate, as the findings of this research would seem to indicate.

The workers may conceive of climate in quite the opposite way, as freedom from control. They would therefore be expected to relate bureaucracy negatively with this perception of climate, as this research hypothesized. As has already been mentioned, the findings of this study were significantly different from this hypothesized relationship.

The relationship of the professionalism dimension to openness of climate may also have been mediated by these separate perceptions of climate. If, as some would suppose, administrators are "professional bureaucrats," it is reasonable to assume that their orientation toward the relationship of teachers' professional autonomy and altruism would be less than positive. One might therefore expect that they would correlate such autonomy-based professionalism negatively with openness of climate predicated on a desire for control.

Whether such a dual perception of climate exists is worthy of further study, provided that an instrument is used that is sensitive to such perceptual differences.

#### Implications

Any implications to be derived from this research must be tempered with the normal caution that marks a careful researcher. Limitations of this study, both explicit and implicit, tend to mediate the results, no matter how diligently one attempts to control for such limitations.

There are, however, certain implications in these findings that are noteworthy. These include the following:

1. The finding that bureaucracy is associated with an open rather than a closed climate would seem to be inconsistent with the bureaucratic theory base that guided this research. Perhaps, as some researchers have indicated, educators, and particularly teachers, do desire the structured decision processes that the bureaucracy provides.

2. The seemingly minimal association of attitudinal professionalism with openness of climate seems to indicate that professionalism is rather constant regardless of whether the climate is open or closed.

3. The supplementary data indicate that bureaucracy tends to diminish certain attitudes toward professional values. Perhaps, as Hall has indicated, a certain equilibrium may exist between the levels of professionalization and bureaucratization in the sense that a particular level of professionalization may require a certain level of bureaucratization to maintain social control.<sup>4</sup>

An alternative explanation, and one that is garnering increasing support from those who regularly study the machinations of bureaucratization, is that suggested by Sorenson and Sorenson.<sup>5</sup> The increasing bureaucratization of organizational society may very well be destroying professional values and replacing them with organizationally imposed and directed norms of rationality. Such death of the individual's professional value system has been described only too well by Chapman:

It may be that the task of being fully human through the maintenance of two-way social relations have become too burdensome and abstract for social man so that the cost of being human must be reduced to the economy and efficiency of bureaucracy, and from the one-way commands of bureaucracy to nothingness and death. Habitually, one loves bureaucracy, is attached to it, and wants to preserve it as it compels him to conduct and actions of self-destruction. Man at war with

himself may very well succeed in killing himself. It is certain that the burden of being human falls fully upon the intellect of each individual. Bureaucracy has declared war upon such nonsense.<sup>6</sup>

#### Recommendations for Further Study

If the findings of this study are to be of any value, either to the body of theory which guides inquiry into the nature of organizations or to the knowledge base which directs practice of the educational profession, further research is necessary. The following questions will hopefully stimulate continued research into the issues addressed in this study:

1. If educators, and particularly teachers, desire the structure provided by the bureaucracy, at what point does bureaucratic dysfunction take place?
2. Are professional values balanced by the bureaucracy, as some would suggest, or does bureaucracy simply replace professional values with those that are bureaucratically legislated?
3. Does the relationship of bureaucracy and/or professionalism to openness of climate change when one controls for the effects of interaction between the two?
4. What is the nature of client interaction on the upper levels of the hierarchy? How does such client interaction compare with that on the lower level?
5. Does research account for the apparent perceptual isolation of principals within the control structure of the organization?
6. Is this a function of the role of the principal, or are other factors, such as time, place, and situation involved?

7. Does the principal's buffering position between the upper administration and the teachers serve to generate negative affect within any one or all three groups?

8. Do students share their teachers' views that bureaucracy is related to an open climate?

9. Does the timing of the data collection affect the results, i.e., if data were collected in the early part of the school year, would perceptions of respondents be different?

10. Would a structural rather than attitudinal measure of bureaucracy show results similar to the findings of this research?

11. Is altruism a function of the educational profession, or do educators merely profess a belief in a service orientation due to indoctrinating methods during professional preparation?

Finally, the following general recommendations are offered:

1. Work must continue to establish the best possible means of measuring organizational climate. While the instrumentation employed in this research is most certainly a valid, reliable measuring device, the changing nature of educational organizations demands a constant effort to more accurately measure the nuances of organizational life.

2. New techniques for collecting various types of data in the schools must be developed and tested. School systems and their employees have been so inundated with survey research that even the most careful researcher is tempted toward imperfect research techniques in order to collect sufficient data to warrant analysis and permit generalizability.

3. There are those who claim that the theory movement and its concomitant quantitative research thrust are in the last agonizing throes of death. Such claims seem to rest not so much on the validity



of theory, but on the inability of research to support the theory. This writer would like to suggest that before the theory movement is put to rest with a somber nod to "what once was," it would behoove theorists and practitioners alike to consider that today's practice was yesterday's theory. For tomorrow's administrative practices to be any better, today's theory deserves a more rigorous testing. If theory is to be dismissed as useless, then let it be done with the full knowledge that all possible avenues of theoretically based inquiry have been thoroughly traveled.

#### ENDNOTES

<sup>1</sup>George C. Homans, Social Behavior: Its Elementary Forms (revised ed., New York, 1974), p. 356.

<sup>2</sup>James G. Anderson, "Bureaucratic Rules: Bearers of Organizational Authority," Educational Administration Quarterly (Winter, 1966), pp. 7-33.

<sup>3</sup>James E. Sorenson and Thomas L. Sorenson, "The Conflicts of Professionals in Bureaucratic Organizations," Administrative Science Quarterly, 19 (1974), pp. 98-106.

<sup>4</sup>Richard Hall, "Professionalization and Bureaucratization," American Sociological Review, 33:1 (February, 1968), pp. 92-104.

<sup>5</sup>Sorenson and Sorenson, pp. 98-106.

<sup>6</sup>Ivan Chapman, "The War of Bureaucracy with Society," paper presented at the meeting of the Southwestern Sociological Association (Houston, 1978).

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**APPENDIXES**

APPENDIX A

LETTERS



# Oklahoma State University

DEPARTMENT OF EDUCATIONAL ADMINISTRATION  
AND HIGHER EDUCATION  
STILLWATER, OKLAHOMA 74074

STILLWATER, OKLAHOMA 74074  
ROOM 309 GUNDERSEN HALL  
(405) 624-7244

December 19, 1979

Dear Superintendent:

We are preparing to study certain aspects of the school environment and have selected your district as one of ten for participation in this important study. Therefore, we need your support and assistance to insure the success of this effort.

Specifically, the study will seek to determine your feelings and the feelings of selected members of your administration and teaching staff toward certain characteristics of schools and the environment in which schools operate. All responses will be obtained by means of a brief confidential questionnaire dealing with no issues which could be considered sensitive or controversial.

Should you decide to participate in the study, we will need to obtain from you a list of names and addresses for all teachers and building administrators in your district. These should preferably be categorized by school building, if possible. This list will be used to select a sample group from the roster.

In order that we may answer any questions that you might have regarding this study, we would like to telephone you during the week of January 7, after you have returned from Christmas break.

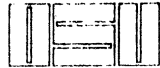
Thank you for your time and consideration.

Sincerely,

Kenneth St. Clair  
Professor

Robert L. Spinks  
Research Associate

phs



# Oklahoma State University

DEPARTMENT OF EDUCATIONAL ADMINISTRATION  
AND HIGHER EDUCATION  
STILLWATER, OKLAHOMA 74074

STILLWATER, OKLAHOMA 74074  
ROOM 309 GUNDERSEN HALL  
(405) 624-7244

Dear Superintendent:

Thank you for your willingness to assist us in a research study on certain aspects of the school environment. The results of this study will hopefully show ways in which schools and educators can better cope with the educational environment and thus improve the climate for learning.

For this effort to succeed, we need your help. Will you take just a few minutes of your valuable time to fill out this questionnaire? The questions are designed for quick response, so the investment in time should not be great. Some questions may seem rather straight forward, but we need your frank response to each item.

When you finish the questionnaire, simply staple or tape together the loose edges of the booklet and drop it in the mail. Postage is prepaid for your convenience. The booklet does have a code number assigned in order that we may calculate frequency of response from each school system; however, we guarantee that your responses will remain anonymous.

It would be very helpful if we could receive the completed questionnaire booklet by February 15, so we may have sufficient time to analyze the results.

Thank you for your assistance in this important effort.

Sincerely,

Kenneth St. Clair  
Professor

Robert L. Spinks  
Research Associate

enc.  
phs



## *Oklahoma State University*

Department of Educational Administration  
and Higher Education  
Stillwater, Oklahoma 74074 (405) 624-7244

Dear Educator:

Recently we sought your assistance in a study on the educational environment in which your school system has agreed to participate. We know how easy it is for mailings to be misplaced or lost, so we are sending you another questionnaire in case you did not have an opportunity to fill one out.

Please help us in this endeavor to more accurately identify aspects of the school environment. Your input is vital and you may be assured it will remain anonymous.

We need your response by February 21, so that we may have sufficient time to analyze the results.

Thanks again for your help.

Sincerely,

Kenneth St. Clair  
Professor

Robert Spinks  
Research Associate

APPENDIX B

SCHOOL ORGANIZATIONAL INVENTORY

## SUPERINTENDENT FORM

## PART II

INSTRUCTIONS: In this series of statements, you are asked to indicate how well each one describes the organizational characteristics of your school. For each statement, circle the answer on the answer sheet which you feel comes closest to describing your own school organization.

	ALWAYS TRUE	OFTEN TRUE	OCCASIONALLY TRUE	SELDOM TRUE	NEVER TRUE
1. A person who wants to make his own decisions would quickly become discouraged in this school system.	AT	OFT	OCT	ST	NT
2. Rules stating when teachers arrive and depart from the school buildings are strictly enforced.	AT	OFT	OCT	ST	NT
3. The use of a wide variety of teaching methods and materials is encouraged in this school system.	AT	OFT	OCT	ST	NT
4. Teachers are expected to be courteous, but reserved, at all times in dealing with parents.	AT	OFT	OCT	ST	NT
5. Staff members of this school system always get their orders from higher up.	AT	OFT	OCT	ST	NT
6. The time for informal staff get-togethers during the school day is strictly regulated.	AT	OFT	OCT	ST	NT
7. In dealing with student discipline problems teachers are encouraged to consider the individual offender, not the offense, in deciding on a suitable punishment.	AT	OFT	OCT	ST	NT
8. Staff members are allowed to do almost as they please in their classroom work.	AT	OFT	OCT	ST	NT
9. Teachers are expected to abide by the spirit of the rules of the school rather than stick to the letter of the rules.	AT	OFT	OCT	ST	NT



	ALWAYS TRUE	OFTEN TRUE	OCCASIONALLY TRUE	SELDOM TRUE	NEVER TRUE
10. Teachers are expected to follow strict operating procedures at all times.	AT	OFT	OCT	ST	NT
11. The administration sponsors staff get-togethers.	AT	OFT	OCT	ST	NT
12. Nothing is said if teachers get to school just before roll call or leave right after dismissal occasionally.	AT	OFT	OCT	ST	NT
13. Going through proper channels is constantly stressed.	AT	OFT	OCT	ST	NT
14. Teachers are encouraged to become friendly with groups and individuals outside the school.	AT	OFT	OCT	ST	NT
15. There can be little action until an administrator approves a decision.	AT	OFT	OCT	ST	NT
16. The teachers are constantly being checked for rule violations.	AT	OFT	OCT	ST	NT
17. Teachers who have contact with parents and other citizens are instructed in proper procedures for greeting and talking with them.	AT	OFT	OCT	ST	NT
18. The school system has a manual of rules and regulations for teachers to follow.	AT	OFT	OCT	ST	NT
19. Each staff member is responsible to an administrator to whom the member regularly reports.	AT	OFT	OCT	ST	NT
20. A person can make his own decisions without checking with anyone else.	AT	OFT	OCT	ST	NT
21. There is only one way to do the job -- my way.	AT	OFT	OCT	ST	NT
22. In dealing with student behavior problems the school has standard punishments for standard offenses regardless of the individual involved.	AT	OFT	OCT	ST	NT
23. Teachers are required to clear with an administrator before they take any action.	AT	OFT	OCT	ST	NT

	ALWAYS TRUE	OFTEN TRUE	OCCASIONALLY TRUE	SELDOM TRUE	NEVER TRUE
24. No one can get necessary supplies without permission from an administrator.	AT	OFT	OCT	ST	NT
25. Written orders from higher up are to be followed unquestioningly.	AT	OFT	OCT	ST	NT
26. The same procedures are to be followed in most situations.	AT	OFT	OCT	ST	NT
27. Students are treated within the rules of the school, no matter how serious a problem they have.	AT	OFT	OCT	ST	NT
28. Even small matters have to be referred to an administrator for a final answer.	AT	OFT	OCT	ST	NT
29. Teachers are expected not to leave their classroom without permission.	AT	OFT	OCT	ST	NT
30. Whenever teachers have a problem, they are supposed to go to a specific person for an answer.	AT	OFT	OCT	ST	NT
31. No matter how special a pupil's or parent's problem appears to be, a person is treated the same way as anyone else.	AT	OFT	OCT	ST	NT
32. Any decision made in this school system has to have the approval of an administrator.	AT	OFT	OCT	ST	NT
33. Red tape is often a problem in getting a job done in this school system.	AT	OFT	OCT	ST	NT

## PRINCIPAL FORM

## PART II

INSTRUCTIONS: In this series of statements, you are asked to indicate how well each one describes the organizational characteristics of your school. For each statement, circle the answer on the answer sheet which you feel comes closest to describing your own school organization.

	ALWAYS TRUE	OFTEN TRUE	OCCASIONALLY TRUE	SELDOM TRUE	NEVER TRUE
1. A person who wants to make his own decisions would quickly become discouraged in this school.	AT	OFT	OCT	ST	NT
2. Rules stating when teachers arrive and depart from the building are strictly enforced.	AT	OFT	OCT	ST	NT
3. The use of a wide variety of teaching methods and materials is encouraged in this school.	AT	OFT	OCT	ST	NT
4. Teachers are expected to be courteous, but reserved, at all times when dealing with parents.	AT	OFT	OCT	ST	NT
5. Staff members of this school always get their orders from an administrator.	AT	OFT	OCT	ST	NT
6. The time for informal staff get-togethers during the school day is strictly regulated.	AT	OFT	OCT	ST	NT
7. In dealing with student discipline problems teachers are encouraged to consider the individual offender, not the offense, in deciding on a suitable punishment.	AT	OFT	OCT	ST	NT
8. Staff members are allowed to do almost as they please in their classroom work.	AT	OFT	OCT	ST	NT
9. Teachers are expected to abide by the spirit of the rules of the school rather than stick to the letter of the rules.	AT	OFT	OCT	ST	NT

	ALWAYS TRUE	OFTEN TRUE	OCCASIONALLY TRUE	SELDOM TRUE	NEVER TRUE
10. Teachers are expected to follow strict operating procedures at all times.	AT	OFT	OCT	ST	NT
11. The administration sponsors staff get-togethers.	AT	OFT	OCT	ST	NT
12. Nothing is said if teachers get to school just before roll call or leave right after dismissal occasionally.	AT	OFT	OCT	ST	NT
13. Going through proper channels is constantly stressed.	AT	OFT	OCT	ST	NT
14. Teachers are encouraged to become friendly with groups and individuals outside the school.	AT	OFT	OCT	ST	NT
15. There can be little action until an administrator approves a decision.	AT	OFT	OCT	ST	NT
16. The teachers are constantly being checked for rule violations.	AT	OFT	OCT	ST	NT
17. Teachers who have contact with parents and other citizens are instructed in proper procedures for greeting and talking with them.	AT	OFT	OCT	ST	NT
18. The school has a manual of rules and regulations for teachers to follow.	AT	OFT	OCT	ST	NT
19. Each staff member is responsible to an administrator to whom the member regularly reports.	AT	OFT	OCT	ST	NT
20. A person can make his own decisions without checking with anyone else.	AT	OFT	OCT	ST	NT
21. There is only one way to do the job -- my way.	AT	OFT	OCT	ST	NT
22. In dealing with student behavior problems the school has standard punishments for standard offenses regardless of the individual involved.	AT	OFT	OCT	ST	NT

	ALWAYS TRUE	OFTEN TRUE	OCCASIONALLY TRUE	SELDOM TRUE	NEVER TRUE
23. Teachers are required to check with an administrator before they take any action.	AT	OFT	OCT	ST	NT
24. No one can get necessary supplies without permission from an administrator.	AT	OFT	OCT	ST	NT
25. Teachers are to follow written orders without question.	AT	OFT	OCT	ST	NT
26. The same procedures are to be followed in most situations.	AT	OFT	OCT	ST	NT
27. Students are treated within the rules of the school, no matter how serious a problem they have.	AT	OFT	OCT	ST	NT
28. Even small matters have to be referred to an administrator for a final answer.	AT	OFT	OCT	ST	NT
29. Teachers are expected not to leave their classroom without permission.	AT	OFT	OCT	ST	NT
30. Whenever teachers have a problem, they are supposed to go to a specific person for an answer.	AT	OFT	OCT	ST	NT
31. No matter how special a pupil's or parent's problem appears to be, a person is treated the same way as anyone else.	AT	OFT	OCT	ST	NT
32. Any decision made by teachers has to have approval of an administrator.	AT	OFT	OCT	ST	NT
33. Red tape is often a problem in getting a job done in this school.	AT	OFT	OCT	ST	NT

## TEACHER FORM

## PART II

INSTRUCTIONS: In this series of statements, you are asked to indicate how well each describes the organizational characteristics of your school. For each statement, circle the answer which you feel comes closest to describing your own school organization.

	ALWAYS TRUE	OFTEN TRUE	OCCASIONALLY TRUE	SELDOM TRUE	NEVER TRUE
1. A person who wants to make his own decisions would quickly become discouraged in this school.	AT	OFT	OCT	ST	NT
2. Rules stating when teachers arrive and depart from the building are strictly enforced.	AT	OFT	OCT	ST	NT
3. The use of a wide variety of teaching methods and materials is encouraged in this school.	AT	OFT	OCT	ST	NT
4. We are expected to be courteous, but reserved, at all times in our dealings with parents.	AT	OFT	OCT	ST	NT
5. Staff members of this school always get their orders from higher up.	AT	OFT	OCT	ST	NT
6. The time for informal staff get-togethers during the school day is strictly regulated by the administration.	AT	OFT	OCT	ST	NT
7. In dealing with student discipline problems teachers are encouraged to consider the individual offender, not the offense, in deciding on a suitable punishment.	AT	OFT	OCT	ST	NT
8. Staff members are allowed to do almost as they please in their classroom work.	AT	OFT	OCT	ST	NT
9. The teacher is expected to abide by the spirit of the rules of the school rather than stick to the letter of the rules.	AT	OFT	OCT	ST	NT

	ALWAYS TRUE	OFTEN TRUE	OCCASIONALLY TRUE	SELDOM TRUE	NEVER TRUE
10. We are to follow strict operating procedures at all times.	AT	OFT	OCT	ST	NT
11. The administration sponsors staff get-togethers.	AT	OFT	OCT	ST	NT
12. Nothing is said of you get to school just before roll call or leave right after dismissal occasionally.	AT	OFT	OCT	ST	NT
13. Going through proper channels is constantly stressed.	AT	OFT	OCT	ST	NT
14. Teachers are encouraged to become friendly with groups and individuals outside the school.	AT	OFT	OCT	ST	NT
15. There can be little action until an administrator approves a decision.	AT	OFT	OCT	ST	NT
16. The teachers are constantly being checked for rule violations.	AT	OFT	OCT	ST	NT
17. Teachers who have contact with parents and other citizens are instructed in proper procedures for greeting and talking with them.	AT	OFT	OCT	ST	NT
18. The school has a manual of rules and regulations for teachers to follow.	AT	OFT	OCT	ST	NT
19. Each staff member is responsible to an administrator to whom the member regularly reports.	AT	OFT	OCT	ST	NT
20. A person can make his own decisions without checking with anyone else.	AT	OFT	OCT	ST	NT
21. There is only one way to do the job -- the Principal's way.	AT	OFT	OCT	ST	NT
22. In dealing with student behavior problems the school has standard punishments for standard offenses regardless of the individual involved.	AT	OFT	OCT	ST	NT

	ALWAYS TRUE	OFTEN TRUE	OCCASIONALLY TRUE	SELDOM TRUE	NEVER TRUE
23. I have to ask the principal before I do almost everything.	AT	OFT	OCT	ST	NT
24. No one can get necessary supplies without permission from the principal or vice-principal.	AT	OFT	OCT	ST	NT
25. Written orders from higher up are followed unquestioningly.	AT	OFT	OCT	ST	NT
26. The same procedures are to be followed in most situations.	AT	OFT	OCT	ST	NT
27. Students are treated within the rules of the school, no matter how serious a problem they have.	AT	OFT	OCT	ST	NT
28. Even small matters have to be referred to someone higher up for a final answer.	AT	OFT	OCT	ST	NT
29. Teachers are expected not to leave their classroom without permission.	AT	OFT	OCT	ST	NT
30. Whenever we have a problem, we are supposed to go to the same person for an answer.	AT	OFT	OCT	ST	NT
31. No matter how special a pupil's or parent's problem appears to be, a person is treated the same way as anyone else.	AT	OFT	OCT	ST	NT
32. Any decision I make has to have my superior's approval.	AT	OFT	OCT	ST	NT
33. Red tape is often a problem in getting a job done in this school.	AT	OFT	OCT	ST	NT



CATEGORICAL BREAKDOWN OF SCHOOL ORGANIZATIONAL  
INVENTORY

Key to the Categorical Breakdown of the  
School Organizational Inventory

Hierarchy of Authority is measured by the items in the questionnaire which correspond to the following numbers:

1, 5, 8, 15, 19, 20, 23, 24, 28, and 32

Rules for Members is measured by the items in the questionnaire which correspond to the following numbers:

2, 6, 9, 12, 16, 18, 25, and 29

Professional Specifications is measured by the items in the questionnaire which correspond to the following numbers:

3, 10, 13, 21, 26, 30, and 33

Impersonalization is measured by the items in the questionnaire which correspond to the following numbers:

4, 7, 11, 14, 17, 22, 27, and 31

KEY TO SCORING SCHOOL ORGANIZATIONAL  
INVENTORY

Items 3, 7, 8, 9, 11, 12, 14, and 20 are scored:

AT = 1, OFT = 2, OCT = 3, ST = 4, and NT = 5

Items 1, 2, 4, 5, 6, 10, 13, 15, 16, 17, 18, 19, 21, 22, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32, and 33 are scored:

AT = 5, OFT = 4, OCT = 3, ST = 2, and NT = 1

APPENDIX C

PROFESSIONAL AUTONOMY SCALE AND PROFESSIONAL  
ALTRUISM SCALE

## SUPERINTENDENT FORM

## PART III

INSTRUCTIONS: Each of these questions contains a set of alternative answers. The alternative answers form a continuum from one extreme at the left end to the other extreme at the right. A series of descriptive terms is used to define four positions along the continuum. Two numbers under each position give eight choices for each response. Try to demonstrate the relative strength of your feeling by carefully selecting your choice along the continuum. Indicate your choice by circling ONE number that comes closest to describing your view of that question.

- |  | AGREE<br>STRONGLY |   | AGREE |   | DISAGREE |   | DISAGREE<br>STRONGLY |   |
|--|-------------------|---|-------|---|----------|---|----------------------|---|
| 1. I try not to let the feelings and speculations of students sway me from holding with decisions I believe to be in their best interests.       | 1                 | 2 | 3     | 4 | 5        | 6 | 7                    | 8 |
| 2. Students are usually very knowledgeable about professional matters and therefore should participate in decisions made in their regard.        | 1                 | 2 | 3     | 4 | 5        | 6 | 7                    | 8 |
| 3. Giving students what they want does not necessarily serve their best interests.   | 1                 | 2 | 3     | 4 | 5        | 6 | 7                    | 8 |
| 4. I shouldn't allow myself to be influenced by the opinions of those colleagues whose ideas do not reflect the thinking of this administration. | 1                 | 2 | 3     | 4 | 5        | 6 | 7                    | 8 |
| 5. Students often don't understand the complexity of decisions I make in their best interests.   | 1                 | 2 | 3     | 4 | 5        | 6 | 7                    | 8 |
| 6. I believe I should adjust my occupational practice to the Board of Education's point of view.   | 1                 | 2 | 3     | 4 | 5        | 6 | 7                    | 8 |
| 7. I think my colleagues ought to be more flexible in allowing their students to participate in decisions made in their regard.                  | 1                 | 2 | 3     | 4 | 5        | 6 | 7                    | 8 |

	AGREE STRONGLY		AGREE		DISAGREE		DISAGREE STRONGLY	
8. In this school system, the administration, typically, is best qualified to judge what is best for the student.	1	2	3	4	5	6	7	8
9. In order to serve the students effectively, it is important that they surrender their judgment to mine.	1	2	3	4	5	6	7	8
10. Personnel who openly criticize the administration of this organization should be encouraged to go elsewhere.	1	2	3	4	5	6	7	8
11. This organization should not expect to have my wholehearted loyalty and support.	1	2	3	4	5	6	7	8
12. In my relationships with students I discourage their attempts to dominate the situation.	1	2	3	4	5	6	7	8
13. I believe it's important to put the interests of the organization above everything else.	1	2	3	4	5	6	7	8
14. It should be permissible for me to violate an organizational rule if I'm sure that the best interests of the student will be served by doing so.	1	2	3	4	5	6	7	8
15. In case of doubt about whether a particular occupational practice is better than another, the primary test should be what seems best for the overall reputation of the organization.	1	2	3	4	5	6	7	8
16. Rather than alter my approach, if a student expresses disapproval of my services, I often recommend he/she seek help elsewhere or try to adjust to my approach.	1	2	3	4	5	6	7	8
17. I should try to put what I judge to be the standards and ideals of my occupation into practice, even if the rules and procedures of this organization discourage it.	1	2	3	4	5	6	7	8

	AGREE STRONGLY		AGREE		DISAGREE		DISAGREE STRONGLY	
18. I believe that administrators and boards of education should facilitate work rather than direct it.	1	2	3	4	5	6	7	8
19. Ultimately my concern is in making technically sound rather than popular decisions about students.	1	2	3	4	5	6	7	8
20. I know my work and expect my students to respect the decisions I make in their regard.	1	2	3	4	5	6	7	8
21. My colleagues and I should try to live up to what we think are the standards of our occupation even if the Board of Education or immediate community doesn't seem to respect them.	1	2	3	4	5	6	7	8
22. I believe independence from student influence is the hallmark of expert service.	1	2	3	4	5	6	7	8

## PRINCIPAL FORM

## PART III

INSTRUCTIONS: Each of these questions contains a set of alternative answers. The alternative answers form a continuum from one extreme at the left end to the other extreme at the right. A series of descriptive terms is used to define four positions along the continuum. Two numbers under each position give eight choices for each response. Try to demonstrate the relative strength of your feeling by carefully selecting your choice along the continuum. Indicate your choice by circling ONE number that comes closest to describing your view of that question.

- |   | AGREE<br>STRONGLY |   | AGREE |   | DISAGREE |   | DISAGREE<br>STRONGLY |
|---|-------------------|---|-------|---|----------|---|----------------------|
| 1. I try not to let the feelings and speculations of students sway me from holding with decisions I believe to be in their best interests.      | 1                 | 2 | 3     | 4 | 5        | 6 | 7 8                  |
| 2. Students are usually very knowledgeable about professional matters and therefore should participate in decisions made in their regard.       | 1                 | 2 | 3     | 4 | 5        | 6 | 7 8                  |
| 3. Giving students what they want does not necessarily serve their best interests.  | 1                 | 2 | 3     | 4 | 5        | 6 | 7 8                  |
| 4. I shouldn't allow myself to be influenced by the opinions of those colleagues whose ideas do not reflect the thinking of the administration. | 1                 | 2 | 3     | 4 | 5        | 6 | 7 8                  |
| 5. Students often don't understand the complexity of decisions I make in their best regards.  | 1                 | 2 | 3     | 4 | 5        | 6 | 7 8                  |
| 6. I believe I should adjust my occupational practice to the administration's point of view.  | 1                 | 2 | 3     | 4 | 5        | 6 | 7 8                  |
| 7. I think my colleagues ought to be more flexible in allowing their students to participate in decisions made in their regard.                 | 1                 | 2 | 3     | 4 | 5        | 6 | 7 8                  |

	AGREE STRONGLY		AGREE		DISAGREE		DISAGREE STRONGLY	
	1	2	3	4	5	6	7	8
8. Typically the administration is better qualified to judge what is best for the student than I am.	1	2	3	4	5	6	7	8
9. In order to serve my students effectively, it is important that they surrender their judgment to mine.	1	2	3	4	5	6	7	8
10. Personnel who openly criticize the administration of this organization should be encouraged to go elsewhere.	1	2	3	4	5	6	7	8
11. This organization should not expect to have my wholehearted loyalty and support.	1	2	3	4	5	6	7	8
12. In my relationships with students I discourage their attempts to dominate the situation.	1	2	3	4	5	6	7	8
13. I believe it's important to put the interests of the organization above everything else.	1	2	3	4	5	6	7	8
14. It should be permissible for me to violate an organizational rule if I'm sure that the best interests of the student will be served by doing so.	1	2	3	4	5	6	7	8
15. In case of doubt about whether a particular occupational practice is better than another, the primary test should be what seems best for the overall reputation of the organization.	1	2	3	4	5	6	7	8
16. Rather than alter my approach, if a student expresses disapproval of my services, I often recommend he/she seek help elsewhere or try to adjust to my approach.	1	2	3	4	5	6	7	8
17. I should try to put what I judge to be the standards and ideal of my occupation into practice, even if the rules and procedures of this organization discourage it.	1	2	3	4	5	6	7	8

	AGREE STRONGLY		AGREE		DISAGREE		DISAGREE STRONGLY	
18. I believe that administrators and boards of education should facilitate my work rather than direct it.	1	2	3	4	5	6	7	8
19. Ultimately my concern is in making technically sound rather than popular decisions about students.	1	2	3	4	5	6	7	8
20. I know my work and expect my students to respect the decisions I make in their regard.	1	2	3	4	5	6	7	8
21. My colleagues and I should try to live up to what we think are the standards of our occupation even if the administration or immediate community doesn't seem to respect them.	1	2	3	4	5	6	7	8
22. I believe independence from student influence is the hallmark of expert service.	1	2	3	4	5	6	7	8



## TEACHER FORM

## PART III

INSTRUCTIONS: Each of these questions contains a set of alternative answers. The alternative answers form a continuum from one extreme at the left end to the other extreme at the right. A series of descriptive terms is used to define four positions along the continuum. Two numbers under each position give eight choices for each response. Try to demonstrate the relative strength of your feeling by carefully selecting your choice along the continuum. Indicate your choice by circling ONE number that comes closest to describing your view of that question.

	AGREE STRONGLY		AGREE		DISAGREE		DISAGREE STRONGLY
1. I try not to let the feelings and speculations of students sway me from holding with decisions I believe to be in their best interests.	1	2	3	4	5	6	7 8
2. Students are usually very knowledgeable about professional matters and therefore should participate in decisions made in their regard.	1	2	3	4	5	6	7 8
3. Giving students what they want does not necessarily serve their best interests.	1	2	3	4	5	6	7 8
4. I shouldn't allow myself to be influenced by the opinions of those colleagues whose ideas do not reflect the thinking of the administration.	1	2	3	4	5	6	7 8
5. Students often don't understand the complexity of decisions I make in their best interests.	1	2	3	4	5	6	7 8
6. I believe I should adjust my occupational practice to the administration's point of view.	1	2	3	4	5	6	7 8
7. I think my colleagues ought to be more flexible in allowing their students to participate in decisions made in their regard.	1	2	3	4	5	6	7 8

	AGREE STRONGLY		AGREE		DISAGREE		DISAGREE STRONGLY	
8. Typically the administration is better qualified to judge what is best for the student than I am.	1	2	3	4	5	6	7	8
9. In order to serve my students effectively, it is important that they surrender their judgment to mine.	1	2	3	4	5	6	7	8
10. Personnel who openly criticize the administration of this organization should be encouraged to go elsewhere.	1	2	3	4	5	6	7	8
11. This organization should not expect to have my wholehearted loyalty and support.	1	2	3	4	5	6	7	8
12. In my relationships with students I discourage their attempts to dominate the situation.	1	2	3	4	5	6	7	8
13. I believe it's important to put the interests of the organization above everything else.	1	2	3	4	5	6	7	8
14. It should be permissible for me to violate an organizational rule if I'm sure that the best interests of the student will be served by doing so.	1	2	3	4	5	6	7	8
15. In case of doubt about whether a particular occupational practice is better than another, the primary test should be what seems best for the overall reputation of the organization.	1	2	3	4	5	6	7	8
16. Rather than alter my approach, if a student expresses disapproval of my services, I often recommend he/she seek help elsewhere or try to adjust to my approach.	1	2	3	4	5	6	7	8
17. I should try to put what I judge to be the standards and ideals of my occupation into practice, even if the rules and procedures of this organization discourage it.	1	2	3	4	5	6	7	8

	AGREE STRONGLY		AGREE		DISAGREE		DISAGREE STRONGLY	
18. I believe that administrators and boards of education should facilitate my work rather than direct it.	1	2	3	4	5	6	7	8
19. Ultimately my concern is in making technically sound rather than popular decisions about students.	1	2	3	4	5	6	7	8
20. I know my work and expect my students to respect the decisions I make in their regard.	1	2	3	4	5	6	7	8
21. My colleagues and I should try to live up to what we think are the standards of our occupation even if the administration or immediate community doesn't seem to respect them.	1	2	3	4	5	6	7	8
22. I believe independence from student influence is the hallmark of expert service.	1	2	3	4	5	6	7	8

## CATEGORICAL BREAKDOWN OF THE PROFESSIONAL

## AUTONOMY SCALE

Autonomy from Client is measured by the following numbered items in the questionnaire: 1, 2, 3, 5, 7, 9, 12, 16, 19, 20, and 22.

Autonomy from the Employing Organization is measured by the following numbered items in the questionnaire: 4, 6, 8, 10, 11, 13, 14, 15, 17, 18, and 21.

## KEY TO SCORING THE PROFESSIONAL AUTONOMY

## SCALE

Items 2, 4, 6, 7, 8, 10, 13, and 15 are scored:

Agree		Agree		Disagree		Disagree	
Strongly				Strongly		Strongly	
1	2	3	4	5	6	7	8

Items 1, 3, 5, 9, 11, 12, 14, 16, 17, 18, 19, 20, 21, and 22 are scored:

Agree		Agree		Disagree		Disagree	
Strongly				Strongly		Strongly	
8	7	6	5	4	3	2	1

## SUPERINTENDENT FORM

## PART IV

INSTRUCTIONS: Each of these questions contains a set of alternative answers. The alternative answers form a continuum from one extreme at the left end to the other extreme at the right. A series of descriptive terms is used to define four positions along the continuum. Two numbers under each position give eight choices for each response. Try to demonstrate the relative strength of your feeling by carefully selecting your choice along the continuum. Indicate your choice by circling ONE number that comes closest to describing your view of that question.

	AGREE STRONGLY		AGREE		DISAGREE		DISAGREE STRONGLY
1. The work of my occupation is sufficiently important to me that I probably would have selected this occupation regardless of its financial and status rewards.	1	2	3	4	5	6	7 8
2. Sometimes organizational efficiency must take precedence over the convenience of the student.	1	2	3	4	5	6	7 8
3. Even if I personally dislike a student, I try my best to serve his/her needs.	1	2	3	4	5	6	7 8
4. To some extent, my salary does affect my willingness and enthusiasm to provide the best possible service to students.	1	2	3	4	5	6	7 8
5. I have to expect that the needs of my students will periodically interfere with my personal life.	1	2	3	4	5	6	7 8
6. When a student responds negatively to my efforts in his/her behalf, I am relieved of my responsibilities in his/her behalf.	1	2	3	4	5	6	7 8
7. I believe I treat all students equally, regardless of their social status or position.	1	2	3	4	5	6	7 8

- |  | AGREE<br>STRONGLY |   | AGREE |   | DISAGREE |   | DISAGREE<br>STRONGLY |
|--|-------------------|---|-------|---|----------|---|----------------------|
| 8. I try to ignore any kind of organizational pressure that might lessen the objectivity of my dealings with students.                 | 1                 | 2 | 3     | 4 | 5        | 6 | 7 8                  |
| 9. Without losing perspective, I believe it is important that I become personally concerned with every student I come in contact with. | 1                 | 2 | 3     | 4 | 5        | 6 | 7 8                  |

## PRINCIPAL FORM

## PART IV

INSTRUCTIONS: Each of these questions contains a set of alternative answers. The alternative answers form a continuum from one extreme at the left end to the other extreme at the right. A series of descriptive terms is used to define four positions along the continuum. Two numbers under each position give eight choices for each response. Try to demonstrate the relative strength of your feeling by carefully selecting your choice along the continuum. Indicate your choice by circling ONE number that comes closest to describing your view of that question.

- |  | AGREE<br>STRONGLY |  | AGREE |  | STRONGLY |  | DISAGREE<br>STRONGLY |  |
|--|-------------------|--|-------|--|----------|--|----------------------|--|
|  | 1 2               |  | 3 4   |  | 5 6      |  | 7 8                  |  |
| 1. The work of my occupation is sufficiently important to me that I probably would have selected this occupation regardless of its financial and status rewards. | 1 2               |  | 3 4   |  | 5 6      |  | 7 8                  |  |
| 2. Sometimes organizational efficiency must take precedence over the convenience of the student.   | 1 2               |  | 3 4   |  | 5 6      |  | 7 8                  |  |
| 3. Even if I personally dislike a student, I try my best to serve his/her needs.   | 1 2               |  | 3 4   |  | 5 6      |  | 7 8                  |  |
| 4. To some extent, my salary does affect my willingness and enthusiasm to provide the best possible services to students.  | 1 2               |  | 3 4   |  | 5 6      |  | 7 8                  |  |
| 5. I have to expect that the needs of my students will periodically interfere with my personal life.   | 1 2               |  | 3 4   |  | 5 6      |  | 7 8                  |  |
| 6. When a student responds negatively to my efforts in his/her behalf, I am relieved of my responsibilities in his/her behalf.                                   | 1 2               |  | 3 4   |  | 5 6      |  | 7 8                  |  |
| 7. I believe I treat all students equally, regardless of their social status or positions.   | 1 2               |  | 3 4   |  | 5 6      |  | 7 8                  |  |

- |  | AGREE<br>STRONGLY |   | AGREE |   | DISAGREE |   | DISAGREE<br>STRONGLY |
|--|-------------------|---|-------|---|----------|---|----------------------|
| 8. I try to ignore any kind of organizational pressure that might lessen the objectivity of my dealings with students.                 | 1                 | 2 | 3     | 4 | 5        | 6 | 7 8                  |
| 9. Without losing perspective, I believe it is important that I become personally concerned with every student I come in contact with. | 1                 | 2 | 3     | 4 | 5        | 6 | 7 8                  |



## TEACHER FORM

## PART IV

INSTRUCTIONS: Each of these questions contains a set of alternative answers. The alternative answers form a continuum from one extreme at the left end to the other extreme at the right. A series of descriptive terms is used to define four positions along the continuum. Two numbers under each position give eight choices for each response. Try to demonstrate the relative strength of your feeling by carefully selecting your choice along the continuum. Indicate your choice by circling ONE number that comes closest to describing your view of that question.

- |   | AGREE<br>STRONGLY |  | AGREE |  | DISAGREE |  | DISAGREE<br>STRONGLY |  |
|---|-------------------|--|-------|--|----------|--|----------------------|--|
|   | 1 2               |  | 3 4   |  | 5 6      |  | 7 8                  |  |
| 1. The work of my occupation is sufficiently important to me that I probably would hve selected this occupation regardless of its financial and status rewards. | 1 2               |  | 3 4   |  | 5 6      |  | 7 8                  |  |
| 2. Sometimes organizational efficiency must take precedence over the convenience of the student.  | 1 2               |  | 3 4   |  | 5 6      |  | 7 8                  |  |
| 3. Even if I personally dislike a student, I try my best to serve his/her needs.  | 1 2               |  | 3 4   |  | 5 6      |  | 7 8                  |  |
| 4. To some extent, my salary does affect my willingness and enthusiasm to provide the best possible service to students.  | 1 2               |  | 3 4   |  | 5 6      |  | 7 8                  |  |
| 5. I have to expect that the needs of my students will periodically interfere with my personal life.  | 1 2               |  | 3 4   |  | 5 6      |  | 7 8                  |  |
| 6. When a student responds negatively to my efforts in his/her behalf, I am relieved of my responsibilities in his/her behalf.                                  | 1 2               |  | 3 4   |  | 5 6      |  | 7 8                  |  |
| 7. I believe I treat all students equally, regardless of their social status or position.   | 1 2               |  | 3 4   |  | 5 6      |  | 7 8                  |  |



## KEY TO SCORING THE PROFESSIONAL ALTRUISM

## SCALE

Items 2, 4, and 6 are scored:

Agree Strongly	Agree	Disagree	Disagree Strongly
1 2	3 4	5 6	7 8

Items 1, 3, 5, 7, 8, and 9 are scored:

Agree Strongly	Agree	Disagree	Disagree Strongly
8 7	6 5	4 3	2 1

APPENDIX D

ORGANIZATIONAL CLIMATE DESCRIPTION QUESTIONNAIRE

## SUPERINTENDENT FORM

## PART V

INSTRUCTIONS: Following are some statements about the school setting. Please indicate the extent to which each statement characterizes your school by circling the appropriate response at the right of each statement.

	RARELY OCCURS	SOMETIMES OCCURS	OFTEN OCCURS	VERY FREQUENTLY OCCURS
1. Principals are easy to understand.	RO	SO	OO	VF0
2. Teachers in this school system spend time after school with students who have individual problems.	RO	SO	OO	VF0
3. There is a minority group of teachers in this school system who always oppose the majority.	RO	SO	OO	VF0
4. Extra books are available for classroom use.	RO	SO	OO	VF0
5. Teachers in this school system exert group pressure on nonconforming faculty members.	RO	SO	OO	VF0
6. In faculty meetings, there is the feeling of "let's get things done."	RO	SO	OO	VF0
7. Teachers in this school system seek special favors from their principal.	RO	SO	OO	VF0
8. School supplies are readily available for use in classwork.	RO	SO	OO	VF0
9. Teachers in this school system interrupt other faculty members who are talking in staff meetings.	RO	SO	OO	VF0
10. Most of the teachers here accept the faults of their colleagues.	RO	SO	OO	VF0

	RARELY OCCURS	SOMETIMES OCCURS	OFTEN OCCURS	VERY FREQUENTLY OCCURS
11. There is considerable laughter when teachers gather informally.	R0	S0	00	VF0
12. Teachers ask nonsensical questions in faculty meetings.	R0	S0	00	VF0
13. Custodial service is available when needed.	R0	S0	00	VF0
14. Teachers ramble when they talk in faculty meetings.	R0	S0	00	VF0
15. Teachers in this school system show much school spirit.	R0	S0	00	VF0
16. Principals go out of their way to help teachers.	R0	S0	00	VF0
17. Teachers in this school system stay by themselves.	R0	S0	00	VF0
18. The teachers in this school system accomplish their work with great vim, vigor, and pleasure.	R0	S0	00	VF0
19. Principals in this school system set an example by working hard.	R0	S0	00	VF0
20. Principals look out for the personal welfare of teachers.	R0	S0	00	VF0
21. Principals use constructive criticism.	R0	S0	00	VF0
22. Teachers socialize together in small select groups.	R0	S0	00	VF0
23. Principals are well prepared when they speak at school functions.	R0	S0	00	VF0
24. Principals explain their reasons for criticism to teachers.	R0	S0	00	VF0
25. The morale of the teachers is high.	R0	S0	00	VF0
26. Teachers talk about leaving the school system.	R0	S0	00	VF0

	RARELY OCCURS	SELDOM OCCURS	OFTEN OCCURS	VERY FREQUENTLY OCCURS
27. Principals tell teachers of new ideas they have run across.	R0	S0	00	VF0
28. Principals are in the building before the teachers arrive.	R0	S0	00	VF0
29. The mannerisms of teachers in this school system are annoying.	R0	S0	00	VF0

## PRINCIPAL FORM

## PART V

INSTRUCTIONS: Following are some statements about the school setting. Please indicate the extent to which each statement characterizes your school by circling the appropriate response at the right of each.

	RARELY OCCURS	SELDOM OCCURS	OFTEN OCCURS	VERY FREQUENTLY OCCURS
1. The principal is easy to understand.	RO	SO	OO	VF0
2. Teachers spend time after school with students who have individual problems.	RO	SO	OO	VF0
3. There is a minority group of teachers who always opposed the majority.	RO	SO	OO	VF0
4. Extra books are available for classroom use.	RO	SO	OO	VF0
5. Teachers exert group pressure on nonconforming faculty members.	RO	SO	OO	VF0
6. In faculty meetings, there is the feeling of "let's get things done."	RO	SO	OO	VF0
7. Teachers seek special favors from the principal.	RO	SO	OO	VF0
8. School supplies are readily available for use in classwork.	RO	SO	OO	VF0
9. Teachers interrupt other faculty members who are talking in staff meetings.	RO	SO	OO	VF0
10. Most of the teachers here accept the faults of their colleagues.	RO	SO	OO	VF0
11. There is considerable laughter when teachers gather informally.	RO	SO	OO	VF0
12. Teachers ask nonsensical questions in faculty meetings.	RO	SO	OO	VF0



	RARELY OCCURS	SELDOM OCCURS	OFTEN OCCURS	VERY FREQUENTLY OCCURS
13. Custodial service is available when needed.	RO	SO	OO	VFO
14. Teachers ramble when they talk in faculty meetings.	RO	SO	OO	VFO
15. Teachers at this school show much school spirit.	RO	SO	OO	VFO
16. The principal goes out of his way to help teachers.	RO	SO	OO	VFO
17. Teachers at this school stay by themselves.	RO	SO	OO	VFO
18. The teachers accomplish their work with great vim, vigor, and pleasure.	RO	SO	OO	VFO
19. The principal sets an example by working hard.	RO	SO	OO	VFO
20. The principal looks out for the personal welfare of teachers.	RO	SO	OO	VFO
21. The principal uses constructive criticism.	RO	SO	OO	VFO
22. Teachers socialize together in small select groups.	RO	SO	OO	VFO
23. The principal is well prepared when he speaks at school functions.	RO	SO	OO	VFO
24. The principal explains his reasons for criticism to teachers.	RO	SO	OO	VFO
25. The morale of the teachers is high.	RO	SO	OO	VFO
26. Teachers talk about leaving the school system.	RO	SO	OO	VFO
27. The principal tells teachers of new ideas he has run across.	RO	SO	OO	VFO
28. The principal is in the building before the teachers arrive.	RO	SO	OO	VFO
29. The mannerisms of teachers in this school system are annoying.	RO	SO	OO	VFO

## TEACHER FORM

## PART V

INSTRUCTIONS: Following are some statements about the school setting. Please indicate the extent to which each statement characterizes your school by circling the appropriate response at the right of each statement.

	RARELY OCCURS	SELDOM OCCURS	OFTEN OCCURS	VERY FREQUENTLY OCCURS
1. The principal is easy to understand.	R0	S0	00	VF0
2. Teachers spend time after school with students who have individual problems.	R0	S0	00	VF0
3. There is a minority group of teachers who always oppose the majority.	R0	S0	00	VF0
4. Extra books are available for classroom use.	R0	S0	00	VF0
5. Teachers exert group pressure on nonconforming faculty members.	R0	S0	00	VF0
6. In faculty meetings, there is the feeling of "let's get things done."	R0	S0	00	VF0
7. Teachers seek special favors from the principal.	R0	S0	00	VF0
8. School supplies are readily available for use in classwork.	R0	S0	00	VF0
9. Teachers interrupt other faculty members who are talking in staff meetings.	R0	S0	00	VF0
10. Most of the teachers here accept the faults of their colleagues.	R0	S0	00	VF0
11. There is considerable laughter when teachers gather informally.	R0	S0	00	VF0
12. Teachers ask nonsensical questions in faculty meetings.	R0	S0	00	VF0

	RARELY OCCURS	SELDOM OCCURS	OFTEN OCCURS	VERY FREQUENTLY OCCURS
13. Custodial service is available when needed.	R0	S0	00	VFO
14. Teachers ramble when they talk in faculty meetings.	R0	S0	00	VFO
15. Teachers at this school show much school spirit.	R0	S0	00	VFO
16. The principal goes out of his way to help teachers.	R0	S0	00	VFO
17. Teachers at this school stay by themselves.	R0	S0	00	VFO
18. The teachers accomplish their work with great vim, vigor, and pleasure.	R0	S0	00	VFO
19. The principal sets an example by working hard.	R0	S0	00	VFO
20. The principal looks out for the personal welfare of teachers.	R0	S0	00	VFO
21. The principal uses constructive criticism.	R0	S0	00	VFO
22. Teachers socialize together in small select groups.	R0	S0	00	VFO
23. The principal is well prepared when he speaks at school functions.	R0	S0	00	VFO
24. The principal explains his reasons for criticism to teachers.	R0	S0	00	VFO
25. The morale of the teachers is high.	R0	S0	00	VFO
26. Teachers talk about leaving the school system.	R0	S0	00	VFO
27. The principal tells teachers of new ideas he runs across.	R0	S0	00	VFO
28. The principal is in the building before the teachers arrive.	R0	S0	00	VFO
29. The mannerisms of teachers at this school are annoying.	R0	S0	00	VFO

CATEGORICAL BREAKDOWN OF THE ORGANIZATIONAL  
CLIMATE DESCRIPTION QUESTIONNAIRE

Thrust is measured by the following numbered items in the questionnaire: 1, 16, 19, 20, 21, 23, 24, 27, and 28.

Esprit is measured by the following numbered items in the questionnaire: 2, 4, 6, 8, 10, 11, 13, 15, 18, and 25.

Disengagement is measured by the following numbered items in the questionnaire: 3, 5, 7, 9, 12, 14, 17, 22, 26, and 29.

APPENDIX E

DESCRIPTIVE STATISTICS ON RESPONDENTS

## DEMOGRAPHICS FORM FOR ALL RESPONDENT

## GROUPS

## PART I

Instructions: Please complete the following by circling the appropriate response or filling in the blanks where indicated.

1. Sex: M F
  
2. Formal preparation completed: 1 = Bachelors Degree  
2 = Bachelors + 16 hours  
3 = Master's Degree  
4 = Master's + 16 hours  
5 = Ed. Specialist  
6 = Ed.D. or Ph.D.
  
3. Circle the grades with which you work: K 1 2 3 4 5  
6 7 8 9 10 11  
12 all grades
  
4. Total number of years professional educational experience (including this year): \_\_\_\_\_
  
5. Total number of years professional educational experience in this district (including this year): \_\_\_\_\_
  
6. Number of years in current position (including this year): \_\_\_\_\_
  
7. Age (nearest birthday): \_\_\_\_\_

TABLE XIII  
DESCRIPTION OF RESPONDENT GROUPS BY SEX

	Male	Female	Total
Superintendents	8	0	8
Principals	25	5	30
Teachers	70	210	280*

\*Two participants did not respond.

TABLE XIV

## DESCRIPTION OF RESPONDENT GROUPS BY LEVEL OF EDUCATION

	Bachelor's Degree	Bachelor's Degree + 16 Hours	Master's Degree	Master's Degree + 16 Hours	Education Specialist	Doctoral Degree	Total
Superintendents	0	0	1	2	1	4	8
Principals	0	1	2	24	3	0	30
Teachers	109	62	76	22	5	0	274*

\*Eight participants did not respond.



TABLE XV  
DESCRIPTION OF RESPONDENT GROUPS BY AGE

	20-24	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60-65	Total
Superintendents	0	0	0	0	1	4	1	0	1	7*
Principals	0	0	10	4	4	8	3	1	1	30
Teachers	18	66	71	43	23	20	19	13	8	278**

Range = 22 to 62 years. Mean: Superintendents = 47 years, principals = 42 years, teachers = 32 years.

\*One participant did not respond.

\*\*Four participants did not respond.

TABLE XVI

## DESCRIPTION OF RESPONDENT GROUPS BY TOTAL YEARS OF EXPERIENCE

	1-5	6-10	11-15	16-20	21-25	26-30	31-35	36-40	Total
Superintendents	0	0	1	1	3	2	1	0	8
Principals	1	4	12	4	6	1	2	0	30
Teachers	93	88	47	19	14	8	6	3	278*

Range = 1 to 38 years. Mean: Superintendents = 23 years, principals = 13 years, teachers = 8 years.

\*Four participants did not respond.

TABLE XVII

## DESCRIPTION OF RESPONDENT GROUPS BY YEARS OF EXPERIENCE IN DISTRICT

	1-5	6-10	11-15	16-20	21-25	26-30	31-35	Total
Superintendents	4	1	1	1	0	0	1	8
Principals	11	6	9	3	0	1	0	30
Teachers	155	68	33	10	7	4	1	278*

Range = 1 to 34 years. Mean: Superintendents = 8 years, principals = 8 years, teachers = 3 years.

\*Four participants did not respond.

TABLE XVIII

DESCRIPTION OF RESPONDENT GROUPS BY YEARS OF EXPERIENCE  
IN CURRENT POSITION

	1-5	6-10	11-15	16-20	21-25	26-30	31-35	Total
Superintendents	4	2	1	0	1	0	0	8
Principals	16	10	4	0	0	0	0	30
Teachers	179	61	24	5	6	1	1	278*

Range = 1 to 33 years. Mean: Superintendents = 8 years, principals = 3 years, teachers = 3 years.

\*Four participants did not respond.

VITA

Robert Louis Spinks

Candidate for the Degree of

Doctor of Education

Thesis: THE RELATIONSHIP BETWEEN THE LEVEL OF BUREAUCRATIZATION AND THE LEVEL OF PROFESSIONALISM AND SCHOOL CLIMATE

Major Field: Educational Administration

Biographical:

Personal Data: Born in Oklahoma City, Oklahoma, April 8, 1951, the son of Mr. and Mrs. Oscar L. Spinks.

Education: Attended elementary school in Savanna, Oklahoma, Haywood, Oklahoma, and McAlester, Oklahoma; graduated from McAlester High School, McAlester, Oklahoma, in 1969; received the Bachelor of Music Education degree from Oklahoma State University in 1973; received the Master of Science degree in Educational Administration from Oklahoma State University in 1977; completed requirements for the Doctor of Education degree at Oklahoma State University in May, 1980.

Professional Experience: Teacher of instrumental and vocal music in the Cushing Junior High School, Cushing, Oklahoma, 1973-74; teacher of instrumental music in the Cushing High School, Cushing, Oklahoma, 1974-76; Graduate Assistant in the College of Education, Oklahoma State University, 1977-78; Assistant to the Dean of the Graduate College, Oklahoma State University, 1978-79; Instructor, Part-Time in the College of Education, Oklahoma State University, 1979-80.

Professional Organizations: Phi Delta Kappa, Kappa Delta Pi, American Education Research Association.