

71-12,548

AUSTIN, David Childers, 1928-  
A STUDY OF THE ATTITUDES OF TEXAS PUBLIC HIGH  
SCHOOL PRINCIPALS TOWARD THE PRINCIPAL'S  
ROLE IN COLLECTIVE NEGOTIATION.

The University of Oklahoma, Ed.D., 1970  
Education, administration

University Microfilms, A XEROX Company, Ann Arbor, Michigan

THIS DISSERTATION HAS BEEN MICROFILMED EXACTLY AS RECEIVED

THE UNIVERSITY OF OKLAHOMA  
GRADUATE COLLEGE


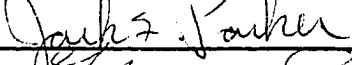
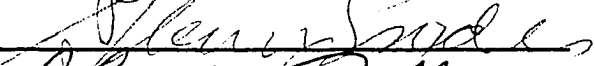
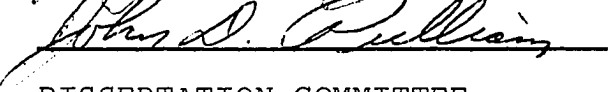
A STUDY OF THE ATTITUDES OF TEXAS PUBLIC HIGH  
SCHOOL PRINCIPALS TOWARD THE PRINCIPAL'S  
ROLE IN COLLECTIVE NEGOTIATION

A DISSERTATION  
SUBMITTED TO THE GRADUATE FACULTY  
in partial fulfillment of the requirements for the  
degree of  
DOCTOR OF EDUCATION

BY  
DAVID CHILDERS AUSTIN  
Norman, Oklahoma  
1970

A STUDY OF THE ATTITUDES OF TEXAS PUBLIC HIGH  
SCHOOL PRINCIPALS TOWARD THE PRINCIPAL'S  
ROLE IN COLLECTIVE NEGOTIATION

APPROVED BY

DISSERTATION COMMITTEE

## ACKNOWLEDGEMENTS

The author wishes to express his appreciation to Dr. Robert F. Bibens, chairman of the doctoral committee and director of this investigation, for his advice and guidance in the development of the study. Further acknowledgement is made for the valuable assistance provided by Dr. Jack F. Parker, Dr. Glenn R. Snider, and Dr. John D. Pulliam.

The degree of success which can be achieved in research is dependent, in large measure, upon the understanding and support of the participants. A debt of gratitude is extended to the principals whose participation was indispensable to the study.

In quest of this degree, the writer has received continuous encouragement from his wife, Zuma, who also assisted in typing the dissertation. Appreciation is expressed to his son, Tony, who was willing to accept the sacrifices necessary.

The inspiration, faith, and confidence communicated to the writer by Dr. Jim L. Kidd is gratefully acknowledged. Also, the writer is indebted to Mr. Robert Ashworth for his constant verbal support.

## TABLE OF CONTENTS

	Page
LIST OF TABLES . . . . .	v
Chapter	
I. THE PROBLEM: ITS BACKGROUND AND SCOPE . . .	1
Introduction . . . . .	1
Purpose of the Study . . . . .	7
Statement of the Problem . . . . .	8
Limitations of the Study . . . . .	8
Definition of Terms . . . . .	9
Procedure Used in the Study . . . . .	12
Organization of the Study . . . . .	13
II. REVIEW OF SELECTED RELATED LITERATURE . . .	14
Origin of Collective Negotiations . . . . .	14
Composition of the Negotiating Unit . . . . .	21
Grievance Procedures . . . . .	28
III. RESEARCH DESIGN AND PROCEDURE . . . . .	29
Development and Validation of the Instrument . . . . .	29
The Sample . . . . .	32
Questionnaire Return Percentage . . . . .	33
Tabulation of the Data . . . . .	34
IV. ANALYSIS AND INTERPRETATION OF DATA . . . . .	35
Presentation of Data . . . . .	37
Summary . . . . .	81
V. SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS .	82
Summary . . . . .	82
Major Findings . . . . .	82
Conclusions . . . . .	94
Recommendations . . . . .	95
BIBLIOGRAPHY . . . . .	97
APPENDIX A . . . . .	101
APPENDIX B . . . . .	103

## LIST OF TABLES

Table	Page
1. Sample Response . . . . .	34
2. Sex, Age, and Experience Data on Responding Principals . . . . .	38
3. Degree and Affiliation Data on Responding Principals . . . . .	40
4. Written School Board-Teacher Agreement . . . . .	42
5. Provision for Principals in School Board-Teacher Agreement . . . . .	44
6. Separate Agreement between Principals and School Board . . . . .	47
7. Dual Role for Principals . . . . .	49
8. Principal as Member of Teacher Negotiating Unit . . . . .	51
9. Principal as a Member of School Board Negotiation Unit . . . . .	53
10. Developing School Board-Teacher Negotiation Unit . . . . .	56
11. Defined Role for Principal under School Board-Teacher Agreement . . . . .	58
12. Opportunity for Principal to Express Views . . . . .	59
13. Review of Negotiated Items before Board Action . . . . .	61
14. Opportunity for Principals to Submit Minority Report . . . . .	63
15. Action when Point of Impasse is Reached . . . . .	66

Table	Page
16. Principals Help in Development of Negotiable Items . . . . .	68
17. Principals Salary Tied to Teacher's Salary Schedule . . . . .	70
18. Grievance Procedure . . . . .	72
19. Principals Involvement with Grievance Procedure . . . . .	74
20. Grievances Presented to Principals in Writing . . . . .	76
21. Protection of Principal under Grievance Clause . . . . .	78
22. Opportunities for Principal to Protest Practices in Grievance Procedures . . . . .	80

A STUDY OF THE ATTITUDES OF TEXAS PUBLIC HIGH  
SCHOOL PRINCIPALS TOWARD THE PRINCIPAL'S  
ROLE IN COLLECTIVE NEGOTIATION

CHAPTER I

THE PROBLEM: ITS BACKGROUND AND SCOPE

Introduction

A new landmark in the history of teacher collective action was established during the school year 1967-68 when 80 per cent of the estimated man days involved in teacher strikes and work stoppages since 1940 occurred.<sup>1</sup> With accelerating speed, teachers used their collective strength to enforce their demands to achieve shared control over policy formulation and administrative decision making. Terms such as strike, bargain, negotiate, sanction, and formal agreement became increasingly familiar in public education as the teachers employed a variety of methods to attain their objectives. As a result, the American teaching profession had entered an era of change, upheaval, and unrest.

---

<sup>1</sup>"New High in Teacher Strikes," Phi Delta Kappan, March, 1969, p. 429.



As with many present day social institutions, school systems have increased in size and complexity. This trend is partially responsible for the lack of adequate communication between administrators and teachers. One method used to insure improved communications has been an increased collective action on the part of teachers. The movement to gain more power for teachers' groups has gained momentum and has encouraged many alterations in education. As educational institutions have encountered the changes ignited by teacher pressure, not only has the power structure of education been altered, but the roles played by the individuals in that structure have changed.

The relationships between teachers, administrators, and school boards which have grown out of this increased activity have also changed. These changing relationships have often altered the status of the principal, his effectiveness in fulfilling administrative and supervisory responsibilities, and his role in educational leadership.<sup>2</sup>

The role of the principal in collective negotiations has not been clearly defined or established.<sup>3</sup> Some have indicated that principals should have no role at all. In

---

<sup>2</sup>Benjamin Epstein, The Principal's Role in Collective Negotiations Between Teachers and School Boards (Washington, D.C.: National Association of Secondary School Principals, 1965), p. 1.

<sup>3</sup>Lester B. Ball, "The Principal and Negotiations," The High School Journal, October, 1968, pp. 22-28.

some localities, the principal has been included as a member of the teachers' organization and participates as part of the teachers' negotiating unit. In many localities, superintendents and school boards have invited principals to serve either as consultant to or participants on the administrative team. In other localities, principals have served as either consultants to or members of both the administrative unit and the teachers' unit. Another arrangement has been for principals to organize their own negotiating unit. What should be the role, if any, of the principal in the negotiating process?

The absence of representation for many principals at the bargaining table was portrayed in the results of a nationwide survey conducted by the National Education Association Research Division. The survey showed that the bargaining unit in school systems which recognized only one teacher organization represented the following categories of personnel: (1) sixty-two and one tenth per cent included classroom teachers only; (2) twenty-eight and nine tenths per cent were all-inclusive units; (3) eight and seven tenths per cent included classroom teachers and building administrators; and (4) three tenths of one per cent represented classroom teachers and central office personnel.<sup>4</sup>

---

<sup>4</sup>National Education Association, "Are Principals Represented in Bargaining Units?" Research Bulletin, Volume 46, Number 3, October, 1968, pp. 84-85.

According to English<sup>5</sup> one of the greatest shocks to principals has been that they have been left out of the negotiating process. They often have learned about the outcome of a negotiating session without any prior knowledge of the items being negotiated.<sup>6</sup> Has the exclusion of principals from the negotiating table assisted teachers, school boards, and superintendents in reaching the best possible decision? It seems unlikely, since the principal has been in a position to have a critical overall knowledge of the day-to-day functioning of the total school, and should have been able to make valuable contributions to the discussion of items under consideration.

Two of the largest teacher organizations competing for the right to serve as spokesman for the profession have been the American Federation of Teachers and the National Education Association. Considering the procedures of each and the recent policy shifts, one can find little difference in the procedures utilized in time of conflict. The National Education Association, which is the largest, claims to be the most professional since its organization has been open to all professional educators. Both organizations have supported aggressive action for teachers, and have encouraged strikes

---

<sup>5</sup>Fenwich English, "The Ailing Principalship," Phi Delta Kappan, November, 1968, pp. 158-161.

<sup>6</sup>Edward B. Shils and C. Taylor Whittier, Teachers, Administrators, and Collective Bargaining, (New York: Thomas Y. Crowell Co., 1968), p. 534.

or the withholding of services when they deemed the circumstances justified such action.

The United Federation of Teachers is a local affiliate of the American Federation of Teachers.<sup>7</sup> In August, 1966, the delegates to the Convention of the American Federation of Teachers voted overwhelmingly to refuse membership to principals and school administrators of higher rank.<sup>8</sup> Stinnett, Kleinman, and Ware<sup>9</sup> explained that principals are admitted to membership in the National Education Association on the national level, but on the local level the question of administrative-supervisory membership is decided by the local affiliate.

The National Association of Secondary School Principals policy included the following statement on the inclusion of administrative personnel:

N.A.S.S.P. adheres to the principle that its members are part of a unified teaching profession. It recognizes, however, that at present there is a dominant trend for teachers to insist on the right to negotiate for themselves as classroom teachers per se, separate and distinct from their supervisory and administrative colleagues. While teachers' organizations are free to exclude other

---

<sup>7</sup>Stephen Zeluck, "The U.F.T. Strike: Will It Destroy the A.F.T.?" Phi Delta Kappan, January, 1969, pp. 250-254.

<sup>8</sup>Richard W. Saxe, Perspectives on the Changing Role of the Principal (Springfield, Ill.: Charles C. Thomas, Publisher, 1968), p. 234.

<sup>9</sup>T. M. Stinnett, Jack H. Kleinman, and Martha L. Ware, Professional Negotiation in Public Education (New York: The Macmillan Company, 1966), p. 123.

groups from participation in their own bargaining unit, they have no similar right to demand the exclusion of the representatives of principals and other administrators from the negotiating process itself.<sup>10</sup>

Probably the most accurate interpretation of this statement is that the inclusion of administrative personnel is a matter to be settled by reference to local desires and conditions. State collective negotiation laws have been passed which affected the role of the principal in the process. In some states new laws have been enacted which made it impossible for principals to represent their own interest in collective negotiations.<sup>11</sup>

The Sixtieth Texas Legislature passed permissive legislation authorizing negotiations. Section one of the law states:

The Board of Trustees of each independent school district, rural high school district, and common school district, and their administrative personnel, may consult with teachers with respect to matters of educational policy and conditions of employment, and such Board of Trustees may adopt and make reasonable rules, regulations, and agreements to provide for such consultation. This statute shall not limit or affect the power of said trustees to manage and govern such schools.<sup>12</sup>

---

<sup>10</sup>Epstein, op. cit., pp. 9-10.

<sup>11</sup>"Laws Fix Principal's Role," Phi Delta Kappan, June, 1969, pp. 617-618.

<sup>12</sup>Texas State Teachers Association, Texas Association of School Boards, Texas Classroom Teachers Association, and Texas Association of School Administrators, "Professional Consultation in Texas," Austin, 1967, pp. 1-15 (Mimeographed).

Under the permissive legislation law the question of adoption of formal negotiation procedures has been left to the discretion of the local school board. Likewise, the inclusion of the principals in the process has been left in the hands of the local authorities. Greer<sup>13</sup> alleged that some of the most difficult problems of collective negotiation in Texas related to the role of the principal in the process. He pointed out that the principal in Texas has been the forgotten man in collective negotiations although the principal was directly affected by negotiated items.

Many principals have experienced the impact of the collective action of teachers and many others will likely encounter the conflict in the future. Some have expressed deep concern over the loss of status and authority while others have assumed more positive views of the situation. Ohm's analyses "supports the prediction of others that the long range prospect is for a growing conflict between teachers and administrators and the plea for extensive and intensive research on the problem."<sup>14</sup>

#### Purpose of the Study

The purpose of this study was to determine the similarities and differences in the attitudes of Texas public

---

<sup>13</sup>Clyde H. Greer, "Professional Consultation in Texas," Texas School Board Journal, December, 1968, pp. 17-23.

<sup>14</sup>Robert E. Ohm, "Collective Negotiations: Implications for Research," (unpublished speech, Department of Education, University of Oklahoma, 1966), p. 22.

high school principals toward what their role is and what they think their role should be in collective negotiations.

### Statement of the Problem

This study investigated the attitudes of Texas public high school principals toward issues related to the principal's role in collective negotiations. More specifically, the study attempted to:

1. Ascertain the attitudes of principals employed in school systems with a formal agreement toward what their role is in collective negotiations.
2. Determine the attitudes of principals employed in school systems with a formal agreement toward what their role ought to be in collective negotiations.
3. Determine the attitudes of principals employed in school systems without a formal agreement toward what the principal's role ought to be in collective negotiations.
4. Analyze and interpret the similarities and differences in the expressed responses of the principals.

### Limitations of the Study

The following limitations should be noted regarding this study:

1. The investigation was limited to the attitudes of Texas public high school principals employed during the school year 1968-69.

2. This study was further limited to Texas public high school principals employed in school systems with a gross pupil average daily attendance of 6,000 or more for 1967-68.

#### Definition of Terms

Collective bargaining: A set of procedures written and officially adopted by the local staff organization and the school board which provides an orderly method for the school board and staff organization to negotiate on matters of mutual concern. A close alliance with labor movements subjects the procedures to labor laws and precedents. The term "collective negotiation" has been used frequently by labor leaders to describe collective bargaining.

Collective negotiation: A set of procedures written and officially adopted by the local staff organization and the school board which provides an orderly method for the school board and staff to negotiate on matters of mutual concern, to reach agreement on these matters and to establish educational channels for mediation and appeal in the event of an impasse.

Exclusive negotiations: The obligation and right of an employee organization designated as majority representative to negotiate collectively for all employees, including nonmembers, in the negotiating unit.



Formal agreement: A written document explaining the process of collective negotiations and signed by the involved parties or their representatives.

Grievance: The presentation of a complaint as the result of a perceived violation of an agreement held by two or more parties.

Grievance procedure: A plan, specified in the formal agreement, which provides for the settlement of grievances.

High school: A school consisting of either the last three, four, five, or six years of a pupil's education in Texas public schools.

Impasse: The failure to reach agreement between two or more parties and requiring the use of mediation, fact finding, or appeal procedures for resolution.

Negotiating unit: A group of employees recognized by the employer or a group of employers as appropriate for representation by an organization for purposes of collective negotiations.

Opinion: A state of mind reflecting one's behavior, belief, impression, or judgment regarding some matter; an attitude.

Principal: The person assigned the chief administrative responsibility of a Texas public high school.

Professional consultation: A set of procedures written and officially adopted by the local staff organization and the school board which provides an orderly method

for the school board and staff to negotiate on matters of mutual concern, to reach agreement on these matters and to establish educational channels for mediation and appeal in the event of an impasse. This term is used in Texas. It is commonly referred to as "collective negotiation" among members of the education profession.

Professional negotiation: A set of procedures written and officially adopted by the local staff organization and the school board which provides an orderly method for the school board and staff to negotiate on matters of mutual concern, to reach agreement on these matters and to establish educational channels for mediation and appeal in the event of an impasse. This term is commonly referred to as "collective negotiation."

Role: The behavior that is characteristic and expected of the principal in collective negotiation.

Sanction: A coercive measure employed against an agency of the state by members of an organization as a means to encourage conformity to acceptable standards of the organization.

Strike: The act of a body of employees quitting work together in order to resist or bring about some change in the conditions of their employment.

### Procedure Used in the Study

The descriptive-survey method of investigation was used in the study. The development of the study proceeded in the following manner:

1. A survey of the literature and research in the area of collective negotiations was made.

2. A questionnaire was developed which consisted of forced response questions.

3. The questionnaire was validated by a panel of judges.

4. The questionnaire was mailed to all Texas public high school principals employed in school systems with a gross pupil average daily attendance of 6,000 or more. The name and address of each principal was obtained from Bulletin 677, 1968-69 Public School Directory, which is published by the Texas Education Agency, Austin, Texas.

5. A follow-up reminder was mailed to those who had not responded within two weeks. The purpose of the reminder was to increase the percentage of returns.

6. The data from the questionnaire were tabulated, analyzed and interpreted. Tables were utilized to report the results in percentages and raw frequencies.

7. Summary, conclusions, and recommendations based on the analysis and interpretation of the data was presented.

### Organization of the Study

This study is divided into five chapters. The first chapter constitutes the introduction which identifies the problem investigated. The second chapter presents a study of selected literature related to the problem. The third chapter deals with the design of the study and the instrumentation used in the investigation. The fourth chapter contains an analysis and interpretation of the data. The fifth chapter provides the summary, conclusions, and recommendations resulting from the study.

## CHAPTER II

### REVIEW OF SELECTED RELATED LITERATURE

The problem investigated deals with the principal's role in collective negotiations. Certain factors which were considered relevant to the problem were selected for inclusion. The review of literature was divided into the following five areas: (1) origin of collective negotiations, (2) legal status of collective negotiations, (3) composition of the negotiating unit, (4) negotiable items, and (5) grievance procedures.

#### Origin of Collective Negotiations

The literature treats collective negotiations in public education from two points of view. One is the so-called "union" point of view and the other is the so-called "professional" point of view. Since the overwhelming majority of teachers' unions are affiliates of the American Federation of Teachers,<sup>1</sup> the union point of view will be confined to that of the A.F.T. The origin of collective negotiations from the professional point of view will be limited to its

---

<sup>1</sup>Myron Luberman, Education as a Profession (Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1956), pp. 299-300.

development in the National Education Association which, from the beginning, has "organized American teachers on the basis of their common professional tie."<sup>2</sup>

The national organization of A.F.T. was organized in Chicago in 1916 when several local teachers' groups secured a charter as an affiliate of the American Federation of Labor. This federation made an effort to organize teachers along labor union lines and group them "on the basis of their common economic interests as well as their professional ties."<sup>3</sup> Beginning with a membership of 2,500,<sup>4</sup> the A.F.T. had grown to over 140,000<sup>5</sup> members in 1968. In 1968 the A.F.T. had strong affiliates in New York (40,000), Philadelphia (6,700), Detroit (6,000), and San Francisco (1,200).<sup>6</sup>

Since 1935 the A.F.T. has advocated collective rather than individual negotiations between school boards and teachers.<sup>7</sup> The advocacy of collective action on the part of teachers remained for many years a distinguishing feature separating the union and the National Education Association.

---

<sup>2</sup>John S. Brubacher, A History of the Problems of Education (New York: McGraw-Hill Book Company, 1966), p. 501.

<sup>3</sup>Ibid.

<sup>4</sup>Ibid.

<sup>5</sup>Marilyn Gittell, "Teacher Power and Its Implication for Urban Education," Theory into Practice, April, 1968, p. 80.

<sup>6</sup>Ibid.

<sup>7</sup>Lieberman, op. cit., p. 334.

The present position of the A.F.T. toward collective negotiation can be obtained by examining the objectives and advocated method of obtaining those objectives.

The general long range objectives of the A.F.T., as stated in its constitution, are:

1. To bring associations of teachers into relations of mutual assistance and cooperation.
2. To obtain for them all the rights to which they are entitled.
3. To raise the standards of the teaching profession by securing the conditions essential to the best professional service.
4. To promote such a democratization of the schools as will enable them to better equip their pupils to take their places in the industrial, social, and political life of the community.
5. To promote the welfare of the childhood of the nation by providing progressively better educational opportunity for all.<sup>8</sup>

The A.F.T.'s basic method of obtaining the stated general long range objective is explained as follows:

Actually, the A.F.T. can do very little for local unions unless the local membership wishes to pursue the goals stated here. Local union members must recognize the conflict in the aims of school district employers (the board, superintendent, and administration), and the employees (teachers). Such conflict does not mean that teachers and administrators cannot work together toward common goals, but it does mean that their approaches, priorities, and interests usually are at variance. Through collective bargaining, in which teachers elect a sole representative organization as their spokesman, teachers are able to work out such conflicts to the benefit of all. Only through union negotiations (collective bargaining) can teachers be truly partners in the running of the schools. The alternatives, which include no

---

<sup>8</sup>"Questions and Answers about A.F.T." (Washington, D.C.: American Federation of Teachers, A.F.L.-C.I.O., Item No. 15, n.d.), pp. 9-10.

representation or representation only through weak "professional negotiations," have been proven to give the classroom teacher very little say in school matters.<sup>9</sup>

The National Education Association was founded in 1857, as the National Teachers Association, when representatives from ten state organizations met to form a national organization. The association limited its membership to gentlemen who would:

. . . elevate the character and advance the interests of teaching, and . . . promote the cause of popular education in the United States.<sup>10</sup>

The constitution of the National Teachers Association was changed in 1866 to make provision for the inclusion of women in its membership.<sup>11</sup> A merger between the National Association of School Superintendents, the American Normal School Association, and the National Teachers Association formed the National Education Association in 1870.<sup>12</sup> By an act of Congress in 1906 the association was offered a charter which was accepted in 1907.<sup>13</sup> The growth of the membership of N.E.A. was very slow in the beginning and it did not reach 10,000 members until 1918 when it enrolled about 5 per

---

<sup>9</sup>Ibid., p. 10.

<sup>10</sup>Edgar B. Wesley, The N.E.A.: The First Hundred Years (New York: Harper and Brothers, 1957), pp. 23-24.

<sup>11</sup>Liberman, op. cit., p. 260.

<sup>12</sup>Ibid., p. 260.

<sup>13</sup>Ibid., p. 260.



cent of the public school teachers.<sup>14</sup> By 1968 the N.E.A. membership exceeded one million and it is the largest professional association in the world.<sup>15</sup>

The N.E.A. adopted the abstract principle of collective negotiations in 1947,<sup>16</sup> some 12 years after the A.F.T. first advocated collective action for teachers. The adoption of this principle marked a turning point in the N.E.A.'s tactical position although implementation of the policy was delayed until recent years. Included in this policy were these statements:

1. Teachers in all local school systems would seek adequate salaries through professional group action.
2. Action on such agreements should be achieved through democratic cooperation of teachers, administrators, board members, and other community leaders.<sup>17</sup>

Professional negotiation became official N.E.A. policy with the adoption of Resolution 18 by representatives attending the Denver Convention in 1962.<sup>18</sup> This policy was defined as:

<sup>14</sup>Mildred S. Fenner, "The Facts Are . . .," Today's Education, October, 1968, p. 83.

<sup>15</sup>Ibid.

<sup>16</sup>Lieberman, op. cit., p. 335.

<sup>17</sup>National Education Association, "The Professional Way to Meet the Educational Crises," N.E.A. Journal, 36: 77-80; National Education Association: February, 1947, p. 79.

<sup>18</sup>T. M. Stinnett, Jack H. Kleinman, and Martha L. Ware, Professional Negotiation in Public Education (New York: The Macmillan Company, 1966), p. 6.

. . . a set of procedures, written and officially adopted by the local staff organization and the school board which provides an orderly method . . . to negotiate on matters of mutual concern, to reach agreement on these matters, and to establish educational channels for mediation and appeal in the event of an impasse.<sup>19</sup>

### Legal Status of Collective Negotiations

The extent to which teachers and other school employees negotiate with school trustees is affected by several factors, but state legislation requiring or permitting boards to negotiate is an important one. By April, 1969, eighteen states had adopted statutes covering collective negotiations for public employees.<sup>20</sup> California, Florida, Minnesota, Nebraska, New Hampshire, Oregon, South Dakota, Texas, and Washington have passed permissive legislation authorizing collective negotiations.<sup>21</sup> The other nine states establishing the right of teachers to negotiate collectively are Alaska, Connecticut, Maryland, Massachusetts, Michigan, New Hampshire, New York, Rhode Island, and Wisconsin.<sup>22</sup> Collective negotiation bills have been introduced in Colorado, Kansas, Nevada, Pennsylvania, and Vermont.<sup>23</sup>

---

<sup>19</sup>Ibid., p. 2.

<sup>20</sup>"News Front-State Negotiation Trends," Phi Delta Kappan, June, 1969, p. 617.

<sup>21</sup>Ibid.

<sup>22</sup>Ibid.

<sup>23</sup>Ibid.

It is becoming clear in most jurisdictions not covered by legislation on the matter that boards of education may enter into voluntary written agreements with teachers' groups.<sup>24</sup> According to another source:

Undoubtedly, if the question of legality is ever raised in the district where negotiation is practiced, the view will be that the governing boards do have power. Boards of education have the power and authority to set educational and personnel policies for the school district. Within this power, they may devise procedures to carry out their duties. Under this power, the board should be able to participate in negotiation procedures, even in the absence of statute.<sup>25</sup>

Epstein, in a talk at the 1969 National Association of Secondary School Principals' convention in San Francisco, said "Most principals don't realize it, but their future job descriptions are being written by state legislatures--via collective negotiations laws."<sup>26</sup> He also emphasized that:

. . . the most important item for principals to work for is the legal guarantee of the dual right, along with teachers, to bargain for themselves and to take part in general negotiations between school staff and school board.<sup>27</sup>

The Sixtieth Texas Legislature passed permissive legislation authorizing professional consultation. Section one of this law states:

---

<sup>24</sup>Myron Lieberman, "Collective Negotiations: States and Trends," The American School Board Journal, October, 1967, pp. 7-10.

<sup>25</sup>Stinnett, Kleinman, and Ware, op. cit., p. 40.

<sup>26</sup>"News Front Laws Fix Principal's Role," Phi Delta Kappan, June, 1969, p. 617-618.

<sup>27</sup>Ibid.

The Board of Trustees of each independent school district, rural high school district, and common school district, and their administrative personnel, may consult with teachers with respect to matters of educational policy and conditions of employment, and such Board of Trustees may adopt and make reasonable rules, regulations, and agreements to provide for such consultation. This statute shall not limit or affect the power of said trustees to manage and govern such schools.<sup>28</sup>

#### Composition of the Negotiating Unit

The negotiating unit is the group recognized by the school board as the one appropriate for representation by an organization for purposes of collective negotiation. Perhaps no question more basically separates the N.E.A. and the A.F.T. than that of whether school principals and other supervisory personnel should be included in teacher bargaining units.

The policy of the A.F.T. regarding membership in local unions is as follows:

Membership in American Federation of Teachers local unions is not restricted by race, creed, or color, or in any other such antidemocratic way. Supervisors who are empowered to hire, fire, or discipline teachers are not admitted to A.F.T. membership, and although a few groups of supervisors have obtained A.F.T. charters for separate local unions, such charters are no longer granted.<sup>29</sup>

The position of the N.E.A. toward membership in the negotiating unit is as follows:

. . . Ideally, all members of the certificated staff are professionally trained, want to provide

---

<sup>28</sup> Texas State Teachers Association, "Professional Consultation in Texas," Austin, 1967, p. 3 (Mimeographed).

<sup>29</sup> "Questions and Answers about A.F.T.," op. cit., p. 7.

a high-quality program of education, and are committed to accept standards of professional and ethical practice regardless of their assignment in the educational system. Therefore, all certificated staff should be regarded as members of the negotiation unit. If a representation election is required, all should be eligible to vote.

However, in many school districts, particularly those of substantial size, classroom teachers may desire representation. The determining factor in any particular school district should be the desires of the professional personnel.<sup>30</sup>

The N.E.A. views all members of the teaching profession, including principals and supervisors, as part of the same team. However, composition of the negotiating unit is left to the discretion of all the local professional personnel. Generally the number of teachers will exceed the number of principals and supervisors at the local level. In this case teachers may exclude others from the negotiating unit.

The A.F.T. views the principal and supervisor as an adjunct of the management. As such, his interest is primarily that of the employer, not of the employees.

The National Association of Secondary School Principals has developed some guidelines for principals and includes the following statements on the negotiating unit:

. . . while teachers' organizations are free to exclude other groups from participation in their own bargaining unit, they have no similar right to demand the exclusion of the representation

---

<sup>30</sup> National Education Association, Guidelines for Professional Negotiation, Office of Professional Development and Welfare (Washington, D.C.: National Education Association, revised edition), p. 14.

of principals and other administrators from the negotiating process itself. . . . In larger communities, principals may find it both necessary and effective to organize strong negotiating units of their own or cooperatively with other administrators and supervisors . . . .<sup>31</sup>

The concern of the N.A.S.S.P. is that provisions be made to include principals in the process. Principals could be represented as members of the teachers unit, or a separate principals unit, or on the school board team.

Greer<sup>32</sup> has just completed an exhaustive, comprehensive study of negotiations in Texas and he found: "Some of the most difficult problems of professional consultation relate to the role of the principal." After a review of the data failed to identify a clearly defined role for the principal, the following recommendations were made:

1. Principals should become knowledgeable in the field of negotiations, Texas principals have little understanding of the problems of negotiation, and they have no conception of their role in the process.
2. The principal should endeavor to make his views heard in actual negotiations sessions.
3. Principals cannot sit idly by while decisions that affect education in their buildings are being made. The principal's role must be that of an active participant with a voice in policy recommendations.<sup>33</sup>

---

<sup>31</sup>Benjamin Epstein, The Principal's Role in Collective Negotiations between Teachers and School Boards (Washington, D.C.: National Association of Secondary School Principals, 1965), p. 10.

<sup>32</sup>Clyde H. Greer, "Professional Consultation in Texas," Texas School Board Journal, December, 1968, pp. 17-23.

<sup>33</sup>Ibid.

Research on the role of the principal in collective negotiation was conducted by Luvern L. Cunningham<sup>34</sup> and presented in a Seminar on Professional Negotiation at the University of Chicago. Three graduate students assisted him with the collection of data about how principals were reacting to the collective activity of teacher groups. The interview team conducted interviews with principals in Illinois, Indiana, and Michigan. The following conclusions were made:

1. Provisions must be made for genuine, legitimate participation of principals in the collective negotiation process.
2. There will be an intensification of collective activity in education involving a larger number of power groups which reflect the increase in specialization of work activity within school systems.
3. The tension that exists currently between bureaucratic and/or legalistic authority and collegial or professional authority will be sustained and increased.
4. Preparation programs for administrative posts, especially the principalship and superintendency level positions, will need to include the substantial work in superior-subordinate relationships in complex social organizations.
5. Considerable research is in order on the impact of collective action on the school organization itself, its productivity, and the relationships among those who hold occupational membership there.
6. An assessment needs to be made of which administrative skills, conceptual, human, or technical, have the highest pay off for the school principal.

---

<sup>34</sup>Stanley M. Elam, Myron Lieberman, and Michael H. Moskow, Readings on Collective Negotiations in Public Education (Chicago: Rand McNally and Company, 1967), pp. 298-313. This paper was delivered by Luvern L. Cunningham at the Seminar on Professional Negotiation in Public Education at the University of Chicago on August 3, 1966.

7. The administrator socialization process should be explored to determine the effect of teaching experience on administrator socialization.<sup>35</sup>

### Negotiable Items

Once formal negotiation sessions have begun, the question of the appropriate items to be negotiated must be determined, and this determination has been a source of conflict between teachers' organizations and school boards.<sup>36</sup> Some hold that all educational matters are negotiable while others contend that negotiable matters should be restricted to salaries, benefits, and working conditions.<sup>37</sup>

The N.E.A. takes the position that "Negotiation should include all matters which affect the quality of the educational program."<sup>38</sup> This position broadly interpreted would encompass the total area of education. The A.F.T. has taken a similar position to that held by the N.E.A. In one of the A.F.T.'s brochures it states that written agreements "should cover

---

<sup>35</sup>Ibid.

<sup>36</sup>National Education Association, Research Bulletin, (Washington, D.C.: Research Division of N.E.A., XLVI May, 1968, p. 1.

<sup>37</sup>American Association of School Administrators, School Administrators View Professional Negotiation, (Washington, D.C.: A.A.S.A., 1966), p. 38.

<sup>38</sup>Guidelines for Professional Negotiation, op. cit., p. 22.



salaries, fringe benefits, working conditions, and all other matters of interest to teachers."<sup>39</sup>

The A.A.S.A. state they find "the reasoning for a rather broadly construed concept of negotiation most persuasive."<sup>40</sup> However, the association believes:

. . . that some items are not negotiable and that a school board may refuse to bargain about non-negotiable subjects without violating its agreement to negotiate in good faith. A school board should not negotiate any items which would violate existing state laws . . . nor should it negotiate any item that would result in violation of the applicable code of ethics. Illustrations of other non-negotiable items include, but are not limited to, the following: the selection of legal counsel to the board of education, determination of the financial and pupil accounting system to be employed by the board, and the selection of the superintendent of schools, to mention but a few.<sup>41</sup>

During negotiations in 1967, the New York Federation of Teachers demanded, and won the right for each teacher to decide which students would not be allowed to remain in the teacher's class.<sup>42</sup> Another example of a demand is the Newark Teachers Association successfully negotiated right to limit

---

<sup>39</sup>"Goals of the American Federation of Teachers" (Washington, D.C.: American Federation of Teachers, A.F.L.-C.I.O., no date, stem no. 16), p. 4.

<sup>40</sup>American Association of School Administrators, op. cit., p. 38.

<sup>41</sup>Ibid., p. 40.

<sup>42</sup>Charles Brodsky, "In Common Cause: A Report on an Effective Faculty Council," The Bulletin of the National Association of Secondary School Principals, December, 1967, pp. 1-11.

the number of regular faculty meetings in any school to one a month not to exceed 45 minutes in length.<sup>43</sup>

The N.A.S.S.P. recommended the following criteria serve as guidelines for determining negotiable items:

1. No item should be considered negotiable which could be decided on the basis of the result of scientific investigation, evaluations of experimental efforts, or other devices used by professional expertise to determine what is best for the education of pupils.
2. No assignments of professional personnel should ever be made on the basis of automatic rotation or of any so-called "equitable" distribution of classes grouped according to levels of pupil ability or disciplinary difficulty, nor should assignments, transfers, or promotions of teachers be determined on the basis of seniority.
3. The principle of accountability is one which should never be overlooked in determining the negotiability of any item. Who must face the responsibility of accounting for a judgment or a decision?
4. Whenever in any negotiations there is a possible conflict between the interests and needs of the child and the organizational demands of teachers, the resolution of any differences must in every case be in favor of the child.
5. No educational policy-making is sound which involves school board members and teacher organization negotiators exclusively and omits administrators.
6. It will be to the interest of teachers' organizations to avoid negotiating petty items which in the eyes of school boards, administrators, the general public, and a great many of their own teacher members raise doubt about their professional zeal.
7. Finally, there is no point in seeking to negotiate items that are beyond the power of a school board or administrator to grant.<sup>44</sup>

---

<sup>43</sup>Ibid.

<sup>44</sup>Benjamin Epstein, What is Negotiable? (Washington, D.C.: N.A.S.S.P., 1969), p. 21-28.

Grievance Procedures

Ball<sup>45</sup> writes about the changing role of the principal who is operating in a new era with multiple channels of communication. When the principal is out-of-line at the building level, the teacher has a direct and fixed means of recourse for the resolution of justified grievances. To survive a principal:

. . . will learn to talk with each of his teachers as individuals, with teachers in groups, and attempt at all costs to resolve problems at the building level. Simply stated, principals must work out satisfactory arrangements with the teachers in their buildings, or they are in deep and, probably, permanent trouble.<sup>46</sup>

Kramer,<sup>47</sup> writing for the N.A.S.S.P. recommended the following features be written into every grievance clause to insure smooth operation of grievance procedures:

1. Grievances should be in writing.
2. An association committee should screen grievances.
3. The principal should have his witness.
4. Reprisals should be forbidden.
5. All parties should be allowed to file grievances.
6. Grievance procedure should not be conducted on school time.
7. A statute of limitations should be specified.<sup>48</sup>

---

<sup>45</sup>Ball, op. cit., pp. 25-26.

<sup>46</sup>Ibid.

<sup>47</sup>Louis J. Kramer, Principals and Grievance Procedures (Washington, D.C.: The National Association of Secondary School Principals, 1969), pp. 11-16.

<sup>48</sup>Ibid.

## CHAPTER III

### RESEARCH DESIGN AND PROCEDURE

#### Development and Validation of the Instrument

This study was designed to investigate the attitudes of Texas public high school principals toward issues related to the principal's role in collective negotiations. In order to obtain the attitudes, the development of an adequate questionnaire-type instrument was paramount to the success of the investigation.

Basic principles for the development of the questionnaire used in this study were described by Scates and Yeomans.<sup>1</sup> They provided nine suggestions which could be described as mechanical since they deal with such items as questionnaire length, relevance to the respondent, sentence structure, avoidance of suggestive and unstimulating items, validity of responses, etc.

Primarily, the basis for the content of the items placed on the questionnaire was derived from the following

---

<sup>1</sup>Douglas E. Scates and Alice V. Yeomans, The Effect of Questionnaire Form on Course Requests of Employed Adults (Washington, D.C.: American Council on Education, 1950), pp. 2-4, cited by Carter V. Good, Introduction to Educational Research, New York: Meredith Publishing Co., 1963), p. 278.

five sources: (1) personal experience acquired as a Texas public high school principal; (2) participation as a member of a committee charged with the responsibility of drafting a formal agreement; (3) personal interviews with educational leaders; (4) examination of formal agreements from Texas and across the nation; and (5) a review of studies and other literature related to negotiations.

The questionnaire-type instrument was designed to determine the attitudes of principals employed in school systems with or without a formal agreement on what their role ought to be in collective negotiations. Also, it was designed to ascertain the actual role, in collective negotiations, of principals employed in school systems with a formal agreement. To facilitate this type of arrangement the questionnaire was divided into three parts: (1) status information, (2) role information, and (3) opinions. If principals were not working in a system with a formal agreement, they were requested to skip over the part regarding role information.

Good<sup>2</sup> provided some guidelines for determining the form of question to use:

The closed question is most appropriate when the investigator's objective is to classify the respondent, when there is little question as to the adequacy of respondent information, when the respondent's opinions on the specific topic are

---

<sup>2</sup>Ibid., pp. 277-278.

well structured, when there are no major barriers to communication, and when the investigator is well informed about the respondent. Conversely, when the opposite of the foregoing conditions prevails, the open question is preferable.<sup>3</sup>

As the questionnaire was constructed, emphasis was placed on clarity of the items utilizing a closed form question. During the development of the questionnaire, the investigator received valuable assistance from: (1) the chairman and members of his doctoral committee, (2) other graduate faculty members, (3) graduate students, and (4) the study of other questionnaires.

By eliciting anonymous responses, it was believed that the sample would represent more reliability regarding the true attitude of those responding. Therefore, no identification was requested of the respondents.

After many revisions of the questionnaire, it was submitted to a panel of judges. Six of the judges were Graduate College faculty members of the University of Oklahoma, College of Education, five of the judges were secondary school principals in the Greater Oklahoma City area, and two of the judges were members of the central office staff of the Oklahoma City public schools. The judges were provided specific instructions and were requested to critically examine

---

<sup>3</sup>Ibid.

the questionnaire for the purpose of establishing content validity which Kerlinger<sup>4</sup> describes as:

. . . the representativeness or sampling adequacy of the content--the substance, the matter, the topics--of a measuring instrument. Content validation is guided by the question: Is the substance or content of this measure representative of the content or the universe of content of the property being measured? . . .

. . . content validation, then, is basically judgmental. The items of a test must be studied, each item being weighed for its presumed representativeness of the universe. This means that each item must be judged for its presumed relevance to the property being measured. . . . In many cases, other competent judges must also judge the content of the items. The universe of content must, if possible, be clearly defined; that is, the judges must be furnished with specific directions for making judgments, as well as with specifications of what they are judging. Then, some method for pooling independent judgments must be used.<sup>5</sup>

The independent judgments of the members of the panel were pooled. After further revisions, the instrument was printed in its final form which may be found in Appendix B. An accompanying cover letter, which may be found in Appendix A, was drafted, and printed. The cover letter, a stamped return envelope, and the questionnaire were mailed to the selected respondents.

### The Sample

One of the characteristics most commonly associated with the presence of collective negotiations is size;

---

<sup>4</sup>Fred N. Kerlinger, Foundations of Behavioral Research (New York: Holt, Rinehart and Winston, Inc., 1964), pp. 445-447.

<sup>5</sup>Ibid.

consequently, large school systems were selected because of their appropriateness for this investigation. The sample used in this study consisted of all Texas public high school principals who were employed in school systems with a gross pupil average daily attendance of 6,000 or more. Questionnaires were mailed to 217 high school principals from sixty-seven school systems. The name and address of each principal was obtained from Bulletin 677, 1968-69 Public School Directory, which is published by the Texas Education Agency.

An outline of the detailed procedures that were used in collecting data from the sample is given in the following description:

1. Each of the 217 high school principals was mailed the following: (1) a covering letter, (2) a copy of the questionnaire, and (3) a stamped return envelope.

2. After two weeks a follow-up reminder was mailed to principals who had not responded.

#### Questionnaire Return Percentage

Responses to mail questionnaires are often poor. Kerlinger<sup>6</sup> reports that forty to fifty per cent returns are common and higher percentages are rare. Two weeks after the questionnaire had been mailed the percentage of returns was 52.1 per cent. The follow-up reminder was mailed. The overall response is indicated in Table 1.

---

<sup>6</sup>Ibid., p. 397.



TABLE 1  
SAMPLE RESPONSE

Principals Surveyed	Response	Percentage
217	178	82.0

Tabulation of the Data

As soon as the 178 questionnaires were returned, they were tabulated by hand to obtain a total raw frequency for each item on the instruments. The questionnaires were then divided into age categories and retabulated for the purpose of checking accuracy, and obtaining additional information. The use of an electric calculator aided in computation of percentages based on the raw frequencies.

## CHAPTER IV

### ANALYSIS AND INTERPRETATION OF DATA

The purpose of this chapter is to provide an analysis and interpretation of the data. The descriptions of the data were organized around the presentation of the data in raw frequencies and percentage tables. As each table was introduced, an analysis and interpretation was made in relation to the problem investigated.

The purpose of the study was to determine the similarities and differences in the attitudes of Texas high school principals toward what their role is and what their role should be in collective negotiations. To achieve this purpose, it was necessary to:

1. Ascertain the attitudes of principals employed in school systems with a formal agreement toward what their role is in collective negotiations.

2. Determine the attitudes of principals employed in school systems with a formal agreement toward what their role ought to be in collective negotiations.

3. Determine the attitudes of principals employed in school systems without a formal agreement toward what the principals role ought to be in collective negotiations.

To facilitate the collection of the needed data, the questionnaire was designed in three parts: (1) Part A provided status information which was requested of each principal in the sample, (2) Part B requested responses to questions concerning the principal's actual role in collective negotiations, and only principals employed in school systems with a formal agreement were asked to complete questions 9 through 26 of this part, (3) Part C requested responses to questions regarding the opinions of principals on what their role ought to be, and all principals were requested to complete this section. Each question in Part B was paired with a question in Part C.

The data obtained from Part A of the questionnaire are reported in Tables 2 and 3. In these two tables the responses are reported in numbers and percentages under three headings: (1) principals employed in systems with a formal agreement, (2) principals employed in systems without a formal agreement, and (3) totals of the first two headings.

Tables 4 through 22 are used to report Parts B and C of the questionnaire. First, these tables contain the question from Part B and its complement from Part C. The responses to these questions are reported under the corresponding age group of the respondent.

Percentages based on the raw frequencies of the responses were calculated and rounded off to the nearest hundredth. All totals of these were rounded off to the

nearest tenth except in those cases where the total's percentage came out to an even hundredth. In these cases the totals were brought forth as hundredths.

#### Presentation of Data

Table 2 indicates the breakdown of the responding principals as to sex, age, educator experience, and experience as a high school principal. All of the 178 respondents were male, and of that number 98 were employed in school systems with a formal agreement. Eighty of the principals were employed in school systems without formal agreements. The sample of 178 principals represented 82 per cent of those employed in all Texas public school systems with an average daily attendance of 6,000 or more students.

As shown in Table 2, slightly over one-third of the responding principals were in the 41-50 age bracket while slightly less than one-third of the respondents were in the 51-69 age bracket. Approximately one-sixth of the principals were in the 31-40 age group, and a similar ratio in the 61-70 cluster. Within the 61-70 cluster, is found the largest separation between respondents working under a formal agreement and those working in the absence of a formal agreement. In this grouping only 12 of the 32 respondents were employed in a system without a formal agreement.

Approximately one-half of those in the sample had from 16-30 years of experience as educators, of which

TABLE 2

SEX, AGE, AND EXPERIENCE DATA  
ON RESPONDING PRINCIPALS

	Employed in System with Formal Agreement		Employed in System without Formal Agreement		Total	
	Number	Percentage	Number	Percentage	Number	Percentage
Sex						
Male	98	55.06	80	44.94	178	100.0
Female	0	0	0	0	0	0
Total	98	55.1	80	44.9	178	100.0
Age						
31-40	15	8.43	14	7.87	29	16.3
41-50	33	18.54	31	17.41	64	35.9
51-60	30	16.85	23	12.92	53	29.8
61-70	20	11.24	12	6.74	32	18.0
Total	98	55.1	80	44.9	178	100.0
Experience (Educator)						
0-15	13	7.30	16	8.99	29	16.3
16-30	52	29.21	42	23.59	94	52.8
31-45	33	18.54	22	12.36	55	30.9
Total	98	55.1	80	44.9	178	100.0
Experience (High School Principal)						
0-15	82	46.07	64	35.95	146	82.0
16-30	13	7.30	15	8.43	28	15.7
31-45	3	1.69	1	.56	4	2.3
Total	98	55.1	80	44.9	178	100.0

one-sixth was in the 0-15 year bracket, and one-third in the 31-45 year bracket. In the 0-15 year group a slightly larger per cent of principals were employed in systems without a formal agreement. A slightly larger per cent of principals with more educator experience, the 16-30 and 31-45 year groups, were found to be working in systems with a formal agreement. The data in Table 2 show over four-fifths of the sample to be in the 0-15 years group with reference to experience as high school principals. Less than one-sixth fell in the 16-30 year group and those with the most experience, 31-45 years, comprised a little more than one-twentieth of the total. Although approximately one-sixth of the sample was in the 0-15 year bracket in educator experience, over four-fifths of the sample were in the 0-15 year group in experience as high school principals.

The data in Table 3 show that the bachelor and doctor degree, as the highest degree earned, are relatively uncommon among the respondents, but the masters degree is held by 97.8 per cent of the principals. Those few principals holding degrees other than the master were employed in school systems with a formal agreement.

Principals in the sample belong to a variety of professional organizations. The most popular organization in terms of membership is the Texas State Teachers Association in which well over nine-tenths of the respondents indicated affiliation. Table 3 shows the National Association of

TABLE 3

DEGREE AND AFFILIATION DATA ON  
RESPONDING PRINCIPALS

	Employed in System with Formal Agreement		Employed in System without Formal Agreement		Total	
	Number	Percentage	Number	Percentage	Number	Percentage
Highest Degree						
Bachelor	2	1.12	0	0.00	2	1.1
Master	94	52.81	80	44.94	174	97.8
Doctor	2	1.12	0	0.00	2	1.1
Total	98	55.1	80	44.9	178	100.0
Principals Affiliation						
T.S.T.A.	89	50.00	79	44.38	168	94.4
T.A.S.S.P.	85	47.75	71	39.89	156	87.6
N.A.S.S.P.	85	47.75	74	41.57	159	89.3
A.F.T.	0	0.00	0	0.00	0	0.0
N.E.A.	64	35.95	54	30.34	118	66.3
L.T.A.	36	20.22	49	27.53	85	47.8
L.P.A.	84	47.19	49	27.53	133	74.7
Total	(Not applicable because of multiple affiliations)					
Teachers Affiliation						
N.E.A.	69	38.76	48	26.97	117	65.7
A.F.T.	0	0.00	0	0.00	0	0.0
Neither	29	16.29	32	17.98	61	34.3
Total	98	55.1	80	44.9	178	100.0

Secondary School Principals to be next in total membership with just under nine-tenths of the principals indicating affiliation. Slightly under nine-tenths of the sample showed affiliation with the Texas Association of Secondary School Principals. Even though the National Education Association is the parent organization of both the Texas State Teachers Association and the National Association of Secondary School Principals, only two-thirds of the principals joined the parent organization.

None of the respondents indicated an affiliation with the American Federation of Teachers. As shown in Table 3, less than one-half of the respondents held membership in local teachers associations. However, nearly three-fourths of the respondents joined a local principals association. In systems without formal agreements, an equal number of principals joined the local teachers and local principals groups. In systems with formal agreements, the respondents memberships in the local principals association greatly exceeds the membership in the local teachers group. By examination of Table 3, not one respondent indicated a majority of teachers in his system had affiliated with the American Federation of Teachers. The National Education Association was tabbed as the majority organization for teachers by 65.7 per cent of the respondents.

Table 4 contains the data obtained from asking questions 8 and its counterpart, question 27. Question 8 asked



TABLE 4

## WRITTEN SCHOOL BOARD-TEACHER AGREEMENT

Question

Number:

8. Does your system have a written school board-teacher negotiation agreement?

27. Are you in favor of a written school-board-teacher negotiation agreement in your school?

Question:	31-40		Age Groups		51-60		61-70		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
8. Role is:										
Yes	15	8.43	33	18.54	30	16.85	20	11.24	98	55.1
No	14	7.87	31	17.41	23	12.92	12	6.74	80	44.9
Total	29	16.3	64	35.9	53	29.8	32	18.0	178	100.0
<u>With Agreement</u>										
27. Role Ought										
To Be:										
Yes	13	13.27	25	25.51	27	27.55	16	16.33	81	82.7
No	2	2.04	8	8.16	3	3.06	4	4.08	17	17.3
Total	15	15.3	33	33.7	30	30.6	20	20.4	98	100.0
<u>Without Agreement</u>										
27. Role Ought										
To Be:										
Yes	9	11.25	21	26.25	15	18.75	10	12.50	55	68.75
No	5	6.25	10	12.50	8	10.00	2	2.50	25	31.25
Total	14	17.50	31	38.75	23	28.75	12	15.00	80	100.0

"Does your system have a written school-teacher agreement?" and question 27 asked "Are you in favor of a written school board-teacher agreement in your school system?" The data in Table 4 show that 55.1 per cent of the 178 respondents are now working in school systems which have a written school board-teacher negotiation agreement. Principals in the sample working in systems which do not have an agreement amounted to 44.9 per cent. The vast majority of both groups of principals are in the 41-50 and 51-60 groups.

The paired question was included to obtain the respondents views on what the role ought to be. Over four-fifths of the principals working in a system with a formal agreement indicated they were in favor of the written document. Although this is not an indication of what the actual role of the principal should be, a large fractional part of this group of the respondents favoring a formal agreement implies a degree of satisfaction with their role in the presence of a formal agreement.

As shown in Table 4, about two-thirds of the principals who are employed in school systems without a formal agreement are in favor of a written negotiation document. This is approximately 14 per cent less favoring an agreement than is found in the group working in the presence of an agreement.

Table 5 presents the data resulting from questions 9 and 28. Only principals working in systems with a school

TABLE 5

## PROVISIONS FOR PRINCIPALS IN SCHOOL BOARD-TEACHER AGREEMENT

Question Number:										
9. Does the school board-teacher agreement provide for the inclusion of principals?										
28. Should a school board-teacher negotiation agreement provide for the inclusion of principals in the negotiation process?										
Question:	31-40		41-50		51-60		61-70		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
<u>With Agreement</u>										
9. Role Is:										
Yes	4	4.08	16	16.33	13	13.27	9	9.18	42	42.9
No	11	11.22	17	17.34	17	17.34	11	11.22	56	57.1
Total	15	15.3	33	33.7	30	30.6	20	20.4	98	100.0
28. Role Ought To Be:										
Yes	1	1.02	8	8.16	9	9.18	1	1.02	19	19.4
No	14	14.28	25	25.51	21	21.43	19	19.39	79	80.6
Total	15	15.3	33	33.7	30	30.6	20	20.4	98	100.0
<u>Without Agreement</u>										
28. Role Ought To Be:										
Yes	2	2.50	6.	7.50	4	5.00	2	2.50	14	17.50
No	12	15.00	25	31.25	19	23.75	10	12.50	66	83.50
Total	14	17.50	31	38.75	23	28.75	12	15.00	80	100.0

board-teacher agreement were asked to respond to question 9 which inquired "Does the school board-teacher agreement provide for the inclusion of principals?" All of the principals in the sample were asked to answer question 28 which asked "Should a school board-teacher negotiation agreement provide for the inclusion of principals in the negotiation process?"

In those systems which have an agreement, slightly over two-fifths of the respondents indicated that provision was made for the inclusion of principals in the negotiation process under the school board-teacher agreement. The data, as presented in Table 5, show that all age groups are quite evenly represented.

When this same group of principals was asked if a school board-teacher negotiation agreement should provide for the inclusion of principals in the negotiation process, less than one-fifth of the respondents provided an affirmative answer. This indicates that the vast majority of high school principals queried desire representation in another way or no representation at all. An answer to the same question was requested of principals employed in school systems which do not have a school board-teacher agreement. They responded in a similar manner with approximately one out of six expressing a desire to be included under the teacher agreement. A comparison of the data in Tables 4 and 5 reveals a large percentage of the principals favor a school board-teacher

agreement, but only a small percentage want the agreement to provide for the inclusion of principals.

Table 6 is a compilation of the data obtained from questions 10 and 29. Question 10 was used to determine if a separate agreement provided for negotiation between principals and school boards while the complement question, number 29, attempted to find out if the respondents favor this type of arrangement.

Three-tenths of the respondents working in systems with a school board-teacher agreement indicated a separate agreement provided for negotiation between principals and the school board. A much greater fractional part, over six-tenths, of the same respondents favored a separate agreement. This expressed desire by many principals for coverage under a separate agreement seems to indicate it would be a more desirable arrangement for them than under the school board-teacher agreement. The principals employed in systems without a written agreement were quite evenly divided on this issue. Just slightly over one-half of this group favored a separate agreement for principals.

The summarization of the findings presented in Tables 4, 5, and 6 shows that 98 respondents worked in a system with a school board-teacher agreement. Of the 98 respondents, provision was made for the inclusion of 42 principals in the school board-teacher agreement and 30 were provided for in a separate agreement. This leaves 26 of the responding

TABLE 6

## SEPARATE AGREEMENT BETWEEN PRINCIPALS AND SCHOOL BOARD

Question Number:										
10. Is there a separate agreement that provides for negotiation between principals and the school board?										
29. Are you in favor of a separate agreement to provide for negotiation between principals and the school board?										
Question:	Age Groups									
	31-40		41-50		51-60		61-70		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
<u>With Agreement</u>										
10. Role Is:										
Yes	1	1.02	13	13.27	10	10.20	6.	6.12	30	30.6
No	14	14.28	20	20.41	20	20.41	14	14.28	68	69.4
Total	15	15.3	33	33.7	30	30.6	20	20.4	98	100.0
29. Role Ought To Be:										
Yes	7	7.12	22	22.45	12	21.43	12	12.24	62	63.3
No	8	8.16	11	11.22	9	9.18	8	8.16	36	36.7
Total	15	15.3	33	33.7	30	30.6	20	20.4	98	100.0
<u>Without Agreement</u>										
29. Role Ought To Be:										
Yes	5	6.25	14	17.50	14	17.50	8	10.00	41	51.25
No	9	11.25	17	21.25	9	11.25	4	5.00	39	48.75
Total	14	17.50	31	38.75	23	28.75	12	15.00	80	100.0

principals which were not included in either of the agreements. Only 19 of the 98 principals working in systems with an agreement favor their inclusion under the school board-teacher pact, while 62 preferred a separate principals unit. A total of 17 of the respondents did not indicate a preference to either of these. Of the 80 respondents employed in systems without a school board-teacher agreement, 14 feel the principal should be included in the school board-teacher agreement, 41 would desire a separate agreement, and 25 did not favor either arrangement for principals.

The data in Table 7 show the findings obtained from asking questions 11 and 30. Question 11 asked "Under the school board-teacher agreement do you now function in a dual role, serving as a member and resource person to both the school board and teacher negotiation units?" Question 30 asked the respondents if principals should serve in this dual role.

Less than one-eighth of the respondents indicated they were serving as members and resource persons to both the school board and teacher negotiation units. However, well over one-half of the respondents working in systems with a school board-teacher agreement favor this dual role for the principal. An even greater proportion of the principals working in systems without an agreement favor the dual role. Five-eighths of these respondents gave an affirmative answer to the question.

TABLE 7

## DUAL ROLE FOR PRINCIPALS

Question

Number:

11. Under the school board-teacher agreement do you now function in a dual role, serving as a member and resource person to both the school board and teacher negotiation units?

30. In a system with a school board-teacher agreement, should the principal function in a dual role by serving as a member and resource person to both the school board and teacher negotiation units?

Question:	31-40		Age Groups 41-50		51-60		61-70		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
<u>With Agreement</u>										
11. Role Is:										
Yes	4	4.08	4	4.08	2	2.04	2.	2.04	12	12.2
No	11	11.22	29	29.59	28	28.57	18	18.37	86	87.8
Total	15	15.3	33	33.7	30	30.6	20	20.4	98	100.0
30. Role Ought										
To Be:										
Yes	8	8.16	20	20.41	15	15.31	11	11.22	54	55.1
No	7	7.14	13	13.27	15	15.31	9	9.18	44	44.9
Total	15	15.3	33	33.7	30	30.6	20	20.4	98	100.0
<u>Without Agreement</u>										
30. Role Ought										
To Be:										
Yes	9	11.25	17	21.25	15	18.75	9	11.25	50	62.50
No	5	6.25	14	17.50	8	10.00	3	3.75	30	37.50
Total	14	17.50	31	38.75	23	28.75	12	15.00	80	100.0



Table 8 is a compilation of the data obtained from questions 12 and 31. Question 12 asked "Under the school board-teacher agreement are you now serving only as a member of the teacher negotiation unit?" The paired question, number 31, inquired "In a system with a school board-teacher agreement should principals serve only as members of the teacher negotiation unit?" Approximately one-tenth of the respondents working in systems with a school board-teacher agreement indicated they were serving as members of the teacher negotiating unit. In the age sub-divisions of this category, not a single respondent was represented in the 61-70 age group while the other three age groups were quite evenly divided.

When this same group of principals was asked to respond to question 31, only a slightly larger per cent of the total indicated the role of the principal should be one to serve the teacher negotiating unit only. An examination of Table 8 shows a breakdown of the age distributions. The 31-40 age group did not have a single respondent favoring the principal serving as a member of the teacher unit only. This seems significant since at least 4 principals in this age group were serving in this capacity. Another finding shows 5 respondents in the 61-70 age group preferring representation through the teacher unit although none had indicated this as an actual role. Approximately one-sixth of the respondents working in systems without an agreement indicated

TABLE 8

## PRINCIPAL AS MEMBER OF TEACHER NEGOTIATING UNIT

Question Number:										
12. Under the school board-teacher agreement are you now serving only as a member of the teacher negotiation unit?										
31. In a system with a school board-teacher agreement should principals serve only as members of the teacher negotiation unit?										
Question:	31-40		Age Groups		51-60		61-70		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
<u>With Agreement</u>										
12. Role Is:										
Yes	4	4.08	3	3.06	3	3.06	0	0.00	10	10.2
No	11	11.22	30	30.61	27	27.55	20	20.41	88	89.8
Total	15	15.3	33	33.7	30	30.6	20	20.4	98	100.0
31. Role Ought To Be:										
Yes	0	0.00	4	4.08	4	4.08	5	5.10	13	13.3
No	15	15.31	29	20.59	26	26.53	15	15.31	85	86.7
Total	15	15.3	33	33.7	30	30.6	20	20.4	98	100.0
<u>Without Agreement</u>										
31. Role Ought To Be:										
Yes	2	2.50	5	6.25	5	6.25	1	1.25	13	16.25
No	12	15.00	26	32.50	18	22.50	11	13.75	67	83.75
Total	14	17.50	31	38.75	23	28.75	12	15.00	80	100.0

their desire for principals to serve only as members of the teacher unit. Regardless of the reasons these respondents have shown reluctance for alignment in negotiations through the teacher unit.

Table 9 is a compilation of the responses resulting from questions 13 and 32. Question 13 asked the respondent if he was serving only as a member of the school board negotiating unit. Question 32 asked the respondent if principals should serve only as members of the school board unit. No respondent employed in a system with a school board-teacher agreement indicated he was serving only as a member of the school board negotiating unit. Slightly over one-sixth of this same group of respondents expressed their belief that principals should only be members of the school board unit. This belief was represented quite evenly in all the age groupings of the respondents.

Principals employed in systems without a school board-teacher agreement responded to question 32 in almost an identical manner as those employed in systems with an agreement. Just over one-sixth of the respondents indicated principals should be members only of the school board unit.

Tables 6, 7, 8, and 9 present the data related to the appropriate bargaining unit for principals. In summation, Table 6 contains the data with regard to a separate agreement that provides for negotiation between principals and the school board. To sustain this type of arrangement, a

TABLE 9

## PRINCIPAL AS A MEMBER OF SCHOOL BOARD NEGOTIATION UNIT

Question

Number:

13. Under the school board-teacher agreement are you now serving only as a member of the school board negotiation unit?

32. In a system with a school board-teacher agreement, should principals serve only as members of the school board negotiation unit?

Question:	31-40		Age Groups				61-70		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
<u>With Agreement</u>										
13. Role Is:										
Yes	0	0.00	0	0.00	0	0.00	0	0.00	0	0.0
No	15	15.31	33	33.67	30	30.61	20	20.41	98	100.0
Total	15	15.3	33	33.7	30	30.6	20	20.4	98	100.0
32. Role Ought To Be:										
Yes	3	3.06	5	5.10	5	5.10	4.	4.08	17	17.3
No	12	12.24	28	28.57	25	25.51	16	16.33	81	82.7
Total	15	15.3	33	33.7	30	30.6	20	20.4	98	100.0
<u>Without Agreement</u>										
32. Role Ought To Be:										
Yes	3	3.75	7	8.75	3	3.75	1	1.25	14	17.50
No	11	11.75	24	30.00	20	25.00	11	13.75	66	82.50
Total	14	17.50	31	38.75	23	28.75	12	15.00	80	100.0

separate principal's bargaining unit would be required. Approximately three-tenths of the respondents employed in systems with a school board-teacher agreement reported the presence of a separate agreement between principals and school boards, and over twice that number favored a separate agreement. About one-half of the respondents working in systems without an agreement favored a separate agreement.

Tables 7, 8, and 9 show the data related to the appropriate bargaining unit for principals under a school board-teacher agreement. Of the 98 respondents employed in systems with a school board-teacher agreement, approximately 12 per cent indicated they were functioning in a dual role by serving as members and resource persons to both the school board and teacher units, about 10 per cent reported to be only members of the teacher unit, and none reported to be serving only as members of the school board unit. Although approximately 31 per cent of this group of respondents is represented in a separate principal's unit, this still leaves about 47 per cent of the principals without membership in a negotiating unit.

Principals were asked to respond to question regarding what their role ought to be under a school board-teacher agreement. A recapitulation of the responses of principals employed in systems with an agreement as presented in Tables 7, 8, and 9 is as follows: (1) over 55 per cent of the 98 indicated the principal should function in a dual role by

serving as a member and resource person to both the school board and teacher negotiating unit, (2) slightly above 13 per cent felt the principal should serve only as a member of the teacher unit, and (3) approximately 17 per cent indicated the principal should only serve as a member of the school board unit. About 14 per cent of the respondents did not choose any of the above as the appropriate unit for principals.

A summary of the responses of principals working in systems without an agreement as presented in Tables 7, 8, and 9 is as follows: (1) over 62 per cent of the 80 respondents feel the principal should function in a dual role by serving as a member and resource person to both the school board and teacher negotiating units, (2) slightly over 16 per cent indicated the principal should serve only as a member of the teacher unit, and (3) about 17 per cent favored membership only in the school board unit. Some 3 per cent of the respondents did not choose any of the above ways as the appropriate unit for principals.

Table 10 is a compilation of the data obtained from questions 14 and 33. Question 14 inquired "Were you and/or other principals involved in developing the school board-teacher negotiation agreement?" Question 33 asked "Should you and/or other principals be involved with the development of the school board-teacher negotiation agreement for your system?" Almost six-tenths of the respondents employed in

TABLE 10

## DEVELOPING SCHOOL BOARD-TEACHER NEGOTIATION AGREEMENT

Question										
Number:										
14. Were you and/or other principals involved in developing the school board-teacher negotiation agreement?										
33. Should you and/or other principals be involved with the development of the school board-teacher negotiation agreement for your system?										
Question:	Age Groups									
	31-40		41-50		51-60		61-70		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
<u>With Agreement</u>										
14. Role Is:										
Yes	7	7.14	21	21.43	15	15.31	15	15.31	58	59.2
No	8	8.16	12	12.24	15	15.31	5	5.10	40	40.8
Total	15	15.3	33	33.7	30	30.6	20	20.4	98	100.0
33. Role Ought To Be:										
Yes	13.	13.27	29	29.59	30	30.61	14	14.29	86	87.8
No	2	2.04	4	4.08	0	0.00	6	6.12	12	12.2
Total	15	15.3	33	33.7	30	30.6	20	20.4	98	100.0
<u>Without Agreement</u>										
33. Role Ought To Be:										
Yes	13	16.25	29	36.25	20	25.00	10	12.50	72	90.00
No	1	1.25	2	2.50	3	3.75	2	2.50	8	10.00
Total	14	17.50	31	38.75	23	28.75	12	15.00	80	100.0

school systems with a formal agreement replied they and/or other principals were involved in developing the school board-teacher agreement. Over seven-eighths of the same respondents answered they and/or other principals should be involved in the development of the instrument. Even a larger fractional part, nine-tenths, of the respondents employed in systems without a formal agreement indicated principals should be involved with the development of the school board-teacher negotiation agreement in their systems.

Table 11 is a compilation of the data obtained from questions 15 and 34. Question 15 asked the respondent if he had a defined role in the school board-teacher negotiating process. Question 34 asked the respondent if principals should have a defined role in the school board-teacher negotiation process. Over 31 per cent of the respondents employed in systems with a school board-teacher agreement replied they had a defined role in the school board-teacher negotiating process. However, almost 92 per cent of this group of respondents thought principals should have a defined role in the school board-teacher negotiation process. The principals employed in systems without an agreement responded in a like manner. Over 92 per cent replied that they thought principals should have a defined role in the school board-teacher negotiation process.

Table 12 is a compilation of the data collected from asking questions 16 and 35. Question 16 inquired "Do



TABLE 11

## DEFINED ROLE FOR PRINCIPAL UNDER SCHOOL BOARD-TEACHER AGREEMENT

Question Number:											
15. Do you have a defined role in the school board-teacher negotiating process?											
34. Should principals have a defined role in the school board-teacher negotiation process?											
	Age Groups										
	31-40		41-50		51-60		61-70		Total		
Question:	No.	%	No.	%	No.	%	No.	%	No.	%	
<u>With Agreement</u>											
15. Role Is:											
Yes	7	7.14	8	8.16	9	9.18	7	7.14	31	31.6	
No	8	8.16	25	25.51	21	21.43	13	13.27	67	68.4	
Total	15	15.3	33	33.7	30	30.6	20	20.4	98	100.0	
34. Role Ought To Be:											
Yes	14	14.29	30	30.61	30	30.61	16	16.33	90	91.8	
No	1	1.02	3	3.06	0	0.00	4	4.08	8	8.2	
Total	15	15.3	33	33.7	30	30.6	20	20.4	98	100.0	
<u>Without Agreement</u>											
34. Role Ought To Be:											
Yes	13	16.25	30	37.50	20	25.00	11	13.75	74	92.50	
No	1	1.25	1	1.25	3	3.75	1	1.25	6	7.50	
Total	14	17.50	31	38.75	23	28.75	12	15.00	80	100.0	

TABLE 12

## OPPORTUNITY FOR PRINCIPAL TO EXPRESS VIEWS

Question Number:										
16. Do principals have the opportunity to express their views during the school board-teacher negotiating sessions?										
35. Should principals have the opportunity to express their views during the school board-teacher negotiating sessions?										
Age Groups										
	31-40		41-50		51-60		61-70		Total	
Question:	No.	%	No.	%	No.	%	No.	%	No.	%
<u>With Agreement</u>										
16. Role Is:										
Yes	7	7.14	15	15.31	12	12.24	10	10.20	44	44.9
No	8	8.16	18	18.37	18	18.37	10	10.20	54	55.1
Total	15	15.3	33	33.7	30	30.6	20	20.4	98	100.0
35. Role Ought To Be:										
Yes	14	14.29	29	29.59	30	30.61	19	19.39	92	93.9
No	1	1.02	4	4.08	0	0.00	1	1.02	6	6.1
Total	15	15.3	33	33.7	30	30.6	20	20.4	98	100.0
<u>Without Agreement</u>										
35. Role Ought To Be:										
Yes	13	16.25	26	32.50	20	25.00	10	12.50	69	86.25
No	1	1.25	5	6.25	3	3.75	2	2.50	11	13.75
Total	14	17.50	31	38.75	23	28.75	12	15.00	80	100.0

principals have the opportunity to express their views during the school board-teacher negotiating sessions?" The related item, question 35, asked principals if they should have the opportunity to express their views during the school board-teacher negotiating sessions. The data show that Texas principals employed in systems with a school board-teacher agreement do not always have the opportunity to express their views during the school board-teacher negotiating sessions. Almost 45 per cent of the principals indicated they had an opportunity to be heard. However, almost 94 per cent of this group of respondents indicated principals should be afforded the opportunity to be heard. Of the approximate 6 per cent indicating a negative answer to this question, one principal was in the 31-40 age group, four principals were in the 41-50 age group, none of the principals was in the 51-60 age group, and one principal was in the 61-70 age group. Respondents employed in systems without a school board-teacher agreement replied in a similar manner. Over 86 per cent thought principals should have the opportunity to express their views during the school board-teacher negotiating sessions.

Table 13 contains the responses obtained from asking questions 17 and 36. Question 17 asked if principals have the opportunity to review items negotiated through the school board-teacher agreement prior to the time they are acted upon by the board. Question 36 inquired if principals should have this opportunity.

TABLE 13

## REVIEW OF NEGOTIATED ITEMS BEFORE BOARD ACTION

Question

Number:

17. Do principals have the opportunity to review items negotiated through the school board-teacher agreement prior to the time they are acted upon by the board?

36. Should principals have the opportunity to review items negotiated through the school board-teacher agreement prior to the time they are acted upon by the school?

	Age Groups									
	31-40		41-50		51-60		61-70		Total	
Question:	No.	%	No.	%	No.	%	No.	%	No.	%
<u>With Agreement</u>										
17. Role Is:										
Yes	5	5.10	11	11.22	12	12.24	10	10.20	38	38.8
No	10	10.20	22	22.45	18	18.37	10	10.20	60	61.2
Total	15	15.3	33	33.7	30	30.6	20	20.4	98	100.0
36. Role Ought										
To Be:										
Yes	12	12.24	30	30.61	29	29.59	20	20.41	91	92.9
No	3	3.06	3	3.06	1	1.02	0	0.00	7	7.1
Total	15	15.3	33	33.7	30	30.6	20	20.4	98	100.0
<u>Without Agreement</u>										
36. Role Ought										
To Be:										
Yes	14	17.50	30	37.50	21	26.25	10	12.50	75	93.75
No	0	0.00	1	1.25	2	2.50	2	2.50	5	6.25
Total	14	17.50	31	38.75	23	28.75	12	15.00	80	100.0

Approximately 39 per cent of the respondents employed in systems with a school board-teacher agreement reported that principals have the opportunity to review items negotiated through the school board-teacher agreement prior to the time they are acted upon by the board. Almost 93 per cent of the respondents indicated principals should have this opportunity. Of the seven respondents who did not think this should be a role of the principal, three were in the 31-40 age group, three were in the 41-50 age group, one was in the 51-60 age group, and none was in the 61-70 age group.

Almost 94 per cent of the respondents employed in systems without an agreement indicated their belief that principals should have the opportunity to review items negotiated through the school board-teacher agreement prior to the time they are acted upon by the board. Of the five principals recording a no answer, one was in the 41-50 age group, and 2 were in the 51-60 age group, and 2 were in the 61-70 age group.

Table 14 is a compilation of the data collected from asking questions 18 and 37. The first of these questions asked if the items negotiated through the school board-teacher agreement are unacceptable to the principals, are the principals allowed to submit a minority report to the school board prior to the time the items are acted upon by the board. Question 37 asked if principals should be allowed to submit the minority report under those conditions.

TABLE 14

## OPPORTUNITY FOR PRINCIPALS TO SUBMIT MINORITY REPORT

Question Number:										
18. If those items (see question 17) are unacceptable to the principals, are they allowed to submit a minority report to the school board?										
37. If those items (see question 36) are unacceptable to the principals, should they be allowed to submit a minority report to the school board?										
Question:	Age Groups									
	31-40		41-50		51-60		61-70		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
<u>With Agreement</u>										
18. Role Is:										
Yes	5	5.10	11	11.22	12	12.24	10	10.20	38	38.8
No	10	10.20	22	22.45	18	18.37	10	10.20	60	61.2
Total	15	15.3	33	33.7	30	30.6	20	20.4	98	100.0
37. Role Ought To Be:										
Yes	12	12.24	30	30.61	29	29.59	20	20.41	91	92.9
No	3	3.06	3	3.06	1	1.02	0	0.00	7	7.1
Total	15	15.3	33	33.7	30	30.6	20	20.4	98	100.0
<u>Without Agreement</u>										
37. Role Ought To Be:										
Yes	11	13.75	29	36.25	21	26.25	10	12.50	71	88.75
No	3	3.75	2	2.50	2	2.50	2	2.75	9	11.25
Total	14	17.50	31	38.75	23	28.75	12	15.00	80	100.0

Almost 39 per cent of the respondents, who were employed in systems with a school board-teacher agreement, indicated they were allowed to submit a minority report to the school board before the board took action on negotiated items which were unacceptable to principals. Identical responses were provided on question 17 and 18. Apparently all of the respondents given the opportunity to review items negotiated through the school board-teacher agreement are also given the opportunity to submit a minority report before the board acts.

A much higher percentage, nearly 91 per cent of this group of respondents indicated principals should be allowed to submit a minority report regarding the negotiated items which seemed unacceptable. The percentage of affirmative answers on question 37 was the same as those obtained from the previous question. It seems the principals in this sample are consistent in their desire to review negotiated items and submit a minority report to the board on the items which are unacceptable to principals.

Respondents employed in systems without a school board-teacher agreement replied in a manner similar to those employed in systems with an agreement. Over 88 per cent indicated the principal should be allowed to submit a minority report to the school board when negotiated items seemed unacceptable to the principal. An even greater percentage of this same sample of respondents indicated in their answers

to question 36 that principals should have the opportunity to review items negotiated through the school board-teacher agreement prior to the time they are acted upon by the board. In this case it seems of no value to review items if principals do not have the opportunity to submit a minority report, or express their opinions in some other way.

Table 15 is a compilation of the returns acquired from question 19 and 38. Question 19 asked the respondents if teachers in his system had used strikes, sanctions, or any form of withholding of services when negotiations reached the point of impasse. Question 38 inquired when negotiations reach the point of impasse, would teachers ever be justified in using strikes, sanctions, or any form of withholding of services.

The respondents employed in systems with a school board-teacher agreement all indicated that the teachers in their system had not used strikes, sanctions, or any form of withholding of services when negotiations reached the point of impasse. Twenty of the 98 respondents did reply that teachers may be justified in using some form of withholding of services when negotiations reach an impasse. The 20 respondents indicating this feeling were composed of principals in all age groups with 1 in the 31-40 age group, 10 in the 41-50 age group, 7 in the 51-60 age group, and 2 in the 61-70 age group.



TABLE 15

## ACTION WHEN POINT OF IMPASSE IS REACHED

Question										
Number:										
19. Have the teachers in your system used strikes, sanctions, or any form of withholding of services when negotiations reached the point of impasse?										
38. When negotiations reach the point of impasse, would teachers ever be justified to use strikes, sanctions, or any form of withholding of services?										
Question:	Age Groups									
	31-40		41-50		51-60		61-70		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
<u>With Agreement</u>										
19. Role Is:										
Yes	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00
No	15	15.31	33	33.67	30	30.61	20	20.41	98	100.0
Total	15	15.3	33	33.7	30	30.6	20	20.4	98	100.0
38. Role Ought To Be:										
Yes	1	1.02	10	10.20	7	7.14	2	2.04	20	20.4
No	14	14.29	23	23.47	23	23.47	18	18.37	78	79.6
Total	15	15.3	33	33.7	30	30.6	20	20.4	98	100.0
<u>Without Agreement</u>										
38. Role Ought To Be:										
Yes	1	1.25	8	10.00	2	2.50	2	2.50	13	16.25
No	13	16.25	23	28.75	21	26.25	10	12.50	67	83.75
Total	14	17.50	31	38.75	23	28.75	12	15.00	80	100.0

Approximately one-sixth of the principals in the sample who were employed in systems without a school board-teacher agreement expressed their opinion that teachers may be justified in withholding services when negotiations reach an impasse. All age groups of principals were represented in this opinion with 1 being in the 31-40 age group, 8 in the 41-50 age group, 2 in the 51-60 age group, and 2 in the 61-70 age group.

The responses received from questions 20 and 39 are presented in Table 16. Question 20 asked principals if they had worked with teachers in the development of negotiable items related to the needs of their school. Question 39 asked should principals work with the teachers in the development of negotiable items related to the needs of their schools.

No attempt was made to identify the negotiable items related to the needs of their schools. These items might well range from teacher salaries and working conditions to items more directly related to the instructional program. Almost 37 per cent of the respondents employed in systems with a school board-teacher agreement indicated they had worked with the teachers in the development of negotiable items related to the needs of their schools.

Although over 37 per cent of this group of principals said they had worked with teachers in this area, nearly 93 per cent expressed a belief they should do so. Some of the

TABLE 16

## PRINCIPALS HELP IN DEVELOPMENT OF NEGOTIABLE ITEMS

Question Number:										
20. Have you worked with the teachers in your building in the development of negotiable items related to the needs of your school?										
39. Should you work with the teachers in your building in the development of negotiable items related to the needs of your school?										
Age Groups										
</										

reasons more principals have not been involved in the development of negotiable items may be attributed to omission of principal involvement by the teachers, rejection of participation opportunities by the principals, or the expected exclusion of principals by the administrative hierarchy.

The principals employed in systems without a school board-teacher agreement indicated a similar response to the question. Over 92 per cent of this group felt the principal should work with the teachers in the development of negotiable items related to the needs of their school.

The data in Table 17 show the findings obtained from items 21 and 41. Question 21 asked the respondent if his salary was tied to the teacher's salary schedule. Question 40 asked the principal if he favored his salary being tied to the teacher's salary schedule.

Slightly over two-thirds of the respondents employed in systems with a school board-teacher agreement said their salary was tied to the teacher's salary schedule. The index or ratio type salary schedule may provide some salary protection for principals when the principal has little or no voice in negotiation sessions. This arrangement would eliminate possible inequities when a teacher organization takes the position that salary plans should provide only for across-the-board increases. However, this also necessitates the development of an equitable salary index in the beginning.

TABLE 17

## PRINCIPALS SALARY TIED TO TEACHER'S SALARY SCHEDULE

Question

Number:

21. Is your salary tied to the teacher's salary schedule?

40. Do you favor the principal's salary being tied to the teacher's salary schedule?

Question:	Age Groups									
	31-40		41-50		51-60		61-70		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
<u>With Agreement</u>										
21. Role Is:										
Yes	9	9.18	20	20.14	23	23.47	14	14.29	66	67.3
No	6	6.12	13	13.27	7	7.14	6	6.12	32	32.7
Total	15	15.3	33	33.7	30	30.6	20	20.4	98	100.0
40. Role Ought										
To Be:										
Yes	6	6.12	12	12.24	13	13.27	5	5.10	36	36.7
No	9	9.18	21	21.43	17	17.35	15	15.31	62	62.3
Total	15	15.3	33	33.7	30	30.6	20	20.4	98	100.0
<u>Without Agreement</u>										
40. Role Ought										
To Be:										
Yes	6	7.50	15	18.75	13	16.25	6	7.50	40	50.00
No	8	10.00	16	20.00	10	12.50	6	7.50	40	50.00
Total	14	17.50	31	38.75	23	28.75	12	15.00	80	100.0

When this group of respondents was asked if they favored the principal's salary schedule being tied to the teacher's salary schedule, less than two-fifths gave an affirmative response. This seems to indicate that many of the principals in the sample, whose salaries are now tied to the teacher's salary schedule, would prefer another type of arrangement.

The respondents working in systems without a school board-teacher agreement were more inclined to favor the principal's salary being tied to the teacher's salary schedule than their counterpart in systems with an agreement. Exactly one-half of the principals in this sample favored the plan.

Table 18 is a compilation of the results obtained from respondents on questions 22 and 41. Question 22 asked if the school board-teacher agreement provided for a grievance procedure. Question 41 asked if the school board-teacher agreement should provide a grievance procedure.

Almost nine-tenths of the respondents employed in systems with a school board-teacher agreement reported the agreement provided for a grievance procedure. An even greater number, nearly 95 per cent, of the sample indicated the school board-teacher agreement should contain a grievance procedure. It appears the principals in the sample strongly favor a grievance clause to insure a systematic and equitable method of minimizing problems before they reach large proportions. The principals in the sample who are employed in systems

TABLE 18  
GRIEVANCE PROCEDURE

Question										
Number:										
22. Does your school board-teacher negotiation agreement provide for a grievance procedure?										
41. Should the school board-teacher agreement provide a grievance procedure?										
Question:	Age Groups									
	31-40		41-50		51-60		61-70		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
<u>With Agreement</u>										
22. Role Is:										
Yes	12	12.24	30	30.61	28	28.57	18	18.37	88	89.8
No	3	3.06	3	3.06	2	2.04	2	2.04	10	10.2
Total	15	15.3	33	33.7	30	30.6	20	20.4	98	100.0
41. Role Ought										
To Be:										
Yes	13	13.27	31	31.63	29	29.59	20	20.41	93	94.9
No	2	2.04	2	2.04	1	1.02	0	0.00	5	5.1
Total	15	15.3	33	33.7	30	30.6	20	20.4	98	100.0
<u>Without Agreement</u>										
41. Role Ought										
To Be:										
Yes	13	16.25	26	32.50	21	26.25	10	12.50	70	87.50
No	1	1.25	5	6.25	2	2.50	2	2.50	10	12.50
Total	14	17.50	31	38.75	23	28.75	12	15.00	80	100.0

without a school board-teacher agreement strongly favor a grievance procedure, also. Seven-eighths of this group indicated the agreement should contain a grievance clause.

Table 19 is a compilation of the data obtained from asking questions 23 and 42. Question 23 asked the respondent if he was involved with the grievance procedure in any way. The other item inquired whether or not the principal should be involved with the grievance procedure in any way.

About 55 per cent of the respondents employed in systems with a school board-teacher agreement indicated they were involved with the grievance procedure in some way. Since almost 90 per cent of the sample said their agreement provided for a grievance procedure, this leaves about 35 per cent of the group who are working in systems with a grievance clause, but feel they are not involved with the procedure in any way.

The distribution of the yes responses into principal age groups on item 23 of Table 19 should be noted. Only a small percentage of the principals in the 31-40 age bracket indicated involvement with the grievance procedure. The 41-50 and 51-60 age groups were quite evenly represented while the 61-70 cluster provided a large percentage of yes responses.

When the same group of the sample were asked if the principal should be involved with the grievance procedure, more than seven-eighths indicated they should. However, a comparison of the responses in Tables 18 and 19 shows that



TABLE 19

## PRINCIPALS INVOLVEMENT WITH GRIEVANCE PROCEDURE

Question										
Number:										
23. Are you involved with the grievance procedure in any way?										
42. Should the principal be involved with the grievance procedure in any way?										
Question:	Age Groups									
	31-40		41-50		51-60		61-70		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
<u>With Agreement</u>										
23. Role Is:										
Yes	4	4.08	19	19.39	15	15.31	16	16.33	54	55.1
No	11	11.22	14	14.29	15	15.31	4	4.08	44	44.9
Total	15	15.3	33	33.7	30	30.6	20	20.4	98	100.0
42. Role Ought										
To Be:										
Yes	13	13.27	28	28.57	27	27.55	19	19.39	87	88.8
No	2	2.04	5	5.10	3	3.06	1	1.02	11	11.2
Total	15	15.3	33	33.7	30	30.6	20	20.4	98	100.0
<u>Without Agreement</u>										
42. Role Ought										
To Be:										
Yes	13	16.25	23	28.75	21	26.25	9	11.25	66	82.50
No	1	1.25	8	10.00	2	2.50	3	3.75	14	17.50
Total	14	17.50	31	38.75	23	28.75	12	15.00	80	100.0

all principals who believe an agreement should provide a grievance procedure do not all believe the principal should be involved with the grievance procedure. The principals in the sample who are without a school board-teacher agreement responded in a manner similar to the ones in systems with an agreement. Well over four-fifths of this group indicated the principal should be involved with the grievance procedure.

Table 20 contains the data received from items 24 and 43 on the questionnaire. Item 24 asked if teacher grievances are presented to the building principal in writing. Question 43 asked if teacher grievances should be presented to the building principal in writing.

Of the principals employed in systems with a school board-teacher agreement, slightly less than one-third indicated teacher grievances are presented to the building principal in writing. There seems to be some merit in presenting formal grievances to principals in writing, especially when informal conversations do not succeed in resolving a complaint. Not only would a written record of the complaint be provided, but also the principal would have the opportunity to study carefully the exact nature and significance of the grievance.

Almost 85 per cent of the respondents employed in systems with a school board-teacher agreement indicated teacher grievances should be presented to the building

TABLE 20

## GRIEVANCES PRESENTED TO PRINCIPAL IN WRITING

Question Number:										
24. Are teacher grievances presented to the building principal in writing?										
43. Should teacher grievances be presented to the building principal in writing?										
Question:	31-40		41-50		51-60		61-70		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
<u>With Agreement</u>										
24. Role Is:										
Yes	4	4.08	12	12.24	10	10.20	6	6.12	32	32.7
No	11	11.22	21	21.43	20	20.41	14	14.29	66	67.3
Total	15	15.3	33	33.7	30	30.6	20	20.4	98	100.0
43. Role Ought To Be:										
Yes	12	12.24	28	28.57	27	27.55	16	16.33	83	84.7
No	3	3.06	5	5.10	3	3.06	4	4.08	15	15.3
Total	15	15.3	33	33.7	30	30.6	20	20.4	98	100.0
<u>Without Agreement</u>										
43. Role Ought To Be:										
Yes	13	16.25	23	28.75	20	25.00	9	11.25	65	81.25
No	1	1.25	8	10.00	3	3.75	3	3.75	15	18.75
Total	14	17.50	31	38.75	23	28.75	12	15.00	80	100.0

principal in writing. A somewhat smaller percentage, just over 81 per cent, of the respondents employed in systems without a school board-teacher agreement concur on this matter.

The responses to questions 25 and 44 are presented in Table 21. Question 25 asked the respondent if the wording of the grievance clause protects principals as well as teachers against reprisals from participation in grievance cases. Question 44 asked if the wording of the grievance clause should protect principals as well as teachers against reprisals from participation in grievance cases.

Only the respondents employed in systems with a school board-teacher agreement were asked to complete item 25. Just under 86 per cent of this group indicated the wording of the grievance clause protects principals as well as teachers against reprisals from participation in grievance cases. A comparison of these figures with those presented in Table 18 shows that some 4 per cent of the respondents who are working in systems with a grievance procedure in the negotiation agreement have reported the wording of the grievance clause does not protect both teachers and administrators against reprisals arising from participation in grievance cases.

The same group in the sample were asked if the wording of the grievance clause should protect principals as well as teachers against reprisals from participation in grievance

TABLE 21

## PROTECTION OF PRINCIPAL UNDER GRIEVANCE CLAUSE

Question Number:										
25. Does the wording of the grievance clause protect principals as well as teachers against reprisals from participation in grievance cases?										
44. Should the wording of the grievance clause protect principals as well as teachers against reprisals from participation in grievance cases?										
Question:	31-40		41-50		51-60		61-70		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
<u>With Agreement</u>										
25. Role Is:										
Yes	12	12.24	29	29.59	25	25.51	18	18.37	84	85.7
No	3	3.06	4	4.08	5	5.10	2	2.04	14	14.3
Total	15	15.3	33	33.7	30	30.6	20	20.4	98	100.0
44. Role Ought To Be:										
Yes	15	15.31	31	31.63	30	30.61	19	19.39	95	96.9
No	0	0.00	2	2.04	0	0.00	1.	1.02	3	3.1
Total	15	15.3	33	33.7	30	30.6	20	20.4	98	100.0
<u>Without Agreement</u>										
44. Role Ought To Be:										
Yes	13	16.25	28	35.00	22	27.50	10	12.50	73	91.25
No	1	1.25	3	3.75	1	1.25	2	2.50	7	8.75
Total	14	17.50	31	38.75	23	28.75	12	15.00	80	100.0

cases. As shown in Table 21, question 44, the respondents were almost 97 per cent in agreement with the desire for the wording to protect principals as well as teachers. The respondents employed in systems without an agreement on the whole strongly favored the wording to protect both teachers and administrators. Over 91 per cent of this group indicated this desire for the incorporation of this safeguard into the grievance clause.

The tabulated responses to items 26 and 45 of the questionnaire are presented in Table 22. Question 26 asked if the grievance procedure provided opportunity for the principal as well as the teacher to protest practices which seem to be in violation of the agreement. The last question, number 45, asked if the above stated opportunities should be provided in the grievance clause.

Over three-fourths of the respondents employed in systems with a formal agreement reported their grievance procedure did provide opportunities for both principals and teachers to protest practices which seemed to be in violation of the agreement. In this context, it seems just as possible that teachers or their organizations may act improperly as it is for the administrator to do so. It would appear both parties may be aggrieved at some time and should have similar rights afforded through the grievance machinery.

The respondents employed in systems with an agreement overwhelmingly indicated both the principal and teachers should

TABLE 22

## OPPORTUNITY FOR PRINCIPAL TO PROTEST PRACTICES IN GRIEVANCE PROCEDURES

Question

Number:

26. Does the grievance procedure provide opportunities for the principal as well as the teacher to protest practices which seem to be in violation of the agreement?

45. Should the grievance procedure provide opportunities for the principal as well as the teacher to protest practices which seem to be in violation of the agreement?

	Age Groups										
	31-40		41-50		51-60		61-70		Total		
Question:	No.	%	No.	%	No.	%	No.	%	No.	%	oo
<u>With Agreement</u>											
26. Role Is:											
Yes	10	10.20	26	26.53	20	20.41	18	18.37	74	75.5	
No	5	5.10	7	7.14	10	10.20	2	2.04	24	24.5	
Total	15	15.3	33	33.7	30	30.6	20	20.4	98	100.0	
45. Role Ought											
To Be:											
Yes	14	14.29	33	33.67	30	30.61	20	20.41	97	99.0	
No	1	1.02	0	0.00	0	0.00	0	0.00	1	1.0	
Total	15	15.3	33	33.7	30	30.6	20	20.4	98	100.0	
<u>Without Agreement</u>											
45. Role Ought											
To Be:											
Yes	14	17.50	24	30.00	21	26.25	10	12.50	69	86.25	
No	0	0.00	7	8.75	2	2.50	2	2.50	11	13.75	
Total	14	17.50	31	38.75	23	28.75	12	15.00	80	100.0	

be provided opportunities in the grievance clause to protest practices which seem to be in violation of the agreement. This opinion was shown by 99 per cent of the sample with only one principal in the 31-40 age group providing a no response to the question. The respondents employed in systems without a formal agreement provided more diverse responses. However, over 86 per cent of this group indicated the grievance procedure should provide opportunities for the principal as well as the teacher to protest practices which seem to be in violation of the agreement.

#### Summary

As the data are reviewed and presented in Tables 4 through 22, it becomes evident a wide diversity exists among the Texas public high school principals' role in collective negotiations. This divergence also seems to exist to a somewhat lesser degree as to opinions of what the role ought to be in collective negotiations as expressed both by principals employed in systems with and without formal agreements.

The data show that a large portion of the principals favor collective negotiations, but a greater disparity exists in their opinion on the agreement which will provide for their inclusion, on the appropriate bargaining unit for principals, on impasse procedures, on the ties between teachers and principals salary schedules, and items related to grievance procedures.



## CHAPTER V

### SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

#### Summary

As with many present day social institutions, school systems have increased in size and complexity. This trend is partially responsible for the lack of adequate communication between administrator and teachers. One method employed to spur improved communications has been increased collective action on the part of teachers. The movement to gain more power for teachers' groups seems to be gaining momentum and will encourage many alterations in education. As educational institutions encounter the changes which are being ignited by teacher pressure, not only will the power structure of education be altered, but the roles played by the individuals in that structure will also be altered.

This investigation was concerned with one of the roles in the structure, that of the high school principal. A great deal of concern has been expressed about the changing role of the high school principal as a result of items negotiated at the bargaining table. The problem of the study was to investigate the attitudes of Texas public high school principals toward issues related to the principal's

role in collective negotiations. Specifically, the investigation attempted to: (1) ascertain the attitudes of principals employed in school systems with a formal agreement toward what their role is in collective negotiations, (2) determine the attitudes of principals employed in school systems with a formal agreement toward what their role ought to be in collective negotiations, (3) determine the attitudes of principals employed in school systems without a formal agreement toward what the principal's role ought to be in collective negotiations, and (4) analyze and interpret the similarities and differences in the expressed responses of the principals.

A questionnaire of forty-five items was developed and used to gather the data for the study. The questionnaire was mailed to all public high school principals in the sixty-seven largest school districts in Texas. Completed questionnaires were received from 178 principals. Of this group, 98 were employed in systems with a formal agreement and 80 were employed in systems without a formal agreement. The data obtained from the questionnaires were then tabulated and presented in tables, listing both raw frequencies and percentages.

### Major Findings

The problem of this study was divided into four parts. The first part attempted to ascertain the attitudes of principals employed in school systems with a formal agreement

toward what their role is in collective negotiations. A summary of the findings for this part of the study is as follows:

1. Over 55 per cent of the 178 respondents were employed in systems with a school board-teacher agreement.

2. This agreement provided for the inclusion of about 43 per cent of the 98 principals. A separate principal-school board agreement provided for the inclusion of nearly 31 per cent of the principals leaving just over 26 per cent which were not included under either of the types of agreements.

3. Under the school board-teacher pact, about 12 per cent indicated they were functioning in a dual role by serving as a member and resource person to both the school board and teacher negotiating units. Just over 10 per cent were serving only as members of the teacher unit under the school board-teacher agreement and nearly 31 per cent are represented in a separate principal's unit, about 47 per cent of the respondents were without membership in a negotiating unit.

4. Almost 60 per cent of the respondents indicated principals were involved in developing the school board-teacher agreement for their system, while less than 32 per cent indicated they had a defined role in the school board-teacher negotiating process.

5. About 45 per cent of the principals indicated they had the opportunity to express their views during the school board-teacher negotiating sessions. Just under 39 per cent responded that they had the opportunity to review negotiated items prior to the time the board acts, and an equal percentage of principals were allowed to submit a minority report to the board.

6. The principals indicated teachers had not used strikes, sanctions, or any other form of withholding of services when negotiations reached the point of impasse.

7. Almost 37 per cent of the respondents indicated they had worked with teachers in the development of negotiable items related to the needs of their schools.

8. Over 67 per cent of the principals indicated their salary was tied to the teacher's salary schedule.

9. Although nearly 90 per cent of the principals indicated the school board-teacher agreement provided a grievance procedure, only about 56 per cent indicated they were involved with the procedure in any way. About 33 per cent of the respondents indicated teacher grievances were presented to the building principal in writing.

10. Over 85 per cent indicated the wording of the grievance clause protected both principals and teachers against reprisals from participation in grievance cases. About 75 per cent also indicated the grievance procedure provides opportunities for both principals and teachers to

protest practices which seem to be in violation of the agreement.

The second part of the problem was to determine the attitudes of principals employed in school systems with a formal agreement toward what their role ought to be in collective negotiations. A summary of the findings for this part of the study is as follows:

1. Over 82 per cent of the 98 respondents completing this part of the questionnaire favored a school board-teacher agreement for their system.

2. Almost 20 per cent of the respondents indicated the school board-teacher agreement should provide for the inclusion of principals in the negotiation process. A separate principal-school board agreement was favored by over 63 per cent of the respondents leaving some 17 per cent which did not choose to be included in either type of these agreements.

3. In a system with a school board-teacher agreement, over 55 per cent of the respondents indicated the principal should function in a dual role by serving as a member and resource person to both the school board and teacher negotiating units. About 13 per cent indicated the principal should serve only as a member of the teacher unit while some 17 per cent favored the school board negotiation unit. About 15 per cent of the respondents did not indicate a preference for any of the negotiating units mentioned.

4. Almost 88 per cent indicated principals should be involved with the development of the school board-teacher agreement although nearly 92 per cent indicated the principal should have a defined role in the negotiation process.

5. About 94 per cent thought the principals should have the opportunity to express their views during the school board-teacher negotiating sessions. Almost 93 per cent felt principals should have the opportunity to review negotiated items prior to the time the board acted on them, and an equal percentage of respondents thought principals should be allowed to submit a minority report to the board.

6. About 20 per cent of the respondents indicated teachers may be justified to use strikes, sanctions, or some form of withholding of services when negotiations reached the point of impasse.

7. Almost 93 per cent of the respondents thought they should work with the teachers in the development of negotiable items related to the needs of their school.

8. Less than 37 per cent favored the principal's salary being tied to the teacher's salary schedule.

9. Although nearly 95 per cent indicated the school board-teacher agreement should provide a grievance procedure, only about 89 per cent felt the principal should be involved with the procedure in any way. Less than 85 per cent favored the teacher grievances being presented to the building principal in writing.

10. Almost 97 per cent indicated the wording of the grievance clause should protect both principals and teachers against reprisals from participation in grievance cases. Ninety-nine per cent indicated the grievance procedure should provide opportunities for both principals and teachers to protest practices which seem to be in violation of the agreement.

The third part of the problem was to determine the attitudes of principals employed in school systems without a formal agreement toward what the principals role ought to be in collective negotiations. A summary of the findings for this part of the study is as follows:

1. Over 68 per cent of the 80 respondents completing this part of the questionnaire favored a school board-teacher agreement for their system.

2. Some 18 per cent of the respondents indicated the school-board-teacher agreement should provide for the inclusion of principals in the negotiating process. A separate principal-school board agreement was favored by over 51 per cent of the respondents leaving some 31 per cent which did not choose to be included in either type of these agreements.

3. In a system with a school board-teacher agreement, over 63 per cent of the respondents indicated the principal should function in a dual role by serving as a member and resource person to both the school board and teacher negotiating units. About 16 per cent indicated the principal

should serve only as a member of the teacher unit while some 18 per cent favored the school board negotiating unit, and about 3 per cent of the respondents did not indicate a preference for any of the negotiating units mentioned.

5. About 86 per cent thought the principal should have the opportunity to express their views during the school board-teacher negotiating sessions. Almost 94 per cent felt the principals should have the opportunity to review negotiated items prior to the time the board acted on them although only about 89 per cent thought principals should be allowed to submit a minority report to the board.

6. About 16 per cent of the respondents indicated teachers may be justified to use strikes, sanctions, or some form of withholding of services when negotiations reached the point of impasse.

7. Almost 93 per cent of the respondents thought they should work with the teachers in the development of negotiable items related to the needs of their school.

8. Exactly 50 per cent favored the principal's salary being tied to the teacher's salary schedule.

9. Although nearly 88 per cent indicated the school board-teacher agreement should provide a grievance procedure, only about 83 per cent felt the principal should be involved with the procedure in any way. About 82 per cent favored the teacher grievances being presented to the building principal in writing.



10. About 91 per cent indicated the wording of the grievance clause should protect both principals and teachers against reprisals from participation in grievance cases. Some 86 per cent indicated the grievance procedure should provide opportunities for both principals and teachers to protest practices which seem to be in violation of the agreement.

The fourth part of the study was to analyze and interpret the similarities and differences in the expressed responses of the principals. A summary of this part of the study is as follows:

1. Slightly over one-half of the total respondents were employed in systems with a school board-teacher agreement. The responses from principals working in systems with an agreement compared to the responses from principals working in systems without an agreement showed a greater majority in systems with an agreement favored a school board-teacher agreement for their system.

2. Provision for the inclusion of a large majority of the respondents was reported to be either in the school board-teacher or a separate principal-school board agreement. A comparison of the data obtained from principals employed in systems with a formal agreement to that obtained from those employed in systems without a formal agreement showed a greater majority in systems with the agreement favored provisions for inclusion of principals to be in a separate

principal-school board agreement. It should be pointed out that an almost equal minority of respondents in both types of school systems preferred to be included under the school board-teacher agreement. Also, a minority of respondents did not choose to be included under either kind of agreement.

3. Under the school board-teacher agreement, about one-half of the respondents were without membership in a negotiating unit. An almost equal minority of respondents indicated they were serving as members of the teachers unit, or in a dual role which included service to both the teacher unit and board unit. A comparison of the data obtained from respondents employed in systems with an agreement to that obtained from those employed in systems without an agreement showed a greater majority in systems without an agreement indicated principals should function in a dual role by serving both the school board and teacher negotiating units. A small minority of respondents in both types of systems indicated principals should only serve the teacher unit, or should only serve the board unit.

4. A majority indicated principals were involved in developing the school board-teacher agreement for their systems, but did not have a defined role in the negotiation process. A large majority of respondents employed in systems with and without formal agreements felt principals should help with the development of the agreement. An even larger

majority indicated the principals should have a defined role in the negotiation process.

5. A small majority of the respondents in systems with an agreement indicated the following: (1) they did not have the opportunity to express their views during the school board-teacher negotiating sessions, (2) they did not have the opportunity to review negotiated items prior to the time the board acted, and (3) they were not allowed to submit a minority report to the board before it acted. A great majority of the respondents in systems with and without formal agreements indicated the principals should have those privileges.

6. The respondents employed in systems with a formal agreement indicated teachers had not used any form of withholding of services when negotiations reached the point of impasse. A minority of principals employed in both systems with and without formal agreements indicated teachers may be justified to use strikes, sanctions, or some form of withholding of services when negotiations reached the point of impasse.

7. Although less than one-half of the respondents indicated they had worked with teachers in the development of negotiable items related to the needs of their schools, a great majority of principals employed in both types of systems thought they should do this.

8. Although a majority of the respondents employed in systems with formal agreements indicated the principal's salary was tied to the teacher's salary schedule, a much smaller group of the respondents favored this arrangement. The responses from principals in systems without an agreement were evenly divided on this issue.

9. A large majority of the respondents in systems with an agreement indicated a grievance procedure was provided, but only a slight majority were involved in any way with the procedure. About one-third of these respondents indicated the teacher grievances were presented to the building principal in writing. A comparison of the data obtained from principals employed in systems with a formal agreement to that obtained from those employed in systems without a formal agreement showed a greater majority in systems with the agreement favored: (1) the agreement providing a grievance procedure, (2) principal involvement with the procedure, and (3) grievance being presented to the building principal in writing.

10. In systems with agreements, a large majority of respondents indicated both the principals and teachers were protected against reprisals from participation in grievance cases, and both had opportunities to protest practices which seemed to be in violation of the agreement. A comparison of the data obtained from principals employed in systems with a formal agreement to that obtained from those employed in

systems without a formal agreement showed a greater majority in systems with the agreement favored: (1) the wording of the grievance clause protecting both teachers and principals against reprisals from participation in grievance cases, and (2) opportunities for both teachers and principals to protest practices which seem to be in violation of the agreement.

### Conclusions

The conclusions of this study, based on an analysis of the findings, are as follows:

1. Although only 55 per cent of the principals employed in school systems having school board-teacher agreements, these principals looked upon the agreement more favorably than did those principals employed in systems not having a formal agreement.
2. The respondents seemed to believe that the best interest of the principal could be achieved through his inclusion in a separate school board-principal agreement.
3. Principals appeared reluctant to take a stand on negotiation matters in which teachers were involved. They apparently did not want to become involved in negotiations between teachers and school boards.
4. Although principals in systems with formal agreements often did not have a defined role in the negotiating process, a large majority of those in both types of systems felt they should have a defined role. This defined role

should be stipulated in a separate formal school board-principal agreement.

5. Because of the knowledge and responsibilities of the secondary school administrator, principals felt that they should assist teachers in the identification of negotiable items relating to the total school program.

6. Although a majority of principals employed in systems with formal agreements indicated the principals' salary was tied to the teacher salary schedule, there was a division in the opinions expressed by principals concerning the advisability of this practice.

7. Even though a majority of the principals in systems with agreements indicated a grievance procedure was provided, such grievances were not presented to the building principal in writing. Principals, however, expressed the opinion that this should be standard practice.

### Recommendations

The following considerations for additional research are recommended:

1. Since this sample was limited to high school principals, it is recommended that the investigation of the role of the principal in collective negotiations be broadened to encompass a wider sample including board members, superintendents, central office personnel, principals at all levels, and teachers.

2. The findings of this study were based on a sample of principals employed in larger public school systems. It is suggested that a study be made of the role of principals in collective negotiations which would include a sample from various types and sizes of school systems.

3. Further study should be conducted on the implications of collective negotiations for the quality of education.

4. Additional study is suggested relative to the effect of collective negotiations upon the decision-making process of the school principal.

5. It is suggested an investigation be made of enacted state legislation in the area of negotiations for public employees, and a comparative analysis be made of the effects of the legislation on collective activity in public education from one state to another state.

## BIBLIOGRAPHY



## BIBLIOGRAPHY

- American Association of School Administrators. School Administrators View Professional Negotiations. Washington, D.C.: A.A.S.A., 1966.
- American Federation of Teachers. Goals of the American Federation of Teachers. Washington, D.C.: American Federation of Teachers, A.F.L.-C.I.O., n.d.
- American Federation of Teachers. Questions and Answers about A.F.T. Washington, D.C.: American Federation of Teachers, A.F.L.-C.I.O., n.d.
- Ball, Lester B. "The Principal and Negotiations." The High School Journal, October, 1968, 22-28.
- Brodsky, Charles. "In Common Cause: A Report on an Effective Faculty Council." The Bulletin of the National Association of Secondary School Principals, December, 1967, 1-11.
- Brubacher, John S. A History of the Problems of Education. New York: McGraw-Hill Book Co., 1966.
- Elam, Stanley M.; Lieberman, Myron; and Moskow, Michael H. Readings on Collective Negotiations in Public Education. Chicago: Rand McNally and Co., 1966.
- English, Fenwich. "The Ailing Principalship." Phi Delta Kappan, November, 1968, 158-161.
- Epstein, Benjamin. The Principal's Role in Collective Negotiations Between Teachers and School Boards. Washington, D.C.: National Association of Secondary School Principals, 1965.
- Epstein, Benjamin. What is Negotiable? Washington, D.C.: National Association of Secondary School Principals, 1969.
- Fenner, Mildred S. "The Facts are . . . ." Today's Education, October, 1968, 83.

- Gittell, Marilyn. "Teachers Power and Its Implication." Theory into Practice, April, 1968, 80.
- Good, Carter V. Introduction to Educational Research. New York: Meredith Publishing Co., 1963.
- Greer, Clyde H. "Professional Consultation in Texas." Texas School Board Journal, December, 1968, 17-23.
- Kerlinger, Fred N. Foundations of Behavioral Research. New York: Holt, Rinehart, and Winston, Inc., 1964.
- Kramer, Louis J. Principals and Grievance Procedures. Washington, D.C.: National Association of Secondary School Principals, 1969.
- "Laws Fix Principal's Role." Phi Delta Kappan, June, 1969, 617-618.
- Lieberman, Myron. "Collective Negotiations: States and Trends." The American School Board Journal, October, 1967, 7-10.
- Lieberman, Myron. Education as a Profession. Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1956.
- National Education Association. "Are Principals Represented in Bargaining Units?" Research Bulletin. Washington, D.C.: Research Division of National Education Association, October, 1968.
- National Education Association. Guidelines for Professional Negotiation. Washington, D.C.: National Education Association, n.d.
- "New High in Teacher Strikes." Phi Delta Kappan, March, 1968, 429.
- "News Front-State Negotiation Trends." Phi Delta Kappan, June, 1969, 617.
- Ohm, Robert E. "Collective Negotiations: Implications for Research." Unpublished Speech, Department of Education, University of Oklahoma, 1966.
- Saxe, Richard W. Perspectives on the Changing Role of the Principal. Springfield, Ill.: Charles C. Thomas Co., 1968.

- Scates, Douglas E., and Yeomans, Alice V. The Effect of Questionnaire Form on Course Requests of Employed Adults. Washington, D.C.: American Council on Education, 1950.
- Shils, Edward B., and Whittier, C. Taylor. Teachers, Administrators, and Collective Bargaining. New York: Thomas Y. Crowell Co., 1968.
- Stinnett, T. M.; Kleinman, Jack H.; and Ware, Martha L. Professional Negotiation in Public Education. New York: Macmillan Co., 1966.
- Texas State Teachers Association, Texas Association of School Boards, Texas Classroom Teachers Association, and Texas Association of School Administrators. "Professional Consultation in Texas," Austin, 1967. (Mimeographed.)
- Wesley, Edgar B. The N.E.A.: The First Hundred Years. New York: Harper and Brothers, 1957.
- Zeluck, Stephen. "The U.F.T. Strike: Will It Destroy the A.F.T.?" Phi Delta Kappan, January, 1969, 250-254.

APPENDIX A

CORRESPONDENCE RELATED TO THE STUDY

108-H West Constitution  
Norman, Oklahoma 73069  
May 7, 1969

Dear Principal:

It has been said that the principal in Texas has been the forgotten man in professional consultation. With this idea in mind, I am undertaking a study to investigate the opinions of Texas high school principals toward issues related to a principal's role in professional consultation. The findings of this study will be submitted to the Research Committee of the Texas Study of Secondary Education for review and printing.

Before being granted a leave of absence from a Texas AAAA high school principalship last fall, I served on a committee to help write a proposed consultation agreement for our system. It became apparent to me that principals must assume some responsibility for defining their role in negotiations, or assuredly other individuals or groups will define this role. Your views concerning this role are extremely important.

A carefully drawn sample of Texas high school principals included your name. Your cooperation in filling out the enclosed questionnaire will be especially appreciated.

You may feel free to answer the enclosed questionnaire with assurance that you cannot be identified by name, school, or school district. It should take approximately 5 minutes to complete the questionnaire.

Thank you very much for your time. Your promptness in completing the questionnaire and returning it in the return envelope will be deeply appreciated.

Sincerely,

David C. Austin  
Doctoral Candidate  
The University of Oklahoma

Enclosures:

1. Return envelope
2. Questionnaire

## APPENDIX B

COPY OF INSTRUMENT USED IN THE STUDY

AN INVESTIGATION OF THE ATTITUDES OF TEXAS PUBLIC  
HIGH SCHOOL PRINCIPALS TOWARD THE PRINCIPAL'S  
ROLE IN PROFESSIONAL NEGOTIATIONS

A. STATUS INFORMATION: Please check or write the appropriate answer to each of the following:

1. Male:\_\_\_\_\_ Female:\_\_\_\_\_ 2. Age:\_\_\_\_\_
3. Total number of years experience as an educator:\_\_\_\_\_
4. Total number of years experience as a high school principal:\_\_\_\_\_
5. What is the highest degree that you now hold?  
Bachelor:\_\_\_\_\_ Master:\_\_\_\_\_ Doctor:\_\_\_\_\_
6. In which of the following are you affiliated:  
T.S.T.A.:\_\_\_\_\_ T.A.S.S.P.:\_\_\_\_\_ N.A.S.S.P.:\_\_\_\_\_  
A.F.T.:\_\_\_\_\_ N.E.A.:\_\_\_\_\_  
Local Teachers Association:\_\_\_\_\_  
Local Principals Association:\_\_\_\_\_
7. In which of the following are the majority of the teachers in your system affiliated?  
N.E.A.:\_\_\_\_\_ A.F.T.:\_\_\_\_\_ Neither:\_\_\_\_\_

B. ROLE INFORMATION: Please use a check-mark to answer the following. Place only one check for each question.

8. \_\_\_\_\_Yes Does your system have a written school  
\_\_\_\_\_No board-teacher negotiation (consultation)  
agreement?
9. \_\_\_\_\_Yes If your answer to question 8 is "NO," skip  
\_\_\_\_\_No to Part C. If your answer to question 8  
is "YES," does the school board-teacher  
agreement provide for the inclusion of  
principals.
10. \_\_\_\_\_Yes Is there a separate agreement that provides  
for negotiation (consultation) between  
principals and the school board?

11. ☐ Yes Under the school board-teacher agreement  
☐ No do you now function in a dual role, serving  
as a member and resource person to both the  
school board and teacher negotiation units?
12. ☐ Yes Under the school board-teacher agreement  
☐ No are you now serving only as a member of the  
teacher negotiation unit?
13. ☐ Yes Under the school board-teacher agreement  
☐ No are you now serving only as a member of the  
school board negotiation unit?
14. ☐ Yes Were you and/or other principals involved  
☐ No in developing the school board-teacher  
negotiation agreement?
15. ☐ Yes Do you have a defined role in the school  
☐ No board-teacher negotiating process?
16. ☐ Yes Do principals have the opportunity to express  
☐ No their views during the school board-teacher  
negotiating sessions?
17. ☐ Yes Do principals have the opportunity to review  
☐ No items negotiated through the school board-  
teacher agreement prior to the time they are  
acted upon by the board?
18. ☐ Yes If those items are unacceptable to the  
☐ No principals, are they allowed to submit a  
minority report to the school board?
19. ☐ Yes Have the teachers in your system used strikes,  
☐ No sanctions, or any form of withholding of  
services when negotiations reached the point  
of impasse?
20. ☐ Yes Have you worked with the teachers in your  
☐ No building in the development of negotiable  
items related to the needs of your school?
21. ☐ Yes Is your salary tied to the teacher's salary  
☐ No schedule?
22. ☐ Yes Does your school board-teacher negotiation  
☐ No agreement provide for a grievance procedure?
23. ☐ Yes If your answer to question 22 is "NO," skip  
☐ No to Part C. If your answer to question 22 is  
"YES," are you involved with the grievance  
procedure in any way?



24. ☐ Yes Are teacher grievances presented to the  
☐ No building principal in writing?
25. ☐ Yes Does the wording of the grievance clause  
☐ No protect principals as well as teachers  
against reprisals from participation in  
grievance cases?
26. ☐ Yes Does the grievance procedure provide oppor-  
☐ No tunities for the principal as well as the  
teachers to protest practices which seem to  
be in violation of the agreement?

C. OPINIONS: Even though some of the following may seem un-  
related to your own situation as it now exists,  
please use a check to indicate your opinion  
about each question.

27. ☐ Yes Are you in favor of a written school board-  
☐ No teacher negotiation (consultation) agree-  
ment in your school system?
28. ☐ Yes Should a school board-teacher negotiation  
☐ No (consultation) agreement provide for the  
inclusion of principals in the negotiation  
process?
29. ☐ Yes Are you in favor of a separate agreement  
☐ No to provide for negotiation (consultation)  
between principals and the school board?
30. ☐ Yes In a system with a school board-teacher  
☐ No agreement, should the principal function  
in a dual role by serving as a member and  
resource person to both the school board  
and teacher negotiation units?
31. ☐ Yes In a system with a school board-teacher  
☐ No agreement, should principals serve only  
as members of the school board negotiation  
unit?
32. ☐ Yes In a system with a school board-teacher  
☐ No agreement, should principals serve only  
as members of the school board negotiation  
unit?
33. ☐ Yes Should you and/or other principals be in-  
☐ No volved with the development of the school  
board-teacher negotiation (consultation)  
agreement for your system?

34. ☐ Yes ☐ No Should principals have a defined role in the school board-teacher negotiation process?
35. ☐ Yes ☐ No Should principals have the opportunity to express their views during the school board-teacher negotiating sessions?
36. ☐ Yes ☐ No Should principals have the opportunity to review items negotiated through the school board-teacher agreement prior to the time they are acted upon by the board?
37. ☐ Yes ☐ No If those items are unacceptable to the principals, should they be allowed to submit a minority report to the school board?
38. ☐ Yes ☐ No When negotiations reach the point of impasse, would teachers ever be justified to use strikes, sanctions, or any form of withholding of services?
39. ☐ Yes ☐ No Should you work with the teachers in your building in the development of negotiable items related to the needs of your school?
40. ☐ Yes ☐ No Do you favor the principal's salary being tied to the teacher's salary schedule?
41. ☐ Yes ☐ No Should the school board-teacher agreement provide a grievance procedure?
42. ☐ Yes ☐ No Should the principal be involved with the grievance procedure in any way?
43. ☐ Yes ☐ No Should teacher grievances be presented to the building principal in writing?
44. ☐ Yes ☐ No Should the wording of the grievance clause protect principals as well as teachers against reprisals from participation in grievance cases?
45. ☐ Yes ☐ No Should the grievance procedure provide opportunities for the principal as well as the teacher to protest practices which seem to be in violation of the agreement?

Again, thank you very much. Please mail immediately.