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CALMES, PAUL GRADY  
AN ETHNOGRAPHIC STUDY OF THE WORK ACTIVITY OF  
SUPERINTENDENTS.

THE UNIVERSITY OF OKLAHOMA, PH.D., 1978

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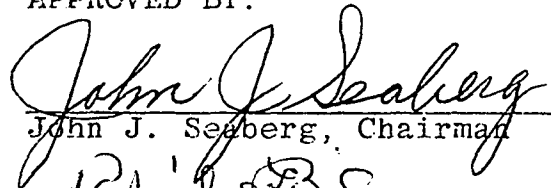
AN ETHNOGRAPHIC STUDY OF THE  
WORK ACTIVITY OF SUPERINTENDENTS

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

BY  
PAUL GRADY CALMES  
Norman, Oklahoma  
1978

AN ETHNOGRAPHIC STUDY OF THE  
WORK ACTIVITY OF SUPERINTENDENTS

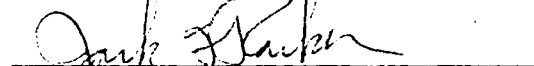
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DISSERTATION COMMITTEE

## DEDICATION

This work is dedicated to my wife, Barbara Calmes, and my mother, Dorothy Calmes. Their love, support, and encouragement are the foundation for this achievement.

## ACKNOWLEDGEMENTS

I want to express my appreciation to my Committee Chairman, John Seaberg, for his guidance and support during the past five years. Committee members, Robert Bibens, Jack Parker, and Thomas Wiggins have all provided me with professional assistance, and personal support, and I owe them a debt of gratitude.

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# AN ETHNOGRAPHIC STUDY OF THE WORK ACTIVITY OF SUPERINTENDENTS

## CHAPTER I

### INTRODUCTION

#### Background of the Study

Many have studied and investigated the roles and relationships of school superintendents. There have been innumerable questionnaires, interviews and surveys conducted that are centered on the superintendent's ethnological background, sex, education, training, salary, and age. Demographic data have been collected and averaged relating to superintendents, and many have categorized the different managerial activities in which they are engaged. In 1916, Fayol wrote that managers plan, organize, coordinate, command, and control.<sup>1</sup> Gulick invented an acronym in the 1930's that was accepted by many management experts as the best description of managerial duties. Gulick stated that managers are involved in POSDCORB (Planning, Organizing, Staffing, Directing, Coordinating, Reporting, Budgeting).<sup>2</sup>

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<sup>1</sup>H. Fayol, Administration industrielle et general, (Paris: Dunod, 1916).

<sup>2</sup>Luther Gulick, "Notes on the Theory of Organization," in Papers on the Science of Administration, p. 13. Edited by Luther Gulick and L. Urwick. (New York: Institute of Public Administration, Columbia University, 1937).

However, Fayol and Gulick described the functions that managers perform instead of describing what managers do.

There is a need for greater understanding of what superintendents do. This investigation was designed to distinguish between two aspects of what superintendents do: work content (kind of work), and work characteristics (how work activity is performed). Comparisons were drawn between the work done by a state superintendent of public instruction, a county superintendent of schools, a superintendent over a vocational-technical school, a rural public school superintendent, an urban public school superintendent, and a superintendent of a private school system. A comprehensive description and comparison of the work of superintendents from different systems should be of value to theoreticians and pragmatists alike.

#### Statement of the Problem

The problem for this research was, "What are the basic similarities and differences in the superintendent's performance of his job<sup>3</sup> in the settings of state, county, vocational-technical, rural public, urban public, and private institutions?" Inherent to the study was a clear understanding, analysis, and description of the work activity of the school superintendent, and the forces acting upon him. Various aspects of the superintendent's work were clarified, compared, and contrasted with emphasis particularly placed on characteristics of the work involved within the superintendency.

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<sup>3</sup>All Superintendents in this investigation were males.

### Purpose of the Study

The principal purpose of this study was to use comparative analysis to establish generalizations concerning the work activity of school superintendents. By comparing areas of similarity and difference categories were generated to explain the nature of the superintendent's work activity. After categories were formulated, they in turn assisted the researcher in generating hypotheses that were applicable to the work activity of school superintendents from varying systems. In turn, these hypotheses were instrumental in developing a paradigm.

### Statement of Hypotheses

Glaser and Strauss made the following statement concerning hypotheses:

The comparison of differences and similarities among groups not only generates categories, but also rather speedily generates generalized relations among them. It must be emphasized that these hypotheses have at first the status of suggested, not tested, relations among categories and their properties, though they are verified. . . . When he begins to hypothesize with the explicit purpose of generating theory, the researcher is no longer a passive receiver of impressions but is drawn naturally into actively generating and verifying his hypotheses through comparison of groups.<sup>3</sup>

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<sup>3</sup>Barney G. Glaser and Anselm L. Strauss, The Discovery of Grounded Theory: Strategies for Qualitative Research, (Chicago: Aldine, 1967), 39.

Because of the nature of the proposed research, multiple hypotheses were pursued simultaneously. As categories and properties emerged and became related, their interrelationships formed the basis for models dealing with work characteristics, and work content. It was, therefore, inappropriate to establish hypotheses prior to going into the field due to the ethnographic nature of this study.

#### Limitations of the Study

The most striking limitation of this study was the sample involved in data collection. Each superintendent from the six different systems was observed for five working days. It would be inappropriate to make generalizations about particular systems from such a small sample, but it was appropriate to generate models after systematically collecting, coding, and analyzing data dealing with the work activity from the entire group. This research was not ethnographic in the truest sense, because it did not attain a completeness associated with ethnography. However, five days with each superintendent was appropriate to get a complete account of most work activity, even though it was not adequate to give the investigator a complete account of all events. Such completeness may be achieved after other investigators collectively research school superintendents' work content, and work characteristics.

By design this project was limited to school superintendents, and the results of this investigation are directly applicable to the school setting. However, school superintendents serve schools

in a managerial role, and this study does have applications for managers that work in systems other than schools.

This investigation was limited to superintendents within the state of Oklahoma. Superintendents from other states may be faced with forces that reflect their own state laws and regional influences. These forces not only vary from state to state, but vary within states from community to community. However, the major work activities for superintendents may be consistent throughout the United States, and the conclusions of this investigation have implications for those throughout the nation.

Another limitation of ethnographic research is the inability of the researcher to accurately assimilate all the facts that are involved in the process being observed. Similarities and differences among superintendent's work activity are affected by forces acting upon the superintendent, his particular leadership style, and his preference for certain work activity. However, these factors may enhance theory that is generated, and the diversity of the sample for this investigation may provide protection from generating theory that is too impressionistic. Glaser and Strauss make the following statement concerning inaccurate data:

. . . Even if some of our evidence is not entirely accurate this will not be too troublesome; for in generating theory it is not the fact upon which we stand, but the conceptual category (or a conceptual property of the category) that was generated from it.<sup>4</sup>

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<sup>4</sup>Ibid., p. 23.

If some of the data collected were not entirely accurate, and the researcher was painstaking in collecting the data in this research project, the paradigm produced may still be accurate.

### Definition and Use of Terms

Ethnography: A study which strives to literally describe, in completeness, the way of life of a particular interacting group. In this investigation the group is school superintendents, but the focus of attention was placed upon work activity.

Rural: A term describing information from a community with less than 5,000 residents.

Urban: A term describing information from a community with more than 250,000 residents.

Work Activity: The smallest unit of active involvement for a school superintendent completing a task.

Work Characteristics: The distinguishing traits of the effort exerted by school superintendents; the manner in which work activities are performed.

Work Content: The variety of work activities in which a superintendent is involved; these work activities are grouped into categories.

### Significance of the Study

This research project was designed to investigate the work activity of school superintendents. Complexities of each superintendent's work were described and analyzed with particular attention given to work activity. The study furnished data to clarify the diversity and similarity of work content and characteristics, and this led to the generation of hypotheses. Models emerged which may contribute to the field of general administration of education, particularly in the area of preparatory programs for

superintendents. This investigation would be of interest to school persons contemplating the school superintendency, and practitioners already in the field.

## CHAPTER II

### REVIEW OF RELATED LITERATURE

After conducting a "GIPSY" search,<sup>1</sup> examining dissertations,<sup>2</sup> and reading books, abstracts, and articles that were related to this study, it was intriguing to discover that no study of superintendents exactly like this investigation had been conducted. Bidwell stated that "Few students of organizations have turned their attention to schools, and few students of schools have been sensitive to their organizational attributes."<sup>3</sup> Since Bidwell made that statement in 1965 there has been considerable interest in investigating schools. In the last decade there has been an increased interest particularly in investigating schools with the methodology used in this investigation. Wilson commented on this phenomenon: "There is a growing interest in

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<sup>1</sup>A computerized search which included almost 300,000 speeches, studies, books, articles, and unpublished materials for the last decade was conducted. "GIPSY" (General Information Processing System) included two data-bases from "ERIC" and one data-base from "CIJE".

<sup>2</sup>Dissertations were examined from Dissertation Indices from 1862 to the present by titles. Some dissertations are mentioned later in this section.

<sup>3</sup>Charles E. Bidwell, "The School as a Formal Organization," in Handbook of Organizations, ed. by James G. March. (Chicago: Rand McNally and Company, 1965), 972.



the use of anthropological techniques in educational and psychological research."<sup>4</sup> However, because this investigation draws primarily from the anthropological technique of ethnography, it does not divorce itself from quantitative research. This review of literature includes quantitative and qualitative research, and both play an important role in this study.

The forefather of research in bureaucracy was Weber.<sup>5</sup> His work was conducted at the turn of this century in Germany, and his work is still the basis of much research. His interest in the areas of authority and control in bureaucracy was great. Hill<sup>6</sup> made the following observation of Weber's contribution:

Weber saw organizational forms evolving from a primitive sacred, non-specialized kind of society at one extreme toward a complex, secular, associational, contractual, and highly specialized kind of society at the other extreme. In this context bureaucratic behavior in one form or another is inherent in every type of organization where there are complex administrative problems to be resolved. Accordingly, bureaucracy is not to be confined to political and business institutions as is commonly assumed; it is to be found in all human institutions--economic, religious, political, cultural, recreational--and. . . in all educational endeavors.<sup>7</sup>

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<sup>4</sup>Stephen Wilson, "The Use of Ethnographic Techniques in Educational Research," in Review of Educational Research. Ed. Samuel Messick, American Education Research Association, (Washington, D.C., XLVII (Spring, 1977), 245.

<sup>5</sup>Max Weber, The Theory of Social and Economic Organizations, Translated by H.H. Gerth and C. Wright Mills, (New York: Oxford University Press, 1958).

<sup>6</sup>Mozell Hill, "Toward a Taxonomy of Bureaucratic Behavior in Educational Organizations," in Developing Taxonomies of Organizational Behavior in Education Administration, ed. by Daniel E. Griffiths, (Chicago: Rand McNally, 1969), 129.

<sup>7</sup>Ibid.

A summary of Weber's thinking on bureaucracy was presented by Merton:

As Weber indicates, bureaucracy involves a clear-cut division of integrated activities which are regarded as duties inherent in the office. A system of differentiated controls and sanctions is stated in the regulations. The assignment of roles occurs on the basis of technical qualifications which are ascertained through formalized, impersonal procedures (e.g. examinations). Within the structure of hierarchically arranged authority, the activities of 'trained and salaried experts' are governed by general, abstract, clearly defined rules which preclude the necessity for the issuance of specific instructions for each specific case. The generality of the rules requires the constant use of categorization, whereby individual problems and cases are classified on the basis of designated criteria and are treated accordingly. The pure type of bureaucratic official is appointed, either by a superior or through the exercise of impersonal competition; he is not elected. A measure of flexibility in the bureaucracy is attained by electing higher functionaries who presumably express the will of the electorate (e.g. a body of citizens or a board of directors).<sup>8</sup>

This summary includes numerous items that are directly related to this investigation, but the most important is the inclusion of "a clear-cut division of integrated activities which are regarded as duties inherent in the office." This element of bureaucracy was isolated by Weber, and was the focal point of investigation for this research.

One of the most extensive studies conducted on managerial work was conducted by the Ohio State Leadership Group. They published many books and articles beginning in the late 1940s

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<sup>8</sup>Robert K. Merton, "Bureaucratic Structure and Personality," in Reader in Bureaucracy, ed. by Robert K. Merton and others, (Glencoe, Illinois: The Free Press, 1952), 362.

and ending in the middle 1960s. In 1949 Shartle,<sup>9</sup> the early director of the group, introduced the first ten-year study:

It is hoped that in the course of the 10-year study, facts and techniques will be developed which will aid in the education, selection, training, and assignment of persons to leadership positions in business and industry, government, and education.

Shartle categorized managerial activities in this early study into fourteen categories. Later, researchers used his typology, or a modification of it, to group managerial activities. The number of groups varied from as few as two activities to fourteen.

One Ohio State Leadership Study that particularly dealt with managerial work was conducted by Hemphill from 1959-1960.<sup>10</sup> Hemphill collected 1,500 statements concerning managerial activity. He surveyed managerial literature, interviewed executives, and examined job descriptions. He reduced the 1,500 statements to 575 and then administered those to ninety-six executives from five large companies. Factor analysis was performed on their responses, and Hemphill isolated ten clusters of statements. Those statements, or factors, were then applied to three management levels. Managers from different levels tended to have strong tendencies to focus their interest on certain activities while disregarding other activities. The items varied according to the administrative level from which the managers came.

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<sup>9</sup>C.L. Shartle, "Leadership and Executive Performance," in Personnel, 25:370, 1949.

<sup>10</sup>Ibid.

Little follow-up was conducted on the Hemphill study. Campbell speculated that the lack of follow-up was because of complexities involved in Hemphill's dimensional analyses, or because Hemphill:

. . . Left so much of his executive's jobs undefined from a behavioral standpoint. Job dimensions with labels such as "providing staff services," "supervising work," or "long-range planning" are so behaviorally sterile that they offer few, if any, suggestions about the human qualities necessary for effectively carrying them out.<sup>11</sup>

The effort involved in conducting the Ohio State Leadership Studies was considerable, and their investigation included a large number of managers and executives. Their statistical analyses were used to group aspects of leader behavior into categories. Yet some were critical of this study:

Considering the enormous amount of effort expended in these studies, they provide relatively little of use in describing the work of managers. . . .the categories they came up with seldom went far beyond POSDCORB technology.<sup>12</sup>

An empirical study on managerial work was conducted in Sweden by Carlson<sup>13</sup> in the early 1950s. Carlson analyzed the work of nine Swedish company presidents, and hoped to find common behavior patterns with some general relationships which were

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<sup>11</sup>J.P. Campbell, et. al., Managerial Behavior, Performance, and Effectiveness, (New York: McGraw-Hill, 1970), 98.

<sup>12</sup>Henry Mintzberg, The Nature of Managerial Work, (New York: Harper and Row, 1973), 20.

<sup>13</sup>Sune Carlson, Executive Behaviour: A Study of the Work Load and the Working Methods of Managing Directors, (Stockholm: Strombergs, 1951), 46.

characteristics of those patterns. Carlson had his managers fill out time diaries to record daily activities, and concluded that managers rarely had uninterrupted time, had little control over their own workdays, spent much time with visitors, and wrote fewer letters than they received. He confessed difficulty discerning the "kind" of managerial action that was taking place:

The study of the kind of action was, as I expected it to be, the most difficult part of our whole investigation, and neither the concepts nor the recording technique used are as yet sufficiently refined in this respect.<sup>14</sup>

Other diary studies followed Carlson's investigation. Many investigations were conducted in Great Britain as well as Europe and the United States. One example was the extensive study conducted by Stewart.<sup>15</sup> Stewart studied 160 managers for four weeks each to determine the similarities and differences in the way they spent their time. She used the diary method and made almost no attempt to study work content. Her results were reported in the form of histograms. She culminated her investigation by creating five basic job profiles: Emissaries, Writers, Discussers, Trouble Shooters, and Committeemen.

Mintzberg<sup>16</sup> studied the work of five chief executives (a chief executive of a consulting firm, a president of a

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<sup>14</sup>Ibid., 46.

<sup>15</sup>Rosemary Stewart, Managers and Their Jobs, (London: Macmillan, 1967).

<sup>16</sup>Henry Mintzberg, op. cit.

research and development firm, the head of a large urban hospital, a president of a firm producing consumer goods, and the superintendent of a large suburban school system), and described the content of the managerial work he observed:

This study was designed to focus (1) on the job rather than the man, (2) on basic similarities in managers' work rather than on differences, and (3) on the essential content of the work rather than its peripheral characteristics.<sup>17</sup>

Mintzberg quantified his results, and recorded activities at random time intervals.

Cuban recently completed a study of three big city superintendents whose careers were troubled by the problems of desegregation, overcrowding, and demands for curriculum change. This case study of the superintendents of Chicago, Washington, D.C., and San Francisco combined historical research and personal interviews. Two questions were examined: (1) How did these superintendents respond to community pressure? (2) Why did they respond as they did?<sup>18</sup>

Many journals and periodicals use the case study format with emphasis on a manager's personal background, habits, idiosyncrasies, family, education, social contacts, values, and other information of a personal nature. Some of these works were of

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<sup>17</sup> Ibid., 230.

<sup>18</sup> Larry Cuban, Urban School Chiefs Under Fire, (Chicago: University of Chicago Press, 1976).

interest,<sup>19</sup> but have generated little meaningful information about managerial work activity.

While field studies generally take place within real-life social situations, all types of investigations are included in this general category. Much of the present information about the nature of organizations has been gathered from different fields. In fact, the field of organizational research is an interdisciplinary field, and is characterized by diversity of concepts, terms, and methodology. Because researchers come from diverse backgrounds, and their training is in different disciplines, they often bring different tools, different concepts, and different approaches with them. This diversity has produced eclectic approaches, and has created confusion within the field. The particular discipline that fathered the methodology used in this investigation was anthropology. Anthropological case studies are generally labeled "ethnography," and anthropologists have done work in the field of education. Jackson<sup>20</sup>, Smith<sup>21</sup>,

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<sup>19</sup>A.P. Sloan, My Years with General Motors, (Garden City New York: Doubleday, 1963). This interesting work is typical of this type of study.

<sup>20</sup>Philip W. Jackson, "Keeping an Eye on the Teacher," in Novel Strategies and Tactics for Field Studies of New Educational Media Demonstrations. Ed. Sidney Eboch, Ohio State, Research Foundation, Columbus. Presented at a conference held May 10-12, 1965.

<sup>21</sup>Louis M. Smith and William Geoffrey, The Complexities of an Urban Classroom: An Analysis Toward a General Theory of Teaching, (New York: Holt, Rinehart and Winston, 1968).

and Keith<sup>22</sup> all employed anthropological methodology in studying aspects of education that related indirectly to school administration. Berreman<sup>23</sup>, Burnett<sup>24</sup>, Foster<sup>25</sup>, Glaser and Strauss<sup>26</sup>, Lutz and Iannaccone<sup>27</sup>, Spindler<sup>28</sup>, and Wolcott<sup>29</sup> all offer assistance in the area of methodology. Doctoral students<sup>30</sup> often use this methodology in their investigations, but few of these documents

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<sup>22</sup>Louis M. Smith and Pat M. Keith, Anatomy of Educational Innovation: An Organizational Analysis of an Elementary School (New York: Wiley, 1971).

<sup>23</sup>Gerald D. Berreman, "Ethnography: Method and Product," in Introduction of Cultural Anthropology. Ed. James A. Clifton, (Boston: Houghton Mifflin, 1968).

<sup>24</sup>Jacquetta H. Burnett, "Event Description and Analysis in the Microethnography of Urban Classrooms," in Cultural Relevance and Educational Issues. Ed. Francis A.J. Ianni and Edward Storey, (Boston: Little, Brown and Company, 1973).

<sup>25</sup>Philip A. Foster, Review of Anthropological Perspectives on Education, American Journal of Sociology, 78:439-492, 1973.

<sup>26</sup>Barney G. Glaser and Anselm L. Strauss, op. cit.

<sup>27</sup>F.W. Lutz and L. Iannaccone, Understanding Educational Organizations: A Field Study Approach, (Columbus: Merrill, 1969).

<sup>28</sup>George D. Spindler, Education and Cultural Process: Toward an Anthropology of Education, (New York: Holt, Rinehart and Winston, 1974).

<sup>29</sup>Harry F. Wolcott, "An Ethnographic Approach to the Study of School Administrators," Human Organization, 29:115-122, 1970.

<sup>30</sup>Henry F. Morse, "Identifying Types of Bureaucratic Patterns in an Elementary School," Unpublished Doctoral Dissertation, University of Oklahoma, 1972.



are published or well recognized. However, it is apparent that the volume of ethnographic research that is related to education is growing larger.

Wolcott, when approaching the study of one principal for two years, described the purpose of his research as an ethnographer:

The ethnographer's task is the selective recording of human behavior in order to construct explanations of that behavior in cultural terms. The standard ethnography thus provides an account of the way of life of some special human process (say, law or more narrowly, divorce) or of some particular group of people, such as the Tikopia or the Children of Sanchez. My approach in this paper is ethnographic in that the purpose of the research project is to describe and analyze in cultural terms the behavior of one elementary school principal and the behavior of those who interact with him, such as teachers, pupils, spouse and family, and other principals.<sup>31</sup>

Inherent in Wolcott's purpose was the belief that it was possible to effectively describe and analyze a special human process by observing interaction within that process and accurately record behavior.

After completing his investigation, Wolcott explained his preference for qualitative research in the preface of The Man in the Principal's Office: An Ethnography.<sup>32</sup>

More recently I have been struck with the manner in which the rapidly expanding body of educational research shows a trend toward huge, costly studies

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<sup>31</sup>Harry Wolcott, op. cit., 115.

<sup>32</sup>Harry Wolcott, The Man in the Principal's Office: An Ethnography, (New York: Holt, Rinehart and Winston, 1973).

which often yield strikingly unimportant data. . . The surveys tell us too little about too many, and they tell us more about how the subjects acted during the filling out of a questionnaire than about how they act in the "real" life. So this study also grows out of a personal dissatisfaction and impatience with the present over-reliance on data which are quickly and easily obtained but which alone can never provide a complete picture of actual behavior in context regardless of how one increases his "N's" or lengthens his questionnaires.<sup>33</sup>

While all anthropologists do not share Wolcott's beliefs about surveys, questionnaires, and other devices to collect data easily, few would question Wolcott's commitment to present a complete picture. The ethnographic investigation he conducted was done with Wolcott assuming the role of participant observer. He himself was the primary instrument of observation, and it took Wolcott two years to complete his edited draft after his field work.

Dean, Eichhorn, and Dean made the following statement about the value of participant observation:

As scientists we naturally want to be as rigorous as possible. Whenever a crucial experiment or a survey will provide data of testing relevance for our theories, we will want to use them. But there are many areas of social science where this cannot be done. Sometime quantitative data is difficult, almost impossible, to obtain; sometimes the relationships we want to examine are not explicit; often the problem is in the exploratory stages of research; or perhaps we want to obtain elaborate qualitative data on an individual case history. For these or other reasons the more structured methods are often not in order.<sup>34</sup>

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<sup>33</sup>Ibid., xiv.

<sup>34</sup>J.P. Dean, R.L. Eichhorn, and L.R. Dean, "Limitations and Advantages of Unstructured Methods," in Issues in Participant Observation: A Text and Reader. Ed. G. McCall and J.L. Simmons, (Reading, Mass.: Addison-Wesley, 1969).

### Summary

It was not within the scope of this investigation to review all literature that was directly and indirectly related to school superintendents. Certainly the research that has been conducted has been vast, and the trend that seems to be emerging suggests that more research will be done in the next decade than has been done in the past ten-year period. While quantitative research was almost exclusively conducted in the first half of this century, more and more qualitative research is presently being done.<sup>35</sup> Qualitative research is being fostered by those who have received their training from anthropology and sociology, and assistance in the area of methodology is more and more prevalent. While this investigation was conducted as an ethnographic research project, quantitative research has laid the foundation for much that was done in this study.

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<sup>35</sup>Stephen Wilson, op. cit., 246.

## CHAPTER III

### THEORETICAL BACKGROUND

This chapter is not a theoretical foundation for propositions which become translated to hypotheses for empirical testing. It is, in fact, a review of theory in educational administration. Initially, formulation of theories on administration came from fields other than education,<sup>1</sup> and one of the principal contributors to early theory was Weber.<sup>2</sup>

Weber formulated theory about bureaucracy by applying the ideal type concept. Blau and Scott<sup>3</sup> explained Weber's use of an ideal type:

Weber analyzed bureaucratic organizations not empirically but as an ideal type. He does not characterize the 'average' administrative organization; rather, he seeks to bring together those characteristics that are distinctive of this type. Just as we can imagine physicians constructing a model of the perfectly healthy man, so Weber attempts to characterize a perfectly bureaucratized organization.<sup>4</sup>

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<sup>1</sup>Robert F. Kirk, "The Evolution of Educational Administration from 1910 to 1950 with the Principal Influences Upon That Evolution from Business Theory and Practice," Unpublished Doctoral Dissertation, University of Oklahoma, 1977.

<sup>2</sup>Max Weber, op. cit.

<sup>3</sup>Peter M. Blau and W. Richard Scott, Formal Organizations: A Comparative Approach, (San Francisco: Chandler Publishing Company, 1962).

<sup>4</sup>Ibid., p. 33.

Weber used the ideal type to focus attention on the attributes of organization; the ideal type was never expected to be found except in theory.

Presthus explained his use of the ideal type in his work with organizations in the following statement:

There is an analytical fiction known as the 'ideal type' concept that recognizes the diversity of big organizations yet enables one to study them with the hope of building generalizations. Max Weber called this tool a 'generalized rubric within which an indefinite number of particular cases may be classified.' As the term suggests, an 'ideal type' is actually an illusion, a sort of platonic ideal or composite of all cases in a given class.<sup>5</sup>

Presthus' investigation clarified the illusory nature of the ideal type. It was of significance that the ideal type concept enabled investigators to explore the intricacies of organizations and create a composite from the distinctive characteristics that were analyzed.

Gross<sup>6</sup> stated that there were two streams of thought that developed during the first half-century of the 1900's: Administrative Efficiency, and New Beginnings. The proponents of administrative efficiency included Taylor<sup>7</sup>, Fayol<sup>8</sup>, Gulick<sup>9</sup>, and

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<sup>5</sup>Robert Presthus, The Organizational Society: An Analysis and A Theory, (New York: Alfred A. Knopf, 1962), 14.

<sup>6</sup>Bertram M. Gross, "The Scientific Approach to Administration," in Behavioral Science and Educational Administration, Sixty-third Yearbook of the N.S.S.E. Ed. Daniel Friffiths, (Chicago: University of Chicago Press, 1964).

<sup>7</sup>Frederick Taylor, Scientific Management, (New York: Harper and Row, 1947). (First published 1911.)

<sup>8</sup>H. Fayol, op. cit.

<sup>9</sup>Luther Gulick, Administrative Reflection on World War II, University, (Alabama: University of Alabama Press, 1948).

L. Urwick<sup>10</sup>. Pioneers in the "new beginnings" demanded a new approach to human relations. This group emphasized process, such as communication and decision-making. Gross included five researchers who made distinctive contributions: Follett<sup>11</sup>, Mayo<sup>12</sup>, Roethlisberger<sup>13</sup>, Barnard<sup>14</sup>, and Simon<sup>15</sup>.

Perhaps the best way of comparing the works of these early pioneers is by using the distinctions created by Getzels and Guba.<sup>16</sup> The four men who wrote in the efficiency vein, as reported by Gross, were concerned with what Getzels and Guba called nomothetic, or institutional goals. Three of these pioneers were engineers by background, and they approached management from a technological framework. In contrast, the pioneers in the "new beginnings" were more interested in the personal aspects involved in the institutional organizations, and Getzels and Guba called this dimension idiographic.

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<sup>10</sup>L. Urwick, The Elements of Administration, (New York: Harper and Brothers, 1943).

<sup>11</sup>Dynamic Administration: The Collected Papers of Mary Parker Follett, Edited by Henry C. Metcalf and L. Urwick, (New York: Harper and Brothers, 1940).

<sup>12</sup>Elton Mayo, The Social Problems of an Industrial Civilization, (Boston: Harvard Business School, 1945).

<sup>13</sup>Fritz J. Roethlisberger and William J. Dickson, Management and the Worker, (Cambridge: Harvard University Press, 1939).

<sup>14</sup>Chester I. Barnard, The Functions of the Executive, (Cambridge: Harvard University Press, 1938).

<sup>15</sup>Herbert A. Simon, Administrative Behavior (preface by Chester I. Barnard), (New York: MacMillan Co., 1947).

<sup>16</sup>Jacob W. Getzels, et. al., Educational Administration As A Social Process: Theory, Research, Practice, (New York: Harper and Row, Publishers, 1968).

This rich background formed the basis for the discovery of administrative theory that was related to education. Knezevich<sup>17</sup> stated that there had been a lack of theory in educational administration until the early 1950s. The emphasis in educational administration before the 1950s had been in mastering techniques.

Leadership in creating administrative theory that related to education in the late 1950s and much of the 1960s came from universities. Perhaps the major influence came from annual meetings of the National Conference of Professors of Educational Administration.<sup>18</sup> Conceptual schemes were devised to investigate educational administration, and contributions to the field of administrative theory emerged.

After stating that theory was the basic aim of science, Kerlinger defined theory in the following way:

A theory is a set of interrelated constructs (concepts), definitions, and propositions that present a systematic view of phenomena by specifying relations among variables, with the purpose of explaining and predicting the phenomena.<sup>19</sup>

In this investigation it was important that the concepts that were interrelated permitted a description of administrative process. These concepts were frequently ill-defined in reports of research. Terms had different meanings for different researchers, and this

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<sup>17</sup>Stephen Knezevich, Administration of Public Education, (New York: Harper & Row, 1969), 503.

<sup>18</sup>Ibid., 508.

<sup>19</sup>Fred N. Kerlinger, Foundations of Behavioral Research (New York: Holt, Rinehart and Winston, Inc., 1973), 9.

caused confusion and hampered the development of theory.

Griffiths emphasized the importance of concepts in the following statement:

. . . It is necessary to have a set of working tools or concepts. The concepts must be relevant to the theory, must be stated clearly, must be used wherever the same idea is being discussed, and must be operational. Their meanings must correspond to empirically observable facts or situations. The concepts actually provide the building blocks of the theory, and the theory can be no stronger than its concepts.<sup>20</sup>

Griffiths was dominant in the area of establishing theory dealing with administration. He believed that theory was common to all human organizations; "Administration is a generalized type of behavior to be found in all human organizations."<sup>21</sup> He went on to explain that administration was often separated according to organizations, but when comparisons of the content of those administrative areas were conducted, one found almost complete duplication. He stated that "administration qua administration" was the rule and not the exception. He also theorized about administrative control:

When an administrator attempts to achieve a goal, he takes precautions to ensure that the people in an organization act in ways that will gain the goal. This is often called control. The administrator, further, would like to have the people feel 'good' while they function in a prescribed manner. This is called maintaining a low level of interpersonal tension. He would also like to keep the visibility

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<sup>20</sup>Daniel E. Griffiths, "Administration as Decision-Making," in Organizations and Human Behavior: Focus on Schools, ed. Fred Carver and Thomas Sergiovanni, (New York: McGraw-Hill, 1969), 138-9.

<sup>21</sup>Ibid., 138.



of power relations low and so relies on the use of general and impersonal rules rather than on confronting employees personally.<sup>22</sup>

Barnard's Functions of the Executive<sup>23</sup> influenced concepts of formal and informal organization, particularly in the areas of communication, decision making, and leadership. Barnard was among the first to describe administration in terms of processes, and he held that organizations were an impersonal system of coordinated human efforts.

Many researchers developed models to explain the processes involved in administration. Getzels<sup>24</sup> described administration as a social process where there were three basic kinds of conflict: role-personality conflict, role conflict, and personality conflict. The areas of conflict were diagrammatically illustrated with two major dimensions separated from each other - nomothetic (institutional), and idiographic (individual need-dispositions and personality).

Other researchers began with different concepts and terms and developed similar models to help explain the administrative process. Taxonomies have been developed, and behavior has been reduced to the point that particular responses can be explained in

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<sup>22</sup>Daniel E. Griffiths, "The Nature and Meaning of Theory," in Behavioral Science and Educational Administration, ed. by Daniel E. Griffiths, Sixty-third Yearbook of the National Society for the Study of Education, Part II, (Chicago: University of Chicago Press, 1964), 109.

<sup>23</sup>Chester Barnard, op. cit.

<sup>24</sup>Jacob W. Getzels, op. cit.

clearer terms. These taxonomies and models have been of benefit to researchers, instructors, students, and laymen, and they have been the foundation for the creation and testing of theories.

Quantitative researchers have made great strides in producing evidence and in translating theoretical concepts into research operations. This has permitted others to test their theories more rigorously. Verification of theory became the emphasis for many involved in quantitative research, and hypotheses and theories have been improved through their investigations.

Qualitative research tends to emphasize generation of theory. However, theories are not generated apart from a theoretical base for qualitative researchers, they simply have a different relationship with theory and data:

The social anthropological field worker similarly moves back and forth between theory and data, using his data to modify theory. His process for modifying theory is different from the experimentalist's in that it goes on more or less simultaneously with data collection in the field study rather than only after the data collection is completed. His contribution to understanding may be viewed as producing hypotheses rather than testing them. If his descriptive work remains atheoretical, he fails to make this contribution.<sup>25</sup>

The work of social anthropological researchers not only established methodological precedents, but developed procedures for creating theories from qualitative data. The particular procedure which came from social anthropological research that was used in this investigation was ethnographic. By assuming the role of participant-

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<sup>25</sup>F.W. Lutz and L. Iannaccone, op. cit., 133.

observer, and describing and analyzing the work activity of school superintendents from different systems, it was possible to produce hypotheses and models that were valid. The relationship between methodology and theory in this study was very close since ethnography is based on the theory that the methodology will help generate theory. The interrelationship between gathering data and the final write-up was stressed by Malinowski<sup>26</sup>, who discussed the inadequacies of his own field work:

. . . I have to insist on the fact that successful research depends upon the synthesis and organization of evidence done in the field. The greatest source of all the inadequacies and gaps in my own field work has resulted from the dire methodological fallacy: get as many 'facts' as you can while in the field, and let the construction and organization of your evidence wait till you write up your material.<sup>27</sup>

Regardless of the sequence involved in generating theory, the relationship between observation of facts and generation of theory underlies social anthropological research.

### Summary

The theoretical foundation for this investigation was based on concepts developed from many fields including political science, cultural anthropology, sociology, social psychology, business, and education. The generation of these concepts was not chronological, but was evolutionary in that many concepts

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<sup>26</sup>Bronislaw Malinowski, Coral Gardens and Their Magic, (London: George Allen and Unwin, Ltd., 1935), I and II.

<sup>27</sup>Ibid., 467.

were dependent on the work of predecessors. In this respect, this investigation was based on an eclectic reliance on theories from diverse backgrounds. Some of the concepts that were important in this study were the ideal type concept, the administrative efficiency concept, the human relations concept, the functions concept, the models concept, and the social anthropological concept of generating theory.

## CHAPTER IV

### METHODOLOGY

#### The Population

Six superintendents of school systems within the state of Oklahoma were selected as subjects for observation during one academic year, 1977-1978. These subjects were selected from areas that permitted the investigator to observe them without too much delay (only one superintendent was more than an hour's drive away, and this superintendent was within three hour's drive). The subjects worked in school systems that varied inherently: state superintendent of public instruction, county superintendent of schools, a vocational-technical school superintendent, a rural superintendent, and a superintendent over a private school system. All identities were kept in confidence, and pseudonyms were selected for superintendents, their school systems, and all persons mentioned in the study.

The rationale for choosing subjects that were from various systems was to broaden the base for common behavior patterns. The researcher was seeking to establish relationships among all

superintendents' work content and characteristics. By selecting subjects that were from different systems, the work activities that were common to the role of superintendent were reduced to basic activities. Because of the differences among the systems, many factors had to be considered when examining work activity. For example, some superintendents worked with assistants while others had no assistants; and some worked in a public school setting while one worked for a private system. The differences among the systems are discussed in detail in chapter five.

An important criterion for each subject was a willingness to permit the investigator to observe all work activity during their work day. This privilege was extended to all activities except instances when privacy was requested by those in conference with the superintendent. The only time the investigator was asked not to be present occurred when there were conferences held that were of a confidential or personal nature. Many times the investigator was present during confidential and personal conferences, but all superintendents understood that the investigator was willing to leave when it was best for the superintendent to conduct private conferences. Three of the six superintendents had conferences of a private nature with patrons of the systems, and they asked the researcher to be excused from these conferences. In all these instances, the superintendents explained the nature of the conferences to the investigator afterwards.

Another criterion for each subject was a willingness to share data from sources in addition to the observations. All subjects made memos, mail, printed materials, minutes from board meetings, and records available to the investigator. The investigator was also introduced to staff members that worked closely with the superintendents, and was given opportunities to conduct interviews with these staff members. Data received from additional sources were most important to this study.

The final criterion for accepting each subject was a willingness to permit the investigator to spend from five to eight days observing. These days were spread throughout the school year. The investigator spent two days with all superintendents before completing the observation with any subject. This permitted the researcher to observe a broader spectrum of activities and systems during the observations. The investigator spent thirty days observing activities, excluding three days to make initial contact with the subjects. The work days varied in length from four hours to eleven hours.

#### The Role of the Observer

The most important procedure used in this investigation was the observation of the superintendents by the investigator. Gold<sup>1</sup> described four roles that are possible for the field worker

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<sup>1</sup>Raymond L. Gold, "Roles in Sociological Field Observations," Social Forces, XXXVI, March, 1958, 217-23.

conducting social anthropological research. These roles extend from complete participant, to participant-as-observer, to observer-as-participant, to complete observer. The role used in this investigation, as described by Gold, is observer-as-participant. The investigator was not an employee of any of the systems that were included in the study, yet was a passive participant within the system while observing the superintendent of that system. However, the investigator was not altogether passive, for questions were asked concerning clarification on activities, processes, or interactions, and notes were continually being made in a field notebook which were later converted into complete descriptions of activities and interactions.

#### Data Collection Procedure

The investigator began observing the superintendents without having preconceived questions for which answers were needed, and without expectations concerning the work activity of the various superintendents. Initially, notes were taken without reference to categories, and without a pre-established division for the work activities. However, data began to fall naturally into categories after about five days of observation. The categories that developed were personal background, data about the system, data concerning staff members, interviews with staff and patrons, the annual job cycle, personal preferences for work activity, communications patterns, decision-making procedures, major activities of the day, and statements made by the



superintendents. These categories did not emerge at the same time; some of these categories appeared late in the study.

Through the course of time, information concerning the background of the systems was shared with the investigator by the superintendent. Initially, the investigator was concerned whether or not this information would be received without devising an intricate questioning device. This information was gained from all the systems without the researcher having to probe; this was primarily due to the dedication of the superintendents to give the investigator a complete understanding of the organization, interaction, and activity.

In his discussion of the search of background information, Rubenstein<sup>2</sup> developed questions that were suggested to field study researchers as a guide for their research.

Who runs the organization? Who are the important people in it?

How are duties divided in the organization?  
Who is who and who does what?

What is the history of the organization? How did it get to its present stage of development?

What significant organizational events have occurred?

Apart from its formal function, what kind of organization is it in comparison with other, similar organizations?<sup>3</sup>

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<sup>2</sup>Albert H. Rubenstein, "Field Study Techniques," in Some Theories of Organization, ed. by Albert H. Rubenstein and C.J. Haberstroh, (Homewood, Illinois: R.D. Irwin, Inc., and Dorsey Press, 1966).

<sup>3</sup>Ibid., 691.

In every instance, the investigator learned the answers to these questions without having to ask these questions directly. However, some of the data recorded in the field notebook were not included in this study because they had no bearing on work activity.

Another aspect of data collection was the establishment of rapport with each superintendent and his staff members. The investigator sought to be unobtrusive and detached, but recognized the importance of being trusted by the superintendent and his staff. The investigator was present during some confidential interaction, such as the discussion of personnel problems. During those activities, it was assumed that the investigator would keep confidences, and handle the reporting of those incidents with integrity. This was an important element in the collection of data for the study.

The procedure used in this investigation for making field notes has already been briefly discussed, but it should be noted that the researcher was involved in more than describing activities. After observations, much time was involved in organizing, coding, and analyzing data. The underlying purpose was the generation of theory concerning the work activity of superintendents; description of that work activity was a means to that end. Glaser described this process:

Whether the sociologist, as he jointly collects and analyzes qualitative data, starts out in a confused state of noting almost everything he sees because it all seems significant, or whether he starts out with a more defined purpose, his work quickly leads to the generation of hypotheses. When he begins to hypothesize with the explicit purpose of generating

theory, the researcher is no longer a passive receiver of impressions but is drawn naturally into actively generating and verifying his hypotheses through comparison of groups.<sup>4</sup>

As hypotheses began to emerge, they were pursued simultaneously, and became the basis for coding, collecting, and analyzing. As the study progressed, the investigator began to focus attention on particular patterns and relationships, even though other data were collected, coded, and recorded. Extraneous data and information that were not included within the field notebook, such as handouts, bulletins, articles, and brochures, were marked, and in many instances, references were made to these data.

#### Summary

Comparative analysis was the general method used in this investigation for processing data. Analyses were conducted from data that included description of activities and interactions, written documents, ledgers, mail, and interviews with staff members. As the descriptive data began to fall naturally into categories, hypotheses were formulated. As the observation period continued, the investigator had opportunity to explore other hypotheses and check the validity of others developed earlier. The purpose of the study was to generate models concerned with the work activity of school superintendents, and the sample for this investigation included six superintendents who

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<sup>4</sup>Barney G. Glaser and Anselm L. Strauss, op. cit., p. 39.

all worked for school systems that varied inherently. The subjects included a state school superintendent of public instruction, a county superintendent of schools, a vocational-technical school superintendent, a rural superintendent for a public school system, an urban public school superintendent, and a superintendent over a private school system. The investigator assumed the role of observer-as-participant, and attempted to maintain detachment and be unobtrusive during the process of investigation.

## CHAPTER V

### DATA PRESENTATION AND INTERPRETATION

#### The Superintendents

Pseudonyms were selected for the superintendents that would help readers establish the relationship between their systems and their names. In alphabetical order, the superintendents included the following: Merl Christianson - superintendent of Christ's Christian Academy; David Coty - superintendent of Darwin County; Dr. Wesley Kirk - superintendent of the urban city system of Metro; Hal Oates - superintendent of the rural system of Plainfield; Dr. Kermit Statton - state superintendent of instruction; and Curtis Vaught - superintendent of Kennedy Vocational-Technical School.

#### Private School Superintendent

Merl Christianson had been superintendent of Christ's Christian Academy for five years. He was born in Oklahoma in 1940, raised in a small rural town in Oklahoma, and graduated from high school in 1958. He attended a junior college on a basketball scholarship, and then attended a college in Oklahoma.

He graduated with a Bachelor of Science in biology and chemistry without taking education courses. He intended to become a medical doctor, but was not accepted into medical school. He returned to a different college in Oklahoma and took a Bachelor of Science in Education with a double major in natural science and physical education in 1963. After graduation, he taught biology for one year in a small town in Oklahoma, and moved to a large high school the next year. In this high school, which was in a metropolitan area, he taught science and coached basketball. During this period he began to take courses in the evenings at a nearby college and completed a Master of Education in Secondary Administration in 1970. He became an administrative assistant in the metropolitan high school after teaching two years and was an administrative assistant until he came to Christ's Christian Academy in 1973, as superintendent. Merl discussed this move, "If I hadn't come to the Academy, I would have probably left education."

Merl came from a home of educators. His father and two brothers were coaches and teachers. His wife, Paula, was also employed by Christ's Christian Academy as a half-time teacher and a half-time elementary school principal. Merl and Paula's two children, in the seventh and fifth grade, both attended the Academy, as prescribed by the Board for all Academy employees.

Following his arrival at the Academy, Merl began work on a doctorate in education at a university within the state, and hoped to complete his Doctor of Education in General Administration with a minor in Secondary Administration. He was also working

on the required courses to qualify for a Standard Superintendent's Certificate.

Christianson was active in many state and national educational organizations. He served as the President for the National Christian School Association with sixty-six Church of Christ schools participating in this organization throughout the United States and Canada. He also served as Vice-President of a local Christian School Association, which was an organization for all private Christian schools in the metropolitan area. He was active as a member of the Church of Christ and served his local church as a Deacon, and taught Sunday school. He was an active member of the Lions, and was on many advisory boards for Christian schools throughout the United States. He served as a consultant for many boards that were establishing Christian schools, including schools in San Antonio, Denver, Enid, Kansas City, and St. Louis.

Christianson usually worked from 7:45 a.m. until 5:00 p.m., and he attended many evening activities. He professed to be completely satisfied with his position, and had no desire to seek another position.

#### County Superintendent

David Coty had been elected as County Superintendent for Darwin County in August, 1976, and began his four year term in July, 1977. This investigation took place during his first year as county superintendent. He was a native Oklahoman, born in 1943, and graduated from high school in 1961, from a city of approximately 25,000. He went to a community junior college and then attended a

college in Oklahoma and completed his Bachelor of Arts in Education with a major in history and a minor in biology in 1966. He worked one semester on a Master of Education from the same college with his major emphasis in history. He was hired the Fall of 1967 and taught seventh and eighth grade science and American History, but had problems in that system with community expectations for teachers. He went to a rural community the next year and taught science and history for one year. After completing this year, he served three years in the Army, and was stationed in Vietnam. Upon his release, he was hired by a metropolitan school system to teach junior high history and science. He worked for that system six years while taking courses to acquire a Standard Secondary Administrator's Certificate. He completed the requirements and finished a Master of Education in 1972, but was passed over for an administration position within the school system. Later he decided to run for county superintendent and won by 300 votes against the incumbent. Coty was supported in the community where he taught, and the incumbent was supported in the community where the courthouse was located. He was elected to serve a four year term, but was indefinite about completing his term in office. He usually worked from 9:00 a.m. until 4:00 p.m., and occasionally attended evening activities in the schools.

Coty had three children, ages fifteen, ten, and three. He was an active member in the Christian Church, and served as a Sunday school teacher and President of the Church Board. He



was an active member in many educational associations, and participated in the State School Board Association. He was active in a local civic organization, the Jaycees, and was also a member of the Veterans of Foreign Wars. He was attending a large state university, taking coursework for a doctorate in secondary education. He hoped to complete this degree by the summer of 1979.

#### Urban School Superintendent

Dr. Wesley Kirk was the only superintendent to come from outside the state. He was born in Wisconsin in 1939, and attended college in that state. He completed his Bachelor of Science in Education with physical education as his major in 1961. After graduation, he taught physical education at the elementary and junior high school levels in Illinois from 1961 to 1966. During that time, he attended summer school in Minnesota, and completed a Master of Science in Administration and Supervision in 1965. He was promoted from the teaching ranks to elementary principal within the same school district, and served as an elementary principal from 1966-1968. Then in the fall of 1968, Dr. Kirk moved to Florida to work on a doctoral degree in education administration completing his Ed.D. there in 1970. During that period, he also served an administrative internship in a large metropolitan Florida school system. When he finished his doctorate, he was hired by another large metropolitan school system in Florida as Director of Elementary Education. He worked in this position from March, 1970 until July, 1973, and then went

to another large metropolitan school system in Florida as the Deputy Superintendent for Instruction. He worked as Deputy Superintendent from August, 1973 until September, 1976. At that time, he was hired by a large metropolitan school system in Oklahoma as superintendent. At the time of this investigation, Dr. Kirk had sixteen years experience in education.

Dr. Kirk's wife was a kindergarten teacher in a neighboring school district. He had two daughters, sixteen and ten, and was a member of a local Presbyterian church. He was active in many educational associations, and a local civic organization, the Rotary. He was a member of several community organizations including a youth services organization, United Way Chairman, and an honorary director of the local Chamber of Commerce. He had received several awards and honors including one from a society for professional journalists for his contribution to the free flow of information to the Central Florida news media, and a distinguished educator award from a professional education fraternity. He had written two articles which had been published in national educational journals on the impact of decentralization on curriculum, and on staff development. He was a certified administrator in the states of Illinois, Florida, and Oklahoma.

Dr. Kirk was content as superintendent of Metro, but said, "You can tell from looking at my resume that I am career bound and not place bound. I like it here, but if the Board decides they don't want me. . . , I'll go!" His work day usually began at 7:30 a.m., and ended at 5:00 p.m., with many evening activities.

## Rural School Superintendent

Hal Oates had served Plainfield as superintendent for nine years. He was born in 1921, and raised in northwestern Oklahoma. He served in the Air Force during World War II in the Pacific with a B-29 unit. He was married, and had two grown children: his daughter taught in a junior college in El Paso, Texas, and was writing her doctoral dissertation in Political Science; his son was a veterinarian living in El Paso.

Oates received his Bachelor of Science in Education from a college in Oklahoma and taught in the Oklahoma panhandle. After teaching one year, he was promoted to a teaching-principal position his second year. After completing his second year, he attended a major university in Oklahoma full-time, and received a Master of Education with emphasis in administration. He then began his first superintendency in a rural Oklahoma community, and stayed there eight years. At the end of this period, he went to California in hopes of working on a doctoral degree while being employed by a school district. He taught one year in California, but a change in administrative staff and problems obtaining grant money made it impossible for him to work on his doctorate. He returned to Oklahoma, this time as superintendent for a different rural community, and remained in this position for seven years. Oates decided to leave education to enter the insurance business, but was dissatisfied with this and returned to education after six months. He accepted a principal's position for six months, and the following year he was hired by a

different rural community as superintendent of schools. There were problems within that school district, and Oates was dissatisfied with community expectations. He left after two years to come to Plainfield, where he was presently in his ninth year as superintendent. At the time of this investigation, Mr. Oates had taught school for two years, had been a teaching-principal for one year, had been a principal for one-half year, and had been a superintendent in four rural districts in Oklahoma for twenty-six years.

Oates was active in the community of Plainfield. He was on the Plainfield Planning Commission, and involved in the school's night activities approximately three nights a week. He liked small rural towns better than large cities, but enjoyed living close enough to a large city that it was within easy driving distance. His work day was usually from 8:00 a.m. until 3:30 p.m. He was five years from retirement, and looking forward to an active period following his public school service. He was satisfied with his present position, but did have one board member that caused problems for him.

#### State Superintendent of Public Instruction

Dr. Kermit Statton was elected as State Superintendent of Public Instruction in 1971. He was born in 1922, and raised in Oklahoma. He served in the United States Navy for three years, and began coaching and teaching in 1948. He received his Bachelor of Science in Education from a state college in 1951. At that time, he became principal of a high school in a rural community. While working as principal, he took courses from a major state

university and completed his Master of Education in 1954. That same year he was hired as superintendent in a rural community. He worked in that community from 1954-1957, and then accepted a superintendency in another rural community from 1957-1961. In 1961, he was asked to come as superintendent to a larger suburban community, and worked for this school system until he was elected state superintendent in 1971. He completed his Doctor of Education in School Administration at a major university in Oklahoma in 1963.

Dr. Statton was married, and had three children -- two daughters and one son. His son was a superintendent of schools in Oklahoma. He enjoyed golfing, hunting, fishing, and collecting antique clocks. Statton was a past President of the Lions Club, and had been active on the Board of Directors of a local Chamber of Commerce for seven years. He was an active member of many educational associations and was a member of many boards and commissions including the following: State Education Council, State Board of Education, State Board of Vocational and Technical Education, State Board of Regents for Colleges, State School Land Commission, Secretary to State Textbook Committee, Member of the Board of Trustees for Teacher Retirement, Education Commission of the States, Council of Chief State School Officers, National Association of State Boards of Education, Governor's Committee on Children and Youth, Advisor to Governor's Committee, and many more.

He had received several awards including the following: outstanding citizen of the suburban community where he had served as superintendent for nine years, the Certificate of Special Merit

from an administrator group, Distinguished Alumnus Award from the college where he received his Bachelor of Science in Education, and other service awards.

During this study, Dr. Statton was serving his second four year term in office and was going to seek re-election for a third term in office in the Fall of 1978. His work day usually began at 7:30 a.m. and ended at 5:00 p.m., but this schedule was frequently interrupted by speaking engagements and trips.

#### Vocational-Technical School Superintendent

Curtis Vaught had been working for Kennedy Vocational-Technical School as superintendent since 1973. Vaught was born and raised in a community in southern Oklahoma, and graduated from that community's high school in 1953. He attended a college on a football scholarship in Oklahoma and received a Bachelor of Science in Education with a major in social science and a minor in business. While he was attending college, Vaught also worked for Safeway. When he graduated from college, he was an assistant manager with Safeway, and took a cut in pay to teach school. He accepted a teaching position teaching Distributive Education in a community of about 6,000, and taught there for five years. During this time, he commuted to a state university and completed his Master of Education in Secondary School Administration. After completing his Master's, he took a job with the Ohio State Department of Vocational Education. The first year he was with them, he taught a middle management course and was Assistant Director

of Distributive Education for all area schools for the next two years. While in Ohio, Vaught took post-Master's courses in a state university. He accepted the position of superintendent for an area vocational-technical school in Kansas that was in the initial phases of planning. It took three years to get the school in full operation (he wrote applications, designed the facility, and hired staff), and he worked five more years as the school's superintendent. After working there eight years, he was offered the position of superintendent for Kennedy Vocational-Technical School. He accepted this position, and has been with this area school since 1973. He brought one staff member with him from Kansas, and hired the rest of his staff members after moving back to Oklahoma. Since his return to Oklahoma, Vaught has been pursuing a Doctor of Philosophy in Education from a major university in Oklahoma. At the time of the investigation, he had completed all but two courses, his generals, and writing his dissertation.

Curtis was married and had two sons. His wife taught school in the community where the Vaught's lived, and his oldest son graduated from college and worked for a mortgage company. His youngest son was a junior in high school.

Vaught was an active member of the local Kiwanis Club and had been a past President of a chapter in Kansas. He participated in activities in a local Baptist church, taught Sunday school, and served on the church budget. and finance committees. He was a member of the local Chamber of Commerce, and

served on their Industrial Development Committee. He was active in educational organizations, and was the vice-president for the Area School Association of Administrators, and also served as the legislative representative for the State Vocational Association. He was active lobbying for the vocational-technical area schools with legislators during the months when they were in session. His usual work day was from 8:00 a.m. until 5:45 p.m., and he had occasional meetings in the evening.

### Summary

The preceeding information about the personal life, work, educational background, and activities of the superintendents involved in this investigation was intended to help the reader understand who the superintendents were. Five of the six superintendents were native Oklahomans; five of them belonged to civic organizations; most of them were active in a local Protestant church; all of them were married and had at least two children; all of them had Master of Education degrees; two had completed doctorates; and three planned to complete a Doctor of Education degree within the next two years; all superintendents were involved in extra-curricular activities within their systems; all of them had been teachers; and four of them had been building administrators. This comparison indicates a similarity of background and activities for these superintendents. However, this comparison is not intended as a statement of the background and activity of the "typical" superintendent. The sample in this study was too small to make generalizations concerning demographic data.



## The Systems

The systems represented in this investigation are described in the same order that was used with the superintendents. Fictitious names were used for the systems and all staff members, and any connection to systems or persons by the same name is accidental. The systems are described in the following order: Christ's Christian Academy, Darvin County, the urban system of Metro, the rural system of Plainfield, the state system, and Kennedy Vocational-Technical Area School.

### Private School System

Christ's Christian Academy, an incorporated, non-profit Christian school, had been in operation for six years. This was the first year that the Academy had all twelve grades in session. One secondary grade was added each year since its inception, when the Academy began with only elementary students. At the time of the investigation, the Academy had three separate elementary schools which were located in churches, one middle school (grades 5-8) which was owned by the system, and one high school (grades 9-12) which was also owned by the organization. There was a total enrollment of six hundred students, and thirty-six full-time teachers were employed. The system also employed one secondary counselor with a dual assignment that split the work with the high school and the middle school. All five teaching-principals in the system had been working for the system at least five years, and each taught classes for half a day. Christianson's office was in the high school, and there

were three secretaries in the high school building. One of these secretaries was Merl's personal secretary who supervised the work of the other two secretaries. One of these secretaries was over fund receipts and records for financial drives, and the other secretary was responsible for keeping the attendance register, lunchroom monies, in addition to being a teacher's aide.

Christ's Christian Academy had a detailed admission policy which served as a device to filter out students which were "undesirable," and made the student body at the Academy less diverse than the populace within a public school system. The following admission policy was adopted by the Academy's Board of Directors:

1. Applicants must have a "C" average for the previous two semesters of work.
2. A satisfactory score on the entrance examination given by the Academy is required. (The Academy used the National Science Research Test, S.R.A., as an entrance examination, and about one-third of the applicants were turned away because they did not score satisfactorily on the test.)
3. Applicants must have a good conduct record.
4. Applicants may not apply to repeat a grade.
5. Students enrolling for the first grade must make a satisfactory score on the Reading Readiness Test. (Two of the elementary schools emphasize reading, and these students did markedly better than the national average.)
6. All new students are on academic and conduct probation for the first year, and must maintain a "C" average to be enrolled the following year.

Applications were considered according to the date they were received at the Academy office. Priority was given in the following order until January 1, when all applications were considered on an equal basis:

1. Present students.
2. Church of Christ related families with a child already in the Academy.
3. Other Church of Christ related families.
4. Non-Church of Christ affiliated families with children already in the Academy.
5. Other non-Church affiliated families.

While Christ's Christian Academy was not operated by the Church of Christ, it was owned and operated by a group of Christians who were members of the Church of Christ. The members of the Board of Directors, and all faculty and staff members were members of this denomination. However, by Board policy no financial support or control could be exercised by any congregation. Contributions were solicited through the church, but contributions were made individually and not collectively. The school was supported by tuition, fees, and private gifts.

The Academy received approximately 30% of its general operating monies from contributions, and 70% from tuition. Tuition and fees varied from \$640.00 to \$995.00 according to the grade, program, and how many children from the same family were attending the school.

Christ's Christian Academy was accredited by the National Association of Christian Schools, and all teachers in the system hold a college degree and a teacher's certificate from the State Department of Education. The subjects taught were basically the same as public school with the addition of Bible study as a required course. The system did not have special education classes, and maintained a teacher pupil ratio of 21:1. The system's athletic program included basketball, track, softball, and cross country.

Christianson discussed the success of the school's program:

"I think the key to our program is good sound discipline, and the Bible being taught to everyone. . . and teachers being the dedicated Christians that they are."

He went on to explain that the religious aspect of the school's program was the distinctive difference in their curriculum. The students in the high school attended chapel for thirty minutes daily. Christianson explained an unscheduled prayer meeting:

"Let me give you one example of something that can happen here that cannot happen in public schools. Some students came into my office one day and asked if I would attend a prayer meeting they were going to hold for a fellow student that was undergoing surgery at that time. It was fantastic. I guess you can tell that I'm sold on our school."

#### County School System

David Coty was in the midst of his first year as county superintendent during this investigation. There were four dependent schools in the county, and most of Coty's work activity was centered around those schools. The four schools were Flagstone, Steel, Oakwood, and Lange.

Flagstone had six teachers and seventy-five students. The school included students from grades K-8, and students could choose from two independent districts for their high school. The principal of this school was twenty-five years old, taught three classes each day, and coached after school. This was his first year at Flagstone. The facility was the most modern of the four, and they had an excellent new gymnasium. This school also had a special

Learning Disability class, and there were some students from a large independent district that transferred into the school for this program.

Steel had three full-time teachers, and the principal taught seventh and eighth grades on a full-time basis. There were ninety students, and they could attend high school at one independent district after graduation. The principal had formerly taught in a local community junior college and coached basketball there. He wanted to "get away" from pressures and was not coaching while serving as principal at Steel. He was thirty-four years old and this was his first year as principal. One of the three teachers was also new to the school making half their staff new to the organization. The community of Steel was growing rapidly, and the school was in the midst of building a new gymnasium.

Oakwood had four teachers and eighty students that attended grades K-8. Students from Oakwood could select from among three high schools upon completion of the eighth grade. This school building was composed of three other buildings that had been connected to the original structure. It was at least fifty years old, and the rooms were all large, and well furnished. The principal was in his first year, and taught two physical education classes, worked with children in Special Education, and coached basketball and softball. Since the school received no federal funds, the School Board for Oakwood refused to sign a federal form that was requested of all schools, and the principal had been summoned to court. During the preceeding year, the school had a \$150,000

budget with a \$50,000 carryover. Coty was trying to work with the board, but they were reluctant to work with him. He believed that the board was interested in building, and that they were attempting to build with money from the general fund.

Lange had six teachers and 100 students that attended grades K-8. This was the principal's first year as an administrator, and he taught a half-day, and did not coach after school. Although the buildings were about forty years old, the school was large, with an excellent gymnasium, and large classrooms. Students completing their work at Lange went to one high school.

Coty had two assistants that worked with him in the Darwin County Courthouse. His Deputy Superintendent, Ellen, performed the role of secretary. She had been Deputy Superintendent with Coty's predecessor, and Coty chose to keep her in that capacity. She had been Deputy for eight years and was fifty-five years old.

Coty's second assistant was Jill, who worked four hours each day to care for and ship films to schools within the county. There were six independent districts and four dependent schools in Darwin county which ordered 300-600 films each month. All schools within the county contributed to a film fund in proportion to their average daily attendance, and this contribution helped defray the expenses of buying and maintaining films. During the summer months, Jill was trained to do other work besides film order processing such as verifying birth dates by school records.

Coty emphasized that the county superintendent had no real power base from which to operate over the dependent schools. Their local boards of education had control over their finances, and the president of the board and the clerk were instrumental in the expenditure of the school's monies. While Coty attended board meetings of the dependent schools, at least one of these boards did not really want him present. He found it necessary to coerce them into complying with state law when they were acting contrary to the statutes. They were not ignoring the law, but were not aware of the law pertaining to their situation. His role with the dependent schools was one of providing services, such as consulting; advising; mailing films; approving transfers; filling out required paperwork for the State Department of Education; receiving textbooks; maintaining all records for student and teachers; paying retirement, Social Security, and Oklahoma Education Association dues for teachers; filling out federal forms for the schools (Title I, IVB, Affirmative Action, 94-142, Impact Aide, and S.B. 249); approving and evaluating the building principals of each school; and holding an annual orientation program for all staff members of the dependent schools.

The county superintendent received funding from county ad valorem tax monies with the distribution of funds being made by the county commissioner's office. The county superintendent's office received the least amount of county funds, and maintained the smallest staff of all county offices.

## Urban System

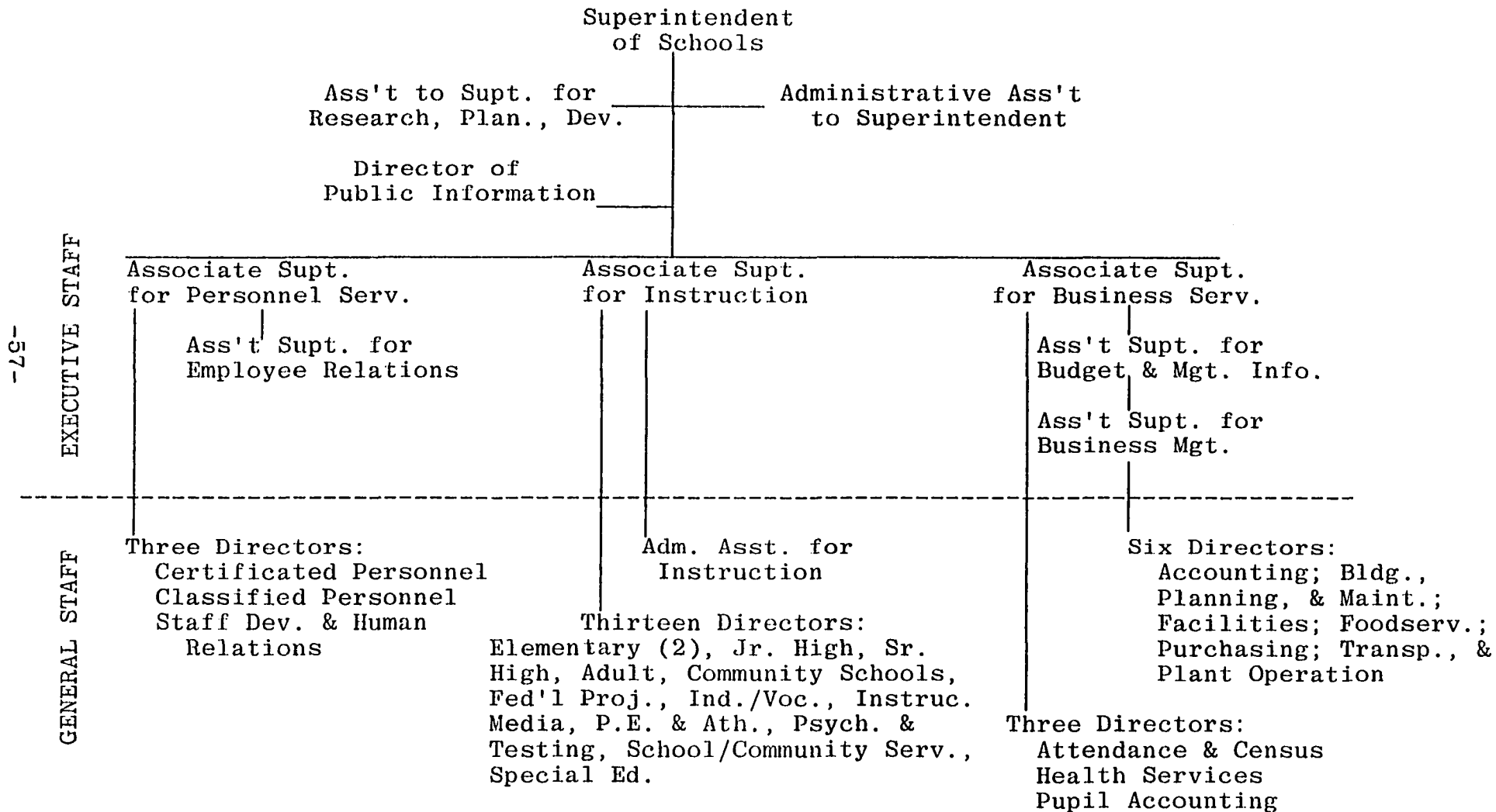
The Metro school system had a student membership of 61,678, and employed 5,382 contract personnel composed of 3,262 certificated, and 2,120 non-certificated employees. The district maintained 103 schools, twelve reserve buildings, and 3,214 permanent classrooms with an annual budget of approximately \$70 million and the system was experiencing a decline in enrollment. The school system began in 1899, and had 1,539 acres of school properties. The district contained 139 square miles from four counties, with 81.5% of its total enrollment lying within the city limits of Metro. The system graduated 4,200 seniors, and maintained one hundred twenty-eight buses, transported 12,000 students twice a day, and the system had 1,500 school volunteers who contributed service to students and teachers. All these facts are reported to reflect that the Metro System was involved in truly big business.

Dr. Kirk had nine members on the executive staff, and some of these staff members had directors working under them. While their titles do not describe all their functions, the illustration on the following page will help the reader visualize the organization of staff members that worked under Dr. Kirk. His closest contact was with his two administrative assistants, and his personal secretary. One comment that Dr. Kirk made about his staff of nine on the executive staff, and twenty-six on the general staff was that "all the members of the staff received



# ILLUSTRATION 1

## URBAN SUPERINTENDENT'S STAFF



most of their experience in the Metro system. . . this one-dimensional experience weakens the staff because they have a tendency to look at things as they have always been."

Dr. Kirk's personal secretary, May, had been in the system for eighteen years with four superintendents. She stated that Dr. Kirk had completely reorganized the staff, and won them and the community by "bringing himself down to the level of the people." Before Dr. Kirk came, decisions were made from the superintendent's office, but he did not want to do it that way. He delegated responsibility that was not granted by his predecessors.

#### Rural System

Plainfield had a student population of 800 students with 400 of these students riding buses to and from school. The community of Plainfield had a population of 1,800 consisting mainly of older and retired people. The school system's three school buildings were all on one tract of land, and the district completed construction of a new 2,000-seat gymnasium during the investigation. The school employed a total of fifty-one certificated employees, and four maintenance men. Hal Oates had one administrative assistant, Joe McAlister, that taught half-time, and there were three building administrators. The system employed one elementary and one secondary counselor, and three secretaries (the Board Secretary, Lee Ann Pryor, one elementary secretary, and one secondary secretary). The School Board consisted of five males who were farmers or ranchers.

One of the Board members consistently opposed Oates, but the other four were supportive. However, during the investigation there was a board election, and two new members joined the district's governing body. (One of the members, a veterinarian, moved out of the district and had to be replaced.) The Board member who opposed Oates was supporting candidates who would fire Mr. Oates. While Oates' contract was renewed for another year, it was indefinite whether he would remain as superintendent until retirement.

The school was the center of many community activities. School clubs and athletic events were strongly supported by the community, and there were many school activities during week nights. There was particular loyalty to the athletic program, and the patrons were most active in their support of the Plainfield team when they played rival teams from neighboring communities.

The system was plagued with a great deal of tax free land in the district having fourteen sections of land within the district in this classification. There were two correctional institutions, one wildlife refuge, and a National Guard complex in the district. There was little funding from the Federal Government except in grants and title money. Most support came from the state, and the system was indebted to the limit. The annual budget for the year prior to this investigation was \$971,881 with \$880,000 for general fund, \$22,000 for building fund, \$69,881 for sinking fund (to pay off indebtedness), and there was a \$90,000 carryover that year.

During Oates' nine years as superintendent, the system remodeled the junior high complex at a cost of \$90,000; built an elementary complex in 1970, added two expansions to the elementary complex, renovated the high school complex, and built a 2,000 seat wood-floor gymnasium. The school facility was near capacity as far as the enrollment in proportion to classroom size, and incoming transfers were a matter of concern for some teachers with large classes.

Teachers in the system organized and sent representatives to the school board with items for negotiation two years before the investigation. The board gave them everything they requested, and Oates commented on this incident, "Really, they didn't make any unreasonable requests. They wanted to be paid for sponsoring clubs, taking tickets at games, things like that." While this was the only instance of teachers coming with requests during Oates' nine years as superintendent at Plainfield, he stated that the system tried to give teachers all they possibly could. He said, "Because the state legislature mandated salary increases, there was little to negotiate."

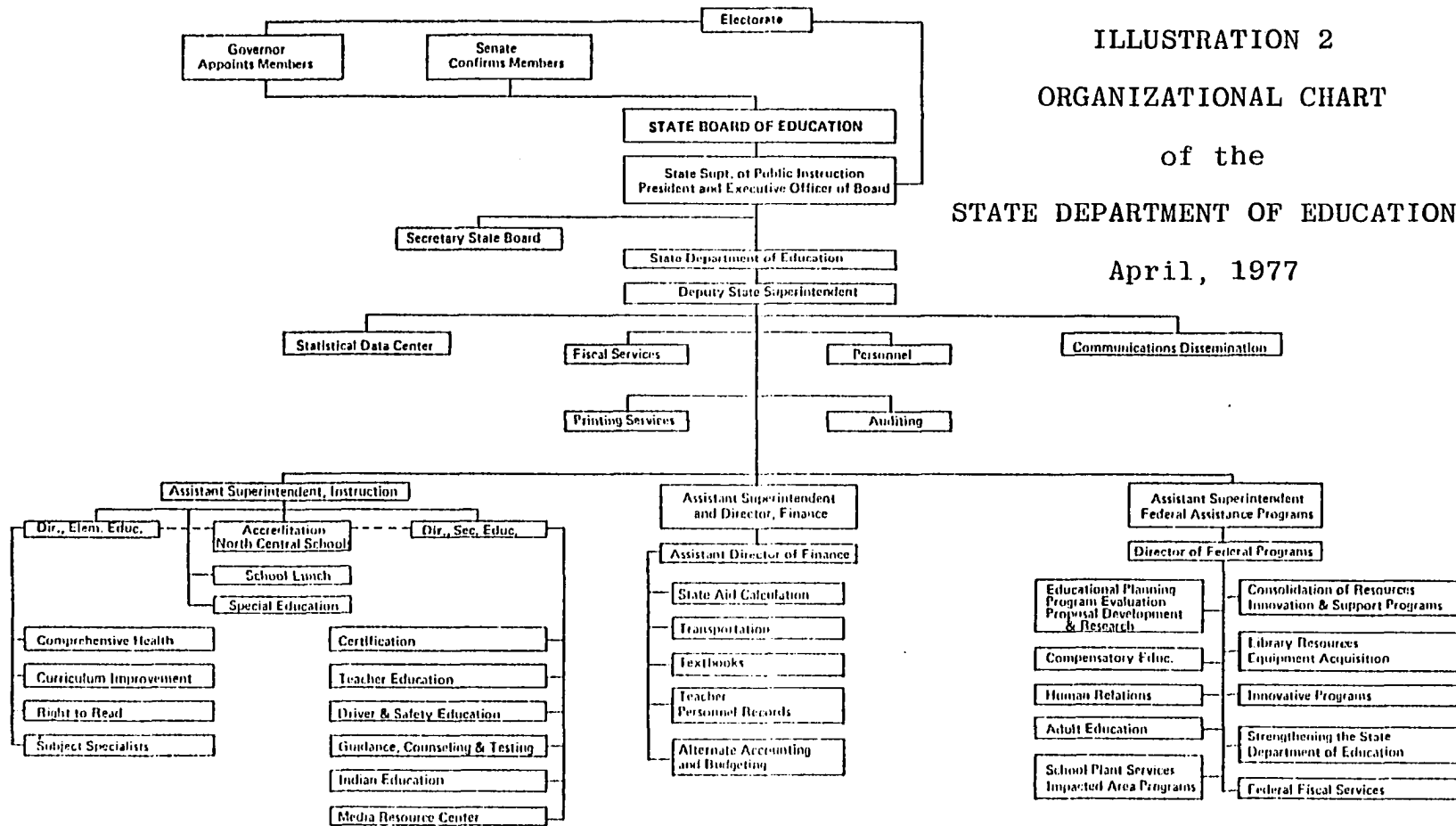
#### State System

Historically, education in the United States has been a function of the states. Article X of the Federal Constitution reserved the power and control over education to the states, or to the people. In turn, states have universally delegated the

function of education to agencies. Initially, this control came from locally controlled agencies, but by the early twentieth century, moves had been made to centralize the function under one state agency. The functions and organization of the state agency vary from state to state, but all state agencies provide leadership, regulation of state law, policies and procedures for the operation of a school system from the state board of education, and assistance to systems with consultants available to deal with particular problems.

While about half the governors appoint the state superintendent, Dr. Statton served in a state where the superintendent is elected. He was completing his second term in office during this investigation, and had announced his candidacy for a third term. The State Department of Education employed over three hundred individuals, and it was beyond the scope of this investigation to explain the responsibilities of all the assistants and directors. However, the illustration on the following page may help the reader visualize the organization and functions of the State Education Agency. The illustrated organization chart was adopted April, 1977, and could be revised upon the recommendation of the President of the Board (State Superintendent). The three general areas of service, as indicated in the organization chart, are instruction, finance, and assistance in federal programs. There were directors over departments within the agency that performed the function of maintaining the State Department of Education itself as well as providing services.

ILLUSTRATION 2  
ORGANIZATIONAL CHART  
of the  
STATE DEPARTMENT OF EDUCATION  
April, 1977



The budget of the State Board of Education was prepared under the direction of the State Superintendent and submitted to the Governor. The subsequent appropriation bill passed by the state legislature, plus allocations received from federally funded programs, made up the total budget for the Department of Education. All expenditures of those funds were made in accordance with statutes and rulings, and were authorized by the state superintendent, or by those designated by him.

Salary schedules for employees were established by the state's Merit System or by the State Board of Education. All personnel were recommended by the state superintendent, as President of the Board, unless the Board authorized the President to select personnel prior to their approval. Employment of all personnel was done in accordance with Board policy and state law.

Dr. Statton worked most closely with the deputy superintendent, assistant superintendents, and directors. His personal secretary, Karen, screened calls, made appointments, and protected Statton from unwanted interruptions. Statton also maintained contact between legislators and the heads of other state agencies as their functions were often interrelated. Because the output of the State Department of Education was so vast, and because the work within the departments was so specialized, Statton maintained close communication with his assistants and directors.

#### Vocational-Technical School System

Kennedy Vocational-Technical School was an area school which served two independent school districts. The school system

hadits beginning when the boards of education for the two independent school districts asked the State to conduct an election. An extra levy was voted in by the residents of those school districts to establish the Kennedy Vo-Tech School. After the levy was approved, five board members were elected and the operational millage was voted on for the capital to operate the school. Next, a bond election was voted on to build the facility, and by law this could be as much as 5% of the valuation of the districts served. After the school was completed, the system received its revenue from ad valorem tax (55%), and state and federal monies (45%).

Kennedy was the only vo-tech school in the United States receiving an Experienced-Based Career Education grant from the federal government. This three year program was granted a total of \$450,000, and was created for disadvantaged and handicapped students. The system was also the only recipient in the county for a \$10,000 flat grant to assist in the building of a solar home by the students attending the Vocational-Technical School.

The annual budget for the year preceeding the investigation, 1976-1977, was \$1,470,000, with a carryover of \$67,000. Approximately 40% of the annual budget went for instructional salaries, 20% for special projects, 11% for the care of buildings and grounds, 9% for equipment and supplies, 6% for administrative salaries, 5% for supportive services, and the other 9% went for other programs such as guidance, and adult education. This budget does not include the \$450,000 program for the disadvantaged and handicapped, which was distributed from another account.

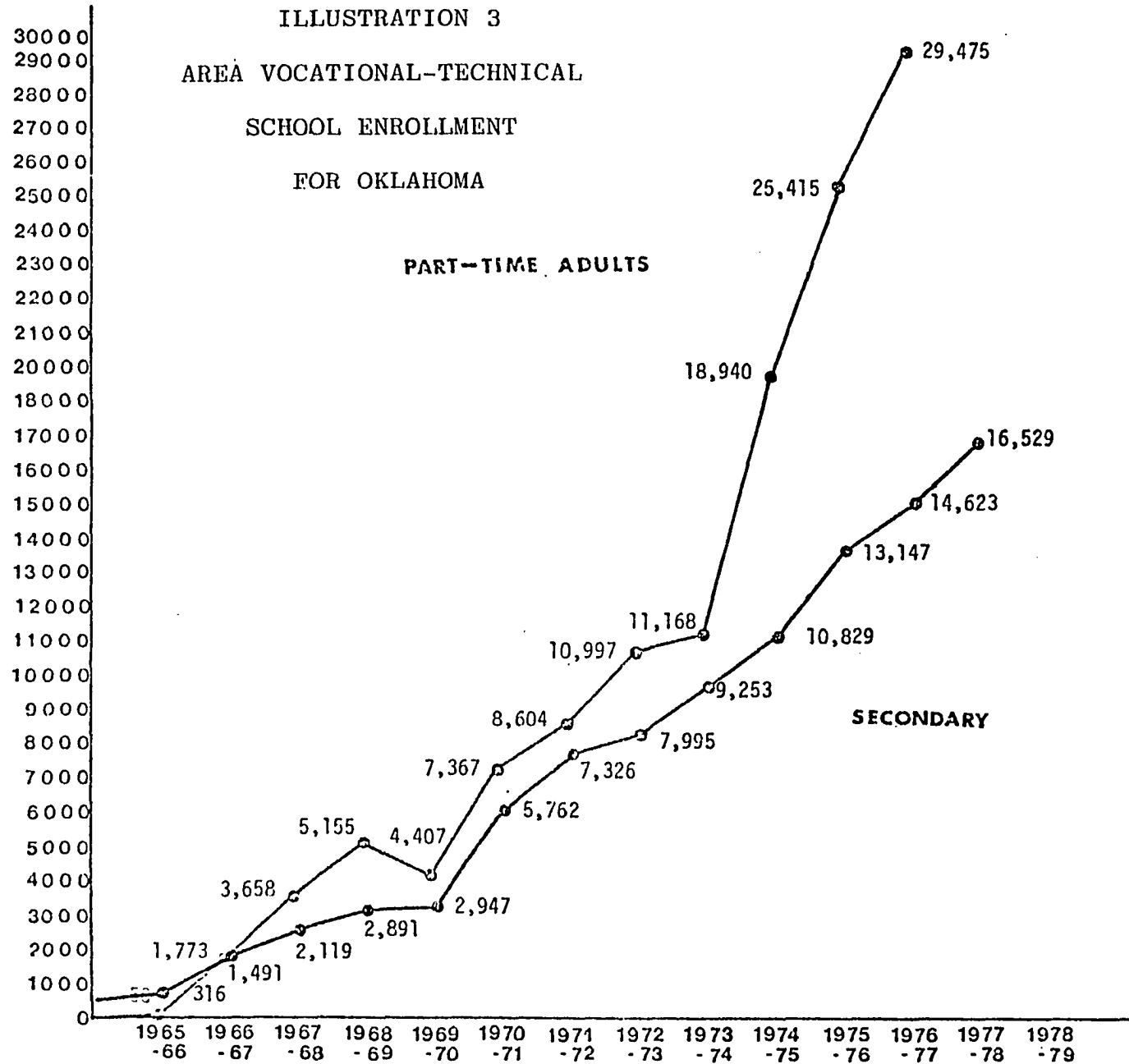


The school's Board of Education had five members which served five year terms in office. Two members were from one of the supporting school districts, two members were from the other supporting school district, and one member was an at-large member. The board has three officers - President, Vice-President, and Clerk. Vaught had a staff member attend board meetings to serve as an unofficial clerk for the school.

Vaught worked closest with five staff members: an administrative assistant over curriculum and instruction, an administrative assistant over student services, an assistant over writing proposals, a director over all adult education programs, and a public information officer. The system also employed two counselors who were assisted by two coordinators; six full-time custodians assisted by three part-time work-study students who worked approximately three hours each day; ten teacher aides; two employees who worked in media; a secretarial pool of three secretaries; one switchboard operator; six employees for the Experienced-Based Career Education program; and forty-one certificated instructors.

The enrollment at Kennedy Vocational-Technical School had continually risen since it began. The illustration on the following page shows the rise in enrollment for the state, as divided between secondary students and part-time adults. As indicated from this graph, the part-time adult population has risen dramatically since 1973.

ILLUSTRATION 3  
AREA VOCATIONAL-TECHNICAL  
SCHOOL ENROLLMENT  
FOR OKLAHOMA



During the 1977-1978 school year, the following courses were offered: Applied Accounting, Auto Mechanics, Body and Fender Repair, Brick Masonry, Building and Grounds Maintenance, Carpentry, Child Care, Clarical/Secretarial, Dental Lab, Electricity, Electro-Mechanical, Electronics, Fashion Merchandising, Fashion Production, Floriculture, Food Production and Management, Graphic Arts, Health Services Careers, Heating and Air Conditioning, Home Furnishings, Horticulture, Institutional Housekeeping, Instrumentation, Machine Shop, Operating Room Technology, Plumbing, Practical Nursing, and Welding.

#### Summary

The systems were very dissimilar in size, budget, and purpose. One system was experiencing tremendous growth (Kennedy Vocational-Technical School), and one system was undergoing a decline in enrollment (Metro System). Two systems (Darvin County, and the State System) provided services, with their superintendents being elected to a four year term of office. The private school system (Christ's Christian Academy) was selective in those they admitted to their system, and the public school institutions accepted residents in the community that were school age. The County System had only three staff members, and the State and Urban Systems had over thirty-five administrative staff members each. The differences among these systems had an impact on the work activity of the superintendents, and this influence is discussed in the following chapter.

### A Day in the Life

The investigator spent five working days with each superintendent. These days had a variety of activities, and each day was unique in the type, quantity, and intensity of activity. Rather than isolate activities and make a composite day, the investigator chose to use one of the days that was observed without changing, altering, or adding to the activities of the day. The activities that are described in this section actually occurred, and the events occurred in the sequence that is reported.

Merl Christianson

January 9, 1978

- 8:15 - Grace, Christianson's secretary, came into his office and left a message on his calendar, adjusted a daily calendar to read the appropriate day, and wrote the week's appointments on his daily desk calendar.
- 8:28 - Merl came into his office joking about me making a note in my notebook that he had been late to work two days in a row. He told his secretary that he was caught in traffic congestion behind an accident on the expressway and had trouble getting around it. (The roads were icy and hazardous.)  
He took shaving cream and a razor from his desk and went to the restroom to shave.
- 8:38 - Merl returned to his desk, put shaving equipment away, and looked at appointments on his desk calendar. He asked if Grace had dusted his desk with me in the office. . . He joked that she probably didn't want to run me out with all the dust!  
A teacher came to Merl's door and told him that chapel services for all high school students would be divided on that day. (This teacher taught Bible and was in charge of the daily chapel services.)
- 8:40 - The high school basketball coach and the high school principal came into Merl's office for a scheduled meeting concerning an incident in a tournament that was held on the preceeding weekend. Merl asked the coach to explain what had happened.

The coach explained that the officials of their game were in disagreement about the official time. One official said that there was more time left on the clock, and the additional time gave the opposing team a chance to win. The coach lost his temper and told the official; "That's not fair!" The official gave the coach two technical fouls.

After some discussion Merl explained the need of the school to get into the local athletic association, and that too many technicals would hurt the school's chances. He asked the coach to write the incident up, and explained that he would send the explanation to the officials in charge of sending out referees.

- 9:00 - Christianson called the director of a Christian church league and requested that notice go out to all teams participating in the league concerning the rules that were posted in the school's gymnasium. A group that recently used the gym evidently did not supervise their players in the dressing room, and several holes were punched in the ceiling. Merl said that the ceiling was lower than normal and was a temptation, but that over \$100.00 in damage was done. The damage had already been repaired, and the school did not expect reimbursement, but would have to close the gym to the league if damage continued. Also, he asked that students refrain from eating or drinking beverages in the gym. This causes a mess on the new hardwood floor.
- 9:08 - Went through his desk calendar, marking some activities.
- 9:10 - Call out. No answer.
- 9:10 - Asked Grace to get an agenda ready for the board meeting to be held in three days.
- 9:12 - Went to the teachers' lounge (where the coffee pot was), and got a cup of coffee. Talked briefly to the secretary in charge of finances, whose desk was in the lounge.
- 9:16 - Returned to his office and made a call out. Talked to Board President about the agenda for Thursday's Board Meeting. Discussed several items on the agenda, including some of the following:
  - Need for a decision on a pregnancy policy
  - Clarification on some entries in handbook
  - Discussion of short and long range financial goals

Talked about speaker, menu, and place of fund raising banquet to be held next month  
Long range fund drive plans  
Increasing teacher's salaries for coming year  
Need of a committee to serve for opening a pre-school at location in neighboring suburb.  
Discussed the concept, curriculum, and need for a cushion for unexpected expenses  
Discussed committee reports to be made from communication, recruiting, and finance committees

Discussed preschool concept again: number of children in each room (10), need of 35% over salaries and utilities to buy equipment, supplies, and pay for maintenance, need to investigate curriculum alternatives, and tuition of \$35 for a three day week.

- 9:30 - Call out to a Day School Director over a preschool program in a local Baptist church. Discussed curriculum they used, cost, details about implementing, and got the address of a company producing the materials they used.
- 9:47 - Went to adjoining room to talk to the financial secretary. He dictated agenda items to her. While he was doing this a teacher came into the lounge to talk to Christianson about a student who was not attending her class regularly. During this conversation there was an incoming call for Merl. . . He told teacher to let him know if the student did not start attending more regularly. . . gave the secretary one more item on the agenda. . . went to his office to take the call.
- 9:58 - Call was from the junior high principal about damage that had been done to one of the school's buses by their driver. . . Discussed the price of supplies. Merl asked about school activities, and told the principal that it was supposed to be "dead week" because of tests. . . Discussed the grade average requirement for all athletes and one particular student, Harold, who had a real need to participate. Merl said, "I think that athletics is the only thing that keeps Harold in school." . . . Discussed a parent who was unhappy about a situation. Merl suggested that the principal not meet with the parent at the parent's home, but schedule a meeting at school. Discussed the teacher with which the parent was dissatisfied. . . . Mentioned need to get a door repaired that was slamming too hard.

(During conversation Grace brought a note in and left it on Merl's desk.)

Principal mentioned that he needed paper towels. Merl asked for order number and explained that some schools used towels with a different fold. Merl began to list supplies that were needed: paper towels, carpenter paper, toilet paper, window cleaner, and light bulbs. Told principal, "Send a requisition sheet to me, and I will take care of the light bulbs and window cleaner from our storage. . . what size bulbs?"

- 10:30 -Left office and went to the basement to look for light bulbs and window cleaner. Talked to the custodian who was in the hallway about installing sinks and connecting gas for the new science lab work tables...He got the light bulbs, but there was no cleaner. He took the box of bulbs upstairs and left them in the hallway outside his office. Went to gym and looked in two storage area for window cleaner. There was none. As he was returning he picked up a potato chip bag out of a cedar next to the gym.
- 10:41 -Returned to his office. Looked at schedule from neighboring university for courses that were offered next semester. (Merl was taking required courses to complete certification for his Standard Superintendent's Certificate.)  
While he was looking through the schedule two girls came to Merl's door wearing school pep sweaters selling mums. Merl asked them to come back on the next day and he would buy some from them.
- 10:45 -Teacher came to the door asking Merl to clarify the absentee rule. . . asked about unexcused absences. Merl told the teacher that students are excused if their absence was a school activity; two unexcused absences without a note from a M.D. were grounds for penalty.
- 10:53 -Looked at class schedule again.
- 10:55 -Call in from a patron named Peggy. Peggy wanted to know if the school could use a bus. (Because the school system had established a foundation, they could accept items and resell them, and still maintain their tax free status. The school had been donated three homes valued at about \$2,500, \$12,000, and \$60,000, a car, and several buses.) Peggy was buying the bus from a Church of Christ church for \$200.00, and it was worth at least \$1,500. (Churches were not permitted to make direct contributions to the school by board policy.). . . Merl said, "Sounds great!"

- 10:58 - Called Grace, his secretary, on the intercom and asked her to come to his office. Merl asked her if one of the other secretaries had followed up on the "thank you" notes to all those who made contributions to the school. (Grace was the supervisor of the other two secretaries in the office.) Asked Grace to also check on parent association statements and pledges, and said that he needed to write some acknowledgements. Would she bring them to him sometime today?
- 11:08 - Merl left his office to get a copy of a text the school used in history. Text examined the life of each signer of the Declaration of Independence, and the influence of Christianity on the Declaration. The text had a workbook for the students. Merl told me that the staff and students were excited about this material. The text included passages from the Bible and also discussed the importance of the Bible on the Declaration. The text was published by a Baptist publisher in San Francisco, and Merl was flown to California to hear their presentation by the company.
- 11:13 - Left office to take an aspirin. Joked that he had not complained about the headache and it had not left.
- 11:15 - Returned with large stack of mail. As he was going through a portion of the mail, Merl told me about a film series that went through the entire Bible that had recently been previewed by the staff. However, the company wanted to sell the school copies at a cost of \$2,000 per film, and the system was not willing to pay that amount. . . continued to look through mail, and trashed much junk mail.
- 11:37 - Call in from junior high principal for the second time. Discussed whether there was any reason to excuse students from nine weeks tests. . . Merl told him he was sending light bulbs and would order window cleaner. . . asked principal to take care of the rest of the supplies that he needed.
- 11:50 - Asked Grace if she would like to go to lunch with us. . . discussed restaurants. . . Merl went to his car to warm it. . . left for lunch at 12:10.
- 1:15 - Returned to school. Custodian was waiting for Merl, and asked for a check for some personal expenses. (The custodian earned extra money by cleaning the gym after tournament basketball games.) Merl got a check and signed it immediately. (The School Board authorized Merl to write checks up to \$500.00 without their advanced approval.)



- 1:23 - Call in concerning a luncheon meeting that Merl had scheduled with a businessman. Confirmation of place and time was made. (This particular businessman had willed \$500,000 to the school's foundation as a trust.)
- 1:30 - Looked at an administrative journal that had come in the day's mail. Journal listed scheduled activities, and Merl marked some portions of the bulletin.
- 1:42 - Grace and another female staff member came to Merl's door laughing and wearing the new boys' basketball jerseys that had just come in. They said, "We thought we would play in the game tonight." (The high school boys team was playing in a tournament that night.) Some laughter. . . discussed how attractive the jerseys were.
- 1:47 - Basketball coach came to the door bragging about how nice the new jerseys looked.
- 1:49 - (From the hallway) Grace asked where the light bulbs in the hallway needed to be sent. Christianson raised his voice and asked her to send them to the junior high school.
- 1:52 - Coach came into Merl's office saying that the basketball team might not be allowed to play in the city-wide tournament. He explained that (someone in authority) rumors were being spread that the Academy's team carried knives. Merl said, "Oh shoot. . . that is ridiculous." Call in interrupted, and the coach left.
- 1:54 - Call in from a member of one of the parent associations. (Each school had its own parent association.) Person wanted to know information concerning followup on some pledges that had not been received. They discussed amounts, and particular pledges.
- 1:58 - Took class schedule from drawer and looked at options again.
- 2:03 - Went to high school principal's office, next to his, to talk about whoever it was that did not want the Academy to play in the city tournament. Merl said, "I am fed up with this rinky dink mess. It's so incredible that I can hardly believe it."
- 2:06 - Call out to a supply company to order concentrated window cleaner. Ordered five gallons.
- 2:10 - Went to lounge for a coffee break.

- 2:25 - Went to a storage room in the basement of the gymnasium to look for some basal readers. Found some copies, took them back to the receptionist's desk, and asked her to send them to one of the elementary schools.
- 2:33 - Returned to his office. Cut fingernails, and began to check totals on some ledger sheets.
- 2:46 - Grace brought a check in that needed to be signed by Christianson.
- 2:50 - Put textbook adoptions meeting on his desk calendar.
- 2:53 - Grace brought a paper in and laid it on Merl's desk. She joked, "I come in here every so often to make sure that Merl's awake, and since you are here I'll check on you too!"
- After Grace left Merl told me that she had worked in the complaint department for the telephone company for five years, and that she had a lot of bookkeeping. He also said that she was an excellent stenographer, and did 70% of the routine tasks before he ever had to ask her. He said, "She is the best secretary I could ever have."
- 2:59 - Call in from a superintendent of another Christian school wanting to discuss their situation with Merl. Merl told him, "Our operational deficit this year is a little over \$100,000. . . tuition is \$995 per year for high school students. . . we need more, but we raised tuition for the last two years in a row, and I just don't think another increase will fly right now. . .no, going up in tuition didn't really hurt us that much. We told our people that it costs to have a quality program, and there wasn't any real objection. . . there's a kind of reverse psychology about raising tuition. Most don't mind paying more if their children are getting a quality education."
- 3:27 - Merl asked Grace for letters of recognition and some "Thank You's". She brought in a large stack of letters that already were addressed to all contributors, and Merl started signing each letter personally.
- (Bell rang at 3:30. . . noise in hall got increasingly loud.)
- 3:33 - Merl went into hall and asked a girl to be quiet. When he returned he said, "Would you believe that most of that noise was made by one girl. She didn't even hear me the first time I asked her to keep it down."
- 3:35 - Continued signing letters. . . Called his wife, Paula, who was an elementary principal in one of the system's schools.

He talked to her about going to the basketball tournament that evening and some personal matters. (While he was talking he continued to sign letters.)

- 3:50 - Stephen, his son who was attending the seventh grade at the Academy, came into Merl's office. He asked if it would be all right if he shot some baskets in the gym until his father was ready to go home. That was fine.
- 3:57 - The night custodian came in and told Merl that he had enrolled in night classes. Merl congratulated him, and told him that he would do anything he could to help. (After the custodian left Merl explained that the custodian had not graduated from high school, and he noticed that the custodian, who was about forty, talked about not finishing high school a lot. Merl checked about night school classes that were available where the custodian could complete his high school equivalency. It would take him between one and two years, but he was really excited about going. Merl said that it seemed to change his whole personality when he decided to work on the equivalency diploma.)
- 4:06 - The science teacher came into Christianson's office to express her gratitude for getting the gas connected to the science work tables.
- 4:08 - Call out to a furniture store that had ordered lockers for the school seven months earlier. The lockers had not arrived at the second date they had been promised, December 20. Merl asked the manager to call the manufacturer again and see about a delivery date. He then ordered forty additional feet for chairs that the school had bought from this furniture store.
- 4:11 - Finished signing letters to be sent to donors. Took them to Grace for mailing.
- 4:13 - High school principal came in needing a list from the superintendent. (They had worked together on this list before, and the principal misplaced his copy.) Merl gave him the list from some papers on top of his desk.
- 4:15 - Looked at the Oklahoma Secondary Schools Activities Bulletin again. Read about qualifying for a particular grant, and said, "if a school wants to apply for this federal money under this program, you need to send twenty-five copies of the request. . . Can you believe that? Twenty-five copies!"

4:23 - Went to lounge and brought back a cup of coffee.

4:27 - Looked at mail more closely. Read a census letter the school received from the Bureau of Census. They wanted to know the locations, salaries paid, number of students, and other related information about the school. "If I was sure I wouldn't get in trouble, I wouldn't send this in. This is the first time we have ever received a form from them. . . It says that it is required by law every second and seventh year. . . . At least we don't have to send them twenty-five copies!" (laughter)

Looked at other mail. One from the National Association of Christian Schools.

4:45 - Began to straighten papers on his desk into stacks. . . Signed payroll forms. . . Wrote some notes on his desk calendar, and checked calendar for the activities for the coming day.

5:04 - Call in from his daughter wanting to know when to expect him home. He replied that he would be leaving in a few minutes.

5:09 - Finished straightening desk.

5:13 - Went to gymnasium to get his son. Warmed his car.

5:20 - Went home.

David Coty

February 4, 1978

9:04 - Arrived in his own vehicle (paid mileage), parked outside the courthouse, and came into his office. Talked to his Deputy Superintendent, Ellen, about buying a coffee table for the reception area. Ellen said she would go to a furniture store that was in a city, forty-five miles away, and buy a coffee table that afternoon.

9:12 - Looked at parcel containing four films that had been returned to the film library in the adjoining work room, put them on the work table, and went into his office.

9:14 - Glanced over a weekly newsletter from an independent school system in the county.

9:15 - Looked at a note on his desk concerning an incoming call from the preceeding afternoon. Called Ms. Money Penny

concerning "Heritage Week", being conducted by the home extension office through the County Court House. Two contests were to be conducted: a poster contest, and an essay contest. Essays would be written about how their family entered the area, an interview with an "old timer", or an interesting bit of history that the students learned from some other source. David agreed to pass this information on to the four dependent schools.

9:22 - Put cassette in a recorder in his office to listen to a speech given at the annual Association of Children with Learning Disabilities. Coty attended the meeting, and a friend taped the speech. He borrowed the tape to listen to once more. As the tape was playing, David looked through a financial ledger.

The speech dealt with the following:

Speaker began with a joke - "A man was pulled into an alley in Ireland and asked if he was Protestant or Catholic. The man knew he might be in trouble and said that he was Jewish. The mugger replied 'I have to be the luckiest Arab in Ireland!'"

Speaker said that he knew that committees in charge of conventions have to decide if they want good food or a good speaker. . . 'This meal was the best I have ever eaten at a convention.'"

Discussed the problem of Learning Disability teachers becoming arrogant. Gave illustration of Frank Shorer winning a marathon race in Chicago, and the man in second place was a young man in a wheel chair.

He used the metaphor of abortion, and asked, 'At what point does a hunk of flesh become a person?'"

Discussed four educational thinkers and their emphases: Rousseau, Dewey, C.S. Lewis, B.F. Skinner. Said that if this list were arranged by importance, a child would list them in the sequence just described. If a parent arranged them, the order would be reversed.

Talked about the "Law of Learning." Discussed the importance of the student admitting that the person has something to teach, the importance of developing trust and respecting the confidences that are learned about students, and the importance of giving positive input to more than three or four students in a class.

Concluded with question, 'At what point does a hunk of flesh become a human being?'"

10:10 -Coty showed me the ledger with a breakdown of the expenses for the County System. The total budget was \$30,000, with \$25,000 going for salaries, \$1,800 for travel and expenses, \$700 for extra help, and \$2,500 for maintenance and supplies.

Coty mentioned that they did not spend everything that was budgeted the preceeding year, and the County Excise Board cut their budget for the 1978 fiscal year.

- 10:13 -Filled out form for travel expenses for the month of December in pencil. (The superintendent is paid ten cents per mile for travel directly related to his job, not including travel to and from his home. This is approved by the county commissioners before he receives payment.)
- 10:20 -Looked over an administrator (principal) evaluation sheet from the State Department of Education. Coty had to evaluate the four principals in the county within the week. The evaluation was a rating-type form where he checked different criteria, the principal could write comments and check his response to the same criteria if he chose to. After the principal signed the form it was filed in the principal's file.
- 10:23 -Call in from the State Department of Education. David had requested information on writing a proposal for a speech therapist for the dependent schools. The caller told Coty that he needed to write the State Department a letter asking for approval for a speech therapist, and assured him that approval would be granted. He would also need to fill out some forms, but money was available. However, he needed to get the request in soon.
- 10:28 -Began typing travel claim on a typewriter in his office. While typing the claim, he checked his desk calendar to make sure that dates and mileage were correct. He traveled ninety-six miles in December.
- 10:42 -Call in from David's pastor. David was the President of the Church Board, and the pastor wanted David to know he had a supply preacher for the coming Sunday. They discussed a program on educational television that the church was supporting on volunteer teachers.
- 10:53 -Finished typing his travel claim. Took claim to the Deputy to be mailed in inner-office mail.
- 10:57 -Began to fill out evaluations of the four principals within the system.
- 11:10 -Went down the hall to get a cup of coffee from another county office.
- 11:18 -Call out to one of the principals asking him to bring his registers when he came for his one o'clock appointment. David told the principal that they would go through an evaluation at that time.

- 11:20 - Call out to another principal concerning the evaluation. The school secretary told Coty that the principal was home with the flu.
- 11:21 - Called third principal about the evaluation. The school secretary told David that the principal was teaching a class and was unable to come to the telephone. David left his phone number, and asked that the principal return his call at his earliest convenience.
- 11:24 - Continued to work on the evaluation of the four principals.
- 11:37 - Finished evaluations and began work on a letter to the State Department of Education concerning his proposal for a speech therapist.
- 11:47 - Ellen came into Coty's office to let him know that she was going to lunch.
- 11:49 - Coty continued to work on the letter to the State Department of Education.
- 12:03 - We went to lunch.
- 12:45.- Returned to his office. There was a note on Coty's desk saying that one of the principals had called. He called the principal and they discussed the \$6,000 grant proposal for a speech therapist that would be shared by the four schools. David was encouraged by the response he had received from the State Department and thought they had a good chance of getting the grant.
- Coty asked the principal to come by and go over the administrator evaluation form, and to bring his evaluation of his teachers to the superintendent's office by February 10.
- 12:55 - David went to the County Clerk's office to get a second cup of coffee. Stopped off at restroom.
- 1:10 - Began typing the letter to the State Department requesting a \$6,000 flat grant for a speech therapist.
- 1:12 - Principal who had 1:00 appointment came in with registers and looked at Coty's evaluation of him. He signed the evaluation after glancing at the evaluation.
- Discussed the possibility of his school receiving a mid-term adjustment. Coty looked at records and explained that they were short by two riders to get an adjustment in transportation money. (They had eighteen new riders and needed a minimum of twenty.)

Elliot was the principal of Oakwood, the Oakwood Board was reluctant to work with Coty, and Elliot discussed the expulsion of a student. The Board stood behind Elliot in his decision. The student, Richard, had bullied many of Oakwood's students, had flunked two grades, had pulled a knife out during class once, and most recently threw his basketball jersey at the principal-coach in the middle of a basketball game. He reported that the student's mother asked for a hearing before the school board, and the board voted unanimously to expel Richard.

Elliot told Coty about the board's decision to give him a good raise for next year, and that was incentive for him to stay. . . for a day or two!

They also discussed a family situation where some students were abandoned by their parents. The children were burning wood in a barrel in the house to keep warm, and had very little food, when the authorities discovered that the children were abandoned.

1:55 - Elliot left, and Coty began typing on his letter to the State Department again.

1:57 - Principal Herb Wyers came in to check for mail, and returned three films that the school had used.

Jill came into Coty's office and wanted to know if anyone wanted a soft drink. She was going to the fire department to buy them. (Jill was an afternoon employee who worked with the film library.)

1:59 - Herb came into Coty's office and asked about the evaluation. After marking himself lower in every category, Herb signed his evaluation.

Herb said that during the last three weeks of snow and bad weather he had paddled more kids than he had the rest of the year put together. . . Discussed the need for Herb to complete a federal form, Title IVB, and send it in. Herb said he would get it off in the next couple of days.

2:28 - Herb left, and Coty began typing on his letter to the State Department again.

2:33 - Call in from Coty's wife. One of their three children was home sick with the flu.

2:40 - Finished typing the letter. Made a copy on an office copying machine, and gave it to the Deputy to type envelope and mail.



- 2:51 - Filed mid-term adjustment form for one school that qualified for an adjustment. . . Made a copy of an evaluation and filed it in the principal's folder.
- 2:55 - Got a large folder out and began to look through information from a home products company. (Coty's wife sold these products on a part-time basis, and Coty was contemplating leaving the superintendency to work for the company.) David said that his wife makes more working two days a week than he does for working five. Discussed the benefits the company gives their personnel: many paid vacations, a new car every two years if their sales are high enough, working his own hours, etc. Coty was presently working as a supervisor for the home products company during his evenings.
- 3:22 - Jill brought a film to David that needed to be delivered to a school near his home. The teacher that called the order in knew David, and said that David had said he would not mind. David put the film on a cabinet and joked about not letting others know about this service, or everyone would expect it.
- 3:27 - Telephone rang and Jill was not in the office. (Ellen had gone to buy a coffee table for the receptionist's room.) David answered the phone and took an order for a film from a teacher from an independent school within the county.
- 3:30 - Went to the County Clerk's office for his third cup of coffee.
- 3:37 - Returned to his office. When he returned Mrs. Ballard, and her son Richard, were waiting to talk to David. (Richard was the student who had been expelled from Oakwood.) Coty asked them into his office and she said that she was going to see that Richard graduated from high school. (Ricky was approximately six feet tall, had shoulder length blonde hair, tattoos on both arms, and a deep voice. He was in the eighth grade, and was behind two grades.) The mother explained that she wanted to know if Richard could take correspondence work to get out of the eighth grade.
- 3:40 - Call in from David's oldest son. He was calling to tell David that he had gotten his driver's license that afternoon.
- 3:41 - Mrs. Ballard continued, saying that Richard had "fooled around and gotten behind two grades."  
David called the superintendent in an independent school district to check with him about correspondence

work. The superintendent was not in, but David left his number, and asked that this superintendent return his call when he returned to his office.

Mrs. Ballard asked about the possibility of Richard taking courses at an area vocational-school that was in the county. Coty explained that they would have to talk to the administrators at the vo-tech school about their course offerings and admittance procedures.

David read in a state bulletin concerning correspondence, and told Mrs. Ballard that Richard might be able to take the high school equivalency test after some study.

3:52 - Call in from superintendent. Coty learned that there were correspondence courses for the electives for grades nine through twelve. Richard would need to go to the high school to get an application, and needed to make an appointment to talk to one of the school's counselors.

3:58 - Coty told Mrs. Ballard that the courses were from a university within the state, but that work was turned in at the high school. They should contact the superintendent and the principal in that independent system to make sure that everything was approved, after they made application.

(Mrs. Ballard asked Richard to check on the six children that were waiting in the car.)

David called the high school that would possibly help the Ballard boy. He talked to the school counselor, gave the counselor Richard's name, asked that a bulletin on the course work be sent to the Ballard home, and confirmed that Richard would have to work through the counselor.

4:07 - Mrs. Ballard expressed her appreciation and left just as Richard was returning from the car.

4:08 - Coty began typing some mid-term adjustment forms for two of the schools under his supervision. He finished these forms at 4:38.

4:39 - Straightened papers on his desk. Took forms to the Deputy's desk. Went home.

Dr. Wesley Kirk

February 23, 1978

- 7:30 - When the investigator arrived at the Board Office, Dr. Kirk was already working. He was reading a presentation that was written by one of his senior Board members. This presentation was to be presented at the National Meeting for National School Board Association in San Francisco. Dr. Kirk said he was going to submit it for publication in an educational periodical if Roy Coleman, the Board member, didn't. "It's the best I've ever read on the role of the board member."
- 7:40 - Checked with his personal secretary, May, about changing an afternoon (3:00) appointment to the following day. The meeting was with a patron of the school wanting to discuss the recommendation from a task force that a particular elementary school be closed.
- 7:47 - Returned a call from a Jewish rabbi from the preceeding day. The rabbi was not in.
- 7:48 - Examined his desk calendar for the day's activities.
- 7:53 - Wrote a memo to staff members about a Friday morning meeting with some consultants from Washington, D.C. who were dealing with the way integration was handled in Metro. He asked all staff members to give them any information pertaining to integration in the System.
- 7:57 - Left his office to go to a Board meeting that was held on the first floor at 8:00 a.m. (Dr. Kirk's office was on the second floor of the Board of Education Building.)
- 8:03 - The President of the Board brought the meeting to order. (Dr. Kirk sat next to the President of the Board.) Those present included the following: three newspaper reporters sitting at a table reserved for them, five staff members at a table reserved for them, seven board members with the school attorney sitting at tables arranged in a horseshoe, and approximately thirty-five persons in the audience.
- After the flag salute, Dr. Kirk was asked to make his recommendations. (These recommendations were printed in advance and made available to everyone at the door when they entered.) He had thirteen pages of recommendations dealing with personnel, eight pages of recommendations dealing with business including the next year's school calendar, and three pages of recommendations dealing with instruction. These recommendations were read quite rapidly, and were approved unanimously.

The President of the Board made a resolution expressing the sorrow of the Board at the passing of a friend to the schools.

Speakers who had signed in and were on the agenda were asked to address the Board. Lester Walters, representing a group affiliated with learning disabled students asked the Board to consider contacting all parents of children who had learning disabilities about the new procedure that was adopted for handling discipline. He further recommended that all teachers be required to attend a workshop on student discipline. . . Dr. Kirk expressed his gratitude to Mr. Walters and his group for all the good work they had done in the past.

The President of the Board asked if any Board members had any recommendations. One member recommended that members of the Board have their expenses paid to attend meetings that were beneficial to the development of the members, and enhance their ability to serve the Metro System. The member further itemized the meetings that would be appropriate for Board members to attend. . . Roy Coleman spoke in support of the recommendation.

A newspaper reporter interrupted to question the legality of a Board member presenting a motion on payment of expenses for those desiring to attend national meetings without having put this item on the agenda for consideration. . . The President of the Board asked the System's attorney to respond to the question. . . He said it was legal. . . One other Board member rather heatedly attacked those who suggested that the Metro School Board would attempt to do anything illegal or unethical.

The recommendation passed.

Meeting adjourned for executive session to be held in a conference room on the second floor.

- 8:54 - Three reporters came to Dr. Kirk and questioned him about the solution to the days missed due to bad weather, and for more information on the corporal punishment policy.
- 9:00 - Dr. Kirk went upstairs and talked to the school attorney about the suspension hearing to be held. While they were talking one of the board members asked about settling the problem without having the hearing. Another Board member asked Dr. Kirk if he thought it was advisable to have the hearing. Dr. Kirk suggested they go ahead and have the hearing since everyone had already come, and it would be easier to get all the details concerning the situation in a hearing than informally.
- 9:15 - Members of the Board, the System's attorney, and a few members of the executive staff went into the conference room. Two principals, the boy that was suspended, his father, and another man with them were all present.

9:20 - The Suspension Hearing began with the System's attorney saying, "This is not a formal trial, and everyone should feel free to ask questions when anything is not clear, or if you want to make a statement." He then asked the student to explain what had happened in his own words.

The student explained that another student sitting behind him had poked him in the ribs after there was an argument over a wad of paper that had been thrown on the floor. The student hit the other student, and both students were taken to the office. (This particular high school had a policy that any student who started a fight was suspended for one long semester.)

Board members asked the principal and assistant principal about the student. The assistant principal said that the student made respectable grades, and had not been in trouble before. The principal said that before the suspension, the student admitted starting the fight, and that was the basis for the suspension. The board asked the executive staff member over instruction what he recommended. He said that he recommended supporting the decision made by the principal.

One of the Board members began to question the student further. The student did not answer some questions, and tears began to form in his eyes. Dr. Kirk turned to me and said "Roy misinterprets the boy's nervousness for rebellion."

Board members asked the Director of Instruction for other alternatives besides suspension. The one alternative that received the most attention was the possibility of the student returning to a different high school, with the family paying all transportation costs, and making up all work that had been missed during his absence from school.

The President of the Board said that the members needed to vote on what would be their best judgment. They left the room for about five minutes and returned with the decision made. They chose to permit the student to attend another high school, pay all transportation costs, and make up all work that was missed. Two members questioned the student concerning his commitment not to fight in the future, and his willingness to make up all work he had missed.

Hearing adjourned at 10:03.

10:04 - Dr. Kirk went into his office after picking up several notes from his personal secretary's desk. He began to return calls that had come in during his absence:

1. Called a staff member to ask if he could attend a meeting for him on the following Thursday.
2. He returned a call to a newspaper reporter who was not in. He left a message that he had returned their call.

3. Called the Director of Personnel about a teacher who had worked in a building that had not checked to make sure the teacher had been hired by the personnel office. The teacher had told the building administrator that he had been hired at the board office, and began teaching a Learning Disability class for a teacher that had to leave unexpectedly. The teacher did not qualify for a standard certificate, and after substituting all the days allowed by state law, wanted to be hired by the system to teach that class. Dr. Kirk said that he checked the folder on the teacher, and had strong reservations in making a recommendation that this teacher be hired even if he did have a standard certificate. He wanted to know what had been done about this situation.

The Director of Personnel had talked to the teacher and explained that the System could not hire him, and he had talked to the building principal. The principal understands the procedure for hiring, and this mistake would not happen again.

- 10:13 - Dr. Kirk went through the articles that were in the day's mail. He marked some for filing, made notes on some, and trashed some.
- 10:15 - Roy Coleman, the Board member who had written the presentation, came to Dr. Kirk's door. Dr. Kirk told him that he wanted to submit his presentation for publication to an educational journal. They also discussed that the press had somehow gotten a letter that was only circulated to Board members, and that Dr. Kirk needed to talk to the Board about releasing confidential information to the press. Finally, Roy asked Dr. Kirk if he had a crystal that would fit his old pocket watch. (Dr. Kirk enjoyed working on antique clocks, and collected and sold them.) Dr. Kirk took his watch, and said that he had a cabinet full of old crystals, and he would repair the watch.
- 10:31 - Hershell Girod, Kirk's Administrative Assistant, came in needing Dr. Kirk's signature on a certificate for a retiring teacher.
- 10:33 - Baxter Combs, Associate Superintendent over Personnel, came in to discuss the teacher who was working in a building without being approved by the board. He said that he was unable to ever really make the teacher understand that it was not possible for the system to hire him without him having a standard certificate, and that he would only be paid for twenty days of substituting.

- 10:47 - Roy Coleman returned saying that the reporter that had questioned the legality of bringing up new business reportedly called all Board members "crooks and sneaks," and said that that opinion was shared by the editorial staff from the local paper. Roy said that he felt there were two strategies that he could take: talk to the editor of the newspaper, who had been an acquaintance for years; or just drop it. He said that he did not know what was best to do, but would sleep on it before making his decision. (During this discussion the newly elected President of the Board, Helen, came into Dr. Kirk's office.) Helen said that she felt that Roy should talk to the editor, and see if there was any truth to her statement. Dr. Kirk said that it would probably be good to talk to the editor, and that it was certainly better than coming out with a public statement. He then went on to express how important it was for the System to have the support of the press. (Roy and Baxter left.)
- 10:58 - Dr. Kirk kidded the newly elected Board President about her first meeting. . . "Welcome aboard!", he said. Then he said that the Board was certainly within their legal rights to introduce business that had not been published in the agenda, but wanted to be on solid ground if there was a court case. Helen went into an office in the complex to do some work.
- 11:00 - Called the reporter that had questioned the legality of the recommendation that morning. The reporter was in, and Dr. Kirk talked to her about what had happened. He said that the reporter was blowing the issue completely out of proportion, and that the board was within their rights. . . They discussed areas of projected attendance for zoning when some of the System's schools were closed. Dr. Kirk said that he was positive that a student would not be moved in the midst of their high school years, and that all students would complete high school where they began without disruption. . . Then Dr. Kirk joked with the reporter, and expressed his gratitude for the treatment the school had gotten from the reporter. After concluding the call he commented that the preceeding call was only possible because they had a good relationship. He mentioned that it was vital to a school system to maintain a good relationship with media.
- 11:07 - Dr. Kirk called May, and asked her to contact three assistants and arrange a meeting on Monday with them dealing with religious programs in the schools.
- 11:08 - Call in from a local television station wanting Dr. Kirk to come to the studio for an interview on the corporal punishment policy enacted by the Board. Dr. Kirk explained that he was speaking to a local group that evening, but

suggested that Dr. Smith, an Assistant Superintendent who had worked very closely with the steering committee on the corporal punishment issue, would be a good alternate.

- 11:11 - Dr. Kirk called his wife about needing to trade cars to get his van. He wanted to buy some window covering for the van and put the covering in that evening.
- 11:15 - Call in from another television station that had set up their cameras downstairs, and wanted an interview with the Superintendent. Dr. Kirk agreed, and said he would be right down.
- 11:20 - Conducted an interview for the station. Most questions they had were concerning the new corporal punishment policy that the Board had approved. (The corporal punishment policy gave a teacher or administrator the authority to use corporal punishment when such action was deemed necessary to enforce school discipline. It also stated that such punishment may be administered only by a full-time certificated employee of the school district in the presence of another full-time certificated employee. There was an accompanying procedure with six steps proposed for enforcing discipline.)
- 11:28 - Dr. Kirk went to his home to exchange his school-provided automobile, for his own van. Dr. Kirk had been reconditioning the van. He went into his home and repaired the pocket watch for Roy Coleman, and then went to a local Rotary Dinner Meeting.
- 11:50 - Arrived at the Dinner, bought tickets, went through a cafeteria style line, and sat at a table with six other Rotarians. The program was in honor of the retiring police chief, and there were approximately 300 persons present.
- 1:20 - Dinner ended and Dr. Kirk returned to the Board Office.
- 1:30 - Dr. Kirk picked up six messages that were on his secretary's desk as he went to his office. As he was looking at the messages, received a long distance call from another urban superintendent in another city, out of state.
- 1:31 - Returned one call. Promised to get back to them by Friday (it was Wednesday), and refused a dinner invitation because of a conflict.
- 1:35 - Went into a large conference room adjoining his office for a meeting with all secondary principals in the System. Twenty-three persons were present, and Dr. Kirk began the



meeting on item number twenty-two from an agenda from which the group was working. (This group met monthly.) They discussed the following items:

1. The legality of having teacher-coach contracts. Dr. Kirk said that a contract combining the duties would not hold up in a court of law according to the School's attorney.
2. Incentives for early retirement of employees, such as lump sum incentive, life and health insurance paid for the employee and the employee's spouse at a cost of \$884.00 per year, hiring retirees as consultants for up to forty days for \$4,000, and the money that these incentives would save the system.
3. The appropriateness of supplementing the student activities fund with money from the general fund. No decision was made on this item.
4. The possibility of the system buying a larger computer to meet more of the System's needs. Representatives from the company would come to the Board on March 3.
5. Discussed the establishment of a policy concerning the transfer of special education students. Dr. Kirk mentioned the importance of distinguishing between transferring and assigning. No decision was made on this item.
6. Discussed filing charges against pupils who purposely destroy school property. Dr. Kirk said that if the building principal did not want to file charges that the System's attorney would. The maximum liability was \$1,500.
7. Discipline changes. Dr. Kirk said that dress regulations were difficult to uphold. As a general rule of thumb, if there is an absence of a clear connection between learning and the restriction, then it would not hold up. Said that it was possible for a school to have a recommended dress, particularly making reference to health, safety, decency, and disturbances as criteria for regulating dress.
8. Discussed the possibility of offering female softball.

Dr. Kirk told of an incident that happened to him while attending a meeting in another state recently. He was with two friends, and they decided to get away from the convention center. They found a bar about two miles out and went in and waited for a table. While they were waiting, Dr. Kirk noticed a vested, well-dressed young man standing at the bar. He saw the man lean over and kiss the guy next to him. . . Dr. Kirk said, "I thought, Oh No!" About that time we were seated at an available table. He concluded, "It was the first time that I could ever recall being in a room full of men and feeling that I was mentally undressed!"

- 3:10 - Meeting ended. Dr. Kirk checked with his secretary. He had received two more calls.
- 3:11 - Returned another call from a reporter on the corporal punishment policy and the schools that the task force recommended for closing due to declining enrollment.
- 3:13 - Called his secretary, May, into his office and cancelled an appointment for the following day, and asked her to reschedule it on Friday if it was convenient. He also asked May to try to find out the nature of their visit.
- 3:15 - Dr. Kirk wrote a note of appreciation to an individual who had received an honor, and it was printed in the newspaper. (Secretaries put clippings from all the newspapers with Dr. Kirk's daily mail.)
- 3:20 - Call out concerning film for Dr. Kirk's van windows.
- 3:22 - Call in from a radio station wanting to know why Dr. Kirk had gotten an unlisted telephone number. Dr. Kirk explained that he had a listed number during his first eighteen months as superintendent, but was getting more and more calls that were unnecessary, and had lately been getting crank calls. He expressed appreciation for the radio station's support of the school System, and left the name of a staff member who could get messages to Dr. Kirk at any time.
- 3:26 - He went downstairs for another taping from a different television station. Most of the questions were concerning the new corporal punishment policy.
- 3:45 - Dr. Kirk left earlier than usual to buy the film he was going to install on his van windows that evening. He also had one speaking engagement that evening.

Hal Oates

November 21, 1977

- 8:20 - Arrived at his office at the Board of Education after picking up the school mail at the rural post office. Sorted mail and read part of his.
- 8:40 - Call in from elementary principal, Sid Cook, asking Mr. Oates to come to the school for a special meeting with some of his teachers.
- 8:47 - After walking about 150 yards to the elementary building, Mr. Oates met Sid Cook in his office. Cook asked Mr. Oates

to come with him down the hall. Cook called some of the elementary teachers out of their classrooms. Six teachers came into the hall and one first grade teacher addressed Mr. Oates, "Mr. Oates, something has to be done about these transfers. We have more students than we can handle, and a cousin of those other three from Gardenside came today."

Mr. Oates said, "Let me see the paperwork on the student that transferred in today." One teacher went to get the paperwork.

As this teacher went to get the paperwork, three other teachers told Mr. Oates that they had seventy-four in the first grade and seventy in the third grade, and they really did not have room for any more students. One teacher added, "And what's worse, is that most of them are trouble-makers."

The teacher returned with the paperwork and handed it to Mr. Oates. After looking at the paperwork he said, "This student has not been formally accepted. Let me take this with me. . . There won't be anymore transfers."

Cook said, "Thank you Mr. Oates, I just wanted them (the teachers) to hear you say that."

9:00 - As we were leaving the building, Mr. Oates said that he had talked to the mother of the student on the telephone. First she said she had two children, and then she brought three. I asked if there was any kind of disciplinary problem, and she said, "Oh no!" Then Oates said, "Now another one. . . I'll have to call her."

After leaving the building Oates went to the side of the building to see if some CETA workers were at the new gymnasium doing concrete work. They weren't there.

9:10 - We went through the gymnasium. It was completed after another month of work. (Gym was 90'x50' and seated 2,000.)

9:25 - Returned to Oates' office.

9:40 - Joe McAlister, Oates' Administrative Assistant, came into Oates' office about the "Skyview Project." Joe, Mr. Oates, and the high school coach were going to a neighboring school district to see how they utilized their gymnasium for maximum use. Mr. Oates called the superintendent about an overview of their program, and it was scheduled.

9:47 - Lee Ann Pryor, Mr. Oates' secretary, came to the door and asked Mr. Oates if he had ordered more wax. Oates had not, and she suggested that it be ordered right away so the janitors could wax during the Christmas vacation. (Mr. Oates did all the purchasing for the district.)

- 9:50 - The custodian-maintenance man needed to check with Mr. Oates about putting up fence, and some concrete work around the new gymnasium.
- 9:53 - Lee Ann came to door needing some details and specifications about the new gymnasium for a report she was filling out. Mr. Oates got the prints and gave her the information she needed.
- 10:00 - A man came into Mr. Oates' office for a 10:00 appointment he had with Oates concerning the use of the new gymnasium for tournaments. The tournaments would not involve the Plainfield team, and the league would pay for the use of the facility. Oates said that he would have to check with the high school coach, because he was the one who would be most affected by a host tournament. He went on to say that his initial reaction to the possibility was not favorable.
- 10:20 - Lee Ann brought some letters in needing the superintendent's signature.
- 10:25 - Hal took a coffee break.
- 10:40 - Courier from a shipping company needed Oates' signature on shipping invoice. Books and supplies had been delivered.
- 10:42 - Lee Ann was typing the minutes from a board meeting and asked "Was the vote unanimous on annexation." She also asked when Mr. Oates bought the hot water tank that was in the cafeteria. (It had gone out and a replacement needed to be ordered.) Mr. Oates checked in a file cabinet in his office, and gave her a date of purchase.
- 10:47 - Mr. Oates began to make some calls out. He called concerning the field trip to Skyview. Two calls were made without any response. He made one other call and left word for the party to return his call when he returned to his office.
- 11:25 - Joe McAlister came to Mr. Oates' office wanting to know if we were ready to eat. We went to the school cafeteria and ate lunch. While we were there Mr. Oates checked the hot water tank in the kitchen.
- 12:15 - Back to office, and Oates got a cup of coffee.
- 12:35 - Salesman came into outer office and asked to see Mr. Oates. He gave Mr. Oates a carving set in appreciation for the business that had been done with his company. He informed the superintendent about a price increase that would be effective in ten days and wanted to check to see if the

Plainfield System needed anything right now. Oates thanked him for coming by, but said that they had enough supplies to last them until the school year ended.

- 1:00 - High school coach needed signature on a purchase order, and permission to buy socks for the girls' basketball team. Signature and permission were given.
- 1:05 - Lee Ann needing Oates' signature on a form.
- 1:15 - Travis Sawyer, the high school principal, needed to talk to Oates about a teacher whose father had just died. The teacher left the building and was quite upset. Wondered if he should try to find a substitute so late in the day or try to get someone to fill in. Oates suggested a few substitutes if he had difficulty getting class covered, and asked for details about the funeral when plans had been made.
- 1:30 - Joe McAlister came to Mr. Oates office needing some information to complete a form for Title IV (Indian Education form)... They discussed the fact that some representatives from the State Department of Education were coming on the following morning to ask members of a special committee about their responses on a questionnaire dealing with Indian education. (The Plainfield District was one of thirty-seven selected throughout the state to assist the State Department with their questionnaire.) Oates and McAlister went over specific items on the questionnaire to see if they were in agreement about their responses.
- 1:50 - Lee Ann told Mr. Oates that she would be taking a break for the next ten minutes.
- 1:52 - Call in and Mr. Oates answered. The caller wanted one of the faculty members. Oates checked the teacher's lounge, but the teacher was not there. He asked the caller to call the high school office.
- 1:58 - Call in from Sawyer, high school principal, who needed to have a conference with Mr. Oates. Oates invited him to come right over. After a few moments, Sawyer and his secretary, Sylvia entered. Sylvia had been offered a job with a correctional institution for between \$565 and \$585 per month with retirement benefits. She had worked as a secretary for the high school for a number of years and was presently making \$435 per month on a ten month basis. Sawyer said that he called some neighboring areas and most of them paid \$500 per month. Said that he would hate to lose Sylvia, and was wondering if her salary would be raised for the coming year. Mr. Oates said that the Board realized that the secretaries were underpaid, and she could expect to be making \$500 per month by Spring.

- 2:25 - Joe knocked on the door with Susan Howell, who was going to meet with the employees from the State Department on the following day. Joe explained that Susan wanted to know a little about what the questionnaire covered. Susan had her five year old daughter with her, and she sat on Susan's lap while Joe and Mr. Oates explained the types of questions, the time, and the length of the sessions.
- 2:50 - Mr. Oates began to work on some paperwork for the State Department of Education.
- 3:10 - Lee Ann came in wondering if Mr. Oates knew what happened to her papercutter. It was gone. No one had said anything to Mr. Oates.
- 3:15 - Mr. Oates straightened his desk and went home.

Dr. Kermit Statton

January 3, 1978

- 8:25 - When the investigator arrived, Dr. Statton was already in a conference. While waiting, Dr. Statton's personal secretary gave me a resume of Dr. Statton's background. Karen had been Dr. Statton's secretary for two years, but had been with the Department for several years.
- 8:52 - Conference with an individual ended. Dr. Statton asked me into his office, and Karen asked Dr. Statton for his signature on a grant application.
- 8:56 - Call in from a member of the State Board of Regents for Colleges concerning the selection of a president for a college within the state.
- 9:07 - Call in concerning a trip to Washington D.C. to meet with some federal officials, which included a large group meeting with the President of the United States.
- 9:10 - Dr. Statton called Karen into his office concerning his schedule during the week. Dr. Statton would be out of the office the rest of the week to meet with different Indian groups on mental hygiene, grants for Indian education, and the quality of education received by Indians.  
 Statton made a call out concerning these meetings, and asked not to be first on the program. He felt the tribal dignitaries should be on the program before him. . . discussed another meeting. Dr. Statton asked his assistant to go ahead and register the meeting in accordance with

public meeting laws. Asked his assistant to check on press covering the meetings.

Karen asked Dr. Statton to sign a letter that she brought in with her. He signed it, and she left.

- 9:18 - He read a letter he had received from Health, Education and Welfare concerning the meeting in Washington, D.C.
- 9:20 - Clarence Teague, the Director of Fiscal Services for the State Department, came in to get Dr. Statton's signature on two letters. Before Statton signed the letters he asked, "What am I signing here?"
- Teague discussed the salaries for some CETA workers that were working in the Department, and they discussed the possibility of bringing the salaries up.
- Teague asked if he could talk to Dr. Statton about a private matter without the investigator being present. This conference lasted five minutes.
- 9:25 - Dr. Statton met with a young teacher that had an appointment with him. The teacher's wife and parents were friends of Statton, and he was seeking a teaching job. He had questions about getting his certification, and Dr. Statton explained what he would need to do. Statton also gave the teacher the names of several superintendents that might have openings in the areas where the teacher qualified, and he suggested that the teacher talk to those superintendents about a job.
- 9:40 - The teacher left and one of the directors asked to see Dr. Statton. The director told Statton that they were losing one employee from that department. Statton asked about the work of one of the other employees in the department. The director said that she was not satisfied with that employee's work. They briefly discussed the employee's work and appropriate expectations. Director left at 9:53.
- 9:45 - (While the director was still with Dr. Statton). Secretary on the telephone with a message from a person needing to make a change in a document that was being prepared.
- 9:55 - Call in from a state superintendent from a neighboring state. After joking about some football games between teams from the two states, they discussed staying together while attending the meeting in Washington, D.C.
- 9:59 - Dr. Statton asked Karen to get Dr. Stanley on the telephone.
- 10:00 - Dr. Kelly came for an appointment with Dr. Statton concerning the establishment of a new program for children with special educational needs. Kelly and Statton were not in agreement about the particular location of center and the channel of control. Dr. Statton said that he needed the

input of other staff members on the recommendation. He asked if Dr. Kelly could meet with other staff members at 3:00 p.m. that afternoon. Dr. Statton asked Karen to contact several staff members and ask them to meet in Statton's office at three o'clock.

During the conference between Dr. Kelly and Statton there were two interruptions:

- 10:03 - Call in from Dr. Stanley. Statton asked Stanley to get adjoining rooms for him and the state superintendent from a neighboring state. Asked if he needed to bring any formal clothing. Said he would see him on the 10th.
- 10:06 - Statton told his secretary that he would be gone to Washington from the 10th-12th of January. He asked her to make flight arrangements, flying ~ coach, for a flight there on the morning of the 9th.
- 10:12 - Karen told Statton about flight arrangements to Washington. Dr. Statton asked her to get J.R. Stone for him.
- 10:15 - J.R. Stone came in. Dr. Statton asked Stone to come to a meeting at three o'clock to confer on some new regulations on special education. He asked if Stone could bring some of his staff to the meeting. Stone agreed to bring staff and be there.
- 10:18 - Bill Landon, one of Statton's closest assistants, came in with a letter from the Governor. The letter emphasized the three R's, the impact of raising the grade requirements for certification for teachers, and the need to upgrade teacher skills. . . Landon discussed the problem of losing computer operators because they are not paid competitively with what business pays them. . . Statton asked Landon to come to three o'clock meeting with others in his office.
- 10:30 - Statton read mail. It had already been opened by his secretary, and arranged by categories.
- 10:36 - Call in from the same state superintendent from an adjoining state. Statton told him about hotel reservations and that they did not need to bring formal clothing. (Statton sends his assistants to many meetings that are out of town, but made the meetings that required the head of the State Department's presence. He said that he always gets details about the meeting before going, and often meets with his staff for a briefing before leaving. If the meeting is on a particular topic, and he needs an assistant to go with him, the two will go to the meeting together. He said,



"My staff is knowledgeable about all the work in their departments, and when I need an expert, I've got the best in the state.")

- 10:53 - Call in concerning a rural superintendent that resigned on the preceeding day without notice. Dr. Statton emphasized that they needed a superintendent now, and that it was not the place of the board to run the school. He mentioned some retired superintendents that might take over for the rest of the year if the board had trouble finding someone.
- 11:03 - Statton asked Karen to get someone on the telephone for him.
- 11:05 - Statton called an auditor to discuss the private audit law. The auditor was not in. Statton left a message for the auditor to call at his earliest convenience.
- 11:13 - A staff member who frequently dealt with situations like the one where the superintendent resigned unexpectedly, came into Dr. Statton's office. He discussed the vacancy at the school, and the financial status of the district. He and Dr. Statton discussed the state law concerning purchases by bid. Anything less than \$500 could be purchased without contracts, bids, or advertising; \$500 - \$1,000 required a contract for the purchase; anything over \$1,000 required a bid; and anything over \$2,500 required advertising and bids. Activity ended at 11:28.
- 11:28 - The head of the state Teacher Retirement Program needed to check with Dr. Statton about an employee in the department.
- 11:35 - Call in from the head of another state agency wanting to meet with Dr. Statton. Statton explained that he would be out of town meeting with Indian leaders, but could meet during the following week.
- 11:45 - Started to go to lunch but interrupted with a call in. A rural superintendent called concerning a board member who questioned the investment of the school's monies. Statton thanked the superintendent for alerting him to the situation, offered the Department's assistance if it was needed, and told the superintendent to be loyal to the Board and the truth.
- 11:52 - The investigator went to lunch alone, the State Superintendent had a luncheon engagement with a personal acquaintance where no work activity would take place, and we agreed to meet as soon as we returned from lunch.

- 12:40 - The investigator returned from lunch and Dr. Statton was in a conference with some department heads concerning a personnel problem.
- 1:00 - Bill Landon and another staff member spoke to Dr. Statton about districts that were hard-pressed financially. They discussed the need of assisting districts that were plagued by an abundance of tax free property in their districts. Landon discussed the possibility of putting a factor in the state aide formula to rectify this problem.
- 1:30 - They all went into the Board Meeting Room, where there was a television set up, and watched the Governor's State of the State Address. About five minutes after the address started the television began to flip. Fourteen came into the room. After about ten minutes of occasionally flipping, Dr. Statton asked one person to adjust the television. She adjusted the set and the reception was good throughout the rest of the program.
- While Dr. Statton was watching the presentation, Karen came in and whispered to Dr. Statton two times. He left once to talk on the telephone.
- 2:00 - Dr. Statton was called to the telephone, and before he returned to watch an analysis of the Governor's State of the State address, one person talked to him in the hallway for a few minutes.
- 2:15 - Returned to watch the analysis of the Address.
- 2:30 - Back to his office, and he made a personal call.
- 2:37 - A new staff member asked to talk to Statton about his beginning salary. He thought he would receive \$1,000 more than he was being paid. Dr. Statton told him he would make more than his supervisor, if he received an additional \$1,000.
- 2:53 - Call in from an assistant superintendent from an urban school system concerning a vacancy for a college presidency within the state. Statton said that he heard that the list had been reduced, but had not seen a list.
- 3:00 - Call in concerning the meetings with Indian leaders for the next two days.
- 3:05 - Call out concerning a funding deficit at two state colleges.
- 3:07 - Invited all staff members and Dr. Kelly into his office for the scheduled meeting dealing with special education center. Dr. Statton asked if any wanted coffee, and those who wanted

coffee were brought a cup by Karen.

Dr. Kelly discussed the rationale for establishing the new Special Education Center in Hallyville. They already had personnel in that system who were involved in the work that the center would perform, and they had a director that was interested in assuming the responsibility for the entire state, and it was believed that he was capable of managing the task.

There was discussion of the budget of the Center. It was anticipated that the Center would have a budget of \$1.6 million, and would handle 400 requests per year.

There was discussion of the possibility of duplication of services rendered from the already established regional service centers throughout the state.

Dr. Statton asked his staff members for a sense of direction on the Center. None of the members was willing to make a recommendation without checking into the situation further. Statton asked three department heads to consider the situation and bring a recommendation.

During this conference Dr. Statton was interrupted by one one-minute telephone call, and a ten minute conference with the director of another state agency.

This conference lasted almost two hours, and the terse capsular description does not cover every detail of the Center that was considered or discussed.

- 4:12 - During the conference one representative from the state Welfare Department came in to describe how the grant would affect the Welfare Department, since many students would receive assistance from welfare.
- 4:48 - Statton asked that all department leaders assist Landon. Statton had asked Landon to coordinate all legislative efforts for the State Department of Education.
- 5:00 - Conference ended.
- 5:02 - Statton straightened some papers on his desk.
- 5:05 - Went home.

Curtis Vaught

December 1, 1977

- 8:00 - Drove into the parking lot in his school-provided car.
- 8:05 - Stopped off at his office and went to talk to the school's cafeteria director. While going to the cafeteria he passed a custodian, and asked if some risers had been picked

up at nearby school. . . Vaught told the cafeteria director that there would be six eating at the noon luncheon to be held at 12:00 p.m. for the state legislators from that area. Vaught also checked the dining room where the luncheon was to be held. The table was already prepared.

- 8:15 - Curtis returned to his office and called Jess Murphy, his administrative assistant over student affairs.
- 8:16 - Curtis called a secretary on the intercom and asked her to bring him a personnel directory of all state legislators.
- 8:16 - Jess Murchy came in. Vaught asked if Jess had talked to the instructor for the Operating Room Technology course concerning a student that Jess had dismissed. Jess had obtained additional information from the teacher. The student, Art Simpson, got legal assistance from a legal aide society, and asked for a hearing from the Board. Simpson claimed that he was discriminated against and was seeking readmittance to the school. They discussed details that pertained to the student's suspension. (This was the first time a student had appealed to the board after being dismissed.)
- 8:51 - Vaught called the system's attorney, but the attorney had not reached his office. Vaught left a message for him to call when he arrived.
- 8:55 - Leara Davis, Vaught's Public Information Officer, came into Vaught's office to discuss a mailing list for the school's newsletter. Curtis went over a legislative directory and marked the names of those he wanted to receive the newsletter. Asked Leara to add the names of principals, superintendents, counselors, and board members from feeder schools.
- 9:05 - Vaught called a local newspaper to advertise his personal car for sale. During this call Vicki Kerr, Vaught's director of adult education programs, came into his office. After he completed his call, Vicki told Vaught about a guest speaker she heard that had been an imposter and counterfeiter. He was now teaching a mini-course to bank employees on how to detect forgers and bogus checks.  
Vicki then said, "Now, to why I came in!" (laughter). She asked Vaught if it would be possible to use the custodians during the period between semesters to help her enroll adults. Vaught said that it would be all right if she limited it from five until eight o'clock.
- 9:35 - Vaught went to the financial secretary's office to sign purchase orders for the month. (The procedure for purchases was in the following order: 1. Requisition signed by Vaught or one of the authorized assistants; 2. An invoice

was sent to the school; 3. A Purchase Order was signed by Vaught; 4. The Board approved the encumbrance; and 5. A warrant was issued for the school by a computer company.)

- 9:45 - Before Vaught finished signing the purchase orders Ron Turner, Vaught's Administrative Assistant over curriculum and instruction, asked to see Vaught when he had a minute.
- 9:50 - Vaught finished signing the purchase orders and went into Turner's office. Turner needed to discuss funding a deaf program. Because enrollment had increased beyond allocation, additional funds were needed to finish the program. They discussed several possible agencies from which to make application. They did not want to write a long grant-type request, and needed \$10,000 to finish the year. Vaught said that he would call the State Department of Education and check back with Turner later.
- 10:04 - Vaught called the State Department, but the director was not in. Vaught left word for him to return the call at his earliest convenience.
- 10:05 - Incoming call concerning the reservation of the school's Seminar Room by an outside group on December 20. Vaught told the assistant to go ahead and schedule the room at that time.
- 10:08 - Incoming call from the State Department. Vaught was told that funding might be available if certain requirements were met. Vaught needed to know the total number of students involved, their ages, where they resided, and whether they were high school graduates.
- 10:12 - Vaught returned to the financial secretary's office and finished signing the month's purchase orders. There were approximately 325. Vaught checked the coding on each purchase order (to indicate the fund from which the bill was to be charged), and found four mistakes.
- 10:32 - The secretary told Vaught that one warrant was lost, and needed his signature on a replacement. She had stopped payment on the lost warrant.
- 10:35 - Back to Vaught's office. Turner gave Vaught the information that was requested, and Vaught called the State Department again. The director was out, and Vaught left his phone number.
- 10:37 - The director returned Vaught's call. The information was given, and the director said he would see what could be done.

- 10:45 - The Public Relations Officer brought some silver-dollar-size lapel buttons saying, "I'm Committed to Vocational Education," into Vaught's office. She laid several buttons on his desk, and gave the investigator one.
- 10:52 - Call in from the System's attorney concerning the appeal to the Board by the suspended student. Vaught gave the details of the situation to the attorney, and asked for his advice.
- 11:05 - Vaught went into Turner's office to talk to him further about the deaf program, one teacher that was having some difficulty teaching, and an advisory committee meeting that Turner had attended the previous evening. (There is an advisory committee for each course that is taught at the Vo-Tech, and members of the committee have expertise in vocations related to the coursework.)
- 11:20 - Vaught checked the dining room to see if it was prepared for the luncheon.
- 11:25 - Back to his office. He signed several graduation certificates for adults who had completed the requirements for courses. He mentioned that he was going to start running his signature off on certificates because the number of graduates was greatly increasing.
- 11:38 - Began looking through a cost analysis booklet on all programs taught in all area Vo-Tech Schools in the state.
- 11:48 - Turner came into Vaught's office to explain some charges on one printing press that had repeatedly broken down. Turner showed Vaught invoices from the company, and a letter that he had written expressing their dissatisfaction with the company and the repair done on the press.
- 11:55 - Receptionist called to report that two of the legislators had arrived. Vaught asked her to send them to the dining room, and he would be right down.
- 12:00 - Lunch was served. The following were present: three representatives, Curtis Vaught, Ron Turner, and the investigator. The purpose of the luncheon was to go through the budget requests for the state's Area Vo-Tech Schools. Vaught had material prepared for each representative, and went through the budgeted requests. There was an exchange of pleasantries, discussion of the Kennedy Vo-Tech's courses, and discussion about the governor's race.

- 1:00 - Vaught met with one representative who stayed after the luncheon ended. This representative admired the centerpiece on the dining table, and Vaught introduced the representative to the floriculture instructor. She ordered a centerpiece for the Christmas holidays. Vaught went through the cost unit analysis compilation with this representative, and they also discussed the possibility of offering a program for displaced homemakers.
- 2:05 - Back to his office where there were several telephone messages waiting on him. He returned a call to the System's attorney concerning the hearing before the Board.
- 2:13 - Outgoing call to Larry Blakesley concerning additional funds for the deaf program. While talking to Blakesley he asked for another copy of the cost-effectiveness analysis of area vocational technical schools. He had given his copy to the representative that stayed until two o'clock. Vaught asked Blakesley to check on the possibility of getting \$6,000 to \$7,000 to complete the year. Blakesley promised to do what he could.

(During this call, one secretary brought in some paperwork needing Vaught's signature. She left it on his desk.)

- 2:25 - Ron Turner, Administrative Assistant over curriculum and instruction, came into Vaught's office. They discussed the luncheon with the representatives, and joked some about Vaught selling his car. While they were talking another assistant, Bill Savage, in charge of federal programs, passed the door. Vaught called him into his office and asked about a purchase order for the Experience-Based-Career-Education Program. Bill said that it was missing. He left Vaught's office for about five minutes, and returned saying, "I found it in a secretary's office."
- 2:40 - Ron and Bill left. Vaught straightened the papers on his desk, and left the school for an appointment at a nearby university. He was working on the final courses for his Doctorate in Education.

## CHAPTER VI

### CONCLUSIONS AND RECOMMENDATIONS

#### Work Characteristics

The distinguishing traits of the effort exerted by school superintendents were compared and contrasted among the different systems. Similarities and differences emerged, and these similarities and differences are the emphasis of this section.

#### Similarities

While the similarities among the six superintendents' work characteristics were present, these similarities varied in intensity and frequency. The following similarities were true for all superintendents serving the different systems.

The pace varied for all superintendents. The busiest superintendent (Urban Superintendent) had days when the pace was unhurried, and the superintendent with the least hurried pace (County Superintendent) had days that were hectic with activities. This irregular pace was true of all superintendents, regardless of how rigidly they scheduled their activities.

All superintendents had frequent interruptions during their work day. Interruptions most frequently came from either



telephone calls or persons needing an audience with the superintendent. Most personal interruptions came from staff members, and other interruptions came primarily from patrons of the system.

All superintendents scheduled work activities in advance.

While the superintendents from the larger systems tended to have more meetings and less free-time between meetings, all superintendents scheduled activities for at least six months in advance. Many scheduled activities were planned in response to outside agencies, professional meetings, requests for forms to be completed and turned in, and professional associations.

Superintendents were dependent on the services of other persons, agencies, and groups. The most obvious dependence was on staff members, especially his secretary, but superintendents also depended on patrons, other school systems, the State Department of Education, local community groups such as P.T.A. and service organizations, and other organized groups such as the state teachers' organization. These patrons, agencies, and groups were also dependent on the school system for their services. This interdependence sometimes made it necessary to have a working relationship based solely on mutual need.

Scheduled and unscheduled meetings, where three or more persons were present, occurred daily. Every superintendent had several meetings on every work day. The meetings tended to be less structured for the smaller systems, but all superintendents had unstructured conferences with staff members daily. While

most meetings were based on the need to make a decision or share a decision already made, meetings usually involved sharing personal information that was not directly related to the business under consideration.

All superintendents received more information than they disseminated. They received more telephone calls than they made, they received more mail than they sent, and they were given more information in person-to-person contacts than they gave. While this was not always so within the context of one day's activities, it was usually the case.

Every superintendent delegated authority and responsibility to subordinates within the system. This varied according to the experience of the staff members, and the leadership style of the superintendent. The superintendents from the largest systems (Urban System and State System) delegated more authority than those without a large staff. It naturally followed, the superintendents representing the smaller systems were involved in activities in which the superintendents from large systems never engaged, i.e., taking tickets at basketball games. However, all superintendents were responsible for all major decisions for which they were charged by the board, even if authority and responsibility were delegated.

#### Differences

Without explaining the cause for differences among the work characteristics of the superintendents, this study revealed

work characteristics that were unique to the superintendents of particular systems. The explanation for the differences rests with the forces acting upon the superintendents, their particular preference for certain work activity over others, their staff, the peculiar characteristics of the systems within which the superintendents worked, their personalities, and the relationships they maintained in their role as superintendent. The following differences were noted during this investigation.

The private school system superintendent, Merl Christianson, had a constant flow of activities with many interruptions. He maintained the closest contact with the teachers of the system, and was also in close contact with the students within the system, particularly the high school where his office was located. He was dependent on building principals and his personal secretary, parents of students who were very active in school activities, and he frequently met with parent association groups.

The county superintendent, David Coty, had the least hurried pace of all the superintendents. He had fewer interruptions, and fewer scheduled meetings than the other superintendents. He was an elected official, with a four year term of office, and he worked within the framework of county offices. He worked closely with the building principals, his secretary and half-time film assistant. The county superintendent was active in providing services for other systems. These services were provided on a voluntary basis for independent school systems, and were mandatory for dependent schools within the county.

The urban superintendent, Dr. Wesley Kirk, had the most hectic pace, with the most interruptions. He had the greatest number of scheduled meetings, and frequently represented the system as a figurehead. He was the most active superintendent as far as his contract with the news media, including newspapers, radio, and television. He had a large staff, and delegated a great deal of authority to his assistants. He worked from a schedule that allowed very little free time, and he was dependent on members of the executive staff and his personal secretary.

The rural superintendent, Hal Oates, had a relaxed pace with many interruptions, and he worked closely with building principals, his administrative assistant, and his personal secretary. He was the closest superintendent to community and board reaction, and was quite active in school activities. He had more unscheduled meetings than scheduled meetings, and was frequently asked to make quick decisions relating to the system. He was unable to delegate many responsibilities due to his small administrative staff, and was involved in a variety of activities.

The state superintendent, Dr. Statton, worked closely with department heads, his secretary, and superintendents throughout the state. His pace was usually hectic, and he had appointments scheduled for weeks in advance. He attended a great many scheduled meetings, and many of these involved travel. He had many more opportunities to attend meetings, particularly as a speaker, than he could attend, and he received more mail and telephone calls than any of the other superintendents. He wrote responses to letters more than any of the other superintendents.

The vocational-technical superintendent, Curtis Vaught, had a busy pace with many interruptions from his administrative assistants. He was frequently involved in meeting representatives from outside agencies, and conducted tours of the facility often. He scheduled meetings well in advance, but also had many unscheduled meetings during his work day. Vaught delegated responsibility to his assistants, and spent considerable time working with them.

Illustration 4, page 110, was devised to emphasize the major similarities and differences of the work characteristics of the school superintendents observed.

#### Work Content

Superintendents were involved in a variety of work activities, and these work activities are grouped into categories in this section. While some superintendents delegated considerable responsibility to subordinates, there were areas of responsibility common to all superintendents.

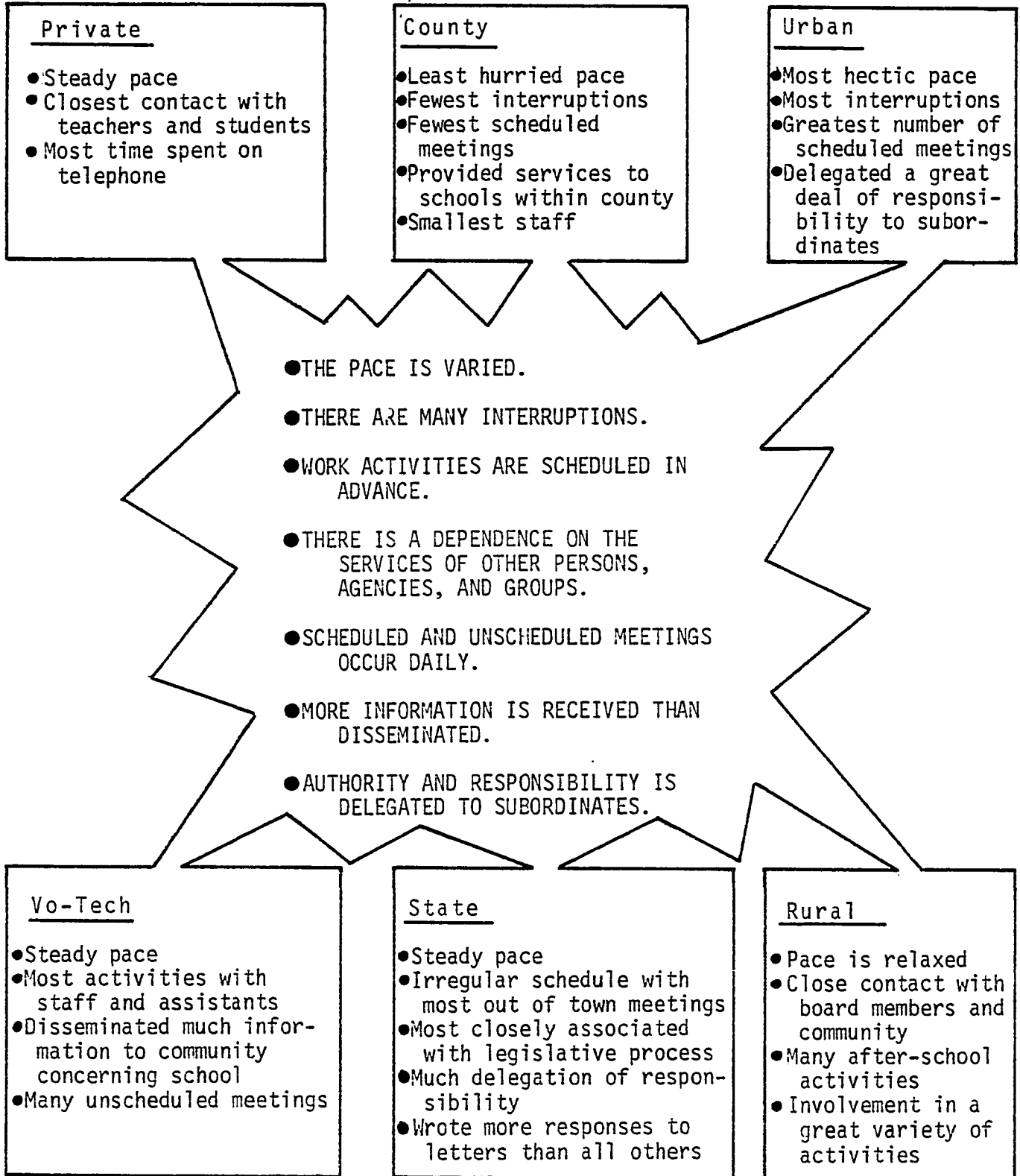
#### Similarities

The superintendents of larger systems delegated responsibilities to a greater degree than the superintendents of smaller systems. The following similarities were characteristic of all six superintendents.

All superintendents made recommendations, suggestions, and followed instructions of the school board(s) within the system. Four of the superintendents were hired by their boards and two

## ILLUSTRATION 4

### WORK CHARACTERISTICS OF SCHOOL SUPERINTENDENTS



were elected officials, but all worked with their board. Two superintendents had more than one board. The county superintendent worked with the school board of each dependent school within the county, and the private school superintendent worked with the school board and the board over the school's foundation. The work activity involved with school board business was not delegated by any of the superintendents; this activity was universally conducted by the superintendent himself.

All superintendents were responsible for approving personnel to work within the system. While some superintendents were not actively involved in hiring all employees, they all were actively involved in filling executive staff and administrative vacancies.

All superintendents were responsible for managing the system's resources. All superintendents kept abreast of the financial obligations of the system, and they were also involved in acquiring monies for the system that were provided by grants and/or donations. This involvement was not related to the size of the system; superintendents of small systems spent more time dealing directly with financial matters than those superintendents over large systems. However, the involvement in larger systems has handled by full-time staff members, and they were dealing with larger sums of money. In this study, the superintendents of larger systems were involved in managing the resources indirectly, and the superintendents of smaller systems were directly involved in this management.

All superintendents were responsible for the system operating within the framework of state statutes. The state system was most active in providing services to systems throughout the state pertaining to this responsibility, but all superintendents were actively involved in validating that the system was operating within the guidelines established by state statutes. When statutes did not speak to a particular issue, guidance was solicited from the State Department of Education and/or the Attorney General.

All superintendents were responsible for the curriculum and instruction within the system. While this responsibility required little work activity on the part of the superintendent, it was a responsibility in which he was occasionally involved. The involvement pertaining to instruction and curriculum usually was required when it was suggested that there was a deviation from acceptable expectations.

All superintendents were involved in work activities involving the care and maintenance of the system's facilities and equipment. The superintendents of smaller systems spent a great deal of time in activities related to care and maintenance, but those in larger systems spent little time dealing with these problems directly. All were involved in the purchase of new equipment, and large expenditures of the system's money, but those in smaller systems were involved in the details of these transactions.



All superintendents were involved in work activities related to training and equipping all staff members. All systems conducted in-service workshops for teachers and staff members as well as sending selected staff members to meetings held in other locations. The superintendents were involved in many of these activities, and some superintendents conducted meetings themselves.

All superintendents were involved in work activities stemming from their position as the official representative for the system. Superintendents were frequently called upon to make statements or appearances in meetings that were official and unofficial. These activities varied from speaking at civic clubs to meeting officials for lunch. The superintendents of the larger systems were more actively involved in these kinds of activities, but all were active within the limits of the system's influence. As figurehead, the superintendents were also expected to attend particular functions which varied from system to system. Activities included functions from athletic events to retirement teas, and all superintendents had many functions which were continually vying for their attention.

#### Differences

The superintendent's work content was affected by many forces that were acting upon him such as the needs of the system for which he worked, the leadership style and preferences for particular activities, the personality of the staff and their ability to interact, and expectations of the community. This

study was not designed to explain the differences in work content among the superintendents, but to describe those differences. The following differences were observed during this investigation.

The private school system superintendent, Merl Christianson, was the most active superintendent in soliciting funds for the school system. He dealt with different aspects of solicitation of funds (speaking to local church groups concerning pledging money to the school, planning fund raising activities such as banquets, talking to individuals about donations, and writing notes to individuals to acknowledge receipt of donations), and his board gave him more latitude to encumber funds than any of the other superintendents. His board gave him permission to encumber up to \$500.00 and write checks for that amount at any time, without prior approval of the board. His was the only system that had created a foundation to make it possible for the system to accept large donations, gifts, and assist in making wills, without losing their tax-free status. About one-third of Christianson's time was spent on activities dealing with the system's finances.

Christianson was one of the most active superintendents in the role of hiring new teachers, and he traveled out of state to interview prospective professional staff members. The board required that all staff members belong to the Church of Christ, and only those that were members of that denomination in good standing were considered for employment.

Another unique difference for the private school superintendent was related to his outside speaking engagements. These were predominately those related to fund raising, enrollment of new students, and as an inspirational speaker for local churches. Christianson occasionally held revival meetings in churches, and was well recognized as a speaker. He spoke to community groups that were not affiliated with the Church of Christ, but most of his speaking engagements came through local churches.

Christianson was involved in the selection of curricular materials, particularly those that were used in Bible Study and history. The Academy was the only system that required high school students to attend chapel daily, and take a course in Bible Study. Christianson usually attended chapel services, and was consulted about the materials that were studied in Bible class.

The county superintendent, David Coty, was the only superintendent that worked with several boards of education. Because there were four dependent schools in Darvin County, he worked with four boards of education instead of the usual one. This relationship was different than the relationship of other superintendents with their board in that Coty was not paid by that school system, and was considered a consultant. These boards worked more closely with their building principal than with the county superintendent.

As the official representative of the system, Coty was asked to give speeches to service organizations within the county,

and also taught a history course to adults in the community through a county agency. Coty was the only superintendent to be involved in the following work activities: received annexation petitions and called annexation elections; was responsible for the transfer of pupils from one district to another; determined the school residency of pupils; and maintained a county film library. He was a source of services for dependent and independent school systems throughout the county.

The urban superintendent, Dr. Wesley Kirk, was the most active superintendent in work activities stemming from his position as the official spokesman for the system. He had the greatest number of scheduled meetings, and his daily calendar was filled with events for weeks in advance. He had so many speaking opportunities that he had to regularly refuse invitations, and he was frequently interviewed by radio, television, and newspaper reporters.

Dr. Kirk depended heavily upon the expertise of his staff, and expected staff members to inform him of any occurrences which were of importance. Staff members frequently came to Dr. Kirk with information which they shared, because they believed he needed to be informed, but they seldom asked Dr. Kirk to solve the problems pertaining to their areas of responsibility since they were expected to manage their departments.

The rural superintendent, Hal Oates, had only one half-time administrative assistant, and Oates was personally involved

in all the work activities described earlier in this section. He maintained close contact with board members, interviewed all prospective employees, spent a great deal of his time working on financial aspects of managing the school system, and was particularly active in improving the school system's facilities through remodeling and building. Most work activities stemming from his position as the school's official representative were related to after-school activities such as athletic contests, plays, and social gatherings. He was in closer contact with staff members and patrons in the community than any of the other superintendents, and unscheduled meetings with staff members and patrons occurred several times each day. The rural superintendent was directly involved in the greatest variety of work activities with fewer staff members to accept delegated responsibilities.

The state superintendent, Dr. Statton, officially represented the state system at many events throughout the state and occasionally in other states. His visibility was high, and he was in close contact with newspaper reporters, radio and television reporters, and representatives needing assistance in research and development programs. He delegated authority to many assistants, and called upon them to share information as the need would arise. He was the most active superintendent on boards, councils, and commissions, and many of these activities were in compliance with expectations and requirements of the state board. He was more closely associated with the legislative

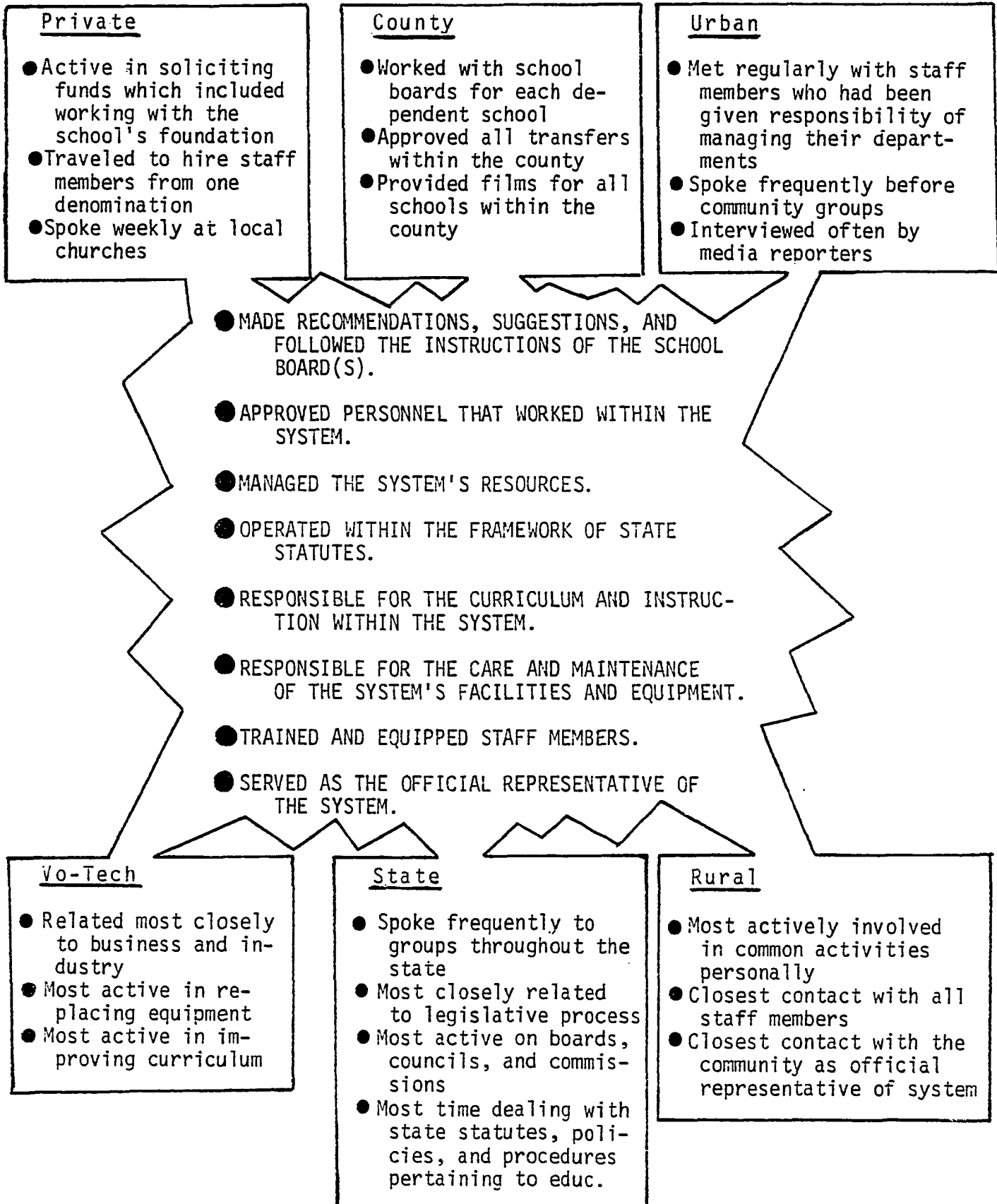
process than any of the superintendents and was frequently asked for information and assistance from legislators. The state superintendent spent more time dealing with policies, procedures, and the legalities pertaining to education than any of the superintendents. His office was primarily involved in providing services to school systems throughout the state, and these services were the basis of most work activities.

The vocational-technical superintendent, Curtis Vaught, was more involved in relating to business concerns and industry than any of the other superintendents. He closely monitored the activities of the school, and was actively involved in making decisions concerning the system. He was quite active in public relations; and spent a great deal of his time disseminating information about the system to prospective students, and others that expressed interest in the vocational-technical school. He was the most active superintendent in replacing equipment for instructors, and changing curriculum and instruction to meet the needs of the pupils and industry. While he attended many of the school's extra-curricular activities, he often asked his administrative assistants to represent the system at meetings.

The following illustration was devised to emphasize the major similarities and differences of the work content of the school superintendents observed in this investigation.

ILLUSTRATION 5

WORK CONTENT  
OF SCHOOL SUPERINTENDENTS



### Researcher's Conclusions

The emphasis of this research was on the work activity of superintendents, but during the investigation, the researcher made some discoveries that related to the role of the superintendent within their particular settings. The researcher expected there to be a greater similarity concerning the superintendent's role even though the six superintendents worked in systems that varied inherently. The differences were greater than the similarities, even though there was a general overlapping of managerial tasks such as planning, organizing, budgeting, working with personnel, and complying with state statutes related to their system. The differences that are reported in this section are those that were most salient, and were unanticipated prior to the investigation.

The Private School Superintendent, Merl Christianson, was involved in public relations and fund raising activities with local churches and individuals that were interested in contributing to the school system. This was the major thrust of his role, even though he coordinated the operation of the school through principals. The researcher was impressed with this school's fine facilities, and that the system operated without some of the problems normally anticipated in a public system. There were very few staff vacancies in the system even though staff members were paid less than they would receive in public education, and during the investigation, it was rare that a student was called to the principal's office for disciplinary reasons. It was unexpected



by the researcher that this private school system was as selective as it was in hiring new staff members, and accepting new students. Approximately one-third of the students applying for acceptance were denied admittance on the basis for their entrance examination, or their disciplinary record. The school was continually seeking new students, but at the same time they only accepted about two out of three applicants.

The County School Superintendent, David Coty, was active in providing services for the dependent schools within the county, but was virtually powerless to initiate changes in these schools. His role was almost exclusively one of providing services, and he readily admitted that he was striving to create a power base from which to influence the schools within the county. He was involved in assisting school boards and building administrators when he knew that they were engaged in activities that were outside the limits of state policy and procedure. In addition, he was in a situation where he was actively seeking information about the schools rather than the boards of education seeking advice from him. This relationship generated some stress, and the county superintendent was considered to be an adversary by at least one school board.

The Urban School Superintendent, Dr. Wesley Kirk, spent the majority of his time in scheduled meetings, and he was the spokesman for the Metro System at many of these sessions. While he was actively engaged in receiving information from his administrative assistants, he purposely chose to delegate decision-

making authority to these individuals. He was a popular speaker, occasionally playing the banjo at speaking engagements, and had so many opportunities to address audiences that he had to refuse invitations. He was constantly being contacted by radio, television, and newspaper reporters, and his role as a "public relations man" was more pronounced than it was for all other superintendents.

The Rural School Superintendent, Hal Oates, was more closely involved in decision-making which involved a large variety of matters that ranged from incidental decisions such as purchasing wax to building a new school gymnasium. The variety of activities, particularly those requiring decisions, was unique to the rural school superintendent. He was closely in contact with parents of students and patrons in the community, and was visited by residents more frequently than any of the other superintendents. Involvement in after-school activities was an important part of his role, and because the community was small, it was possible for the superintendent to personally know most of the school's patrons.

The State School Superintendent, Dr. Kermit Statton, was most active in establishing and enforcing statutes relating to education, and providing services to school systems that needed assistance from one of the state department's agencies. He was called upon to attend many functions as State Superintendent which included such activities as meetings with officials from

Washington, D.C., conferences dealing with education as it related to American Indians, and state athletic contests, where Dr. Statton was asked to present the champion's trophy. Dr. Statton had been an educator for many years, and was frequently called upon to assist acquaintances with professional problems as they related to education in general, and the state agency in particular. His advice, suggestions, and expertise were sought by many, including young teachers who were beginning a profession in education, and superintendents who had been involved in education for decades. The state agency was involved in assisting school systems, and local school superintendents, when they found themselves in need. This role was unique to the state superintendent, and with the responsibility of establishing and enforcing statutes relating to education, his system was the only one of its kind within the whole state.

The Vocational-Technical School Superintendent, Curtis Vaught, was the only superintendent that had the role of maintaining constant contact with industry, legislation, education, and the community. The school system was experiencing a surge in growth, and Vaught was concerned that the school properly train students in areas where there were job vacancies. This system was striving to begin a competency-based curriculum for all classes where students could enter at any time and exit after they had mastered the requirements for that course. Besides involvement in an innovative curriculum, Vaught was active in recruiting new students, and seeking additional funds for existing programs. His system was dependent on a continual flow

of new students, and programs were designed to attract students by providing them with skills that were needed in business and industry. This process made it necessary for the school to rapidly alter "on line" programs, and add additional programs as community needs were identified.

### Summary

The following roles were unique to the superintendents investigated in this study: the private school superintendent was involved in fund raising and public relations work with churches and contributors; the county school superintendent was active in providing services to dependent schools and attempting to create a power base to influence those schools; the urban school superintendent was involved in many scheduled meetings relating to the administration of the school system, speaking to community groups, and maintaining contact with the media; the rural school superintendent was most closely related to the "grass-roots" problems of managing the school, and was active in after-school activities; the state superintendent was predominately involved in establishing and enforcing statutes relating to education, and providing advice, suggestions, and expertise to patrons; and the vocational-technical school superintendent was involved in coordinating an exchange of information with industrial leaders, legislators, educators, and community leaders. While there were similarities of work activities for these superintendents, they had unique responsibilities which

vastly altered their roles as superintendents. The researcher had not anticipated such striking role differences among the superintendents, and these role differences certainly had a bearing on the work activities of the sample involved in this study.

### Recommendations

After conducting this investigation, the researcher makes the following recommendations:

1. That additional ethnographic studies be conducted with school superintendents, particularly as related to their work activity, to better define the patterns discussed in this study. Theory should emerge that is more clearly defined as it relates to the work activity of school superintendents, and models might be generated that better illustrate the nature of work activity.

2. That a team of researchers, trained in conducting ethnographic research, enlarge on the sample as well as spending more time with those superintendents from school systems that vary inherently. Collaboration on their results would verify and establish theories that pertain to the work activity of school superintendents.

3. That other studies using the ethnographic approach be conducted with school principals, teachers, and counselors to clarify and identify their work activities and roles.

4. That experimental research studies be devised and conducted to statistically test the validity of the results of

this investigation. Such a study could conceivably include a large number of superintendents, and focus on one aspect of work activity.

5. That an ethnographic study be conducted on superintendents' work activity, focusing attention on the cyclical nature of work activities with which a superintendent is involved during the calendar year in systems that vary.

6. That an investigation be conducted on the interrelationships that evolve within the superintendency, focusing on leadership style or communication patterns.

The results of this investigation may be utilized to enhance and improve the instruction received by school superintendents as they qualify for a standard superintendent's certificate. Prospective superintendents might benefit from this research by gaining a better understanding of the similarities and differences of the work activity of those having the title of school superintendent. Because of the role differences discovered in this study, the researcher recommends that prospective superintendents seriously consider an internship within the kind of system in which they hope to administer. Those superintendents that have completed all formal instruction may find this study to be a reaffirmation of their efforts as they strive to perform all the activities involved in superintending a system.

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