

THE ADMINISTRATIVE-CURRICULAR ROLE OF THE
COUNTY SUPERINTENDENT OF SCHOOLS IN
OKLAHOMA

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PREFACE

The work reported in this study was initiated under a graduate teaching assistantship at Oklahoma State University. It was completed under the guidance and assistance of Dr. Richard P. Jungers, Chairman of the advisory committee.

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CHAPTER I

PRESENTATION OF THE PROBLEM

Introduction

In the constantly expanding field of educational administration, the scope of the administrator's responsibilities, the nature of his duties, and the attitude of the public toward his office is being examined, surveyed and researched. This is especially true of the office of the county superintendent of schools. By way of delimitation, this paper will concern itself with the office of the county superintendent of schools of the State of Oklahoma. Significant importance is relegated to the ever increasing scope of the role of the urban superintendent of schools. Conversely, comparatively little investigation has been centered around the county superintendent of schools. While statistical data regarding scholastic density, administrative responsibilities, and district finances have been gathered and summarized, the individuals fulfilling the role of county superintendent have infrequently been surveyed.

Several articles, books and doctoral dissertations have been written dealing with different facets of rural education. One of the earliest significant reports about rural education was the result of a group effort entitled Report of the Committee of Twelve on Rural Schools. This group was chairmaned by Henry Sabin in 1897.

The committee, composed of twelve well-known educators, presented facts on the status of rural education and proposed improvements and programs concerning finance, supervision (including the state and county superintendency), the supply and preservice and inservice training of teachers, the organization and content of the curriculum, and the organization of school districts.¹

In addition to the report edited by Henry Sabin in 1897 several other prominent American educators have written considerable material concerning rural education. A selected group of contributors include:

Henry Barnard, The Connecticut Common School Journal and Annals of Education, (1836-1866); Julian E. Butterworth, Principles of Rural School Administration, (1926); Francis S. Chase and Edgar L. Morphet, The Forty-Eight State School Systems, (1949); Shirley Cooper, The County Superintendent in the United States, (1950); Cooper and Charles O. Fitzwater, County School Administration, (1954); Ellwood P. Cubberly, Public Education in the United States, (1919); Frank W. Cyr, A Policy for Rural Education in the United States, (1940); Howard A. Dawson and Floyd W. Reeves, Your School District, (1948); Willard E. Goslin, Paul Mort and Francis G. Cornell, American Schools in Transition, (1941); T. M. Stinnett and Ruth M. Strang, Education in Rural Communities, (1952).

In 1931 the H. W. Wilson Company brought together several articles regarding rural education in their series, The Reference Shelf. The book was subtitled County Unit of School Administration as compiled by William G. Carr, who was then assistant director of the Research Division of the National Education Association. In an article from the previously mentioned book, Julian Butterworth, then of Cornell University, indicated the important thing for rural groups to do was to set forth the objectives of a good local school unit and then to provide that type of unit which most nearly approaches the accomplishment of

¹Julian E. Butterworth and Howard A. Dawson, The Modern Rural School (New York: McGraw-Hill Book Co., Inc., 1952), pp. 383-385, citing Report of the Committee of Twelve on Rural Schools, Henry Sabin, Chairman, (Washington, D. C.: National Education Association, 1897).

desired results.²

The county unit has been in America for considerable time.

According to the United States Department of Commerce:

The primary divisions of the States are, in general, termed counties, but in Louisiana these divisions are known as parishes. There are no counties in Alaska; in this state data are shown for election districts which are the nearest equivalents of counties. In Maryland, Missouri, and Virginia, there are a number of cities which are independent of any county organization, and thus constitute primary divisions of their states.³

The inference is that forty-five states do have a county political district. Oklahoma, thus employing the county unit, also has as one of its elected officials, the county superintendent of schools.

A book pertinent to the county superintendent was authored by Dr. Shirley Cooper and Dr. Charles O. Fitzwater in 1954. The authors stated:

County school administration is not a freewheeling process. If it is to be effective and function in terms of its purposes, a number of favorable conditions must be established and certain techniques and processes put into operation. Of all the factors involved, numerous and inter-related though they may be, none is more vital than the professional leadership competencies which the county superintendent brings to bear on the tasks confronting him.⁴

In their discussions regarding the county school administrator, writers mentioned above made the following interesting comment:

²Julian Butterworth, "County Unit of School Administration," The Reference Shelf, compiled by William G. Carr (New York: The H. W. Wilson Co., 1931), p. 45.

³United States Bureau of the Census, "Oklahoma, Introduction," United States Census Population: 1960 (Washington: United States Department of Commerce, 1961), p. viii.

⁴Shirley Cooper and Charles O. Fitzwater, County School Administration (New York: Harper and Brothers, 1954), p. 134.

. . . In recent years there has been a marked tendency for rural people to place a wider range of responsibility for educational services at the intermediate district level. More and more it is being regarded as a unit of school government which can provide essential specialized instructional and auxiliary services as well as exercise general administrative and supervisory oversight.⁵

Since World War II and the advent of the space age, more Americans, regardless of origin, social or economic status, have been seeking quality education for their children. With a majority of those children who enter school now finishing the twelfth grade, those individuals immediately concerned and responsible for their education have been striving to see that those twelve years are truly meaningful. Not only is the pressure for purposeful change coming from the lay citizenry, but also from a most concerned educational profession itself.

As the level of terminal formal education rose, rural parents became more aware, interested, and involved in the process of the teaching of their children and those concerned with the administration of the schools. Cooper and Fitzwater stated:

Rural people, particularly young parents, are no longer content with the educational program that can be provided by the small districts predominant in sparsely settled rural areas and in many instances in populous areas adjacent to larger centers of population. They want to provide for their children through the public schools the advantages of safe and comfortable transportation, adequate health education services, personal and vocational guidance, special advantages needed by physically and mentally handicapped children and a wider range of vocational preparation.⁶

Feeling the pressure of these problems, rural parents began the look for answers and to seek that individual or individuals directly responsible for the education of their children. In Oklahoma, the

⁵Ibid., p. 126.

⁶Ibid.

person holding final responsibility for the dependent schools is the county superintendent of schools who is the legally designated administrative officer.

The concern for professional responsibility was set down by the National Conference of Professors of Educational Administration in 1951.⁷ At this time the conferees enumerated thirteen "Declarations of Fundamental Beliefs." The beliefs were concerned with most all facets of an administrator's activities. Points seven and eight dealt with the administrator as a leader and educator. In part they stated:

. . . school administration is educational leadership and the administrator needs to have a "supervision" of the distant ends being sought. It is likewise the basis for our decision that education leadership is group-assigned and not seized from the group. . . . in keeping with the belief that the ends of education are the significant objects of administration we hold that the primary task of the educational administrator is leadership toward curricular accomplishment.⁸

While shouldering the legal and professional responsibility, the county superintendent has the companion pressure of his elected status. He is expected to be primarily a rural educator; but he is expected, also, to promote a community type of urban-rural reorganization.

Writing on this subject, Harlan D. Beem states:

. . . He is expected to be a leader of leaders, advising the local superintendents; yet, he is generally paid less than they, enjoys less prestige, and has less security. Local district superintendents often complain of his inadequacies and vigorously oppose efforts to strengthen his office. He may recognize the need for redefining the office

⁷Roald F. Campbell and Russel T. Gregg, Administration Behavior in Education (New York: Harper and Brothers, 1957), p. 131.

⁸Ibid., pp. 132-133.

yet oppose the imposition of new responsibilities.⁹

The previously quoted statements show some of the political pressures and community demands upon the county superintendent of schools. While many rural citizens have endeavored to maintain the status quo of the schools in their respective communities, others have sought educational progress. The county superintendent has usually found himself in the middle of the dilemma. The desire for quality education was noted in 1961 by the Oklahoma Commission on Educational Administration. In the survey, the superintendents of the state specifically spelled out their needs.

School administrators indicated that they were most concerned over the role of the school administrator in instruction and curriculum improvement, his general administrative role--especially in regard to administrative relations--and in his obtaining meaningful and accurate information from community groups.¹⁰

While accurate as far as it went, the statement was actually a minority one. From the seventy-seven county units in Oklahoma, only nine county superintendents answered the questionnaire. They represented 11.69 per cent of the total number of county superintendents, and 1.7 per cent of all educators and lay citizenry sampled.¹¹

Laymen surveyed indicated their dissatisfaction and desire for changes as the problem rested with the county unit and the county superintendent of schools. Citizens indicated they were:

⁹Harlan D. Beem, ed., "The County Superintendent Needs Help." Administrator's Notebook, May 1954, Vol. II, No. 9.

¹⁰Robert E. Sweitzer and Larry K. Hayes, Educational Administration in Oklahoma: Status and Problems (Stillwater: Oklahoma State University, College of Education, 1961).

¹¹Ibid., pp. 5-6.

. . . less satisfied with the number of pupils in each classroom, the adequacy of school buildings, and the leadership provided by the county superintendent. Citizens felt that a minimum of 200 pupils per elementary school and 400 pupils per high school is needed if a high quality instructional program is to be provided at a minimum cost. They indicated that they would definitely favor increased taxes for public education if they felt such increased taxes would provide improvements that they think are desirable and needed.¹²

Have there been noteworthy changes since 1960 when the previous survey was made? Are there significant changes in the curriculum, better facilities and increased efficiency within the administrative structure of the county? Apparently the affected citizenry do want better educational programs and facilities than they have received prior to World War II.

The fact that changes have taken place since World War II may not be too obvious. Mr. Oliver Hodge, the State Superintendent of Public Instruction, moved in the late 1940's to effect a positive change by establishing a basically new office: that of county superintendent of schools. The state provided the county superintendents the authority and opportunity to work in a coordinating capacity with all the schools lying within his designated area of responsibility.¹³

As the county superintendents of Oklahoma feel the pressure from lay and legislative groups in so many facets of their roles as urban administrators, the sixties become a decade of decision.

¹²Ibid., p. 134.

¹³Paxson Gordon, Edna Campbell, and R. M. Bryan, "Let's Get Acquainted with Our County Superintendent of Schools," The Key to Coordinated Education, A Brochure distributed by the County Superintendents Association of Oklahoma.

Importance of the Study

Within a democratic framework such as ours, the matter of articulation between related groups often becomes clouded and confused. Such has frequently been the case as officials at the state and county levels have encountered communications problems. Sometimes local programs are readjusted, consolidated, or phased out without those who instigated the action ascertaining fully the attitudes and ideas of the affected individuals.

The seventy-seven county superintendents of schools of the districts of Oklahoma are specifically responsible for overseeing the formal education of students from nursery and kindergarten through grade eight and for the coordination of all public schools within their respective areas. Using the technique of inspection, previous research and formal writings, the county public schools of Oklahoma appear to have many needs.

Dr. John C. Fitzgerald of Oklahoma State University examined the function of the county superintendent in 1956 to ascertain the degree to which he had justification for maintaining a minimum program of special education services.¹⁴

Dr. James A. Adams surveyed the possibility of redistricting in order to provide special services for Oklahoma schools.¹⁵

¹⁴John C. Fitzgerald, "Adequacy of Intermediate School Districts in Oklahoma" (unpublished Doctor of Education dissertation, The Oklahoma State University, Stillwater, Oklahoma, 1956).

¹⁵James A. Adams, "A Proposal for the Creation of Desirable Intermediate Units of Educational Administration for Oklahoma" (unpublished Doctor of Education dissertation, The Oklahoma State University, Stillwater, Oklahoma, 1960).

Both studies indicated the need for follow-up research, especially in the administrative function to see the degree of implementation of their recommendations.

As Oklahoma's political and educational leaders take redistricting and reorganizational steps, it would be worthwhile to see the role played by the county superintendents of schools of Oklahoma. A good method for gathering information would be to directly ask the holders of said office about their conceptualization of their administrative-curricular role.

The county superintendents have moved together in a working association and they have begun to be heard as a collective voice. Some of the seventy-seven rural superintendents are known to have some deep feelings and definite attitudes regarding their role in the present and future educational plans for the State of Oklahoma. This study will attempt to ascertain the county superintendent's role as seen by themselves in the broader areas of administration and curriculum of the schools within the county unit. Included will be two additional but related areas: services and supervision.

This will be accomplished by an attitudinal questionnaire addressed to each of the county superintendents in the state of Oklahoma.

The heading of services was used because of the functional duties of the administrator. Within this area, there were samplings of the degree of liaison, material support and communication between the superintendent and the teachers in the classrooms.

The sub-questionnaire relating broadly to the curriculum was that of supervision. Since the curriculum should be updated, implemented and overseen, supervision lent itself to being the fourth section.

In this area an attempt will be made to measure the amount and nature of direct supervision of the teachers by the rural administrators.

Definition of Terms

The following are definitions and clarifications of terms as they are applied throughout this report.

County Superintendent of Schools

While the position of this individual is similar in many states of the Union, there are minor differences of function and manner of obtaining the office. For this reason, a clarification of the nature of the office of county superintendent of schools is deemed feasible. The county superintendent of schools in Oklahoma is an elected official. This individual is elected to a two-year term of office. Specific qualifications include:

1. He is a qualified elector of the county.
2. He has a standard Bachelor's Degree from a college recognized by the State Board of Education.
3. He is the holder of an appropriate administrator's certificate issued by the State of Oklahoma Board of Education.
4. He shall have been actively engaged in continuous teaching in the public schools of the State of Oklahoma for a period of not less than thirty-six school months during the four years immediately preceding the time of his filing for office.¹⁶

Prior to 1949, the county superintendent's span of responsibility was limited to the dependent schools within his county. The Oklahoma

¹⁶Oliver Hodge (compiler), School Laws of Oklahoma, State Superintendent of Public Instruction, Article III (Oklahoma City, Oklahoma: State Board of Education, 1963), p. 29.

State Legislature gave the county superintendent of schools the possibility of additional responsibilities giving him the legal status to work in a coordinating capacity with all the schools of his respective county.

Dependent School District

By Oklahoma State Law, a dependent school district shall be one which has not met the enumerated standards and has not been designated as an independent school district by the State Board of Education.¹⁷ Basically the difference in the two types of districts is that an independent district meets and maintains standards for a high school as set forth by the State Board of Education.¹⁸ The dependent schools may include any combination of grades from nursery and kindergarten through the eighth grade.¹⁹

Delimitations

Scope of the Study

The population used in the study is of necessity select and comparatively small. It does not attempt to sample any other segment of the citizenry. However, with a potential of seventy-seven respondents, it is hoped that those answering the questionnaire will represent the entire group and their respective geographical districts. The

¹⁷Ibid., Article IV, Section 40, p. 34.

¹⁸Ibid., Article IV, Section 39, p. 34.

¹⁹Ibid., Article I, Section 7, p. 18, and Article IV, Section 73, p. 50.

particular instrument used in the study is an opinion survey.

The study makes no attempt to ascertain the degree to which the county superintendents actually perform their various administrative-curricular functions. It will only seek an attitude from each individual regarding his view of his role in relationship to the questions.

The study was purposely directed away from any political involvement. If a statement referred in a tangential manner to a controversial issue, it was done with the intent of sampling a wide range of basically related material. The study did not attempt to obtain specific information of a logistic nature such as budgets, salaries or fundings since these are readily available statistics.

Summary

In summation, the opinion of the county superintendent of schools from each county in Oklahoma is important. His attitude toward his work should be a collective opinion for his own use and for other citizens of the state with whom he might be having dialogue.

Therefore, this study intends to accomplish but one objective. It will attempt to find significant attitudes and opinions of the county superintendents of Oklahoma regarding their administrative-curricular role.

CHAPTER II

REVIEW OF RELATED LITERATURE

The purpose of this chapter is to report the findings of selected related studies and textbooks which provided a basis for the present study and which contributed to the development of the instrument used in this study. The books and studies reviewed in this chapter were selected on the basis of their relation to the problem investigated. The search of the literature began somewhat broadly and finally focused specifically upon the problem. In this chapter the history and organization of the superintendency of the county school unit will be discussed. The author will also discuss rural educational patterns concerned with the office of the superintendent and other data relevant to the county schools of Oklahoma.

This chapter contains five major divisions: (1) Historical background and development of the office of superintendent of schools, (2) Rural school organization, (3) The county superintendent in Oklahoma, (4) Data relevant to Oklahoma counties, (5) Summary.

Historical Background and Development of the Office of Superintendent of Schools

The position of superintendent of schools, whether urban or rural, is uniquely American. Following the period of divergent colonial school arrangements, philosophy, structure and objectives of the

education function on an emerging republic developed slowly. Because the formal training of children was basically the responsibility of the individual states, and subsequently the community, formal school development was comparatively slow. Some sixty years after our original colonies joined together in a new nation, pioneer leaders began to recognize the need for an educational plan. Until this time the educative function was performed mainly by individual parents or family groups. In a few isolated cases, certain parochial instruction was being carried on. In 1837, Horace Mann, a lawyer, became the first secretary of the newly established Massachusetts State Board of Education. Mann was probably as responsible for the structure and organization of American schools as any other American educator. His thoughts and ideas are still affecting the public schools of today, especially the rural county school systems.

Elwood P. Cubberly states that Mann through his twelve annual reports written between 1837 and 1850 probably did more than any other person

. . . to establish in the minds of the American people the conception that education should be universal, nonsectarian, and free, and that its aim should be social efficiency, civic virtue, and character, rather than mere learning or the advancement of sectarian ends.

Mann promoted schoolhouse hygiene, the introduction of school libraries, . . . and a state school system.¹

Initially, public schools found that coordination of relevant activities by head teachers or independent principals was sufficient

¹Elwood P. Cubberly, Public Education in the United States (Boston: Houghton Mifflin Co., 1919), p. 167 citing The Modern Rural School, Julian E. Butterworth and Howard A. Dawson (New York: McGraw Hill Book Co., Inc., 1952), p. 15.

for functional operation of schools. However, as cities grew and took on an organizational pattern, a concurrent need for school system coordination arose. It soon became evident that an individual with directional powers was needed to supervise the total school program. This educational supervisor became known as the superintendent. About the same time that Horace Mann became the first secretary for a state board of education, Buffalo, New York established the first permanent coordinator or superintendent of schools.²

While the position of superintendent was soundly established in the United States by the time of the War between the States, progress was slow and laborious.³ Early patterns of responsibility ranged from a conception of the superintendent's role as director of instructional functions to coordinator of business affairs. The fact that some superintendencies were filled by political appointments, men who were not necessarily academically oriented toward the field of education, created great confusion and conflict through the nineteenth and into the twentieth century. One reason for the slow development of the office of superintendent of schools was the fact that guidelines or sets of responsibilities had not been formulated by any organization or group at the national level.

Cooper and Fitzwater stated that during the period between 1829 and 1879 some general acceptance of the county superintendent of schools was gained. However, several states had difficulty in keeping the position established on a permanent basis. Some states went so far

²Arthur B. Moehlman, School Administration (New York: Houghton Mifflin Co., 1940), p. 241.

³Ibid., p. 245.

as to create the post of superintendent of schools, then later, abolish it; still later, they re-established the office. In order to have someone coordinate county school activities, the county clerk often performed the necessary bookkeeping and data collecting duties. The authors further noted that because of the agrarian nature of the economy, the county superintendency soon became widespread and commonly accepted by the turn of the century.⁴

Early organizational plans consisted of the multiple executive or dual executive plan. In such arrangements there could be as many as a half dozen school committees who answered to the board of education which served as the coordinator. An example of such an organizational arrangement might include committees for instruction, school plant, finance, supplies, and auditing. Progressing into the twentieth century, many boards of education adopted the dual executive organization with but two basic committees. One group, the committee on instruction, was headed by a superintendent; the other group, the committee on business, was headed by a business manager. Both committees answered directly and only to the board of education.⁵

Butterworth and Dawson in their book, The Modern Rural School, describe the early development of counties in the United States.

As our American states developed from pioneer conditions, counties or other units were set up as means of enabling people to govern themselves better. Education was naturally recognized as one function of these new units of government. The first county superintendency was established in Delaware in 1829. New York took similar action in 1841; Illinois, in 1844. In the quarter century between 1850 and 1875, 29

⁴Cooper and Fitzwater, pp. 134-136.

⁵Ibid., p. 253.

states established this office. During the 1860 decade, 15 states took this action.⁶

Educational facilities for students residing in predominantly rural areas are maintained by the county unit.

A fully developed county unit has a relatively simple organization. Because it is the local unit, the responsibility for control and financing is placed upon the county through a single board of education and a superintendent recognized as the executive officer for all the territory included in the county unit.⁷

According to Butterworth, the county unit has no subordinate districts. However, in some counties, certain towns and cities may by choice or law be designated as independent districts. Under this arrangement, the county is the local taxing authority for the schools, receives state monies and uses all its funds for maintaining all the schools of the county.⁸

Twenty-seven states, including the State of Oklahoma, use the district unit organization plan. Basically, the state legislatures created the districts as they saw fit, without securing consent of the residents of specified areas.⁹

In 1946 in Oklahoma, there were 4,450 school districts and as of October, 1961, there were 1,232 separate districts. Since 1949, county superintendents of schools of Oklahoma have been responsible for the general administrative direction and supervision of the schools of all the dependent districts within their respective counties.

⁶Julian E. Butterworth and Howard A. Dawson, The Modern Rural School (New York: McGraw-Hill Book Co., Inc., 1952), p. 362.

⁷Ibid., p. 350.

⁸Ibid., pp. 350-351.

⁹Ibid., p. 361.

(Responsibilities of the county superintendents of Oklahoma will be more specifically defined later in this chapter.)

Moehlman in his book on school administration states: "The executive is that functional activity which is concerned with preparation of technical plans, putting in operation legally approved policies and procedures, and the furnishing of creative leadership."¹⁰

Acting as the executive officer for his respective unit, the county superintendent follows certain broad principles of educational leadership. Hicks enumerated twelve principles effective leadership should practice.

- (1) Genuine leadership places greater value on coordination than on conformity. . . .
- (2) Effective leadership is usually reflected in the successes of persons other than the leader himself. . . .
- (3) Real leadership employs the same sort of techniques in human relations that it seeks to develop in others. . . .
- (4) Effective leadership must be related to goals. . . .
- (5) Effective leadership must be considered a means rather than an end. . . .
- (6) Effective leadership depends upon the motives and competencies of those who serve as leaders. . . .
- (7) Effective leadership includes in its processes the participation of all persons with rightful stakes in the educational program. . . .
- (8) Effective leadership involves the development of a policy continuum sufficiently flexible to serve as a guide in specific cases and sufficiently strong to sustain the efforts of a program through periods of emergency or crisis. . . .
- (9) Effective leadership involves the continued search for common denominators of human communication and action. . . .
- (10) Effective leadership regards working associates as co-workers rather than as mere followers. . . .
- (11) Effective leadership is concerned with development rather than dictation. . . .
- (12) Effective leadership is sparked by and appears to generate in others, a strong faith in education as a basic means for human communication.¹¹

¹⁰Moehlman, p. 231.

¹¹Hanne J. Hicks, Administrative Leadership in the Elementary School (New York: The Ronald Press Co., 1955), pp. 6-10.

The educational leader in rural areas is faced with very real, functional leadership problems. Rural areas are traditionally conservative and independent. Generally speaking the rural population of Oklahoma is no exception to this pattern. Oklahoma's county superintendents of schools are confronted with large tasks in providing updated, meaningful programs for their constituents.

Rural School Organization

Certain groups have played significant roles in the development of rural education.

The earliest report on rural education that was national in scope and interest was that made by the Committee on Rural Education, National Education Association, in 1897. The conferees noted the status of rural education and suggested improvements and programs concerning finance, supervision, the supply and pre-service and in-service training of teachers, the organization and content of the curriculum, and the organization of school districts.¹²

In 1922 the State of New York convened a Committee of Twenty-One. The group was thus named because it was a cooperative committee composed of three members from each of seven farm or educational organizations. They produced a report entitled "The Rural School Survey of New York State." This was the initial attempt by a state to direct attention to the main source of deficiencies in rural education and possible solutions.¹³

Another group showing a wide range of results was the 1944 Council

¹²Butterworth and Dawson, p. 16, citing Henry Sabin (chairman), Report of the Committee of Twelve on Rural Schools (Washington, D. C.: National Education Association, 1897), pp. 385-583.

¹³Ibid., p. 16.

of Rural Education in New York. The purpose of this group was to study the needs for developing a new type of intermediate unit and to plan for organizing and financing it.¹⁴

Yet another conference aimed toward the problems of rural education was the White House Conference on Rural Education in 1944. Informed people at that time were concerned with:

(1) Trends of rural school population and the size of the rural school enterprise; (2) the comparative salaries of rural teachers; (3) the shortage of teachers for rural schools; (4) the comparative expenditure per pupil for rural pupils; (5) the relative value of physical facilities of schools serving rural pupils; (6) the relative proportion of persons of high school ages attending high school; (7) the problems of small high schools; (8) meeting the needs of rural children by the adjustment of curriculum and of children and youth living in a rural environment; (9) pupil transportation; (10) the need for state and federal support for education; (11) the reorganization of school districts and the consolidation of schools; (12) the special aspects of equalizing educational opportunities, with special references to the children in areas of low economic resources--the Negroes, the Spanish Americans, the Indians, and the children of migratory agricultural workers.¹⁵

Discussing institutions which gave significant emphasis to rural education, Butterworth and Dawson included the following midwestern and southwestern universities: Oklahoma A. & M., Iowa State College, the University of Nebraska, Michigan State College, Minnesota University and the University of Texas.¹⁶

Early American schools, especially those in the New England and

¹⁴Ibid., citing Opportunities in Rural Areas: A Progress Report on the Study of the Intermediate School District in New York State. Bulletin No. 1322 (Albany: University of the State of New York, 1946), pp. 82-84.

¹⁵Rural Education--A Forward Look, 1955 Yearbook (Washington: Department of Rural Education, National Education Association, 1955), p. 3.

¹⁶Butterworth and Dawson, p. 19.

Middle Atlantic states, were small community schools serving local communities, many of which were isolated groups of population. The control and financing of these schools was done within the local areas. As the population moved westward, these one-teacher and small district schools spread into the Middle West and to the Pacific Coast states. Local citizens usually determined the kind of schools and school policies they believed their respective communities should have. As a result, there is a belief prevalent in the United States even today that small school districts which are responsible directly to the people of the local community are more effective than larger districts.¹⁷

However, as the pioneer movement of our country expanded and developed, larger type communities emerged and from these, larger school districts evolved. Some of these larger districts were the town or township units found in New York and a few other states; some states developed the county unit of school districts and others established intermediate districts.

As rural school districts became more structured, the need for definition of the district to be served by an administrator became apparent. Butterworth and Dawson listed these types of districts: a common school district, a community-school district, a town or township school district, a high school district, and a county school district.¹⁸

A common-school district was created for school purposes and was

¹⁷Ibid., p. 352.

¹⁸Ibid., p. 336.

not necessarily coterminous with any other local government unit. It was usually small and often a one-teacher school. A community-school district theoretically comprised the territory of a sociological community, or two or more communities. This area usually included a village or town or small city and its surrounding farm territory. Generally, all common-school districts and most community-school districts were under an intermediate unit.¹⁹

The town or township school district was coterminous with the political town or township of the New England states and a few other states. These districts were not necessarily a part of the town or township government.

A few states created a high school district which provided a high school for the local area and which was superimposed upon the area of one or more elementary school districts. The elementary schools operated independently of the high school district.

There were two kinds of county school districts, each of which was coterminous with the county. Either the entire county was a school district or the territory of the county outside independent districts, usually cities of designated sizes, constituted a school district.²⁰

Intermediate districts serve as a liaison between the local school district and the state educational agency. Under the county plan, the county is the local school district and a board of education and a superintendent are responsible for the operation of public schools in that county. Ordinarily, the intermediate district has a separate

¹⁹Ibid., p. 337.

²⁰Ibid., pp. 336-337.

board of education elected or appointed for the purpose of governing the intermediate unit, or it has a board of education composed of a specified number of members from local boards of education within the intermediate unit.²¹

At the present time, Oklahoma with its independent and dependent administrative units theoretically has the intermediate office. While this kind of unit has been legally established, the cooperation between dependent and independent districts rests with the administrators and their willingness to work together.

The County Superintendent in Oklahoma

One of the most elusive threads in the changing pattern of school administration in the Midwest is the emerging role of the educational office intermediate to the state government and the local district. Traditionally, this office has been the county superintendent of schools. Twelve of the Midwestern states still retain this office. Although methods of choosing the county superintendent have changed but little in the Midwest, his duties and jurisdiction have changed so much that his role today has not been defined in a satisfactory manner.

A typical codification of the school laws of a Midwestern state will list the duties and powers of the county superintendent in one or two pages. At the same time, scattered throughout the code in laws dealing with buildings, transportation, taxation, state aid to local districts, consolidation, pupil accounting, elections, pension fund,

²¹Roald F. Campbell, John E. Corbally, Jr., and John A. Ramseyer, Introduction to Educational Administration, Second Edition (Boston: Allyn and Bacon, Inc., 1963), p. 400.

administration, teacher tenure, district boundary changes, and other similarly diverse subjects, are references to the county superintendent which alter, add to, or limit the powers and duties formally ascribed to the office.²²

Qualifications for the office of county superintendent, his duties, powers, and responsibilities are outlined in the 1963 School Laws of Oklahoma. His term of office is an elective two-year post, with the candidate for said office being a qualified voter of the county. He must also have an earned Bachelor's degree from an institution recognized by the State Board of Education. He must also hold an appropriate administrator's certificate and have been engaged in teaching for thirty-six continuous months within the four years previous to his filing for office.

His duties consist of approving the contracts of certified teachers, visiting the schools under his supervision at least twice a year, and advising the teachers regarding the classification of pupils, instructional methods, and building and equipment maintenance.

A significant change in the role of the county superintendent took place in 1949 when the state legislature altered the nature of his relationship with the independent districts within his county. Now the county superintendent may also visit schools in the independent districts with the express purpose of coordinating the system's activities, programs, and curricula.²³

²²Harlan D. Beem, ed., "The County Superintendent Needs Help," Administrator's Notebook, Vol. II, No. 9 (Chicago: Midwest Administration Center, University of Chicago, 1954).

²³Oliver Hodge (compiler), School Laws of Oklahoma (Oklahoma City: State Board of Education, 1963), pp. 29-31.

Administratively, the county superintendent is afforded legal backing to provide many of the facilities available to the urban school system. As an example, one of the areas of investigation from the dissertation of Dr. J. C. Fitzgerald was the identification of county needs for various special educational services.²⁴ Sections 167, 168, and 169 of the School Laws of Oklahoma of 1963 make specific provision for the county superintendents to move into special educational programs for exceptional children.²⁵

While continuing at their posts, Oklahoma county superintendents have been active in the development of a statewide organization. In 1961 the county superintendents formed the Oklahoma Association of County Superintendents of the Oklahoma Association of School Administrators of the Oklahoma Education Association.

In Article II. Purposes, they state:

- A. Vitalizing the office of County Superintendent of Schools that it might assume its full potential as the leading agency in improvement of public education in the respective counties.
- B. Promote more complete unity of action among the County Superintendents in gaining recognition of the County Superintendent on the basis of training and experience.
- C. Encourage acceptance of wider duties and responsibilities in order to further the goal of permanence and service.
- D. Encourage the dropping of all classification of school districts which tend to elevate some and downgrade others.²⁶

²⁴Fitzgerald, p. 64.

²⁵Hodge, pp. 82-83.

²⁶Constitution Oklahoma Association of County Superintendents (State County Superintendents' Meeting, 1961), p. 1. (Mimeographed.)

Another vehicle designed to bring about better lay understanding of the role of the county superintendent is the public relations committee pamphlet entitled, "Let's Get Acquainted with Our County Superintendents of Schools." The leaflet carries a letter from Dr. Oliver Hodge, State Superintendent of Public Instruction, written January 13, 1965. In this letter he documents directly the nature of some of the problems concerning the county superintendents of Oklahoma.

I think there has been a great deal of misunderstanding in regard to the office of county superintendent of schools. Apparently, there are many people who believe that this office no longer serves a useful purpose in our educational program. I do not agree with this viewpoint because I feel there is still a need for an intermediary unit of administration between the State Department of Education to deal directly on all matters pertaining to schools with this many school districts. Five hundred and thirty-seven of these districts are high school districts and others (537) are elementary schools. The county superintendent has many legal duties . . . and he is in a strategic position to be of unlimited service to the boys and girls and other teachers in his county.

.

As an intermediary officer, the county superintendent receives, gathers and disseminates information between all county school districts and the State Department of Education. For example, he prepares the annual income sheets, county and district summaries of the annual census enumeration, report of pupils transferred, certified attendance reports, the monthly teachers' retirement report and other reports throughout the year as requested either by schools or the State Department of Education. The county superintendent as an intermediary officer . . . assists in the annual accreditation inspection of schools and the auditing of attendance records by members of the State Department of Education.²⁷

The same leaflet enumerates additional areas where the county superintendent serves. In his role as a school administrator he may serve as a coordinator or director of:

²⁷ Paxson Gordon, Edna Campbell, and R. M. Bryan, "Let's Get Acquainted with Our County Superintendent of Schools," The Key to Coordinated Education, A Leaflet distributed by the County Superintendents Association of Oklahoma.

1. County Film Libraries
2. Cooperative Guidance Programs
3. Speech Therapy Programs
4. Special Education Programs
5. County Health Programs
6. County Educational Meetings
7. County Spelling Bees
8. News Contests
9. County Fine Arts Festivals
10. County-wide Educational Exhibits
11. Testing Programs

and many other activities involving more than two schools.²⁸

As a source of many services the County Superintendent

1. Certifies all district areas for bond issues.
2. Distributes supplies to all districts for the annual meeting and election.
3. Keeps an official record of all his acts.
4. Files copies of all annual reports from all schools in his office.
5. Files annual census records from all schools. From these records dating back to statehood he is often called upon to certify age for delayed birth certificates, social security, marriage licenses, application for driver exams, etc.
6. Distributes certain State Aid forms to districts.
7. Apportions miscellaneous revenue to school districts.
8. Notifies Oklahoma Tax Commission, County Assessor, County Clerk and the State Department of Education of any changes in school district boundaries.
9. Receives annexation petitions and conducts annexation elections.
10. Is responsible for the transfer of pupils from one district to another.
11. Determines school residency of pupils.
12. Approves teacher contracts in dependent schools.
13. Has the general administrative direction and supervision of all dependent districts in the county.
14. Prepares an official list of all county teachers and school board members for distribution.
15. Certifies teacher tenure certificates for teachers requiring same on a new position.
16. Displays samples of new textbooks for examination by all interested teachers.
17. Usually serves as the secretary of both the County School Masters Association and the County Teachers Association and as such is usually involved in the planning of all professional meetings.

²⁸Ibid.

18. Contributes to the overall educational program in many other ways too numerous to mention.
19. Performs many public relations tasks for all schools and many county organizations.²⁹

Still another news service is provided primarily as a house organ for the county superintendents by Mr. Tom McGee, County Superintendent of Schools for Kingfisher County, Kingfisher, Oklahoma. This bulletin, prepared by his office, has been published and circulated for many years. Within the paper appear notices, enumeration of duties, significant changes of laws relating to the county schools, pertinent responsibilities, and sage commentary.

Led by their president, Paxson Gordon of Beaver, Oklahoma, and president-elect Kenneth Campbell, of Pauls Valley, the Oklahoma Association of County Superintendents are currently involved in a depth study and survey looking toward a possible realignment of school districts into a smaller number of District Superintendent Regions.³⁰

Data Relevant to Oklahoma Counties

A working knowledge regarding geographical areas of the state, as they are divided into certain college districts, will be of interest and value in this study. Ranging from eleven to fifteen counties in size, the six college districts are identified with names or classifications the same as the state colleges located within their respective areas. The panhandle and northwestern counties, eleven in number, are called the Northwestern District. The Central District, with its

²⁹Ibid.

³⁰Random information sheets, part of a present study of the Oklahoma Association of County Superintendents, Paxson Gordon, President.

north-south boundaries running from Kay County on the Kansas line to Jefferson County on the Red River, has fifteen counties. The fifteen counties located to the north and east in the state are called the Northeastern District. Totally surrounded by other districts is the eleven-county East Central District. The twelve counties bordering Texas and Arkansas on the south and east are designated as the Southeastern District. (See Figure 1, page 30.)

In a survey made by the Research Division of the National Education Association, December, 1961, Oklahoma was one of twelve states where more than two-thirds of its counties lost population. These data were taken from comparative census figures of 1950 and 1960. However, the article noted that in Oklahoma there was more of a shifting of people than an over-all loss. Significantly, the state had more residents and more children to educate in 1960 than in 1950.³¹

As of April 1, 1966, there were 565,730 children between the ages of six and seventeen in the state of Oklahoma. The report of scholastic enumeration emanating from the office of Dr. Oliver Hodge shows a high of 115,677 students in Oklahoma County ranging to 816 children in Roger Mills County.³²

For comparative purposes and according to Dr. Hodge, the number of scholastics in 1961 was 533,924. The actual growth in numbers of students for the five-year period from 1961 to 1966 was 31,804. This was

³¹Ten Years of Population Growth, NEA Research Bulletin, Vol. 39, No. 4 (Washington: Research Division, National Education Association, 1961), pp. 104-105.

³²The 29th Biennial Report of the State Department of Oklahoma, issued by the State Board of Education (Oklahoma City: Division of Research and Census, 1962), p. 115.

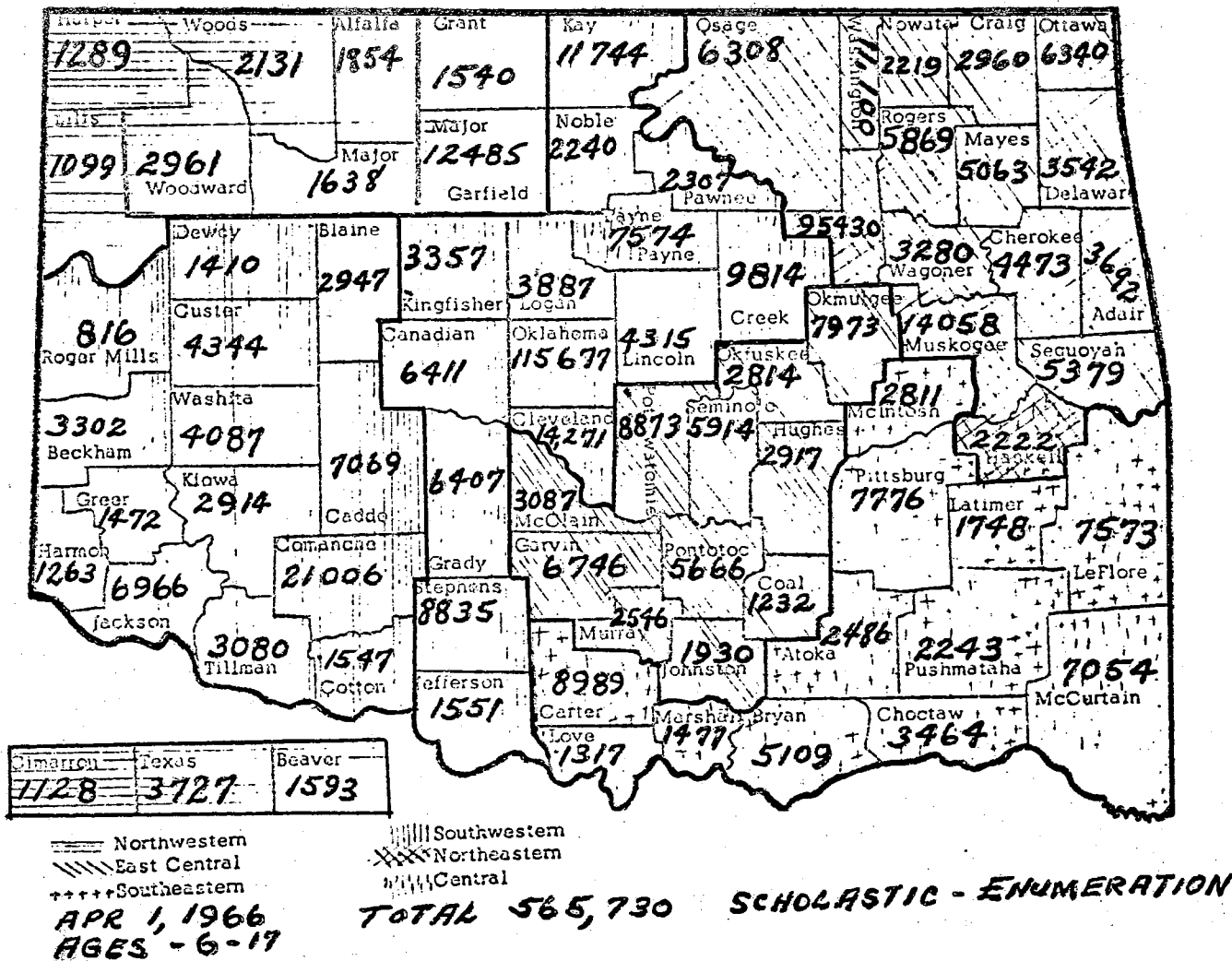


Figure 1. Map of Six College Districts

a gain of 16.78 per cent for the state in school age children.³³

The responsibility of educating many young Oklahomans remains large. Working from the statistics again, there are 565,730 children of school age in Oklahoma. Subtracting the enrollments of the two largest counties, Oklahoma City with 115,677 students and Tulsa County showing 95,430 pupils, there are still 354,623 students to be educated in the state. For the remaining 75 county districts, there is an overall average of 4,728 scholastics between the ages of six and seventeen years of age. However, this figure is atypical so far as the actual number of scholastics in many counties is concerned. In all, there are forty-three counties or over one-half of the seventy-five mentioned above with a pupil population of less than 4,000 students.

Summary

From the investigation and search of the literature, several relevant aspects of the counties of Oklahoma, their educational facilities and their administrative leaders have been noted. Dr. J. C. Fitzgerald wrote a doctoral dissertation, the purpose of which was to study the aspects of providing a program of specialized educational services which are not economically feasible by the local districts.

Dr. James Adams addressed his investigation toward the provision of special services to the counties by some type of redistricting along geographical, economic, and population centers.

Other studies have been involved with additional aspects of the problems concerning district schools and their leadership.

³³Ibid.

In the review of the literature, pertinent material was discussed concerning the theory, principles and functions of educational administration emphasizing rural leadership. Following that section, there was a brief look at the county unit throughout the nation and in the state of Oklahoma. The varied aspects of the county superintendents were examined through the literature. Finally, materials pertaining to the district superintendents of the state were discussed.

Even with the recent attention being given to the county superintendent of schools by various agencies, a survey of the literature indicates that there are many facets of the problem which still exist. By direct questioning of the seventy-seven administrators in Oklahoma, it is believed that an insight into how they feel about the problems and complexities of the role of the county superintendent of schools may be gained.

CHAPTER III

METHOD AND PROCEDURE

This chapter will describe (1) structural overview, (2) the instrument, (3) treatment of the data, (4) procedure for statistical analysis, (5) summary.

A questionnaire was developed to obtain accurate data regarding the attitudes of the county superintendents of schools toward their role in the educational scheme of the state of Oklahoma. The questionnaire was used instead of another form so that the individuals sampled could accurately express innermost feelings.

Self perception, regarding one's vested role, is important to the individual so that he maximizes his assets and works toward correcting his weak points. Campbell and Gregg indicated that a successful educational administrator maintains adequate and satisfying relationships with people because of his attitudes toward them and himself.¹

The University of Kentucky did considerable research as an integral part of the Southern States Cooperative Program in Educational Administration. The study found that it was possible to classify practicing educational administrators into three broad groups. This

¹Roald F. Campbell and Russell T. Gregg, Administrative Behavior in Education (New York: Harper and Brothers Publishers, 1957), p. 344, citing Robert L. Hopper and Robert E. Bills, "What's A Good Administrator Made Of?" The School Executive, Vol. 74 (March, 1955), pp. 93-95.

differentiation was in terms of attitudes which the administrator held toward himself and toward other people.

The first group "accept their own worth and . . . believe that other people are equally or more accepting of their worth." The second group of administrators "reject themselves but believe that other people are more accepting of themselves." The third group is composed of individuals who "accept themselves and believe that other people are less accepting of themselves." The first of these three types was judged to be the most successful administrators. . . . The second type was less desirable and the third type least desirable of the three.²

Attempting to find the degree to which the county superintendents accepted themselves in their present situations, the attitudinal survey appeared to have merit. The Dictionary of Education presents a description of the meaning of attitude by defining it as "a state of mental and emotional readiness to react to situations, persons, or things in a manner in harmony with a habitual pattern of response previously conditioned to or associated with these stimuli."³

The query was posed, "How does the county superintendent view himself in the administrative-curricular role within his unit? What is his forthright attitude of his role with co-workers, other educators and laymen?"

The Instrument

With the basic philosophy of the questionnaire established, the form of response was decided. The summated rating or Likert-type scale

²Ibid., p. 344.

³Carter V. Good, editor, Dictionary of Education (New York: McGraw-Hill Book Co., 1945), p. 37.

described by Green was used in this study.⁴ The Likert-type scale utilizes five categories of response for each item: Strongly Agree, Agree, Undecided, Disagree, and Strongly Disagree. These categories were rated 5, 4, 3, 2, 1 from Strongly Agree down to Strongly Disagree. The usage of such a scale frequently elicits a more valid response and is less frustrating to the respondent who desires to be truthful.⁵

Mouly established several criteria in questionnaire construction that should be used to the greatest degree possible. He indicated that the medium should seek information not readily available elsewhere. Another guideline suggested that a questionnaire needs to be as brief as the study of the problem allows. Directions for filling out the instrument should be as objective and free from ambiguity and other invalidating features as feasible. If at all possible, questions should be avoided that might embarrass any respondent or place him on the defensive. At the same time Mouly indicated the questionnaire should be placed in good psychological order. Finally, the responses need to be so arranged that they may be readily tabulated and interpreted.⁶ The previous criteria and guidelines were used to the greatest degree possible.

The questionnaire was subsequently constructed according to specific guidelines. The developmental steps were as follows:

⁴Bert Green, "Attitude Measurement," Handbook of Social Psychology (Reading, Massachusetts: Addison-Wesley Publishing Co., 1954), pp. 335-369.

⁵George J. Mouly, The Science of Educational Research (New York: American Book Co., 1963), p. 248.

⁶Ibid., pp. 248-249.

1. Initially, about one hundred questions in the two primary areas of administration and curriculum, with the related areas of supervision and services, were prepared. These items were collected from the literature concerned with the office of the county superintendent of schools into the four divisions as noted above.
2. The list of questions was screened, refined and weighed. Each question was relegated to one of the four categories mentioned above.
3. The items, arranged by categories, were submitted to a panel of educators. They were asked to aid in the reduction of questions in each category until there were ten questions under each heading or forty in all. Only those questions that appeared to elicit a forthright, honest, and objective attitudinal response were left in the questionnaire.
4. Instead of placing twenty of the forty questions under each of the two major headings of administration and curriculum, two subheadings of related questions were listed under services and supervision. While all forty questions were related, it was deemed advisable, for the sake of brevity, to have four separate pages with ten questions each. To insure the most readable questionnaire possible, the questions were written on a pica typewriter.
5. A concise informational cover page was prepared which asked for vital statistical data about each county superintendent including sex, years in the field of education, number of county scholastics, professional preparation, and type of

college or university attended.

6. The four-page questionnaire and the informational sheet were prepared by the offset method of reproduction.
7. A one-page letter was prepared to accompany the five-page basic body of the questionnaire. In an attempt to establish the most favorable impression possible, each letter was individually typed and signed prior to mailing.
8. To insure having the correct names and addresses of all the county superintendents in Oklahoma, Dr. Oliver Hodge, Oklahoma State Superintendent of Public Instruction, was contacted for an up-to-date list of the seventy-seven administrators. Enclosed with the letter and questionnaire was a self-addressed stamped envelope to be returned to the sender.
9. To provide an accurate understanding of the figures and statistics, a brief numbering system for the informational sheet and the total questionnaire was developed. Each of the four sub-scales of the questionnaire was given letter identification as follows: (A) Administration, (B) Services, (C) Curriculum, and (D) Supervision. Questions on each of the sub-scales noted above are number 1 - 10.

Treatment of the Data

The questionnaires that were checked and returned by the county superintendents of schools were sorted according to their respective college districts. From the Northwestern District, composed of eleven counties, ten questionnaires were received. Eleven county administrators from a total of fourteen counties replied from the Southwestern

District. The Central Oklahoma College District superintendents, numbering fourteen in all, returned nine of the queries. The largest number of replies, twelve in all, were received from the Northeastern District which has fifteen counties. Six county superintendents, from a possible eleven, sent back their questionnaires from the East Central area. Nine replies were received from the twelve Southeastern District county superintendents. A total of fifty-seven of the county administrators responded to the questionnaire. Fifty-five were marked carefully enough for the data to be recorded on the IBM cards. (See Table I, page 39.)

Percentages for the respective districts show that no single group of counties failed to return less than fifty per cent of the questionnaires. The Northwestern Oklahoma counties sent back 90.90%. Taken cumulatively, fifty-seven county superintendents out of a total of seventy-seven returned the queries for an over-all figure of 74.03%. However, as will be noted in Table I, the fifty-five completely scored questionnaires produced a percentage of 71.43. Additional use of this table will be made in Chapter IV.

Procedure for Statistical Analysis

1. Statistical analyses were made with the IBM 1620 40 K system as an aid in data processing.
2. Cards were punched for the raw data contained in the questionnaires. From the informational cover letter, eight sets of data pertinent to each respondent were listed on the cards. Each of the seventy-seven counties was coded according to its alphabetical sequence. Since this information was used only

TABLE I
 COUNTY SUPERINTENDENTS RESPONDING TO QUESTIONNAIRE
 BY OKLAHOMA COLLEGE DISTRICTS

College District	Total Number Counties Per Area	Number County Superintendents Responding	Per Cent Responding From Each District
Northwestern	11	10	90.90%
Southwestern	14	11	78.57%
Central	14	9	64.28%
Northeastern	15	12	80.00%
East Central	11	6	54.54%
Southeastern	12	9	75.00%
Total	77	57	74.03%
Total	77	55 (fully scored)	71.43%

as identification, no data were extracted for use in the study. The remaining seven items were coded as follows:

(1) The first line was used for the notation of sex; (2) the second statement asking for date of birth was divided into five equal groups; (3) similar groups of five were established for the number of years taught; (4) the number of years served as an administrator was divided into five brackets; (5) the number of years on the job as a county superintendent in Oklahoma was listed and subsequently broken into five time segments; (6) the official number of pupils, as of October 1, 1966, for each county was divided into five population brackets; and (7) the kind of institution attended by each administrator was arranged into a five-point scale to use as another variable. (See Table II, page 41.)

3. Using the basic data cards, a print-out sheet was prepared containing the raw data used for analysis. The forty questions in the body of the questionnaire were the responses of the county superintendents based upon their attitudes and coded according to the Likert scale.
4. A basic correlation program was used to analyze the data prepared.
5. With a print-out of the coded county numbers, the initial data extracted were the means and standard deviations for all forty-seven items. The first seven items were those containing the personal data for each respondent; the final forty items were the queries noted in the body of the questionnaire.

TABLE II

DISTRIBUTION OF PERSONAL DATA FOR 55 COUNTY SUPERINTENDENTS

(1) Sex	Male 49		Female 6			Total 55
(2) Age Distribution	25 - 35 0	36 - 45 5	46 - 55 11	56 - 65 24	66 - up 15	55
(3) Number of Years Taught	0 - 6 10	7 - 13 12	14 - 20 17	21 - 27 10	28 - 34 6	55
(4) Number of Years as an Administrator	0 - 7 7	8 - 15 16	16 - 23 14	24 - 31 11	32 - up 7	55
(5) Number of Years County Superintendent	1 - 6 19	7 - 12 15	13 - 18 8	19 - 24 9	25 - up 4	55
(6) Pupil Population Per County	0 - 2000 12	2001 - 4000 18	4001 - 6000 8	6001 - 8000 8	8001 - up 9	55
(7) Institution of Higher Education	University 8	St. College 43	Private 0	Church 4	Minicipal 0	55

6. The next step was to establish the variance and covariances for the variables within the matrix.
7. A factor analysis was produced for each of the forty-seven items of the scale.
8. Each of the forty-seven items was analyzed with the Kuder-Richardson 20 formula to obtain the most accurate correlations of attitudes. This formula is applied to tests where all items have been attempted. The K-R 20 is a coefficient that is an average based upon all possible splits. This technique is useful when an item analysis has been made and the difficulty values for each item are available.⁷

Summary

This chapter has been utilized to provide a description of the basic instrument used to procure attitudinal information from the county superintendents of schools of Oklahoma. The nature of the variables used to obtain the basic data regarding each individual responding was described in the initial portion of the chapter. The body of the chapter detailed the construction, arrangement, and refinement of the questionnaire. The cover letter and dissemination of the questionnaire were also noted.

The number of responses from each college district of the state was noted and compared with the total county units in each area.

The procedure used for statistical analyses was described. In

⁷N. M. Downie, Fundamentals of Measurement: Techniques and Practices, 2nd Ed. (New York: Oxford University Press, 1967), pp. 86-87.

obtaining relevant data regarding the attitudes of the county superintendents, the Kuder-Richardson 20 formula was used for specific analyses.

CHAPTER IV

ANALYSIS OF RESULTS

Introduction

This chapter will provide a detailed description of the treatment of the data and analysis of the results.

A recent study reports on the formulation of attitudes and was authored by Milton J. Rosenberg. It was concerned with the cognitive, affective, and behavioral components of attitudes. The research on cognitive components of attitudes is summarized:

In another group of studies some dimension upon which the cognitive components of attitudes are likely to vary have been investigated. Thus Axelrod (1959), Carlson (1956), Nowlis (1960), Peak (1959), Rosenberg (1956), Smith (1949) and Woodruff (1942), have reported studies in which beliefs about relations between attitude objects and goal states have been singled out for special attention. These and other dimensions of beliefs about attitude objects have been discussed in theoretical articles by a number of writers, among whom are Abelson and Rosenberg (1958), Cartwright and Harary (1956), Geuder (1946), Katz and Stotland (1959), Peak (1958), and Tolman (1951). Similarly the studies by Osgood and his associates (1958), employing the 'semantic differential' technique, may be interpreted as illuminating some of the major cognitive dimensions of attitudes.¹

The present study fits into the cognitive component aspect of the study of attitudes. As cognition is the process of knowing or perceiving, it was ascertained that an instrument using such an approach

¹Milton J. Rosenberg, and others, Attitude, Organization and Change, An Analysis of Consistency Among Attitude Components (New Haven: Yale University Press, 1960), p. 5.

would be feasible. It was subsequently decided that an attitudinal questionnaire would procure the most measurably perceptive attitudes of the county superintendent of schools of Oklahoma.

Quantitatively, the returns appeared positive. From the seventy-seven counties in the state, fifty-seven of the administrators returned their questionnaires. That number represented 74.03 per cent of the queries. Fifty-five of the inquiries were completely marked so that valid data could be recorded from them. These completed forms represented 71.43 per cent of the county superintendents of the state. (See Table II, page 41.)

According to Mouly, a sixty-five per cent response of a questionnaire is considered good.² While the overall percentage of completed returns was very good, there were two sections of the state that recorded less than the desired sixty-five per cent returns. The Central College District returned nine of a possible fourteen questionnaires for a 64.28 per cent response. The East Central area county superintendents sent back six of eleven for a 54.54 per cent return. While these two districts returned fewer than the desired per cent of replies, it appeared they were sufficient in number to render valid data for the study.

Personal Data Statistics

As previously mentioned in this study, the first seven items on the questionnaire pertain to personal data about the county superintendents. Item 1, dealing with the sex of each respondent, indicated

²George J. Mouly, The Science of Educational Research (New York: American Book Co., 1963), p. 255.

that forty-nine were male with but six female respondents. Of the fifty-five responding, 89.27 per cent were male. Because of the small number of females within the sample, it was considered undesirable to extract their viewpoints in any of the findings. See Table II, page 41.

Item 2 was the age distribution. Two observations regarding the number responding appeared interesting. Fifteen of those responding, or 27.27 per cent, were over the usual retirement age of sixty-five years. This age was used because an Oklahoma teacher may continue to pay into the state retirement system until he reaches the age of sixty-five.³ Secondly, thirty-nine of the answering administrators, or 70.70 per cent, were fifty-six years of age or older.

The number of years taught was the third item on the questionnaire. Seventeen superintendents had taught school from fourteen to twenty years. Twelve had taught from seven to thirteen years.

Extensive experience as an administrator appeared evident in Item 4. Forty-one of the superintendents or 74.54 per cent had served from eight to thirty-one years in some administrative capacity. Even though a majority of the county superintendents were fifty-six years of age or older, Item 2, 61.81 per cent of them had served in their present role for less than thirteen years.

The pupil population statistics, Item 6, indicates an overwhelming majority of the counties reporting had a comparatively small K-12 enrollment. In this category, forty-six of the fifty-five counties or 83.63 per cent indicated total enrollments of 8,000 pupils or less.

³Oliver Hodge (Compiler), School Laws of Oklahoma (Oklahoma City: State Board of Education, 1963), pp. 108-110.

Of the fifty-five counties represented, only nine indicated an over-all city and county enrollment of over 8,000. Of these nine, only two counties, or 3.6 per cent of those responding, showed an enrollment of over 25,000 pupils. It is noteworthy that pupil populations used are gross figures representing all children, kindergarten through grade twelve, in the respective counties.

Over three-fourths or 78.18 per cent of the responding county superintendents received their undergraduate work in state colleges. The remaining administrators, twelve in all, took their work in either universities or church-related institutions. Eight of the fifty-five superintendents, or 14.54 per cent, attended state universities. Four of them, 7.27 per cent, did their undergraduate work at church-related schools.

Subscale Reliability Coefficients and Intercorrelations

Items eight through forty-nine were attitude measures that had been divided into four subscales. Items had been placed in each of the subscales on a priority basis through the use of expert judgment. It was hoped that each subscale constituted a unidimensional measure of some aspect of each county superintendent's attitudes toward his job. To determine whether or not each scale did in fact constitute a unidimensional scale, a principal components factor analysis was carried out for each scale separately.

The basis for a factor analysis is a correlation matrix that contains the correlation coefficients of every variable with every other variable. For this study four intercorrelation matrices were computed with one for each subscale. The items within the subscale served as

the variables. These four intercorrelation matrices are presented in Table IV, page 50.

Each of these matrices were then factor analyzed using a principal component solution and factors were extracted until the eigen values dropped below 1.00. The factor loadings are presented in Tables V, VI, VII, and VIII on pages 51, 53, 55, and 57.

For ease of interpretation the tables show no factor loadings of less than .50. The proportion of total variance accounted for by each factor is presented at the bottom of each table. It may be noted that in each table the first factor always accounts for the largest proportion of the variance. This is a characteristic of the principal components solution. It may also be noted that each scale is factorially complex which means that it takes more than one dimension to explain all the variability within the scale.

After examining the four tables it was decided that items with loadings of .50 or higher, on the first factor, should be retained as the items providing the purest measure of each of the subscales.

It would have been possible to develop some additional scales using the other factors extracted from each initial subscale. However, in no case did any of these additional factors have more than three items with factor loadings over .50. It was believed that a scale with three or fewer items would not be sufficiently stable for any subsequent analysis.

The resulting four scales can be evaluated in two ways. First, each scale should have a high degree of internal consistency and each scale should be relatively independent of every other scale.

To evaluate the scales resulting from the factoring by internal

consistency, Kuder-Richardson Formula 20 reliability coefficients for each scale were computed. See Table III below.

TABLE III
KUDER-RICHARDSON FORMULA 20
RELIABILITY COEFFICIENTS

Administrative Scale	.67
Service Scale	.76
Curriculum Scale	.75
Supervision Scale	.61

Examination of these intercorrelations indicates that each is measuring a somewhat unique dimension of the county superintendent's attitude toward his job. This is indicated by the relatively low intercorrelations between the scales in the table. In all comparisons between two variables, the Kuder-Richardson 20 index for both variables is higher than the intercorrelations between the variables. This fact provides further evidence that each scale is measuring a unique attitudinal factor. It should be noted that since each factor is at least moderately reliable, the low intercorrelations must be attributed to measurement of different attitude factors rather than scale unreliability.

The subscales all show moderately high reliability and are

probably satisfactory for the study of groups.

The interaction of subscales were computed and intercorrelations are presented in Table IV below.

TABLE IV
INTERCORRELATIONS OF THE FOUR SUBSCALES

	Administration Scale	Service Scale	Curriculum Scale	Supervision Scale
Administration		.41	.40	.42
Service			.64	.37
Curriculum				.29
Supervision				

Attitudinal Description from
First Factor Loadings

By the process described above, it was found that six of the questions under the Administrative heading fell into the first factor. See Table V, page 51.

By use of personal inspection and judgment, the factored statements were equivocated initially to a single attitude. From the individually established attitudes, a total scale descriptive attitude for each of the four subscales was selected. The term decided upon for the

rural administrators' attitude toward his administrative role was optimism.

TABLE V
FACTOR FINDINGS FOR ADMINISTRATIVE ATTITUDES

Questionnaire Items	Factor I	Factor II	Factor III	Factor IV
1		-.62	.51	
2	.62			
3	.64			
4	.58			
5	.51			
6			.51	
7	.62			
8				.63
9		.69		
10	.68			
Per Cent Withheld By Partial Analysis	26.78%	12.41%	12.00%	10.39%

Specifically, within the scale, the second question stated: "The office of the County Superintendent of Schools in Oklahoma is a position with a realistic future." There was statistical evidence indicating strong agreement. The general attitude appeared to be one of faith.

"Adult voting citizens of the county I serve understand the nature and scope of my work." This was the third question. Here, too, there was strong agreement and this was equated to the term communication.

Efficiency was the attitude given to the next question that was strongly agreed upon by the county superintendents. It read: "Liaison between my office and local, state and federal educational agencies is satisfactory."

A unanimity of opinion was observed in the fifth question as the county superintendents strongly agreed that organization was very necessary. Number five read: "The line and staff structure of school administration is the best plan for public school operation."

The county educational leaders further strongly agreed that, "Teachers in my schools should have an opportunity to aid in the formulation of policy affecting them." This would indicate a decidedly democratic attitude.

Finally, the administrators felt strongly that their role of coordinator was vital. The question indicating this attitude read, "My office plays a significant role as coordinator for administrative affairs between urban and rural school systems." This was statement number ten.

Service was the subheading for the second set of survey questions. Working from the factor analysis, it was found that an all-inclusive attitude held by a majority of the administrators was the acknowledgement of sound educational job proficiency. There were apparently five key questions that established this attitude and they fell into the highest 30.30 per cent. See Table VI, page 53.

TABLE VI
FACTOR FINDINGS FOR SERVICE ATTITUDES

Questionnaire Items	Factor I	Factor II	Factor III	Factor IV
1		.71		
2	.75			
3	.74			
4	.72			
5	.58			
6	.65			
7				.63
8			-.50	
9		.62	.56	
10		.55		
Per Cent Withheld By Partial Analysis	30.30%	18.60%	11.85%	8.71%

"With better informed school board members, local boards are now providing more visionary leadership." As question number two on the scale, it was positively equated to the guiding principle of values.

The rural administrators apparently felt their schools are becoming comparable with the city schools in several facets of their endeavor. They were in positive agreement with the statement: "With local, state and federal funds, county schools are as well equipped with teaching materials and audio visual aids as are nearby urban schools."

Projection, as an integral part of his work, may serve as the superintendents' majority agreement of the fourth service question. "Long range planning is evident regarding new school and school addition construction."

The signal importance attached to valid interpersonal relationships was the binding nature of statement number five. "Teacher morale is influenced by more close attention to teacher requests for materials, information, and school policy."

Finally, the county superintendents' positive confidence in the real recognition of the county school structure was indicated in the sixth statement. It read: "The State Department of Education provides field services for my classroom teachers."

A large number of questions grouped themselves together on the curriculum scale. There were seven, in all, falling in the first factor of 30.75 per cent. From the standpoint of the study, it was helpful and desirable that as many questions did show high percentages. In order to place all the questions under one inclusive attitude, a definition of curriculum was deemed feasible. Saylor and Alexander define curriculum as ". . . all of the learning opportunities provided by the school."⁴ From this definition, the attitude of opportunity appeared to best describe the curricular role most desirably played by the county superintendent of schools.

The initially factored statement, number two, was strongly agreed upon and dealt with the attitude of flexibility. It read: "Our

⁴J. Galen Saylor and William M. Alexander, Curriculum Planning for Modern Schools (New York: Holt, Rinehart and Winston, Inc., 1966), p. 5.

teachers use curriculum guides, textbook-teacher's manuals, or teacher-prepared units." See Table VII below.

TABLE VII
FACTOR FINDINGS FOR CURRICULUM ATTITUDES

Questionnaire Items	Factor I	Factor II	Factor III	Factor IV
1			.79	
2	.51			.64
3		.53		
4	.72			
5	.67			
6		.59		
7	.67			
8	.66			
9	.65			
10	.55	-.51		
Per Cent Withheld by Partial Analysis	30.75%	13.71%	10.57%	10.02%

The next attitude appeared to indicate the administrators' feeling toward the need for functional balance in the schools' curricular pattern. Number four read: "The non-academic talents such as art,

music and sports should be developed."

"The classroom teacher should assist the student in choosing a future occupation for his life's work." In question five, the superintendents seemingly agreed that the classroom teacher is often the best counselor and guidance agent.

By their responses to number seven on the curricular scale, the county administrators indicated they felt their schools were approaching competitiveness. Statement seven read: "Federal Title and NDEA funds have improved the over-all quality of instruction in the county schools."

An awareness of the need for a team effort was apparent in the progressive attitudinal response accorded the eighth question: "Teachers aid in the development of curriculum guides for the county."

Even though a majority of the responding superintendents were older, they indicated readiness to try and implement new programs as they became available. Involvement, then, was the attitude for the statement: "Title I reading and Title II library programs should have been implemented in the county schools by now."

Finally, the tenth question on the scale read: "The design and plan of our curriculum is spiral in structure and integrated at all levels." Their positive responses would appear to indicate the currency of the respondents' reading, thinking and implementation.

The Supervision questionnaire makes up the final portion of this section of the findings. The factored findings are shown as Table VIII on page 57. The five factors withheld in the top 24.17 per cent probably indicated a collective attitude of respect for structure.

TABLE VIII
 FACTOR FINDINGS FOR SUPERVISION ATTITUDES

Questionnaire Items	Factor I	Factor II	Factor III	Factor IV
1			.58	
2	.55			
3	.64			
4	.52	.54		
5	.54			
6		.57		
7				.61
8			.68	
9		-.53		.62
10	.53			
Per Cent Withheld by Partial Analysis	24.17%	15.06%	13.86%	11.46%

Question number two stated: "Favorable pupil-teacher ratios in the county schools make it easier to recruit fully certified teachers." The rural administrators indicated they agree with this statement.

The need to understand what is going on in the classroom is the key attitude to question three. "The best supervisor is one who has taught in the elementary school." This best describes the county superintendents' conception of the experience necessary for the supervisory role.

Ascertaining the optimum size of a school district's pupil population is of concern to many American administrators. School districts can be too large and also too small. In question four the rural administrators pinpoint the attitude of communication as a key factor. The question read: "The relatively small size of the county schools provides a better rapport between administrative and teacher personnel."

Some universities are stating that a well trained administrator can direct any similarly constructed administrative organization. The county superintendents appear to concur. The fifth question connotating an attitude of perspective read: "From the standpoing of formal training, the philosophy that an able individual with proper schooling can administer equally well a school, city or hospital."

Finally, the word autocratic probably best describes the positive attitude of these administrators as they look at their role. The question was: "Policy recommendations should originate with the county superintendent of schools."

Graphic Presentation of Scale Distributions

The purpose of this section is to show by the usage of bar graphs, the distribution of the superintendents' scores obtained from the refined scales. This will be accomplished by using the questions which had the highest first factor loadings within each scale. These scores were obtained by rescoring each superintendent's responses on those items selected by factor analysis. A bar graph was plotted showing a profile for each one of the four subquestionnaires. Each table shows the mean, median and mode for that particular scale.

There were six questions on the Administrative section, noted in

Figure 2, page 60, that were extracted in the factor analysis. Therefore, five equal columns, ranging from zero to thirty, with ranges of six were designated. The graph showing the total responses for the fifty-five county superintendents of schools produced a fairly normal bell-shaped curve. It is, however, bunched to the right of the scale.

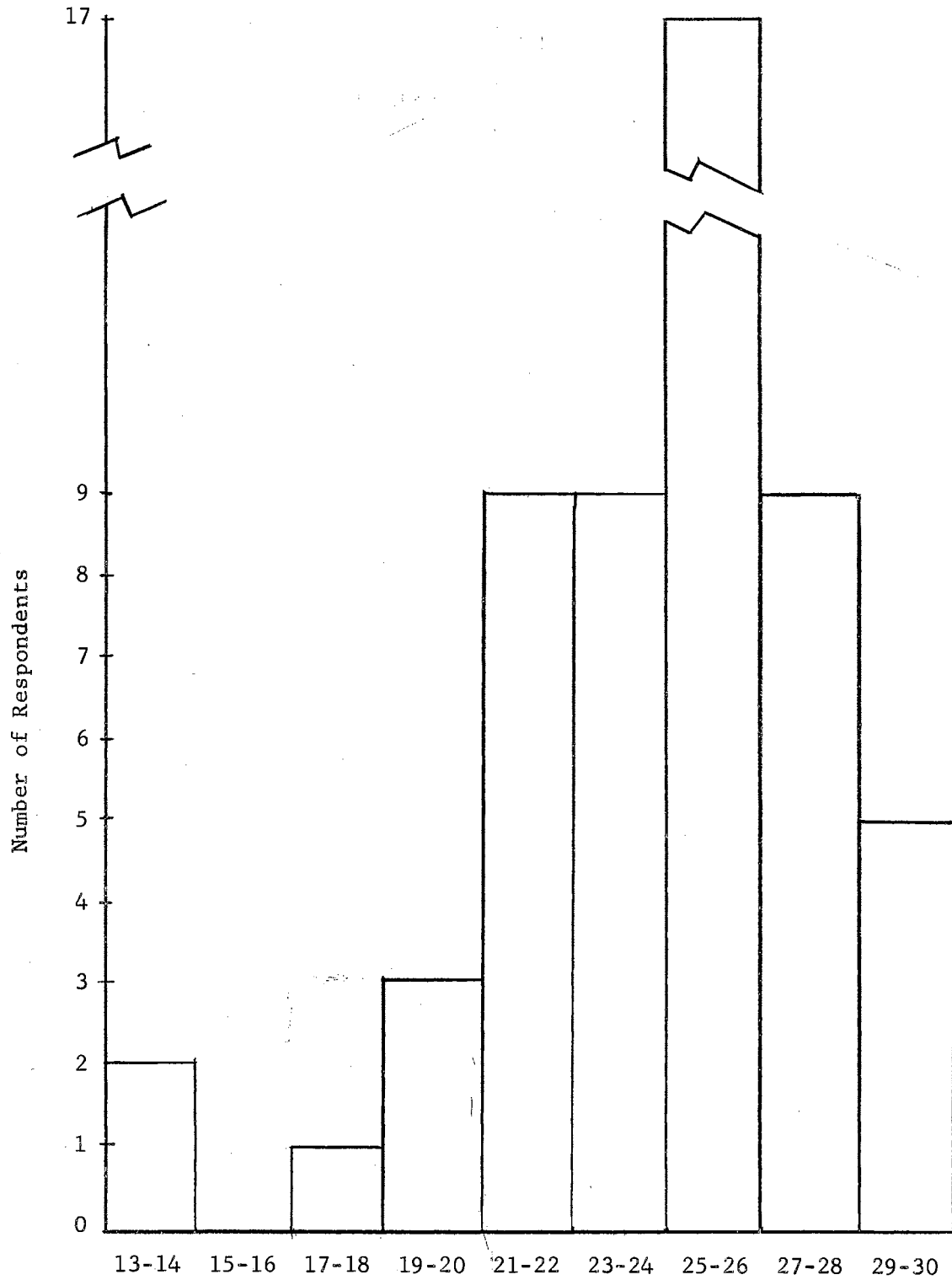
The neutral point on the scale for each item received a value of three. Thus, for the six items, an expected neutral value would be eighteen. The actual mean for the Administrative scale was 23.5; the median was 25.5 and the mode was in the 25-26 interval.

The graph shows that the county superintendents tend to have a positive attitude toward the administrative aspect of their job. Five questions became relevant by the factor analytic technique on the Service scale, Figure 3, page 61. For this graph, five equal columns, ranging from zero to twenty-five, with ranges of five were established.

The neutral point of the scale for each item received a value of three. Then, for the five items, an expected neutral value would be fifteen. The mean for the scale was 17.5; the median equalled 20.5. The mode fell into the 20-21 interval.

This graph represents a high degree of unanimity for the county superintendents regarding their collective attitudes involving the service facet of their administrative jobs.

With the emergence of seven relevant factored questions showing up on the Curriculum scale, the mid-point remained three. However, the cumulative total for the scale was thirty-five for the seven items with the expected neutral value being twenty-one. See Figure 4, page 62.



Mean = 23.55
Median = 25.5
Mode is in 25-26 interval

Figure 2. Distribution of Refined Administrative Scores

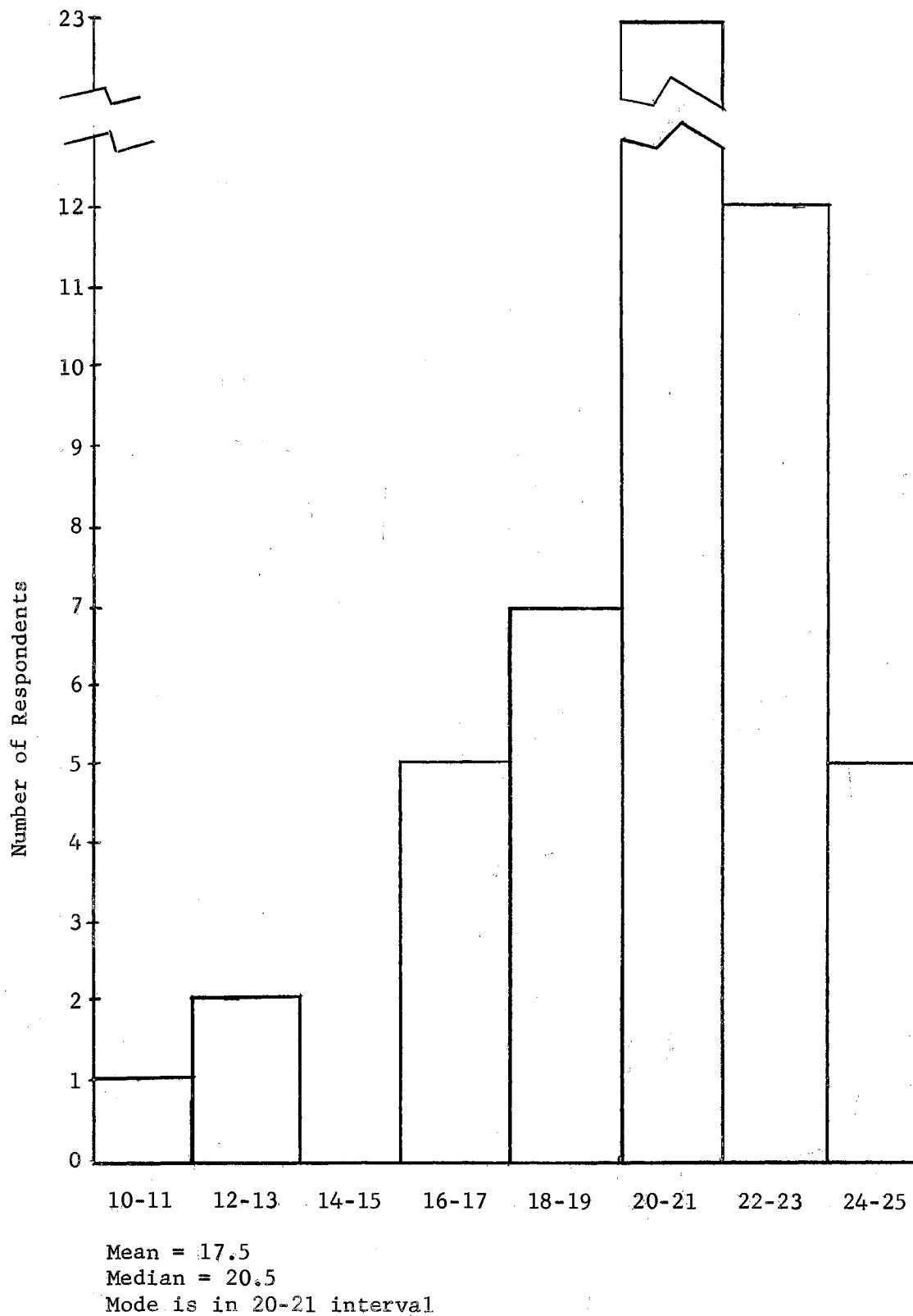


Figure 3. Distribution of Refined Service Scores

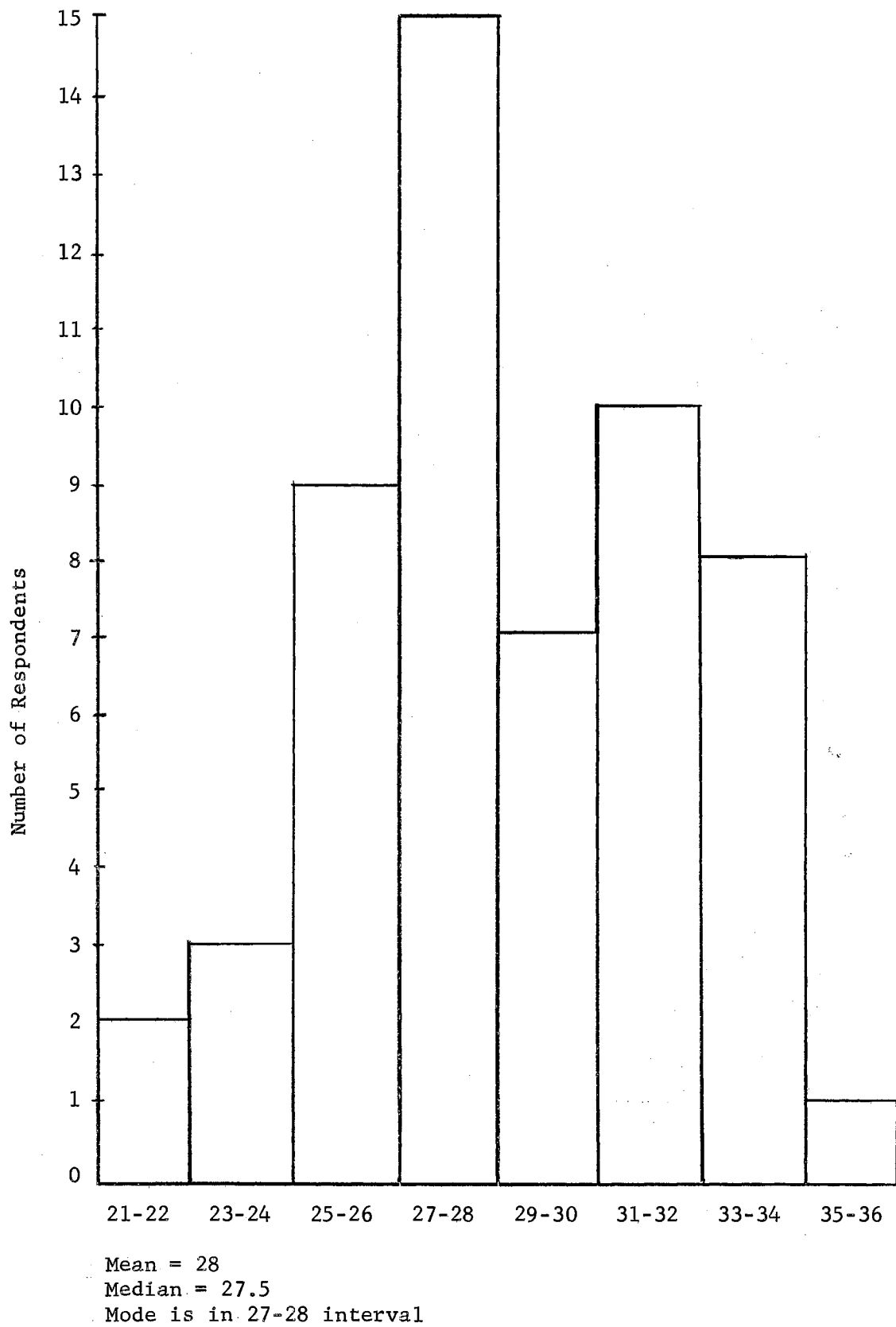


Figure 4. Distribution of Refined Curriculum Scores

The mean computed for the scale was an even twenty-eight. The median and the mode fell into the same interval. The median was 27.5 and the relatively small number of responses of fifteen established the mode in the 27-28 column.

Although favoring the factored questions as the best indicator of their general attitude toward the Curricular items, the county superintendents clustered a little closer to agreement (4) than to strong agreement (5).

The final portion of this analysis is concerned with the Supervision subscale. Figure 5 on page 64 produced the most normal bell-shaped curve of the four sets of refined scale scores. It also delivered the largest statistical agreement of its mean, median and mode.

The mid-point on the scale for each item received a value of three. Thus, for the five items, an expected neutral value would be fifteen. The actual mean for the Supervision scale was 16.5. The median was 16.5 and the mode fell into the 16-17 interval. The overall graphic profile for the Supervision scale tended to indicate an attitude of tacit unanimity.

Product Moment Correlations

The question was posed, "Is there any relationship between the personal information obtained about the responding county superintendents of schools and their attitudes toward their jobs?" Correlation coefficients between responses of items two through seven and scores on each of the scales were computed. The coefficients are presented in Table IX, page 65.

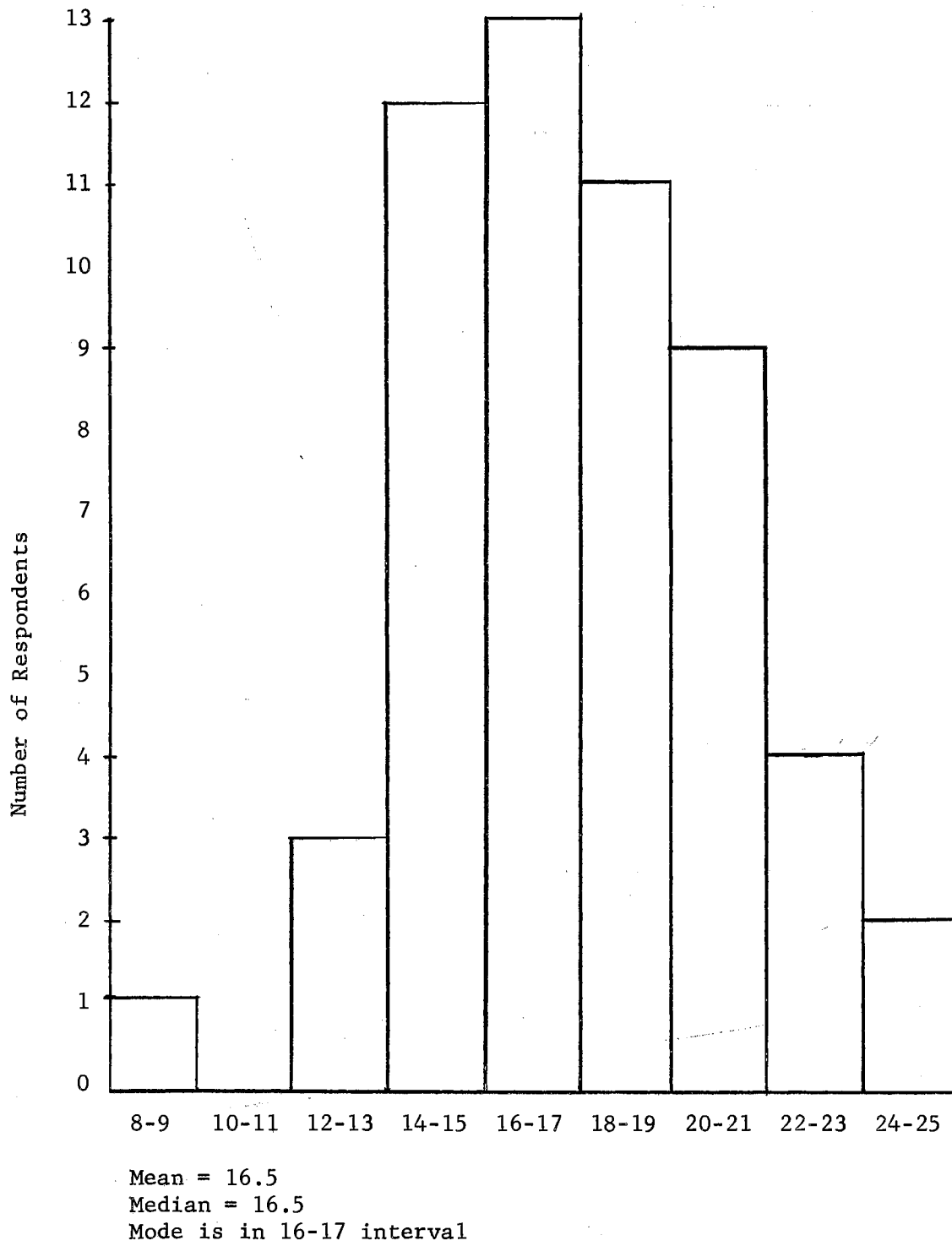


Figure 5. Distribution of Refined Supervision Scores

TABLE IX

PRODUCT MOMENT CORRELATION

Personal Data Variables	Administration	Service	Curriculum	Supervision
2	-.268*	-.056	-.357**	.053
3	.024	.107	.112	.051
4	-.015	.031	-.006	-.008
5	-.103	-.037	-.080	.131
6	.030	-.002	.067	-.005
7	.079	-.045	.184	-.108

* Approaches significance (.273)

** Significant at the 5 per cent level

The test was then used to determine which of these correlations was significantly different from zero. An examination of Table IX reveals that only one correlation is statistically significant at the five per cent level of confidence. There appears to be a negative relationship between age and curriculum. The relationship between age and attitude toward administration was also negative and approached statistical significance.

Summary

The initial data dealing with vital statistics of the county superintendents were analyzed. A large majority were male and over fifty-six years of age. A plurality of the rural administrators had served as teachers and superintendents for twenty-five years or more. Of those responding, 78.18 per cent of the county superintendents of schools were professionally trained in state teachers colleges.

Pupil population statistics showed the still rural nature of Oklahoma with 83.63 per cent of the counties having less than 8,000 total students.

The next data were designed to measure each subscale's reliability coefficients and intercorrelations. All four subscales established percentages ranging from .61 to .76 indicating a high internal consistency. The intercorrelations established the fact that each scale was probably measuring a slightly different facet of the county superintendent's role.

Tables VI through IX chart the questions from the inquiry that the superintendents indicated were the best predictors of their attitudes.

From the factored items of the administrative scale, the county

superintendents indicated an attitude of optimism about the following:

1. The future of the position of the county superintendent.
2. The degree of communication between voting citizens of the county and the county superintendents.
3. The liaison between the county superintendent's office and the local, state and federal educational agencies.
4. The democratic procedure of allowing teachers within the county schools to help formulate policies which affect them.
5. The importance of the county superintendent's role as coordinator for administrative affairs between urban and rural school systems.

Under the service subheading, the county superintendents expressed an attitude of belief and confidence in:

1. A more visionary leadership from better informed school board members.
2. County schools as well equipped with teaching materials and audio visual aids as urban schools because of local, state, and federal funds.
3. Long range planning for new and additional schoolroom construction.
4. Increased morale of teachers when school administrators give more close attention to teachers' requests for materials, information and school policy.
5. The field services provided by the State Department of Education.

Within the curriculum scale, the county superintendents expressed credence in:

1. Flexibility of the curriculum through the use of curriculum guides, textbook-teacher manuals, and teacher-prepared units used by the teachers within the county.
2. Development of non-academic talents such as art, music and sports.
3. The value of the classroom teacher as a counselor and guide for assisting the student in choosing a future occupation.
4. Improved quality of instruction available in the county schools because of help from federal Title and NDEA funds.
5. Teacher participation in the development of county school curriculum guides.
6. The implementation of Title I reading and Title II library programs in the county schools.
7. The spiral curriculum integrated at all levels.

Within the supervision questionnaire, the county superintendents indicated the following attitudes:

1. Respect for structure.
2. Belief that the best supervisor is one who has had classroom teaching experience.
3. Belief that there is better rapport between administrative and teacher personnel in the county schools because of the relatively small size of such schools.
4. Positivism toward policy recommendations originating with the county superintendent of schools.

Graphs were finally developed to show the tendency of the first factored items of each subscale to show strong agreement by the superintendents. This means that each of the scales could serve as reliable

predictors when given to similar groups of administrators.

The last set of data was the product moment correlations between the personal data variables and each of the four subscales. There were no items indicating positive significance at the .05 level. The relationship between age and curriculum showed a negative relationship that was significant at the .05 level. The variable age when related to administration was nearly negatively significant at the .05 level of confidence. It may be stated that personal data had insignificant bearing on any subscale of the questionnaire.

CHAPTER V

INTERPRETATION OF THE RESULTS

Summary and Conclusions

The writer of this paper has attempted to ascertain the attitudinal dimension of the county superintendents of Oklahoma regarding their administrative-curricular role.

The need for such a study was mentioned in at least two doctoral dissertations written at Oklahoma State University and dealing with the county administrator and his work. It was further established as an area for study and research following a review of material written on the subject.

Following the decision to use a questionnaire as the basic format for securing the desired information, the nature and structure of it was deemed very important. Simplicity and brevity coupled with pertinent content were fundamental guidelines. The cover page requested data relevant to the responding rural administrator that might aid in the establishment of statistical measurement. The body of the questionnaire consisted of four pages. Each separate page contained a subscale relevant to the four areas within the total questionnaire.

A detailed description of the procedure employed in gaining the data used for the analysis appeared in Chapter III. The percentage of returns appears to be high enough to obtain reliable information.

Important Findings Summarized

The data gleaned from the statistical analysis in the fourth chapter were stated in the following logical sequence:

1. Personal data statistics
2. Subscale reliability coefficients and intercorrelations
3. Attitudinal description from first factor loadings
4. Graphic descriptions of scale distributions
5. Product moment correlations

One of the more prominent facts relevant to the county superintendents was the age figures. Over seventy per cent of those responding recorded ages of more than fifty-six years. A majority of them had taught school most of their lives with approximately seventy-five per cent of them having served in an administrative capacity for many years. From a background standpoint, it is of interest to note that over seventy-five per cent of the superintendents had studied at state colleges with a majority of these being Oklahoma schools.

Using the Kuder-Richardson 20 formula, the scales were tested for individual reliability and intercorrelations. All of the scales indicated an internal reliability of over .50 with two scales, the Service and Curriculum, producing percentages of .76 and .75, respectively. With the intercorrelations recording percentages under .50, it may be assumed that each scale does measure a different dimension of the job of the county superintendent of schools. This was deemed desirable so that a wider look at their attitudinal roles might be obtained.

From the table, noting the first factor loadings for each scale, value judgments regarding appropriate attitudes were made. Within each subscale, the factored questions were assigned individual attitude descriptions. From each of these, a collective attitude for each of the four subscales was derived. The subscale attitudes were:

1. Administration - Optimism
2. Service - Proficiency
3. Curriculum - Opportunity
4. Supervision - Structure

As the data showed, the four scales measured or emphasized different facets of the administrative-curricular role. It may be noted that while measuring different items the subscales appeared to indicate attitudes of positivism.

The optimistic attitude equated to the administrative subscale appeared to indicate that given the opportunity, the county superintendents of schools believe they can serve Oklahoma's youth well and believe they will be given that chance.

The second subscale dealing with services was given an attitudinal heading of proficiency. The rural school heads seem to believe that they have served proficiently in the past, are doing so in the present, and plan to do so in the future.

The questions that fell into the initial factor loadings on the curriculum scale enabled the writer to equate their indications to one of opportunity. The county school superintendents felt that with the aid of federal and state monies, plus better prepared teachers and smaller classes, their classrooms were in a competitive role with the educational systems of the state.

Finally, the selected statements appeared to validate the liking for structure and order on the Supervision scale. The superintendents indicated a liking for the line and staff organization while at the same time noting the valid need for democratic communication with their teachers.

Implications of the Study

Two statements appear which the writer feels are valid and relate specifically to the conclusions noted above:

1. The county superintendents of schools of Oklahoma feel they are able, competent, and aggressive. They feel they are serving the field of education in needed capacities.
2. The county superintendents of schools of Oklahoma seem to feel that there is a need for the school units with which they work coupled with the concurrent desirability of keeping such units by the respective communities.

The high percentage of respondents and their readiness to reply to a questionnaire concerning their attitudes toward their administrative-curricular role would seem to indicate that the rural administrators were concerned about their status.

Suggestions for Further Study

The author's task in writing this paper was not to determine the advisability of changing the basic role of the county superintendent of schools. Nor was the intent to suggest or imply the desirability of changing the basic instructional unit. However, such a judgment should take into consideration the findings of this paper prior to making such a decision. It does seem as if an attitudinal picture was obtained from the reporting county superintendents. This knowledge could be of value in future determinations affecting the county superintendent of schools and the county instruction unit.

Specific further study relating to the county superintendent of schools of the State of Oklahoma could be made in the following areas:

1. The attitude of the county school teachers toward the administrative-curricular role of the county superintendent of schools.

2. A comparative study of the rural pupils and their city counterparts, their respective achievement scores at the end of the eighth grade. Such a study could aid those in positions of larger authority to ascertain the validity of the county superintendents' attitude toward the quality of instruction of their schools.
3. Still further research could be initiated by obtaining the attitudes of the city superintendents of schools regarding their conceptualization of the administrative-curricular role of the county superintendent of schools.

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APPENDIX

COUNTY SUPERINTENDENT QUESTIONNAIRE
INFORMATION LETTER

NAME _____

COUNTY SUPERINTENDENT OF _____

MALE _____ FEMALE _____

DATE OF BIRTH _____

NUMBER OF YEARS TAUGHT _____

NUMBER OF YEARS AS AN ADMINISTRATOR _____

YEARS SERVED AS A COUNTY SUPERINTENDENT IN OKLAHOMA _____

PUPIL POPULATION OF COUNTY SCHOOLS _____

TYPE OF CERTIFICATE HELD _____

INSTITUTION OF HIGHER EDUCATION FROM WHICH BACHELORS DEGREE EARNED:

UNIVERSITY _____

STATE COLLEGE _____

PRIVATE _____

CHURCH _____

MUNICIPAL _____

EDUCATION EARNED ABOVE THE BACHELORS DEGREE:

MASTERS _____

SPECIALIST _____

Ed.D. or Ph.D. _____

() Please send me a copy of the results.

ADMINISTRATION

1. In the small community there is a close relationship between the people and the school, and in a democratic society this attitude must be maintained.

	Strongly Agree _____
	Agree _____
	Undecided _____
	Disagree _____
	Strongly Disagree _____

2. The office of the County Superintendent of Schools in Oklahoma is a position with a realistic future.

	Strongly Agree _____
	Agree _____
	Undecided _____
	Disagree _____
	Strongly Disagree _____

3. Adult (voting) citizens of the county I serve understand the nature and scope of my work.

	Strongly Agree _____
	Agree _____
	Undecided _____
	Disagree _____
	Strongly Disagree _____

4. Liason between my office and local, state and federal educational agencies is satisfactory.

	Strongly Agree _____
	Agree _____
	Undecided _____
	Disagree _____
	Strongly Disagree _____

5. The "line and staff" structure of school administration is the best plan for public school operation.

	Strongly Agree _____
	Agree _____
	Undecided _____
	Disagree _____
	Strongly Disagree _____

6. The administrative role of the County Superintendent should include additional duties presently performed by other county and state agencies.

	Strongly Agree _____
	Agree _____
	Undecided _____
	Disagree _____
	Strongly Disagree _____

7. Teachers in my schools should have an opportunity to aid in the formulation of policy affecting them.

	Strongly Agree _____
	Agree _____
	Undecided _____
	Disagree _____
	Strongly Disagree _____

8. The large geographical area served by my office affords a broader administrative perspective than if the county were divided into smaller independent districts.

	Strongly Agree _____
	Agree _____
	Undecided _____
	Disagree _____
	Strongly Disagree _____

9. The office of the County Superintendent could be of even greater service to the children concerned if two or three districts were combined.

	Strongly Agree _____
	Agree _____
	Undecided _____
	Disagree _____
	Strongly Disagree _____

10. My office plays a significant role as coordinator for administrative affairs between urban and rural school systems.

	Strongly Agree _____
	Agree _____
	Undecided _____
	Disagree _____
	Strongly Disagree _____

SERVICES

- | | |
|---|---|
| 1. The County Superintendent could make a greater educational contribution if the position were appointive. | Strongly Agree _____
Agree _____
Undecided _____
Disagree _____
Strongly Disagree _____ |
| 2. With better informed school board members, local boards are now providing more visionary leadership | Strongly Agree _____
Agree _____
Undecided _____
Disagree _____
Strongly Disagree _____ |
| 3. With local, state and federal funds, county schools are as well equipped with teaching materials and audio visual aids as are near by urban schools. | Strongly Agree _____
Agree _____
Undecided _____
Disagree _____
Strongly Disagree _____ |
| 4. Long range planning is evident regarding new school and school addition construction. | Strongly Agree _____
Agree _____
Undecided _____
Disagree _____
Strongly Disagree _____ |
| 5. Teacher morale is influenced by more close attention to teacher requests for materials, information and school policy. | Strongly Agree _____
Agree _____
Undecided _____
Disagree _____
Strongly Disagree _____ |
| 6. The State Department of Education provides field service for my classroom teachers. | Strongly Agree _____
Agree _____
Undecided _____
Disagree _____
Strongly Disagree _____ |
| 7. Our county has a local, direct and practical delivery service for the schools for mail, film, teaching materials and other supplies. | Strongly Agree _____
Agree _____
Undecided _____
Disagree _____
Strongly Disagree _____ |
| 8. Space and facilities for special education classes should be available. | Strongly Agree _____
Agree _____
Undecided _____
Disagree _____
Strongly Disagree _____ |
| 9. Medical and dental care and legal counsel should be provided for teachers of my district. | Strongly Agree _____
Agree _____
Undecided _____
Disagree _____
Strongly Disagree _____ |
| 10. With the aid of federal and local funds, a resource materials center should be set up and maintained for teacher usage. | Strongly Agree _____
Agree _____
Undecided _____
Disagree _____
Strongly Disagree _____ |

CURRICULUM

1. Our heterogeneously grouped classes afford a healthy learning climate.

	Strongly Agree _____
	Agree _____
	Undecided _____
	Disagree _____
	Strongly Disagree _____

2. Our teachers use curricular guides of their own choosing, that is state prepared guides, textbook-teacher's manuals or teacher prepared units.

	Strongly Agree _____
	Agree _____
	Undecided _____
	Disagree _____
	Strongly Disagree _____

3. One of the most important functions of the classroom teacher is to provide leadership in understanding moral and spiritual values which give democratic direction to the children's lives.

	Strongly Agree _____
	Agree _____
	Undecided _____
	Disagree _____
	Strongly Disagree _____

4. The non-academic talents such as art, music and sports should be developed.

	Strongly Agree _____
	Agree _____
	Undecided _____
	Disagree _____
	Strongly Disagree _____

5. The classroom teacher should assist the student in choosing a future occupation for his life's work.

	Strongly Agree _____
	Agree _____
	Undecided _____
	Disagree _____
	Strongly Disagree _____

6. It is the Superintendent's responsibility to select basal textbooks and instructional materials to be used in the county.

	Strongly Agree _____
	Agree _____
	Undecided _____
	Disagree _____
	Strongly Disagree _____

7. Federal Title and NDEA funds have improved the overall quality of instruction in the county schools.

	Strongly Agree _____
	Agree _____
	Undecided _____
	Disagree _____
	Strongly Disagree _____

8. Teachers aid in the development of curriculum guides for the county.

	Strongly Agree _____
	Agree _____
	Undecided _____
	Disagree _____
	Strongly Disagree _____

9. Title I reading and Title II library programs should have been implemented in the county schools by now.

	Strongly Agree _____
	Agree _____
	Undecided _____
	Disagree _____
	Strongly Disagree _____

10. The design and plan of our curriculum is spiral in structure and integrated at all levels.

	Strongly Agree _____
	Agree _____
	Undecided _____
	Disagree _____
	Strongly Disagree _____

SUPERVISION

1. There is as much prestige and job security in the county schools as there is in nearby urban districts.

Strongly Agree _____
 Agree _____
 Undecided _____
 Disagree _____
 Strongly Disagree _____
2. Favorable pupil-teacher ratios in the county schools make it easier to recruit fully certified teachers.

Strongly Agree _____
 Agree _____
 Undecided _____
 Disagree _____
 Strongly Disagree _____
3. The best supervisor is one who has taught in the elementary school.

Strongly Agree _____
 Agree _____
 Undecided _____
 Disagree _____
 Strongly Disagree _____
4. The relatively small size of the county schools provides a better rapport between administrative and teacher personnel.

Strongly Agree _____
 Agree _____
 Undecided _____
 Disagree _____
 Strongly Disagree _____
5. From the standpoint of formal training, the philosophy that an able individual with proper schooling can administer equally well a school, city or hospital.

Strongly Agree _____
 Agree _____
 Undecided _____
 Disagree _____
 Strongly Disagree _____
6. The County Superintendent should conduct periodic in-service training programs for bus drivers, custodians and lunch room employees.

Strongly Agree _____
 Agree _____
 Undecided _____
 Disagree _____
 Strongly Disagree _____
7. In-service training sessions are held for school board members within the county.

Strongly Agree _____
 Agree _____
 Undecided _____
 Disagree _____
 Strongly Disagree _____
8. Following an annual evaluation of each teacher, the results should be discussed with the teacher and he should receive a signed copy.

Strongly Agree _____
 Agree _____
 Undecided _____
 Disagree _____
 Strongly Disagree _____
9. The County Superintendent of Schools should participate in local civic and social organizations.

Strongly Agree _____
 Agree _____
 Undecided _____
 Disagree _____
 Strongly Disagree _____
10. Policy recommendations should originate with the County Superintendent.

Strongly Agree _____
 Agree _____
 Undecided _____
 Disagree _____
 Strongly Disagree _____

VITA

2

Todd Wilson Shirley

Candidate for the Degree of

Doctor of Education

Thesis: THE ADMINISTRATIVE-CURRICULAR ROLE OF THE COUNTY
SUPERINTENDENT OF SCHOOLS IN OKLAHOMA

Major Field: Educational Administration

Biographical:

Personal Data: Born in Enid, Oklahoma, February 13, 1921, the son
of James Clifford and Tonnie Adeline Shirley.

Education: Attended elementary school in Enid, Oklahoma, and
Berkeley, California; attended Longfellow Junior High School
and graduated from Enid High School in 1939; received a
Bachelor of Science degree in Business Administration from
Phillips University, Enid, Oklahoma, August, 1943; attended
Notre Dame University, South Bend, Indiana, and Central
Washington College of Education for military connected train-
ing during World War II; honorably discharged in October,
1945; took courses in education at George Washington Univer-
sity, Washington, D. C., and completed Master of Education
degree in Public School Administration at the University of
Virginia, Charlottesville, Virginia, June, 1956; compiled
additional graduate work at the University of Denver, Denver,
Colorado, 1959-1960; continued working toward the Doctor of
Education degree in School Administration at Oklahoma State
University in 1962, completing requirements for Doctor of
Education degree in May, 1969.

Professional Experience: Appointed classroom teacher at Hunter
High School, Hunter, Oklahoma, October, 1945; accepted posi-
tion as Field Scout Executive, Boy Scouts of America,
Woodward, Oklahoma, 1947; appointed principal Chancellorsville
Elementary School, Spotsylvania, Virginia, 1951; appointed
principal of Occoquan Elementary School, Prince William
County, Virginia, 1953; appointed principal of North Spring-
field Elementary School, 1955; appointed Superintendent of
Schools for the Mariana Islands, Trust Territory of the

Pacific, United Nations and United States Navy, 1957; appointed research associate, University of Denver, Denver, Colorado, 1959; appointed principal of Foster and Columbine Acres Schools, Jefferson County, Colorado, 1960; appointed teaching assistant, Oklahoma State University, Stillwater, Oklahoma, 1963; appointed Assistant Professor of Education, Central Missouri State College, Warrensburg, Missouri, September, 1964.

Professional Organizations: Phi Delta Kappa, Kappa Delta Pi, Missouri State Teachers Association for Student Teaching and the Association for Higher Education, Life Member of the National Education Association.