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ANALYSIS OF SOCIAL SYSTEMS.

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THE EVOLUTION OF THE PUBLIC SCHOOL SUPERINTENDENCY AS
INDICATED BY THE APPLICATION OF A PARADIGM
FOR THE ANALYSIS OF SOCIAL SYSTEMS

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THE EVOLUTION OF THE PUBLIC SCHOOL SUPERINTENDENCY AS
INDICATED BY THE APPLICATION OF A PARADIGM
FOR THE ANALYSIS OF SOCIAL SYSTEMS

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THE EVOLUTION OF THE PUBLIC SCHOOL SUPERINTENDENCY AS
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CHAPTER I

INTRODUCTION

Background and Need for the Study

The early development of the local school superintendency took place during the last half of the nineteenth century. This administrative position was a product of local forces and needs. In many instances the superintendent was assigned only limited responsibilities pertaining mostly to teachers and the instructional program while school boards clung tenaciously to the business administration of the schools. Public school administration during this period was a relatively simple and unspecialized calling. Gradually, the realization that every business operation involving the school had its educational consequences took root and spread among superintendents and board members.¹

¹American Association of School Administrators, The American School Superintendency, Thirtieth Yearbook, (Washington: American Association of School Administrators, 1952), pp. 51-4.

The first half of the twentieth century saw local boards of education delegate wide powers to executive officers. The concept was widely voiced that the board was a legislative body responsible for policy-making with the superintendent as its chief administrative officer and technical advisor. Superintendents soon began to be swamped by continually expanding operational problems. The evolution of the superintendency from a mere agent to the chief executive of the board was motivated, in part, by the complexity and magnitude of the problems that faced the schools. Success as a superintendent called for new talents as well as refinement of existing ones.² By mid-century, school superintendents were more expendable than ever before. The superintendent was beset with pressures from all sides. Board members and superintendents were sometimes assailed for incompetence or lack of patriotism, either individually or together, depending upon circumstances. The school program was attacked as being ineffective, wasteful, extravagant, "godless," or subversive. However, equally vicious were those attacks of 100 years ago. The Horace Manns and Henry Barnards had to win school support by sheer missionary zeal and convincing logic.³

²Stephen Knezevich, Administration of Public Education (New York: Harper & Brothers, 1962) p. 254.

³American Association of School Administrators, op. cit., p. 62.

The evolution of the superintendency is not complete. It will never be complete in a free and dynamic society as long as the schools remain free and decentralized. There are many theories as to how the superintendent can and should carry out his administrative duties. Today, few men in any community outrank the school superintendent in terms of prestige, knowledge, ability, or influence. Yet, for a man of such stature his job is surprisingly ill-defined. There is little question in the minds of most superintendents as to what their major function is. They must provide the best schools possible, consistent with the interests and resources of the community in which they work. But how can they best perform that job? There is, unfortunately, a great gap between what most feel they should do, and what they actually do when faced with day-to-day problems of their communities.⁴

Section 43 in School Laws of Oklahoma is the basis for the many and varied duties of school superintendents in that state:

The governing board of each school district in Oklahoma is hereby designated and shall hereafter be known as the board of education of such district. The superintendent of schools appointed and employed by such board shall be the executive officer of such board and shall perform such duties as said board directs.⁵

⁴"Is Your School Superintendent Doing His Job?," School Management, February, 1962, p. 44.

⁵School Laws of Oklahoma, (Oklahoma City: Oklahoma State Department of Education, 1963), p. 35.

More studies of the superintendency are needed, particularly in area of administrative functions. Many of the studies dealing with the functional aspects of the superintendency have been omnibus studies such as the one conducted by the American Association of School Administrators in 1950. Generally, such studies are limited in depth due to their scope. Others have treated the functional aspects of the superintendency but have been handicapped by crystallized methodology. There is need for a study that will reveal the evolutionary nature of the superintendency in order that implications for the future may be considered.

New avenues of attack are opened when one considers the public school superintendency to be a subsystem of a larger social system. One can then argue that social system theory is applicable in studying educational problems. Parsons⁶ general theory of social organization lends itself well for studying the evolution of the superintendency because administrative functions can be categorized in such a way as to make comparisons meaningful.

The importance of the problem is emphasized by the possibilities of such an investigation:

1. It may enable one to predict the nature of the superintendency in the future.

⁶Talcott Parsons, "General Theory in Sociology," Sociology Today, ed. Robert K. Merton, Leonard Broom, and Leonard S. Cottrell, Jr. (New York: Basic Books, Inc., 1959), pp. 3-38.

2. The evolution of the superintendency can be viewed from a sociological approach.

3. The location of the superintendency in Oklahoma on the evolutionary continuum can be determined.

4. It can serve as a guide for administrator-training institutions in the development of their curriculum.

5. It may enable superintendents to gain a better understanding of their role in relation to the total school system.

Statement of the Problem

It was the problem of this study to extract functions of the public school superintendency from a sample of research studies and by utilization of Parsons' paradigm of the four fundamental functional categories, determine the evolutionary nature of the superintendency. A sub-problem was to compare, by use of the paradigm, the current status of the superintendency in Oklahoma to the evolving role of the superintendent nationally.

Purpose of the Study

It was the purpose of this study to determine the changing role of the public school superintendent in order to theorize concerning its future status. Information was sought to answer the following questions:

1. Has the superintendency changed since its inception according to Parsons' four categories of fundamental

functions?

2. Has the superintendency in Oklahoma evolved to a similar position as has its national counterpart?

3. What is the role of the superintendent in relation to the total school organization?

Delimitation of the Study

The historical development of the superintendency was limited to a sample of research studies dealing with the functions of the public school superintendency. The sub-problem of the study was limited to a stratified-random sample of public school superintendents of independent school districts listed in the 1964-65 edition of the Oklahoma Education Directory.

Definition of Terms

1. "Four fundamental functional categories" in this study refers to Talcott Parsons' theory that all functions of a social system or sub-system can be classified as:

(1) pattern-maintenance or tension-reduction; in some instances referred to as "latency," (2) goal attainment, (3) adaptation, or (4) integration.

2. "Function" in this study refers to any duty or responsibility of the public school superintendent.

3. "Superintendent" in this study refers to an individual employed as the chief executive officer of a local school district.

4. "Superintendency" refers to the position or office of the chief executive in a local school district.

Method of Procedure

The approach to the problem and the sub-problem was essentially in two steps in each instance:

1. The Problem

a. The collection of data from a sample of previous studies pertaining to the functions of the superintendent.

b. The application of Parsons' paradigm to the data to determine the evolving nature of the superintendency.

2. The Sub-Problem

a. The collection of data relative to the current functions of the superintendency in Oklahoma.

b. The use of Parsons' paradigm to determine the status of the superintendency in Oklahoma in relation to the evolutionary continuum.

The main problem of the study was concerned primarily with historical research and analysis. Three studies, dealing with functions of the public school superintendency, were selected every other decade since 1890 for analysis. By selecting three studies in each period and using only those functions found in at least two of them, much of the variance between studies was eliminated. Functions of the superintendency in each of the selected studies were categorized according to Parsons' paradigm of the four

functional categories. Comparisons of the categorized functions in the various eras were made in an effort to determine the extent to which the superintendency had changed since its inception. Two major problems were encountered in applying the paradigm to the data. The first was that of determining which functions were considered to be "typical" of the public school superintendency for a given era. Studies involving functions of the superintendency varied widely in the method of approach used. There were primarily three types of studies utilized in the present investigation. These were (1) studies which presented the amount of time spent in the performance of certain tasks or duties, (2) studies which ranked duties or functions according to the amount of time spent in executing them, or according to their perceived importance, and (3) studies which merely listed or verified the functions of the superintendency. The second problem was that of integrating the many tasks, duties, or responsibilities found in the selected studies to a common degree of generality so that functions existing in the various eras could be compared. This was accomplished by use of subjective judgment. The appendixes contain the original data in order that readers may determine for themselves the validity of the functions developed from this raw data. In most instances, the judgment of the person conducting the original research was the determinant as to whether a particular function had

developed enough to be considered "typical" of the superintendency for a given era.

The normative-survey method was used to collect data for the solving of the sub-problem. Travers⁷ states that surveys are used to determine the nature of an existing state of affairs. A list of broad functions, each subsequently defined, was sent to a stratified-random sample of public school superintendents of independent school districts in Oklahoma. Superintendents were asked to check the functions that they were responsible for performing. The check list of functions was developed from current literature and also included those functions which were established from studies utilized in the main problem (Chapter IV). Data collected via the check list was categorized in the same manner described earlier.

Organization of the Study

The dissertation is organized into six chapters. The prospectus becomes the introduction, or Chapter I. Chapter II consists of a review of related studies and Chapter III is an explanation of Parsons' theory as it relates to the present study. Chapter IV is concerned with the evolution of the public school superintendency in the United States in relation to Parsons' model. Chapter V deals with the status of the superintendency in Oklahoma on

⁷Robert M. W. Travers, Introduction to Educational Research (New York: The Macmillan Co., 1958), p. 239.

the evolutionary continuum and Chapter VI presents the summary, recommendations, and conclusions.

Review of Related Research

A review of related research was made in the area of the functions of the superintendency. The review included dissertations, theses, research reports, periodicals, and other printed materials available through the University of Oklahoma library and inter-library loan. A thorough search was made of general guides which included The Education Index, Review of Educational Research, Encyclopedia of Educational Research, Readers Guide to Periodical Literature, Dissertation Abstracts, and Doctoral Dissertations Accepted by American Universities.

CHAPTER II

RELATED RESEARCH

Although research utilizing the same methodology was not discovered, there were several studies which had a direct influence upon the present investigation. These were studies which to some degree enumerated the functions, duties, or tasks of the public school superintendency at various stages of its development. The present study was entirely dependent upon the findings of these investigators in that generalized functions were developed from them. Those findings which relate to the present study can be found in Appendix A. Only those studies actually utilized in the present study were included in this chapter.

In 1923 the Department of Superintendence of the National Education Association¹ queried school superintendents on their perception of the importance of various functions deemed to be those of a superintendent of schools. Questionnaires were sent to all superintendents whose name appeared in the Educational Directory of the United States Bureau

¹Department of Superintendence, The Status of the Superintendent, First Yearbook, (Washington: The National Education Association, 1923).

of Education for the year 1920. Returns were received from 1,181 superintendents. As indicated by the study, functions of the superintendency were in the following areas:

(1) appointment of personnel, (2) management of personnel, (3) preparation of the budget, (4) pupil accounting, (5) administration of buildings and grounds, (6) curriculum planning, (7) making routine rules and regulations necessary for the operation of the system, (8) purchasing supplies, (9) determining new policies, and (10) direction and supervision in general.

In 1927, Ayer² composed a list of 759 basic unit duties of public school administrators. This list was checked as to the frequency of annual performance and the comparative value of the various duties by 50 high school principals and 140 superintendents in the states of Oregon and Washington. Later, the list was revised into 1000 duties and sent to a large number of administrators in various parts of the United States for systematic checking as to the frequency of performance between June, 1926 and June, 1927. Usable lists were obtained from 418 superintendents, 136 high school principals, 43 elementary principals, and 66 general principals. Total responses

²Fred C. Ayer, "The Duties of Public School Administrators," The American School Board Journal, LXXVIII (February, 1929), 39-41, 137, (March, 1929), 39-41, (April, 1929), 39-40, (May, 1929) 51, (June, 1929) 58, LXXIX (August, 1929) 52, (October, 1929) 112, (December, 1929) 39-40, LXXX (February, 1930) 42-44, (March, 1930) 43-44, (May, 1930) 43-44.

were reported according to the different classes of administrators involved. Ayer grouped his duties according to the following categories: (1) executive management; i.e., office routine, relations with parents, and attending church and civic activities, (2) business management; i.e., fiscal management, accounting, school plant, and purchasing, (3) pupils; i.e., census taking and attendance, promotion and progress, discipline, and keeping pupils' records, (4) general control; i.e., relations with the board of education, (5) the teaching staff, (6) special activities; i.e., working with student organizations and assemblies, (7) instruction, (8) special services; i.e., health services, library services, and guidance services, and (9) the curriculum.

Gilland³ conducted a study in 1935 at the University of Chicago to determine the development of the powers and duties of the city school superintendent. The primary sources of information were the annual reports of school systems in thirty different cities of the United States. More than 1800 annual reports were examined in gathering the necessary data and information. In addition to the annual reports, more than 200 volumes of early periodicals and yearbooks were examined. Gilland found that the following were areas of responsibility for most public school

³Thomas M. Gilland, The Origin and Development of the Power and Duties of the City-School Superintendent (Chicago: The University of Chicago Press, 1935).

superintendents when the office was first created prior to 1888; (1) relations with school boards and board committees, (2) reporting to the local board, (3) the teaching staff, (4) supervision of instruction, (5) pupil personnel, and (6) general office routine.

In 1948, Dannels⁴ conducted a study to show the development of preferred practices in the functions of the office of the city school superintendent as evidenced through recommendations in the city school survey, and to formulate findings which pertained to the superintendent's responsibilities for personnel, supervision, and business administration in the school system. City school surveys were divided into three distinct periods for the purpose of establishing an orderly means of comparison; 1913 to 1918, 1919 to 1929, and 1930 to 1945. After examination of nearly 400 surveys, 95 representative surveys were selected for further study. Recommendations were copied from the surveys on five by eight inch file cards. The cards were arranged, chronologically, according to the year in which the survey was made. From these cards, tables were made showing the frequencies and percentage of factors found in the surveys in each period. As a means of comparison, certain current publications were checked concerning view

⁴Gordon E. Dannels, "The Development of Preferred Practices in the Office of the City School Superintendent as Evidenced in City School Surveys" (unpublished Ed. D. dissertation, Department of Education, University of Pittsburgh, 1948).

points of specialists in fields emphasized in the survey recommendations. Dannels found that functions of the superintendency during the period 1919 to 1929 were in the areas of (1) school board relations, (2) personnel, (3) finance, (4) instruction, (5) purchasing, and (6) school plant administration. Two additional functions were found for the period 1930-45 in the areas of (1) public relations and (2) making routine rules and regulations.

In 1949, Fisher⁵ conducted a study to (1) discover the duties and functions of the school superintendent, (2) to determine the related activities he is called upon to perform, (3) to discover some of the practices or techniques he uses in performing his duties and functions, (4) to identify some of the characteristics of modern educational leadership, and (5) to identify some of the trends or areas of growing importance in public school administration. The study was limited to 18 selected school systems in the four-state metropolitan New York City area. The systems selected were located in cities with a population between 7,500 and 150,000 and had an annual expenditure of at least \$250 per child. The data were obtained through conferences, interviews, observations, and informal conversations with superintendents and faculty members. Fisher found that the chief duties and functions

⁵Rayburn J. Fisher, "Trends and Practices in Public School Administration" (unpublished Ed. D. dissertation, Teachers College, Columbia University, 1949).

of the superintendent were in the following areas: (1) recruitment, selection, and induction of staff members, (2) formulating the educational program for the community, (3) public relations, (4) planning and preparing for board of education meetings, (5) preparing the budget, (6) providing the physical needs to carry out the educational program, (7) providing leadership in the instructional program, (8) providing the best working conditions possible for the entire staff and pupils, (9) cooperating with and coordinating the work of other educational and welfare agencies in the community, and (10) providing for plant and grounds maintenance.

Heagerty⁶ conducted a study in 1949 to determine as accurately as possible the amount of time spent on various activities, and to obtain the opinion of superintendents as to the appropriateness of their performance of these duties. Data was obtained by the use of an information blank sent to 586 superintendents, with 276 returns or 47 percent received in a usable condition. The study was primarily concerned with the situation at that time as it actually existed. Heagerty was interested in the attitudes and activities of Missouri superintendents in the areas of (1) teacher and pupil relations, (2) board of education

⁶Frank Heagerty, "Activities and Opinions of Superintendents of Schools in Missouri" (unpublished Ed. D. dissertation, Department of Education, University of Missouri, 1950).

activities, (3) public relations, and (4) personnel administration.

In 1945, Russell⁷ developed a list of 38 functions of the superintendent of schools by synthesizing information found in the literature in the area of school administration. This list was submitted to a jury of selected experts consisting of 100 outstanding school superintendents, 60 outstanding professors of school administration, and 20 other distinguished educators. Jury members were distributed throughout the United States. The jury of 180 persons was asked to indicate the relative importance of the functions included on the listing. An identical list of functions was submitted to superintendents in all (116) Oklahoma North Central Association schools. Superintendents were also asked to indicate their judgment concerning the relative importance of each function; but in addition, they were asked to indicate the extent to which time they spent on each function was "about right", "too little," or "too much." Of the 116 superintendents included in the study, 102 or 88 percent responded. Responses from the jury of experts in school administration served as a body of authoritative opinion and a criterion against which the thinking and perceived practice of Oklahoma school

⁷Robert Reed Russell, "A Study of the Relationship Between the Importance of Administrative Functions and Time Expenditure of School Superintendents, Based on Authoritative Judgment" (unpublished Ed. D. dissertation, Department of Education, Oklahoma State University, 1954).

superintendents could be measured.

Lacey⁸ conducted a study in 1961-62 to investigate the division of functions between superintendents and school boards in selected county school districts in Florida. Functions of the school board and superintendents were compiled from literature and research and then grouped into eight categories; (1) general functions, (2) personnel functions, (3) policy-making functions, (4) instructional functions, (5) finance functions, (6) school plant functions, (7) pupil personnel functions, and (8) public relations functions. An interview checklist was designed to ascertain the practiced division of functions between school boards and superintendents in selected Florida school districts. The data for the study was obtained from separate and personal interviews of superintendents and school-board chairmen conducted in each of the selected school districts. Comparisons were made between the actual division of functions in Florida school districts, the ratings of these functions by a professional panel, and the recommended division of responsibility abstracted from authoritative literature and research.

⁸James D. Lacey, "An Analysis of the Respective Duties and Functions of Selected Florida Superintendents and School Boards" (unpublished Ed. D. dissertation, Department of Education, University of Miami, Coral Gables, 1962).

Jerry⁹ conducted a study in 1963 at Indiana University to identify the duties which demand the professional time of public school superintendents; to identify the rank order of those duties demanding the professional time of superintendents in Indiana; to identify the duties which Indiana school boards believe to be of primary importance for superintendents in effective school administration; to determine the effect of selected factors -- age, number of superintendencies held, number of years of experience as a superintendent, size of school system, number of administrative assistants, -- on the superintendents allocation of time; and to determine the relationship between the actual utilization of time and the duties considered of primary importance by the school boards. A list of 18 broad duties, each subsequently defined, was prepared after a careful review of current literature dealing with activities to be performed by public school superintendents. Data were secured by open discussion with members of the Board of Directors of the Indiana School Boards Association, from checklists indicating the degree of importance attached by members of the Board to the 18 selected duties, and from general information and couplet questionnaires completed by 163 superintendents, representing 72.4 percent of the

⁹Robert Howard Jerry, "The Duties of a Superintendent and the Allocation of Professional Time by Public School Superintendents in Indiana" (unpublished Ed. D. dissertation, School of Education, Indiana University, 1963).

superintendents listed by the Department of Public Instruction, State of Indiana, for 1962-63. Rank orders were determined for the members of the Board by tabulating point values assigned to each degree of importance on the checklists and for the total responding superintendents and for six categories of superintendents by tabulating the responses on the couplet questionnaires. Members of the Board identified (1) directing the curricular program, (2) hiring teachers, (3) working with teachers, (4) in-service staff training, and (5) public relations as the duties of primary importance for the utilization of the superintendents' time. Of great importance but with details delegated to appropriate assistants were (1) financial administration, (2) school plant administration, and (3) transportation. A comparison of the rank order preferred by members of the Board and the rank order of actual time allocated by Indiana superintendents to the 18 duties selected for study revealed the rank correlation coefficient of .8122, indicating a high degree of positive relationship, highly significant at the 1 percent level.

CHAPTER III

PARSONS' THEORY OF SOCIAL ORGANIZATION AS IT RELATES TO THE PRESENT STUDY

According to Talcott Parsons' general theory of social organization¹, there are four basic levels of organization in a social system which may be said to constitute a structural "hierarchy". These levels extend from the most highly unified at the top to the most highly differentiated and segmented levels at the bottom. At the bottom of the structure, the social system is rooted in the concrete human individual as a physical organism acting in a physical environment. This individual participates in processes of social interaction through his various roles. At the top of the system is the society as a total system such as a single political collectivity which institutionalizes an integrated system of values. Because there are often many millions of concrete individuals in society, it must be highly differentiated and segmented at the lower levels. However, if it is to have unity as a

¹Talcott Parsons, "General Theory in Sociology", Sociology Today, ed. Robert K. Merton, Leonard Broom, and Leonard S. Cottrell, Jr. (New York: Basic Books, Inc., 1959) pp. 3-16.

system it must also have a common culture, a highly generalized institutional system, and some concrete organization as a whole. The various levels may be interpreted to constitute intermediate structures which are necessary for adaptation simultaneously in terms of particularity and diversity required at the lowest level and the unity and integration required at the highest level.

The lowest level in this hierarchical structure is what is called the "primary" or "technical" level of the social system and as such produces an output of significance to the other subsystems of society and to society as a whole. Also, it is the recipient of inputs from other primary subsystems. The same is true at all levels of the social organization. The technical or primary social system cannot exist independently in a differentiated society; it must be articulated with the other units in the larger system. In these complex systems there must be institutionalized mechanisms by which the necessary exchanges of inputs and outputs are implemented and regulated. In the modern public school system there tends to be an "administration" which is not actively engaged in the technical function of teaching but in "servicing" the faculty or staff engaged in the function. This is the second level of the hierarchical structure. The school administrator "procures" the necessary resources from the external systems (input) and then supervises the utilization of these

resources in the teaching-learning process (output). The technical level could not survive long without this administrative mechanism to interact with the external environment.

There are three primary foci of the operation of such a "managerial" or "administrative" level of organization. The first concerns the mediation of relations between the technical organization and the recipients of its output; i.e., the decisions of what and how much to "produce" and on what terms it will be made available to the recipients. In the public school system this is analogous to the area of curriculum development in the decisions of what is to be taught, to whom it shall be taught, and the scope and sequence of the content involved. The second focus is that of the "procurement" of facilities necessary for performing the function such as the provision of learning materials, equipment, facilities, and personnel. In this respect the administrative level is the recipient of the outputs of other units or subsystems and not itself the producer of such outputs. However, it does exercise an input function to the technical level. The third focus is that of control and supervision of the technical or primary units of organization as well as providing service for the technical units. The teaching-learning process is the technical function of the public school system.

Two further levels of social organization are the

"institutional" and "societal" levels. In a sufficiently differentiated society, managerial units are not, typically, left uncontrolled and unsupervised. A phenomenon in our society is the institutionalization of some kind of fiduciary board (such as a school board), the members of which are given certain responsibilities for the overall operation of the institution. Typically, "managers" or "administrators" are persons employed full-time whereas directors or trustees are likely to be laymen so far as the organization itself is concerned. Such boards constitute the institutional level of organization in our society. The role of the fiduciary board is not so much to tell the executives what to do but to define the broad limits of what they may legitimately do and give them broad community support in doing it.

In modern society, the societal level of organization is thought of in political terms. Government has certain supervisory, regulative, and supportive functions relative to all the lower levels of organization in the society, in a sense analogous to that which occurs between the institutional and managerial levels. It is also the primary agency in dealing with the situation external to the society, particularly so far as this involves comparable national units.

Parsons' paradigm of the four fundamental functional categories can be applied in the analysis of society at any

of the four levels mentioned above. According to Parsons, all social systems are organized about two major axes. When these axes are dichotomized, they define four major functional problems with respect to which they differentiate. The first of the two major axes of differentiation is generally characterized between the "external" and "internal" frames of reference. The external set of functions tends to specialize with reference to the mediation of relations between the system and the situation external to it, such as school-community relations. The internal frame of reference is concerned with the maintenance of the stability of pattern of the units and of the integrative adjustments of the units to one another within the system, or in the case of this research, the school system. Generally, this axis has reference to the hierarchical dimension of social structure. When the system is threatened by external pressures, the unit which is responsible for the management of these pressures tends to have extra weight or prestige. This is analogous to the role of the public school superintendent in the management of external exigencies as they relate to his system, i.e., the public relations function. Also, for any given lower-level system in a system-subsystem hierarchy, the next higher order system is the most important part of the situation in which it must function. Since the lower order system is controlled by the higher order system, the elements which are in

closest touch with the sources of control tend to be placed higher in a scale of power, prestige, etc. Pupils tend to be controlled by teachers, teachers by administrators, administrators by school boards, and--so on up the hierarchical ladder (see Figure 1).

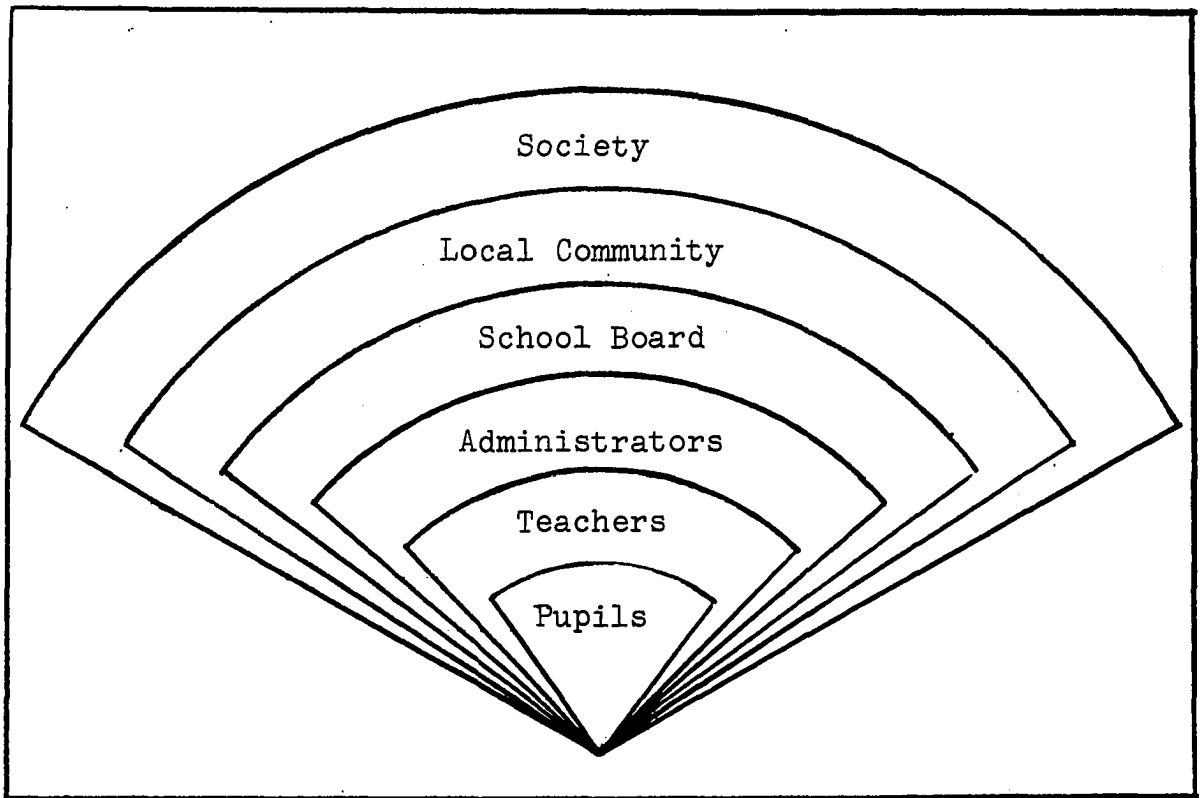


Fig. 1. -- Diagram of the units of a school system as they relate to the hierarchy of control

The second axis of differentiation may be called the "division of labor" within the system or the differentiation between "means" and "ends." Parsons calls this the "instrumental-consummatory" axis. Instrumental primacy refers to providing the means or resources for the system

as a whole relative to the external situation and the internalization of these resources in preparation for technical operations. It is analogous to the provision of "land, labor, capital, and management" in industry, that is, providing the means so that production can be initiated. In the school setting, the provision of buildings, personnel, equipment, money, etc. and the integration of these resources into the system could constitute the instrumental functions.

Accordingly, consummatory primacy refers to the consummatory interests of the system or its "output" to the larger social system. Consummatory functions involve problems related to the technical operations of the system in the production of "goods" or the attainment of the system's goals. For example, the goal of the school system is the education of pupils. Therefore, functions related directly to the teaching-learning process may be considered consummatory functions. As the system moves toward the attainment of its goals (consummatory functions), it utilizes the available resources (instrumental functions) and thus makes its contribution to the larger social system.

When the "instrumental-consummatory" axis is superimposed upon the "external-internal" axis, four main functional problems or dimensions of system structure and process can be derived. Although these dimensions may shade into each other, they must be considered as qualitatively differentiated reference categories. The functional

categories derived are (1) the external-consummatory reference which Parsons calls "goal attainment", (2) the external-instrumental reference which is called "adaptation", (3) the internal-consummatory reference which is called "integration", and (4) the internal-instrumental reference which is called "latency" or in some of Parsons' writings "pattern maintenance and tension management". The processes involving these functional categories creates what is known as an "action cycle".

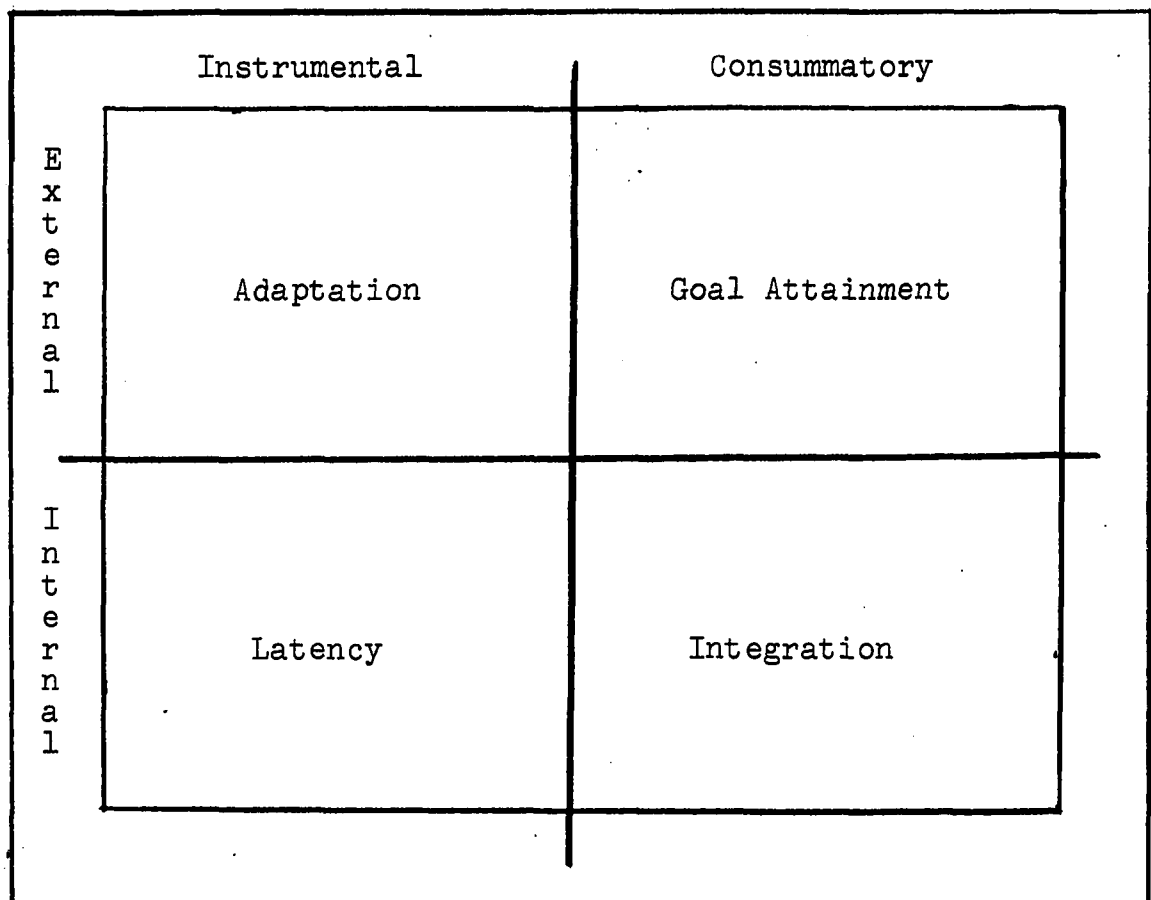


Fig. 2. -- Diagram of Parsons' model showing the four functional categories of a system

Chandler Morse² has made one of the best interpretations of Parsons' model which he refers to as the "four functional imperatives". According to Morse, "goal attainment" marks the end of any action cycle. An action cycle of a subsystem terminates when it has completed its contribution to the functioning of the larger system. A school system completes its action cycle when it contributes educated persons to society. Graduation may be considered the ultimate goal of the school system although there are intermediate goals, one being the change in behavior of pupils as they move through the school. Change toward acceptable behavior is a necessary output (or input as far as the society is concerned) because it is needed for the functioning of the larger system.

"Adaptation" is the process of mobilizing the means for (a) goal attainment, and (b) latency. The adaptive problem is that of properly perceiving and rationally manipulating the external world for the attainment of ends. The adaptive function is further defined as the providing of disposable facilities independent of any particular goal but which is necessary if the system is to continue to operate. The most important kinds of facilities involve control of physical objects, access to services of human agents, and certain cultural elements. An example of the

²Chandler Morse, "The Functional Imperatives", The Social Theories of Talcott Parsons, ed. Max Black (Englewood Cliffs, N. J.: Prentice-Hall, Inc., 1961) pp. 100-120.

adaptive function in relation to the school system could be the provision of staff, supplies, facilities, etc. which allows the school to continue to operate as a system.

"Integration" is the process of achieving and maintaining appropriate emotional and social relations (a) among those directly cooperating in the goal attainment process, and (b) in the system of action viewed as a continuing entity. The integrative problem is that of holding cooperating units in line, of creating and maintaining "solidarity" despite the emotional strains involved in the process of goal attainment and the manner of sharing the rewards of cooperation. Integration also concerns the mutual adjustments of units or subsystems from the point of view of their contributions to the effective functioning of the system as a whole. In the public school system, integration concerns the problem of coordinating the efforts of the technical staff toward the attainment of goals, the technical staff being students and teachers in this instance.

"Latency" is an interlude between successive goal-attainment processes. It is not a period of inactivity; but the activities consist of restoring, maintaining, or recreating the energies, motives, and values of cooperating units and do not explicitly advance the larger system toward its goals. The latency problem is to make certain that units have the time and facilities, within a suitable conditioning environment, to constitute or reconstitute the capacities

needed by the system. Generally, this function refers to the maintenance of the structural pattern of the system. Such functions in the public school system could be those of pupil accounting, building maintenance, preparing lesson plans etc.

Relevancy to the Current Study

In this study, the public school superintendency was analyzed within the framework of Parsons' model. The analysis viewed the superintendency in relation to its contribution as a unit to the total school system. Functions of the public school superintendency, at various stages of its development, were categorized according to Parsons' model. Theoretically, by comparing the categorized functions of the superintendency at these different stages, one should be able to determine an evolutionary trend. In a sense, this study will test the model to determine whether it is suitable for a historical type of study. If the model proves adequate, one should be able to predict the future functional status of the superintendency.

CHAPTER IV

THE EVOLUTION OF THE PUBLIC SCHOOL SUPERINTENDENCY AS INDICATED BY PARSONS' MODEL

The Superintendency Prior to 1890

The evolving role of the local school superintendent was identified with the evolution of local school boards. During the second quarter of the nineteenth century the desire of school committees or boards to be more effective in discharging their duties led them to seek complete separation from city councils. Board members tried vainly to meet their expanding responsibilities and hesitantly appointed an executive officer. Sometimes the experiment was abandoned but later they almost invariably returned to it. During the third quarter of the nineteenth century, the position of the superintendency became fairly well established. Early superintendents were technically untrained and to varying degrees they inherited from standing committees the functions pertaining to curriculum, personnel, and other educational matters. The superintendent handled the supervision of instruction while some other officer of the board took charge of the school business operations. It

is apparent that the evolution of the superintendency influenced the structure of boards of education. With the acceptance of the superintendency idea, standing committees were reduced in number and board size was diminished as functions were streamlined and responsibilities were definitely fixed.¹

Gilland's² study of 1935 was the only one used for the period prior to 1890. Gilland made an analysis of the duties and responsibilities of twenty-six superintendents at the time the office was created and the following were found to be functions of the superintendency between the years of 1837 and 1888:

- A. Supervision of instruction
- B. Working with the board of education
- C. Administration of pupil personnel

Gilland points out that responsibilities for financial administration, school plant administration, and the selection of personnel were quite limited during this period. Superintendents were expected to assist the board of education in the selection of teachers but generally boards were unwilling to permit the privilege of determining eligibility for teaching to be removed from their jurisdiction.³

¹American Association of School Administrators, op. cit., pp. 53-6.

²Gilland, op. cit.

³Gilland, op. cit., pp. 53-6.

By categorizing functions of the superintendency according to Parsons' model, it was found that the public school superintendency during this formative period was largely concerned with "latency" or "pattern-maintenance" functions. "Supervision of instruction", in relation to the model, was classified as "integration" because the superintendent was actually involved in supervising the teaching-learning process. "Working with the board of education" was classified as "latency" since a majority of the tasks involved were in this category. The primary role of the superintendent in relation to securing personnel was largely advisory. Later in the development of the superintendency "selection of personnel" becomes "adaptive" in that the superintendent was responsible for the selection of all personnel. "Administration of pupil personnel" was classified as "latency" due to the nature of the duties involved.

The Superintendency During the Early 1900's

Due to the dearth of objective studies during this period, the primary sources of data were the observations of school administrators and educational writers. It is emphasized that data in this portion of the chapter differs from the remainder in that functions herein were based upon subjective observations of persons during this period rather than objective investigations. It was decided that if a function was mentioned in three out of the five sources used,

ADAPTATION	GOAL ATTAINMENT
LATENCY B. Working with the board of education C. Administration of pupil personnel	INTEGRATION A. Supervision of instruction

PLATE I. DIAGRAM OF PARSONS' MODEL SHOWING THE CATEGORIZED FUNCTIONS OF THE SUPERINTENDENCY PRIOR TO 1890

it would be considered a function of the superintendency during this period of time. Data was utilized from the 1902⁴ and 1903⁵ editions of Proceedings of the National Education Association, the October, 1908⁶ publication of the American School Board Journal, and the writings of Seeley⁷ in 1903 and of Gilbert⁸ in 1906. The following are functions extracted from these writings during the 1900's. Numerals in parentheses following each function indicates the number of sources in which it was mentioned out of the possible five.

- A. Supervision of instruction (4)
- B. Working with the board of education (4)
- C. (Administration of pupil personnel was not emphasized in the literature)
- D. Selection of teachers (5)
- E. Curriculum development (3)
- F. Management of teaching personnel (3)

⁴National Education Association, Proceedings of the Forty-first Annual Meeting (Madison, Wisconsin, 1902), pp. 230-39.

⁵A. B. Blodgett, "The Most Effective Use of the Superintendent's Time," Proceedings of the Forty-second Annual Meeting of the National Education Association (Madison, Wisconsin, 1903), pp. 224-27.

⁶"The School Superintendent," American School Board Journal, XXXVII (October, 1908), p. 17.

⁷Levi Seeley, A New School Management (New York: Hinds & Noble, Publishers, 1903), pp. 261-78.

⁸Charles B. Gilbert, The School and Its Life (New York: Silver Burdett & Co., 1906), pp. 146-89.

G. Public relations (3)

The most noticeable change in the role of the superintendent compared to that at the time of its inception was the emergence of two "adaptive" functions -- those of "public relations" and "selection of teaching personnel." However, it is reasonable to assume that "public relations" was in the embryonic stage of development. Dannels⁹ reported that the public relations function had not fully developed as late as 1929. The public relations role of the superintendent in the early 1900's was primarily limited to relations with parents of students. The superintendent's responsibility for hiring personnel was limited to teachers only. The hiring of non-teaching personnel seemed to be a political football tossed about by members of the board of education. Practices in hiring these employees varied greatly as late as 1950. The function of "curriculum development" was limited primarily to preparing courses of study. School boards were reluctant to allow superintendents the authority to determine the scope of the curriculum. This function could be classified somewhere between "latency" and "adaptation" but it was classified as latency since most of the tasks involved would be considered "latent". Although the professional literature of this period did not emphasize many tasks which could be considered "administration of pupil personnel", it is

⁹Dannels, op. cit., p. 32.

ADAPTATION D. Selection of teachers G. Public relations*	GOAL ATTAINMENT
LATENCY B. Working with the board of education E. Curriculum development* F. Management of teaching personnel	INTEGRATION A. Supervision of instruction

PLATE II. DIAGRAM OF PARSONS' MODEL SHOWING CATEGORIZED FUNCTIONS OF THE SUPERINTENDENCY DURING THE EARLY 1900'S (* indicates those functions not fully developed at this time)

logical to assume that the function did exist since it was present prior to 1890 and was still in existence in the 1920's. Generally, the superintendency made little progress since its inception.

The 1920's; The Expanding Role of the Superintendent

The first quarter of the twentieth century brought enlarging concepts of education's function. It saw boards of education generally delegate wide powers to executive officers, challenge the necessity for standing committees, and often eliminate them entirely. The first quarter century also brought the vogue of the school survey; the beginnings of educational research; and widespread criticism of school programs from liberals, conservatives, internationalists, and isolationists. It saw the emergence of the Department of Superintendence of the National Education Association as the leading organization in stressing competent administrative service. Central staffs in cities were expanded to provide expert leadership for the numerous technical services provided by the schools. In smaller school systems superintendents were freed from some of their teaching duties. Techniques of administration and supervision were studied and developed. The large city-school systems were centralized under a competent administrator and business functions were delegated to an associate

or assistant superintendent.¹⁰

Three studies were utilized in determining functions of the superintendency during the 1920's. These studies, which were conducted by the Department of Superintendence¹¹ in 1923, Fred C. Ayer¹² in 1927, and Gordon Dannels¹³ in 1948, were all similar to Gilland's in that they utilized a nation-wide population. Ayer's study which listed 1000 duties of the superintendent was used for the development of 13 generalized functions for the purposes of the present study. Those duties which were mentioned by at least 50% of the responding superintendents as being duties of their office were the only ones considered. Nine of the 13 functions from Ayer's study were verified by the development of functions from the 1923 Department of Superintendence study, and eight were supported by the development of functions from the study of Dannels. Ayer's study was much broader in scope and this could account for the additional functions.

The following functions were found to be those of superintendents for the 1920's. Numerals in parentheses following each function indicates the number of studies

¹⁰American Association of School Administrators, op. cit., pp. 56-7.

¹¹Department of Superintendence, op. cit.

¹²Ayer, op. cit.

¹³Dannels, op. cit.

the function was mentioned in out of the three possible sources.

- A. Supervision of instruction (3)
- B. Working with the board of education (3)
- C. Administration of pupil personnel (2)
- D. Selection of personnel (3)
- E. Curriculum development (3)
- F. Management of personnel (3)
- G. Public relations (1)
- H. Financial administration (3)
- I. Purchasing (3)
- J. Making routine rules and regulations (2)
- K. Administration of school plant (2)
- L. Attending professional meetings (1)
- M. Reporting to external agencies (1)

One can readily see that the role of the superintendent of schools had greatly expanded by this period and the office had taken on a distinctive form. In relation to the total school system, the role of the superintendent was one of primarily performing the "instrumental" functions of the organization. "Supervision of instruction" was still categorized as "integration" but there was evidence that it was "drifting" toward the instrumental division. This function throughout the study was the most difficult to categorize because tasks involved were found in both "latency" and "integration". At this point the function

ADAPTATION D. Selection of personnel I. Purchasing	GOAL ATTAINMENT
LATENCY B. Working with the board of education C. Administration of pupil personnel E. Curriculum development F. Management of personnel H. Financial administration J. Making routine rules and regulations K. Administration of school plant	INTEGRATION A. Supervision of instruction

PLATE III. DIAGRAM OF PARSONS' MODEL SHOWING CATEGORIZED FUNCTIONS OF THE SUPERINTENDENCY DURING THE 1920'S (functions listed were found in two out of the three possible sources utilized)

remained in the "integrative" category because a slight majority of the tasks were classified accordingly. It was further apparent that the superintendency had not only taken on additional "pattern-maintenance" functions but some "adaptive" functions also appeared to be evolving. Ayer's study included the functions of "reporting to external agencies" and "attending professional meetings" which had not been mentioned in previous periods. Additional pattern-maintenance functions included "financial administration", "making routine rules and regulation," and "administration of the school plant." "Curriculum development" had fully developed by this period and was categorized as "latency" although the stimulus which brings about curriculum change is usually external to the system.

The School Superintendency During the 1940's

The second quarter of the twentieth century, marked by boom, depression, flaming world conflict, and tensions of a cold war, saw education recognized by civic, military, and religious leaders as being indispensable to the nation's strength and security. Milestones were the establishment of the Educational Policies Commission, dramatic membership gains by the National Congress of Parents and Teachers, the establishment of the National School Boards Association, and the formation of the National Citizens Commission for the Public Schools. During this era education took an increasingly prominent place in every community. Newspapers

discovered that the schools were "news". Community service agencies and axe-grinding groups both learned that here was an agency reaching more families than any other. Generally, city governments had opposed independence for school boards and wished to keep them dependent. But under the necessity of relieving their own budgets they began to favor separation of schools from city government. The trend continued toward unified administrative control with the superintendent as the chief executive of the school board. Public relations for schools evolved from "selling" the school program to the high level of cooperative planning with community leaders and organizations. The superintendent's dawning consciousness of his own relationship and that of the schools to a dynamic free society in which conflicting pressures are an inevitable part was one of the most significant professional developments during the second quarter century. The superintendent became more than a manager -- he became a community superintendent, serving along with other agencies of idealistic purpose, public and private.¹⁴

Three studies were utilized in determining functions of the superintendency during the 1940's. These studies were those conducted by Dannels¹⁵ in 1948, Fisher¹⁶ in 1949, and

¹⁴American Association of School Administrators, *op. cit.*, pp. 57-60.

¹⁵Dannels, *op. cit.*

¹⁶Fisher, *op. cit.*

Heagerty¹⁷ in 1950. Dannels utilized school surveys done in cities throughout the United States, whereas Fisher and Heagerty conducted localized studies in the New York City area and in Missouri. The following were found to be functions of the superintendency during the 1940's.

Numerals in parentheses following each function indicates the number of sources in which it was found out of the three possible.

- A. Supervision of instruction (3)
- B. Working with the board of education (3)
- C. Administration of pupil personnel (2)
- D. Selection of personnel (3)
- E. Curriculum development (3)
- F. Management of personnel (3)
- G. Public relations (3)
- H. Financial administration (3)
- I. Purchasing (3)
- J. Making routine rules and regulations (1)
- K. Administration of the school plant (3)
- L. Attending professional meetings (1)
- M. Reporting to external agencies (1)
- N. Maintaining staff morale (1)
- O. Administration of the transportation program (1)

The data utilized for this period indicates ten fully developed functions, or at least functions that were

¹⁷Heagerty, op. cit.

ADAPTATION D. Selection of personnel G. Public relations I. Purchasing	GOAL ATTAINMENT
LATENCY A. Supervision of instruction B. Working with the board of education C. Administration of pupil personnel E. Curriculum development F. Management of personnel H. Financial administration K. Administration of school plant	INTEGRATION

PLATE IV. DIAGRAM OF PARSONS' MODEL SHOWING THE CATEGORIZED FUNCTIONS OF THE SUPERINTENDENCY DURING THE 1940'S (functions listed were found in two of the three sources utilized)

found in two of the three selected studies. During the 1920's, the same number was found but the function "public relations" replaced "making routine rules and regulations" in this period. Although Ayer reported the public relations function existing to some degree in 1927, it had not fully developed prior to the 1940's. Functions mentioned for the first time in any study thus far were "maintaining staff morale" and "administration of the transportation program." Heagerty says that "administration of pupil personnel" decreases as an important function of the superintendency as the size of the school system increases.¹⁸ This could account for the few duties connected with pupil personnel during this period. Heagerty also found that the superintendent's responsibility for the school lunch program was insignificant at this point.¹⁹ This study was the first to mention either transportation or the school lunch program. "Supervision of instruction" during this period was composed primarily of "latency" or "pattern-maintenance" tasks. This function had been drifting toward the "instrumental" column for some time and in the 1920's the function could be categorized either as "latency" or "integration." This was significant in that all organizational functions of the superintendency were now found in the "instrumental" division of Parsons' model. It should be stressed that the

¹⁸Heagerty, op. cit., p. 45.

¹⁹Heagerty, op. cit., p. 109.

superintendent could have "consummatory" functions if the administrative level of the organization is treated as a separate system. This study was only concerned with functions of the superintendency in relation to the total school system.

The Public School Superintendency Today

Today, the public school superintendency is one of the most difficult positions conceivable due to its role expectations. The board of education looks to the superintendent as its chief executive and as its adviser and leader. The teaching staff also expects the superintendent to reflect their point of view in his work with the board. Various groups of citizens have widely varying views regarding education and they expect the superintendent to represent their respective views. He also must keep the children and youth of the community in mind and decide what would be in their interest. It should be noted that in an organization such as a school system, the point of view of the chief executive is one of great influence.²⁰ On the surface it would appear that the school superintendency is an impossible position. But if the superintendent recognizes the local school system to be a subsystem of a much larger system, the primary task becomes one of making the greatest

²⁰Edgar L. Morphet, Roe L. Johns, and Theodore L. Reller, Educational Administration (Englewood Cliffs, N. J.: Prentice-Hall, Inc., 1959), pp. 249-51.

contribution (output) to the larger system (society). Acceptance by the superintendent of the fact that other individuals and organizations are equally interested and desirous of serving youth and society may prove helpful. His role then becomes one of integrating the school system into the system-subsystem complex of society.

Two studies were used in establishing functions of the public school superintendency for the 1960's. Lacey's²¹ study dealt with functions of the school superintendency in randomly selected districts in Florida while Jerry²² was interested in duties of public school superintendents in Indiana. Following is a list of functions of today's superintendency along with the number of sources in which it was found.

- A. Supervision of instruction (2)
- B. Working with the board of education (2)
- C. Administration of pupil personnel (2)
- D. Selection of personnel (2)
- E. Curriculum development (2)
- F. Management of personnel (2)
- G. Public relations (2)
- H. Financial administration (2)
- I. Purchasing (2)
- J. Making routine rules and regulations (1)

²¹Lacey, op. cit.

²²Jerry, op. cit.

ADAPTATION D. Selection of personnel G. Public relations I. Purchasing	GOAL ATTAINMENT
LATENCY A. Supervision of instruction B. Working with the board of education C. Administration of pupil personnel E. Curriculum development F. Management of personnel H. Financial administration K. Administration of the school plant	INTEGRATION

PLATE V. DIAGRAM OF PARSONS' MODEL SHOWING THE CATEGORIZED FUNCTIONS OF THE SUPERINTENDENCY FOR THE EARLY 1960'S (The functions listed were those found in both studies utilized)

- K. Administration of school plant (2)
- L. Attending professional meetings (1)
- M. Reporting to external agencies (1)
- N. (Maintaining staff morale was not mentioned)
- O. (Administration of transportation was not included as a function)
- P. Directing the school lunch program (1)

Jerry did not specifically mention "purchasing" in his list of functions although the function appeared to be pretty well established by the 1940's. However, "selection of textbooks" was included and this is a form of purchasing. Duties involving pupil personnel were somewhat vague and were categorized according to the nature of similar functions which were found in Lacey's study. "Administration of transportation" in Jerry's study, should be delegated to someone other than the superintendent. This was the opinion of school board members that Jerry interviewed. The superintendency, according to the consensus of both studies, was now accountable for ten functions. This was the same number as was found for the 1940 period. It should be stressed that since both studies were conducted in the early 1960's, PLATE V is not necessarily a true picture of the superintendency for the entire decade. Also, since the choice of studies was limited for the present period and neither included a nationwide population, the reader should be wary in drawing conclusions from PLATE V.

TABLE 1

TIME CHART SHOWING THE FUNCTIONAL DEVELOPMENT OF THE SUPERINTENDENCY

Function	Periods of Time									
	Prior to 1890	Early 1900's	1920's	1940's	1960's*					
1. Supervision of instruction	X X X X X X X X X X	X X X X X X X X X X	X X X X X X X X X X	X X X X X X X X X X	X X X X X X X X X X					
2. Working with the board	X X X X X X X X X X	X X X X X X X X X X	X X X X X X X X X X	X X X X X X X X X X	X X X X X X X X X X					
3. Administration of pupil personnel	X X X X X X X X X X	X X X X X X X X X X	X X X X X X X X X X	X X X X X X X X X X	X X X X X X X X X X					
4. Selection of teachers		X X X X X								
5. Management of teachers		X X X X X								
6. Selection of personnel			X X X X X X X X X X	X X X X X X X X X X	X X X X X X X X X X					
7. Management of personnel			X X X X X X X X X X	X X X X X X X X X X	X X X X X X X X X X					
8. Curriculum development			X X X X X X X X X X	X X X X X X X X X X	X X X X X X X X X X					
9. Financial administration			X X X X X X X X X X	X X X X X X X X X X	X X X X X X X X X X					
10. Purchasing			X X X X X X X X X X	X X X X X X X X X X	X X X X X X X X X X					
11. Making routine rules and regulations			X X X X X X X X X X	X X X X X X X X X X	X X X X X X X X X X					
12. Administration of school plant			X X X X X X X X X X	X X X X X X X X X X	X X X X X X X X X X					
13. Public relations		x x x x x	x x x x x X X X X X X X X	X X X X X X X X X X	X X X X X X X X X X					
14. Attending professional meetings			x x x x x x x x X X X X X	X X X X X X X X X X	X X X X X X X X X X					
15. Reporting to external agencies			x x x x x x x x X X X X X	X X X X X X X X X X	X X X X X X X X X X					

*includes present study

x x x function not fully developed at this time

X X X indicates fully developed function

However, in the following chapter (Chapter V) of this study, functions of the superintendency as perceived by Oklahoma superintendents were included for this period and this greatly strengthened this portion of the study.

Summary

The public school superintendency has evolved from a mere officer of the board of education to the most demanding position today. Since its inception prior to 1890, the position made its most rapid development during the first quarter of this century. Since that time the position has expanded primarily in the addition of "latency" functions. In relation to Parsons' model, the superintendency is essentially the same functional position that it was in the late 1940's. In the early stages of its development, the superintendency assumed the "instrumental" functions of the school system and it has remained so ever since that time. Although the superintendent of schools does perform some important "adaptation" functions for the system, the majority of his duties are in the area of "latency" or "pattern-maintenance."

CHAPTER V

FUNCTIONS OF THE OKLAHOMA PUBLIC SCHOOL SUPERINTENDENCY COMPARED TO THOSE FOUND IN OTHER STATES

Check lists composed of 18 items were sent to a stratified-random sample of 244 school superintendents in Oklahoma who were asked to simply check "yes" or "no" as to whether a function was a responsibility of their office. The sample constituted 50% of the 486 superintendents of independent school districts listed in the 1964-65 Oklahoma Education Directory. Superintendents were divided into four strata according to the number of teachers employed by each school district. Group I was composed of superintendents whose districts employed less than 25 teachers, Group II was composed of superintendents whose districts employed 25 to 49 teachers, Group III was composed of superintendents whose districts employed 50 to 99 teachers, and Group IV was composed of superintendents whose districts employed 100 teachers or more. The chi square test was applied to the first 80 per cent of the returns from each stratum in order to determine the representativeness of

this number in relation to the total sample.¹ It was found that the 80 per cent return was representative at the .03 level of confidence and any additional returns should not significantly alter the findings.

TABLE 2
NUMBER OF SUPERINTENDENTS RESPONDING IN EACH CATEGORY

	Population	Sample Size	Number Responding	Per Cent of Sample
Group I	327	164	131	80
Group II	94	47	38	80
Group III	37	19	15	80
Group IV	28	14	11	80
Totals	486	244	195	80

The data was compiled in a manner to show the number and per cent of superintendents in each stratum responding "yes" or "no" to each item of the check list as well as the overall responses of superintendents in general. Although "superintendents in general" accepted all of the check list items by a large majority as being functions of the superintendency, this was not true of the majority of superintendents within each stratum or group. The size of

¹Francis R. Cella, Sampling Statistics in Business and Economics (Norman, Oklahoma: Bureau of Business Research, University of Oklahoma, 1950) p. 223.

the school system was the dominant factor when a particular function was rejected. This was indicative that many of the functions previously assigned to superintendents in the larger school systems have been delegated to others within the system. The larger a school system becomes, the fewer the functions for which the superintendent is directly responsible.

The following were items on the check list which a majority of superintendents in all groups accepted as being functions of the superintendency in Oklahoma. Capital letters preceding each function indicates its check list identity.

- A. Supervision of instruction
- B. Working with the board of education
- D. Selection of personnel
- E. Curriculum development
- F. Management of personnel
- G. Public relations
- H. Financial administration
- I. Purchasing
- J. Making routine rules and regulations
- K. Administration of school plant
- L. Attending professional meetings
- M. Reporting to external agencies
- N. Maintaining good staff morale
- Q. Administration of special services

Although a majority of superintendents in each group indicated these to be functions of the superintendency as they perceived it, only 54.5 per cent of Group IV indicated that "purchasing" was a function. This compared quite differently to "superintendents in general" who gave an affirmative response of 95.5 per cent. "Administration of special services" received an over-all affirmative response of 78.5 per cent, but again Group IV only gave it a 54.5 favorable response. All of the above listed functions received better than 90% affirmative response over-all except "administration of special services."

Items on the check list which the majority of superintendents in all groups did not accept as functions were:

- C. Administration of pupil personnel
- O. Administration of transportation
- P. Administration of the school lunch program
- R. Supervision of activity programs

Although 72.8 per cent of all superintendents accepted "administration of pupil personnel" as a function of the Oklahoma superintendency, Groups III and IV did not. They only gave the function a 40 to 45.5 per cent affirmative response respectively. This concurs with other studies that this function varies in accordance with the size of the school system. The function received its strongest support from Group I (82.4%) which was composed of the

smaller school districts. Group IV gave "administration of transportation" a 45.5 per cent affirmative response compared to an over-all favorable response of 94.3 per cent.

However, this function received strong support from the three other groups. "Administration of the school lunch program" received the smallest over-all positive support with 72.3 per cent. This function progressively lost support as the size of the school district increased.

Group I responded favorably 80.1 per cent of the time, Group II 65.8 per cent, Group III 46.7 per cent, and Group IV only 36.4 per cent. "Supervision of activity programs" received an over-all affirmative response of 76.4 per cent, but Groups III and IV rejected the function with a "yes" response of only 46.7 and 36.4 per cents respectively. In order not to detract from the original intent of the study, the remainder of the statistical data can be found in Appendix C.

There was a great deal of similarity between the findings of the present survey and Russell's² list of functions which was compiled from current literature in 1954. Since Russell had Oklahoma superintendents to rank the functions according to importance in consideration of the amount of time spent in their performance, it was somewhat difficult to compare his findings with the present study systematically. However, upon close examination it

²Russell, op. cit.

appears that Russell's list of 38 functions, which was converted to 16 for the purpose of the present study, contained practically the same functions as the present check list. Since the size of the school district was not considered in Russell's study, comparison with the present study was made with the responses of superintendents in general which disregards school size. The following were functions found in Russell's study.

1. Administration of pupil personnel
2. Financial administration
3. Administration of school plant
4. Selection of personnel
5. Curriculum development
6. Working with the board of education
7. Attending professional meetings
8. Reporting to external agencies
9. Purchasing
10. Management of personnel
11. Public relations
12. Supervision of instruction
13. Administration of transportation
14. Maintaining good staff morale
15. Administration of the school lunch program
16. Administration of special services

One interesting observation was noted in that the functions which ranked low in Russell's study also received

fewer affirmative responses in the present study. The only two functions included in the present study which were not found in Russell's were "supervision of activity programs" and "making routine rules and regulations". But these two functions could be included within the bounds of Russell's other functions. Therefore, it is reasonable to assume that there is a great deal of correlation between the functions of the two studies although statistical analysis was not attempted. This is mentioned to support the validity of the functions submitted to Oklahoma superintendents in the present study. This would also suggest that functions of the superintendency have changed little in Oklahoma since Russell conducted his study in 1954. However, with the advent of the American Federation of Teachers in Oklahoma and the increased militancy of the Oklahoma Education Association, some functions of the superintendency could change rapidly.

In categorizing the functions of Oklahoma superintendents according to Parsons' model, it was found that there are five "adaptive" functions and nine "latency" functions common to the majority of responding superintendents in all groups studied. "Administration of pupil personnel" was mentioned as a function by both Jerry³ and Lacey⁴ but it was not found to be a function of the

³Jerry, op. cit.

⁴Lacey, op. cit.

ADAPTATION D. Selection of personnel* G. Public relations* I. Purchasing* L. Attending professional meetings M. Reporting to external agencies	GOAL ATTAINMENT
LATENCY A. Supervision of instruction* B. Working with the board of education* E. Curriculum development* F. Management of personnel* H. Financial administration* J. Making routine rules and regulations K. Administration of the school plant* N. Maintaining good staff morale Q. Administration of special services	INTEGRATION

PLATE VI. DIAGRAM OF PARSONS' MODEL SHOWING THE CATEGORIZED FUNCTIONS OF THE SUPERINTENDENCY IN OKLAHOMA TODAY AS FOUND IN ALL GROUPS STUDIES (* indicates those functions found in the consensus of the two studies utilized for the 1960 period in Chapter V)

superintendency in the two larger groups of superintendents studied in Oklahoma. "Attending professional meetings", "reporting to external agencies", "maintaining good staff morale" and "administration of special services" were not included in the concensus of the two studies (Jerry and Lacey) utilized for the early 1960 period on the national level. However, by adding the functions that existed in all groups of the present study to those in the studies of Jerry and Lacey and then taking a majority opinion (functions found in two of the three studies), quite a different picture was found. As a result, it was determined that the following are functions of most public school superintendents. Numerals in parentheses following each function indicates the number of studies in which it was found in the three that were possible.

- A. Supervision of instruction (3)
- B. Working with the board of education (3)
- C. Administration of pupil personnel (2)
- D. Selection of personnel (3)
- E. Curriculum development (3)
- F. Management of personnel (3)
- G. Public relations (3)
- H. Financial administration (3)
- I. Purchasing (3)
- J. Making routine rules and regulations (2)
- K. Administration of school plant (3)

ADAPTATION D. Selection of personnel* G. Public relations* I. Purchasing* L. Attending professional meetings* M. Reporting to external agencies*	GOAL ATTAINMENT
LATENCY A. Supervision of instruction* B. Working with the board of education* C. Administration of pupil personnel E. Curriculum development* F. Management of personnel* H. Financial administration* J. Making routine rules and regulations* K. Administration of school plant*	INTEGRATION

PLATE VII. DIAGRAM OF PARSONS' MODEL SHOWING FUNCTIONS OF THE SUPERINTENDENCY WHICH ARE COMMON TO THE OFFICE NATIONALLY (* indicates functions found to be those also of all groups of Oklahoma superintendents)

L. Attending professional meetings (2)

M. Reporting to external agencies (2)

The following were not found in at least two studies:

N. Maintaining good staff morale (1)

O. Administration of transportation (1)

P. Administration of the school lunch program (none)

Q. Administration of special services (1)

R. Supervision of activity programs (none)

By categorizing the functions that two of the three studies utilized supported, it was found that there were only three functions in which there was discrepancy. "Administration of pupil personnel" was not common to all four groups of Oklahoma superintendents. "Maintaining good staff morale" and "administration of special services" was common to all groups of Oklahoma superintendents but they were not in accordance with the two out-of-state studies. On the basis of the evidence examined, it was found that the superintendency in Oklahoma is about the same functionally as it is in other states. Administrative functions found in Oklahoma superintendencies will exist to about the same degree as in similar size school districts in other states. The functions which are categorized according to Parsons' model in PLATE VII are those which are common to the public school superintendency in most states, or at least in the sample utilized for this study.

Two functions were found for the early 1960's which had not been considered well-developed functions in earlier periods. These were "attending professional meetings" and "reporting to external agencies." On the basis of this evidence the superintendency may be drifting toward a more "adaptive" role. As school districts become larger in size the number of "latency" functions of the superintendent may decrease.

Summary

The public school superintendency in Oklahoma is about the same functionally as it is in similar size school districts of other states. By including the functions of Oklahoma superintendents with those of two other studies conducted in the early 1960's, the functional status of today's superintendency was stabilized due to the wider base of the sample. Two new adaptive functions emerged for the 1960's, "attending professional meetings" and "reporting to external agencies." The number of functions for which a superintendent is responsible will vary in proportion to the size of the school district.

CHAPTER VI

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

Summary

Functions of the public school superintendency were extracted from a sample of research studies periodically since its inception. These functions were reduced to a common degree of generality and categorized according to Talcott Parsons' theoretical model of social organization. The purpose was to determine the changing role of the public school superintendency nationally in relation to the model. A sub-problem of the study was to determine the functional status of the superintendency in Oklahoma compared to that of other states. Data for the sub-problem were obtained by means of a check list of functions which was sent to a stratified-random sample of Oklahoma superintendents of independent school districts. A comparison of the functions of superintendents in Oklahoma was made with those of superintendents in other states by using the theoretical model.

Findings

1. From its inception the public school

superintendent has primarily been responsible for performing the "instrumental" functions of the organization.

2. Superintendents prior to 1890 were responsible for performing only "internal" functions for the school system.

3. Prior to 1930 "supervision of instruction" was primarily an "integrative" function but has gradually become a "latency" function since that time.

4. The public school superintendency made its most rapid development between the years of 1910 to 1930.

5. In recent years the superintendency not only has become more "instrumental" but also more "adaptive".

6. The superintendency in Oklahoma has developed to about the same functional level as it has in other states.

7. School size is a determinant in the number of functions for which the superintendent is directly responsible. The larger the school system -- the fewer functions the superintendent performs.

Conclusions

In the Thirty-Eighth Yearbook of the American Association of School Administrators¹ the changing nature of school administration is discussed.

¹American Association of School Administrators, Professional Administrators for America's Schools, Thirty-Eighth Yearbook, (Washington: American Association of School Administrators, 1960), pp. 118-19.

School administrators find themselves in a climate of changing expectations as far as their professional colleagues are concerned. In an earlier era the top administrator was inclined to be accepted as the sole decision-maker. Today teachers, principals, and central office staff members expect to have increasingly important shares in molding the decisions that affect them. The top administrator finds that he needs to rely more and more on their technical knowledge and skill. It is presumed that school administrators will use a fair proportion of their time in planning and consulting with staff groups. The administrator of today is expected to exercise his roles in the interest of instruction itself as well as business affairs, with instruction receiving top priority.

Administrative status and position have changed in character as central staff, teachers, and principals have gradually come into their own as spokesmen for themselves in matters of salary and welfare. It is not uncommon today for a teacher's salary committee to become the bargaining agent that deals directly with the board of education in setting salaries instead of depending upon administrative recommendation.

Moreover, expectations of school administrators are being remodeled as wider responsibilities are assigned to the schools. The school administrator today is expected to take a larger part in the total community-wide program of education. The scope of the public school enterprise now extends beyond the range of kindergarten to grade twelve. More and more the public school administrator is obliged to provide educational leadership in his community, not only through his administration of the public schools, but also as a leading participant in many educational and cultural enterprises.

This concept of school administration largely concurs with the findings of the study. Although the superintendent throughout educational literature is portrayed as the instructional leader of the school system, research shows that he spends less time on instructional functions than many others. In the early days of the superintendency the superintendent was involved in the "consummatory" function of supervising classroom instruction. In those

days he was truly the educational leader of the school system but as the position developed and functions were continually being added, it became primarily an "instrumental" position. Today, the superintendent of schools is the educational spokesman for the system and as a result could be interpreted by many to be the educational leader in the community. In many instances the superintendent may initiate curriculum reform due to the external pressures of the social order and in other instances he may serve as a consultant or resource person. But "leadership" in classroom instruction would be classified in the "consummatory" division of labor. The evidence in this study is contrary to the literature in portraying the superintendent of schools as an instructional leader, at least in the "consummatory" sense. In small school systems this may not be true.

Since the motif of the study was based upon social theory, it is obvious than many of the conclusions must also be theoretical. But on the basis of the findings of the study, the superintendency is largely a "managerial" position not unlike such positions in other organizations. The study adds much supportive evidence, with reference to the three foci in the operation of the "administrative" level of organization, to Parsons' general social theory. First, the superintendent does mediate relations between the organization and the recipients of its output. This

could be considered a form of instructional leadership in that the superintendent controls the decision-making process in determining what is to be included in the curriculum. However, this is what would be called "latent" leadership in relation to Parsons' model. Second, the superintendent does procure the facilities necessary for the system to continue its operation. In this instance the output of the superintendency is to the technical level and does not produce outputs itself to society. The output of the organization comes from the technical level. The third focus exists only partly in the superintendency. The superintendent does control the technical units (teachers and students) but today he does not directly supervise them. This portion of the focus could fall to the principal. The superintendent of schools is not involved in the technical operation of the system but in "servicing" the faculty engaged in that operation. In summary, functions of the superintendency were found to be similar to those of the "managerial" level of organization which Parsons describes in Chapter III.

The purpose of this analysis is not to place values on the functions within the organization or system. All functions are imperative if the system is to continue to operate. Some unit in the organization must perform the "instrumental" functions and in the school setting the superintendent is responsible for many of them. It should

be kept in mind that the present study was concerned with the organizational functions of the superintendency and it was not treated as an independent system. By applying the model to the administrative level independent of the total organization, the superintendent could have both "instrumental" and "consummatory" functions.

Recommendations

Based upon the findings of the study and the conclusions that were drawn, the following recommendations are made:

1. That a study be conducted analyzing the functions of the superintendency at the administrative level of the organization in relation to Parsons' model.
2. That studies be conducted analyzing the organizational functions of principals, teachers, and students in relation to Parsons' model.
3. That the model be used only with data gathered for this specific purpose due to the difficulty of organizing data so that it can be categorized.
4. That a method be developed to correlate data before the model is used in historical research.
5. That the superintendent of schools recognize that his position is not unlike "managerial" positions elsewhere.
6. That in future studies of this type the school board be considered "external" to the system.

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APPENDIX A

THE DUTIES AND RESPONSIBILITIES OF TWENTY-SIX SUPERINTENDENTS
OF SCHOOLS AT THE TIME THE OFFICE WAS CREATED
ACCORDING TO GILLAND¹

<u>Responsibilities</u>	<u>Per Cent of Cities</u>
1. Responsibilities to the board of education:	
a. Act under the direction of the board	42.30
b. Act as executive officer of the board	11.50
c. Act as secretary of the board	11.50
d. Attend meetings of the board	42.30
e. Enforce regulations of the board	46.10
f. Accept additional duties from board	19.20
g. Give advice to board	42.30
2. Responsibilities to board committees:	
a. Aid committees when requested to do so	23.00
b. Attend committee meetings when requested	19.20
3. Responsibilities for financial administration:*	
a. Make quarterly financial report	7.70
b. Recommend financial measures	11.50
c. Execute contracts for work, materials, or leases	3.84
d. Assist in audit of school accounts	3.84
e. Make bills for contingent expenses	3.84
f. Keep an expense account for each school	3.84
4. Responsibilities for school plant:*	
a. Give aid in planning new buildings	15.40
b. Notify board or committee when repairs are needed	23.00
c. Superintend schools, schoolhouses and apparatus	34.60
d. Issue proposals for furnishing fuel	7.70
e. Prohibit use of school buildings for other purposes	3.84
5. Responsibilities for reporting:	
a. Make an annual report	77.00
b. Make a quarterly report	38.50
c. Make a monthly report	30.80
d. Make additional reports on request of board	27.00
6. Responsibilities for teaching staff:	
a. Assist in examining applicants for teaching positions	43.20

¹Gilland, op. cit., p. 73.

<u>Responsibilities</u>	<u>Per Cent of Cities</u>
b. Hold teachers' meetings	50.00
c. Fill temporary vacancies	30.80
d. Report inefficient teachers to board	34.60
e. Assist in establishing a normal class or school	15.40
f. Recommend teachers for election	11.50
7. Responsibilities for instruction:	
a. Supervise the schools	96.20
b. Visit all schools	84.60
c. Guard classification of pupils	46.10
d. Assist in selection of textbooks	30.80
e. Cause course of study to be followed	50.00
f. Aid teachers in discipline	61.50
g. Provide books for indigent pupils	11.50
8. Responsibilities for pupil personnel:	
a. Conduct examination for promotion	57.70
b. Make promotions	30.80
c. Determine form of records for pupils	38.60
d. Keep attendance registers	7.70
e. Ascertain number of children not in school	30.80
f. Suspend pupils for violation of rules of school	27.00
g. Transfer pupils from one district to another	11.50
h. Admit pupils to school	11.50
9. Responsibilities for conducting office:	
a. Keep daily office hours	30.80
b. Devote full time to office	30.80
c. Communicate directions to teachers and pupils	7.70
d. Have discretionary power where no rules apply	15.40
e. Keep record of proceedings open to board	15.40
f. Study local school system	11.50
g. Study other school systems	50.00
10. Responsibilities for high school:*	
a. Take charge of high school	7.70
b. Teach in high school	3.84
c. Visit the high school	3.84
11. Responsibilities peculiar to individual cities:*	
a. Establish and conduct night schools	3.84

*According to Gilland, these functions were not typical of most superintendents during this period.

<u>Responsibilities</u>	<u>Per Cent of Cities</u>
b. Suggest names and direct activities of assistant superintendent	3.84
c. Responsible for health of pupils	3.84
d. Have graduated from college or normal school	3.84
e. Guard against sectarian teachings	3.84
f. Furnish a set of textbooks for each teacher	3.84
g. May annul teachers' certificates	3.84
h. May change boundaries of school districts	3.84
i. Report statistics to state and county superintendents	3.84

THE DEVELOPMENT OF FUNCTIONS FOR THE PRESENT STUDY
USING GILLAND'S DUTIES AND RESPONSIBILITIES²

Duties under each general function were those which had sufficiently developed to be considered typical of superintendents prior to 1890 according to Gilland. The classifications of individual duties under the general function determines the classification of the general function in relation to Parsons' model.

A. Working with the board of education

1. Act under the direction of the board (L)
2. Act as executive officer of the board (L)
3. Recommend financial measures (L)
4. Aid committees when requested to do so (L)
5. Attend committee meetings when requested (L)
6. Act as secretary of the board (L)
7. Attend meetings of the board (L)
8. Enforce regulations of the board (I)
9. Accept additional duties from the board (L)
10. Give advice to the board (L)
11. Give aid in planning new buildings (L)
12. Notify board or committee when repairs are needed (L)
13. Make an annual report (L)
14. Make a quarterly report (L)
15. Make a monthly report (L)
16. Make additional reports on request of board (L)
17. Assist in examining applicants for teaching positions (L)
18. Report inefficient teachers to board (L)
19. Recommend teachers for election (L)
20. Assist in the selection of textbooks (L)
21. Have discretionary power where no rules apply (L)
22. Keep record of proceedings open to board (L)

B. Supervision of instruction

1. Hold teachers meetings (L)
2. Assist in establishing a normal class or school (L)
3. Supervise the schools (I)
4. Visit all the schools (I)
5. Cause course of study to be followed (I)
6. Aid teachers in discipline (I)
7. Study local school system (L)
8. Study other school systems (A)

C. Administration of pupil personnel

1. Guard classification of pupils (L)
2. Provide books for indigent pupils (L)
3. Determine form of records for pupils (L)

²Gilland, op. cit., p. 73.

4. Ascertain number of children not in school (L)
5. Suspend pupils for violation of rules of school (L) or (I)
6. Transfer pupils from one district to another (L)
7. Admit pupils to school (L)

The following duties were not classified due to the difficulty of determining their appropriate place within a function:

1. Keep daily office hours
2. Devote full time to office

FUNCTIONS OF SCHOOL SUPERINTENDENTS IN ALL CITIES REPORTING
AS DETERMINED BY PER CENTS OF CASES IN WHICH SUPERINTENDENTS
EXERCISE POWER TO INITIATE ACCORDING TO THE 1923 DEPARTMENT
OF SUPERINTENDENCE STUDY³

<u>Functions</u>	<u>Per Cent Who Initiate</u>
1. Appointment of:	
a. Assistant superintendents	21.5
b. Business manager	9.4
c. Secretary of board	12.7
d. Principals	78.3
e. Teachers	83.3
f. Janitors	46.1
g. Clerks	49.9
h. Attendance officers	50.2
i. Health, recreation, social workers	46.1
2. Transfer of:	
a. Teachers, principals, assistant superintendents	66.9
b. Health, recreation, social workers	36.5
c. All other employees	34.6
3. Dismissal of:	
a. Teachers, principals, assistant superintendents	75.4
b. Health, recreation, and other workers	41.4
c. All other employees	41.2
4. Preparation of Budget	64.4
5. Attendance	
a. Taking census	44.3
b. Enforcing compulsory attendance laws	59.0
6. Buildings and Grounds:	
a. Purchase and sale	27.2
b. Preparation of plans for construction	39.3
c. Supervision of construction	19.8
d. Rent	19.4
e. Maintenance and repair	43.8
7. Curricula, Determination of:	
a. Subjects to be included	69.4
b. Contents of subjects	63.4

³Department of Superintendence, op. cit., p. 124.

<u>Functions</u>	<u>Per Cent Who Initiate</u>
8. Making Rules and Regulations Governing Routine Matters	56.9
9. Determining New Policies	77.7
10. Selection of:	
a. Textbooks	67.8
b. Instructional supplies	68.3
c. Other supplies	62.5
11. Direction and Supervision:	
a. Medical inspection	45.0
b. Classroom instruction	61.0
c. Civic center activities	38.6
d. Continuation schools	33.9
e. Evening schools	38.9

THE DEVELOPMENT OF FUNCTIONS FOR THE PRESENT STUDY
FROM FUNCTIONS COMMON TO OVER FIFTY PER CENT OF
THE SUPERINTENDENTS REPORTING IN THE 1923
DEPARTMENT OF SUPERINTENDENCE STUDY⁴

- A. Selection of personnel
 - 1. Appointment of principals, teachers, and attendance officers (A)
- B. Management of personnel
 - 1. Transfer of teachers, principals, and assistant superintendents (L)
 - 2. Dismissal of teachers, principals, and assistant superintendents (L)
- C. Financial administration
 - 1. Preparation of the budget (L)
- D. Administration of pupil personnel
 - 1. Enforcing compulsory attendance laws (L)
- E. Curriculum development
 - 1. Determination of subjects to be included (L)
 - 2. Determination of the contents of subjects (L)
- F. Making routine rules and regulations
 - 1. Making rules and regulations governing routine matters (L)
- G. Working with the board of education
 - 1. Determining new policies (L)
- H. Purchasing
 - 1. Selection of textbooks, instructional and other supplies (A)
- I. Supervision of instruction
 - 1. Direction and supervision of classroom instruction (I)

⁴Department of Superintendence, op. cit., p. 124.

DUTIES OF SCHOOL SUPERINTENDENTS ACCORDING TO AYER⁵

<u>General Classification of Duties</u>	<u>Number of Duties</u>
1. Administrative duties pertaining to executive cooperation with board	29
2. Administrative duties pertaining to administrative organization	22
3. Administrative duties pertaining to cooperative agencies	16
4. Administrative duties pertaining to survey, appraisal, and publicity	33
5. Major administrative duties pertaining to office management and routine	23
6. Minor administrative duties pertaining to office management and routine	26
7. Administrative duties pertaining to relations with parents	28
8. Administrative duties pertaining to church and special welfare	18
9. Administrative duties pertaining to civic activities	17
10. Administrative duties pertaining to miscellaneous executive activities	29
11. Administrative duties pertaining to fiscal management	19
12. Administrative duties pertaining to payroll and cash accounting	20
13. Administrative duties pertaining to inspection and care of the school plant	28
14. Administrative duties pertaining to purchase of supplies and equipment	24
15. Administrative duties pertaining to construction and repairs	24
16. Administrative duties pertaining to building programs and surveys	18
17. Administrative duties pertaining to supervision of janitorial service	20
18. Administrative duties pertaining to employment of teachers	36
19. Administrative duties pertaining to professional improvement of teachers	19
20. Administrative duties pertaining to personal welfare of teachers	31
21. Administrative duties pertaining to status and professional welfare of public school executives	28

⁵Ayer, op. cit.

<u>General Classification of Duties</u>	<u>Number of Duties</u>
22. Administrative duties pertaining to census and attendance	38
23. Administrative duties pertaining to classification of pupils	18
24. Administrative duties pertaining to promotion and progress of pupils	20
25. Administrative duties pertaining to aims, adaptability, and extension of the curriculum	18
26. Administrative duties pertaining to textbooks	10
27. Administrative duties pertaining to schedule management	21
28. Administrative duties pertaining to curriculum building	21
29. Administrative duties pertaining to student organizations and activities	25
30. Administrative duties pertaining to athletic activities	17
31. Administrative duties pertaining to assemblies	24
32. Administrative duties pertaining to school publications and graduation programs	13
33. Administrative duties pertaining to teaching and classroom management	18
34. Administrative duties pertaining to administration of tests	25
35. Administrative duties pertaining to interpretation of tests	14
36. Administrative duties pertaining to personal supervision	20
37. Administrative duties pertaining to supervision of teaching	29
38. Administrative duties pertaining to special health service	23
39. Administrative duties pertaining to cooperation with health officials	29
40. Administrative duties pertaining to the library	14
41. Administrative duties pertaining to guidance	24
42. Administrative duties pertaining to transportation of pupils	17
43. Administrative duties pertaining to miscellaneous duties	23

THE DEVELOPMENT OF FUNCTIONS FOR THE PRESENT STUDY FROM
DUTIES OF SCHOOL SUPERINTENDENTS ACCORDING TO AYER⁶

- A. Working with the board of education
 - 1. Administrative duties pertaining to executive cooperation with board (L)
 - 2. Administrative duties pertaining to administrative organization (L)*
- B. Public relations
 - 1. Administrative duties pertaining to cooperative agencies (A)
 - 2. Administrative duties pertaining to survey, appraisal, and publicity (A)
 - 3. Administrative duties pertaining to relations with parents (A)
 - 4. Administrative duties pertaining to church and special welfare (A)
 - 5. Administrative duties pertaining to civic activities (A)
- C. Reporting to external agencies
 - 1. Administrative duties pertaining to miscellaneous executive activities (A)
- D. Financial administration
 - 1. Administrative duties pertaining to fiscal management (L)
 - 2. Administrative duties pertaining to payroll and cash accounting (L)
- E. Administration of school plant
 - 1. Administrative duties pertaining to inspection and care of the school plant (L)
 - 2. Administrative duties pertaining to construction and repairs (L)
 - 3. Administrative duties pertaining to building programs and surveys (L)
- F. Purchasing
 - 1. Administrative duties pertaining to purchase of supplies and equipment (A)
 - 2. Administrative duties pertaining to textbooks (A)
- G. Management of personnel
 - 1. Administrative duties pertaining to supervision of janitorial service (L)

⁶Ayer, op. cit.

2. Administrative duties pertaining to employment of teachers (L)*
 3. Administrative duties pertaining to professional improvement of teachers (L)
 4. Administrative duties pertaining to personal welfare of teachers (L)
- H. Selection of personnel
1. Administrative duties pertaining to employment of teachers (A)*
- I. Attending professional meetings
1. Administrative duties pertaining to status and professional welfare of public school executives (A)
- J. Administration of pupil personnel
1. Administrative duties pertaining to census and attendance (A and L)
 2. Administrative duties pertaining to classification of pupils (L)
 3. Administrative duties pertaining to promotion and progress of pupils (I)
 4. Administrative duties pertaining to student organizations and activities (L)
 5. Administrative duties pertaining to athletic activities (L)
 6. Administrative duties pertaining to assemblies (L)
 7. Administrative duties pertaining to school publications and graduation programs (L)
 8. Administrative duties pertaining to special health service (L)
 9. Administrative duties pertaining to guidance (L)
- K. Curriculum development
1. Administrative duties pertaining to aims, adaptability, and extension of the curriculum (A and L)
 2. Administrative duties pertaining to curriculum building (L)
- L. Supervision of instruction
1. Administrative duties pertaining to schedule management (L)
 2. Administrative duties pertaining to teaching and classroom management (I)
 3. Administrative duties pertaining to administration of tests (I)
 4. Administrative duties pertaining to personal supervision (L)
 5. Administrative duties pertaining to supervision of teaching (I)
 6. Administrative duties pertaining to the library (L)

M. Making routine rules and regulations

1. Administrative duties pertaining to administrative organization (L)*

The following groups of tasks were not categorized because they were included in the other general functions:

1. Major administrative duties pertaining to office management and routine
2. Minor administrative duties pertaining to office management and routine

The following groups of tasks were not included because of insufficient response of superintendents in the original study:

1. Administrative duties pertaining to interpretation of tests
2. Administrative duties pertaining to cooperation with health officials
3. Administrative duties pertaining to transportation of pupils

*Duties within group are split among other functions

RESPONSIBILITIES OF PUBLIC SCHOOL SUPERINTENDENTS
ACCORDING TO DANNELS⁷

During the Period 1919 to 1929

1. Responsibilities relating to school personnel
 - a. assigning and transferring personnel
 - b. selecting and recommending teaching personnel for appointment
 - c. encouraging teachers to improve their teaching
 - d. recommending teachers for promotion
2. Responsibilities for supervision
 - a. authorizing courses of study
 - b. supervising instruction
 - c. selecting supplementary supplies
 - d. conducting teachers meetings
 - e. conducting testing programs
3. Responsibilities for business administration
 - a. preparing the budget
 - b. purchasing and paying for supplies
 - c. supervising the operation and maintenance of the school plant
4. Responsibilities relating to the office of the superintendent
 - a. working with the board of education

During the Period 1930 to 1945

1. Responsibilities relating to school personnel
 - a. selecting, assigning, transferring, promoting, and dismissing personnel
 - b. determining fitness
2. Responsibilities relating to supervision
 - a. authorizing the curriculum
 - b. authorizing courses of study
 - c. selecting textbooks
 - d. purchasing educational supplies
 - e. conducting professional meetings
3. Responsibilities relating to business administration
 - a. educational finance
 - b. paying for supplies
 - c. ordering general supplies

⁷Dannels, op. cit.

- d. supervising the operation and maintenance of the school plant
- 4. Responsibilities relating to the office of the superintendent
 - a. reporting to external agencies
 - b. initiating policies
 - c. enforcing compulsory attendance laws
 - d. public relations
 - e. making routine rules and regulations

THE DEVELOPMENT OF FUNCTIONS FOR THE PRESENT STUDY FROM
RESPONSIBILITIES OF PUBLIC SCHOOL SUPERINTENDENTS
ACCORDING TO DANNELS⁸

During the Period 1919 to 1929

- A. Management of personnel
 - 1. Assigning and transferring personnel (L)
 - 2. Recommending teachers for promotion (L)
- B. Selection of personnel
 - 1. Selecting and recommending teaching personnel for appointment (A)
- C. Supervision of instruction
 - 1. Encouraging teachers to improve their teaching (L)
 - 2. Supervising instruction (I)
 - 3. Conducting teachers meetings (L)
 - 4. Conducting testing programs (I)
- D. Curriculum development
 - 1. Authorizing courses of study (L)
- E. Purchasing
 - 1. Selecting supplementary supplies (A)
 - 2. Purchasing and paying for supplies (A)
- F. Financial administration
 - 1. Preparing the budget (L)
- G. School plant administration
 - 1. Supervising the operation and maintenance of the school plant (L)
- H. Working with the board of education
 - 1. Working with the board of education (L)

During the Period 1930 to 1945

- A. Selection of personnel
 - 1. Selecting personnel (A)
- B. Management of personnel
 - 1. Assigning, transferring, promoting, and dismissing personnel (L)
 - 2. Determining fitness (L)

⁸Dannels, op. cit.

- C. Curriculum development
 - 1. Authorizing the curriculum (L)
 - 2. Authorizing courses of study (L)
- D. Purchasing
 - 1. Selecting textbooks (A)
 - 2. Purchasing educational supplies (A)
 - 3. Paying for supplies (A)
 - 4. Ordering general supplies (A)
- E. Supervision of instruction
 - 1. Conducting professional meetings (L)
- F. Financial administration
 - 1. Educational finance (L)
- G. Administration of school plant
 - 1. Supervising the maintenance and operation of the school plant (L)
- H. Reporting to external agencies
 - 1. Reporting to external agencies (A)
- I. Working with the board of education
 - 1. Initiating policies (L)
- J. Administration of pupil personnel
 - 1. Enforcing compulsory attendance laws (L)
- K. Public Relations
 - 1. Public relations (A)
- L. Making routine rules and regulations
 - 1. Making routine rules and regulations (L)

FUNCTIONS OF THE PUBLIC SCHOOL SUPERINTENDENCY
ACCORDING TO FISHER⁹

1. Recruitment, selection, and induction of staff members
2. Formulating the educational program for the community
3. Public relations
4. Planning and preparing for board of education meetings
5. Preparing the budget
6. Providing the physical needs to carry out the educational program
 - a. Conduct a continuous survey of school building needs
 - b. Provide teachers with proper materials and equipment to do their best work.
7. Providing leadership in the instructional program
 - a. Working with probationary teachers in conjunction with principals and other staff members in order to determine whether to place them on tenure or not.
8. Providing the best working conditions possible for the entire staff and pupils
 - a. Clear the decks for employees to do their best work.
 - b. Free teachers from worry and insecurity so they can give their full time to teaching.
 - c. Seek out unusual talent among teachers and assign them commensurate responsibilities.
 - d. Provide a comfortable, clean, sanitary, safe, and attractive school environment for pupils.
9. Cooperating with and coordinating the work of other educational and welfare agencies in the community.
10. Providing for plant and grounds maintenance

⁹Fisher, op. cit., pp. 16-21.

THE DEVELOPMENT OF FUNCTIONS FOR THE PRESENT STUDY FROM
FUNCTIONS OF THE SUPERINTENDENCY ACCORDING TO FISHER¹⁰

- A. Selection of personnel
 - 1. Recruitment and selection of personnel (A)
- B. Management of personnel
 - 1. Induction of staff members (A)
 - 2. Seek out unusual talent among teachers and assign them commensurate responsibilities (L)
- C. Curriculum development
 - 1. Formulating the educational program for the community (L)
- D. Public relations
 - 1. Public relations (A)
 - 2. Cooperating with and coordinating the work of other educational and welfare agencies (A)
- E. Working with the board of education
 - 1. Planning and preparing for board meetings (L)
- F. Financial administration
 - 1. Preparing the budget (L)
- G. Purchasing
 - 1. Provide teachers with proper materials and equipment to do their best work (A)
- H. Supervision of instruction
 - 1. Providing leadership in the instructional program (L)
- I. Maintaining good staff morale
 - 1. Providing the best working conditions possible for the entire staff and pupils (L)
- J. School Plant Administration
 - 1. Conduct a continuous survey of building needs (L)
 - 2. Providing for plant and grounds maintenance (L)

¹⁰Fisher, op. cit., pp. 16-21.

FUNCTIONS OF MISSOURI PUBLIC SCHOOL SUPERINTENDENTS
ACCORDING TO HEAGERTY¹¹

1. Area of teacher relations
 - a. interviewing applicants
 - b. planning courses of study
 - c. helping in the selection of textbooks
 - d. carrying on testing programs
 - e. conducting faculty meetings
 - f. holding group conferences
 - g. holding individual conferences
 - h. making classroom visitations
2. Area of board of education relations
 - a. acting as purchasing agent for board
 - b. interviewing salesmen
 - c. attending board meetings
 - d. preparing and submitting budget
 - e. preparing and submitting financial statement
 - f. informing board of school activities
3. Area of pupil relations
 - a. determining curricular offerings
 - b. recommending for positions
 - c. introducing speakers at assemblies
4. Area of non-teaching personnel relations
 - a. inspecting building and grounds
 - b. supervising custodians
 - c. supervising office help
 - d. supervising transportation services
5. Area of personal professional advancement
 - a. attending professional meetings
 - b. professional reading
 - c. securing graduate credit
6. Area of public relations
 - a. attending church and service clubs
 - b. writing articles for publication
 - c. speaking before service clubs

¹¹Heagerty, op. cit., pp. 15-94.

THE DEVELOPMENT OF FUNCTIONS FOR THE PRESENT STUDY FROM
FUNCTIONS OF MISSOURI SUPERINTENDENTS ACCORDING TO
HEAGERTY¹²

- A. Selection of personnel
 - 1. Interviewing applicants (A)
- B. Curriculum development
 - 1. Planning courses of study (L)
 - 2. Determining curricular offerings (L)
- C. Purchasing
 - 1. Helping in the selection of textbooks (A)
 - 2. Acting as purchasing agent for board (A)
 - 3. Interviewing salesmen (A)
- D. Supervision of instruction
 - 1. Carrying on testing programs (I)
 - 2. Conducting faculty meetings (L)
 - 3. Holding group conferences (L)
 - 4. Holding individual conferences (L)
 - 5. Making classroom visitations (I)
- E. Working with the board of education
 - 1. Attending board meetings (L)
 - 2. Informing board of school activities (L)
- F. Financial administration
 - 1. Preparing and submitting budget (L)
 - 2. Preparing and submitting financial statement (L)
- G. Administration of pupil personnel
 - 1. Recommending students for positions (G)
 - 2. Introducing speakers at assemblies (L)
- H. Administration of school plant
 - 1. Inspecting buildings and grounds (L)
- I. Administration of transportation
 - 1. Supervising transportation services (L)
- J. Management of personnel
 - 1. Supervising custodians (L)
 - 2. Supervising office help (L)
- K. Attending professional meetings
 - 1. Attending professional meetings (A)
 - 2. Securing graduate credit (A)

¹²Heagerty, op. cit., 15-94.

L. Public relations

1. Attending church and service clubs (A)
2. Writing articles for publications (A)
3. Speaking before service clubs (A)

FUNCTIONS RANKED AS TO PERCEIVED IMPORTANCE BY OKLAHOMA
SUPERINTENDENTS ACCORDING TO RUSSELL¹³

<u>Functions</u>	<u>Rank</u>
1. Guiding board of education in policy making	3.0
2. Employing teaching, supervisory, and administrative personnel	3.0
3. Reporting to the public	3.0
4. Preparing of budget	3.0
5. Planning long range building program	3.0
6. Establishing and maintaining effective staff relationships	6.5
7. Delegating authority	6.5
8. Formulating school policies	9.0
9. Preparing building plans	9.0
10. Improving professional and personal qualifications of self	9.0
11. Providing leadership of inservice training of staff	12.5
12. Evaluating school progress	12.5
13. Assigning, transferring, and dismissing personnel	12.5
14. Striving to democratic approach to problem solving	12.5
15. Maintaining working relations with PTA groups	15.0
16. Initiating curriculum study and revision	16.0
17. Supervising the improvement of instruction	17.5
18. Making contact with civic, fraternal, and religious groups	17.5
19. Keeping operation of school in proper legal channels	19.0
20. Interviewing patrons and representatives of local organizations	20.0
21. Preparing courses of study	21.0
22. Holding and attending workshops, clinics, and institutes	22.0
23. Employing of clerks, custodians, and other nonprofessional personnel	23.5
24. Keeping proper records	23.5
25. Reporting to federal, state, and local authorities	25.0
26. Establishing proper rapport with pupils	26.5
27. Providing health examinations for pupils and employees	26.5
28. Supervising the maintenance of the school plant	28.0
29. Administering the transportation program	31.0

¹³Russell, op. cit., p. 36.

<u>Functions</u>	<u>Rank</u>
30. Supervising non-teaching employees	31.0
31. Taking of school census	31.0
32. Designing of record forms	31.0
33. Selecting library and other supplies	31.0
34. Purchasing general supplies (non-educational)	34.5
35. Supervising attendance	34.5
36. Dealing with pupil problems, including discipline	36.0
37. Administering lunch and other auxiliary programs	37.0
38. Teaching classes	38.0

THE DEVELOPMENT OF FUNCTIONS FOR THE PRESENT STUDY FROM
FUNCTIONS OF OKLAHOMA SUPERINTENDENTS ACCORDING
TO RUSSELL¹⁴

- A. Working with the board of education
 - 1. Guiding board of education in policy making (L)
 - 2. Formulating school policies (L)
- B. Selection of personnel
 - 1. Employing teaching, supervisory, and administrative personnel (A)
 - 2. Employing of clerks, custodians, and other non-professional personnel (A)
- C. Reporting to external agencies
 - 1. Reporting to the public (A)
 - 2. Reporting to federal, state, and local authorities (A)
- D. Financial administration
 - 1. Preparing of budget (L)
- E. Administration of school plant
 - 1. Planning long range building program (L)
 - 2. Preparing building plans (L)
 - 3. Supervising maintenance of the school plant (L)
- F. Maintaining good staff morale
 - 1. Establishing and maintaining effective staff relationships (L)
 - 2. Striving for a democratic approach to problem solving (L)
 - 3. Establishing proper rapport with pupils (L)
- G. Management of personnel
 - 1. Delegating authority (L)
 - 2. Assigning, transferring, and dismissing personnel (L)
 - 3. Providing health examinations for pupils and employees (L)
 - 4. Supervising non-teaching employees (L or I)
- H. Attending professional meetings
 - 1. Improving professional and personal qualifications of self (A)
 - 2. Holding and attending workshops, clinics, and institutes (A)

¹⁴Russell, op. cit., p. 36.

- I. Supervision of instruction
 - 1. Providing leadership for inservice training of staff (L)
 - 2. Evaluating school progress (L)
 - 3. Supervising the improvement of instruction (I)
- J. Public relations
 - 1. Maintaining working relations with PTA groups (A)
 - 2. Making contact with civic, fraternal, and religious groups (A)
 - 3. Interviewing patrons and representatives of local organizations (A)
- K. Curriculum development
 - 1. Initiating curriculum study and revision (L)
 - 2. Preparing courses of study (L)
- L. Administration of pupil personnel
 - 1. Providing health examinations for pupils (L)
 - 2. Taking of school census (A)
 - 3. Supervising attendance (L)
 - 4. Dealing with pupil problems, including discipline (L or I)
- M. Administration of transportation
 - 1. Administering the transportation program (L)
- N. Purchasing
 - 1. Selecting library and other supplies (A)
 - 2. Purchasing general supplies (A)
- O. Administration of the school lunch program
 - 1. Administering lunch and other auxiliary programs (L)
- P. Administration of special services
 - 1. Administering auxiliary programs (L)

The following function was not categorized:

- 1. Teaching classes

FUNCTIONS OF FLORIDA PUBLIC SCHOOL SUPERINTENDENTS
ACCORDING TO LACEY¹⁵

1. Personnel functions
 - a. recommending salary schedules
 - b. recommending sick leave policies
 - c. recommending qualifications of all employees
 - d. nominating applicants for positions
 - e. placing probationary teachers on tenure
 - f. demoting, promoting, disciplining, or removing employees
 - g. recruiting personnel for vacant positions
 - h. interviewing applicants
 - i. notifying applicants of employment
 - j. assigning, directing, and supervising all school employees
 - k. assigning substitute teachers
 - l. collecting data to evaluate staff members
 - m. delegating authority to appropriate staff members
 - n. communicating with all employees
2. Policy-making functions
 - a. recommending policies in all areas involving the schools
 - b. drawing up administrative rules and regulations to implement and execute board policies
 - c. compiling policies in written form
 - d. reporting to board the effectiveness of policies
3. Instructional functions
 - a. recommending philosophy and objectives of the school curriculum
 - b. recommending scope of instructional program
 - c. recommending courses of study
 - d. determining need for special classes
 - e. orienting new teachers
 - f. assigning teachers
 - g. assigning duties of instructional personnel
 - h. scheduling classes and assigning pupils
 - i. selecting and purchasing textbooks and instructional supplies
 - j. deciding on promotion or retention of pupils
 - k. directing instructional research
 - l. interpreting pupil progress to board of education
 - m. investigating absences and discipline problems
 - n. initiating procedures to evaluate instructional program

¹⁵Lacey, op. cit., pp. 114-84.

- o. providing leadership in evaluating the school curriculum
- 4. Finance functions
 - a. recommending budget proposal
 - b. recommending transfer of funds within budget accounts
 - c. recommending annual inventory of school supplies
 - d. recommending annual audit procedures
 - e. developing specifications for competitive bids on purchases
 - f. recommending school insurance program
 - g. establishing uniform accounting system
 - h. developing long range financial program
 - i. developing tentative bond proposals
 - 5. School plant functions
 - a. recommending needed school plant facilities
 - b. recommending educational requirements to architects
 - c. recommending written policies to govern use of school facilities by outside groups
 - d. recommending a program of school plant maintenance
 - e. recommending procedures to insure school safety
 - f. conducting school plant surveys
 - g. enumerating all children in school district
 - h. studying school plant needs
 - 6. Pupil personnel functions
 - a. recommending and implementing policies for pupil control and discipline
 - b. reporting to board on effectiveness of policies
 - c. recommending policies concerning classification, promotion, and graduation of pupils
 - d. recommending physical examinations for pupils
 - e. setting up and supervising a pupil records system
 - f. suspending pupils from school
 - g. directing school lunch program
 - h. presenting complaints of parents to board members
 - 7. Public relations functions
 - a. informing public of board meetings
 - b. releasing news items to public information media
 - c. recommending public relations program for the entire school system
 - d. investigating complaints
 - e. preparing and publicizing annual reports
 - f. informing parents of school bus schedules
 - g. recommending appointment of citizens committees

THE DEVELOPMENT OF FUNCTIONS FOR THE PRESENT STUDY FROM
FUNCTIONS OF FLORIDA SUPERINTENDENTS ACCORDING
TO LACEY¹⁶

- A. Supervision of instruction
 - 1. Directing instructional research (L)
 - 2. Initiating procedures to evaluate the instructional program (L)
- B. Working with the board of education
 - 1. Recommending policies in all areas involving the schools (L)
 - 2. Compiling policies in written form (L)
 - 3. Reporting to board the effectiveness of policies (L)
 - 4. Interpreting pupil progress to the board of education (L)
 - 5. Presenting complaint of parents to board members (L)
 - 6. Recommending the appointment of citizens committees (L)
- C. Administration of pupil personnel
 - 1. Scheduling classes and assigning pupils (L)
 - 2. Deciding on promotion and retention of pupils (L or I)
 - 3. Investigating absences and discipline problems (L)
 - 4. Enumerating all children in the school district (A)
 - 5. Suspending pupils from school (L)
 - 6. Recommending and implementing policies for pupil control and discipline of pupils (L)
 - 7. Recommending policies concerning classification, promotion and graduation of pupils (L)
 - 8. Reporting to board the effectiveness of policies in control and discipline of pupils (L)
- D. Selection of personnel
 - 1. Recruiting personnel for vacant positions (A)
 - 2. Interviewing applicants (A)
 - 3. Notifying applicants of employment (A)
- E. Curriculum development
 - 1. Recommending philosophy and objectives of the school curriculum (L)
 - 2. Recommending scope of instructional program (L)
 - 3. Recommending courses of study (L)
 - 4. Determining the need for special classes (L)
 - 5. Providing leadership in evaluating the school curriculum (L)

¹⁶Lacey, op. cit., pp. 114-84.

- F. Management of personnel
 - 1. Recommending salary schedules (L)
 - 2. Recommending sick leave policies (L)
 - 3. Recommending qualifications of all employees (L)
 - 4. Nominating applicants for positions (L)
 - 5. Demoting, promoting, disciplining, or removing employees (L)
 - 6. Placing probationary teachers on tenure (L)
 - 7. Assigning, directing and supervising all school employees (L)
 - 8. Assigning substitute teachers
 - 9. Collecting data to evaluate staff members (L)
 - 10. Delegating authority to appropriate staff members (L)
 - 11. Communicating with all employees (L)
 - 12. Orienting new teachers (L)
 - 13. Assigning teachers (L)
 - 14. Assigning duties of instructional personnel (L)
- G. Public Relations
 - 1. Informing public of board meetings (A)
 - 2. Releasing news items to public information media (A)
 - 3. Investigating complaints (L)
 - 4. Preparing and publicizing annual reports (A)
 - 5. Informing parents of school bus schedules (A)
 - 6. Recommending public relations program for entire school system (L)
- H. Financial administration
 - 1. Recommending budget proposal (L)
 - 2. Recommending transfer of funds within budget account (L)
 - 3. Recommending annual inventory of school supplies (L)
 - 4. Recommending annual audit procedures (L)
 - 5. Developing specifications for competitive bids on purchases (L)
 - 6. Recommending school insurance program (L)
 - 7. Establishing uniform accounting system (L)
 - 8. Developing long-range financial program (L)
 - 9. Developing tentative bond proposals (L)
- I. Purchasing
 - 1. Selecting and purchasing textbooks and instructional supplies (A)
- J. Making routine rules and regulations
 - 1. Drawing up administrative rules and regulations to implement and execute board policy (L)
- K. Administration of school plant
 - 1. Recommending needed school facilities (L)
 - 2. Recommending educational requirements to architects (A)

3. Recommending written policies to govern use of school facilities (L)
 4. Recommending a program of school plant maintenance (L)
 5. Recommending procedures to insure school safety (L)
 6. Conducting school plant surveys (L)
 7. Studying school plant needs (L)
- L. Administration of the school lunch program
1. Directing the school lunch program (L)

RANK OF DUTIES OF THE SUPERINTENDENCY IN ORDER OF
TIME ALLOCATED ACCORDING TO JERRY¹⁷

<u>Duty</u>	<u>Rank</u>
Planning with principals	1
Working with school board	2
Financial administration	3
School plant administration	4
Completing reports	5
Hiring teachers	6
Planning with teachers	7
Attending professional meetings	8
In-service staff training	9
Planning courses of study	10
Working with non-professional staff	11
Meeting parent groups	12
Meeting individual patrons	13
Conducting teachers meetings	14
Assisting civic organizations	15
Selecting textbooks	16
Working with pupils	17
Pupil discipline	18

¹⁷Jerry, op. cit., p. 70.

THE DEVELOPMENT OF FUNCTIONS FOR THE PRESENT STUDY FROM
DUTIES OF THE SUPERINTENDENCY ACCORDING TO JERRY¹⁸

- A. Supervision of instruction
 - 1. Planning with principals (L)
 - 2. Planning with teachers (L)
 - 3. In-service staff training (L)
 - 4. Conducting teachers meetings (L)
- B. Working with the board of education
 - 1. Working with the board of education (L)
- C. Financial administration
 - 1. Financial administration (L)
- D. Administration of school plant
 - 1. School plant administration (L)
- E. Reporting to external agencies
 - 1. Completing reports (L and A)
- F. Selection of personnel
 - 1. Hiring teachers (A)
- G. Attending professional meetings
 - 1. Attending professional meetings
- H. Curriculum development
 - 1. Planning courses of study (L)
- I. Management of personnel
 - 1. Working with non-professional staff (L)
- J. Public relations
 - 1. Meeting parent groups (A)
 - 2. Meeting individual patrons (A)
 - 3. Assisting civic organizations (A)
- K. Administration of pupil personnel
 - 1. Working with pupils (L)
 - 2. Pupil discipline (I)
- L. Purchasing
 - 1. Selecting textbooks (A)

¹⁸Jerry, op. cit., p. 70.

APPENDIX B

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CHECK LIST

FUNCTIONS OF THE SUPERINTENDENCY

The purpose of the check list is to determine the functional status of the school superintendency in Oklahoma. Only a check mark in the appropriate column is required. If the function is a responsibility of the respondent's office, it should be checked "yes", if not, it should be checked "no". If in general the function is relevant, even though one or two tasks are not applicable, it should be checked "yes". The same is true in reverse. Please answer all items.

Please return the completed check list to V. K. Curtis, College of Education, University of Oklahoma, Norman, Oklahoma. A self-addressed, stamped envelope is enclosed for this purpose.

FUNCTION:	YES	NO
A. Supervision of Instruction (planning with principals and/or teachers; orientation of new teachers; providing in-service training programs; approving textbooks; evaluating instruction; supervising classroom teaching; coordinating efforts of various departments)		
B. Working with the Board of Education (advising the board; planning with the board; recommending policies; planning board meetings; attending board meetings; reporting to the board)		
C. Administration of Pupil Personnel (keeping records of attendance and progress; taking annual census; aiding in discipline; enforcing compulsory attendance laws; suspending students from school; working with student groups)		
D. Selection of Personnel (screening, interviewing, and recommending personnel for appointment)		
E. Curriculum Development (approving courses of study; studying other school systems; evaluation of the curriculum; determining the scope of the program; implementing new courses)		

FUNCTION:	YES	NO
F. Management of Personnel (assigning, transferring, or dismissing personnel; keeping personnel records)		
G. Public Relations (informing public of the time and place of board meetings; releasing news items to public information media; investigating complaints; keeping parents informed; making results of board meetings public; publicizing annual reports; appearing on programs; attending civic meetings; working with parent groups)		
H. Financial Administration (preparing the budget; administering the budget; accounting for appropriations and expenditures; auditing accounts; arranging for annual audits)		
I. Purchasing (requisitioning, ordering, and paying for supplies and equipment; obtaining bids)		
J. Making Routine Rules and Regulations (establishing rules for operation of school where board policy does not apply; establishing rules to help implement board policy)		
K. Administration of School Plant (responsibility for the operation and maintenance of the physical plant; managing the property insurance program; supervising school plant personnel; implementing utilization of school buildings; determining building needs; planning for new sites; working with architect)		
L. Attending Professional Meetings (attending professional meetings external to the local school system as a part of the superintendent's responsibilities, such as administrators' meetings, O.E.A. meetings, etc.)		

FUNCTION:	YES	NO
M. Reporting to External Agencies (preparing and submitting expenditure reports, attendance reports, applications for state aid, vocational reports, etc.)		
N. Maintaining Good Staff Morale (working to keep tension at a minimum; commending accomplishments by members of staff; exerting an effort to make staff members feel that they are important)		
O. Administration of Transportation (making maps of transportation routes; inspecting routes; planning new routes; authorizing use of buses; keeping records; supervising transportation personnel; authorizing repair of school buses; managing transportation insurance program)		
P. Administration of the School Lunch Program (supervising cafeteria personnel; approving menus; authorizing purchases)		
Q. Administration of Special Services (supervision of the guidance program; supervision of health and other auxiliary programs)		
R. Supervision of Activity Programs (activity fund accounting; approving expenditures; receiving money from organizations; authorizing trips and activities)		
S. Other Functions (please write in any function of your office not mentioned)		

UNIVERSITY OF OKLAHOMA
COLLEGE OF EDUCATION
Norman, Oklahoma

April 12, 1965

Dear Superintendent:

The purpose of this letter is to enlist your cooperation in securing data for a research study concerning the evolving role of the superintendent. The main purpose of the study is to determine the extent to which the public school superintendency in Oklahoma has evolved compared to its national counterpart.

It is felt that such a study will contribute to the understanding of the superintendent's role in relation to the local school system and to the general society. Your participation in the study will involve checking a list of functions as to whether or not they constitute a portion of your duties or responsibilities as a superintendent. The check list should take no longer than five minutes of your time.

The study is being conducted under the auspices of the College of Education, University of Oklahoma. All information will be treated in a professional and ethical manner. An abstract of the study will be made available to those who participate. Would you please return the completed check list in the enclosed self-addressed, stamped envelope at your earliest convenience.

Sincerely yours,

V. K. Curtis, Jr.
Graduate Assistant
College of Education
University of Oklahoma

Encl.

UNIVERSITY OF OKLAHOMA
COLLEGE OF EDUCATION
Norman, Oklahoma

April 29, 1965

Dear Sir:

Recently, you were sent a check list asking for your cooperation in a study of the public school superintendency in Oklahoma.

A response is needed from you in order to complete this study. We will be grateful if you will return the completed check list at your earliest convenience. In case the earlier check list has been misplaced, another is enclosed.

Your assistance in this study will be greatly appreciated.

Sincerely,

V. K. Curtis, Jr.
Graduate Assistant
College of Education
University of Oklahoma

P.S. If you have already returned the previous check list, please disregard this letter.

Encl.

APPENDIX C

TABLE 3

"SUPERVISION OF INSTRUCTION" AS A FUNCTION OF THE PUBLIC SCHOOL
SUPERINTENDENCY IN OKLAHOMA

Check List Item A		Number and Per Cent of Superintendents Responding According to Size of School Districts by Number of Teachers Employed 1964-65									
		1-24		25-49		50-99		100+		All Groups	
		No.	%	No.	%	No.	%	No.	%	No.	%
Supervision of Instruction	Yes	129	98.5	36	94.7	15	100	10	90.9	190	97.4
	No	2	1.5	2	5.3	--	---	1	9.1	5	2.6
	No Response	---	----	--	----	--	---	--	----	---	----
Total Number Returns		131		38		15		11		195	

TABLE 4

"WORKING WITH THE BOARD OF EDUCATION" AS A FUNCTION OF THE
PUBLIC SCHOOL SUPERINTENDENCY IN OKLAHOMA

Check List Item B		Number and Per Cent of Superintendents Responding According to Size of School Districts by Number of Teachers Employed 1964-65									
		1-24		25-49		50-99		100+		All Groups	
		No.	%	No.	%	No.	%	No.	%	No.	%
Working with the Board of Education	Yes	130	99.2	37	97.4	15	100	11	100	193	99.0
	No	---	----	1	2.6	--	---	--	---	1	.5
	No Response	1	.8	--	----	--	---	--	---	1	.5
Total Number of Returns		131		38		15		11		195	

TABLE 5

"ADMINISTRATION OF PUPIL PERSONNEL" AS A FUNCTION OF THE PUBLIC
SCHOOL SUPERINTENDENCY IN OKLAHOMA

Check List Item C		Number and Per Cent of Superintendents Responding According to Size of School Districts by Number of Teachers Employed 1964-65									
		1-24		25-49		50-99		100+		All Groups	
		No.	%	No.	%	No.	%	No.	%	No.	%
Administration of Pupil Personnel	Yes	108	82.4	23	60.5	6	40	5	45.5	142	72.8
	No	20	15.3	14	36.8	9	60	6	54.5	49	25.1
	No Response	3	2.3	1	2.7	-	--	-	----	4	2.1
Total Number of Returns		131		38		15		11		195	

TABLE 6

"SELECTION OF PERSONNEL" AS A FUNCTION OF THE PUBLIC SCHOOL
SUPERINTENDENCY IN OKLAHOMA

Check List Item D		Number and Per Cent of Superintendents Responding According to Size of School Districts by Number of Teachers Employed 1964-65									
		1-24		25-49		50-99		100+		All Groups	
		No.	%	No.	%	No.	%	No.	%	No.	%
Selection of Personnel	Yes	131	100	38	100	15	100	11	100	195	100
	No	---	---	--	---	--	---	--	---	---	---
	No Response	--	---	--	---	--	---	--	---	---	---
Total Number of Returns		131		38		15		11		195	

TABLE 7
 "CURRICULUM DEVELOPMENT" AS A FUNCTION OF THE PUBLIC SCHOOL
 SUPERINTENDENCY IN OKLAHOMA

Check List Item E		Number and Per Cent of Superintendents Responding According to Size of School Districts by Number of Teachers Employed 1964-65									
		1-24		25-49		50-99		100+		All Groups	
		No.	%	No.	%	No.	%	No.	%	No.	%
Curriculum Development	Yes	127	96.9	35	92.1	15	100	10	90.9	187	95.9
	No	4	5.1	2	5.3	--	---	1	9.1	7	3.6
	No Response	---	----	1	2.6	--	---	--	----	1	.5
Total Number of Returns		131		38		15		11		195	

TABLE 8

**"MANAGEMENT OF PERSONNEL" AS A FUNCTION OF THE PUBLIC SCHOOL
SUPERINTENDENCY IN OKLAHOMA**

Check List Item F		Number and Per Cent of Superintendents Responding According to Size of School Districts by Number of Teachers Employed 1964-65									
		1-24		25-49		50-99		100+		All Groups	
		No.	%	No.	%	No.	%	No.	%	No.	%
Management of Personnel	Yes	129	98.4	38	100	15	100	9	81.8	191	97.9
	No	1	.8	--	---	--	---	2	18.2	3	1.6
	No Response	1	.8	--	---	--	---	-	----	1	.5
Total Number of Returns		131		38		15		11		195	

TABLE 9

"PUBLIC RELATIONS" AS A FUNCTION OF THE PUBLIC SCHOOL
SUPERINTENDENCY IN OKLAHOMA

Check List Item G		Number and Per Cent of Superintendents Responding According to Size of School Districts by Number of Teachers Employed 1964-65									
		1-24		25-49		50-99		100+		All Groups	
		No.	%	No.	%	No.	%	No.	%	No.	%
Public Relations	Yes	129	98.4	38	100	15	100	11	100	193	98.9
	No	2	1.6	--	---	--	---	--	---	2	1.1
	No Response	---	----	--	---	--	---	--	---	---	----
Total Number of Returns		131		38		15		11		195	

TABLE 10

"FINANCIAL ADMINISTRATION" AS A FUNCTION OF THE PUBLIC SCHOOL
SUPERINTENDENCY IN OKLAHOMA

Check List Item H		Number and Per Cent of Superintendents Responding According to Size of School Districts by Number of Teachers Employed 1964-65									
		1-24		25-49		50-99		100+		All Groups	
		No.	%	No.	%	No.	%	No.	%	No.	%
Financial Administration	Yes	128	97.7	38	100	15	100	10	90.9	191	97.9
	No	3	2.3	--	---	--	---	1	9.1	4	2.1
	No Response	---	----	--	---	--	---	--	----	---	----
Total Number of Returns		131		38		15		11		195	

TABLE 11

"PURCHASING" AS A FUNCTION OF THE PUBLIC SCHOOL
SUPERINTENDENCY IN OKLAHOMA

Check List Item I		Number and Per Cent of Superintendents Responding According to Size of School Districts by Number of Teachers Employed 1964-65									
		1-24		25-49		50-99		100+		All Groups	
		No.	%	No.	%	No.	%	No.	%	No.	%
Purchasing	Yes	129	98.5	37	97.4	15	100	6	54.5	187	95.9
	No	---	----	--	----	--	---	5	45.5	5	2.5
	No Response	2	1.5	1	2.6	--	---	-	----	3	1.6
Total Number of Returns		131		38		15		11		195	

TABLE 12

"MAKING ROUTINE RULE AND REGULATIONS" AS A FUNCTION OF THE PUBLIC
SCHOOL SUPERINTENDENCY IN OKLAHOMA

Check List Item J		Number and Per Cent of Superintendents Responding According to Size of School Districts by Number of Teachers Employed 1964-65									
		1-24		25-49		50-99		100+		All Groups	
		No.	%	No.	%	No.	%	No.	%	No.	%
Making Routine Rules and Regulations	Yes	128	97.7	32	84.2	14	93.3	10	90.9	184	94.3
	No	2	1.5	5	13.1	1	6.7	1	9.1	9	4.6
	No Response	1	.8	1	2.7	--	----	--	----	2	1.1
Total Number of Returns		131		38		15		11		195	

TABLE 13

"ADMINISTRATION OF SCHOOL PLANT" AS A FUNCTION OF THE PUBLIC SCHOOL
SUPERINTENDENCY IN OKLAHOMA

Check List Item K		Number and Per Cent of Superintendents Responding According to Size of School Districts by Number of Teachers Employed 1964-65									
		1-24		25-49		50-99		100+		All Groups	
		No.	%	No.	%	No.	%	No.	%	No.	%
Administration of School Plant	Yes	130	99.2	35	92.1	15	100	8	72.7	188	96.4
	No	---	----	2	5.3	--	---	3	27.3	5	2.6
	No Response	1	.8	1	2.6	--	---	-	----	2	1.0
Total Number of Returns		131		38		15		11		195	

TABLE 14

"ATTENDING PROFESSIONAL MEETINGS" AS A FUNCTION OF THE
PUBLIC SCHOOL SUPERINTENDENCY IN OKLAHOMA

Check List Item L		Number and Per Cent of Superintendents Responding According to Size of School Districts by Number of Teachers Employed 1964-65									
		1-24		25-49		50-99		100+		All Groups	
		No.	%	No.	%	No.	%	No.	%	No.	%
Attending Professional Meetings	Yes	129	98.4	37	97.4	15	100	11	100	192	98.5
	No	1	.8	--	----	--	---	--	---	1	.5
	No Response	1	.8	1	2.6	--	---	--	---	2	1.0
Total Number of Returns		131		38		15		11		195	

TABLE 15

"REPORTING TO EXTERNAL AGENCIES" AS A FUNCTION OF THE PUBLIC
SCHOOL SUPERINTENDENCY IN OKLAHOMA

Check List Item M		Number and Per Cent of Superintendents Responding According to Size of School Districts by Number of Teachers Employed 1964-65									
		1-24		25-49		50-99		100+		All Groups	
		No.	%	No.	%	No.	%	No.	%	No.	%
Reporting to External Agencies	Yes	130	99.2	37	97.4	15	100	10	90.9	192	98.5
	No	---	----	--	----	--	---	1	9.1	1	.5
	No Response	1	.8	1	2.6	--	---	--	----	2	1.0
Total Number of Returns		131		38		15		11		195	

TABLE 16

"MAINTAINING GOOD STAFF MORALE" AS A FUNCTION OF THE PUBLIC
SCHOOL SUPERINTENDENCY IN OKLAHOMA

Check List Item N		Number and Per Cent of Superintendents Responding According to Size of School Districts by Number of Teachers Employed 1964-65									
		1-24		25-49		50-99		100+		All Groups	
		No.	%	No.	%	No.	%	No.	%	No.	%
Maintaining Good Staff Morale	Yes	130	99.2	37	97.4	14	93.3	10	90.9	191	97.9
	No	---	----	--	----	--	----	1	9.1	1	.5
	No Response	1	.8	1	2.6	1	6.7	--	----	3	1.6
Total Number of Returns		131		38		15		11		195	

TABLE 17

"ADMINISTRATION OF TRANSPORTATION" AS A FUNCTION OF THE PUBLIC
SCHOOL SUPERINTENDENCY IN OKLAHOMA

Check List Item 0		Number and Per Cent of Superintendents Responding According to Size of School Districts by Number of Teachers Employed 1964-65									
		1-24		25-49		50-99		100+		All Groups	
		No.	%	No.	%	No.	%	No.	%	No.	%
Administration of Transportation	Yes	129	98.4	37	97.4	13	86.7	5	45.5	184	94.3
	No	1	.8	--	----	2	13.3	6	54.5	9	4.6
	No Response	1	.8	1	2.6	--	----	-	----	2	1.1
Total Number of Returns		131		38		15		11		195	

TABLE 18

"ADMINISTRATION OF THE SCHOOL LUNCH PROGRAM" AS A FUNCTION OF THE
PUBLIC SCHOOL SUPERINTENDENCY IN OKLAHOMA

Check List Item P		Number and Per Cent of Superintendents Responding According to Size of School Districts by Number of Teachers Employed 1964-65									
		1-24		25-49		50-99		100+		All Groups	
		No.	%	No.	%	No.	%	No.	%	No.	%
Administration of the School Lunch Program	Yes	105	80.1	25	65.8	7	46.7	4	36.4	141	72.3
	No	23	17.5	12	31.6	8	53.3	7	63.6	50	25.6
	No Response	3	2.4	1	2.6	-	----	-	----	4	2.1
Total Number of Returns		131		38		15		11		195	

TABLE 19

"ADMINISTRATION OF SPECIAL SERVICES" AS A FUNCTION OF THE
PUBLIC SCHOOL SUPERINTENDENCY IN OKLAHOMA

Check List Item Q		Number and Per Cent of Superintendents Responding According to Size of School Districts by Number of Teachers Employed 1964-65									
		1-24		25-49		50-99		100+		All Groups	
		No.	%	No.	%	No.	%	No.	%	No.	%
Administration of Special Services	Yes	112	85.4	25	65.8	10	66.6	6	54.5	153	78.5
	No	15	11.4	11	28.9	5	33.4	5	45.5	36	18.5
	No Response	4	3.2	2	5.3	--	----	-	----	6	3.0
Total Number of Returns		131		38		15		11		195	

TABLE 20

**"SUPERVISION OF ACTIVITY PROGRAMS" AS A FUNCTION OF PUBLIC
SCHOOL SUPERINTENDENTS IN OKLAHOMA**

Check List Item R		Number and Per Cent of Superintendents Responding According to Size of School Districts by Number of Teachers Employed 1964-65									
		1-24		25-49		50-99		100+		All Groups	
		No.	%	No.	%	No.	%	No.	%	No.	%
Supervision of Activity Programs	Yes	114	87.0	24	63.1	7	46.7	4	36.4	149	76.4
	No	14	10.7	13	34.2	8	53.3	7	63.6	42	21.5
	No Response	3	2.3	1	2.7	-	----	-	----	4	2.1
Total Number of Returns		131		38		15		11		195	