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FACTORS ASSOCIATED WITH SHORT TENURE OF SCHOOL SUPERINTENDENTS IN MICHIGAN

by
Robert George Lutz

A dissertation submitted in partial fulfillment
of the requirements for the degree of
Doctor of Philosophy in the
University of Michigan
1962

Doctoral Committee:

Professor Howard S. Bretsch, Chairman
Professor Stanley Dimond
Assistant Professor Otto K. Engelke
Doctor Ray E. Kehoe
Associate Professor Kent Leach

PREFACE

Many writers have postulated theories concerning the rapid turnover of school superintendents. Others have discussed reasons for this phenomenon of short tenure. It was the purpose of this study to investigate a number of factors to determine whether or not they were related to short tenure of school superintendents in Michigan. It was further felt that to obtain a high percentage of response to questions and to give each person the privilege of expressing himself without limitation, the direct personal interview should be used.

The completion of this dissertation required the cooperation and assistance of more persons than it would be reasonable to mention individually at this point. The doctoral committee provided much appreciated assistance and direction. Dr. Howard R. Jones, who began as chairman of this committee and who left to assume his new professional position in Iowa, provided invaluable counsel, criticism and comment. Dr. Howard Bretsch, present chairman, along with other committee members, has likewise been very helpful in many ways. The former superintendents, who gave their time, did so in a generous and cooperative manner. Dr. K. Hart Puffer and Dr. Ben Owen furnished counsel and advice.

The writer's family has been most cooperative and helpful. Much proof-reading and typing has been done by Shirley Lutz, the wife of the writer.

To them, and others who have not been mentioned, this writer expresses his gratitude and appreciation.

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CHAPTER I

THE PROBLEM AND PROCEDURES

The number of years a superintendent serves in a school system varies greatly. While some systems change chief school administrators frequently, others retain the same man for ten, twenty, or more years. A knowledge of factors related to short tenure in the superintendency should broaden our understanding of educational administrative problems. It should also provide a foundation for further study of the cause-effect relationships between these factors and the short tenure of chief school administrators.

The Problem

The problem, as specifically stated for this research project was: "To determine the degree to which certain selected factors are associated with school districts having a high turnover of school superintendents in Michigan." The opinions of men having served in these schools about the factors associated with short tenure were also sought. For the purpose of this study, a high turnover district is defined as one employing three, or more, superintendents during the single eight year period from June 30, 1951 through June 30, 1959.

It is assumed that when factors which have a specific relationship to short tenure of school superintendents are recognized, it may be possible to improve tenure within school districts. It is not the

purpose of this study, however, to pass judgment regarding the relative good derived by a school district from a longer tenure of its chief school officer.

Initial Concepts

While it was not the intent of this study to test a definite hypothesis, a study of the related literature helped to form some general concepts. These concepts gave direction to the investigations throughout the study.

The first to be mentioned is the "small school concept." This concept begins with the premise that, because a school is small, many factors are lacking which might encourage a man to remain in the superintendency of that school. It is generally true that such a school cannot offer a salary commensurate with that of a larger system. The program of a small school, with its limited enrollment, is not always of the scope and quality of which the chief administrator can be proud. Other such factors appear to be lacking in the smaller school district. Many writers indicate that this lack tends to shorten the administrative tenure in such a district.

A second concept is that the nature and quality of the programs of public relations may be related to a superintendent's tenure. If the public is uninformed concerning the program and operation of its schools, it becomes a fertile seedbed for untruth with unfavorable consequences upon the school and its leaders. Whether it leads merely to discouraging the superintendent, his resignation, or outright dismissal, it is felt that the public relations program can be related to short tenure.

A third concept is that the relationships between the board members and superintendent can be related to short tenure. It is felt that where a clear-cut line of demarcation is not made between the functions of the board of education and the function of the superintendent, either party may sense an intrusion upon its individual rights or duties by the other party. Such feelings breed ill-will, which, in turn, can be related to short tenure.

Patterns of operation of the superintendent in matters such as selection and assignment of the staff, personal relationships with the staff and/or the students, the use of community resources and the use of persons in the community in the solution of school problems may also be related to tenure.

It was further suggested that personality factors of the superintendent might be related to short tenure. Some men just seem to like to move. It may be suggested that a very aggressive personality may make a man a "climber" and thus drive him on to better opportunities. It has even been suggested that a lack of training and the accompanying incompetence may be related to a man's short tenure. Hence, any of these factors could be found to be related, to a greater or lesser degree, to short tenure in the position of superintendent.

Limitations

This study, along with two studies previously completed by Puffer[1] and Owen,[2] was meant only to be an exploratory study in the

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[1]Puffer, K. Hart, "Factors Associated with Long Tenure of School Administrators in Michigan," (unpublished Ph.D. dissertation, School of Education, University of Michigan, 1958).

[2]Owen, Ben, "Factors Associated with More Effective School Administration in Michigan," (unpublished Ph.D. dissertation, School of Education, University of Michigan, 1961).

field of tenure and effectiveness of school administrators. It is hoped that the findings of these studies may serve as a foundation for more specific research in these areas. For this reason very little could be expected in the form of final conclusions from this study. There were no attempts to define causal relationships; rather only to indicate those factors related to short tenure as well as the relative frequency with which they seemed to appear.

A further limitation of this study lies in the fact that some of the former superintendents were asked to make judgments a number of years following their decision to leave a community. It has been said that "time heals all wounds." Whether or not this is completely true, it may be that time does have some tempering effect upon the type of judgments these men were asked to make. While it is hoped that the outstanding factors might remain clear in a man's mind, this could be questioned. This possible limitation upon the reliability of this research report is indicated.

A third limitation to this study is the gap between what a man believes he does (or should do) and what he actually does. It sometimes appears that an administrator has excellent training, knows what techniques are available and workable in various situations, yet, in practice, is not able to do what he knows he should be doing or believes he is doing. This gap, then, which exists between a man's beliefs and knowledge and his practice constitutes a definite limitation to the study since we are judging his practices only by his perceptions of these practices.

A final noticeable limitation lies in the arbitrariness of our definition of short tenure. Taking a fictional example to illustrate

this, we might cite two similar schools. School A had a superintendent who began in that post in 1937 and retired in 1952. His successor remained in that post from the time of his employment in 1952 until his death in 1956. The successor to the man who passed away in 1956, as far as we know now, may serve until 1975. This certainly would not be accepted as a short tenure situation under normal consideration; but, in our definition of short tenure and the period of time used to determine that short tenure, this district would be included in our group of schools. Compare this to another school in the study, which does actually exist, that has had five superintendents in this period: the first serving from 1950-1952; the second from 1952-1954; the third from 1954-1955; the fourth from 1955-58; and the fifth from 1958 until the present time.

Although it has been pointed out that limitations in the mechanics of the study do exist, the very nature of the study, that of a beginning study of factor association, can be achieved through the use of "less-than-perfect" responses. For this reason, it is not felt that the limiting factors, herein described, control, to any really harmful degree, the final value of this study.

Procedures

The first problem was that of determining the schools to be used in the study. The Michigan Education Directory and Buyer's Guide for the years 1951-1952 through 1958-1959 was used. One hundred eighteen schools in the State of Michigan met the criteria of the definition of short tenure as previously described. The aim was to get a typical sampling of schools. The 118 schools were stratified

with respect to size and wealth and a sample was taken. (The final sample of schools, then, was representative of the full range of the wealth and size factors of the original sample of 118 schools.) Since plans called for interviewing two former superintendents from each school, it was decided that a sample of from 25 to 30 schools would be adequate. Since this number represents about a one-in-four sampling, the schools were first stratified with respect to wealth per enrolled child and to size of the school, as determined by the number of teachers employed. The schools were then placed in groups of four on the basis of similarity of wealth and size. This found schools which were nearest to being alike in the same grouping. These schools were then arranged in alphabetical order within their groups; the groups were then arranged in alphabetical order, with respect to the name of the first school in the listing of that group. A deck of playing cards was used (assigning the first school of the group to one suit, i.e., hearts; the second to another suit, i.e., spades; and continuing through the four suits) to select the initial school to be used for interviewing from each group in the study. If, for example, after shuffling the cards, a heart was drawn, the first school in the four grouped schools was to be used for interview purposes. After the initial school was selected from the first group, the card drawn was replaced in the deck, the deck was re-shuffled, and another card was drawn. This card selected the initial school from the second group. After the completion of the selection of the initial schools from the 26 stratified groups, one suit of cards was removed from the deck and the process was repeated. This repeating served to select an alternate

school from each stratified group to be used in the event that the selected initial school, for some reason was not usable.

Attempting to interview two former school superintendents for each of the 26 schools in the sampling, the writer was successful in interviewing 47 of these men. The present location of these men was first established through correspondence with the present superintendents of the schools in which they had formerly served.[1] Following this, a letter was directed to each former superintendent seeking an interview with him.[2] In some cases a number of letters and/or telephone calls were made prior to making final arrangements for the interview. Two separate summer trip itineraries were set during vacation time of the summers of 1960 and 1961. The remaining men were interviewed on Saturdays and weekday evenings.

The Instruments

It was hoped that the results of this research project might be compared with those of Puffer[3] and Owen.[4] In order to do so, the interview schedule[5] was very similar to that used by Dr. Puffer and was identical to that used by Dr. Owen. The interview schedule attempted to cover factors which had been suggested by earlier writers and by educators currently engaged in the field.

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[1]See Appendix for Indicated Letter, p. 141.

[2]See Appendix for Indicated Letter, p. 142.

[3]Puffer, op. cit.

[4]Owen, op. cit.

[5]See Appendix for Interview Schedule, pp. 143-151.

One series of questions was aimed at determining the status of the board of education in the respective school communities. This status was indicated by pay received by members for their services, educational background of the members and the length of time each member was in office. The occupation of each member was also sought. How seriously they took their offices, as indicated by their average attendance at meetings was also determined. The perception of the board members of their role was tested by seeking to determine the nature of the business on which the board took action. Finally, the questioning sought to determine whether board members acted as a whole, or if one or two members transacted business on behalf of the total group.

Another series of questions delved into board of education-superintendent relationships. These were felt very vital. It is felt that very few people, who have a professional skill much in demand, continue to work for someone with whom they are not quite compatible.

The board policies of operation were explored. Business and contractual arrangements between the board of education and superintendent were considered. Harmony, or disharmony, in this vital area, it was felt, could have a bearing upon tenure.

A further series of questions attempted to gain information about the superintendent as a man and as a manager. How well the man was prepared for the job was felt to be a factor which could be closely related to his tenure. It was further attempted to determine how closely the superintendent related himself to the community he served--did he live there, worship there, become a party to the community operation--or was he an isolate except for his job? His public relations program

and his perception of his staff relations were also probed through the interview schedule.

Teacher turnover was considered as a factor which might be related to turnover in the superintendency. For this reason, the average teacher turnover for the period each superintendent served was sought. It was felt that instability may breed further instability.

The former superintendents were then asked to list factors which they felt related to short and long tenure, in general, with respect to no specific district. At the close of the interview, they were asked specifically what factors they felt were related to the short tenure in the district in which they had served. They were then asked to arrange these in the order of their importance.

In addition to the interview schedule, other sources of information were used to gather data. Financial data concerning the schools studied and school size data were obtained from the State Department of Public Instruction, Lansing, Michigan. Evaluation by outsiders of the school and community program, and the administrator's effectiveness, were obtained from the University of Michigan's Bureau of School Services.

In addition to these sources, each superintendent was asked to give an opinion on a four point scale,[1] of the importance of some nineteen factors for promoting longer tenure in the school superintendency. These questions covered, essentially, the same areas as did the interview. However they were felt to be more objective in nature, easier to use in making cross comparisons with the two prior studies. (The

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[1]See Appendix for Rating Scale, pp. 152-156.

study of Dr. Puffer was completed first and was done before the development of this rating scale.)

The interviewing was done by pre-arranged appointment. The fact that the writer spent two years as a superintendent in a short tenure school district, as herein defined, seemed to assist him in dispelling among the interviewees the oft-common feeling that to be associated with such a district would be something that one would rather not remember, much less talk about. It also gave him a feeling that he was on common ground when discussing this topic with other persons who had had similar experiences.

The shortest interview was 45 minutes long, with the average interview lasting about one and one-half hours. Traveling to each locality helped the interviewer understand better many of the problems faced by school superintendents. The interviewees demonstrated fine spirit of cooperation especially since they were in no way complimented by the request for their assistance.

CHAPTER II

SURVEY OF THE LITERATURE

> It has been increasingly recognized that if educational administration is to be effective it must have a continuity and stability which will permit long-term planning and program development. School systems in which there are frequent changes in administration are not likely to attract the best qualified personnel in either teaching or administration, nor are such systems likely to show continuous and consistent progress in their educational programs.

This statement by Holmstedt[1] is representative of much of the thinking which spurred the need for research into the problem of administrative tenure; and while it is not the major premise underlying this study, it has assisted in motivating researchers to look at this problem from a number of different ways.

The literature related to the topic of this study seems to be generally divided into three categories: 1) those studies which report the job sequences and sequence pattern of groups of superintendents, 2) single case studies which rather frequently follow an unfair dismissal of a superintendent, as judged by certain agencies or groups, and 3) those studies which indicate, with, or without research-based foundations, the reasons for the frequent moves made by chief school

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[1]Holmstedt, Raleigh, Bulletin of the School of Education, Indiana University, "The Tenure of Indiana School Administrators," Division of Research and Field Services, Indiana University, 1953, Vol. XXIX, no. 3, p. 1.

administrators. The study by Holmstedt[1] quoted above, is a study of the first type cited in which a review of the total administrative tenure pattern of Indiana was reviewed and studied for a twenty year period. It reported such assorted items as:

1. average annual turnover,
2. sequence pattern of positions filled by men during this period,
3. source of new administrators, and
4. a picture of the "average" Indiana superintendent during the 1931-1951 period of years.

While the results of this type of study are interesting and readable, they do not attempt to explore the factors related to this short tenure. In some instances factors might be suggested. (The most common factor which is related to short tenure is the size of the school.) Seldom, if ever, are these logically pursued to determine the extent of this relationship.

The second type of reported literature--that dealing with single case studies--could be illustrated by the Keller[2] report of the famed "Goslin Case." This report reviewed the Pasadena case and asks if the same thing might occur in New York. In the course of the reporting, the writer cites poor public relations, not as a cause for the dismissal, but as a weakness which allowed unjust, untrue charges to circulate unquestioned. This type of research reporting helps to answer the past question, "Why did it happen?". It can only hint at a small

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[1] Ibid.

[2] Keller, Franklin, "It Could Happen Anywhere," High Points, 33:5-11, September 1951.

number of the factors which are most closely related to the short tenure of superintendents within a state or nation. To be sure, the report answers the question it seeks to answer; but because of its limitations, it is without much use in establishing a broad pattern of related factors.

The third type report is illustrated by a study done by Carlisle.[1] Information from chief school administrators from the eight state Middle Atlantic Region of the Co-operative Program in Educational Administration concerning the amount and causes of turnover in their districts during the four school-year period between 1948 and 1953 assisted Carlisle[2] in drawing some basic conclusions relating to short tenure, including:

1. The salary an administrator receives seems to be a definite factor in his desire to leave.

2. A number of persons leaving the superintendency, while remaining in the field of education, accept positions of less responsibility.

3. Size of the school district seems to be related to the length of tenure of superintendents.

4. Four year contracts provide, to some extent, more stability than do shorter contracts, and more stability than do legal provisions for permanent tenure.

The findings of this type study are extremely helpful; and have been

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[1]Carlisle, William T., "Turnover and Demand in Public School Administration," A digest of a dissertation prepared for the Ed. D. degree at Teachers College, Columbia University, New York: Co-operative Programs in Educational Administration, Middle Atlantic Region, 1953.

[2]Ibid.

used by Puffer,[1] Owen,[2] and this writer in determining the factors to be studied in our research projects.

In an analysis of the literature concerning this problem, it appears that we must, as well, analyze the common speculative reasons given by the professional educator, as well as by the laity, for this constant moving. In one of my early interviews, a local board member indicated that his community could not expect to retain the services of a good man for many years since neighboring communities could offer so much more to the man who showed "promise" as an educational leader. This reason for moving around, or short tenure, has been referred to by Dils[3] and others as "Moving up the Ladder." It is, to many, the major reason causing short tenure among school administrators. There is no question but what short tenure of school administrators is increased by still a second reason--firing! One of my early superintendent interviewees frankly stated that he had been released from his contract by board of education action. His statement that a court case was pending to determine his rights in the case as opposed to the rights of the board of education was a further indication of the fact that he was definitely dismissed against his will. The Goslin Case at Pasadena, California is a further case carrying this intonation--fired!

Let us now consider some of the literature which is related to both of these obvious reasons for men being on the move from position to position, thus creating short tenure. As a result of this

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[1]Puffer, op. cit.

[2]Owen, op. cit.

[3]Dils, Eugene, "How Administrators Climb the Ladder," The School Executive, 74:62-3, September 1954.

summary, it will become increasingly apparent that writers of the past have built and formed an excellent case for studying the factors related to short tenure in a superintendency. These factors, it may be seen, can be related to short tenure; and when these general factors are known to be related, steps may conceivably be taken to correct these problem areas in any given situation so as to improve, or lengthen, the tenure in a community.

Moving Up The Ladder

"A sizable number of vacancies <u>are</u> created by . . . moving up the ladder. . . ."[1] Other job sequence type studies have shown a trend of conclusions similar to this one taken from the Dils[2] report. In his report in the <u>American School Board Journal</u>, Greider[3] states: "Unquestionably the basic reason for the unrest of small town administrators is the widespread and mistaken philosophy of educational administration which accepts as right and just the notion that large population centers are entitled to better service than are small communities." This statement supports the point of view cited by Dils[4] that "moving up the ladder" seems to be the reason for this unrest. A statement by Selke[5] indicates that, as a rule, the larger the school

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[1]Italics inserted by the author.

[2]Dils, <u>op. cit.</u>, p. 63.

[3]Greider, Calvin, "Stabilize the Small Town Superintendency," <u>American School Board Journal</u>, 108:13-14, March 1944, p. 14.

[4]Dils, <u>op. cit.</u>

[5]Selke, Erich, "Why Administrators Change Their Jobs," <u>The Nation's Schools</u>, 25:58ff., May 1940.

system, the longer the tenure of the superintendent seems to further bear out the proposition that short tenure in small school districts is primarily from the striving of those small school administrators toward a status superintendency in a larger community. For purposes of deflating the premise of "moving up the ladder" as the sole, if not the major, consideration related to the constant moving of school administrators, the writer will cite three studies concerning the moving of school administrators. These studies turn our attention to other related factors.

The first of these studies to be cited was reported in an article appearing in the American School Board Journal in July 1954. Written by Maynard Bemis,[1] the article reports the research of John Hair in Wyoming. It makes three major points. (The third one herein cited relates best to the fallacy of the idea of "Moving up the Ladder.") Those major points are;

1. The greatest rate of movement was found in small schools having less than 20 teachers.

2. Salary deficiencies were cited as related to many cases of moving by the chief school officers.

3. Fully two-thirds of the 36 job switches in the state of Wyoming were to schools which were the same size, or smaller, than the school left.

If the findings related to statement number three of the above summary are considered, it becomes obvious that some other factor, or factors, must be related to fully two-thirds of the moves studied. It seems obvious that if other factors are controlling fully two-thirds

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[1]Bemis, Maynard: "Parade of the School Administrators" (Wyoming) (from the John Hair Study), American School Board Journal, 129:45ff, July 1954.

of the cases, then some of these same factors may also be related to this one-third who did move up the ladder in some lesser degree. It appears also obvious that some of these men may have left the first position for almost any reason, and ended up, only by chance, in a school larger than the one which they left.

Mosier and Baker,[1] in an article reported in The Nation's Schools, summarized the findings of the Midwest Administration Center, Cooperative Programs in Educational Administration, University of Chicago.[2] This study, as the one just preceding it, was concerned with the length of tenure of superintendents in this twelve state area as well as the job sequences they followed. It covered a period of two years just prior to World War II as well as two years after that conflict. By so doing, it tends to eliminate that factor relationship that could have been related to the military and industrial mobilization of those years. Of the findings of this study, two are cited:

1. Administrative tenure is definitely related to the size of the school district served, with the greatest stability in those systems employing between 40 and 200 teachers. It further indicates that the poorest tenure is in those districts with fewer than eleven teachers, where fully two-thirds of the superintendents had served less than three years.

2. While many moves represent a move to a larger school system (49%), many of the remaining moves are to schools of the same size, or smaller.

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[1]Mosier, Earl and Baker, John: "Midwestern Superintendents on the Move," The Nation's Schools, 49:44-6, January 1952.

[2]The Midwestern Administration Center report covered the states of Illinois, Indiana, Iowa, Kansas, Michigan, Minnesota, Missouri, Nebraska, North Dakota, Ohio, South Dakota and Wisconsin.

This finding, supporting that of Bemis[1], suggests that there are more powerful, or at least, relatively active factors at work in this phenomenon of the activity of chief school administrators.

The third study, that by Chase and Sweitzer,[2] appears to confirm the findings of the prior two. In their job sequence study, covering some five thousand superintendents, they reported findings, among which two are indicated below:

1. The length of a superintendent's tenure is directly related to the size of the school district in which he works.

2. Dividing the moves made by administrators into quarters, we find:

   a. one-quarter of the men moved to schools which employed more than 7 teachers more than did the school from which the administrator had just left,

   b. one-quarter of the men moved to schools employing from 3 to 7 more teachers than the school they moved from,

   c. one-quarter moved to schools employing from the same number of teachers to two more teachers more than the school from which they moved, and

   d. one-quarter moved to school districts which employed fewer teachers than the district which they left.

The three tenure-job sequence studies just cited seem to rule out the "Moving up the Ladder" premise in at least one-half of the cases cited by each of the researchers. What could cause these moves that seem to take place most frequently in small schools? It is safe, in the first

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[1]Bemis, op. cit.

[2]Chase, Francis S., and Sweitzer, Robert E., "Superintendents in Small Midwestern Districts Swiftly Come and Swiftly Go," The Nation's Schools, 51:55-8, March 1953.

place, to assume that most persons enter the superintendency via the small school superintendency. In any occupation, or profession, it would seem reasonable that the greatest drop-out period would be in the early years. In the office of the superintendency, then, chances would be good that this would happen while in the small school.

In any line of work some people manage to enter who are not qualified, either through training or other characteristics, for the work. This is also noted early in the experience of such a person and the person quits, or is released. This would again be more apt to happen early in the man's career--as superintendent of a small school.

Others entering the profession with plans to work their way "up the ladder" could easily be discouraged with the long "apprenticeship" that a new superintendent may serve prior to reaching a desirable situation. The farther from the goal, the greater is the opportunity for discouragement.

This commentary could continue along a similar pattern, but it seems obvious that the man starting in a small school superintendency may move soon thereafter because of failure, discouragement, or many other reasons as well as for a "move up" on the professional ladder.

Additional findings of the Chase and Sweitzer[1] report, however, may give new direction in the search for other factors related to short tenure. The other findings in this study include:

1. Relatively few superintendents gain promotion by transferring to larger districts.

2. The highest superintendent fatality rates occur during the first few years of service.

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[1]Ibid.

While the first of the two cited points above may further be related to the discounting of the "moving up the ladder" premise; the second, indicating superintendent fatality rate, leads to another common conception as to why the superintendent tenure is so unstable. The reason which the writer is now referring to is that of involuntary dismissal of the chief school administrator.

Involuntary Dismissal

The gentleman, to whom the writer made earlier reference that indicated he had been fired, was certainly not alone as an involuntarily dismissed school superintendent. As the writer talked with other men in the course of interviewing, the suspicion that a fair number of school superintendents leave their positions by board of education suggestion, request or demand was confirmed. The finding, just reported in the previous paragraph, by Chase and Sweitzer,[1] that the highest superintendent fatality rates occur during the first few years of service is an indication of leaving the profession, or at least the position, by the superintendent for reasons other than success. It implies failure on the superintendent's part in the matter of retaining his position.

In reporting his study of "Turnover in Large City School Superintendents," Spalding[2] cites the following causes of superintendent turnover in those large cities studied:

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[1]Ibid.

[2]Spalding, Willard B., "Turnover in Large City School Superintendencies," American School Board Journal, 115:30-1, December 1947.

1. 25% of the superintendency vacancies were caused by death of the superintendent during his term of office,

2. 25% went to other work in the field of education, probably to areas of lesser responsibility,

3. 21% retired from their posts during the period under consideration, and

4. 20% were dismissed by board of education action.

One superintendent in five, in this particular study, left his position through board of education action. With this number of involuntary dismissals, it would be correct to assume, on the basis of evidence reported in the following few pages, that some of these dismissals were fair and for reasons completely justifiable while others were unfair--often without logical reason. Three of the written reports which the writer found in reading the related literature concerned themselves with what the investigators of each case considered unfair, unfounded dismissals. The first such report was on the "Ebey Affair" made by Barss.[1] It concerned the firing of Assistant Superintendent Ebey through alleged perpetrated charges which were unfounded. A study was made which found no cause for this dismissal; but the board of education still refused, by a 4-3 vote, to contract Mr. Ebey again.

In the second study appearing in the American School Board Journal, Jensen,[2] a layman, reported on interviewing persons as to why a superintendent had been fired. His conclusions, stressing the public relations cause for failure, indicated:

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[1]Barss, R. H., "Ebey Affair," Education Digest, 19:1-3, November 1953.

[2]Jensen, H. C., "School Administrators Neck," American School Board Journal, 130:42, February 1955.

1. The former superintendent who had been fired had not kept his teachers informed properly of board of education action, and

2. he had not provided news articles for the information of the public.

In the third such report, that of Keller,[1] one of the more publicized cases of firing was considered. This was the "Goslin Case" of Pasadena, California. Keller cites poor public relations as a factor in this dismissal. He indicated that this weakness allowed unjust, untrue charges to be in circulation against Mr. Goslin without being questioned.

While each of the aforementioned cases involved men who, in the eyes of the researcher, were dealt with unfairly, even the findings in those cases indicated evidence of some failure on the part of the superintendent.

Reasons given by other reporters for failure among superintendents seem varied. Zeliff,[2] in a report entitled "Bachelor or Married Man as Small Town Superintendent" discounts the value of a single man in such a position. He further states, "Unless a superintendent's home life is amicable, happy and tranquil, he is destined to fail." He infers that the successful superintendent must be a successfully married man. "Should Superintendents by Gypsies?", an article by Barr,[3] indicates damage to a community and to a superintendent as a

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[1]Keller, Franklin J., "It Could Happen Anywhere," High Points, 33:5-11, September 1951.

[2]Zeliff, L. A., "Bachelor or Married Man as Small Town Superintendent," American School Board Journal, 115:53ff., September 1947.

[3]Barr, H. M., "Should Superintendents by Gypsies?", American School Board Journal, 122:33-7, February 1951.

result of short tenure. While the author does not dwell on causes, he does indicate that the superintendent is often a "scapegoat" for the community and the board of education. No one, including members of a board of education, likes to be wrong. Cases have been cited in which the only person who was considered expendable in the school policy-administration combination was the superintendent. Board members are usually well respected citizens of the community: the superintendent is just as often an outsider. He, then, may logically become the community "whipping boy" as indicated by Barr.[1]

In a study of court cases in superintendent dismissals, Geissinger[2] concludes, ". . . clearer understanding of the relative functions of the board of education and the superintendent, . . ." was a large factor in the dismissal of these men. One of the more interesting reports on this topic of superintendent failure is that offered by Nelson and Stoops.[3] In this writing, the authors give much point-by-point advice to new men seeking a successful career in school administration. From this advice can be gleaned many of the causes of short tenure, as they see them. The reported advice includes:

1. Attitudes and Basic Principles:

    a. Cultivate the human quality in your relationships. This is an imperfect world, therefore do not expect to be able to give or receive perfection.

    b. The superintendent's wife should be "dumb" concerning school matters and "ignorant" of town feuds.

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[1]Ibid.

[2]Geissinger, John B., "Dismissal of City Superintendents," American School Board Journal, 127:49-50, October 1953.

[3]Nelson, D. L. and Stoops, Emery, "Why School Administrators Fail," Nation's Schools, 57:55-6, February 1956.

c. Sincerity and loyalty represent qualities which the chief school administrator should possess.

d. The superintendent should occupy an office which can be seen into. He should not hide himself from the public eye. His dealings should be in the open.

e. No man can serve two masters. The superintendency should be the total occupational or professional interest of the man holding the chair.

2. The superintendent's conduct must reflect care in even the most minute details of his everyday affairs. He lives a "fishbowl" existence.

3. The superintendent must display the quality of humanness in his relations with the governing board. He must understand and appreciate them.

4. Relationships of the superintendent with parents and pupils alike must indicate his interest in them, their problems and their needs.

Each of the studies reported is an indication that many superintendents leave their posts because of dismissal. There appear to be certain factors which seem to be closely related to this involuntary dismissal of the superintendents. It was also obvious, after considering the topic of "moving up the ladder," that there were a number of factors related to that phenomenon as well. This writer would certainly not imply that all superintendents either left for purposes of "moving up the ladder" or because they were "fired." The cause of short tenure is certainly not easily explainable by two or three basic reasons. To the writer of this report, it seems that tenure is related to a number of factors, that no one move seems to be pre-determined on the basis of only one of these factors alone, but rather on an intermingling of a number of factors in each case with each factor involved having a relatively greater or lesser value in the final

determination of the matter. The writer, therefore, feels that the review of literature should now continue by indicating other factors that seem to be related to the short tenure of chief school administrators over the nation.

Other Factors Associated with Change in Position

Having listed, and discussed, two reasons often given for changes in position by administrators, it now appears that these two reasons are too general for our purposes. The term "moving up the ladder" appears to be a reason with many basic factors entering into its totality. It is with basic factors that we will be interested.

A number of writers have pointed to factors which we shall, for the purpose of reporting, divide into groups. The first set of factors are those related to the superintendent himself. Nelson and Stoops,[1] in their article, "Why Superintendents Fail," have indicated that a man must have certain personal qualities in order to succeed. From these we can find factors which may be related to failure. Sincerity and loyalty are two factors cited by Nelson and Stoops.[2] Lacking these, a man might, and probably would, fail. They further indicate the need for personal conduct which is above reproach on the part of the superintendent; so the superintendent's personal life may be a factor. The ability to relate well with others is also cited by these researchers as an ability which one must have in order to avoid failure in the superintendency. Stevenson[3] cites the fitness of the

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[1]Nelson, D. L. and Stoops, Emery, loc. cit.

[2]Ibid.

[3]Stevenson, F. G., "How Superintendent Turnover Can be Reduced," Nation's Schools, 10:37-40, August 1932.

superintendent himself as related to keeping a position. He considers it necessary for a man to understand his own philosophy and make it known to others, to be able to select a staff which believes as he does and which will complement his work rather than oppose it.

In brief, the personal factors that the writers have said are related to short tenure are:

1. His personal characteristics, like loyalty and sincerity,
2. His conduct of his personal life,
3. His ability to get along with others including staff, board of education, parents and pupils, and
4. His own fitness and preparation for the position.

A second group of factors which writers in the field have mentioned are those related to the community and the manner of life it offers to its superintendent. A School Opinion Poll conducted by Nation's Schools[1] indicated that the type of community would have some effect upon a person's accepting a position in that community. Such questions are asked as, "What opportunities for cultural development does it offer?", "Are medical, legal and other important services readily available?", "Are shopping, recreational,religious facilities nearby?" If lack of such facilities would keep some men from even accepting a position in such a system of schools, it seems reasonable that the same lack would induce other persons to be interested in leaving that community.

Greider[2] has indicated town "factions and pettiness," particularly in small towns, as a factor in instability. This again, could be

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[1]School Opinion Poll, "What About Superintendents Contracts?", Nation's Schools, 40:43, July 1947.

[2]Greider, loc. cit.

considered as a part of the community itself. Pressure groups (power structures) of the community are cited by Fisher[1] as elements leading to insecurity for the chief school administrator. The activities of such groups, in many cases, are in direct conflict with the aims of education as held by the superintendent, thereby causing trouble--even dismissal.

Another factor which is community-related is mentioned by Greider--wealth.[2] He indicates that the lack of funds, on the part of the community, to satisfactorily supply an adequate, well paid teaching staff, to supply the equipment and materials to do a good job, and to pay the chief administrator a competitive salary, would play a large part in the stability, or instability, of a superintendent.

As evidenced by the above three writers, then, there is reason to believe that there are community related factors which have a bearing upon a man's decision to remain as the educational leader of that community. Briefly recalling those factors, they include:

1. The type of community, including:
    a. the availability of adequate housing, shopping areas and worship facilities,
    b. its services of medical and professional nature, and
    c. its cultural level and cultural interests.
2. Factions within the community.
3. Activities of pressure groups.
4. Wealth of the school district.

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[1]Fisher, William H., "Permanence vs. Security for School Administrators," American School Board Journal, 122:30ff, March 1951.

[2]Greider, loc. cit.

A third group of factors could be related to the board of education and the board's operational pattern. In a School Opinion Poll[1] reported in the July 1947 Nation's Schools, it was reported that, in seeking or accepting a school administrative post, the character and political record of a school board would be a factor in influencing a man's decision. Fourteen per cent of the respondents indicated this was an important factor. It is reasonable to believe that the character and political record of board members might likewise effect a man's desire to remain after he has accepted a position. Some examples of character traits of board members that may interfere with a superintendent's desire to stay might be: 1) a member who has an "axe" to grind, and 2) lack of human integrity and strength. Hulburd[2] refers to this in stating: "Many board members, because they are weak, feel that they are selected to serve a special group of people." In either case, a person with pre-determined favorite persons in the community and "pet" projects which he is determined to satisfy, can make a superintendency unbearable.

How the board operates as a board also relates closely to this problem. Is the board of education concerned with the policy-making function or does it also choose to administer? Does it use standing committees or special committees of its own members? Does it act as a whole or do personality clashes among members interfere with effective school operation? A School Opinion Poll reported in the January 1955

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[1]School Opinion Poll, "What About Superintendent's Contracts?", loc. cit.

[2]Hurlburd, David, "This Happened in Pasadena," (The MacMillan Company, New York, 1951).

issue of the Nation's Schools[1] indicates that most superintendents reject the idea of standing committees, the reason being that such committees tend to give the board of education an excuse and an opportunity to encroach on the administrative functions of the school.

This third group of factors, then, can be important in the shortening of a man's tenure in a superintendency. Summarizing, briefly, this group would include the board members' total attitude, philosophy, and approach to their position and to their school administrator. The extent to which a clear understanding exists between the administrator and board as to the rights, duties and functions of each other also seems important.

This final group of factors which seem to be related to short tenure are those involving the relationships of the man on the job.

What are the superintendent's relationships with his staff? Fischer,[2] in listing elements which contribute to insecurity for a school administrator includes "Disgruntled staff members." Newton,[3] in attacking a similar problem from the opposite pole suggests some things that may lengthen tenure. Among these he includes teacher support which may be fostered through democratic organization and teacher participation in policies and program. Other writers, including Leipold[4] and Jensen[5] have made similar statements. It is, then, a

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[1]School Opinion Poll, "Most Superintendents Reject Standing Committees of the Board," Nation's Schools, 55:65, January 1955.

[2]Fisher, loc. cit.

[3]Newton, J. H., "Security for School Administrators," School Executive, 56:11-13, September 1936.

[4]Leipold, L. E., "Why Superintendents Fail," American School Board Journal, 115:15-16, July 1947.

[5]Jensen, loc. cit.

popular concept that a superintendent's tenure can be related to the staff relations which he has.

On the topic of staff relations, the writer believes that Stevenson[1] makes a noteworthy contribution to this study. He emphasizes the need for an administrator to have a sound knowledge of educational philosophy along with a well defined philosophy of his own. Following this, Stevenson[2] suggests that the man select and appoint personnel of similar beliefs and philosophic views. Whether or not such a practice would have a sound effect upon the school's educational program involves some speculation; but it seems reasonable to assume that such a practice might promote harmony and, by so doing, tend to lengthen the administrator's tenure.

Aside from staff relations, relations with the public seem to be extremely important. Franklin Keller,[3] reporting in the Pasadena case, cites poor public relations as a factor in dismissal. In commenting on "Why School Administrators Fail," Nelson[4] indicates that parent and pupil relations are a strong factor. Other writers stress the relationship between poor reporting (public relations) and the superintendent's tenure.

Summary

Reviewing the related literature, it can be seen that the tenure of a superintendent has attracted much preliminary interest--

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[1]Stevenson, loc. cit.

[2]Stevenson, ibid.

[3]Keller, loc. cit.

[4]Nelson and Stoops, loc. cit.

both speculative and that which is based upon research.

It is rather obvious that "moving up the ladder" is an extreme generality. What to one man may appear to be an improved situation, may to another look like a step "down the ladder." An improvement, or "step up," then is measured by a number of factors. Included among these may be any one, or all of such factors as: size of school, school board make-up and policies, salary, community opportunities, the challenge of the specific post, and others. Any one, or all of these factors may be significant in the determination of what constitutes a professional advancement for a superintendent. This train of thought is important for two reasons:

a. It is the factors themselves which make up the generality which can be real and can be measured.

b. If the foregoing is true, a community which is weak in one or two factor areas, may retain a superintendent for a longer period of time by excelling in some of the other areas beyond the average.

Again, involuntary dismissal is a generality. A long list of factors that may be related to this could be drawn out, rated and compared. A treatment such as that given to the "moving up the ladder" premise could be duplicated, with a similar conclusion reached. Other general reasons could likewise be scrutinized with similar results.

The previous sampling of research and writing gives a good foundation of factors to be related to individual school situations in this Michigan Study.

It will be, in the following pages, the intent of the writer to take these factors and test them in two ways:

1. Through direct interview to determine the degree to which certain selected factors are related to the situations in Michigan which are considered, for the purposes of this study, short tenure districts. The writer will then compare the degree of relationship from this study to that of the Long Tenure Study by Puffer,[1] and to that of the More Successful Superintendent Study by Owen.[2]

2. Through a rating scale technique, the writer will attempt to determine how important certain factors are to lengthening tenure in a superintendency. This will be an opinion scale and will be completed by each interviewee.

The following chapters are devoted to the reporting of the findings of this study and to any correlation with related studies which may seem possible and/or practical.

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[1]Puffer, op. cit.

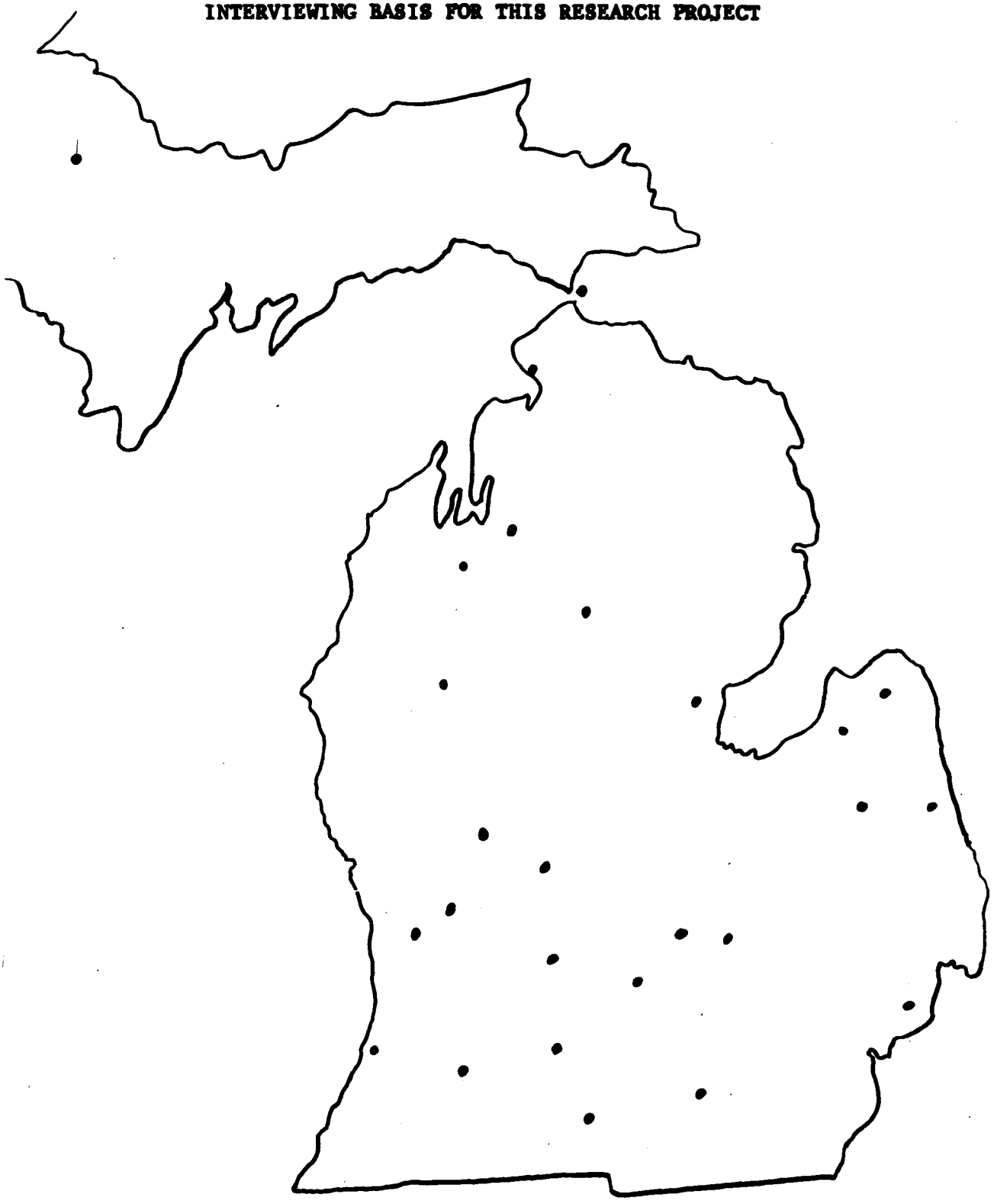
[2]Owen, op. cit.

CHAPTER III

LOCATIONS, SIZES AND FINANCIAL FACTORS OF SCHOOLS OF THIS STUDY

The schools of this study were located in both the lower and upper peninsulas of the State of Michigan. Of the sampling of twenty-six schools, eighteen were typically of a rural nature. There were three schools in urban areas. Of the remaining five schools, three were in industrial-residential areas in which many persons work in the single industry in the community but receive their services and purchase the majority of their necessities from larger, neighboring community centers. The remaining two schools were in typical resort areas in which many of the community residents derive their income from the tourist trade. Michigan has, on many occasions, been defined as the state with a three-headed economy, the heads being agriculture, manufacturing, and tourist trade. The sampling, then, appears to be representative of the types of cities and villages of the state. Since it is easy to notice that there are many more agricultural communities in the state than there are industrial or resort areas, it appears that no one type of community has a proportionately greater amount of short tenure than does any other type of community. The map of the locations of these twenty-six schools, found on page 34, further indicates that there is no one geographical location which can be said to have adverse effect upon the length of the superintendent's tenure. While

MAP SHOWING LOCATIONS OF TWENTY-SIX MICHIGAN SCHOOLS HAVING SHORT TENURE AS DEFINED HEREIN, AND USED AS THE INTERVIEWING BASIS FOR THIS RESEARCH PROJECT



Dr. Puffer[1] noted that eight of his schools from a sampling of 46 were located in the upper peninsula, and that some of the superintendents interviewed by him felt the upper peninsula had a record in the number of cases of long tenure of which it could boast, it is noted that of the original sampling of 118 schools in this short tenure study, thirteen were located in the upper peninsula. It is maintained, therefore, that the location and the type of community (as to urban, rural) does not seem to be related closely to the tenure of the school superintendent.

In the consideration of the size of the school districts involved in this short tenure study, the writer felt that some degree of significance could be attached to the number of schools of a certain size which had short tenure only if that number could be compared to the total number of schools of that same size within the state. For one to say that more small schools have short tenure of their chief school administrator than do large schools is of no value. It is obvious that there are more small schools than there are large schools. Some significance might be gained by comparing the size of the short tenure schools to that of the long tenure schools as studied by Puffer[2] and to schools having a more effective administration as studied by Owen.[3]

Table 1, page 36, shows the frequency of the short tenure schools arranged in groups by the size of the school as determined by pupil enrollment. The enrollment figures for this chart were obtained from the Michigan Education Directory and Buyer's Guide for 1958-1959.

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[1]Puffer, op. cit., p. 48.

[2]Puffer, op. cit., pp. 48ff.

[3]Owen, op. cit., pp. 83ff.

TABLE 1

DISTRIBUTION OF SIZES OF SCHOOL SYSTEMS BY NUMBERS OF PUPILS OF ONE HUNDRED EIGHTEEN MICHIGAN SCHOOL SYSTEMS HAVING SHORT TENURE OF SCHOOL SUPERINTENDENTS AS COMPARED TO A SIMILAR DISTRIBUTION OF ALL SCHOOL SYSTEMS IN THE STATE OF MICHIGAN

Ranges in sizes by numbers of pupils	Frequency this study	Per cent of all short tenure schools	Frequency[1] statewide	Per cent of all schools in the State
0-499	40	33.9	165	25.5
500-999	41	34.7	180	27.8
1000-1999	22	18.7	159	24.6
2000-2999	3	2.5	54	8.3
3000-3999	1	.9	27	4.2
4000-4999	3	2.5	19	2.9
5000-5999	2	1.7	6	.9
6000-6999	0	0	4	.6
7000-7999	1	.9	5	.8
8000-8999	0	0	5	.8
9000-9999	0	0	0	0
10000-10999	3	2.5	7	1.1
11000 and above	2[o]	1.7	16	2.5
Totals	118	100.0	647	100.0

[o]these enrollments were 12,066 and 22,678.

[1]Michigan Education Directory and Buyer's Guide, 1958-1959.

It will be noted from that table, that 68.6% of the total sampling of the 118 short tenure schools had less than 1,000 students enrolled. With this evidence, alone, the conclusion might well be that short tenure is closely related to the small school. In the state as a whole, however, 53.3% of all schools fit into this same category. This condition may tend to temper the final judgment, but it still appears that short tenure schools are more often small schools. In fact, 23.5% of those schools having enrollments below 1,000 witnessed short tenure during the years of 1951-58, while only 11.8% of those schools having enrollments between 1,000 and 3,000 students had short tenure.

Table II, page 38, compares the distribution of school sizes, by enrollments, in this study with those in the studies of Puffer[1] and Owen.[2] Again, this table of comparisons shows that the short tenure schools are somewhat smaller than the long tenure schools as studied by Puffer[3] and considerably smaller than those having more effective administration as studied by Owen.[4] This might be summarized by a few simple statements:

1. While 33.9% of the schools studied by this writer had less than 500 students, only 8.7% of the long tenure schools and none of the schools with more effective administrators were in this size category.

2. The median enrollment of the short tenure schools (730 pupils) was smaller than either the median enrollment of the long tenure schools (1062 students) or the more effectively administered schools (5658 pupils). It was also smaller than the median enrollment of all schools employing a superintendent in the State of Michigan (941 pupils).

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[1]Puffer, op. cit., p. 49.

[2]Owen, op. cit., p. 85.

[3]Puffer, op. cit., p. 49.

[4]Owen, op. cit., p. 85.

TABLE II

A COMPARISON OF THE DISTRIBUTION OF SCHOOL SYSTEM SIZES, BY ENROLLMENTS, IN THIS STUDY WITH THOSE FROM THE STUDIES OF DR. PUFFER[1] AND DR. OWEN.[2]

Ranges in sizes, by numbers of pupils	Per cent of schools this study	Per cent of schools Puffer study	Per cent of schools Owen study
0-499	33.9	8.7	0
500-999	34.7	39.1	0
1000-2999	21.2	45.7	15.8
3000-4999	3.4	6.5	31.6
5000-6999	1.7	0	37.9
7000-8999	.9	0	37.9
9000-10999	2.5	0	10.5
11000 and above	1.7	0	26.3
Medians	730 pupils	1062 pupils	5658 pupils

State School Median: 941 pupils

[1]Puffer, op. cit., p. 49.

[2]Owen, op. cit., p. 85.

In an attempt to indicate further the relationship between size and tenure, schools in this study were compared by size as determined by the number of teachers employed.

Table III, page 40, compares distribution of schools by size as determined by the number of teachers employed in this study with those in the entire state. Again, it will be noted that the smallest schools (0-19 teachers) account for 35.6% of the short tenure schools while accounting for only 25.5% of the total number of schools in the state which hire superintendents. Another interesting note, in this respect, could be summarized as follows:

Size by Number of teachers	Per cent Short Tenure Schools	Per cent of all School Systems in the State
0-39	71.2%	54.6%
40-199	22.2%	38.0%
200 and above	6.6%	7.4%

1. This comparison may indicate verification of the findings of Mosier and Baker[1] that administrative tenure is definitely related to size of the school district served, with the greatest stability in those systems employing between 40 and 200 teachers. It further indicates that the poorest tenure is in those districts with fewer than eleven teachers.

2. Schools of 200 teachers, and more, appear to have their share of short tenure.

Comparing now the distributions of this study, the Puffer study,[2] and the Owen study[3] with regard to school size as determined by the

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[1]Mosier and Baker, op. cit., p. 46.

[2]Puffer, op. cit., p. 51.

[3]Owen, op. cit., p. 86.

TABLE III

DISTRIBUTION OF SIZES OF SCHOOL SYSTEMS OF THE ONE HUNDRED EIGHTEEN SHORT TENURE SCHOOLS BY NUMBER OF TEACHERS EMPLOYED COMPARED WITH A SIMILAR DISTRIBUTION OF ALL STATE SCHOOL SYSTEMS EMPLOYING SUPERINTENDENTS OF SCHOOLS AS LISTED IN THE MICHIGAN EDUCATION DIRECTORY AND BUYER'S GUIDE

Ranges in sizes by numbers of	Frequency this study	Per cent of all short tenure schools	Frequency statewide	Per cent of all schools in the state
0-19	42	35.6	169	25.5
20-39	42	35.6	193	29.1
40-59	13	11.1	107	16.2
60-79	8	6.9	56	8.5
80-99	1	.8	27	4.1
100-119	0	0	21	3.2
120-139	0	0	15	2.3
140-159	1	.8	10	1.5
160-179	2	1.8	9	1.4
180-199	1	.8	5	.8
200-219	1	.8	8	1.2
220-239	1	.8	2	.3
240-259	0	0	4	.6
260-279	0	0	2	.3
280-299	1	.8	2	.3
300-319	0	0	0	0
320-339	0	0	1	.2
340-359	1	.8	3	.4
360-379	1	.8	7	1.1
380-399	1	.8	2	.3
400 and above	2	1.8	18	2.7
Totals	118	100.0	661	100.0

Median Sizes by Number of Teachers Employed:

a. This study: 27.1 teachers
b. Statewide: 35.8 teachers

number of teachers employed, other interesting facts become evident. Table IV, page 42, records this comparison for the reader's perusal. Again, by way of generalization, the short tenure schools tend to be the smaller schools (median of 27.1 teachers) while the long tenure schools tend to be somewhat larger (43.5 teachers) and slightly above the median size (35.8 teachers) of all state schools which employ superintendents. It is, likewise, noticeable that the more effective administrators tend to be found in the larger schools (median size of 92.2 teachers).

By way of summarization, the characteristics of the tables, references and discussion included in this chapter all seem to point to the fact that short tenure is related to the size of the school district, but not as greatly as some writers would have us believe. The writer believes that the following four statements summarize this relationship:

1. Small school systems tend to be most afflicted with short tenure, regardless of the basis for comparison;
2. Short tenure tends to be least related to the middle sized school systems (40-200 teachers or 1,000 to 5,000 students);
3. The median size of the short tenure school system is smaller than the median size of:
   a. all state school systems which employ a superintendent of schools,
   b. those school systems designated by Puffer[1] as long tenure schools, and
   c. those school systems studied by Owen[2] as schools having more effective administrators;
4. Larger school systems tend to have cases of short tenure but to a lesser degree than do the smaller school systems and to a greater degree than do the middle sized schools.

Financial Factors Related to Short Tenure School Districts

The next factors that the writer will attempt to relate to short tenure of school administrators are those which have to do with the financial situations and policies of these districts. The writer will present evidence of the state equalized valuations of these districts; the tax base

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[1] Puffer, op. cit., pp. 48-55.

[2] Owen, op. cit., pp. 84-91.

TABLE IV

COMPARISON OF DISTRIBUTION OF SCHOOL SYSTEM SIZES BY NUMBERS OF TEACHERS EMPLOYED IN THIS STUDY WITH THOSE OF THE STUDIES BY PUFFER[1] AND OWEN[2]

Ranges in Sizes by numbers of teachers	Per cent of schools this study	Per cent of schools Puffer study	Per cent of schools Owen study
0-19	35.6	13.0	5.3
20-39	35.6	32.6	10.5
40-59	11.1	19.5	13.2
60-79	6.9	15.2	15.8
80-99	.8	10.8	7.9
100-119	0	6.5	5.3
120-139	0	2.2	2.6
140-159	.8	0	2.6
160-179	1.8	2.2	2.6
180-199	.8	0	7.9
200-219	.8	0	5.3
220-239	.8	0	5.3
240-259	0	0	0
260-279	0	0	0
280-299	.8	0	0
300-319	0	0	0
320-339	0	0	0
340-359	.8	0	2.6
360-379	.8	0	0
380-399	.8	0	2.6
400 and above	1.8	0	2.6

Median School Sizes by Number of Teachers Employed:

a. This Study 27.1
b. Long Tenure Schools 43.5
c. Owen Study Schools 92.2
d. All State Schools 35.8

[1]Puffer, op. cit., p.51.

[2]Owen, op. cit., p. 85.

behind each child in membership; information as to bond issues in these districts; the rate of taxation for operation, debt retirement and sinking fund purposes; and whether or not these districts tend to operate within the framework of a balanced budget.

Table V, page 44, shows a distribution of the property valuations of the 118 school districts in Michigan having short tenure during the period studied. It will be noticed that 83 of the 118 school districts had a total state equalized valuation of less than 10 million dollars. The median school district valuation in this study was only $7,108,433.00. This figure, again, was a less desirable median school district valuation than found in either the Puffer[1] or the Owen[2] study. Dr. Puffer's[3] long tenure schools had a median state equalized valuation of $8,053,992.00. (This figure was based upon 1955 State Equalized Valuations which would tend to be lower than they would have been had a 1958 state equalized valuation been used, as is used in this study.)

Dr. Owen's[4] study concerning more effective administration was accomplished in districts having a median state equalized valuation of $90,199,605.50. Were one to quickly analyze the comparative tables thus far, however, one might conclude that the total valuations stated are completely a function of the size of the school district and do not necessarily reflect the available taxable wealth behind each child.

This demands that attention of this study be turned to a more effective indicator of school district wealth--the valuation per membership child. At this point, the writer must register a disagreement with Dr. Puffer[5] in his selection of valuation per census child in preference to the valuation per membership child. The census figure has no real significance in the school financing in Michigan since the only amount of money received on the basis of census, the Primary Interest Fund Money, is a part of the

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[1]Puffer, op. cit., pp. 53-55.

[2]Owen, op. cit., pp. 93-95.

[3]Puffer, loc. cit.

[4]Owen, loc. cit.

[5]Puffer, op. cit., p. 55.

TABLE V

DISTRIBUTION OF PROPERTY VALUATIONS OF ONE HUNDRED EIGHTEEN SCHOOL DISTRICTS IN MICHIGAN HAVING HAD SHORT TENURE OF SCHOOL SUPERINTENDENTS

Valuations in Millions of Dollars	Number of Cases in this study	Valuations in Millions of Dollars	Number of Cases in this study
0-9	83	110-119	0
10-19	20	120-129	0
20-29	3	130-139	0
30-39	2	140-149	1
40-49	1	150-159	0
50-59	1	160-169	0
60-69	2	170-179	1
70-79	0	180-189	0
80-89	0	190-199	0
90-99	1	200-209	1
100-109	1	210 and above	1[o]

[o]Total Valuation $652,194,180.00.

total State Aid Program which is based upon membership only. Hence a primary payment distorted by census figures is corrected by having the total state aid funds administered on a membership basis. In addition to this weakness, the census figure is far from an accurate indicator of the number of students any given school system must educate. This may be illustrated by two schools in which the writer has worked. The first, with a census of about 410, had an enrollment of 396. This represents an enrollment of 98% of the total census, and was achieved through acceptance of tuition students from other districts. In the second school, with a census of 4890, there is a current enrollment of about 3800 students. The latter represents an enrollment of only 77.6% of the total census figure, and results from parochial schools in the area accepting a number of students from this district's original census figure. An abnormal drop-out situation could similarly affect the stability, or reliability of the census figure. In the latter school used as an illustration, the total taxable wealth is used to educate the 3800 students who are actually enrolled, and has no real significant bearing on the 4890 whose names fill the census list. For these reasons, the writer will not make valuation comparisons on the basis of the school census but rather upon the basis of the school membership.

Table VI, page 46, indicates the distribution of property valuation per student enrolled in the 118 short tenure schools of this study. It will be noted that 45.7% of the 118 schools had state equalized valuations per membership child in the $4,000.00 to $7,999.00 range. The median state equalized valuation per membership child in this group of schools was $8,279.00. This figure, when compared to the $15,858.77 median as established by Owen[1] for his more effectively administered schools, appears to be very low. It is also far below the average state equalized valuation per membership child on the statewide basis which was $14,225.00 for the 1958 year. That same year, the mean state equalized valuation per membership child of the short tenure schools reported herein was $9,228.00

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[1]Owen, op. cit., p. 100.

TABLE VI

DISTRIBUTION OF PROPERTY VALUATION PER MEMBERSHIP CHILD IN THE ONE HUNDRED EIGHTEEN SCHOOL SYSTEMS IN MICHIGAN WHICH HAVE HAD SHORT TENURE OF SCHOOL SUPERINTENDENTS

Range of valuation per membership child	Frequency	Per cent of cases
2,000-3,999	2	1.7
4,000-5,999	28	23.7
6,000-7,999	26	22.0
8,000-9,999	22	18.6
10,000-11,999	15	12.7
12,000-13,999	12	10.2
14,000-15,999	4	3.3
16,000-17,999	4	3.3
18,000-19,999	1	.9
20,000-21,999	1	.9
22,000-23,999	0	0
24,000-25,999	1	.9
26,000-27,999	1	.9
28,000-29,999	1	.9
Totals	118	100.0

(Median State Equalized Valuation per Membership Child: $8,279.00)

The foregoing statements and statistics demonstrate, rather forcefully, that the short tenure school districts of this study tend to be districts which can be classified as among the less fortunate in the state as far as taxable wealth per membership child is concerned. It then appears that a general statement that short tenure seems to be related more frequently to school districts having taxable values per membership child below the average valuation per membership child within the State of Michigan would be justified.

Turning attention next to the tax rates for school operation within these school districts, the reader may note that those operational tax rates were not as high as we might expect them to be in light of their generally low tax base per membership child.

Table VII, page 48, indicates the report of forty-seven superintendents. It will be noted that 72.2% of those reporting indicated a levy of less than 10 mills for operation. The median levy of these schools was 8.63 mills on the state equalized valuation for operational purposes, with 48.9% of those reporting indicating a levy of between 7.0 and 8.99 mills.

Comparing the median tax rate of 8.63 mills on the state equalized valuation with that of the long tenure school districts as studied by Puffer[1] (8.2 mills), no significant difference is noted. When comparing the median of the short tenure schools of this study (8.63 mills) with the median of those schools which are administered more effectively, as studied by Owen[2] (13.8 mills), it will be noted that the short tenure schools tend to levy a lower tax rate. One additional comparison might be interesting. If we divide the total state equalized valuation of all taxable property in Michigan in 1957 by the total amount of operational tax collections for the same year,

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[1]Puffer, op. cit., p. 59.

[2]Owen, op. cit., p. 102.

TABLE VII

DISTRIBUTION OF TAX RATES IN MILLS LEVIED ON THE STATE EQUALIZED VALUATION FOR OPERATION AS REPORTED BY FORTY-SEVEN FORMER SUPERINTENDENTS WHO HAD SERVED IN THE TWENTY-SIX DISTRICTS OF THIS STUDY

Range of Mills Levied on the State Equalized Valuation	Frequency	Per cent of all cases
6.0-6.99	5	10.6
7.0-7.99	12	25.5
8.0-1.99	11	23.4
9.0-9.99	6	12.7
10.0-10.99	2	4.3
11.0-11.99	3	6.4
12.0-12.99	0	0
13.0-13.99	0	0
14.0-14.99	1	2.1
15.0-15.99	0	0
16.0-16.99	0	0
17.0-17.99	0	0
18.0-18.99	0	0
19.0-19.99	0	0
20.0-20.99	2	4.3
21.0-21.99	0	0
22.0-22.99	0	0
23.0-23.99	3	6.4
24.0-24.99	0	0
25.0-25.99	0	0
26.0-26.99	0	0
27.0-27.99	2	4.3

we arrive at a mean statewide tax rate of 11.04 mills for operational purposes.

It is also interesting to note that of the six former superintendents reporting tax rates of above 15 mills on the state equalized valuation, three of them had valuations per membership child above the median of the schools of this study; one reported this levy lasted only a short time for the purpose of clearing up a deficit left by a former superintendent who had proved to be a poor manager; and two (reporting from the same school) indicated valuations per membership child lower than the median of this study.

On the basis of this evidence, it appears that short tenure in school administration in Michigan is not related to excessive tax rates for operational purposes. Quite to the contrary, short tenure seems to be related to school districts which, even though they tend to have a lower tax base, make no greater tax effort to support their schools than do their wealthy counterparts. It appears that these school districts make, in fact, less effort to support their educational program than does the average state school, in spite of their low tax base.

Turning our attention now to the financial policies of the schools involved, it will be noted from Table VIII, page 50, that only 6.4% of the total number of former superintendents report a deficit at the year's end which exceeded $10.00 per membership child. The majority of those reporting indicated a budget that was balanced which carried, annually, a very small, insignificant cash balance. A total of only five men (10.6% of the sample) indicated that their schools had a deficit during the last year of their tenure. Dr.

TABLE VIII

DISTRIBUTION OF DEFICITS AND BALANCES OF JUNE 30TH OF THE LAST YEAR OF THEIR TENURE AS REPORTED BY FORTY-SEVEN FORMER SUPERINTENDENTS WHO HAVE SERVED IN THE TWENTY-SIX SHORT TENURE DISTRICTS OF THIS STUDY

Range in Balance, or deficit, per membership child, in dollars	Frequency	Per cent of total sampling
Deficit: $30.01 - $ 50.00	1	2.1
Deficit: $10.01 - $ 30.00	2	4.3
Deficit of $10.00 to Balance of $ 9.99	25	53.1
Balance: $10.00 - $ 29.99	10	21.3
Balance: $30.00 - $ 49.99	3	6.4
Balance: $50.00 - $ 69.99	2	4.3
Balance: $70.00 - $ 89.99	3	6.4
Balance: $90.00 - $109.99	1	2.1
Totals	47	100.0

Puffer[1] indicated that 19.5% of his interviewees indicated a deficit in their operations while Dr. Owen[2] found only 2.6% of his interviewees to be operating with a deficit.

Again, it appears that short tenure is not related to a deficit finance pattern.

One of the long-held beliefs concerning short tenure is that short tenure of superintendents is often an aftermath of a voted bond issue. In the writer's interviewing, only 17 (36.2%) of the interviewees reported a bond issue passed in their school district during their tenure. The seventeen thus reporting covered one-half of the school districts involved in the study. Only two persons reported passing more than one bond issue during their tenure. It is obvious that the tendency of having only one bond issue passed during his tenure is not so much a reflection upon the character and ability of the administrator as it is upon the length of time he stayed in the community.

While 80.4% of the men interviewed by Puffer[3] had administered schools during which at least one bond issue was passed and 79% of Owen's[4] interviewees had successfully seen one or more bond issues through to completion, the passing of bond issues can not be used as a yardstick to indicate that short tenure is related to bond issues passed. Both of these groups of administrators enjoyed much longer tenure than did the men considered in this short tenure study.

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[1]Puffer, op. cit., pp. 65-68.

[2]Owen, op. cit., p. 111.

[3]Puffer, op. cit., p. 68.

[4]Owen, op. cit., pp. 115-118.

Table IX, page 53, summarizes the bond issues reported by school code, total bonded amount and the percentage of the district's state equalized valuation that this amount represented. It is interesting to note from this table that the majority of these bond issues would be considered conservative with respect to the total valuation of the district they served. Only four of these schools bonded for an amount of ten per cent or more of their total state equalized valuation. Each of these had a valuation of less than $7,000.00 per membership child.

At this point, it seems wise to examine the cases of those four districts whose bond issues exceeded 10% of the total state equalized valuation of the district:

1. School system #25 bonded at 10% of its total valuation. It had just completed a total reorganization with a neighboring community and a number of rural outlying districts. Valuation per membership child: $6,961.00.

2. School system #7 bonded at 11.21% of its total valuation. It is a suburban school district, many of whose patrons work in the industry of the city, nearby. Its bond issues were to cover the cost of building and equipping a new elementary building and a subsequent addition thereto. With a valuation of only $3,988.00 behind each child, it is obvious that a higher percentage of the total valuation would be required to build an adequate facility to house this student body. If this school district had a valuation per membership child equal to that of the state average, these combined bond issues would have only represented about 3.2% of the total school district valuation.

3. School system #6 is a stable, rural community with a low valuation per membership child of only $6,853.00. Again a needed elementary building was built, the cost of which required a bond issue representing 11.68% of the total state equalized valuation of the district.

TABLE IX

SIZES OF BOND ISSUES VOTED AND APPROVED IN SCHOOL DISTRICTS IN MICHIGAN HAVING HAD SHORT TENURE OF SCHOOL SUPERINTENDENTS: 1951-1958

School Code	Total Amount of Bond Issue Approved	Per cent of total District Valuation
11	$ 125,000.00	1.54
16	130,000.00	1.26
7	150,000.00	8.42
5	160,000.00	3.41
12	175,000.00	3.39
7	200,000.00	11.21
14	250,000.00	3.76
3	260,000.00	4.47
18	280,000.00	4.60
12	300,000.00	5.79
15	325,000.00	14.66
23	400,000.00	4.52
6	600,000.00	11.68
25	1,000,000.00	10.00
8	2,150,000.00	2.47
8	3,500,000.00	3.32

(percentages calculated on the basis of the 1957 State Equalized Valuations for the districts concerned.)

A comparison such as that one mentioned above would indicate that if this was an average state school, "valuation-wise," the building cost would only have represented about 5.7% of the district's total valuation.

4. School system #15 is a village district serving outlying rural districts. Its high school population, as a result of expansion, demanded more room. The community, then, decided to build a new elementary building and to divert the existing building to high school use completely. With a per pupil valuation being deflated by serving outside students (whom they needed in order to bring their high school pupil population high enough to justify operation of such a program) to only $4,397.00, the new building required a bond issue which represents 14.66% of the total state equalized valuation of the district. As reorganization takes place, the per child valuation of this district should increase, thus decreasing the percentage of the total valuation of the school district which this bond issue represents.

It can be noted, then, that the valuation per membership child plays an important part in the bonding capacity of a district, and that these four districts all had a low valuation per membership child.

All of the bond issues passed by the districts served by these men appear to be within reasonable limits of the financial ability of the district.

It appears, then, that this study has found no basis in fact for the impression that short tenure in school districts is closely related to bond issues passed or to excessive capital outlay levies.

Of the twenty-six school districts studied, only three had levied a millage for sinking fund purposes. Of the three, one had, during the years of this study, combined the accumulated sinking fund with a bond issue to provide new facilities and had then eliminated the sinking fund. The other two schools raised 5 mills each and had

not done any bonding during the tenure of the four men serving them that the writer interviewed. There appears to be no significant relationship between sinking fund practices and tenure of school superintendents.

Accreditation status of the Districts Involved

Is there a relationship between the quality of the high school program as evidenced by outside evaluators, and the tenure of a superintendent of that school system? Table X, page 56, summarizes the status of four groups of school systems with the three major evaluating groups in the state:

1. The Michigan State Department of Public Instruction's Approval for the Collection of Non-Resident Tuition;
2. The University of Michigan's Accreditation of Secondary Schools;
3. The North Central Association of Colleges and Secondary Schools' Accreditation.

The four groups of school systems compared are:

1. The 118 short tenure school systems defined by this study;
2. All of the school systems in the State of Michigan, excluding the 118 school systems above;
3. The long tenure school systems reported in the study by Dr. Puffer;[2]

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[1]School systems are used in this discussion. A school system may have many high schools under one central administrative head and one board of education.

[2]Puffer, op. cit., p. 53.

TABLE X

PERCENTAGE OF THE SHORT TENURE SCHOOL SYSTEMS WHICH HAD HAD AT LEAST ONE HIGH SCHOOL WHICH WAS EITHER ACCREDITED OR APPROVED BY THE THREE MAJOR AGENCIES IN THE STATE OF MICHIGAN AS COMPARED TO SIMILAR PERCENTAGES FOR THE REMAINING SCHOOL SYSTEMS IN THE STATE OF MICHIGAN, THE LONG TENURE SCHOOL SYSTEMS, AND THE SCHOOL SYSTEMS WHICH ARE RECOGNIZED AS HAVING MORE EFFECTIVE ADMINISTRATION

Evaluating Agency	Groups of School Systems having Approval			
	Short Tenure	All Systems in State	Long Tenure	More Effective Administration
Department of Public Instruction	93%	94%	No Report	100%
University of Michigan Accreditation	85%	91%	98%	100%
North Central Association Accreditation	22%	41.5%	No Report	100%

4. The school systems having more effective administration as reported by Dr. Owen.[1]

It will be noted that the most significant relationship is the negative relationship established between North Central accreditation and short tenure school systems. All of Dr. Owen's[2] schools qualified for North Central Accreditation while slightly less than one-half of all high schools in the state meet these requirements. There appears to be some significance in the fact that while 42% of all school districts in the State of Michigan have at least one high school that could meet the North Central requirements, only 22% of the short tenure school systems met the same type requirements.

It appears, then, that short tenure can be related somewhat to school systems which cannot, or do not, have a high school program, facilities, or a professional staff sufficient to gain the approval of the North Central Association of Colleges and Secondary Schools.

Summary

Short tenure in the school districts considered in this study does not seem to be related to geographical location or to the type of community considered. The sampling of communities used by the writer included schools from urban areas as well as rural; industrial as well as agricultural; catholic as well as protestant; and single nationality as well as multi-nationality areas.

Further, there did not appear to be any clear pattern that such financial factors as the tax rates for school operation, the

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[1]Owen, op. cit., pp. 91-92.

[2]Owen, Ibid.

passage or non-passage of bond issues, the usage or non-usage of sinking funds for building purposes, or the balance or imbalance of the operational budget had any close relationship to the short tenure in those school districts studied. The writer does not intend to infer that how a man operates within his budget will not influence his tenure. Certainly a superintendent cannot disregard all principles of good business management, run a district hopelessly into debt, and still plan to remain in his position. In the same sense, a man cannot mislead and misguide the community into an extravagant, unnecessary bond issue and remain for many years as the head of that school system. The indication is not that these factors are unimportant, but only that they do not seem to be related to any important extent to the short tenure in the school districts studied herein.

As indicated in the charts of the first part of this chapter, however, the size of a school district does seem to be related to short tenure, with the smaller schools (those having less than 40 teachers and/or less than 1,000 students) being most afflicted with short tenure of school superintendents. All of the tables in this chapter tend to indicate that short tenure is related to the size of the school district; that these small schools are virtually missing from the Owen study of effective administration; and that small schools appear among the long tenure schools to a lesser degree than they do among the short tenure schools.

The quality of the high school programs as indicated by the North Central Association's Accreditation Criteria seems to be related to short tenure. School systems whose high schools do not meet the North Central Standards make up nearly 80% of the short tenure school

systems as compared to only about one-half of all the state schools and none of the more effectively administered schools. A typical short tenure school would be one whose program was not up to the quality required by the North Central Secondary School Association.

The final factor that tends to be related to short tenure of school superintendents is the school district's state equalized valuation per membership child--its taxable wealth. The schools of this study tended to have a valuation per membership child considerably below the average in the State of Michigan with a median valuation per membership child only slightly more than one-half of the average valuation per membership child in the state. This is further verified by the fact that only 12 of the 118 schools in the total short tenure sampling had valuations per membership child above that state average figure.

The factors, then, at this point, which seem to be related to short tenure, as defined for this study, are:

1. The size of the school district,
2. The valuation per membership child of the district, and
3. The quality, or lack thereof, of the total school program, particularly as adjudged by membership in the North Central Association of Colleges and Secondary Schools.

CHAPTER IV

THE SUPERINTENDENT AND THE BOARD OF EDUCATION

The reader's attention will now be drawn to the individuals who are most responsible for the employment and tenure of the superintendent of schools--the board of education and the superintendent himself. Are there factors within the board of education's membership, structure, and operation that would tend to shorten a man's tenure as chief school administrator? Does the operational pattern, the educational training, or the previous form of employment of the superintendent have any effect upon his ultimate tenure in a position? Are there factors in the combined operational patterns of board and administrator that affect tenure? The purpose of this chapter will be to examine some of these factors in an attempt to determine the extent of their relationship to the short tenure of superintendents.

I. The Board of Education

Who makes up a board of education? The answer to this appears rather simple on the surface; but what do we really know about our boards of education? Are they primarily skilled laborers or are they all professional people?

More questions could be raised in this area, but the board of education members are here considered from the standpoint of their occupational classifications, their education, and their own tenure on the board of education.

Table XI, page 62, gives in summary form the occupations of board members serving in the twenty-six short tenure districts of this study. If we were to consolidate these figures into three groups: professional; business owner and managerial; and unskilled labor; and compare the findings with the studies by Puffer[1] and Owen,[2] we would note the following:

1. The occupations of the members of the boards of education as studied by Puffer[3] and those of this study bear a striking resemblance, both in types of occupations and in the frequency with which these occupational types become board members.

2. The Owen Study[4] shows a much higher incidence of professional persons serving on the boards of education in the more effectively administered schools than do either the long tenure study or this short tenure study.

From this evidence, the conclusion seems to indicate that the study of Owen[5] presents a rather unique situation in the membership of the boards of education, when compared to the findings of the Puffer[6] study and this study.

The purpose of this study, however, is to determine to what extent the selected factors are related to short tenure. Since Puffer's[7] long tenure schools had board of education members of similar occupational classifications there appears to be no noticeable relationship between these factors and short tenure.

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[1]Puffer, op. cit.

[2]Owen, op. cit.

[3]Puffer, loc. cit.

[4]Owen, loc. cit.

[5]Owen, loc. cit.

[6]Puffer, loc. cit.

TABLE XI

OCCUPATIONAL CLASSIFICATIONS OF BOARD MEMBERS IN TWENTY-SIX MICHIGAN SCHOOL SYSTEMS HAVING HAD SHORT TENURE OF SCHOOL SUPERINTENDENTS AND THE FREQUENCY OF OCCURRENCE OF EACH CLASSIFICATION AS COMPARED TO THOSE FOUND IN THE PUFFER LONG TENURE STUDY AND THE OWEN STUDY OF MORE EFFECTIVE ADMINISTRATION

Occupational Classification	Frequency This Study	Frequency Owen Study	Frequency Puffer Study
Businessman	70	103	93
Professional worker	33	34	134
Farmer	67	19	6
Housewife	16	15	25
Skilled tradesman	14	57	12
Laborer	22	14	2
Retired	5	0	0
Totals	227	242	272

A similar question could be asked concerning the relationship of tenure of a board of education to that of its superintendent. Table XII, page 64, indicates the tenure of board of education members in these twenty-six short tenure school districts. Comparing these to the findings of the Owen[1] study and the Puffer[2] study, there appears to be no support for the idea that boards on which members serve only for short periods will, in return, achieve similar tenure from their superintendents.

Does the formal education completed by individual members of the board of education have any relationship to the length of the superintendent's tenure? Table XIII, page 66 summarizes the educational background of individual board members serving the twenty-six school districts of this study. It is interesting to note that of this total number of board members, only 28.1% of these persons had attended any school beyond high school. This compares unfavorably with both the Owen[3] study, where 80.2% of the board members had some formal education beyond the high school years; and the Puffer[4] study which showed 49.6% of the board of education members with formal education backgrounds extending into college years.

Turning our attention, now, from the educational background of the individual board of education members to the formal education of the composite of the board of education, it is noted again that schools having short tenure of school superintendents tend to have boards of

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[1]Owen, op. cit.

[2]Puffer, op. cit.

[3]Owen, loc. cit.

[4]Puffer, loc. cit.

TABLE XII

TENURE OF BOARD MEMBERS IN TWENTY-SIX MICHIGAN SCHOOL SYSTEMS HAVING HAD SHORT TENURE OF SCHOOL SUPERINTENDENTS AS COMPARED TO TENURE OF BOARD MEMBERS IN OWEN'S MORE EFFECTIVELY ADMINISTERED SCHOOLS

Range of tenure of board members in years	Frequency this study	Frequency Owen study
0 through 2	63	105
3 through 4	42	45
4 through 6	37	51
7 through 8	9	25
9 through 10	18	13
11 through 12	4	18
13 through 14	0	3
15 through 16	7	6
17 through 18	5	1
19 through 20	7	0
21 through 22	0	3
23 through 24	0	2
25 through 26	2	0
27 and above	0	0
Totals	198	272

TABLE XII a

TENURE OF BOARD MEMBERS IN TWENTY-SIX MICHIGAN SCHOOL SYSTEMS HAVING HAD SHORT TENURE OF SCHOOL SUPERINTENDENTS AS COMPARED WITH TENURE OF BOARD MEMBERS IN PUFFER'S LONG TENURE SCHOOLS

Range of tenure of board members in years	Frequency this study	Frequency Puffer study
1 through 3	89	82
4 through 6	53	54
7 through 9	19	46
10 through 12	16	36
13 through 15	7	5
16 through 18	5	9
19 through 21	7	4
22 through 24	0	0
25 through 27	2	2
28 through 30	0	2
31 through 33	0	0
34 through 36	0	1
37 through 39	0	0
40 through 42	0	1
Totals	198	242

TABLE XIII

AMOUNT OF FORMAL EDUCATION OF 227 BOARD MEMBERS IN TWENTY-SIX MICHIGAN SCHOOL SYSTEMS HAVING HAD SHORT TENURE OF SCHOOL SUPERINTENDENTS COMPARED TO AMOUNT OF FORMAL EDUCATION OF BOARD MEMBERS FROM THE PUFFER STUDY OF LONG TENURE AND THE OWEN STUDY OF MORE EFFECTIVE ADMINISTRATION

Amount of education of board members	Frequency	Per cent this study	Per cent Puffer study	Per cent Owen study
No high school education	42	18.5	10.7	.7
Graduation from high school	121	53.3	39.6	19.1
Some college education, including business training, but not awarded a degree	13	5.7	20.2	11.0
Graduation from college, but no advanced degree	38	16.7	21.1	54.0
Advanced college degree, in addition to graduation from college	13	5.7	8.3	15.2

education with fewer total years of formal education than the boards of education studied in either of the companion studies. Table XIV, page 68, indicates the total years of formal education of boards of education, taken collectively, beyond the eighth grade, as determined by this study to be 22.3. This represents about four years per member beyond the eighth grade, or the median equivalent of high school graduation. Puffer's[1] board of education members averaged about one year each above this median, while Owen's[2] board members averaged some four years more formal education per member.

There appears, then, to be some support for the idea that short tenure can be related to the amount of formal education experienced by the members of the school district's board of education, with short tenure being related to the lower educational achievements of board members.

The Superintendent of Schools

Are there factors which focus upon the person of the superintendent which may be related to short tenure in a superintendency? How much formal education does the man have? What was his tenure in his prior position? What were the terms of his contract in regard to length of service? These are all questions which have answers that may show some significant relationships to short tenure.

Table XV, page 69, shows both the number of years of formal education possessed by each superintendent and the highest degree earned. Comparing this table with Table 24 of Puffer's[3] study, no

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[1]Puffer, op. cit.

[2]Owen, op. cit.

[3]Puffer, op. cit.

TABLE XIV

TOTAL YEARS OF EDUCATION PER BOARD OF EDUCATION ABOVE THE EIGHTH GRADE IN TWENTY-SIX MICHIGAN SCHOOL SYSTEMS HAVING HAD SHORT TENURE OF SCHOOL SUPERINTENDENTS COMPARED TO TOTAL YEARS OF EDUCATION PER BOARD OF EDUCATION ABOVE THE EIGHTH GRADE FROM THE PUFFER STUDY OF LONG TENURE AND THE OWEN STUDY OF MORE EFFECTIVE ADMINISTRATION

Range of total years of education above the eighth grade per board	Frequency this study	Frequency Puffer study	Frequency Owen study
0 - 4	4	0	0
5 - 9	3	0	0
10 - 14	4	0	0
15 - 19	4	7	0
20 - 24	13	12	0
25 - 29	3	4	0
30 - 34	7	11	1
35 - 39	4	3	4
40 - 44	2	3	4
45 - 49	0	0	5
50 - 54	1	0	7
55 and above	0	0	14

TABLE XV

FORMAL EDUCATION OF SUPERINTENDENTS HAVING SERVED IN TWENTY-SIX MICHIGAN SCHOOL SYSTEMS WHICH HAVE HAD SHORT TENURE IN THE SUPERINTENCY

Years of formal education beyond high school and highest academic degrees held	Frequency this study	Frequency Puffer study	Frequency Owen study
4.0 - 4.9 years	4	1	0
5.0 - 5.9 years	34	34	7
6.0 - 6.9 years	8	10	12
7.0 - 7.9 years	1	1	13
8.0 - 8.9 years	0	0	5
Bachelors Degree	5	*	0
Masters Degree	41	*	30
Doctorate	1	*	8

*Not reported in this manner.

clear difference is noted in the training that these men had for their positions. The only area which shows any variation is the one which indicates men with less than five years beyond the high school graduation. This study showed five such cases, while the other study showed only one. Four of the five men considered in this study who had less than a master's degree worked in very small schools; all clearly moved on as a result of their own desire. The fifth man was granted the master's degree during his tenure of office. Apparently, the lack of educational preparation was not related to short tenure in the school systems studied.

The next reasonable question, then, might be: "How recently had these men taken course work?" In this respect, the short tenure superintendents tended to be the group doing graduate work concurrently or within the prior two years to a greater extent than did either the long tenure superintendents as studied by Puffer[1] or the more effective superintendents studied by Owen.[2] For example, 76.5% of the short tenure superintendents had taken course work within the prior two years while only 39.5% of the more effective superintendents and only 34.8% of the long tenure superintendents fell into this same category. Short tenure, then, as indicated in this study, tends to be related to the recency of taking formal classwork on a graduate level. There may be at least two reasons for this phenomenon, (since it is generally conceded that additional, current work should tend to make a man a better administrator). They are as follows:

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[1]Puffer, op. cit.

[2]Owen, op. cit.

1. The recency of taking graduate work might be considered as a good sign of the currentness that this person has become qualified, educationally, for such a position. If this is the case, then it appears that our findings would indicate that these were the first, or at least early, experiences of these men in administration. Such an indication might tend to support the "moving up the ladder" premise, as well as the premise that in educational administration as in other fields, experience tends to settle and strengthen the man.

2. The second premise that might be advanced is that graduate work, when coupled with a full administrative work load, becomes a heavy burden for a man. Such a heavy burden may impair his job efficiency to the point where either he, or his community, might decide it would be best for him to move on.

Whatever the explanation, suffice it here to indicate that, in this study, it appears that short tenure of school superintendents might be related to the recency of taking formal graduate course work.

The short tenure superintendents appeared to rely more heavily upon the college placement bureaus for placement assistance than did either the longer tenure superintendents of Puffer's[1] study or the more effective administrators of Owen's study.[2] This, however, could

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[1]Puffer, op. cit.

[2]Owen, op. cit.

be related to the more active participation in administrative placement by expanding bureaus of appointments in the past decade. It will be remembered that Puffer's[1] long tenure superintendents were placed some twenty-five years ago. Practices and procedures of that era were probably significantly different from present day practices (particularly if administrative appointment procedures in education have changed as extensively as have other practices during that twenty-five year period.)

While the frequency of using the different methods of obtaining a position varied somewhat between the studies, the standard, professionally accepted practices of obtaining positions seemed to be followed by each of the three groups. The short tenure superintendents, then, did not achieve their employment in their short tenure positions by any methods which differed from those commonly used by persons seeking administrative appointments. There appeared to be no significant relationship between short tenure and the method used to obtain that position.

The two other studies to which reference is made for comparative purposes made reference to salaries received by the administrators in their positions. All of their salaries were taken however, over the same year period and gave some basis for comparison. The salaries tabulated by this writer, however, were for the last year that the person spent in his position. This represented a gap of some seven years from data gathered in the earlier studies. The salary paid in the smallest school in 1957 compared favorably to the salary

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[1]Puffer, op. cit.

TABLE XVI

LENGTHS OF TIME SINCE FORTY-SEVEN MICHIGAN SUPERINTENDENTS WHO SERVED IN THE TWENTY-SIX SHORT TENURE SCHOOLS OF THIS STUDY HAD TAKEN FORMAL GRADUATE WORK COMPARED TO LENGTHS OF TIME SINCE OWEN'S MORE EFFECTIVE SUPERINTENDENTS HAD TAKEN FORMAL GRADUATE WORK

Range in years since taking classes	Frequency this study	Frequency Owen Study
0 - 2	36	15
3 - 4	3	8
5 - 6	3	4
7 - 8	0	1
9 - 10	2	1
More than 10	3	9
Totals	47	38

TABLE XVI *a*

LENGTHS OF TIME SINCE FORTY-SEVEN MICHIGAN SUPERINTENDENTS WHO HAD SERVED IN THE TWENTY-SIX SHORT TENURE SCHOOLS OF THIS STUDY HAD TAKEN FORMAL GRADUATE WORK AS COMPARED TO LENGTHS OF TIME SINCE PUFFER'S LONG TENURE SUPERINTENDENTS HAD TAKEN FORMAL GRADUATE WORK

Range in years since taking classes	Frequency this study	Frequency Puffer study
1 - 5	41	16
6 - 10	3	13
11 - 15	3	11
16 - 20	0	3
21 - 25	0	1
26 - 30	0	1
Totals	47	45

TABLE XVII

METHODS BY WHICH FORTY-SEVEN MICHIGAN SUPERINTENDENTS WHO SERVED IN THE TWENTY-SIX SHORT TENURE SCHOOL SYSTEMS OF THIS STUDY OBTAINED THEIR POSITIONS IN THESE SCHOOL SYSTEMS AS COMPARED TO METHODS BY WHICH SUPERINTENDENTS IN THE LONG TENURE STUDY AND THE MORE EFFECTIVE SUPERINTENDENTS OBTAINED THEIR POSITIONS

Methods by which Superintendents obtained their positions	Frequency this study	Frequency Puffer study	Frequency Owen study
Recommended by college placement	25	0	6
Promoted from within same system	6	16	8
Direct application	6	16	6
Invited by board to apply	6	5	12
Professional placement agency	3	1	0
Other	0	8	6
Totals	46	46	38

paid in a much larger school in 1952. Therefore, there could be no significance attached to salaries paid to these men without a better base for comparison. This study, then, will contain no report concerning the salaries earned by these short tenure administrators.

After a discussion of the superintendent's educational background, how he got his position, and what the salary might have been, it appears to follow that the length of the contract under which he worked might be the next area for investigation. Is the length of the contract that a man holds related, in any way, to short tenure? Table XVIII, page 77, is an indication of the lengths of contracts held by the forty-seven former superintendents of the twenty-six short tenure schools who were interviewed. It is interesting to note that 57.5% of these men only held one year contracts. It appears that there may be some significance in this area, particularly when compared with the findings of Puffer[1] and of Owen.[2]

It is both interesting and significant to note that 54.5% of the long tenure superintendents, as studied by Puffer,[3] and 76.5% of the more effective superintendents, as studied by Owen,[4] held contracts of three, or more, years in length. Since only 19.1% of the short tenure superintendents held contracts of three years, or longer, it is clear that short tenure is found to be related to the length of the superintendent's contract, with shorter tenure being related directly to contracts of a shorter term.

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[1]Puffer, op. cit.

[2]Owen, op. cit.

[3]Puffer, loc. cit.

[4]Owen, loc. cit.

TABLE XVIII

LENGTH OF CONTRACTS HELD BY SUPERINTENDENTS SERVING TWENTY-SIX MICHIGAN SCHOOL SYSTEMS HAVING HAD SHORT TENURE AS COMPARED TO LENGTH OF CONTRACTS HELD BY LONG TENURE SUPERINTENDENTS AND SUPERINTENDENTS ADJUDGED AS MORE EFFECTIVE IN ADMINISTRATION

Length of contract	Frequency this study	Frequency Puffer study	Frequency Owen study
No contract	1	4	6
1 year	27	13	2
2 year	10	3	1
3 year	9	23	24
More than 3 year	0	2	5
Totals	47	45	38

Other business arrangements might be worthy of consideration. Expense accounts, currently a topic of much discussion, were considered as factors possibly related to short tenure. Of the 47 men interviewed, 39 indicated their expenses were reimbursed on the basis of an itemized accounting of their mileage and incurred expense when on school business only. Of the remaining eight men, two had expenses included in their total salary, three received no reimbursement, and three received blanket amounts for expenses. One of the men who reported that he received no expense money for local driving indicated that the board of education had originally told him that he should reimburse his school driving by filling his own automobile at the school gas tank, using the rate of one gallon for each fifteen miles driven. Since the tank was conspiciously located at the front of the school property, and such a practice appeared to violate good public relations practices, this person soon disregarded this advice and chose to receive no reimbursement. Generally speaking, however, the pattern of reimbursement for school incurred expenses appeared to be normal and regular. There appears to be no relationship between the above patterns of expense reimbursement and short tenure of school superintendents.

From what types of positions had these short tenure superintendents come? Table XIX, page 79, illustrates the frequency of the types of positions held by these men immediately prior to their appointment to the short tenure superintendency. It is interesting to note that of these superintendencies, 25.6% were filled by classroom teachers. This group, along with those appointed from non-educational pursuits (4.3%) and from college instructors (2.1%), constituted nearly one-third of the appointments--appointments literally representing

TABLE XIX

EDUCATIONAL POSITIONS HELD IMMEDIATELY PRIOR TO THE SHORT TENURE SCHOOL POSITION OF THIS CURRENT STUDY BY THE MEN WHO FILLED THESE POSITIONS IN TWENTY-SIX SHORT TENURE SCHOOLS IN MICHIGAN AS COMPARED TO EDUCATIONAL POSITIONS HELD IMMEDIATELY PRIOR BY THE MORE EFFECTIVE SUPERINTENDENTS*

Educational Position	Frequency this study	Frequency Owen study
Superintendent	17	20
Teacher, college	1	0
Non-educational pursuits	2	0
Principal, senior high school	13	9
Principal, junior high school	1	1
Teacher, secondary	12	0
Principal, elementary	1	0
Assistant Superintendent	0	8
Totals	47	38

*Dr. Puffer made no report of this information in his study.

no previous public school administrative experience. The balance of the appointments, approximately two-thirds, came from personnel who had had experience in public school administration.

What was the previous tenure record of the men employed in these positions? It was interesting to note that, of these forty-seven persons interviewed, sixteen, or 34%, had had a prior average job tenure of four years or less. One of these men had had seven positions in the prior eleven years. Now he is settled in a lesser administrative position in Michigan. Eight had had three jobs in the last nine years or less. This appears to be rather strong evidence that short tenure in a position can be related, in some cases, to a history of short tenure in a man's prior history of employment. The writer will not attempt to list and evaluate possible reasons or motives for this phenomenon; he only desires to point out this apparent existing relationship.

What, finally, are the beliefs of the superintendent as to ways in which he, as a superintendent, should work with the board of education? Table XX, page 81, indicates a list of recommendations that these former superintendents of the short tenure schools would make. These recommendations appear to compare favorably with what is currently taught in educational administration courses.

The Working Relationships between Superintendent and Board of Education

The aim of the writer now is to review the findings concerning the working relationships between boards of education and their superintendents. Table XXI, page 82, lists types and frequencies of the areas of board of education operation as perceived by the superintendent

TABLE XX

RECOMMENDATIONS FOR WORKING WITH THE BOARD OF EDUCATION MADE BY SUPERINTENDENTS WHO HAD SERVED IN TWENTY-SIX SCHOOL SYSTEMS IN MICHIGAN WHICH HAD HAD SHORT TENURE*

Recommendations	Frequency
Keep the board informed	21
Assist in keeping clear demarcation between function of superintendent and function of board	15
Be honest in all dealings	10
Be fair, treat all equally	7
Allow board to set all policy	7
Provide an agenda for board meetings	6
Serve as an educational leader	6
Avoid being associated with any specific group	3
Be cooperative	3
Be definite	3

*This tabulation represents responses to open-ended questions, and does not imply that only the number of men reported in the frequency column believed the stated practice to be commendable.

TABLE XXI

AREAS OF BOARD OPERATION IN TWENTY-SIX MICHIGAN SCHOOL SYSTEMS HAVING HAD SHORT TENURE OF SCHOOL SUPERINTENDENTS*

Areas of board operation	Frequency
Policy making	36
Approval of financial matters	19
Approval of hiring of personnel	13
Major capital outlay expenditure approval	10
Adoption of annual budget	8
Planning, acceptance and approval of building	3
Approval and purchase of new school sites	2
Curriculum and accreditation	2
Programming of summer maintenance	2

*This tabulation represents responses to open-ended questions. It does not imply the total number of men who favored such practices.

during his tenure. The responses given by the former superintendents seem to indicate that these boards of education, in the main, took as their major functions those prescribed by law for such bodies. The second table, Table XXII, page 84, lists both type and frequency of areas of operation which the boards of education in these districts delegated to their superintendent. Again, responses indicated that the general operation of the board of education and the superintendent were normal. It appears, then, that the roles each group served, as reported by these former superintendents of the short tenure schools, were properly defined, and hence, bore little relationship to the short tenure of the administrators questioned.

The defining of these roles by the former superintendents was followed by the question: "To what extent was there a clear demarcation between policy making on the part of your board of education and executive action on your part?" To this question both Puffer[1] and Owen[2] received answers that there was a clear line of demarcation established in every case. It was not so in the replies received by this writer as 27.8% of the interviewees reported a lack of clear cut demarcation. Of this 27.8%, 62% later in the questioning indicated that this lack of a clear cut line of demarcation and subsequent interference by board members into the administrative role was one of the major factors in their leaving their posts.

When asked if there were any written policies of the board of education to establish any division of role, thirty-eight of the forty-seven interviewees indicated that there were none. With 81% of the

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[1]Puffer, op. cit.

[2]Owen, op. cit.

TABLE XXII

AREAS OF SUPERINTENDENT OPERATION IN TWENTY-SIX MICHIGAN SCHOOL DISTRICTS HAVING HAD SHORT TENURE OF SUPERINTENDENTS*

Areas of Superintendent Operation	Frequency
General administration	36
Build and administer budget and accounting	11
Recommending of all personnel to be hired	8
Supervision of personnel	5
Development of the educational program	5
Recommendation of textbooks for approval	4
Discipline of student body	3
Teacher growth and in-service program	2
Child accounting	1

*This tabulation represents responses to open-ended questions. It does not imply the total number of men who operated in these areas.

respondents indicating that their board of education had no written policies, it appears that short tenure of school superintendents tends to be associated with a lack of written board of education policies.

When comparing data collected in this study with that of the other two mentioned studies, it becomes evident that there is a tendency for short tenure of school superintendents to be related to the lack of a clear cut line of demarcation between the policy making function of the board of education and the administrative function of the superintendent.

Working relationships were tested in still another area. This area dealt with the board of education's acting as a whole. Many persons interested in school administration and board of education functioning have, over the years, heard stories of those boards whose members failed to realize that their right to take action was existent only when they sat as a member of the board of education. Powerful men have been known to side-step this legal right by devious means. Individual members have tried either to control the thinking, or at least the action, of a majority of the board of education. Some have held secret pre-meeting sessions with a quorum of the members to decide the action to be taken at a subsequent board meeting or to get support for a decision already made. "To what extent did the board of education act as a whole in considering policies and making decisions?" was asked of the interviewees. To this question eight persons responded that this was not the case. A subsequent question on the board's use of committees indicated that, in two cases, committees were given the power to take action--administrative action.

Neither the study by Puffer[1] nor that by Owen[2] indicated boards of education which did not act as a whole. From this it appears that failure of a board of education to act as a whole has, in this study, been shown to be related to short tenure of school superintendents.

The questioning on the use of special and standing committees of the board of education seemed to indicate a pattern similar to that in both prior studies in Michigan by Puffer[3] and Owen.[4] No significance is attached to the use of the committees, except in the case of the two committees cited above which had the power to act administratively rather than to make recommendations to the board of education as was the case in all other reports of committee function and power.

The other area for consideration relating to the board of education and superintendent working relationships is in the number and length of meetings of the board of education. Tables XXIII, page 87, and XXIV, page 88, indicate the frequency of board meetings and the length of time board meetings are in session. Neither table indicates anything deviating from the other two studies. All interviewees indicated, further, that board member attendance of board meetings was very good. The public attended seldom if ever. The meetings were generally characterized as normal in length, frequency, and attendance when compared with the findings of the other two studies.

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[1]Puffer, op. cit.

[2]Owen, op. cit.

[3]Puffer, loc. cit.

[4]Owen, loc. cit.

TABLE XXIII

RANGE IN NUMBER OF BOARD MEETINGS PER YEAR IN TWENTY-SIX MICHIGAN SCHOOL SYSTEMS HAVING HAD SHORT TENURE OF SCHOOL SUPERINTENDENTS COMPARED TO NUMBER OF BOARD MEETINGS PER YEAR IN THE LONG TENURE SCHOOLS AND THE MORE EFFECTIVELY ADMINISTERED SCHOOLS

Range in Number of Meetings Per Year	Frequency this study	Frequency Puffer study	Frequency Owen study
12	15	2	0
13 - 16	11	20	0
17 - 20	8	10	7
21 - 24	10	9	17
25 - 28	1	3	3
29 - 32	0	2	5
33 - 36	0	0	3
37 - 40	1	0	0
41 - 44	0	0	1
45 - 48	0	0	0
49 - 52	1	0	3
Totals	47	46	39

TABLE XXIV

LENGTH OF BOARD MEETINGS IN TWENTY-SIX MICHIGAN SCHOOL SYSTEMS HAVING HAD SHORT TENURE OF SCHOOL SUPERINTENDENTS*

Length of Meetings	Frequency
1 - 2 hours	11
2¼ - 3 hours	18
3¼ - 4 hours	9
Over 4 hours	9

*Neither Puffer nor Owen used a scale for lengths of meetings comparable to that of this study. Median lengths, however, could be reported as follows:

This study	2 3/4 hours
Puffer, Long Tenure Study	2 1/2 hours
Owen, More Effective Administration Study	2 5/8 hours

It appears, then, that if there were problems in these schools in the areas of superintendent-board of education working relationships, these were primarily focused upon the lack of a clear cut demarcation between the functions of each office and about the inability or refusal of the board to act as a whole. While 39 of the forty-seven former superintendents indicated that there had been no written policies of the board of education, it can not be assumed that the lack of written policies caused the poor working relationships cited above. This lack, however, may be related to the problems cited.

Summary

During the course of discussion, it was noted that certain characteristics of the superintendent and of boards of education tended to be related to short tenure of school superintendents. The factor that tends to be related to short tenure and is characteristic of board of education members is the extent of formal education of the board members. Boards of education in general and individual members in particular, in this study, tended to have completed fewer years of formal schooling than was the case for boards of education and individual members of the other two studies which served as a basis for comparison.

Factors in the superintendent, himself, that tended to be associated with short tenure included the following:

a. The recency of taking graduate courses seemed to be associated with short tenure of superintendents. A greater percentage of recent graduate course enrollees was found in the short tenure schools than in the schools of either the long tenure

study or the study of the more effective superintendents.

b. The number of years for which the superintendent's contract was written seemed to be associated with short tenure. Short tenure tended to be more strongly associated with the single year contract.

c. An inference was noted, without any form of a control group against which to check, that previous short job tenure appeared to be associated with future short tenure.

A board of education policy which failed to establish a clear line of demarcation between the policy-making function and the administrative function was found to be related to short tenure. Because of the lack of a clear line of demarcation between the functions, some of the former superintendents indicated board members had interfered in the administrative function of the superintendent. Such a lack was found in neither of the two prior Michigan studies concerning long tenure of school superintendents and more effective administration, respectively.

Eight of the superintendents involved in the study noted a failure of some boards of education to act as a whole. In neither of the studies by Puffer and Owen did this factor emerge. It is possible, then, that in some instances, short tenure may be associated with failure of boards to act as a whole.

CHAPTER V

PROFESSIONAL STAFF, CURRICULUM AND SUPERVISION

"Each time there was turnover in administration in this school system, there seemed to be a higher than average rate of teacher turnover." This observation by one of the former superintendents indicates the possibility that staff stability, or instability, might be related to short tenure of administrators. In this chapter, the possible existence of such a relationship will be discussed. Other relationships between the administration, the school program and its staff will be treated.

The Professional Staff

Table XXV, page 92, indicates average teacher turnover in the twenty-six short tenure schools as estimated by the forty-seven former superintendents who were interviewed. It will be noted that 68.1% of these schools witnessed an average turnover of from 11 - 30% of their entire staff annually, with the median annual turnover being 20.45% of the staff each year.

Compare this median turnover to that of 11.4% as reported by Puffer[1] in his study of long tenure of school administrators. It is obvious that the annual average turnover of teachers in those schools having a high rate of administrative turnover is about twice as great

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[1]Puffer, op. cit., p. 116

TABLE XXV

AVERAGE ANNUAL PERCENTAGE OF TEACHER TURNOVER IN THE TWENTY-SIX SCHOOL SYSTEMS HAVING HAD SHORT TENURE OF SUPERINTENDENTS AS REPORTED BY THE FORTY-SEVEN FORMER SUPERINTENDENTS INTERVIEWED

Per cent of Average Annual Teacher Turnover	Frequency	Per cent of Schools Reporting
0 - 10	7	14.8
11 - 20	18	38.3
21 - 30	14	29.8
31 - 40	6	12.7
41 - 50	1	2.2
51 - 60	1	2.2
Totals	47	100.0

as that in the long tenure schools of the Puffer[1] study. Teacher turnover in Michigan Schools, as reported by Poor,[2] appears to be generally higher than that of either the Puffer[3] long tenure study or this short tenure study. Poor's study indicates higher rates of turnover of teachers in those schools which witnessed a superintendency change during the five years of that study. The reasons for varying percentages of turnover might be explained by the date of each study and the world conditions which may have affected stability in each event. It is interesting to note, however, that the Puffer[4] study covered about the same period of time as did this writer's study; and that the relative findings agree with those of Poor.[5]

Taking all of this into consideration, it seems that one conclusion might be stated: school systems which tend to have a short tenure of superintendents tend to have a relatively higher degree of staff instability. Short tenure of administrators appears to be related to a generally higher percentage of teacher turnover. The converse of this statement gives an equally significant relationship.

A second area for consideration is that one concerning how the superintendent works with his staff. The techniques, or procedures he uses and the policies, or principles, he follows are important in these working relationships.

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[1]Puffer, op. cit.

[2]Poor, C. L., "Why Teachers Change Jobs," Michigan Education Journal, XXIII, Nov. 1945, pp. 134-5.

[3]Puffer, loc. cit.

[4]Puffer, loc. cit.

[5]Poor, loc. cit.

Table XXVI, page 95, represents a summary of responses given to questions concerning the working relationships between the superintendent and his staff. These recommendations do not differ, materially, from either those offered to Puffer[1] by superintendents who had enjoyed long tenure or those offered to Owen[2] by superintendents whose administration was recognized as more effective. Analysis of Table XXVI indicates that superintendents realize that it is their duty to keep their staff informed, involved, inspired, integrated, and interacting.

Like superintendents in the Puffer and Owen studies, these men indicated that it is essential to make a decision and stand by it. Some wanted to add the idea that every decision must be re-evaluated from time to time, with a view to change if such a change seems in the best interests of the school system. Others pointed out that such a realization (the importance of supporting one's decisions) made it essential that much thought and study precede the more important, more controversial decisions.

About two-thirds of the superintendents felt that teachers should have the right of decision in some matters--particularly those related to the conduct of their own classrooms. Those disagreeing with this idea were troubled with the finality of this right and its attendant implication that the superintendent no longer was involved in the final decision. Others indicated acceptance of this faculty right with the provision for the superintendent's power of veto. All of these men, however, indicated a desire and need to arrive at conclusions based

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[1]Puffer, op. cit.

[2]Owen, op. cit.

TABLE XXVI

RECOMMENDATIONS FOR WORKING WITH THE PROFESSIONAL STAFF MADE BY FORTY-SEVEN FORMER SUPERINTENDENTS OF TWENTY-SIX MICHIGAN SCHOOL SYSTEMS WHICH HAVE HAD SHORT TENURE OF SUPERINTENDENTS*

Recommendation	Frequency
Hold regular staff meetings	31
Involve staff in all possible matters	27
Keep staff informed	21
Superintendent must be interested in and deal fairly with staff	16
Work with staff departments and committees	10
Keep channels of communication open	8
Follow "Open Door" policy	5
Have job responsibility well defined	5
Be personally acquainted with staff	4
Keep staff stimulated	4
Keep staff supplied with materials to do their job	3

*The responses reported herein are responses to open-ended questions, and do not imply a negative value judgment on the parts of any superintendent toward the effectiveness of any of these techniques.

heavily upon staff recommendation and involvement particularly in instructional matters.

"Do you have any good ways of letting teachers know where they stand with you?" This question brought a similar response from all who replied. The response was primarily related to classroom visitation followed by individual conferences held with that teacher. At no point was a formal evaluation procedure mentioned by the interviewees, and the lack of supplying this information to the teacher in writing was obvious. The more effective administrators of the Owen[1] study indicated frequent use of both of these techniques.

The attitude of these short tenure superintendents was, on the whole, a healthy, democratic one. This attitude was well summarized by one of the interviewees who used the terms, "fair, firm and friendly," in describing his dealings with his professional personnel. The short tenure which these men experienced, then, does not seem to be related to the manner in which they dealt with their professional personnel, at least as far as this dissertation is designed to determine.

The Superintendent's Role in Instructional Supervision and Curriculum Development

Because many of the short tenure schools were comparatively small schools, the role of their superintendents tended to be more generalized in nature. This is evidenced by Table XXVII, page 97, which reports the superintendent's role in the supervision of his school. The majority of the responses appeared to be normal roles for the superintendent to assume. Two of these responses may be worth

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[1]Owen, op. cit.

TABLE XXVII

THE SUPERVISORY ROLES OF FORTY-SEVEN SUPERINTENDENTS IN TWENTY-SIX MICHIGAN SCHOOL DISTRICTS HAVING HAD SHORT TENURE OF SUPERINTENDENTS

Supervisory Role	Frequency
Made personal contacts with teachers	18
Visited classrooms	17
Delegated all supervision	9
Delegated secondary, retained elementary supervision	7
Used teachers meetings to discuss common problems	6
Recognized responsibility, but had no time to fulfill it	5
Very limited activity	5
Emphasized supervision of problem areas	3
Made use of consultants	2

*Reported are replies to open-ended questions which imply no negative value judgment on the part of the respondents.

noting. They are: "Recognized the responsibility, but had no time to fulfill it," and 2) "very limited activity."

From the available evidence, it appears that these men recognized, accepted and discharged their supervisory duties. The pattern of fulfilling this obligation varied from full acceptance by the superintendent, to a sharing of the responsibility with other staff members, to the total delegation of this responsibility.

Table XXVIII, page 99, summarizes the role these same men assumed in the area of curriculum development. The table seems to be self-explanatory. The greater part of those reporting indicate the involvement of staff in curriculum work. The leadership comes from either the superintendent or a delegated representative of his office.

The most frequent reference made to any possible relationship between curriculum responsibilities or activities of the superintendent and his short tenure is one which indicates that his administration made radical changes in the total program. The interviewees were asked the extent to which they made changes in the school program during their first year of tenure. To this question, only four indicated extensive changes in the basic programming structure. To the same question, thirteen reported little or no curricular changes during their first year in the position. One person indicated that he had organized the school system after district consolidation (he remained in the system for five years). Another reported that a predecessor's deficit had forced him to curtail certain portions of the school program. The remaining respondents indicated varying amounts of internal course content alteration and refinement of method without any great structural revision.

TABLE XXVIII

THE ROLES IN CURRICULUM DEVELOPMENT OF FORTY-SEVEN SUPERINTENDENTS IN TWENTY-SIX MICHIGAN SCHOOL DISTRICTS HAVING HAD SHORT TENURE OF SCHOOL SUPERINTENDENTS*

Curriculum Role	Frequency
Leadership role in working with curriculum committees	16
Delegated curriculum responsibility	10
Assumed the entire function	5
Direct study and reporting through teachers meetings	5
Very limited activity	4
Assumed no role	1
Board of education made decisions	1
Used consultants	1

*Reported are replies to open-ended questions which imply no negative value judgment on the part of the respondents.

It does not appear to this writer that there is sufficient evidence of radical program changes to warrant a conclusion that extreme curricular revision is related to short tenure of school superintendents in Michigan. Let the writer hasten to indicate that this conclusion does not suggest that radical curricular revision will have no effect upon a superintendent's tenure in a community--only that there appears to be no important relationship in this study.

The Concern of the Board of Education for Curriculum Development

With what areas of curriculum development did the board of education concern itself? While one superintendent indicated that the board decided all curricular matters, the majority of those reporting indicated that recommendations came from the professional staff. This did not, however, keep the board of education from expressing various interests in the school program. In fact, as the board serves its function of interpretation of the community to the superintendent, it will express opinions of the needs of the school program relating to the community's aspirations and goals. Table XXIX, page 101, indicates areas of the total curricular program with which the board expressed the greatest interest and concern. The interests illustrated are normal interests for boards of education to express. In addition to these responses, some superintendents indicated that their boards were so concerned with finances that they devoted little time to the curricular program. The only exceptions were an interest in administrative reports concerning the curricular area and approval of recommendations for program changes. The interest of the board of education in providing facilities, as a major interest in the curricular area, is closely

TABLE XXIX

ASPECTS OF THE INSTRUCTIONAL PROGRAM WITH WHICH THE BOARDS OF EDUCATION OF TWENTY-SIX MICHIGAN SCHOOL SYSTEMS HAVING HAD SHORT TENURE OF SCHOOL SUPERINTENDENTS HAVE BEEN PARTICULARLY CONCERNED

Program Aspect	Frequency
Program in general	9
Buildings and facilities	7
Vocational programs	5
Discipline and classroom conduct	4
Athletics	3
Satisfaction of requirements for accreditation	3
Counselling	1
Library	1

related to this financial concern. It probably represents a minimal interest in curriculum as opposed to an interest in providing physical surroundings for their children. The pattern of interests, on the whole, however, is very similar to that reported by Puffer.[1]

Summary

In the area of professional personnel and program, annual teacher turnover appears to be the only major factor which is related to short tenure of superintendents in the Michigan school systems of this study. The school systems of this study witnessed a greater annual percentage of teacher turnover than did the school systems of either the Puffer or the Owen studies.

This study also attempted to determine whether or not there was any relationship between the quality of the working relationships of a superintendent and professional staff and the length of his tenure. The questions asked in this area yielded similar answers to those received by both Puffer and Owen. There appeared to be no relationship between the poor working relationships of an administrator and his staff and short tenure of that administrator. However, the questions were asked only of the former superintendents and there was no check made to determine the validity of the superintendents' appraisals of themselves. For this reason, the writer must conclude that on the basis of the data in this study, no determination can be made as to whether or not such a relationship exists.

Boards of education in these short tenure districts seemed to express interests in the same general curricular areas as did those

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[1]Puffer, op. cit.

boards of education which were reported by both Owen and Puffer. The curricular interests of the boards of education, then, did not appear to be a factor which could be closely related to short tenure of school superintendents in Michigan.

In three other areas considered by this study, there appeared to be no relationship between the area and the short tenure of the school superintendent. Those three areas are:

1. The former superintendents reporting in this study indicated that they did not shirk their supervisory duties. Their answers indicated that they were well aware of these duties and the supervisory role, and that they had plans and programs for fulfilling that role.

2. Staff involvement in curricular activities, a sign of democratic procedure, was evident in the statements made in answer to many of the questions asked of these former superintendents. Short tenure of superintendents in Michigan, then, does not appear to be related to a lack of staff involvement in curricular affairs.

3. It has often been suggested that short tenure of school administrators has been caused by the superintendent's effecting radical changes in the system shortly after his appointment. Only four of the forty-seven interviewees expressed changes in program within their early years of service which appeared to be extreme to this writer. The writer must conclude, then, that short tenure of school superintendents in Michigan does not seem to be very strongly related with extreme innovations made by those superintendents during the early years of their service.

CHAPTER VI

PUBLIC RELATIONS

The public relations beliefs and practices of a former superintendent of schools are difficult to assess. The public relations beliefs and practices may have a bearing upon the length of his tenure. Respondents to the interview questions, which sought information concerning the philosophy and practice of this program, gave varied replies. One gentleman reported that very little had been done by him in his community. Another patiently showed the writer a scrapbook containing numerous newspaper clippings which evidenced his well-planned, effectively-administered program. Between these two extremes a great range of planning, style, and interest could be noted. Nor is the writer convinced that all persons interviewed placed similar values upon the public relations value of various communications media. While one person may plan a program in great detail for its public relations value, another may plan similarly and administer the same program with another final goal in mind. In fact he may not even look upon that program as having any public relations value, and may fail to mention it in the reporting of the public relations program of the school.

At this point, the reader might consider two very important aspects of any public relations program and their effect upon the community. The first of these is the manner in which a power structure operates in the community, the extent of its effectiveness, and how a

superintendent attempts to work with it. The second is the methods and procedures used by the superintendent in telling the school story to the varied publics.

One of the questions on the interview schedule was, "To what extent was there a discernible power structure in the community?". Table XXX, page 106, summarizes the responses to this question. The responses indicated that there were power structures in existence and that the superintendent was aware of their existence. A second question followed which asked, "How did you use the power structure of the community to further school aims?" Replies to this varied in exact working, but an analysis of these responses indicates that one tendency was to ignore the group or refuse to use it. Responses of this nature were given by seven persons. One person indicated openly fighting the group, a second reportedly ignored the group, three reported the group as "anti-school," and two said they made very little use of the group. A second tendency was reported as attempting to work with the group. This was done by various methods, the most common of which was to extend to group members an invitation to become participants of school study committees and study groups. Others worked with these groups and used them at times to promote items of mutual interest, thus attempting to build mutual trust and respect.

There is little evidence from the former superintendents' reports that the short tenure superintendents felt a greater or lesser amount of pressure group activity and existence than did other superintendents. It is evident, however, that some men were aware of the existence of such groups and were troubled by them. It may be that some superintendents tended to connote any groups of influence as groups

TABLE XXX

THE EXTENT TO WHICH POWER STRUCTURES WERE PERCEIVED AS EXISTENT IN THE COMMUNITIES OF THE TWENTY-SIX SHORT TENURE SCHOOL SYSTEMS AS ADJUDGED BY FORMER SUPERINTENDENTS THEREOF

Superintendent's Response	Frequency
A strong power structure evident	14
A power structure was in existence, but of little strength	7
Power structure was either non-existent or undefinable	12
The community was a pair of vying-power structures	2
Unable to respond	12

of negative pressure. However, it is possible that elements in the power structure would be favorable toward the educational personnel, institutions and programs. While there is no evident relationship between the superintendent's tenure and the existence of a power structure, it is obvious that a strong, negative pressure group could do much to change the superintendent's perspective of a community as a place in which to live, work, and raise his family.

How does the superintendent proceed to tell the school's story to its patrons? Table XXXI, page 108, summarizes the most commonly used methods as reported by these superintendents of short tenure school systems. The citizen's committee appears to be a rapidly growing public relations practice. Superintendents reporting the use of these committees, indicated the following project, or study areas:

	Area of Use	Frequency
1.	Reorganization and building	19
2.	Curriculum	4
3.	Millage and finance	2
4.	Area Study	1
5.	Communication of Information	1
6.	Other	3

The indication that primary use of this tool has been made in the area of reorganization and building may suggest only some of the more critical current needs in education, and may point to a broader use of this concept in the future. These men can certainly not be accused of being "old fashioned" in their approach to the problems of school administration. The appointment of the members was generally

TABLE XXXI

PUBLIC RELATIONS ORGANIZATIONS AND DEVICES USED BY FORTY-SEVEN FORMER SUPERINTENDENTS OF TWENTY-SIX SHORT TENURE SCHOOLS IN MICHIGAN

Organization or Device Used	Frequency
Citizens's Committees	25
Parent-Teacher Associations	24
Local Newspaper	20
Student Publications	17
Newsletter	11
Public Speaking Engagements	8
Open House and Parent Visitation	5
Neighborhood Meetings and General Discussions	3

done by the board of education with the cooperation of the superintendent. In a lesser number of cases, each community organization was asked to appoint a member to the study group. These two methods accounted for about 90% of all appointments.

The Parent-Teacher Association was recognized by more than half of the respondents as a strong factor in a public relations program. At the same time, thirteen men indicated that the P. T. A. of their schools was a relatively weak public relations organ. Those designating that the P. T. A. was a strong medium indicated that it gave them opportunities to speak out, often informally, on educational issues as well as to test local sentiment for ideas and programs. The organization represented the interested people in the community who, after being informed in a matter, aided in spreading the news and testing the community's pulse.

The local newspaper, as might be expected, received much attention as a public relations medium. While the table shows twenty respondents indicating use of the local newspaper, it fails to point up the plight of those fifteen communities which have no such service. From these communities, however, ten superintendents indicated varying degrees of use of the newspapers of neighboring cities. If we were to consider, then, simply the number of men who used newspapers as a public relations device, the newspaper would be the most widely used of all communications media.

In those communities not served by a newspaper, other methods of reaching the public through the written word are available. Two of these getting the most attention were the school newsletter and student publications. In addition to the eleven men who reportedly

used the regular newsletter, six indicated the distribution of "special occasion" newsletters issued as the need became known, rather than as a regular organ of an on-going public information program.

Speaking engagements were also listed by superintendents, who had formerly served in these short tenure schools as a part of their public relations program. These engagements were those which were beyond the regular "call of duty" of the superintendent. They included both formal and informal group meetings at which these men had the opportunity to speak for their school; its program and its needs.

Summary

The intent of this study is to survey those factors which may be related to, or associated with, the short tenure of superintendents of certain selected school systems. It would be very difficult to indicate, on the basis of this survey, any factors in the public relations area which bear any specific relationship. A more detailed study into the actual effectiveness of the administrator in the use of these media would form the basis for a very worthwhile study.

For the purposes of this study, it appears that the communities studied have power structures of varying degrees of strength and of varied major-interest areas. The ways in which the former superintendents attempted to use the power groups, or refused to use them, in the advancement of the school cause, appeared to be undifferentiated from those used by the men studied by Puffer and Owen.

These former superintendents from the short tenure schools tended to use the more commonly recognized media of public relations. While radio, television, and even newspapers in some areas were not

available for their use, most respondents indicated interest in, and acceptance of, the duty of keeping the public intelligently informed concerning their schools.

It appears to this writer, on the basis of the limited evidence in this study that the short tenure of school administrators is not associated with the public relations program of the superintendent with reference to either the presence and use of a community power structure or the media used by the superintendent for telling the school story.

CHAPTER VII

THE SUPERINTENDENT'S PERCEPTION OF FACTORS THAT ARE RELATED TO SHORT TENURE

Among those who should be most qualified to speak concerning the factors which appear to be related to short tenure in the twenty-six selected communities appear to be the former superintendents of these schools. While the former superintendents can not always, as a result of their varying experiences, be completely objective, it is the feeling of this writer that they represent the group most closely related to the situation and are quite apt to be objective in the analysis of that situation.

The writer felt that if consensus among former school superintendents could be reached regarding some of the factors closely related to the short tenure of Michigan superintendents, these factors might become important ones to be studied with view to possible corrective measures. If a longer tenure of superintendents appears to be a desirable phenomenon, then, the improvement of the local situation might be attained, in part, as a result of these corrective measures. The writer is fully aware of the fact that many of the conditions underlying superintendent mobility are unchangeable, but believes that others may be changed.

Community Related Factors

Conditions with the local community may, in some cases, tend to be conducive to longer tenure of school superintendents. Table XXXII,

page 114, lists these factors as reported by the former superintendents during the interviews. Community stability--economic, social and political--is a condition which former superintendents reportedly believed would lengthen a superintendent's tenure. Another general area which these men felt essential to lengthening tenure was the general attitude of the community toward the school--its program, personnel and needs. A strong, positive attitude was indicated by the desire of the community to treat the professional people well socially and financially. Reviewing the responses of former superintendents which describe communities likely to have longer tenure, we find a community which can be described as having stability, having a desire to provide excellent educational opportunities for their children, politically stable, offering acceptance and respect to its educational family, and properly informed.

Is this pattern relatively different from the pattern described by these former superintendents of school districts which would tend to induce short tenure? "Yes" is the answer, illustrated by Table XXXIII, page 115. The former superintendents noted conditions of disinterest, disorganization and disagreement on the part of the communities. The communities were also of a lower financial ability. The political situation appears unstable in more cases than it does in longer tenure communities. In addition to those factors illustrated in the aforementioned table, single frequency responses pointed to such factors as: unfavorable working conditions, deficit financing, lack of effective community leadership and building needs unmet. Summarizing this pattern of factors would present a picture considerably different from that given by summarizing the factors which would

TABLE XXXII

FACTORS IN A COMMUNITY WHICH ARE CONSIDERED TO BE CONDUCIVE TO CAUSING LONGER TENURE OF SUPERINTENDENTS AS REPORTED BY FORTY-SEVEN FORMER SUPERINTENDENTS OF TWENTY-SIX MICHIGAN SCHOOL SYSTEMS HAVING HAD SHORT TENURE OF SCHOOL SUPERINTENDENTS

Factor Cited	Frequency
Economic stability	13
Respect of and support for the superintendent and the professional staff	13
Stable citizenry	10
A desire to pay well	7
An active participation by community in the school affairs: i.e. board elections, etc.	7
A good cross section of citizens with respect to education, wealth and other factors	6
Lack of "cliques": acceptance of superintendent and family into the social structure	6
Adequate living conditions	5
Friendly citizenry	5
Relatively larger community	3
An informed public	2

TABLE XXXIII

FACTORS IN A COMMUNITY WHICH ARE CONSIDERED TO BE CONDUCIVE TO CAUSING SHORT TENURE OF SUPERINTENDENTS AS REPORTED BY FORTY-SEVEN FORMER SUPERINTENDENTS OF TWENTY-SIX MICHIGAN SCHOOL SYSTEMS HAVING HAD SHORT TENURE OF SCHOOL SUPERINTENDENTS

Factor Cited	Frequency
Poor economically: little wealth for school operation	16
Politics; struggle for school control and a fluctuating power control	11
Poor housing available and otherwise poor living conditions	9
Poor salaries	8
Size of school district (small)	6
Absence of social structure that will make for a decent social life (class barriers)	6
Small community	5
Unstable, rapidly changing population, incohesive	5
Low educational level of citizens with the resulting lack of respect for educational program, facilities and staff	5
Community philosophy differing from that of superintendent	3
Personality clashes	3
A predominant religion differing from that of the superintendent	3

tend to promote longer tenure of school administrators, at least viewed by the superintendents of this study.

Is the community, itself, an important factor, then, in a superintendent's determining whether to stay or leave? Table XXXIV, page 117, summarizes the major reasons given by these former superintendents for short tenure in the communities in which they served. From this table, it is evident that the following community factors tended to play an important part in the rapid turn-over of their superintendents:

1. Size of the community,
2. Services available in the community,
3. Poor living conditions in the community,
4. Political unrest, and
5. Inability, or lack of desire, to pay adequate salaries.

The perception of these men is clear. There are community-related factors in this area of short tenure of school superintendents. Some of these factors are correctable, while others, obviously, cannot be changed readily. There is evidence, however, that a community suffering from "chronic superintendent turnover" would have ample reason for self-analysis. Within the confines of their community structure and attitudes, they may find conditions which can be corrected and which can then help pave the way to longer superintendent tenure in their school system.

Characteristics and Practices of Board of Education Members

Are there actions and activities of boards of education, totally, and their members, individually, that would tend to have an effect upon the length of the tenure of a superintendent? "What

TABLE XXXIV

REASONS MOST FREQUENTLY GIVEN BY FORTY-SEVEN FORMER SUPERINTENDENTS FOR THE SHORT TENURE OF SUPERINTENDENTS OF TWENTY-SIX MICHIGAN SCHOOL SYSTEMS WHICH HAVE HAD SHORT TENURE OF SCHOOL SUPERINTENDENTS

Reason Cited	Frequency
To assume a better position	27
Salary in community too low	15
Desire to find larger school and community	10
Board of education interference in the administration process	7
Retirement and death	6
Community problems of economic and political instability	6
Poor living conditions and high costs	6
Fired, released or resigned under board recommendation	5
Power structure battle	5
Community not offering desirable services (cultural, medical, recreational, religious, shopping)	5
Lack of challenge in the system: frustrating	5
District annexation	3
Poor selection technique used by board of education	2
Had achieved primary goal--experience as superintendent	2
Lack of previous experience on part of superintendent	2

characteristics, policies, and practices of boards of education do you feel would tend to lengthen the tenure of school superintendents?" The replies to this question, made by the former superintendents, are tabulated in Table XXXV, page 119. It appears that these superintendents believed that the factors in boards of education which tend to permit longer tenure of superintendents were strikingly similar to those listed by superintendents of long tenure schools as reported by Puffer.[1] In fact five of the first six (with respect to frequency of response) factors reported by the long tenure superintendents were similarly reported among the first seven factors reported by the short tenure superintendents of this study. There was firm agreement between both groups as to which single factor was most obvious to most people. This similarity of perception by two groups at the extreme opposite ends of the tenure continuum lends credence and support to the validity of their individual perceptions and reporting.

Factors within boards of education which tend to lengthen the tenure of school superintendents could be categorized as including:

1. Attitudes of:
    a. sympathetic understanding of the value of education
    b. desiring to work cooperatively with the superintendent
    c. open-mindedness
2. Positive personal qualities
3. Ability, as reflected by their own successful employment
4. Training in their responsibilities and functions.

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[1]Puffer, op. cit. p. 143.

TABLE XXXV

CHARACTERISTICS AND PRACTICES OF BOARD MEMBERS WHICH ARE CONSIDERED TO BE CONDUCIVE TO LONGER TENURE OF SUPERINTENDENTS AS REPORTED BY FORTY-SEVEN FORMER SUPERINTENDENTS OF TWENTY-SIX MICHIGAN SCHOOL SYSTEMS HAVING HAD SHORT TENURE OF SCHOOL SUPERINTENDENTS

Characteristics and Practice Cited	Frequency
Desiring and striving to confine their activities to policy making	13
Sympathetic to needs of education: willing to work to promote	11
A representative of all prople in district; no "axe to grind"	10
Personal traits of fairness, unselfishness, courage and honesty	10
Trained in the duties of a board member	7
Open minded: willing to consider all problems	6
Having faith in the superintendent	5
Not antagonistic toward school and/or superintendent	5
Deciding problems on basis of facts rather than on personality	4
Capable of holding a responsible position in his own right	4

The latter of these factors, or qualities, implies the need for someone to assist in this training. Within recent years rapid advances are being made in this area through county workshops and local, state and national board of education associations with their publications, conferences and in-service training media. This still, however, does not remove the important function which a superintendent must serve in the informing and educating of his board of education.

What characteristics and practices of boards of education did these same short tenure superintendents feel were related to short tenure? Table XXXVI, page 121, analyzes their replies. Again the similarity between the responses of the short tenure superintendents and those of Puffer's[1] long tenure men was striking. Both groups tend to describe those characteristics which would tend to be conducive to short tenure. Chief among these are:

1. Tendency for board members to interfere in the administrative function,
2. Selfish interests,
3. Lack of understanding and/or training in the real functions and power of the board and its members,
4. Negative personality traits, and
5. Distrust and lack of confidence in the superintendent.

Has any of these factors really been important in determining whether or not one of these short tenure superintendents would remain in his community?" "Yes," say seven respondents who indicated that board of education interference in the administrative matters of their schools was a major factor in their decision to leave. In

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[1]Puffer, op. cit., p. 145.

TABLE XXXVI

CHARACTERISTICS AND PRACTICES OF BOARD MEMBERS WHICH ARE CONSIDERED TO BE CONDUCIVE TO SHORT TENURE OF SUPERINTENDENTS AS REPORTED BY FORTY-SEVEN FORMER SUPERINTENDENTS OF TWENTY-SIX MICHIGAN SCHOOL SYSTEMS HAVING HAD SHORT TENURE OF SCHOOL SUPERINTENDENTS

Characteristic or Practice Cited	Frequency
Tendency to interfere in administrative duties	18
Representing a specific group; an axe to grind	12
Action by individuals, not as a whole: "One speaks for board"	12
Use of power politics and board split	6
Stubbornness	5
Concern with saving money, rather than a sincere interest in children and education	5
Lack of confidence in superintendent and openly critical of him	4
Disagreeable personal traits	3
Strongly opinionated--"Know it all"	3
Problems decided on grounds other than fact	3

addition, those who were fired, those who were victims of power structure battles, those who were selected to their posts through questionable criteria, and those who received relatively low salaries were all affected by factors in the board of education and its operational procedures.

Many, if not all, of the negative factors in board of education characteristics and practices can be corrected. For the community which desires to retain a superintendent for a long period of time, the secret ballot and attendance at meetings of the board of education are two strong weapons for exacting change and correction. No community which is interested in improving its educational program can put up with interfering, self-centered, stubborn, and poorly qualified board of education members for many years. By the same token, boards of education, themselves, through self-analysis and a sincere desire to improve the tenure of their superintendent can effect operational changes which might tend to improve their situation.

Factors Related to the Superintendent

The area still remaining for our consideration is that which considers the characteristics and practices of a superintendent and his tenure. Are there characteristics and practices which tend to lengthen a superintendent's tenure? The long tenure superintendents of the Puffer[1] study thought there were and freely reported those. The short tenure superintendents also were aware of these techniques and reported the same. Again a striking similarity can be noticed

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[1]Puffer, op. cit., p. 141.

when comparing table XXXII of the Puffer[1] study and table XXXVII, page 124, of this study.

Generally outstanding in this area are the positive personality traits of honesty, fairness, friendliness, and a respect for others. The short tenure men included, rather conspicuously, one trait not included in the list prepared by the long-tenure people. That trait was the ability to select and retain a good, sound professional staff by the superintendent. Since this factor can be indirectly related to improved public relations, better over-all program, and total staff harmony, it is doubtful that it would be questioned as an addition to the total list of characteristics and practices of a superintendent that tend to be conducive to longer tenure.

Table XXXVIII, page 125, illustrates those characteristics and practices which the short tenure superintendents of this study felt to be related to short tenure in the superintendency. Negative personal traits ranked most high in this grouping. Such traits as stubbornness, inflexibility, autocratic practices, unfriendliness, sarcasm and intolerance were prominent in the responses of these men. Aside from traits, however, one notices such comments as:

1. Tendency toward power politics,
2. Poor business sense,
3. Lack of administrative ability, and
4. A questionable personal life.

Another indication is that many persons move on so rapidly from these school systems because they accepted these positions only

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[1]Ibid.

TABLE XXXVII

CHARACTERISTICS AND PRACTICES OF SUPERINTENDENTS WHICH ARE CONSIDERED TO BE CONDUCIVE TO LONGER TENURE OF SUPERINTENDENTS AS REPORTED BY FORTY-SEVEN FORMER SUPERINTENDENTS OF TWENTY-SIX MICHIGAN SCHOOL SYSTEMS HAVING HAD SHORT TENURE OF SCHOOL SUPERINTENDENTS

Characteristic or Practice Cited	Frequency
Generally having sound personality traits: firm, fair, friendly, honesty, respected by others, alert	15
Selection and retention of a good staff with similar philosophy to superintendents, and the maintenance of a good rapport within the group	7
Have a firm philosophy and practice it: be decisive	7
A good public relations program	7
Live close to the community - be an active participant	6
Ambitious, hard working	6
Ability to mix well with people - easy to get along with	5
Patience	5
Familiarity with position he holds	4
Willing to compromise	4
One who can be respected by the community	4
Align self with whole community - not factions	4
Capable of the required financial operation	3
Understanding belief and practice of democratic principles	3
Intelligent: resilient in judgment and opinions	3
Keeps the board both informed and educated	3

TABLE XXXVIII

CHARACTERISTICS AND PRACTICES OF A SUPERINTENDENT WHICH ARE CONSIDERED TO BE CONDUCIVE TO SHORT TENURE OF SUPERINTENDENTS AS REPORTED BY FORTY-SEVEN FORMER SUPERINTENDENTS OF TWENTY-SIX MICHIGAN SCHOOL SYSTEMS HAVING HAD SHORT TENURE OF SCHOOL SUPERINTENDENTS

Characteristic or Practice Cited	Frequency
Stubbornness, inflexibility	15
Failure in one, or more, phases of work; leadership, board relations, public dealing, etc.	9
Sarcastic, unfriendly, seemingly a dislike for people	7
Lack of common sense, not broad minded	6
Lack of decisiveness	6
Extreme under or over aggressiveness	6
Poor business sense	5
Tendency toward use of power politics	4
Questionable personal life	4
Poorly handled public relations program	3
Lack of administrative ability	3
Intolerance	3
Accepting position merely as a "stepping-stone"	3
Undemocratic, autocratic procedures with personnel	3

as a "stepping stone," or a source of administrative experience. In answer to the interview question, "How long did you expect this appointment to last when it was made," fifteen respondents indicated that they had planned to spend less than five years in the position. There is some indication, then, that tenure can be related to the pre-determined time limit set by the man who accepts the position.

Listed in Table XXXIV, page 117, as a reason for short tenure in these communities which are now under consideration is the phrase, "had achieved primary goal--experience as a superintendent." Another reason is an important one: "to assume a better position." It appears that these two reasons are closely related and that one of the major characteristics of a superintendent which tends to promote short tenure in a school system is the striving toward a more responsible professional position.

Superintendents Opinions Concerning General Factors

It was desired to derive a more objective evaluation of superintendent practices and their relation to tenure and effectiveness of administration. In order to achieve this, it was felt that the questions should be separated from a personal contact with the person being questioned in an attempt to remove any need, on the part of the interviewee, to answer defensively, or to place an extremely subjective value on the question posed.

To achieve this, an opinion rating scale was developed by this writer and Dr. Owen. For the purposes of this study, the lead phrase was:[1] "How important to lengthening tenure in a superintendency

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[1] A copy of the Opinion Rating Scale may be found in the appendix, pp. 152-156.

is: . . . .?" The interviewee was asked to rate the degree of importance that each of these administrative practices held to lengthening tenure of school superintendents. Tabulation shows that eight of these practices of superintendents were rated between fairly important (1 1) and absolutely essential (1 2) to the lengthening of superintendent tenure. A tabulation of these factors with their mean numerical value follows:

Factor	Score
The superintendent's complete control of his emotions at all times	1.75
The superintendent's recognition of the power structure of the community	1.43
The unanimous agreement of the board of education in the selection and appointment of the superintendent	1.38
The superintendent's living within the boundaries of the school district	1.36
The superintendent's assuming the role of a ready consultant on the problems of staff members	1.32
The possession of a superior speaking ability by the superintendent	1.16
The previous school administrative experience	1.16
The renewal of the superintendent's contract prior to the renewal of the teacher's contracts	1.04

Of the remaining characteristics and practices, seven of them were rated as approaching the position of fairly important (1 1). Those seven are:

Factor	Score
The involvement of staff members in all possible decision making	.98
Superior intelligence on the part of the superintendent	.96
A multi-year contract for the superintendent	.89
A year's work beyond the Master's degree in school administration	.73
The superintendent's assuming leadership roles in several community organizations	.73
The superintendent's frequent use of the power structure of the community	.70
A superior scholastic average on the part of the superintendent	.59

One factor received a mean score of "0" which indicates that it would have little, or no, significance in tenure. This factor was "that the superintendent have an above average physique." One interviewee's comment in this matter appeared to set the general tone of most respondents. The reply, in effect, that a man must present some above average traits, but that physical stature was not necessarily one of them in every case.

The remaining three factors received negative mean scores. This designates them as factors which might tend to shorten tenure to a varying degree. Those factors were:

Factor	Score
The superintendent's taking a strong stand on community issues	- .07
The superintendent's discussion of crucial issues with one or more board members prior to the board meeting	- .36

The superintendent's using his influence behind the scenes to insure the selection of competent board members	-1.25

The most critical area here appears to be the inferred relationship between short tenure and the entrance of the superintendent into board of education politics. It appears obvious that it would be rather difficult to work for a man whose election one had earlier opposed.

Dr. Owen used a similar rating scale with his more effective administrators, with one exception. The lead phrase to his questions was: "How important to effective administration in a superintendency . . . .?". Using these same rating scale values, it is interesting to note the points of comparison:

1. The three factors receiving negative responses by the short tenure superintendents received negative responses by the more effective administrators, and in precisely the same order.
2. Of those factors receiving the highest average positive rating, the top three in this study were identical to the top three in the Owen study.
3. All factors receiving an average positive rating in this study received an average positive rating in the Owen study.

It is clear, then, that both groups responded in the same way to the same questions.

Summary

It has been pointed out that the short tenure superintendents have a perception of the factors in communities, boards of education and in superintendents themselves that are related to short tenure in school superintendencies. The validity of these perceptions is strengthened when they are compared to the findings of the Puffer study. While some of these factors appear to be established and very resistive to change, others are changeable. This can lead one to the conclusion that while rapid mobility of school administrators cannot be completely stopped, it can be decreased further than it has been to date.

The major community related factors which tend to be associated with short tenure include such factors as small size of school districts; instability in economics, politics and social organization; lack of adequate financial resources; poor living conditions; low educational level of the community in general; and the absence of adequate community services. It is obvious that some of these factors are relatively unchangeable. On the other hand, living conditions and housing conditions for the chief school administrator can be improved through various means. Other factors might similarly be improved.

The most noticeable board of education practice which is associated with short tenure is that previously pointed out in Chapter IV, "the tendency of a board of education to interfere with the administrative duties of the superintendent." In addition to this, the short tenure superintendents indicate that those boards which have "axes to grind," which refuse to act as a whole, which resort to power politics, whose members are stubborn, or whose members lack confidence

in their superintendent tend to be associated with short tenure of school administrators. It appears to this writer that most of the above situations can be corrected. If the individual members refuse to act properly and refuse to evaluate and improve themselves, the school patrons can take steps to change the situation through the ballot box.

In the opinion of the former superintendents interviewed, those characteristics in the superintendent which appear to be related to short tenure are closely related to personality traits, to lack of professional ability, to poor public relations, to poor business sense, or to a desire to progress toward a job in a larger system. While it would be rather difficult for a board of education to control the latter of these factors, it seems that a more complete, intensive selection process could obviate problems which may lead to failure in the ensuing years. A more selective screening process may disclose poor preparation or lack of important abilities. A visit to the community where the man is employed may indicate undesirable personal traits. All of this, if done prior to the final selection, might help to avoid any need for a replacement a few years hence.

That some of these factors can be controlled, or at least tempered, is practically certain. Short tenure does not generally appear to result from one factor alone. More often it is a composite of factors acting together to help precipitate another move--more short tenure. It appears that any community, board, or superintendent interested in improving tenure would do well to make a self-analysis, objectively, and resolve to do all in its power to eliminate the negative factors obvious within the immediate realm of control.

CHAPTER VIII

SUMMARY, OBSERVATIONS AND RECOMMENDATIONS

The purpose of this study was to determine the degree to which certain selected factors are associated with short tenure of school superintendents in Michigan and to ascertain opinions held by some former superintendents of certain selected short tenure schools of Michigan concerning factors which they believe to be related to short tenure. It is assumed that as factors having a specific relationship to short tenure of school superintendents become recognized, it may be possible to take measures to improve tenure within school districts.

While some schools in the State of Michigan have retained the services of the same superintendent for more than twenty years, approximately one school system in five has had at least three men serving in that capacity between July 1, 1951 and June 30, 1959. Many of these men served only one or two years in the position of superintendent in a given community before moving to a new position.

From the entire group of 118 schools which met the criteria of this study for definition as a short tenure school, a stratified sampling of twenty-six schools was selected for the purpose of interviewing two former superintendents from each of the schools in the sample. All 118 schools were used in determining the relationships between short tenure and those factors which could be obtained through

central agencies without using the interview process. (This includes the factors of size, valuation of taxable properties and accreditation status with certain agencies).

An interview schedule was used which had originally been developed by Dr. K. Hart Puffer for his study of long tenure superintendents. Prior to using this schedule, it was revised by this writer and Dr. Ben Owen, who subsequently used it in his study of more effective administration. The interview schedule was composed of sixty-seven questions and forty-four subquestions. The questions covered the following school systems factors: location, size, financial situation and policies, professional staff, curriculum, instructional supervision, board of education-superintendent relations, public relations and the perceptions of superintendents as to the factors which are associated with short tenure of school superintendents.

In addition to the interview schedule, Dr. Owen and this writer developed a rating schedule which was presented to each interviewee at the end of the interview. This schedule tested the interviewee's opinion regarding the value of certain procedures or practices of the superintendent in promoting longer tenure in the superintendency.

The interviews were conducted between August, 1960, and November, 1961. The former superintendents of these schools were located in all corners of the State of Michigan. The more distant trips were made during two summers. The closer trips were accomplished on weekends. The interviews normally took between one and one-half and two hours.

From the study, certain factors seemed to be related to the short tenure of school superintendents in Michigan. The following

factors can be quickly summarized as the outstanding ones related to short tenure as found by this study:

1. The Size of the School District

   The median size of these school systems tended to be smaller than the median size of either:

   a. the schools whose superintendents had long tenure,

   b. the schools of the more effectively administered schools in Michigan,

   c. all of the schools of the State of Michigan.

   More than one-third of the short tenure schools had enrollments of less than 500 pupils, and more than half of them had enrollments of 750, or fewer.

2. The Valuation per Membership Child of the School District

   The short tenure schools tended to have a lower state equalized valuation per membership child than did those of the Puffer study, those of the Owen study, or those of the State of Michigan as a whole. This lower valuation per membership child tends to limit the money available for salaries and other educational program costs. While such a deficiency could be overcome by an increased tax levy rate, these districts chose not to compensate for their deficiency in this manner. In fact, they tended to levy a tax at a rate below that of the average rate in the state of Michigan for school operational purposes.

3. The Quality of the School Program as Adjudged by North Central Association Membership

   Only about one-fifth of these schools qualified for membership in this association. Nearly two-fifths of all of the secondary schools in the State of Michigan are members of this same association.

4. Recency of Taking Graduate Courses

   This relationship was an unexpected one. The men serving the short tenure schools had tended

to be more recent active registrants and participants in graduate courses. This probably does not indicate any negative value for graduate courses. It possibly reflects the idea that these men were interested in attaining better positions and saw further education as essential to progress. In some cases it was an indication that these positions were the first superintendencies held by these men and that their Master's degrees were completed just prior to the appointment, or during the first year of their services.

5. The Length of the Superintendent's Contract

One year contracts tended to be related to short tenure. Nearly 60% of the men interviewed indicated that they had held only single year contracts, while slightly more than 60% of the long tenure superintendents held multi-year contracts and only 28% had held one year contracts.

6. The Mobility of the Superintendent

Thirty-four per cent of the interviewees in this study had an average job tenure of four years or less in previous positions. There was evidence further of extremely short tenure in previous positions for some of these men. One, for example, had held positions in seven schools over the prior eleven year period.

7. Board of Education Interference in the Administrative Functions of the Superintendent

This appears to be a very decided factor in short tenure of school superintendents. It was indicated as existing in a number of these schools, while Puffer's study of long tenure failed to find a single instance of this interference. Some of the short tenure superintendents cited this as a major reason for their leaving their position. Again, many superintendents indicated this tendency when asked what policies and practices of boards of education might tend to be related to short tenure of school superintendents. This relationship seems to be a real one.

8. Failure of the Board of Education to Act as a Whole

This tendency is often associated with the one just cited. The tendency of one, or more, members to decide policy in small group meetings rather than in official board meetings with all members present and voting is one which is often related to power structure struggles. It is similarly reflected in the "strong-man" approach where one man controls the votes of a majority and then proceeds to make policy decisions on his own and then to follow them through by giving orders that they be put into effect. This may come in the form of telling the custodian to perform a specific duty, instructing teachers as to how they should treat certain children, or purchasing items for the school. Such things happen, and cannot help but limit the role, as well as the security, of the superintendent.

9. Short Tenure of the Teaching Staff

The results of this study indicate that there is a relationship between the tenure of school superintendents and the percentage of annual teaching staff turnover. It seems reasonable that an undesirable situation for teaching personnel would likewise be an undesirable situation for the administrator. This could, however, indicate a mutual distrust between superintendent and staff which could result in insecurity and instability for both. To what degree these two suggestions exclude all other possible explanations for this relationship and how they may be interrelated is not included in the scope of this study, but may serve as the basis for further research.

The former superintendents of these short tenure schools gave their beliefs concerning other factors which were related to short tenure in a school superintendency. In addition to their responses reinforcing the above mentioned factors, they added to the list of factors, with a relatively high degree of support, the following factors which they felt to be related to short tenure:

1. An Unstable Community

The instability was cited with respect to economic ability, political actions and social organizations.

2. Poor Living Conditions

Some of the smaller, older communities are unable to provide, without any new construction, an adequate house for the superintendent and his family. Homes without modern facilities, and those which are very old and hard to heat do little to encourage a family to stay and serve a community.

3. Lack of Adequate Community Services

A number of men suggested this as a reason for leaving the community. Poor shopping areas, no recreational facilities, no medical, dental or legal services available, and lack of other services tend to be included in such a complaint.

4. The Attempt of a Superintendent to Influence Board of Education Elections

Such a practice has obvious flaws, whether performed out in the open or in professed "secret." Passing on advice to a close friend as to whom to support can be a fatal mistake for a superintendent to make.

5. The Superintendent's Discussing Crucial Issues with One or More Board Members Prior to Board Meeting

This was indicated as a poor practice by many men. It was claimed that this practice tends to shorten tenure.

6. Generally Undesirable Personal Traits in the Superintendent

Included in these, as suggested by the interviewees, were over-or-under aggressiveness, poor business sense, and stubbornness. A number of these traits could be discernible during the interviewing and selection process when employing a superintendent.

While the results of this study tend to answer some common questions regarding the tenure of school superintendents, they raise some questions which future investigators may be interested in seeking to answer. Some of these questions include:

1. Is there any relationship between the techniques and methods used by a board of education for selection, screening, and appointment of a superintendent and the tenure which he subsequently enjoys?

2. Is there a type of person who, serving as a superintendent, constantly moves from position to position? For example, are there men who stay only two or three years in each position; and if so, how widespread is this phenomenon? What other characteristics are related thereto? This study gave some indication of the existence of such a character-type.

3. In cases where there is a refusal by board of education members to remain in their policy making role, is there any relationship between the type of gainful employment the person holds, the amount of formal education he has had, his religious and/or lodge affiliations and his other personal factors and this refusal to remain in the policy-making area? Is there any personality type which appears predisposed to interference in the administrative function?

The results of this study suggest some recommendations to future superintendents and to boards of education and their members. The recommendations suggested by the findings which appear to be directed to boards and board members include:

1. Be willing to learn your responsibility and function and to operate within the role limits of your post.

2. Take action only when in an official board of education meeting. Avoid the temptation to "speak for the board" before the board acts.

3. Be extremely careful in the selection and appointment of your superintendent of schools. Be aware of the characteristics which you wish to find in your school executive and then proceed, carefully, to find them.

4. Constantly evaluate your school district with regard to its size. Is it large enough to offer a good educational program and to attract and retain a good administrator?

5. Is the housing available for your superintendent adequate? Does it offer the comforts of modern housing and enough room for the superintendent's family? If not, would it be wise for the district to consider building a modern home and designating it for use by the superintendent?

Finally, to the prospective superintendent who desires longer tenure, this study offers other general suggestions which include:

1. Carefully evaluate the community and its services. Is there a home available for your use which is both adequate and within reasonable distance from your work, as well as being located within the district. Are there available services in such fields as legal advice, medicine, dentistry, as well as recreation?

2. Have adequate preparation as well as ambition.

3. Attempt to become a firm, sound integrated personality. Traits mentioned throughout the study in most cases are those which can be developed as an integral part of a sound philosophy of life.

4. Avoid small school districts with poor tax bases. Be particularly wary of those whose tax levy rates are below the average for the area, in spite of their poor tax base.

5. Attempt to ascertain the characteristics of the members of the board of education and how well they function as a board of education. It is often well to talk with the departing superintendent in attempting to ascertain this information.

6. Evaluate the quality of the school's education program. If the program is poor, and you, as a candidate, can see the impossibility of its improvement, you may wish to reconsider this position.

APPENDICES

APPENDIX I

COPY OF LETTER SENT TO CURRENT SUPERINTENDENTS OF THE SHORT TENURE SCHOOLS TO ASCERTAIN THE PRESENT LOCATION OF FORMER SUPERINTENDENTS OF THOSE SYSTEMS

Mr._____, Superintendent (or successor)
_____ Schools
_____, Michigan

Dear Mr._____:

In conjunction with my doctoral dissertation work at the University of Michigan, I have need for the present addresses and positions (if known) of former superintendents of the school system which you now serve. I have listed, at the bottom of this page, names of the men about whom I would like this information.

I would appreciate your supplying the needed information on the space provided below, returning this inquiry sheet to me in the enclosed, self-addressed, stamped envelope. Please write "deceased" in place of the address if the person died while still serving the school system you now serve.

Your help in this matter will be greatly appreciated.

Sincerely,

Robert G. Lutz

Name:_____

Address:_____

_____

Present
Position:_____

Name:_____

Address:_____

_____

Present
Position:_____

Name:_____

Address:_____

_____

Present
Position:_____

APPENDIX II

COPY OF LETTER SENT TO FORMER SUPERINTENDENTS WHO WERE SELECTED AS INTERVIEWEES

25137 St. Christopher
Mt. Clemens, Michigan

Dear_____:

I am in the process of interviewing some fifty men who have formerly served as superintendents of schools in communities which consistently seem to have a high rate of turnover in the superintendency. I have served in one such community myself in that position. For my doctoral dissertation, under the auspices of the University of Michigan, I have selected as a topic: "Factors associated with Short Tenure of School Superintendents in Michigan."

Since you previously served as superintendent of the _____ _____School system, (one of the short tenure schools selected for my sampling) I would appreciate the opportunity of interviewing you to discuss this problem with you. The interview normally takes about one and one half hours.

I would appreciate the opportunity of interviewing you on ___(day)___, ___(month and date)___, 196_, at __(hour)__ . . M. Please indicate on the enclosed, self-addressed postal card whether or not you will be available at the suggested time for this interview. If not, please suggest an alternate date and time.

Thank you in advance for your cooperation.

Sincerely

Robert G. Lutz

APPENDIX III

INTERVIEW SCHEDULE

School Code Number:_____Date of Interview:_____

Interviewed:_____

_____

1. How many grades were there in your school at_____?_____

2. How many children were there in your school at_____?_____

3. How many teachers were new to the system the last year you served?_____

4. Was this about the usual turnover?_____

   4.1. What was the turnover if different from this?_____

5. What was the state equalized valuation of the district?_____

6. What was the tax rate on the state equalized valuation for operating expenses?_____

7. What was the tax rate on the state equalized valuation for debt retirement?_____

8. During your tenure of office had a bond issue been voted?_____

   8a. What was the amount of the bond issue?_____

   8b. What was the amount of outstanding bonds? _____

9. What was the amount of sinking fund for building?_____

   9a. What millage was designated annually?_____

10. What approximately was the amount of balance deducting outstanding bills in the general fund on June 30, of the last year that you were superintendent?_____

10a. What approximately was the amount of deficit in the general fund on June 30, of the last that you were superintendent?_____

11. What was the school's accreditation status with the University of Michigan?_____With the North Central Association?_____

12. What was the school's approval status with the University of Michigan?_____

13. How many members were there on your board of education?_____

14. To what extent did the board of education act as a whole considering policies and making decisions?_____

14.1 Was this always true or generally true?_____

15. Did the board of education use standing committees?_____

15.1 If so, what were they?_____

16. Did the board of education use special committees?_____

16.1 If so, what special committees were appointed during the last two years of your tenure?_____

17. If committees were used, to what extent did the board depend on them?_____

18. Did any of the board members perform services to the school except for policy making?_____

18.1 If so, please explain_____

19. What was the nature of the work on which the board of education took formal or official action?_____

19.1 Can you give some examples?_____

20. What areas of operation were considered to be your responsibility?_____

21. How many times per year did the board of education meet?_____

22. How long were the meetings of the board of education on the average?_____

23. What was the usual per cent of attendance at board meetings?_____

24. On the average, how many of the public attended each board meeting?_____

25. What policies and principles do you believe are important in dealing with board of education?_____

26. What techniques or procedures do you believe are important in dealing with board of education?_____

27. To what extent was there a clear demarcation between policy making on the part of your board of education and executive action on your part?_____

27.1 Was there anything in writing to establish such a clear demarcation?_____

28. What was the occupation of each board member at that time?

_____

29. How long had each been in office?_____

30. What was the education background of each member?_____
(Individual basis)

31. What were the salaries that were paid to the board of education?_____

32. For how long was your contract usually written?_____

33. What time of the year was your contract renewed?_____

33.1 Was your contract renewed before, after, or at the same time as the teachers?_____

34. Were there any unusual business arrangements between you and your board of education?_____

35. Do you mind telling me what your salary was?_____

36. What provision was made for your expense?_____

36.1 Was this a blanket figure or did you turn in an itemized accounting?

37. How many years of schooling had you had above high school?_____

38. What is the highest degree held?_____

39. How recently had you taken classes?_____

40. How did you obtain your position?_____

40.1 Where did you first hear of the opening?_____

40.2 Were you recommended by a college or university placement bureau?_____

41. What previous positions had you held and for how long in each case?_____

Position_____ Time held_____

Position_____ Time held_____

42. Is the community made up predominately of rural people, non-rural people, or a combination of the two?_____ (A combination should be considered as being almost evenly divided between the two categories).

43. What is the racial stock of the people served?_____

44. What is the national background of the people served?_____

44.1 What is your national background?_____

44a. What is the predominant religious preference of the people served?_____

44a.1 What is your religious preference?_____

45. What techniques or procedures do you think are important in working with your staff:

1. How frequently did you meet with total staff?_____

2. How frequently did you meet with a professional staff committee?_____

3. How frequently did you meet with the administrative staff?_____

4. Do you have any good ways of letting teachers know where they stand?

5. How did you provide opportunity for the people who are to be affected by a policy to have a hand in developing it?_____

6. How important do you think it is to make decisions and stand by them?_____

7. Did you have written personnel policies?_____
   (If so, may I have a copy?)

8. How often did you publish bulletins to keep staff informed?_____
   (May I have samples?)

9. Do you think all problems or issues should be referred to the faculty for consideration?_____

10. Should the faculty have the right of decision in some matters?_____What matters?_____

46. What was your role in instructional supervision in your school system?_____

46.1 How often did you receive reports from subordinates who visit classrooms?_____

46.2 How often did you visit classrooms?_____

46.3 In what way did you advise teachers in methods of instructional supervision?_____

46.4 In what way did you work through principals on instructional supervision?_____

47. What was your role in curriculum development in "x" school system?_____

1. Did you delegate major responsibility?_____
2. Were you a member of curriculum committees?_____
3. How many curriculum changes had you originated in your last year there?_____
4. How much time did you spend on curriculum development work?_____

48. What policies and principles do you believe are most important in Public Relations?_____

1. What was your program for keeping the public informed?_____
2. To what extent was there a discernible power structure in the community?
3. How did you use the power structure of the community to further school aims?_____

49. What techniques or procedures do you believe are most important in public relations?

1. How did you utilize newspapers for bettering public relations?_____
2. To what extent were radio and television used in public relations?_____
3. Did you have existing citizens committees?_____

3a. Who appointed the committee members?_____

3b. With what problems were they dealing when you left?_____

4. In what ways had the P. T. A. been an important factor in public relations?_____

5. Did you send out a regular newsletter?_____ (If so, may I have a copy?)

6. In what way did you use pupil publications to disseminate public school information?_____

50. What factors in the community do you believe make long tenure administration by the superintendent possible, or probable?

_____

51. What characteristics in a superintendent do you believe make long tenure in administration by the superintendent possible?

_____

52. What policies or practices of the superintendent do you believe make long tenure in administration possible?_____

53. What aspects of the total program had the board been particularly concerned with during the last year of your tenure?_____

A. Curriculum Fundamentals_____

A-1 What particular aspect?_____

B. Vocational_____

C. Music_____

D. Extra-curricular_____

D-1 What particular aspect?_____

E. Other_____

54. What characteristics of board members do you believe make long tenure of the superintendent possible?_____

55. What policies or practices of the board of education do you believe make long tenure of the superintendent possible?

_____

56. What factors in the community do you believe are related to short tenure of the superintendent?_____

57. What are the most important characteristics of a superintendent that make long tenure by the superintendent impossible or unlikely?_____

58. What are the most important policies or practices of a superintendent that you believe make long tenure of the superintendent impossible or unlikely?_____

59. What characteristics in board members do you believe make long tenure by the superintendent impossible or unlikely?

_____

60. What policies or practices of a board of education do you believe make long tenure of a superintendent impossible or unlikely?

_____

61. What per cent of the board action was upon questions which have been initiated by the superintendent?_____

62. Of those items of business which were initiated by board members, what part were initiated by one given board member?_____

63. What per cent, or fraction, of the recommendations of the superintendent received favorable action?_____

64. On what per cent of the items considered by the board did the superintendent make recommendations, or otherwise make his opinion understood?_____

65. Did the superintendent establish a social relationship with any of the board members in addition to his business relationship?

_____

If so, how many?_____

66. Was discussion of school business confined to school board meetings?_____

67. Was there any one in the school organization who did not follow the pattern of authority?_____

68. How long did you expect this appointment to last when it was made?_____

69. After discussing short tenure, what factors do you believe were most effective in creating short tenure in your community?

_____

69.1 Could we arrange these in their order of importance?

_____

APPENDIX IV

RATING SCHEDULE

Please rate the importance of the following factors:

HOW IMPORTANT TO LENGTHENING TENURE IN A SUPERINTENDENCY:

1. Is the superintendent's complete control of his emotions at all times?

   a._____absolutely essential

   b._____fairly important

   c._____unimportant

   d._____would have a negative effect

2. Is the superintendent's recognition of the power structure of the community?

   a._____absolutely essential

   b._____fairly important

   c._____unimportant

   d._____would have a negative effect

3. Is the superintendent's frequent use of the power structure of the community?

   a._____absolutely essential

   b._____fairly important

   c._____unimportant

   d._____would have a negative effect

4. Is a multi-year contract for the superintendent?

   a._____absolutely essential

   b._____fairly important

   c._____unimportant

   d._____would have a negative effect

5. Is the renewal of the superintendent's contract prior to renewal of teachers' contracts?

a._____absolutely essential

b._____fairly important

c._____unimportant

d._____would have a negative effect

6. Is the unanimous agreement of the board of education in the selection and appointment of a superintendent?

a._____absolutely essential

b._____fairly important

c._____unimportant

d._____would have a negative effect

7. Is a year's work beyond the Master's Degree in school administration?

a._____absolutely essential

b._____fairly important

c._____unimportant

d._____would have a negative effect

8. Is previous school administrative experience?

a._____absolutely essential

b._____fairly important

c._____unimportant

d._____would have a negative effect

9. Is the superintendent's assuming leadership roles in several community organizations? (Church, lodge, etc.)

a._____absolutely essential

b._____fairly important

c._____unimportant

d._____would have a negative effect

10. Is the superintendent's living within the boundaries of the school district served when such district is a geographical unity?

a._____absolutely essential

b._____fairly important

c._____unimportant

d._____would have a negative effect

11. Is the superintendent's discussion of crucial issues with one or more board members prior to the board meeting?

a._____absolutely essential

b._____fairly important

c._____unimportant

d._____would have a negative effect

12. Is the superintendent's taking a strong stand on community issues?

a._____absolutely essential

b._____fairly important

c._____unimportant

d._____would have a negative effect

13. Is the superintendent's using his influence behind the scenes to insure the selection of competent board members? (For instance, the superintendent's giving his friends his opinion on candidates when asked?)

a._____absolutely essential

b._____fairly important

c._____unimportant

d._____would have a negative effect

14. Is superior intelligence on the part of the superintendent?

a._____absolutely essential

b._____fairly important

c._____unimportant

d._____would have a negative effect

15. Is a superior scholastic average on the part of the superintendent?

a._____absolutely essential

b._____fairly important

c._____unimportant

d._____would have a negative effect

16. Is the possession of a superior speaking ability by the superintendent?

a._____absolutely essential

b._____fairly important

c._____unimportant

d._____would have a negative effect

17. Is it that the superintendent have an above average physique?

a._____absolutely essential

b._____fairly important

c._____unimportant

d._____would have a negative effect

18. Is the involvement of staff members in all possible decision making?

a._____absolutely essential

b._____fairly important

c._____unimportant

d._____would have a negative effect

19. Is the superintendent's assuming the role of a ready consultant on the problems, including personal problems, of members of the staff?

a._____absolutely essential

b._____fairly important

c._____unimportant

d._____would have a negative effect

APPENDIX V

SIZES, EXPRESSED IN NUMBER OF PUPILS OF TWENTY-SIX SCHOOL SYSTEMS IN MICHIGAN HAVING SHORT TENURE OF SCHOOL SUPERINTENDENTS

School System Code No.	Enrollment	School System Code No.	Enrollment
8	10,472	13	617
1	4,054	22	571
25	1,437	5	541
2	1,412	21	521
10	1,403	15	504
23	1,163	7	447
16	1,036	26	334
18	941	4	337
12	764	24	275
6	750	19	226
3	684	9	205
11	647	17	154
14	645	20	103

APPENDIX VI

SIZES, EXPRESSED IN NUMBERS OF TEACHERS OF TWENTY-SIX SCHOOL SYSTEMS IN MICHIGAN HAVING SHORT TENURE OF SCHOOL SUPERINTENDENTS

School System Code No.	No. of Teachers	School System Code No.	No. of Teachers
8	359	22	25
1	166	13	24
10	60	21	24
2	52	5	23
25	49	15	19
23	40	7	17
18	37	26	15
16	32	4	13
12	32	24	12
14	27	19	12
6	26	9	11
3	26	20	9
11	26	17	6

APPENDIX VII

PROPERTY VALUATIONS PER MEMBERSHIP CHILD IN TWENTY-SIX SCHOOL SYSTEMS IN MICHIGAN HAVING SHORT TENURE OF SCHOOL SUPERINTENDENTS

School System Code No.	Valuation Per Member Child	School System Code No.	Valuation Per Member Child
10	20,792.00	1	8,017.00
17	14,585.00	23	7,619.00
22	13,216.00	25	6,961.00
11	12,533.00	6	6,853.00
20	12,067.00	12	6,775.00
4	10,902.00	18	6,476.00
14	10,328.00	21	6,175.00
8	10,039.00	9	5,543.00
16	9,952.00	26	5,238.00
19	9,507.00	13	4,680.00
2	9,113.00	24	4,416.00
5	8,642.00	15	4,397.00
3	8,515.00	7	3,988.00

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