



1980

## An Analysis of Procedures and Practices: Utilized to Determine Elementary School Principals' Salaries in Selected School Districts of DuPage County, Illinois

Darrell A. Holsteen  
*Loyola University Chicago*

Follow this and additional works at: [https://ecommons.luc.edu/luc\\_diss](https://ecommons.luc.edu/luc_diss)



Part of the [Education Commons](#)

---

### Recommended Citation

Holsteen, Darrell A., "An Analysis of Procedures and Practices: Utilized to Determine Elementary School Principals' Salaries in Selected School Districts of DuPage County, Illinois" (1980). *Dissertations*. 1922. [https://ecommons.luc.edu/luc\\_diss/1922](https://ecommons.luc.edu/luc_diss/1922)

This Dissertation is brought to you for free and open access by the Theses and Dissertations at Loyola eCommons. It has been accepted for inclusion in Dissertations by an authorized administrator of Loyola eCommons. For more information, please contact [ecommons@luc.edu](mailto:ecommons@luc.edu).



This work is licensed under a [Creative Commons Attribution-NonCommercial-No Derivative Works 3.0 License](#).  
Copyright © 1980 Darrell A. Holsteen

AN ANALYSIS OF PROCEDURES AND PRACTICES UTILIZED  
TO DETERMINE ELEMENTARY SCHOOL PRINCIPALS'  
SALARIES IN SELECTED SCHOOL DISTRICTS  
OF DUPAGE COUNTY, ILLINOIS

by

Darrell A. Holsteen

A Dissertation Submitted to the Faculty of the School of  
Education of Loyola University of Chicago in  
Partial Fulfillment of the Requirements  
for the Degree of Doctor of Education

January

1980

Darrell A. Holsteen  
Loyola University of Chicago  
AN ANALYSIS OF PROCEDURES AND PRACTICES UTILIZED  
TO DETERMINE ELEMENTARY SCHOOL PRINCIPALS'  
SALARIES IN SELECTED SCHOOL DISTRICTS  
OF DUPAGE COUNTY, ILLINOIS

Statement of the Problem

What are the actual procedures and practices utilized to determine elementary school principals' salaries in selected school districts of DuPage County, Illinois?

Purpose

The major purpose of this dissertation was to analyze the actual procedures and practices utilized by superintendents and school boards to determine elementary school principals' salaries in selected elementary school districts of DuPage County, Illinois, and to compare and contrast the actual procedures and practices with consistently recommended procedures and practices in the literature.

A secondary purpose was to identify the extent of agreement and disagreement between superintendents and principals regarding 1) the actual process utilized by the school board and superintendent in the determination of elementary principals' salaries, and 2) the actual participation of the elementary principals in that process.

Other purposes included 1) determining whether school district size and school district wealth were related to the procedures and practices used to determine elementary principals' salaries, and

2) ascertaining if a relationship existed between selected variables and the percentage of annual salary increase for elementary principals.

### Procedures

A questionnaire was designed to obtain salary data for each of the five years (1974-79) to identify the trends in the population in determining elementary principals' salaries, and to compare, contrast, and analyze the relationship of selected variables to five-year average increase percentages.

An interview guide was structured with open-ended questions to obtain data in an interview with the superintendent and a principal as a pair from each of sixteen randomly selected districts regarding the actual involvement of the principals, superintendents, and school boards during the elementary principal salary determination process.

Administrative process themes were deduced from the literature and translated into seven basic sequential administrative processes recommended for determining principals' salaries.

### Findings

1. Smaller enrollment districts made less use of the seven recommended administrative process activities than did the larger enrollment districts.
2. Principals in the smaller enrollment districts participated in more activities of the processes utilized for determining their salaries than did the principals in the larger districts, while superintendents in the larger enrollment districts participated more than did superintendents in the smaller enrollment districts.
3. Elementary principals and superintendents were more involved in the elementary principals' salary determination process in the low wealth districts than were the superintendents and principals in the high wealth districts.

4. School boards were more involved in the elementary principals' salary determination process in the high wealth districts than were the school boards in the low wealth districts.
5. The greatest average percentage of salary increase of elementary principals was in those districts which utilized the open-ended method for determining salaries.
6. The salary increase percentages of elementary principals were greater when the salaries were determined after teachers' negotiations were completed.

### Recommendations

1. The school board and superintendent should determine that their actions will manifest the value of caring.
2. The school board and superintendent should include elementary principals as members of the management decision-making team.
3. The actions of the school board and superintendent should contribute to the establishment and maintenance of two-way communications between principals, superintendent, and the school board.
4. The school board should adopt written comprehensive personnel policies which reflect the school board's commitment to caring.
5. The school board should adopt clearly stated job descriptions developed jointly by the superintendent and principals, and which reflect quality control.
6. The school board should adopt a written evaluation policy developed jointly by the superintendent and principals which assures the community of quality control, reflects the discipline of caring, and makes clear the purpose of the evaluation and the relationship of the evaluation process and results to the job description and the salary determination process.
7. The school board should adopt a written salary determination policy designed jointly by the superintendent and principals which reflects the discipline of caring and will insure equitable and objective determination of salaries for elementary school principals.

AN ANALYSIS OF PROCEDURES AND PRACTICES UTILIZED  
TO DETERMINE ELEMENTARY SCHOOL PRINCIPALS'  
SALARIES IN SELECTED SCHOOL DISTRICTS  
OF DUPAGE COUNTY, ILLINOIS

by

Darrell A. Holsteen

A Dissertation Submitted to the Faculty of the School of  
Education of Loyola University of Chicago in  
Partial Fulfillment of the Requirements  
for the Degree of Doctor of Education

January

1980

COPYRIGHT - 1980 - by DARRELL A. HOLSTEEN

## ACKNOWLEDGMENTS

The author of this dissertation study is sincerely grateful to Dr. Robert L. Monks, his major advisor, for his support, advice, constant encouragement, and interest in this study. Appreciation is also expressed to Dr. Melvin P. Heller, Chairman of the Department of Administration and Supervision of Loyola University of Chicago, and to Dr. Philip Carlin, both of whom served on the writer's dissertation committee and also provided encouragement throughout his studies at Loyola University.

The author is deeply grateful for the faithful assistance, patience and unfailing encouragement given to him by his wife, Muriel, throughout the entire study. The understanding and encouragement of each of the author's five children is thankfully recognized. Edith Prosek also deserves special thanks and recognition for the typing of this dissertation.

Finally, the author expresses his thanks to God for providing the health, understanding, and opportunity to make this study.



## VITA

The author, Darrell A. Holsteen, is the son of Edward and Lulu Holsteen. He was born October 26, 1926, in Yarmouth, Iowa.

His elementary and secondary education was obtained in the public school of Yarmouth, Iowa, where he graduated in 1944. He received the Bachelor of Science degree from Wheaton College, Wheaton, Illinois, in June, 1951, and the Master of Science in Education degree from Northern Illinois University in August, 1957.

He served in the U.S. Armed Forces from September, 1945, to January, 1947, which included a tour of duty in Korea.

His professional career began in March, 1952, as a teacher at the Wagner School, in School District No. 89, Glen Ellyn, Illinois. In August, 1953, he was appointed to the teaching principalship/superintendency of School District No. 89 and filled this position until July, 1955, when he became the district's full-time principal and superintendent. Because of district enrollment growth, he was relieved of principalship duties in July, 1959, and continued to serve as the superintendent of Glen Ellyn School District No. 89 until August, 1978. He was then retained as a curriculum consultant while conducting this dissertation study.

## TABLE OF CONTENTS

	Page
ACKNOWLEDGMENTS. . . . .	ii
VITA . . . . .	iii
LIST OF TABLES . . . . .	viii
LIST OF CHARTS AND FIGURES . . . . .	xi
CONTENTS OF APPENDICES . . . . .	xii
Chapter	
I. INTRODUCTION. . . . .	1
Justification of the Study . . . . .	1
Statement of the Problem. . . . .	6
Purpose . . . . .	6
Limitations of the Study. . . . .	8
Overview of the Literature . . . . .	14
Definition of Terms . . . . .	20
Organization of the Study . . . . .	21
II. REVIEW OF RELATED LITERATURE . . . . .	23
Overview of the Role of the Elementary School	
Principalship . . . . .	24
Historical Development of the Principalship . . . . .	25
Legal Requirements of the Principalship. . . . .	31
Expectations by the Educational Community of the	
Principalship . . . . .	33
Principals' Views of Principalship Role. . . . .	55
Summary . . . . .	58
Historical Overview and Trends of Salary Determination	
Plans for Elementary School Principals . . . . .	60
Historical Review and Trends . . . . .	60

Chapter	Page
Two of the Most Recent and Frequently Used Plans for Determining Elementary Principals' Salaries . . . . .	74
Consistently Recommended Procedures In The Literature for Determining Elementary School Principals' Salaries . . . . .	79
Review of Administrative Process Theories and Professorial Writings. . . . .	80
Identification of Common Themes and Elements in Administrative Process Theories and Professorial Writings Related to Determining Elementary Principals' Salaries . . . . .	91
Recommended Administrative Procedures for Determining Elementary Principals' Salaries Deduced from Common Themes and Elements in Administrative Process Literature and Professorial Writings. . . . .	98
III. METHODS, MATERIALS AND PROCEDURES. . . . .	100
Literature Review . . . . .	101
Selection of Population . . . . .	104
Questionnaire Development . . . . .	107
Grouping of Districts by Enrollment and by Wealth . . . . .	109
Random Selection . . . . .	113
The Interview . . . . .	115
Development of Interview Guide. . . . .	116
Scheduling of Interviews. . . . .	117
Conducting the Interviews . . . . .	118
Presentation and Analysis of Data. . . . .	119
IV. PRESENTATION AND ANALYSIS OF DATA. . . . .	123
Major Purpose 1 - Identify Recommended Procedures in the Literature for Determining Elementary Principals' Salaries . . . . .	124
Major Purpose 2 - Identify and Analyze Actual Procedures Utilized by Superintendents and School Boards in Determining Elementary Principals' Salaries . . . . .	127
2a. Actual Role of Elementary Principals in Determination of Their Salaries . . . . .	128

	Page
2b. Actual Process Utilized by Superintendents in Recommendation of Elementary Principals' Salaries . . . . .	138
2c. Actual Process Utilized by Boards of Education in Determination of Elementary Principals' Salaries . . . . .	147
2d. Extent of Agreement and Disagreement between the Superintendent and Principals on the Actual Processes Utilized by the Board and Superintendent and the Actual Roles of the Elementary Principals in the Determination of Their Salaries . . . . .	155
Major Purpose 3 - Compare and Contrast Recommended Procedures in Literature for Determining Principals' Salaries with Actual Procedures and Practices Utilized by Superintendents and School Boards. . . . .	165
Major Purpose 4 - Determine If the Selected Variables, School District Size and Wealth, Relate to Purposes 1c., 2a., 2b., and 2c. . . . .	198
4a. Relationship of School District Size and Wealth to Recommended Procedures for Determination of Elementary Principals' Salaries . . . . .	200
4b. Relationship of School District Size and Wealth to the Actual Role of the Elementary School Principal in Determination of His Salary . . . . .	204
4c. Relationship of School District Size and Wealth to Actual Processes Utilized by Superintendents in Recommendation of Elementary Principals' Salaries . . . . .	205
4d. Relationship of School District Size and Wealth to Actual Processes Utilized by School Boards in Determination of Elementary Principals' Salaries . . . . .	206
Major Purpose 5 - Ascertain If a Relationship Existed Between Selected Variables and the Percentage of Annual Salary Increase for Elementary Principals. . . . .	208
5a. Differences Between Salary Increase Percentages of Elementary Principals Determined on Open-ended (Merit) Basis and Board Adopted Salary Schedule . . . . .	208
5b. Differences Between Elementary Principals' Salary Increase Percentages Approved <u>Before</u> and <u>After</u> Teacher Negotiations Completed . . . . .	210

Chapter	Page
5c. Salary Determination Administrative Procedures Which Result in Greatest Percentage of Salary Increase for Elementary Principals . . . . .	214
5d. Relationship of District Size and Wealth to Method, Timing, and Procedures Used in Determining Elementary Principals' Salaries . . . . .	218
V. FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS. . . . .	221
Consistently Recommended Administrative Procedures . . . . .	223
Summary of Findings . . . . .	226
Conclusions . . . . .	233
Recommendations. . . . .	239
BIBLIOGRAPHY. . . . .	243
APPENDIX A . . . . .	257
APPENDIX B . . . . .	258
APPENDIX C . . . . .	259
APPENDIX D . . . . .	260
APPENDIX E . . . . .	262
APPENDIX F . . . . .	263
APPENDIX G . . . . .	264
APPENDIX H . . . . .	266
APPENDIX I . . . . .	268
APPENDIX J . . . . .	270
APPENDIX K . . . . .	273

## LIST OF TABLES

Table	Page
1. How Principals' Salaries Were Determined in Illinois. . . . .	71
2. Elements in Administrative Process Theories Applicable to Determination of Elementary School Principals' Salaries . . . . .	93
3. Ranking of Elementary School Districts in DuPage County, Illinois by Full Time Equivalency (FTE) Enrollment and Index of District's Wealth (IDW) . . . . .	112
4. Frequency of Elementary Principals' Involvement in Major Activities in Determination of Their Salaries . . . . .	130
5. Frequency of Superintendents' Involvement in Major Activities in Determination of Elementary Principals' Salaries . . . . .	140
6. Frequency of School Boards' Involvement in Major Activities in Determination of Elementary Principals' Salaries . . . . .	148
7. Percentage of Superintendents and Principals in Agreement on Principals' Involvement in Major Activities in Determination of Elementary Principals' Salaries . . . . .	157
8. Frequency of Agreement of Superintendents and Elementary Principals on Level of Satisfaction of Elementary Principals With Their Involvement in Determination of Their Salaries . . . . .	162
9. Frequency of Participation in Determination of Elementary Principals' Salaries . . . . .	171
10. Frequency of Most Commonly Suggested Changes for Improve- ment of Procedures for Determining Elementary Principals' Salaries . . . . .	176
11. Frequency of Existence of Established Criteria for Determining Compensatory Services Provided by Elementary Principals . . . . .	181

Table	Page
12. Frequency of Types of Established and Unestablished Criteria Used for Determining Compensatory Services Provided by Elementary Principals . . . . .	184
13. Frequency of Determination of Compensatory Services Provided by Elementary Principals . . . . .	186
14. Frequency of Services Provided by Elementary Principals Identified as Compensatory . . . . .	188
15. Frequency of Existence of Board Approved Procedures for Determining Elementary Principals' Salaries. . . . .	195
16. Average Percentage of Salary Increases of Elementary Principals by District for 1974-75 through 1978-79 . . . . .	209
17. 1974-79 Average Percentage of Salary Increases of Elementary Principals by School Year; by Salary Determination Method; and by District Group Based on Size and Wealth . . . . .	211
18. 1974-79 Average Percentage of Salary Increases of Elementary Principals by School Year; by Determination Before, With, and After Teachers' Negotiations; and by District Group Based on Size and Wealth. . . . .	213
19. 1974-79 Average Percentage of Salary Increases of Elementary Principals by Determination Method; by Determination Before, With, or After Teachers' Negotiations Were Concluded; and by District Group Based on Size and Wealth . . . . .	215
20. Salary Determination Method Used, Timing of Salary Determination, Number of Recommended Activities Used, and Percentage of Salary Increase by District Group for Elementary Principals in Sixteen Interviewed Districts over Five-Year Period, 1974-79. . . . .	217
21. Full Time Equivalency (FTE) Enrollment of Elementary School Districts in DuPage County, Illinois as of September 29, 1978 . . . . .	257
22. 1977 Tax Rates of Operating Funds of Elementary School Districts in DuPage County, Illinois . . . . .	258

Table	Page
23. Index of District's Wealth (IDW) of Elementary School Districts in DuPage County, Illinois as of September 29, 1978 . . . . .	259
24. Frequency of Responses of Superintendents and Principals Indicating Involvement in Elementary Principals' Salary Determination Process and Existence of Certain Salary Related Policies . . . . .	270



## LIST OF CHARTS AND FIGURES

	Page
CHART 1. Conversion of Common Beliefs-Concepts-Goals to Administrative Processes Related to Determining Elementary School Principals' Salaries . . . .	95
CHART 2. Administrative Process Themes in Literature Which Are Translatable into Process Components (Procedures) for Determining Elementary Principals' Salaries . . . . .	97
CHART 3. Organization for Presentation and Analysis of Research Data. . . . .	273
FIGURE 1. Conceptualization of School Board Action Prerequisites to Adoption of Elementary Principals' Salary Determination Policy . . . . .	126
FIGURE 2. Illustration of Superintendents' Views of School Boards' Involvement in Determination of Elementary Principals' Salaries . . . . .	153

CONTENTS OF APPENDICES

	Page
APPENDIX A Enrollment of Elementary School Districts, DuPage County, Illinois . . . . .	257
APPENDIX B Tax Rates of Elementary School Districts, DuPage County, Illinois . . . . .	258
APPENDIX C Index of District's Wealth of Elementary School Districts, DuPage County, Illinois . . . . .	259
APPENDIX D Letter to Members of Salary Questionnaire Jury . . . . .	260
APPENDIX E Introductory Letter From Dissertation Advisor. . . . .	262
APPENDIX F Letter Accompanying Salaries Questionnaire. . . . .	263
APPENDIX G Salaries Questionnaire Sent to Elementary School District Superintendents, DuPage County, Illinois . . . . .	264
APPENDIX H Letter to Members of Interview Guide Jury . . . . .	266
APPENDIX I Interview Guide. . . . .	268
APPENDIX J Interview Response Data . . . . .	270
APPENDIX K Organization for Presentation and Analysis of Research Data . . . . .	273

## CHAPTER I

### INTRODUCTION

#### Justification of the Study

The elementary school principalship is one of the most important positions in public school education today. Not only does the person filling the position have the responsibility for developing and improving a formal educational program re-emphasizing the basic skills, but also he is expected to assure that the school environment will cause little children to have an insatiable thirst for learning. In addition, instruction by the school professional personnel must include assisting children with how to cope with a changing American society which is accepting the deterioration of the unit best capable of giving a child support and stability--the family. Such factors contribute to the increasingly difficult and complex role of the elementary school principal at a time when the public image of school administrators continues to weaken--even to the extent now that often "administrators are held in low regard, if not contempt, by the public."<sup>1</sup> Nevertheless, when a principalship vacancy occurs, many applicants appear to accept the challenge and prestige that come with the position.

Though the role of the principal is still evolving and contradictory pressures are increasing, Unruh and Turner contend that the principal

---

<sup>1</sup> Frank Cassetta, "Knocked Off: Lessons From a Sacked Superintendent," The Executive Educator 1 (January 1979):22-24.

remains "traditionally recognized as the instructional leader of his building."<sup>2</sup> Of the services provided by the principal, "the most significant of all supervisory components is educational leadership."<sup>3</sup> As the official leader at the local school building level, the principal is primarily concerned with the overall goals of the school--goals which are constantly being changed by a changing society. The means for achieving goals are also constantly changing. For example, differentiated staffing, cooperative teaching, open facilities, open curriculum, the academic basics, and the minimal competencies movements all demand new understanding and new skills for the certified members of the school staff. Schools must change and people must change; yet, there is a need for sufficient stability to promote continuity from change to change. Thus, the leader of each school must understand, control, and utilize the forces of change. Wiles and Lovell believe that since "the principal is the chief instructional leader of the school, he is responsible for maintaining this delicate balance."<sup>4</sup>

Changing the instructional program of an elementary school requires that the principal support the teachers in their endeavor to change in accordance with the plan adopted by the board of education. The principal's acceptance of, enthusiasm for, and opposition to the new program can determine its success or failure, since he has the responsibility

---

<sup>2</sup>Adolph Unruh and Harold E. Turner, Supervision for Change and Innovation (Boston: Houghton-Mifflin, 1970), p. 9.

<sup>3</sup>Ibid., p. 21.

<sup>4</sup>Kimball Wiles and John T. Lovell, Supervision for Better Schools, 4th ed. (Englewood Cliffs, New Jersey: Prentice-Hall, 1975), p. 202.

"for interpreting the program to faculty, student body, and patrons, and for scheduling and coordinating events in the building."<sup>5</sup>

The accountability movement has also seated itself in the office of the principal. Leon M. Lessinger, "widely acclaimed the 'father of educational accountability', and cited by World Book Encyclopedia as the person having the greatest influence upon American education in the past decade,"<sup>6</sup> stated at a seminar sponsored by the DuPage County Region of the Illinois Association of School Administrators on November 21, 1978 that "you should develop management accountability by school. Each school must have an evaluation system which fits within the school district's evaluation framework." Goodlad, while working with his colleagues on the development of a model of school improvement to assure accountability of the total staff of each school commented, "our central hypothesis, which we now view as a basic operating principle, was that the school with its principal, teachers, pupils and parents is the largest organic unit of and for educational change."<sup>7</sup>

Educators are not alone in expressing concern about the lack of academic skills and knowledge of public school graduates. Both taxpayers and parents are serving notice to school officials that they will no longer support incompetence, lax standards, declining student achievement

---

<sup>5</sup>William H. Lucio and John D. McNeil, Supervision: A Synthesis of Thought and Action, 2nd ed. (New York: McGraw-Hill, 1969), p. 125.

<sup>6</sup>Leon M. Lessinger and James E. Conner, An Exploration of Standards and Quality in Education, Thorough and Efficient, ed. Meg Conner (Raleigh, North Carolina: Stewardship Press, 1978), "About the Authors."

<sup>7</sup>John I. Goodlad, "A Perspective on Accountability," Phi Delta Kappan 57 (October 1975):108-12.

or poor teacher performance. "Poor curriculum and poor standards" was ranked as the fifth most serious problem with public school education in a sampling of adults of the nation in the "10th Annual Gallup Poll of the Public's Attitudes toward the Public Schools."<sup>8</sup> Taxpayers and parents are achieving definite success in serving notice to the public, and particularly to elected state officials, that their desire for knowledgeable graduates is not diminishing. "Thirty-four states have begun programs requiring competency testing in basic skills. Such testing is clearly the biggest mass movement in the field since the 'open education' innovations of the 1960s."<sup>9</sup> This mass movement requiring greater accountability to improve the quality of education has already shown that the public's emphasis on accountability is not another short-lived "bandwagon." Miller, predicting what the future will bring for education, states "high quality education programs will be required and expected by our more highly educated and articulate citizenry."<sup>10</sup> The accountability movement leaders remain mounted on their horses with the nooses of their accountability lassoes around the necks of school officials, particularly superintendents and principals. The stands surrounding the corral are filled with people prepared for camping until they witness a successful innovation by educators which loosens the accountability nooses

---

<sup>8</sup>George H. Gallup, "The 10th Annual Gallup Poll of the Public's Attitudes Toward the Public Schools," Phi Delta Kappan 60 (September 1978):33-45.

<sup>9</sup>Stanley N. Wellborn, "Quest for Better Schools," U.S. News and World Report, September 11, 1978, pp. 50-52.

<sup>10</sup>William C. Miller, "What Will the Future Bring for Education?" Phi Delta Kappan 60 (December 1978):287-89.

and frees the public school administrators before they are securely tied with the ropes and red tape of federal requirements, state legislated mandates, and directives of state offices of education.

Thus, as contradictory pressures increase upon the principal, so does the necessity for boards of education and superintendents to structure a systematic basis for sound evaluations of the principal's work, for promotions, transfers, terminations, and determining the compensation of principals. The usage of a systematic program for determining the compensation of elementary school principals will assist the board and superintendent in assuring that the principals are rewarded for performing tasks that move the organization toward its goals, and in protecting the principals from contradictory role expectations.

Therefore, this dissertation is a study of the actual activities which constitute the procedures and practices used by school districts in the determination of elementary school principals' salaries. It is not a study of perceptions or roles. Data collected from principals and superintendents about the procedures and practices used (activities performed) in their school districts to determine elementary school principals' salaries were analyzed, compared and contrasted with the most consistently recommended procedures and practices in the literature for determining elementary school principals' salaries. The study also identifies and analyzes those board and administrative procedures and practices which resulted in the highest percentage of salary increases for elementary school principals.

### Statement of the Problem

What are the actual procedures and practices utilized to determine elementary school principals' salaries in selected school districts of DuPage County, Illinois?

### Purpose

The study has five major purposes:

1. To identify from the literature the current role of the elementary school principalship, the historical approaches and the current trends in determining salaries of elementary school principals, and the most consistently recommended procedures and practices for the determination of elementary school principals' salaries;
2. To identify and analyze actual procedures and practices utilized by superintendents and school boards in the determination of elementary school principals' salaries:
  - 2a. To identify and analyze the actual role of the elementary school principal in the determination of his salary;
  - 2b. To identify and analyze the actual process utilized by the district superintendent in the recommendation of elementary school principals' salaries;
  - 2c. To identify and analyze the actual process utilized by the board of education in the determination of elementary school principals' salaries;
  - 2d. To identify the extent of agreement and disagreement between the superintendent and principals (2a., 2b., and 2c.) on the actual processes utilized by the board and superintendent and the actual roles of the elementary school principals in the determination of their salaries;
3. To compare and contrast the most consistently recommended procedures and practices in the literature for determining elementary school



principals' salaries with the actual procedures and practices utilized by superintendents and school boards;

4. To determine if selected variables such as school district size and school district wealth relate to:
  - 4a. the most consistently recommended procedures and practices in the literature for the determination of elementary school principals' salaries;
  - 4b. the actual role of the elementary school principal in the determination of his salary;
  - 4c. the actual process utilized by the district superintendent in the recommendation of elementary school principals' salaries;
  - 4d. the actual process utilized by the board of education in the determination of elementary school principals' salaries;
5. To ascertain if a relationship exists between selected variables and the percentage of annual salary increase for elementary school principals:
  - 5a. To identify and analyze the differences between the elementary school principal salary increase percentage determined on an "open-ended" basis (merit) and the salary increase percentage granted by a board of education adopted principals' salary schedule;
  - 5b. To identify the differences between the elementary school principal salary increase percentage approved by the board of education before teacher negotiations are completed and the elementary school principal salary increase percentage approved by the board of education after teacher negotiations have concluded;
  - 5c. To identify and analyze those salary determination administrative procedures and practices which result in the greatest percentage of salary increase for elementary school principals;
  - 5d. To determine if other selected variables, such as school district size and school district wealth relate to 5a., 5b., and 5c.

The focuses of the study are:

1. The actual processes and procedures utilized by school boards and superintendents to determine elementary school principals' salaries,

as compared and contrasted with that which is consistently recommended in the literature,

2. The timing of the approval of elementary school principals' salaries in relation to the completion of teacher negotiations, and
3. The role of the elementary school principal in the determination of his salary.

The identification of certain variables (processes) affecting the percentage of increase of elementary school principals' salaries should assist

1. boards of education in the development and adoption of policies which result in efficient salary determination processes, in the determination and approval of equitable salaries for principals, and in the retention of principals with high performance levels,
2. superintendents in the development and utilization of definitive administrative procedures for recommending elementary school principals' salaries, and
3. elementary school principals in selecting the appropriate participatory roles which are most likely to result in the greatest percentage of salary increases.

#### Limitations of the Study

1. A significant area of limitation was that the population of the thirty-two elementary school districts in DuPage County was only a fraction of the Illinois elementary school districts. Nevertheless, it is noted that DuPage County is not only one of the more populous counties in Illinois, but also one of the more populous counties in

the United States, and as such it had 150 elementary school principals (some of whom were principals of two schools and two of whom also served as a district superintendent) during the 1978-79 school year.<sup>11</sup> As of September 30, 1978, the full-time equivalency enrollment of the thirty-two elementary school districts of this study ranged from a low of 24.5 students to a high of 4,482 with a mean of 1,666.39 students. It is, therefore, acknowledged that the enrollment sizes of the school districts represented in this study are considered to be small when contrasted with the larger city school systems. However, most of the DuPage County, Illinois elementary school districts have a higher enrollment than approximately three-fourths of the school districts in Illinois. It is not claimed that this study has unquestionable applicability for any size of school district beyond its population, even though some of the activities of the salary determination process are assumed to have universal application and could be accomplished in any type of school district in any region of the country.

2. The analysis of the procedures and practices used to determine elementary school principals' salaries is also a limitation, as it is based on the data collected, which, in the opinion of the interviewed respondents, represented the typical activities performed by the principals, the superintendents and the boards of education during the process of principal salary determination for the school years 1974-75 through 1978-79, inclusive. An analysis of the activities

---

<sup>11</sup> DuPage County School Directory, 1978-79, DuPage County Educational Service Region, pp. 22-29.

performed in determining elementary school principals' salaries for each of the school years separately from 1974-75 through 1978-79 would have unduly lengthened the study and was unnecessary in the accomplishment of the purposes of this study.

3. A limitation of minor significance is that the focus of the part of the study which is related to the percentage of increase of elementary school principals' salaries is on annual data collected for the school years 1974-75 through 1978-79, inclusive. Longitudinal data for a five-year period was deemed to be sufficient for ascertaining the relationship which existed between the selected variables and the average percentage of annual salary increases.
4. The study analyzed the average percentage of salary increases for the elementary school principals within a district total rather than the percentage of salary increases of individual principals. It was assumed that this approach would facilitate the factual analysis of this part of the study rather than serve as a hindrance.
5. The personal interview technique was selected as the method for obtaining data from the randomly selected principals and superintendents about salary determination procedures and practices. Confidence in this method of obtaining data is attributable to the acceptance of Kerlinger's statement, "the interview, when coupled with an adequate schedule of pretested worth, is a potent and indispensable research tool, yielding data that no other research tool can yield."<sup>12</sup> Therefore, the personal interview was used with the aid

---

<sup>12</sup>Fred N. Kerlinger, Foundations of Behavioral Research, 2nd ed. (New York: Holt, Rinehart and Winston, 1973), p. 487.

of a pretested structured interview guide to maintain objectivity during the interview process. The usage of a pretested structured interview guide does not preclude the possibility of bias on behalf of one who had participated in the determination of elementary school principals' salaries as a superintendent of schools. Lindzey and Aronson warned that background characteristics may influence data collected by the interview

because they provide cues for the other participant. Certain attitudes, motives, and stereotypes are triggered in the respondent's mind by his perception that the interviewer possesses certain background characteristics. The interviewer may be influenced in the same fashion by his initial perceptions of the respondent. Such reactions may in turn influence the behavior of both participants.<sup>13</sup>

Thus, by reason of involvement in the data reported, some subjectivity may have affected how the answers were recorded. To lessen the limitation related to the problem of achieving accurate communication of ideas between the interviewer and the respondent, the jury was requested to review the proposed interview guide schedule by utilizing the "criteria or precepts of question-writing . . . developed through experience and research," and presented by Kerlinger as the following:

- 1) Is the question related to the research problem and the research objectives?
- 2) Is the type of question right and appropriate?
- 3) Is the item clear and unambiguous?
- 4) Is the question a leading question?
- 5) Does the question demand knowledge and information that the respondent does not have?

---

<sup>13</sup>G. Lindzey and E. Aronson, The Handbook of Social Psychology, vol. 2: Research Methods (Reading, Massachusetts: Addison-Wesley, 1968), p. 550.

- 6) Does the question demand personal or delicate material that the respondent may resist?
- 7) Is the question loaded with social desirability?<sup>14</sup>

6. The interviews were not taped since one of the four individuals who participated in the pre-test of the interview guide stated his responses would have differed if the interview had been taped. Each respondent at the outset of the interview was assured that the information would remain confidential. Also, efforts were made by the interviewer, in accordance with the recommendations of Cannell, to minimize the limitation of professional and personal threat or embarrassment that requested information may have held for the respondent.<sup>15</sup> This was done by following the suggestion of Festinger and Katz that the interviewer maintain "a warmth and responsiveness which expresses itself in a genuine interest in the client and an acceptance of him as a person."<sup>16</sup> As evidence that the level of threat and embarrassment was not an inhibiting factor in the sharing of information by the respondents, some respondents voluntarily indicated their remarks would have been the same had the interview been taped.
7. The study was further limited by the fact that questions were asked about activities performed any time from three months to over a year

---

<sup>14</sup>Kerlinger, Foundations of Behavioral Research, pp. 485-87.

<sup>15</sup>U.S. Department of Health, Education, and Welfare, A Summary of Studies of Interviewing Methodology, by Charles F. Cannell, Series 2, No. 69 (Washington D.C.: Government Printing Office, 1977), p. 9.

<sup>16</sup>L. Festinger and D. Katz, eds., Research Methods in the Behavioral Sciences (New York: Holt, Rinehart and Winston, 1953), pp. 337-38.

prior to the interview. Cannell's studies of interviewing methodology reported that

there are two critical stages for a respondent who is asked to report information from memory. First, he has to search for and retrieve the requested information from his memory; then he has to transmit this information to an interviewer.<sup>17</sup>

Thus, the responses received and recorded during the interviews in this study may, or may not, have been accurate recollections and/or may, or may not, have been accurately transmitted to the interviewer. This potential limitation of the personal interview was realized prior to the structuring of the interview guide; consequently, the questions in the guide and the probes used during the interview were structured to assist the respondent in the recall and identification of activities which occurred in the determination of principals' salaries, instead of focusing on the respondent's perception of the role of individuals during the process.

8. A self-assessment of interviewing skills was made prior to the holding of the interviews. Interviewing techniques presented by Lindzey and Aronson<sup>18</sup> were followed as a guide to increase the reliability of the data collected and to lower the potential limitation factor of research interview inexperience. The degree to which the interviewer accomplished this goal reduced this limitation as a factor.
9. Finally, this research contains a limitation resulting from the exclusion of a study of the processes and practices used in the determination of fringe benefits for elementary school principals. It is

---

<sup>17</sup>U.S. Dept. of Health, Education, and Welfare, A Summary of Studies of Interviewing Methodology, p. 2.

<sup>18</sup>Lindzey and Aronson, Research Methods, pp. 573-74.

acknowledged that many fringe benefits cause a net increase in cash to the elementary school principal, because the benefits provided, or paid for, by a board of education do not increase the principal's taxable income. Omission of this area from the study was justified on the basis that of the two areas, salary and fringe benefits, salary constitutes the greater percentage of the principal's income. Exclusion of fringe benefits in the study also made possible a greater in-depth analysis of the procedures and practices used in determining principals' salaries.

#### Overview of the Literature

School boards have generally considered principals to be part of school management. Elementary school principals evidently feel this concept is not consistent with actions of boards of education. An attitudinal interview survey conducted by the American School Board Journal in late 1975 of principals from different parts of the nation reflected: "They've given us volumes of empty talk about our being 'managers' but absolutely no real authority to manage anything."<sup>19</sup> McNally noted the deteriorating relationship between principals and school boards two years earlier in 1973 when he observed

unless superintendents and boards of education make remarkable changes in their relationships with middle-management in the schools; . . . and confer with them far more meaningfully on matters relating to their roles, salaries, and conditions of work, we shall see the rapid increase in the number of administrative (bargaining) units.<sup>20</sup>

---

<sup>19</sup>"The Brewing--and, Perhaps, Still Preventable--Revolt of the School Principals," American School Board Journal 163 (January 1976): 25-27.

<sup>20</sup>Harold J. McNally, "A Matter of Trust," National Elementary Principal 52 (November-December 1973):22.



As late as the middle 1960s, unions of administrators were virtually non-existent; in fact, the thought that principals would even consider themselves anything other than management was simply preposterous. Relationships with school boards and superintendents continued to worsen in the 1970s, and in July, 1976 the American Federation of School Administrators (AFSA) was formed and accepted as a full-fledged member of AFL-CIO.<sup>21</sup> Evidence in the literature continues to make clear that school boards and principals remain headed on a collision course, for the American School Board Journal reported in 1976 that "for principals, the handwriting on the wall is in capital letters. It says: FORM YOUR OWN TOUGH UNION, OR DIE ON THE VINE."<sup>22</sup> Roelle, writing about school boards bargaining away the authority of principals noted that "the principal today is found trapped in the power struggle between school boards and the unions, subject to attack from both sides."<sup>23</sup>

Bartering away principals' prerogatives at the teacher bargaining table, and thus lessening the principals' roles in the educational decision-making process, is not the only board action which is causing criticism among principals. Although "some principals would welcome a schedule that pays principals on merit, . . . some school principals insist that their salaries be connected to teacher pay rates."<sup>24</sup>

---

<sup>21</sup>Bruce S. Cooper, "Collective Bargaining Comes to School Middle Management," Phi Delta Kappan 58 (October 1976):202-4.

<sup>22</sup>"The Brewing--and, Perhaps, Still Preventable--Revolt of the School Principals," pp. 25-27.

<sup>23</sup>Robert J. Roelle, "Don't Let Collective Bargaining Put Management in the Middle," Illinois School Board Journal 46 (May-June 1978):27-29.

<sup>24</sup>"The Ways (not all good) Principals are Paid," American School Board Journal 163 (July 1976):21.

According to an Educational Research Service, Inc. (ERS) survey report covering the 1969-70 school year, 72 percent of the public school systems in the United States reported principals' salaries were related by an index, a ratio, or dollar differential to the salary schedule for teachers. Within a five-year period (1969-74) however, the 72 percent had dropped to 36 percent and "the mean maximum scheduled salaries for principals were noticeably higher in school systems where the schedules were independent of the teachers' schedules than were those in school systems with schedules dependent upon teachers' schedules."<sup>25</sup>

Consequently, it appears that the primary influential events contributing to the changes occurring in the processes utilized to determine principals' salaries are teacher collective negotiations and a growth in the labor versus management philosophy. An ERS report in 1976 lists the primary causes of middle-management unionization as:

1. Erosion of authority through teacher negotiations
2. Lack of impact in decision making
3. Inadequate communication with the superintendent and the school board
4. Unclear role definition
5. Desire for improvement in salaries and fringe benefits<sup>26</sup>

An examination of the current literature of administrator unionization, according to Knoester, reveals that "unionized as well as non-unionized principals prefer to belong to a functional administrative team" because "unionized secondary principals are substantially less

---

<sup>25</sup> Educational Research Service, Methods of Scheduling Salaries for Principals (Arlington, Virginia: Educational Research Service, 1975), p. iii.

<sup>26</sup> Educational Research Service, Collective Negotiation Agreements for Administrators: An Analysis of 100 Contracts (Arlington, Virginia: Educational Research Service, 1976), p. 2.

involved in decision making than their non-unionized counterparts--regardless of district size."<sup>27</sup>

An Educational Resources Information Center (ERIC) search was made of the doctoral dissertation abstracts recorded since 1861 for those investigations similar to the study herein presented. None were judged to be similar and several were considered to have limited relevance.

Also an ERIC search made of the documentary and periodical literature published since 1966 on investigations similar to this study revealed only a paucity of written material. The search indicated that thirteen documents or articles published during the past twelve years (1966-August, 1978) might be related to this study. A reading of the abstracts of the thirteen published documents and articles revealed that none have a direct relevance to this investigation.

There are many studies conducted annually on salary schedules for, and salaries paid to, elementary school principals, to wit, the annual national study conducted by ERS, annual studies by ERS in cooperation with each of several states, the annual study by the Illinois Principals Association (IPA), and the annual school administrators salary study of Chicago suburban districts by Dr. Frank S. Endicott, Professor of Education, Emeritus, Northwestern University. None of these studies, however, have analyzed the procedures and practices utilized by superintendents and boards of education to determine elementary school principals' salaries, since the concentration of these studies was on scheduled salaries

---

<sup>27</sup>William P. Knoester, "Administrative Unionization: What Kind of Solution?" Phi Delta Kappan 59 (February 1978):419-22.

and salaries paid, and not on the actual procedures and practices followed for determining the salaries.

Salary studies have also been made on the basis of comparable enrollment size, expenditure, and so forth, to wit, again, studies conducted by ERS. Part of Dr. Endicott's study includes data on elementary school principal salary trends by contrasting the latest school year's average salary of elementary school principals with those of five years ago, ten years ago, and so forth.<sup>28</sup> Studies of this type do not analyze the process superintendents and boards of education utilize to determine elementary school principals' salaries. Therefore, it was concluded that studies of the type noted above were essentially not applicable to this particular study. Nevertheless, studies listing salaries, studies on salary trends, and studies analyzing salaries, were reviewed and served as related research to the problem of this study, and will be dealt with more specifically in the following chapter.

Written inquiries were made of the following organizations, offices, and educators to learn of any related unpublished or in-progress studies on the procedures and practices used for the determination of elementary principals' salaries:

American Association of School Administrators  
 Educational Research Service, Inc.  
 Illinois Association of School Administrators  
 Illinois Association of School Boards  
 Illinois Office of Education  
 Illinois Principals Association  
 National Association of Elementary School Principals  
 National School Boards Association  
 Phi Delta Kappa

---

<sup>28</sup>Frank S. Endicott, "Salaries and Related Information from Public Schools of the Chicago Area. Twenty-eighth Annual Report: December, 1978." Northwestern University. (Mimeographed)

University Council for Educational Administration  
Educational Administration Quarterly  
Bureau of Educational Research of the University of Illinois  
U.S. Office of Education (USOE), Bureau of Elementary and  
Secondary Education  
New York State Education Department  
Dr. Leon M. Lessinger, Dean, College of Education, University of  
South Carolina

Written replies were received from all of those listed above, with the exception of the Educational Administration Quarterly and USOE, Bureau of Elementary and Secondary Education. Each of those who responded to the inquiry knew neither of any completed studies, nor of any studies in-progress, that were directly related to this research study.

The recent interest in the evaluation of school administration personnel was probably directly related to the accountability movement. Many authors are publishing articles wherein they attempt to relate goal attainment, performance appraisal and accountability in education. Authors whose writings justified further review included Leon Lessinger, "father of educational accountability," Stephen J. Knezevich, and George B. Redfern in the area of personnel administration evaluation; Frederick Herzberg dealing with employee motivators and hygiene factors; and William B. Castetter and Richard S. Heisler on compensation of school administrative personnel. A review of the literature by these and other authors was conducted to identify consistently recommended administrative procedures appropriate for determining elementary school principals' salaries.

Chapter II presents an expanded review of the literature in which the materials referred to heretofore, as well as others by the National School Boards Association (NSBA), various state associations of school

administrators, the National Association of Elementary School Principals (NAESP), the National Association of Secondary School Principals (NASSP), and the American Association of School Administrators (AASA) are discussed in greater depth.

### Definition of Terms

Average Daily Attendance (ADA). The quotient resulting from the division of the sum of days attended by enrolled students of an attendance unit by the number of days school was in operation within the period of time for which the average daily attendance is being calculated.

Assessed Valuation (AV). A value in dollars placed on property for taxing purposes.

Full Time Equivalency (FTE). The enrollment of one pupil at a unit of attendance for one full day of school equals a FTE enrollment of one. A pupil enrolled for one half-day, such as a kindergarten pupil, equals a FTE of one-half.

Index of District Wealth (IDW). The amount of dollars generated by a school district through local taxation per one FTE student. For the purpose of this study, the index of district wealth was calculated by the application of the following formula:

$$\frac{1977 \text{ AV}}{\text{FTE Enrollment}} \times \text{Sum of 1977 Tax Rates of Operating Funds} = \text{IDW}$$

High Enrollment District. Any school district of the sixteen districts with more FTE pupils than the median of the thirty-two elementary districts within the population of the study.

Low Enrollment District. Any school district of the sixteen districts with less FTE pupils than the median of the thirty-two elementary districts within the population of the study.

High Wealth District. Any school district of the sixteen districts with a greater IDW than the median of the thirty-two elementary districts within the population of the study.

Low Wealth District. Any school district of the sixteen districts with a lower IDW than the median of the thirty-two elementary districts within the population of the study.

Merit Pay. Monetary payment on the basis of quality of service(s) rendered.

Compensatory Services. Services provided which have been identified as deviating above normal expectations in either quality of performance(merit), scope of responsibility, and/or kind of responsibility, and for which there is specific monetary payment.

Salary Index or Ratio. A number expressing the relationship or ratio of the base salary on a salary schedule to the salary of another level on the same schedule. The index or ratio may be calculated by dividing the salary of any level on a salary schedule by the base salary. The salary for any one level on the schedule may be calculated by multiplying the index of a given level times the base salary.

### Organization of the Study

The remainder of this dissertation study is divided into four chapters. Chapter II presents an extensive review of the pertinent related literature with respect to the role of the elementary school principalship, the various historical approaches for determining elementary

school principals' salaries, and the most consistently recommended procedures and practices in contemporary literature for determining elementary principals' salaries.

Chapter III defines the population, and describes the methods and procedures used to obtain and record the data collected.

Chapter IV presents and analyzes the collected data in a narrative form, and, where appropriate, by the use of supplemental tables, figures and charts. Statistical treatment was used, where proper, to aid in determining the significance of the relationship of the variables presented and analyzed. Utilization of charts and tables in the analysis of some of the variable data promoted data comparison, assisted in making relationships more meaningful, and facilitated the identification of some of the trends at a glance. The procedures and practices most consistently recommended by theorists in the literature for determining elementary school principals' salaries were used as a structure for comparing and contrasting the actual procedures and practices utilized by superintendents and school boards with what "ought to be." Application of the analytical processes presented in Chapter IV aided in the identification of the problems and pitfalls in the procedures and practices used by superintendents and school boards in determining elementary school principals' salaries, and the development of the recommendations for avoiding the identified problems and pitfalls.

Chapter V includes a summary of the research findings and a presentation of the recommendations and implications for further research.



## CHAPTER II

### REVIEW OF RELATED LITERATURE

As stated in the previous chapter, this study has five major purposes, with the primary purpose being to identify and analyze the actual procedures and practices utilized by superintendents and school boards to determine elementary principals' salaries in selected school districts of DuPage County, Illinois, and then to compare and contrast the actual procedures and practices identified as utilized by superintendents and school boards with the most consistently recommended procedures and practices in the literature. A secondary purpose is to identify the extent of agreement and disagreement between superintendents and principals regarding 1) the actual process utilized by the board and superintendent in the determination of elementary principals' salaries, and 2) the actual roles played by the elementary principals in that process.

Other purposes, not as large in scope as the aforementioned purposes are 1) to identify from the literature the historical role development and the current expectations of the elementary principalship, and the historical approaches and the current trends in determining salaries of elementary principals, 2) to determine if selected variables, such as school district size and school district wealth, were related to the procedures and practices used to determine elementary principals' salaries,

and 3) to ascertain if a relationship existed between selected variables and the percentage of annual salary increase for elementary principals.

In an effort to identify in the literature the most consistently recommended procedures and practices for determining the salaries of elementary principals, a review was made of 1) the writings of the more widely accepted theorists who have analyzed the administrative process and proposed a theory relating to the general functions of administrators, and 2) the writings of three currently recognized professors, one each in evaluation, salary determination, and accountability.

The material and literature reviewed included books, periodicals, documents, dissertation abstracts, salary study reports, and articles. To assist with the accomplishment of the major purposes of this dissertation, this second chapter, "Review of Related Literature," is organized into three major sections: 1) overview of the role of the elementary school principalship, 2) a review of the approaches to salary determination plans of elementary principals, and 3) consistently recommended procedures and practices in the literature for determining elementary principals' salaries.

### Overview of the Role of the Elementary School Principalship

The first section of this chapter begins by summarizing the historical development of the role of the school principalship. It is followed by an overview of the legal responsibilities and of the general expectations of the elementary principalship held by the educational community, which were found in contemporary literature. This first section of Chapter II concludes with a brief resume of the contemporary

literature on elementary principals' views about the current expectations of the principalship.

### Historical Development of the School Principalship

To understand the principalship today, one should have a knowledge of how the position evolved. According to S. Goldman, "the major source of information on the historical development of the school principal is provided by Pierce," in his doctoral investigation titled, The Origin and Development of the Public School Principalship, written in 1935. In it, Pierce "examined the published reports of the executive officers of twelve large metropolitan systems."<sup>1</sup> Otherwise, systematically organized information recording the evolution of the principalship is indeed limited.

Factors contributing to the development of the principalship basically included "increases in school enrollments and numbers of teachers employed, and the proliferation of services provided by the school."<sup>2</sup> As a result a role for the principalship began to emerge which enabled the principal to deal with the growth problems and to manage the delivery of the expanding services. Although high schools responded to the need for a principal before elementary schools did, similar influences caused the emergence and evolution of the principalship at each level.

The evolutionary process of the principalship was slow. Schools continued to be very small until the 1830s. A school house at that time

---

<sup>1</sup>Samuel Goldman, The School Principal, (New York: The Center for Applied Research in Education, 1966), pp. 2-3.

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

usually consisted of one room in which one teacher taught all subjects to students at all levels. Consequently, there was no need for even a "head" teacher. "Another factor which retarded the development of the principalship was the 'double-headed school.' This institution had its origin in the introduction of grammar masters into the schools of Boston in 1740."<sup>3</sup> The grammar master usually taught one group in the morning upstairs while the writing master taught the second group downstairs. The two groups of students were reversed in the afternoon to be taught by the other master. The Lancastrian, or monitoring system, was also widely accepted in those days because it required only a large study hall and one or more classrooms.

Many changes affecting the public schools began to occur following 1830. Among the more significant of these was the influence of the Jacksonian democracy which convinced people "that free public education was the way to equality of opportunity and social mobility. School enrollments soared with this new interest in education and the influx of immigrants to our country."<sup>4</sup> As enrollments increased rapidly, teachers were necessarily added and school buildings were enlarged. The construction of larger school buildings with multiple classes in many of the larger cities of the country made it more imperative that there be an individual responsible for the administration of the school. This

---

<sup>3</sup>Annual Report of the School Committee of Boston, 1903, p. 50, cited by Paul Revere Pierce, The Origin and Development of the Public School Principalship (Chicago: University of Chicago Press, 1935), p. 8.

<sup>4</sup>Edward Thomas Rancic, "An Analysis of the Principal's Role as Middle Management in Selected Schools in Cook County" (Ed.D. dissertation, Loyola University, 1970), p. 32.

movement prompted the creation of the principal (i.e., head) teacher position and the transfer of the superintendent's supervisory responsibility to the "principal." Pierce maintains that a recorded report of the Cincinnati school trustees in 1838 shows Cincinnati to be the first system to have "the policy of placing all departments of a school under a single head."<sup>5</sup> The Cincinnati Board of Education in 1839 appointed a committee which outlined the responsibilities of the principal teacher in an effort to clarify to other teachers the relative duties of the principal.

Schools in the East, however, were not able to rid themselves of the double-headed or Lancasterian system (one teacher assisted by monitors) as quickly as those in the western cities because the double-headed schools and the accepted economical Lancasterian system were more strongly entrenched in the cities of the East than in the West. Young cities of the West had fewer traditional practices to overcome.

Graded schools became in vogue during the last half of the nineteenth century. This development required someone to assume the responsibility for grouping the children by grade level--something which the superintendent's busy schedule did not permit. Therefore, the principal's part-time teaching, and routine and clerical duties began to shift toward that of a directing and supervising manager. "It became evident that the principal was destined to become not only the administrative

---

<sup>5</sup>Pierce, The Origin and Development of the Public School Principalship, p. 9.

head, but also the pedagogic head of the school."<sup>6</sup> By 1900 the shift had occurred and the prestige of the principalship was greatly enhanced as "the principal in city systems was clearly recognized as the administrative head of his school."<sup>7</sup>

Appearing contented, principals did little to promote professional leadership during the period of 1895 to the middle of the second decade of the twentieth century. "The large factor in the development of the modern principalship occurred in 1920, when, under the guidance of the Department of Education of the University of Chicago, a national organization of elementary school principals was founded."<sup>8</sup> The Department of Secondary School Principals had been organized four years earlier in 1916. Prompt affiliation of both of these organizations with the National Education Association sparked professional interest throughout the country. Universities responded by including in their program offerings the training of principals and the study of the principalship. This renaissance of professional interest prepared the principalship for achieving a position of importance among school administrators and for participation in the Progressive and Scientific Movements. As the attention of the principal turned to the child, the principal shed the clothing of autocracy and donned that of the child-guidance expert. The principal's interest in scientific research studies popularized the

---

<sup>6</sup>Albert H. Shuster and Don H. Stewart, The Principal and the Autonomous Elementary School (Columbus, Ohio: Charles E. Merrill, 1973), p. 29.

<sup>7</sup>Paul B. Jacobson, William C. Reavis, and James D. Logsdon, The Effective School Principal (New York: Prentice-Hall, 1954), p. 572.

<sup>8</sup>Pierce, The Origin of the Principalship, p. 22.

usage of psychological, intelligence and achievement tests. By the late 1940s, to have been a successful teacher no longer qualified one to be a principal, for the principal was emerging as a technician in education with an emphasis in training on a business-executive-in-education.<sup>9</sup> It was imperative that the larger elementary schools have a central authority with more prestige and power in educational affairs to assume the responsibility for the organization and management of the pupils and the total plant.

The middle of the twentieth century ushered in the group dynamics movement. Emphasis in educational administration "was directed away from analyses of functions and duties and towards analysis of superior-subordinate relationships within the school setting."<sup>10</sup> This external movement required the elementary principal to play a new role as well as to accept a new pattern of behavior.

On the heels of the group dynamics movement, came the teacher militancy era introducing collective bargaining on a wide scale in the teaching profession in the 1960s. The classroom teacher chose to be no longer a person who quietly followed the directions of someone else, not even those of her principal. She was more willing to assume primary responsibility for education of children. Thus, within less than a decade, the principal was again confronted with an external force necessitating an alteration of his role. He had to respond by constricting

---

<sup>9</sup>Goldmen, The School Principal, p. 7.

<sup>10</sup>Ibid., p. 8.

certain patterns of his behavior as he became an enforcer of the newly negotiated written agreement with the teachers' union.<sup>11</sup>

The evolutionary process of the elementary principalship has been slow, but it has persistently moved toward that of a professional leadership status, for by the early 1960s it had "attained a high degree of worth and value in the opinion of many citizens."<sup>12</sup>

Knade, writing for the Department of Elementary School Principals in 1968 concluded that "few of us would deny that the elementary school principal has a leadership role."<sup>13</sup> As recent as 1976, Unruh and Turner, accepted authorities in the area of school supervision (as cited in Chapter I, page 1, of this study), recognized educational leadership as continuing to be a traditional major role function of the elementary principal. A study by Clayback in 1977 confirmed that successful elementary principals participated in every aspect of the curriculum planning process.<sup>14</sup> Moreover, another study, also in 1977, by DeSautel of the role perceptions of North Dakota elementary principals showed that "elementary school principals perceive the role dimension in which they function

---

<sup>11</sup>Edward Arnold Sussman, "The Elementary School Principal Under Collective Bargaining" (Ed.D. dissertation, University of Southern California, 1978) Dissertation Abstracts International 39 (November 1978), p. 2678-A.

<sup>12</sup>Goldman, The School Principal, p. 35.

<sup>13</sup>Department of Elementary School Principals, NEA, Selected Articles for Elementary School Principals (Washington, D.C.: Department of Elementary School Principals, National Education Association, 1968), p. 28.

<sup>14</sup>Jean Bortel Clayback, "Instruction Leadership Behaviors of Selected Elementary School Principals," (Ed.D. dissertation, State University of New York at Buffalo, 1977) Dissertation Abstracts International 39 (September 1978), p. 1286-A.



most of the time to be that of an instructional leader."<sup>15</sup> Additional findings in the study indicated that elementary principals also believe educational leadership to be the most important of their role functions, the second most successfully fulfilled function, and the function to which they would prefer to allocate more of their time. Corroborating the principals' feeling of success as an educational leader, Clayback's 1977 study also found "an atmosphere of openness, flexibility and support of the principal, reported by the teachers."<sup>16</sup>

#### Legal Requirements of the Principalship

The legal responsibilities of the principalship today are seldom delineated clearly in school codes. Often the principalship is classified with and identified as "school teacher" in school codes. Therefore, the distinctions in working conditions, responsibilities, rights, duties, and salary between the role of the principal and that of the teacher are either non-existent or at best ambiguous. Illinois is among those few states which have outlined the general responsibilities of the principalship. Chapter 122, section 10-21.4a, in the 1977 School Code of Illinois states:

The principal shall assume administrative responsibilities and instructional leadership, under the supervision of the superintendent, and in accordance with reasonable rules and regulations of the board, for the planning, operation and evaluation of the educational program of the attendance area to which he is assigned.

---

<sup>15</sup>Rodney Allen DeSautel, "Administrative Role Perceptions of North Dakota Elementary School Principals as Related to Five Selected Dimensions of Administrative Functions," (Ed.D. dissertation, University of North Dakota, 1977) Dissertation Abstracts International 39 (July 1978), p. 42-A.

<sup>16</sup>Jean Bortel Clayback, "Instruction Leadership Behaviors," p. 1286-A.

The principal shall submit recommendations to the superintendent concerning the appointment, retention, promotion and assignment of all personnel assigned to the attendance center.<sup>17</sup>

Since school codes seldom include a statement giving the legal identity and responsibilities of the principalship, even in general terminology, such as in the School Code of Illinois, principals are justifiably showing concern over the matter as law suits in which they are involved proliferate. General silence in state school codes of the legal responsibilities of the principalship also contributed to the "increasingly ambiguous position of the school principal in collective negotiations"<sup>18</sup> because, legally it is not clear where his allegiance must lie, with the administration or with the teachers.

Adding to the vague legal responsibility quandary of the principalship is the ever-increasing expectation of the community and staff members that the principal have a knowledge of school law even though such knowledge may not be required by written job descriptions. Johnson's study in 1976 verified that principals were experiencing a need for a knowledge of school law not only in the normal routine of administering their schools, but also in certain situations that necessitated the clarification of the authority of the principalship.<sup>19</sup>

---

<sup>17</sup>State Board of Education, Illinois Office of Education, The School Code of Illinois (St. Paul, Minnesota: West Publishing Co., 1977), p. 81.

<sup>18</sup>Thomas W. George, "The Role of the Principal: Legal Status in the U.S." National Association of Secondary School Principals Bulletin 55 (May 1971):144-146.

<sup>19</sup>Mary Eren Johnson, "A Study of Principals' Perceptions of Competencies in School Law Necessary in Texas" (Ed.D. dissertation, University of Houston, 1976), Dissertation Abstracts International 38-3 (February 1977), p. 4746-A.

## Expectations by the Educational Community of the Principalship

Performance of a high intensity is being demanded of school officials today as a result of the educational community facing numerous and complex changes in response to the expectations of society. When the performance of the local school system does not promptly deliver society's expected (hoped for) changes, in addition to providing a total education, schools are blamed. In one of his writings, Monks states:

The school and its personnel have become the scapegoat for many social ills, including racial imbalance, poverty and crime. The school is expected to solve all of these problems and--almost as an afterthought--to provide quality education in spite of financial constraints, declining enrollments, and a host of pressures from special interest groups.<sup>20</sup>

Dealing with the expectations held by the educational community represents a formidable challenge for the most experienced principals, particularly when "the larger society continues to develop increasing expectations for the schools."<sup>21</sup> The external force of the increased expectations of the public schools consequently alters the expectations of the principalship, and subsequently also alters the role of the elementary principal.

Therefore, since the role of the principalship continues to change,<sup>22</sup> a review was made of the contemporary literature and studies to identify reported expectations of elementary principals. The search

---

<sup>20</sup>Robert L. Monks, "School Boards and Teachers Have Some Things in Common", Illinois School Board Journal 44 (November-December 1976):12.

<sup>21</sup>Roald F. Campbell and Donald H. Layton, Policy Making for American Education (Danville, Illinois: Interstate Printers and Publishers, 1969), p. 1.

<sup>22</sup>Rancic, "Analysis of Principal's Role," p. 119.

for expectations, in lieu of role, was made in order to determine whether or not the current expectations held by the educational community weaken or strengthen the various roles of the elementary principal.

The term, educational community, was interpreted to include school board members, school board associations, superintendents, members of lay educational organizations, parents of students, and the professional staff members.

According to Webster, role may be defined as "a function or office assumed by someone,"<sup>23</sup> whereas, "expectation is founded on some reasons which render the event probable,"<sup>24</sup> but includes the connotation of hope. When expected (hoped for) services, which are not congruent with traditionally required role functions, are repeatedly provided to the satisfaction of those desiring the expected services, the role of the office providing the expected services will tend to move toward congruency with the expectations held for that office. Thus, when expectations change, role change can be expected to subsequently occur.

To identify specifically, then, those expectations held by the educational community of the elementary principalship which were of sufficient impact to alter the role of the elementary principal, a review was made of the recent doctoral studies and articles in contemporary periodical literature. Since neither the major nor the secondary purposes of this dissertation study included an analysis of the role functions of the elementary principalship, it was concluded that an in-depth study of

---

<sup>23</sup> Webster's New Twentieth Century Dictionary, 2nd ed. (1970), s.v. "role."

<sup>24</sup> Ibid., s.v. "expectation."

what constitutes each of the various functional categories of the elementary principalship would be beyond the scope of this study.

The objective, therefore, of this part of the research was to identify and then to summarize the current views held by the educational community of the role of the elementary principalship which are, in essence, expectations. To identify the expectations held by the educational community of the elementary principalship, it was concluded that one must have a knowledge of the accepted role functional categories of the elementary principalship. Hence, the role functional categories were identified in the literature of authorities on the principalship, and then utilized as a guiding framework for the identification of those views embodied within studies and periodical literature which were indeed expectations, and not merely aspects of traditional functions. The primary sources consulted to find the generally accepted principalship role functional categories were:

- Administration of Public Education, by Stephen J. Knezevich, 1975
- The Elementary School Principalship, by Stephen P. Hencley, et. al, 1970
- The Principal and the Autonomous Elementary School, by Albert H. Shuster and Don H. Stewart, 1973
- The School Principal, by Samuel Goldman, 1966
- The Elementary School Principalship in 1968: A Research Study, by NAESP
- Supervision: A Synthesis of Thought and Action, by William H. Lucio and John D. McNeil, 1969
- Supervision for Better Schools, by Kimball Wiles and John T. Lovell, 1975
- Supervision for Change and Innovation, by Adolph Unruh and Harold E. Turner, 1976

The principalship role functional categories presented in general terms in the writings listed above on the elementary principalship which were deemed to be sufficiently universally representative of accepted major categories of principalship role functions were 1) educational leader,

2) change agent, 3) administrative team member, 4) manager, 5) guidance counselor, and 6) communicator. These categories were not prioritized by importance of function.

After the accepted traditional principalship role functional categories were identified from works of authors on, or related to, the elementary principalship, recent studies and contemporary literature were reviewed to identify the expectations held by the educational community, which, if met, would change the traditional role of the elementary principal in any of the six functional categories presented in the preceding paragraph.

#### 1. Educational Leader Function

Campbell was evidently aware of expectations which were beginning to weaken the educational leadership role of principals in 1969 when he expressed the view that the administrator should "become less enamored with his powers of office and more concerned with the kind of leadership he can demonstrate in the organization."<sup>25</sup> He also recommended at that time that the selection and training programs for prospective leaders in education be strengthened to improve their qualifications for educational leadership.

Garinger, reporter of a panel discussion on the principal's role, at the 1976 Joint Annual Fall Conference of the Illinois Association of School Boards (IASB), the Illinois Association of School Administrators (IASA), and Illinois Association of School Business Officials (IASBO) summarized a survey of teacher expectations of the principal's role by

---

<sup>25</sup>Campbell and Layton, Policy Making, p. 100.

reporting that the principal expected to be treated as a professional, to be given support in student discipline cases and in decision-making related to teacher welfare.<sup>26</sup> It was noted that reference to any expectations requiring the principal to function as an educational leader was conspicuously absent.

Among the more significant recent studies related to the educational leadership role of the elementary principal was a doctoral study in 1978 by Wells.<sup>27</sup> Wells found a definite lack of consistency between the major responsibilities of the elementary principal identified by responding principals and the responsibilities which principals believed affected their performance evaluation. Elementary principal responsibilities for which principals were being held accountable during the evaluation process were clearly more administratively routine than those functions which they performed. Superintendents, and indirectly, school boards, were thus de-emphasizing those responsibilities which were of an educational leadership orientation.

When school board presidents randomly selected from three school district size categories in the U.S. were sampled by Franklin in 1978, he found that school board presidents perceived no "one of the

---

<sup>26</sup>Philip Garinger, "Principal's Role on the Administrative Team," Illinois School Board Journal 45 (March-April):42-43.

<sup>27</sup>Richard Francis Wells, "A Study of the Major Job Responsibilities of the Elementary School Principal" (Ed.D. dissertation, University of Northern Colorado, 1978), Dissertation Abstracts International 39 (October 1978), p. 1987-A.

principal's functions to be more important than any other function,"<sup>28</sup> regardless of the age of the students enrolled in the school.

Expectations held by parents of the educational leadership role of principals, however, were considered to be of a higher expectation level than that reported of school board presidents. Speaking before the annual meeting of School Administrators Association of New York in the fall of 1978, Doris Moskin, a parent and former PTA president in Scarsdale, New York, made it known that she perceived principals as the educational leaders in their school communities when she stated:

We parents look to you, the principal, to be a strong and caring leader who sets the standards of excellence for the whole school's educational program, a program which will serve the needs of all students. We want you to create the best possible climate for learning. We expect you to keep up with developments in the field of education and be aware, not only of what's taking place at the level of your school, but also to have a working knowledge of the level below your school, and certainly with the level beyond your highest grade.<sup>29</sup>

Moskin's view of parental expectations of the principal as an educational leader was confirmed by a related doctoral study in 1978 when Voelker reported her findings that parents' ratings of the relative importance of the educational leadership role, among eight other principalship responsibility roles, were not significantly different from the

---

<sup>28</sup>Jerry Pete Franklin, "School Board Presidents' Perceptions of Elementary School, Middle School, Junior High School Principals' Functions" (Ph.D. dissertation, Kansas State University, 1978), Dissertation Abstracts International 39 (November 1978), p. 1648-A.

<sup>29</sup>Doris Moskin, "Principals: Parents Are Rooting For You," NASSP Bulletin 62 (November 1978):25-29.



ratings of elementary principals.<sup>30</sup> Principals have traditionally considered the educational leadership role to be the most important of their functions. However, studies have verified, as reported next in this study, that principals spend much less time functioning as an educational leader than what they prefer to spend.

A study in 1958 by Melton of what Wayne County, Michigan (excluding the city of Detroit) elementary school principals thought their roles actually were and what they thought they should be revealed that the participants in the study estimated 19 percent of their time actually was given to educational leadership while ideally the percentage should be 28 percent. The findings of a nearly identical study in 1968 in San Diego County, California (excluding the city of San Diego) by Snyder were also reported by Melton. The San Diego County elementary principals in 1968 estimated 18 percent of their time was given to educational leadership, and that ideally the percentage should be 31 percent. A comparison of the two studies reported by Melton indicated only a slight variance between the perceptions of the two groups of principals. Although the San Diego County elementary principals in 1968 desired ideally 3 percent more time for educational leadership than the Wayne County elementary principals desired in 1958, the San Diego County elementary principals actually devoted 1 percent less time to

---

<sup>30</sup>Carol J. Voelker, "Parent-Principal Role Perceptions of Elementary Principals: San Diego, California," (Ed.D. dissertation, Brigham Young University, 1978), Dissertation Abstracts International 39 (December 1978), p. 3297-A.

educational leadership in 1968 than the Wayne County respondents did in 1958.<sup>31</sup> Recently a comparable, but more extensive survey study of role perceptions of elementary principals was conducted under the direction of the American School Board Journal. The survey participants represented a 4.6 percent alpha-geo sampling by school district of public school principals in the fifty states of America and ten Canadian provinces. In reply to the question, "Principal: educational leader or shop foreman? Two-thirds of participating U.S. and Canadian principals saw themselves in the former category, a third in the latter."<sup>32</sup>

Evidence was found within periodical literature that principals have been concerned about a loss of status as an educational leader. The February, 1975, Belmont Conference, jointly sponsored by /I/D/E/A/ and the National Association of Elementary School Principals (NAESP), focused "on the critical problems facing the principalship" and explored "alternatives to those problems." The report of the two-day conference of twenty-six educators (principals, professors of education, and NAESP and /I/D/E/A/ leaders) was, in effect, saturated with an acknowledgement that a debate has been occurring, particularly since the early 1960s, over whether the principal is an educational leader or a manager.<sup>33</sup>

Thus, the studies by Melton (1958), Snyder (1968), the American School

---

<sup>31</sup> Joseph Melton, "Role Perceptions of the Elementary School Principalship," The National Elementary Principal 50 (February 1971):40-43.

<sup>32</sup> "It's Late, but There's Still Time to Give Your Principals a Real Say in Management," American School Board Journal 163 (February 1976):32-34.

<sup>33</sup> Paul L. Houts, "The Changing Role of the Elementary School Principal: Report of a Conference," The National Elementary Principal 55 (November-December 1975):62-73.

Board Journal (1976), and the Belmont Conference report (1975) provided evidence that elementary principals are moving toward a reluctant acceptance of a down-grading of the educational leadership role function traditionally theirs.

In conclusion, substantive evidence was found in contemporary literature and in recent studies which supported the contention that educational community-held expectations of the elementary school principalship have already begun the weakening of the elementary principal's functional role as an educational leader.

## 2. Change Agent Function

Traditionally, educators and administrators (including principals), for the most part, have assumed the role of initiators of change (change agents), while debating philosophically whether schools reconstruct society or reflect society. However, "by the mid 1960s this condition had changed completely."<sup>34</sup> As the public, government, foundations, scholars, and students increasingly exerted effort to change education, school administrators found their change agent role declining in importance and the role becoming one of deciding which innovation was to be implemented, rather than whether or not change should even occur.

Though it was considered popular in the 1960s and early 1970s for boards of education to open the doors to innovations, school boards have responded to tax payers' concerns about school expenditures by limiting the change agent role function of the principal to that of an innovation implementer--"provided that it does not cost any money, is educationally

---

<sup>34</sup>William H. Lucio and John D. McNeil, Supervision: A Synthesis of Thought and Action, 2nd ed. (New York: McGraw-Hill, 1969), p. 126.

sound and reasonably supportable, politically."<sup>35</sup> Referring to the latitude given principals by school boards, a suburban principal in a 1976 American School Board Journal study of principals' attitudes commented, "I have all the freedom I want not to make waves."<sup>36</sup> Furthermore, "some school boards are committed to holding down expenditures at all costs. More attention is given to the pressures of the taxpayer groups than to what is needed to better educate young people," writes Monks.<sup>37</sup> Such statements as these reflect the influential political power of the taxpayer upon the actions of school boards during this "proposition 13" era. There are educators, however, who are hoping for a continuance of the "innovation" era by contending the "customary insistence that new school programs cannot be undertaken without additional money should be debunked."<sup>38</sup>

Another serious obstacle to an elementary principal performing either as change agent or an innovation implementer in 1977 was, according to Mahan and Chickedantz, "the lack of teacher and principal knowledge on how to use and evaluate innovations."<sup>39</sup> In the same study, the least serious obstacle to innovation, from the viewpoint of the elementary school instructional leaders attending an annual ASCD conference, was

---

<sup>35</sup>"It's late, but there's still time," pp. 32-34.

<sup>36</sup>Ibid., pp. 32-34.

<sup>37</sup>Robert L. Monks, "School Boards and Teachers":12.

<sup>38</sup>James Lytle, "The Schools Cannot be Managed the Way Industry Is":36-37.

<sup>39</sup>James M. Mahan and Penny G. Chickedantz, "Deterrents to Fully Effective Innovations in Elementary Schools," Phi Delta Kappan 59 (October 1977):131-132.

"resistance of the citizens of the school community." The leaders rated it fifteenth out of fifteen deterrents to full implementation of innovations, while "failure of elementary school building administrators to provide change-oriented leadership" received an eighth place rating.<sup>40</sup>

A review of the literature provided evidence that expectations of the educational community have caused a shift from the elementary principalship's traditional role of change agent to that of change implementer with the strings being pulled by the public through the school board.

### 3. Administrative Team Member Function

The term administrative team, for this part of the literature review, was interpreted as including all certified personnel performing supervisory and administrative functions, from the assistant principal level to and including the superintendent. No effort was made to justify utilization of the administrative team concept. It was assumed that research studies "have shown that the team approach contributes to a healthy, successful organization."<sup>41</sup> Salmon, Executive Secretary of the American Association of School Administrators (AASA), was among those early advocates of the administrative team concept. He stressed, however, in his writings on this subject that "unless it is for real and

---

<sup>40</sup>Ibid., pp. 131-132.

<sup>41</sup>Kenneth A. Erickson and Walter H. Gmelch, School Management Teams: Their Structure, Function, and Operation, ERS Monograph Series (Arlington, Virginia: Educational Research Service, 1977), p. 3.

its members become full partners in its operation, it may be prudent not to initiate it."<sup>42</sup>

Emphasis in the literature review was placed on identifying the educational community-held expectations as to whether or not the elementary principal should participate as a member of the decision-making administrative team. A preponderance of writings by principals, superintendents, and occasionally by school board members was found in contemporary periodical literature promoting the use of the team management concept, and the inclusion of the elementary principal as a participant.

On the other hand, as it becomes more evident that school boards and superintendents have not made a definite commitment to the administrative team concept which includes principals in the decision-making process, those who have conducted principal attitudinal surveys reported that principals are increasingly shifting their interest toward the bargaining camp (union membership). A representative comment of how principals felt, when surveyed by the American School Board Journal about their role in management, was:

They must make up their minds whether they want us to be 'management' or 'labor.' If it's management, then they'd better start treating us like management. They'd better start giving us real say in what goes on. They'd better start backing up our decisions even when those decisions offend teachers or parents or whatever. They'd better realize that if they expect us to do a job, we need some real toothy authority to do it!<sup>43</sup>

A more recent survey of principals' opinions about participation in decision making for staffing, budget, and collective bargaining, was

---

<sup>42</sup>Paul B. Salmon, "Are the Administrative Team and Collective Bargaining Compatible?" Compact 6 (June 1972):3-5.

<sup>43</sup>"It's late, but there's still time," pp. 32-34.

conducted in 1977 by the Pennsylvania School Boards Association. The survey produced a more positive picture. Results reported were that "in all three management areas, an overwhelming majority of principals said that their authority to make decisions that count is adequate."<sup>44</sup>

Faulkner recommended in his 1977 study of principals' perceptions about a newly created management-decision framework that "the management team should be retained in the Jefferson County School System since the data indicated it had not usurped the decision-making powers of the principals."<sup>45</sup>

Unionization of principals was noted by Knoester to be counter-productive to the administrative team concept. The findings in his doctoral study in 1977 of decision-making practices in one hundred Michigan school districts revealed that unionized secondary principals reported substantially less involvement in decision-making than non-union principals. He reported also that both groups "would rather belong to a functional administrative team than an administrative bargaining unit."<sup>46</sup>

Though the literature contained positive and negative reports about the implementation of the administrative team, there was no evidence found that there was a definite shift toward more inclusion of the

---

<sup>44</sup>Fred H. Hedding, "Do Your Principals Have Enough Decision-Making Power? In Pennsylvania, They Do," American School Board Journal 165 (February 1978):30-31.

<sup>45</sup>Jasper Linzey Faulkner, "A Study of the Leadership Team in the Jefferson County School to Determine if Principals Perceive Themselves the Controller of the Decision-Making Process Within the Concept of Management by Shared Objectives," (Ed.D. dissertation, University of Alabama, 1977), Dissertation Abstracts International 39 (October 1978), p. 1948-A.

<sup>46</sup>William P. Knoester, "Administrative Unionization: What Kind of Solution?" Phi Delta Kappan 59 (February 1978):419-422.

principal as a member of the administrative team. Instead, the trend was toward union membership, and exclusion from the administrative team.

Principals have expectations (hopes), it was concluded, that they be permitted to function as members of the administrative team in accordance with their theoretical role function; but, obstructing the attainment of this expectation was the hesitancy of superintendents and school boards to make the necessary commitment to implement the concept.

Therefore, membership of the elementary principal on the administrative team was found to be a desire of the principal and not, in effect, an expectation of the remainder of the educational community.

#### 4. The Manager Function

Historically, the manager role function of the elementary principalship emphasized the goal of efficiency, as advocated by Taylor's disciples. "'Saving money' seemed to be the operating principle, rather than seeking the optimum return or benefits from an investment of that which could be made available."<sup>47</sup> The enrollment growth period of the 1950s and 1960s, however, began to change that goal as school financial resources became strained due to the costs of new building construction, with an accompanying larger payroll. Governmental statutes and public pressures requiring additional educational services from the public schools also contributed to the beginning of a financial bind. Prior to any lessening of those dollar-squeezing forces, came the demanding financial pressure of the teacher's bargaining unit in the 1960s, only to be followed by double-digit inflation.

---

<sup>47</sup>Stephen P. Hencley et al., The Elementary School Principalship (New York: Dodd, Mead and Co., 1970), p. 253.



Searching for solutions to these problems, "education is turning to a new management philosophy to deal with financial, public and employee pressures."<sup>48</sup> This philosophy places an emphasis on function in lieu of power to command people. Thus, people, process, and performance are now considered the underlying principal elements of education management, with the management process linking people and performance. By principals being the managers of school buildings, the expectation now exists that principals effect a management process which links people and performance in the school.<sup>49</sup> A formidable block to the successful fulfillment of this difficult expectation was noted to be the recent and significant expectation held by school boards and superintendents that the building principals manage and implement the collective bargaining agreement. Sussman's 1978 doctoral study of the impact that collective bargaining has had on the elementary principal, concluded that "the elementary principal must make decisions that reflect what is allowed according to the contract, and is not able to individualize the decision-making process."<sup>50</sup> This relatively new expectation is time demanding, according to Booth, director of management information services for the IASB. He wrote that "principals spend more and more effort on contract management."<sup>51</sup> Bailey and Booth also confirmed the existence and

---

<sup>48</sup>Fredric H. Genck and Allen J. Klingenberg, The School Board's Responsibility: Effective Schools Through Effective Management (Springfield, Illinois: Illinois Association of School Boards, 1978), p. 15.

<sup>49</sup>Ibid., p. 25.

<sup>50</sup>Sussman, "The Principal Under Collective Bargaining," p. 2678-A.

<sup>51</sup>Ronald R. Booth, "Hitting the Nail Without a Hammer," Illinois School Board Journal 46 (May-June 1978):30-33.

significance of this new expectation by recommending that building principals "be put through contract management training to learn how to deal directly with the negotiated agreement" because of the "numerous implications for management of the schools and programs."<sup>52</sup> One of those managerial implications has already become a reality, for Carlin stated, "the unionization of teachers has propelled the relationship between principal and teachers toward that of an employer-employee type."<sup>53</sup> Fair and consistent management of the teachers' negotiated agreement by the principal was stressed by Shils and Whittier as a way of avoiding the development of a negative staff/principal climate.<sup>54</sup>

An indirect, but significant, educational community-held expectation of the principal found interwoven in the literature was that his managing behavior change from a "custodial" model toward that of a "supportive"/"collegial" model. In this kind of environment, Davis contended, the employee experiences "job enthusiasm, because he finds in the job such Herzberg motivators as achievement, growth, intrinsic work fulfillment, and recognition."<sup>55</sup> Drucker supported, in effect, this management style when he wrote "The knowledge worker . . . is not

---

<sup>52</sup>Max A. Bailey and Ronald R. Booth, Collective Bargaining and the School Board Member (Springfield, Illinois: Illinois Association of School Boards, 1978), p. 42.

<sup>53</sup>Philip Carlin, "Academic Preparation for the Principalship: Is It Realistic?" Chicago Principals Reporter (Fall 1977):13.

<sup>54</sup>Edward B. Shils and C. Taylor Whittier, Teachers, Administrators, and Collective Bargaining (New York: Thomas Y. Crowell Co., 1968), pp. 529-31.

<sup>55</sup>Keith Davis, "Evolving Models of Organizational Behavior," in Participative Management: Concepts, Theory and Implementation, ed. Ervin Williams (Atlanta, Georgia: Publishing Services Division, College of Business Administration, Georgian State University, 1976), pp. 3-14.

productive under the spur of fear; only self-motivation and self-direction can make him productive."<sup>56</sup>

Accordingly, one can conclude that evidence was found in the literature that expectations related to the change in education management philosophy and the fair enforcement of the teachers' union agreement were held by the educational community which are giving more emphasis to the manager role function of the elementary principal.

### 5. Guidance Counselor Function

The review of the literature was not a search for the specific guidance counselor duties of the elementary principal, but rather for the educational community-held expectations which are of a more personal nature, more specifically, those expectations pertaining to how the principal performs the guidance role function. Contemporary periodical literature and studies were found to be relatively silent about this aspect of the guidance counselor role function of the elementary principal. Among some of the more explicit treatments of this topic were the works of writers in the areas of supervision.

Principals are not trained to provide guidance and counseling services to students, teachers and parents. Nevertheless, since elementary principals perform a supervisory role, Unruh and Turner stressed that they "must learn the skills of a personal-professional counselor."<sup>57</sup> Acquisition of counseling skills has served as a base for principals to

---

<sup>56</sup>Peter F. Drucker, Management: Tasks, Responsibilities, Practices (New York: Harper & Row, 1974), p. 176.

<sup>57</sup>Adolph Unruh and Harold E. Turner, Supervision for Change and Innovation (Boston: Houghton-Mifflin, 1970), p. 151.

effectively maintain an open climate, which makes possible a closer supervision of staff members. Lucio and McNeil referred to the 1965 National Principalship Study by Gross when they wrote that "the closeness of the supervision a principal exercises over his staff is positively related to pupil performance."<sup>58</sup>

Wiles and Lovell also encouraged principals to provide guidance counselor service to staff members, because "they are hampered by the same worries, fears, and anxieties that handicap other people. They need someone that they feel understands them and their problems and . . . with whom they can talk out their concerns."<sup>59</sup> Argyris also included listening, being patient and understanding as necessary characteristics of an effective leader dealing with destructive tensions within an organization.<sup>60</sup> One of the conclusions of DeHart's 1976 study of executive professional leadership of elementary principals was "that the elementary school principal who is effective in motivating his staff . . . has the ability to effectively handle delicate situations such as complaints by parents and problems of discipline."<sup>61</sup>

The expectation that a principal provide guidance counseling service to parents and students having difficulties attributable to factors

---

<sup>58</sup>Lucio and McNeil, Supervision: A Synthesis, p. 31.

<sup>59</sup>Kimball Wiles and John T. Lovell, Supervision for Better Schools, 4th ed., (Englewood Cliffs, New Jersey: Prentice-Hall, 1975), p. 62.

<sup>60</sup>Chris Argyris, Personality and Organization (New York: Harper and Row, 1957), p. 40.

<sup>61</sup>James Blake DeHart, "A Study of Executive Professional Leadership of Principals within the Elementary Schools of Texas," (Ed.D. dissertation, North Texas State University, 1976) Dissertation Abstracts International 37 (May 1977), p. 6866-A.

external to the school, as well as to problems within the school, was reported by elementary principals during the superintendency of the one who conducted this study. A correlation between the community's acceptance of the principal as an educational leader and his ability to function in the guidance counseling role was also experientially observed.

The IASB also has underscored the expectation that the principal function as a guidance counselor by including in one of its recently published books a proposed job description for principals which highlights one of the principal's "primary duties" as being that of "counseling" staff members and students. The "key working relationships" section of the proposed job description for principals presented a clear expectation that the principal assure that the parents' "needs and interests are reflected in school operations."<sup>62</sup>

Thus, it was concluded that the literature contained educational community-held expectations that the elementary principal not only provide guidance counseling services to students, teachers and parents, but that he do so by displaying his concern for problems by being available, listenable, understanding and empathetic.

#### 6. Communicator Function

A search was made in the literature to identify communicator function expectations of the elementary principalship held by the educational community which, when met, had a tendency to vary the traditional role of the communicator function. To have reviewed the literature on the communication process, information theory, barriers to communication,

---

<sup>62</sup>Genck and Klingenberg, The School Board's Responsibility, pp. 66-67.

and the need for a school community relations program, would have been beyond the scope of this part of the study and literature review. The assumption was made that the elementary school, as an organization, has a system of communication, and that it is directed by the principal functioning as a communicator.

In 1965, Bristow described one of the problems involved in communications as being the lack of research in the methods of communicating.<sup>63</sup> More recently, a contemporary scholar of public school administration, Knezevich, in his comprehensive 1975 edition of Administration of Public Education, noted that "only a limited amount of research is available that focuses on interlocking networks of communication within school systems."<sup>64</sup> Consequently, Knezevich concluded that the paucity of research information on communication has resulted in communication being "one of the least understood areas in administration" at a time when "few writers question the importance of creating a communication structure within any institution."<sup>65</sup> Recent works on the principalship, i.e., The Principal and the Autonomous Elementary School by Shuster and Stewart, published in 1973, were also found to have approached communications minimally, and generally from a public relations need viewpoint, rather than from a conception of an elaborate system of communications.

---

<sup>63</sup>William H. Bristow, "Communication in Curriculum," Educational Leadership 23 (November 1965):143-151.

<sup>64</sup>Stephen J. Knezevich, Administration of Public Education, 3rd ed. (New York: Harper & Row, 1975), p. 66.

<sup>65</sup>Ibid., p. 68.

The word, communication, derived from the Latin word, communis, was defined by Merrihue as meaning a mutual exchange of thoughts, facts, opinions, or emotions for the purpose of establishing commonness of attitude.<sup>66</sup> Obviously, implicit within this definition, was the expectation that channels existed for a mutual exchange of information. The principal, therefore, in order to be an effective communicator must make provision for direct and indirect feedback channels between himself and the educational community. Success in communicating with the educational community was found in the literature to be dependent upon other intervening variables, such as 1) a commonness of experiences of the message sender and the receiver, 2) an availability of timely and correct information to the communicator, 3) a presentation of the information in symbols and language the receiver will understand, 4) the use of an appropriate channel, and 5) the sending of information which will motivate the receiver's self-interest.<sup>67</sup> Each of these variables was interpreted by the one conducting this study as being, in effect, an expectation held by the educational community. Other expectations embodied within the literature and considered to be those also held by the educational community of the elementary principal functioning as a communicator, were that he 1) have a desire to communicate, 2) be the primary initiator of the communication process, 3) be articulate in communication, 4) communicate regularly and consistently with each of the various

---

<sup>66</sup>Willard V. Merrihue, Managing by Communication (New York: McGraw-Hill, 1960), p. 15.

<sup>67</sup>Scott M. Cutlip and Allen H. Center, Effective Public Relations, 2nd ed. (Englewood Cliffs, New Jersey: Prentice-Hall, 1958), p. 126.

groups of the educational community, and 5) live up to the image portrayed in the communications he initiates.

Thus, though the literature was devoid of clearly identifiable expectations held by the educational community of the elementary principal's role as a communicator, there was gleaned therefrom that which was considered to be, in effect, expectations. Furthermore, it was concluded that the impact of the expectations identified and presented in this study has shifted the role of the elementary principal toward that of a communicator in the fullest sense of the word.

In conclusion, there were found in the contemporary literature and studies educational community-held expectations of the elementary school principalship, which were altering each of the six "traditional" principalship role functional categories identified earlier in this chapter. The shifts noted in each of the six functional categories are summarized as follows:

1. Educational leader function--a weakening because of a shift toward more of a managerial function
2. Change agent function--a weakening because of a shift toward a change implementer function
3. Administrative team member function--a weakening because of a lack of commitment by superintendents and school boards to the concept
4. Manager function--a strengthening because of the principal's role in managing the collectively bargained agreement and implementing the new management philosophy
5. Guidance counselor function--a strengthening because of an increase in the guidance counselor services expected for students, parents, and personnel
6. Communicator function--a strengthening because of emphasis on interlocking networks of communication in lieu of emphasis on public relations



### Principals' Views of Principalship Role

Recent studies and contemporary literature were reviewed to obtain an overview of the attitudes held by elementary principals about the changing role of the principalship. The acquisition of that information, it was believed, would provide an insight into some of the factors contributing to the migration of principals toward the union bargaining camp. Information in recent studies and periodical literature about principals' attitudes toward the changing role of the principalship was found to be fairly extensive. Several of the more pointed findings were referred to in this chapter during the presentation of educational community-held expectations.

Evidence of disagreement within the educational community was found to exist in the literature regarding school board/principal relationships and how well elementary principals are performing their roles. The report of the American School Board Journal's 1976 extensive and comprehensive survey of principals' attitudes was typical of much of the principal's growing negativism toward school boards contained in contemporary literature. Forty-five percent of the survey's principal participants complained that "bargaining between top management and teachers . . . has steadily whittled away their prerogatives. . . . They're hurting the kids."<sup>68</sup> Articles were found to be prevalent in school board and administration periodical literature referring to the conclusion of principals that school boards have caved in and yielded to too many teacher demands affecting the curriculum and the principal's authority.

---

<sup>68</sup>"The Brewing--and, Perhaps, Still Preventable--Revolt of the School Principals," American School Board Journal 163 (January 1976):25-27.

The intense complaint by principals "that they are members of the 'management team' in name only" evidences their growing resentment regarding the unwillingness of school boards to include middle management in the decision-making process.<sup>69</sup> Henry, associate executive director of AASA, citing survey results, concluded that principals view their involvement in staffing, evaluation and transferring of personnel, and authority to make building faculty meeting decisions as adequate; however, eighty percent felt their involvement was too limited in collective bargaining activities that affected their buildings.<sup>70</sup>

Principals have also voiced concern regarding the deterioration of their relationship with school boards. Findings in a doctoral study by Schmidt in 1974 provided evidence that the responsibilities placed on school administrators "were becoming nebulous in nature and that the support they received from boards of education was mild at best."<sup>71</sup>

Conversely, when a significant study was conducted by the Pennsylvania School Boards Association (PSBA) in 1977 for the purpose of gathering data on principals' opinions, most of the principals in Pennsylvania indicated that they were satisfied with the degree of authority and responsibility granted to them in the areas of staffing, budget and finance, and collective bargaining. Participation in the survey exceeded ninety percent of the state's 504 school districts. The respondents generally agreed that principals have "adequate power over money . . . are

---

<sup>69</sup>"It's Late But There's Still Time," pp. 32-34.

<sup>70</sup>Chester Massino, reporter, "The Principal's Role in Negotiations," Illinois School Board Journal 46 (March-April 1978):10-11.

<sup>71</sup>Gene L. Schmidt, "Your Administrators Will Try Harder If . . ." Illinois School Board Journal 43 (July-August 1975):35-36.

adequately involved in grievance procedures" and that "their participation with other management level employees on contract concerns is about right."<sup>72</sup> Also, evidence of the confidence of elementary principals to meet the functional requirements of the principalship appeared in the findings of Andersen in his 1978 study of the self-confidence level of elementary principals in the Metropolitan Detroit area. They "see themselves as performing effectively in their role."<sup>73</sup> Moreover, principals thought that they know how to get what they want without creating resentment. In the same study, however, teachers as a whole disagreed with the principals' self-assessment conclusion, and saw their principals as uninvolved, passive or negative, or not primarily interested in harmony.

The "actual" and "preferred roles" of the elementary principals of Arkansas were compared by Jackson in 1978. He noted a significant difference between elementary principals' perceptions of their "(1) 'actual' and 'preferred' participation, and (2) 'actual' and 'preferred' knowledge and skills in seven critical administrative areas." Principals who were members of the National Association of Elementary School Principals (NAESP) exhibited greater "participation and knowledge and skills and a greater desire to participate and gain knowledge and skills . . . than principals with membership in other professional organizations."

The same conclusion was reached about principals who received

---

<sup>72</sup>Heddinger, "Do Your Principals Have Enough Power?" pp. 30-31.

<sup>73</sup>Glenn David Andersen, "The Dominant Educational Leadership Styles of Elementary School Principals and the Level of Elementary School Curriculum Development," (Ed.D. dissertation, Wayne State University, 1978), Dissertation Abstracts International 39 (September 1978), p. 1202-A.

higher salaries in contrast to principals with lower salaries.<sup>74</sup> Of interest also was the finding by Denney in 1978 that elementary "principals who saw themselves as more restrained tended to see themselves as performing fewer tasks."<sup>75</sup>

### Summary

The development of the elementary principalship was presented in the first part of this chapter. It was a slow evolutionary process. The major factors found in the literature which hastened its evolution were 1) the development of the graded school, 2) the rapid growth of cities, 3) recognition of the principal as the supervisory head of the school, 4) the relinquishing of teaching responsibilities, and 5) the establishment of the Department of Elementary School Principals of the National Education Association.

Presented next were current global expectations held by the educational community of the elementary principalship as gleaned from contemporary periodical literature and recent studies. When the identified expectations were contrasted with six traditional principalship role functional categories, a shift in the elementary principalship role was found to be weakening the educational leader, change agent, and

---

<sup>74</sup>Edwin Snow Jackson, "Disparity Between the Perceptions of Elementary Principals' 'Actual' and 'Preferred' Administrative Roles," (Ed.D. dissertation, University of Arkansas, 1978), Dissertation Abstracts International 39 (December 1978), p. 3269-A.

<sup>75</sup>Patti Lou Denney, "Restrains Perceived by Elementary School Principals in Their Performance of Administrative Tasks," (Ed.D. dissertation, University of California, Los Angeles, 1978), Dissertation Abstracts International 39 (November 1978), p. 2642-A.

administrative team member roles, and strengthening the manager, guidance counselor, and communicator roles (see page 54).

Finally, views of elementary principals found in contemporary periodical literature and studies regarding factors which are affecting the performance of the elementary principalship role functions are summarized as:

1. School boards are bargaining away the principals' authority to make decisions
2. School boards have not made a commitment to the team management concept
3. Principals are members of the "management team" in name only
4. School boards do not treat principals as middle management
5. Concerns of principals are considered secondarily to those of teachers
6. School boards mildly support principals
7. Amount of time required to manage the teachers' collectively bargained agreement is increasing
8. Principals prefer membership on the administrative management team, but lack of school boards' acceptance pulls them toward becoming members of a union
9. Principals need a greater knowledge of school law
10. Principals need more knowledge to use and evaluate innovations
11. Principals are adequately performing the principalship role functions
12. School board decisions are increasingly based on political expediency

The next section of this chapter presents a review of the various approaches to salary determination for elementary school principals.

Historical Overview and Trends of Salary  
Determination Plans for Elementary  
School Principals

The second section of this chapter is divided into two parts. First, a historical review of the literature about the development and trends of salary determination plans for elementary principals is presented; and secondly, the most recent and frequently used plans for determining salaries for elementary principals are gleaned from contemporary periodical literature, to provide an awareness of those recent and frequently used salary plans which were utilized concurrently with the procedures and practices identified in the population of this study.

The purposes of this study do not include an analysis of the salaries scheduled for, the salaries paid to, or of the fringe benefits received by, elementary principals.

Historical Review and Trends

An ERIC search of the doctoral dissertation abstracts recorded with Dissertation Abstracts International since 1861 for investigations similar to this study produced five listings. Each of the five dissertations was completed within the last twenty-five years. A reading of the abstracts resulted in none of the five investigations being judged important to this study, and each as having only limited relevance. A search also of the Comprehensive Dissertation Index for similar or related dissertation studies produced only several abstracts of minor pertinence. The dissertations considered to be relevant were primarily studies of salary schedules for, and salaries paid to, professional personnel, and analysis comparisons of administrative salary programs of school districts that had written administrative salary policies with

the programs of districts that had no written administrative salary policies. The dissertation studies considered to be appropriately relevant to this study are dealt with more specifically in the remainder of this chapter.

An ERIC search also of the documentary and journal literature published since 1966 on studies similar to this inquiry revealed that only thirteen documents and journal articles published from 1966 through August 1978 might be directly related to the stated purposes of this study. A reading of the abstracts or the full texts of the thirteen publications identified by ERIC indicated that six of the publications had relevance to this study. Information from the six documents and journal articles was used where appropriate in this chapter.

Some of the most helpful historical research information was recorded within the volumes titled Journal of Proceedings and Addresses of the National Educational Association (NEA). The Lewis Towers library of Loyola University of Chicago had on its shelves nearly every annual volume of the annual meetings and conferences of the NEA beginning with the 1891 volume. The NEA Research Division, also, was found to have recorded studies beginning in 1922-23 which provided relevant information as a background for this study. It was noted that beginning in 1968 salary studies presented in the NEA Research Bulletin gave credit to Dr. Frank S. Endicott, Director of Placement, Northwestern University, for providing data on teachers' salaries as compared to salaries in private industry.

The annual studies of scheduled salaries for professional personnel conducted by Educational Research Service, Inc. (ERS), for

approximately the last decade, were considered to be a comprehensive and reliable source of information.

Works of educational administration authorities, where noted, were also reviewed for historical data on, or related to, salary determination plans for elementary principals.

Since no one work, including the writings of authorities, was located which presented chronologically the historical development of elementary principal salary determination plans from the beginning to the near present, the review of literature turned, almost exclusively, to a search of NEA documents and periodical literature of the last twenty-five years for the earliest reference to teachers' salary schedules, because it was assumed that one would find there the first written allusion to principals' salary plans. Therefore, annual NEA conference proceedings journals, beginning with 1891, were perused to identify an approximation of the time when various teacher and elementary principal salary determination plans were first referred to, or used. The first reference to salary schedules for teachers found in the literature was in the 1904 Journal of Proceedings and Addresses of the forty-third annual meeting of the NEA, wherein was recorded a preliminary report of the committee on salaries, tenure, and pensions of teachers, which referred to a nation-wide survey of "the fixed salary schedule governing salary rates (if such schedule had been adopted)."<sup>76</sup> It was assumed, therefore, that teachers' salary schedules had been in use for several

---

<sup>76</sup>NEA, "Preliminary Report of Committee on Salaries, Tenure, and Pensions of Teachers," Journal of Proceedings and Addresses of the Forty-third Annual Meeting, June 27-July 1, 1904 (Winona, Minnesota: The Association, Secretary's Office):370-371.



years prior to the 1904 study by the NEA committee, because the study included an investigation into the existing "fixed salaries schedules in cities and towns of 8,000 or more inhabitants."<sup>77</sup> No reference was made to salaries of principals in the committee's preliminary report in 1904. The final report of the committee in 1907 did, however, refer to salaries of elementary principals, but no reference was made to schedules, plans, or procedures for determining principals' salaries.<sup>78</sup>

Teachers' salary schedules were adopted first in the larger cities to alleviate the management problem and inequities associated with determining salaries for large numbers of employees without a fixed salary schedule. The number of school systems that adopted a teachers' salary schedule increased slowly from the late 1800s through the first two decades of the 1900s. "Prior to 1920, less than one-half the cities had salary schedules. By 1922-1923, however, approximately 65 percent of the city school systems had inaugurated a schedule for salary payment to instructors."<sup>79</sup>

In the early 1920s a committee of 100 Chicago citizens conducted an investigation as to teachers' salaries. The committee's proposal included a recommendation that the board "establish a schedule without waiting for employees to ask for increases."<sup>80</sup> The proposal also

---

<sup>77</sup>Ibid., p. 370.

<sup>78</sup>NEA, Fiftieth Anniversary Volume, National Education Association, 1906, (Winona, Minnesota: The NEA, Secretary's Office), pp. 716-717.

<sup>79</sup>Knezevich, Administration of Public Education, p. 450.

<sup>80</sup>Research Division of the National Education Association, A Handbook of Major Educational Issues, (Washington, D.C.: Research Division of the National Education Association, 1926), p. 180.

contained a salary schedule which set maximum salaries for elementary principals at \$6,250, junior high principals at \$6,500 and senior high principals at \$7,500. The committee's disappointment in finding low salaries paid to principals caused it to opine that the principal of a school plant housing thousands of the nation's children should no longer be paid a "smaller salary than that received by the manager of a few hundred workers in a factory across the street."<sup>81</sup> No rationale was given in the publication as to the justification of proposing lower salaries for elementary principals than junior high or senior high principals. Referring to teachers' salary schedules, Knezevich states that "prior to 1920, no city system had a single salary schedule."<sup>82</sup> Thus, it was assumed that teacher salary schedule construction tradition influenced the development of a proposed salary schedule for Chicago which included different salaries for different principalship levels.

From 1900 to 1940, the salaries of elementary principals were primarily determined through simple informal negotiations with the superintendent or school board, or arbitrarily set by the school board. When principals' salary schedules were adopted, the schedules were usually independent of the teachers' salary schedule. The larger urban systems adopted principals' salary schedules with more frequency than other school systems did during the two-decade period of 1920-1940. Castetter

---

<sup>81</sup>Ibid., p. 180.

<sup>82</sup>Knezevich, Administration of Public Education, p. 451.

and Heisler concluded that "formal salary structures for school administrative personnel were not widely in use prior to World War II."<sup>83</sup> In the late 1920s, a long-time trend to lower the administrator salary differential relationship to teaching salaries began which lasted until the mid-1950s.

A comparison in 1968 by the DESP of the median salaries paid to elementary principals with the mean salaries paid to teachers for the 1926-1966 period yielded the following cumulative increase percentages.

	<u>1926-27</u> <u>Base</u>	<u>1946-47</u>	<u>1956-57</u>	<u>1966-67</u>
Teachers	100	171%	330%	540%
Principals	100	128%	232%	398%

The basic differences are supported by numerous studies which show that the ratio between the average urban salaries of elementary school classroom teachers and elementary school principals, which stood at 100 to 175 in the 1930s, has recently become approximately 100 to 140.<sup>84</sup>

The loss in elementary principal salary increases as compared to teacher salary increases during the 1930s and 1940s prompted the principals, particularly during the 1950s, to search for a salary determination plan which would provide for more assurances that their salary

---

<sup>83</sup>William B. Castetter and Richard S. Heisler, Planning the Financial Compensation of School Administrative Personnel, 3rd ed. (Philadelphia, Pennsylvania: Center for Field Studies, Graduate School of Education, University of Pennsylvania, 1974), p. 2.

<sup>84</sup>Department of Elementary School Principals, The Elementary School Principalship in 1968, A Research Study, Chapters XI and XII, "The Financial Status of Principals," (Washington, D.C.: DESP, NEA, 1968), p. 133.

increases would keep pace with the salary increases of teachers. The DESP suggested in 1928 that the single schedule--basing salary levels primarily upon educational preparation and years of experience--serve as a basis for paying all principals, regardless of level--elementary, junior high, or high school. The three cities of Oakland, Louisville, and New Orleans had a single salary schedule for principals as early as 1936-37. However, "by 1966-67 only about 16 percent of the urban systems . . . and 39 percent of the largest school systems . . . reported using the single schedule for all supervising principals."<sup>85</sup> Adoption of the single salary scale for principals, however, did not become a significant factor in changing the trend of salaries of teachers rising more rapidly than those of administrators. The Grosse Point, Michigan, public schools sought a solution to low salaries of all public school employees when "the job evaluation procedure was adopted . . . in 1946-47. This was the first school system to attempt such a study in the United States," according to Hicks. The point-factor scoring plan used by Grosse Pointe "establishes progressive job weights for each factor and provides a positive means of evaluating a particular characteristic." At the time of Hick's study in 1952, he reported that the school system had "been able to increase wages substantially since 1947 . . . and the reaction of the employees was a positive one, quite in favor of job evaluation."<sup>86</sup> Several years later, the Martinez, California, school system decided it would also test a self-designed principals' salary

---

<sup>85</sup>Ibid., p. 135.

<sup>86</sup>William Vernon Hicks, "Utilization of Industrial Techniques in Establishment of Job Classifications and Determination of Salaries in the Public Schools" (Ed.D. dissertation, Wayne State University, 1952) Dissertation Abstracts 13 (July 1952):44.

determination plan, and adopted in the spring of 1955 an administrative ratio differential salary schedule.<sup>87</sup>

The 1946-47 Grosse Pointe, Michigan, and 1955 Martinez, California, attempts to improve public school employee and principal salary determination plans, it was concluded, prompted the development of the soon-to-be popular salary plans and schedules which related principals' salaries to teachers' salary schedules via a ratio, index, or dollar differential.

The ratio, index, and dollar differential plans of relating principals' salaries to teaching salaries became widely used in California school districts within several years of the introduction of the administrative ratio differential salary schedule by the Martinez, California, school system. The study of Hammer in 1962 of the perceptions held by school administrators, teachers, and board members of the criteria used by California school districts disclosed that "all categories of respondents strongly supported the practice of proportionally relating the salaries of all administrative positions, with the possible exception of the superintendency, to teachers' salary schedules."<sup>88</sup>

Three years later a salary determination plan which utilized "the concept of ratio derived through positive evaluation, and where ratio was defined as an index figure which quantitatively related the principal

---

<sup>87</sup>Grenville C. Jones and Virgil Bozarth, "A New Concept in Principals' Salary Schedules," American School Board Journal 132 (February 1956):28.

<sup>88</sup>Carl Monroe Hammer, "A Study of Administrative Salary Policy as Perceived by School Administrators, Teachers, and Board Members" (Ed.D. dissertation, Stanford University, 1962) Dissertation Abstracts International 23 (April-June 1962/63), p. 3719.

to the teacher," was developed in 1965 by Baxel for secondary school principals of New Jersey. The major professional organizations of New Jersey encouraged school board adoption of a ratio differential salary determination plan for secondary principals essentially based on the findings of Baxel.<sup>89</sup> By January, 1967, DESP reported fifty-five percent of the school systems of DESP members were using a teacher-principal salary ratio plan. "The proportion of ratio schedules for principals had more than doubled during the past eight years."<sup>90</sup>

The ratio plan, according to McLeary and MacLean, stops the shrinking dollar differential between principals and teachers and continues the assumption that administrative positions are worth more than teaching jobs. The real problem was recognized as selecting the appropriate ratio. If the ratios are selected arbitrarily, they are only slightly more defensible than the fixed dollar differential.<sup>91</sup>

Interestingly, it was found in the literature that the usage of the single salary schedule for determining elementary principals' salaries began to emerge (1936-37) prior to the ratio differential plan (from late 1940s to early 1950s), but the ratio differential plan became more quickly and widely accepted. The prompt acceptance by administrators and school boards of the single schedule, or the ratio/index and dollar differential plans, during the late 1950s and the 1960s, hastened

---

<sup>89</sup>George H. Baxel, "The Determination of Salaries for Secondary School Principals in New Jersey through Position Evaluation," (Ed.D. dissertation, Rutgers--The State University, 1965) Dissertation Abstracts International 27 (August 1966), p. 340-A.

<sup>90</sup>DESP, Elementary Principalship in 1968, p. 135.

<sup>91</sup>Ralph D. McLeary and Douglas G. MacLean, "How To Pay Your Administrative Staff," School Management 6 (August 1962):33-37.

a temporary demise of the schedules which were completely independent of teachers' salary schedules.

The trend to relate the salary schedules for principals to the salary schedules for classroom teachers . . . by an index, a ratio, or dollar differential reached a peak in 1969-70 when seventy-two percent of the public school systems in the nation reported such a practice.<sup>92</sup>

The popularity period of the index, ratio, and dollar differential salary determination plans for principals related to teacher salary schedules was doomed to be short lived, however, for within five years from when their usage reached a peak of 72 percent in 1969, it had dropped to 36 percent in 1974. Of the school systems using some type of salary schedule for principals, 75 percent provided salary differentials for elementary, junior high, and senior high principals, usually on the basis of the varying length of the annual contract.<sup>93</sup>

The foundations for the regression in relating salary determination schedules for principals to classroom teachers' schedules were laid in the 1960s, when the cost of public education began to escalate and it became in vogue to question professional authority. People wanted unbiased answers in response to their quest for information about the effectiveness of education. Thus, the accountability movement emerged and was thrust upon educators with its accompanying partner, evaluation. The determination of principals' salaries via an index, ratio, or dollar differential related to the teachers' automatic increase salary schedule, which had been collectively negotiated, was now considered to be

---

<sup>92</sup>Educational Research Service, Methods of Scheduling Salaries for Principals (Arlington, Virginia: Educational Research Service, 1975), p. iii.

<sup>93</sup>Ibid., p. v.

inconsistent with an acceptance of the accountability challenge. School boards, therefore, began to respond in the late 1960s and early 1970s to the accountability/evaluation movement by designing and/or searching for evaluation and salary determination plans which included a consideration of performance.

A survey of Illinois' principals' salaries conducted by the Illinois Principals Association (IPA) for each of the school years, 1975-1979, included questions about how salaries were determined. Data from the respondents to each of the four surveys' questions about salary determination are given in Table 1.<sup>94</sup> The IPA indicated that some respondents appropriately checked more than one category, so the total percent in the table for 1975-76 and 1977-78 exceeds 100. A review of the data in the table indicated a slight trend during the four years to move away from relating principals' salaries to the teachers' schedule. Based on the data given for 1975-77 on the percentage of principals whose salaries were determined by a district principal schedule, it was concluded that there was no significant change for the three years. The determination of Illinois' principals' salaries by merit occurred much less frequently in 1978 than in 1977. Of major significance was the fact that throughout the four years over half of the principals' salaries were set by the board or superintendent without the involvement of the principals.

---

<sup>94</sup> Illinois Principal Association, "1975-76 IPA Salary Study," Illinois Principal 7 (March 1976):5-7; Illinois Principal Association, "1976-77 IPA Salary and Fringe Benefit Study," Illinois Principal 8 (December 1976):6-9; Illinois Principal Association, "1977-78 IPA Salary and Fringe Benefit Study," Illinois Principal 9 (December 1977):5-8; Illinois Principal Association, "1979 IPA Salary and Fringe Benefit Study," Illinois Principal 10 (December 1978):5-8.



TABLE 1  
HOW PRINCIPALS' SALARIES WERE  
DETERMINED IN ILLINOIS

	1975-76	1976-77	1977-78	1978-79
Set by Superintendent and/or Board	55.7%	62.2%	59.8%	52.4%
Merit	17.6%	12.9%	19.5%	7.1%
District Principal Schedule	16.5%	10.8%	15.1%	-
Teacher's Schedule Times an Index	12.7%	8.8%	9.1%	8.0%
Negotiated: Principal and Superintendent	9.2%	4.6%	6.8%	-
Negotiated by Other	5.2%	-	3.7%	-
Other	.7%	.3%	5.0%	-

The 1975 ERS Report, "Methods of Scheduling Salaries for Principals" showed that approximately 67.6 percent of the school systems nation-wide had some type of principals' salary schedule in 1974-75,<sup>95</sup> as compared to about 55.2 percent for 1977-78.<sup>96</sup> The ERS Report, "Scheduled Salaries . . . , 1978-79" reported an approximate 56 percent of the school systems nation-wide had a principals' salary schedule of some

<sup>95</sup> Educational Research Service, Methods of Scheduling Salaries for Principals (Arlington, Virginia: Educational Research Service, 1975), p. iii.

<sup>96</sup> Idem, Scheduled Salaries for Professional Personnel in Public Schools, 1977-78 (Arlington, Virginia: Educational Research Service, 1978), p. 24.

type.<sup>97</sup> Thus, the net difference between 1974-75 and 1978-79 was an approximate 11.6 percent decrease in a four-year period of the percentage of school systems which had a principals' salary schedule of some type. It was assumed, therefore, that the trend to determine principals' salaries by some method other than by any kind of salary schedule, began about 1970, when the accountability movement was becoming popular, and continued concurrently with the regression trend in the use of principals' salary schedules related to teachers' salary schedules, until about 1978, when both trends leveled. A comparison of ERS information for 1977-78 that 55.2 percent of the nation's school systems had some type of principals' salary schedule, with the IPA salary survey information for 1977-78 that only 24.2 percent of the Illinois school systems had some type of principals' salary schedule, revealed that a higher percentage of the school systems in Illinois determined principals' salaries via unilateral board decision based on either performance, individual negotiations, or some other method than what occurred across the nation.

The 1978-79 ERS Information Aid National Survey of Salaries and Wages in Public Schools released in March, 1979, introduced a statistical measure developed by ERS

for gauging and comparing overall changes in salaries and wages paid by school systems. This measure is the 'Composite Indicator of Changes, in Average Salaries and Wages Paid by Public School Systems (CIC)'. . . .When used properly . . . the 'Composite Indicator

---

<sup>97</sup>Idem, Scheduled Salaries for Professional Personnel in Public Schools, 1978-79 (Arlington, Virginia: Educational Research Service, 1978), p. 19.

can be a very helpful instrument in assessing changes and trends in salaries and wages paid various groups of public school employees.<sup>98</sup>

Until recently, such an indicator was not possible because there was no comprehensive, systematic, and reliable statistical base for such a measure. The position of elementary principal was included in the scope of coverage of the CIC. Hereafter, the identification of salary trends occurring in public education positions in relation to each other and to inflation will be simplified by referral to ERIC's annual CIC data and accompanying graphs.

### Summary

In conclusion, no one work, or writing, was sufficiently complete to give one a comprehensively sequential historical overview on the development of salary schedules or salary determination plans for elementary principals. The literature was also silent about the actual procedures utilized by superintendents and school boards in determining elementary principals' salaries when no salary schedule or salary policy had been adopted by the school board. Studies by NEA of salaries paid to, and salary schedules for, teachers were quite prevalent, and dominated much of the literature from the 1920s through the 1950s. A review of NEA documents published since 1920 and of relevant articles in periodical literature published during the last twenty-five years, provided the greater part of the source information, particularly, the data related to the recent trends of principal salary determination plans. As salary studies by NEA became increasingly more sophisticated and

---

<sup>98</sup>Idem, Measuring Trends in Salaries and Wages in Public Schools: ERS Composite Indicator of Changes (Arlington, Virginia: Educational Research Service, 1979), p. 1.

analytical in the 1960s due to the availability of computer technology, the NEA salary studies included more data and information about scheduled elementary principals' salaries, and salaries paid to elementary principals.

Endicott's salary surveys beginning in the 1950s were also found to contain data on salaries paid to elementary principals.

Beginning in the 1970s, ERIC's annual nation-wide and cooperative state studies of salaries paid to, and scheduled for, elementary principals were found to contain the most comprehensive and thoroughly analyzed data of currently available studies, i.e., "Methods of Scheduling Salaries for Principals," published by ERS in 1975. In the future, ERIC's CIC information will most likely be of much assistance to the salary trend researcher.

Finally, contemporary periodical literature and writings of educational administration authorities in the 1970s were found to be replete with information on the quest of educators and school boards for solutions to the current accountability/appraisal and administrator salary determination quandary.

The accomplishment of this part of the literature review provided a background for understanding the factors which contributed to the development and trends of principals' salary determination plans.

#### Two of the Most Recent and Frequently Used Plans for Determining Elementary Principals' Salaries

This part of Chapter II identifies the two most recent and frequently used plans for determining elementary principals' salaries.

A search for information to aid in the identification of the most recent and frequently used plans for determining elementary principals' salaries was made in the contemporary literature, in the writings of school administration authorities, in doctoral dissertation studies, in documents, and in periodical literature of the past ten years. In addition, written inquiries were made of, and replies received from, the following organizations, offices, and educators to learn of any related unpublished or in-progress studies on procedures and practices used for determining elementary principals' salaries:

- American Association of School Administrators
- Educational Research, Inc.
- Illinois Association of School Administrators
- Illinois Association of School Boards
- Illinois Office of Education
- Illinois Principals Association
- National Association of Elementary School Principals
- National School Boards Association
- Phi Delta Kappa
- University Council for Educational Administration
- Bureau of Educational Research of the University of Illinois
- New York State Education Department
- Dr. Leon M. Lessinger, Dean, College of Education, University of South Carolina

Each of those listed knew of no recently completed studies, or of any studies in-progress, that were directly related to this study. Consequently, the information gleaned from the literature, data from the ERS nation-wide salary studies of the last five years (1974-78), and the IPA salary studies of the last four years (1975-78) presented in the preceding section of this study, were examined in order to identify the two most recent and frequently used plans for determining elementary principals' salaries.

A review of the information revealed that the practice of relating the principals' salary schedule to the teachers' salary schedule

via a ratio, index, or dollar differential amount was popular from the early 1960s through the early 1970s; however, by the middle 1970s the popularity had dropped significantly from a nation-wide high of 72 percent of the school systems in 1969 to about 36 percent in 1974.<sup>99</sup> By 1978, only about 8 percent of the salaries of principals in Illinois were determined by some fixed relationship to teachers' salary schedules. Thus, it was concluded that at the time of this study the practice of relating principals' salaries to teachers' salaries was continuing to phase from the scene and was no longer one of the more widely used plans for determining elementary principals' salaries.

A review of the IPA salary survey data in Table 1 indicated also that the usage of merit plans in Illinois had dropped from 19.5 percent in 1977 to 7.1 percent in 1978. Therefore, neither the prevalency, nor the existing trend regarding the utilization of merit plans justified selecting merit as one of the two most recent and frequently used plans for determining elementary principals' salaries. The percentage of Illinois principals whose salaries were determined by multiplying the teacher's schedule placement by an index also dropped during 1975-78 from 12.7 percent to 8.0 percent. The data in Table 1 also indicate that the percentage of Illinois principals' salaries which were determined by negotiations dropped between 1975 and 1977. Incomplete data for 1978-79 of the percentage of principals' salaries determined by a district principal schedule precluded the identification of a definite trend, up or

---

<sup>99</sup> Educational Research Service, Methods of Scheduling Salaries for Principals, p. iii.

down, in the usage of the independent district principal schedule in Illinois.

Ten years ago a study by Werkheiser (1969) of salary policies of 76 Pennsylvania school districts provided evidence that a significant percentage of the districts had written salary policies without salary schedules, and salary schedules without written salary policies. Of the forty-three (56.6%) districts without written salary policies, seventeen (39.5%) had salary schedules, while of the thirty-three (43.4%) districts with written salary policies, twenty-nine (87.9%) had salary schedules. "Small districts with no written administrative salary policy were the least likely to have administrative salary schedules."<sup>100</sup> A planned relationship between the administrator salary program and the teachers' salary schedule existed in 67 percent of the school districts.<sup>101</sup> Twenty-six of the school districts (34.2%) had neither written salary policies nor a salary schedule.

The data provided by ERS studies of principals' salaries for 1974, 1977, and 1978 showed that the percentage of public school systems with principals' salary schedules of some type were 67.6 percent, 55.2 percent, and 56 percent, respectively. Thus, as recent as 1978, a significant 44 percent of the school systems was determining principals' salaries without salary schedules by using either written or unwritten salary policies.

---

<sup>100</sup> Linford Arthur Werkheiser, "A Study of Salary Policy and Practice for Educational Administrators in the Pennsylvania Counties of Bucks, Chester, Delaware and Montgomery" (Ed.D. dissertation, Temple University, 1969), p. 115.

<sup>101</sup> Ibid., p. 117.

When the findings of Werkheiser's 1969 Pennsylvania study, the data from the nation-wide studies of ERS in 1974, 1977, and 1978, and the information from the IPA studies of 1975-78 were considered, it was concluded that a significant proportion of school boards determined principals' salaries by guidelines given in salary policies, written or unwritten, or by arbitrary decisions. Information on the extent to which quality of performance (merit) was considered in the determination of principals' salaries was not identified in any of the studies.

Consequently, when the preceding evidence was weighed, the two most recent and frequently used salary determination plans for principals presented in the literature were identified as being 1) independent salary schedules, and 2) written or unwritten policies including some consideration of the quality of performance (merit).

#### Independent Salary Schedules

Salary schedules with no built-in relationship by ratio, index, or dollar differential to the salary schedule for classroom teachers are referred to as independent schedules. Such schedules may vary from a rather complex formula developed after much study and work to a very simple guide. The popularity of the independent schedule dropped quickly during the late 1950s and the 1960s because of the attempt of principals to use the ratio, index and dollar differential salary plans to regain the percentage of salary difference between principals' salaries and classroom teachers' salaries which was lost during the period from the late 1920s through the 1950s. However, the teacher bargaining crusade of the mid-1960s through the 1970s, and the concurrent accountability movement, caused school boards to become disenchanted with



principal salary schedules which were related to teachers' salary schedules, and were thus automatically increased as a result of teacher negotiation settlements and did not take into consideration quality of performance. Hence, since 1969, school boards have been bringing about the return of independent principals' salary schedules via either unilateral board action, or through collective negotiations with principals.

### Written or Unwritten Salary Policies

A policy is a course of action or a principle to be followed in making decisions about problems that may arise in a given phase of the management of the school district. Salary policy in this study is synonymous with administrator salary policy unless otherwise designated (e.g., teachers' salary policy). Salary policy may be written or unwritten. In either case, salary policy is the principle and the course of action established by the school board for the purpose of determining salaries for administrators. The term administrator is interpreted to include elementary school principals.

It is acknowledged that evaluation is not only a component of some types of salary determination plans, but also is necessarily a major ingredient interwoven through all considerations of "merit pay". Since this study does not have as one of its purposes an analysis of evaluation systems and policies, evaluation will be referred to only when necessary in reference to merit pay.

### Consistently Recommended Procedures In The Literature For Determining Elementary School Principals' Salaries

One of the major purposes of this study is to compare and contrast the most consistently recommended procedures and practices in the

literature for determining elementary school principals' salaries with the actual procedures and practices utilized by superintendents and school boards. Consequently, to make the comparison of the actual procedures with the "ought to be" procedures later in the research analysis section of this study required the identification of the "ought to be" procedures in related literature. Therefore, for the reason of current relevancy, the search for the "ought to be" procedures turned to the administrative process theory literature of the Post 1950s Era, and the writings of currently and nationally recognized educational administration professors, whose theories and writings appeared to embody beliefs-concepts-goals related to, and/or appropriate for, determining elementary principals' salaries.

This section of Chapter II is divided into three parts. First, a review of administrative process theories and professorial writings is presented; second, the common themes and elements in administrative process theories and professorial writings related to determining elementary principals' salaries are identified; and third, the most consistently recommended administrative procedures for determining elementary principals' salaries are deduced from the common themes and elements (beliefs-concepts-goals) gleaned from the administrative process literature and nationally recognized professorial writings.

#### Review of Administrative Process Theories and Professorial Writings

Theory may be used not only for creating new theory, it may also be used to guide practicing administrators, for according to Campbell, theory "for the practitioner . . . is perhaps most useful in furnishing

a number of concepts, or sets of spectacles, with which to view his situation."<sup>102</sup> It suggests "a process of thinking, not a recipe for action."<sup>103</sup> Campbell's view of the practical value of theory was interpreted as meaning that if an administrator understands the concepts of an administrative theory, the theory may be used in predicting results of choices. Theory, therefore, has the potential for making administrative behavior consistent because it helps administrators know what to expect in given courses of action. Thus, the writings of recognized professors and the theories of recognized administrative organization and job motivation theorists, were reviewed and summarized on the following pages as the first step in the identification and translation of the commonly held beliefs-concepts-goals in administrative theory literature into consistently recommended procedures for determining elementary principals' salaries.

The educational administration theorists and professors, whose writings appeared to embody consistently recommended administrative procedures related to, and appropriate for, determining elementary principals' salaries, were considered to be Knezevich, Barnard, Maslow, Herzberg, Getzels-Guba, McGregor, Gulick-Urwick, Castetter, Redfern and Lessinger. A summary of their theories and views in areas related to this section of this study follows.

Stephen J. Knezevich. This author was among the most recent to develop and offer a theory of the functions of administration. His

---

<sup>102</sup>Roald F. Campbell, Edwin M. Bridges, and Raphael O. Nystrand, Introduction to Educational Administration, 5th ed. (Boston: Allyn and Bacon, 1977), p. 114.

<sup>103</sup>Ibid., p. 113.

sixteen functions presented in Administration of Public Education, 1975, were expanded beyond the common functions promulgated by other theorists. Nevertheless, a consistency of relationship was found to exist between the major functional categories of the other writers and those of Knezevich. Administrative functions described by Knezevich are more numerous, comprehensive and definitive than those of other theorists, because he concluded that the other theories were no longer sufficient to describe contemporary administrative functions, many of which are in addition to those functions traditionally performed by administrators. The sixteen functions offered by Knezevich to identify the essence of administration are:<sup>104</sup>

Anticipating	Changing
Orienting	Diagnosing--Analyzing
Programming	Deciding--Resolving
Organizing	Coordinating
Staffing	Communicating
Resourcing	"Politicking"
Leading	Controlling
Executing (Operating)	Appraising

Chester I. Barnard. In The Function of the Executive, Barnard produced a theory of cooperation and organization, and described the executive process. If the informal organization lacked harmony, the entire organization would suffer. Barnard contended that organizational cooperation depended on efficiency and effectiveness. Efficiency was defined as satisfaction of individual motives and needs, whereas

---

<sup>104</sup>Knezevich, Administration of Public Education, pp. 37-38.

effectiveness was conceived as the gaining of the cooperative goal of purpose. The test of effectiveness was the accomplishment of measurable objectives, whereas the test of efficiency was the gaining of individuals' cooperation.

Effectiveness was designated as system-oriented and essential to the attainment of organizational goals. Efficiency was represented as person-oriented and necessary to worker satisfactions gained from organizational membership. The distinction between efficiency and effectiveness was important because it clarified the relationship of job satisfaction and goal attainment.<sup>105</sup>

Material rewards were, according to Barnard, effective worker motivators only to a certain extent. Then, 1) the chance to distinguish oneself, 2) power acquisition, 3) favorable work conditions, 4) pride in workmanship, and 5) altruism ascended in importance as work incentives. Not all workers were repeatedly motivated or moved by identical stimuli. Most organizations were probably deficient in providing basic or primary incentives and few, if any, offered all the incentives which motivated workers.<sup>106</sup> As a result, organizations were forced to use persuasion, rather than coercion, to gain their goals. Ultimately, he perceived leadership and careful leader selection as the crucial factors in organizational effectiveness and efficiency.

Abraham Maslow. He suggested that the driving force which caused people to join, remain with, and work for fulfillment of organizational

---

<sup>105</sup> Chester I. Barnard, The Functions of the Executive (Cambridge: Harvard University Press, 1968), pp. 56, 57, 92, 93, 240.

<sup>106</sup> Ibid., pp. 142-150.

goals was a hierarchy of needs. Thus, he created a human need pyramid to explain human motivation. Thirst and hunger, physiological needs, are considered most basic and as such are placed at the bottom of the hierarchy. When physiological cravings are satisfied, safety needs become important, next, social affection needs, esteem needs, understanding needs, and lastly, at the peak of the pyramid of hierarchical needs is the need for self-actualization--a craving for self fulfillment. If a need is satisfied, it no longer motivates.<sup>107</sup> Persons are seldom stimulated to pursue a higher need unless the more basic needs are satisfied, such as hunger, or safety, etc.

This system, while integrating a common-sense approach, established an operational base for administrative behavior. Maslow's human needs arrangement differed from others because motivation was not seen as a set of independent drives. He examined each human need as it concerned other needs, an interactive concept, and arranged it in his hierarchy of importance concept. Only after people felt their physical needs had been met, and had experienced environmental security and warmth of personal association with others, did they become concerned with self-actualization--the development to high levels of their talents, skills, and abilities.<sup>108</sup>

Frederick Herzberg. He conceptualized a dual-factor motivational and job satisfaction theory which grew out of a study of two hundred accountants and engineers. His hypothesis was that certain factors were

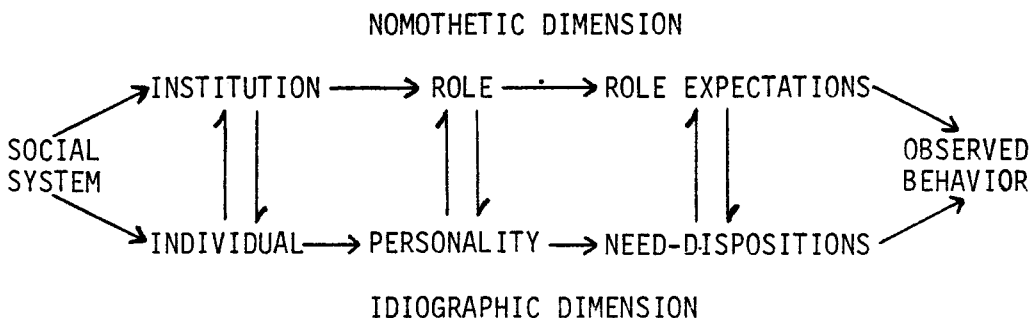
---

<sup>107</sup>William B. Castetter, The Personnel Function in Educational Administration (New York: The Macmillan Company, 1971), pp. 19-20.

<sup>108</sup>Knezevich, Administration of Public Education, pp. 80-81.

job satisfiers when present but not job dissatisfiers if absent. Other factors producing dissatisfaction, when eliminated, did not produce job satisfaction. He emphasized creation of worker-centered work areas, provision for the unique needs of group members, work environments conducive to workers' self-actualization needs, human needs schemes or hierarchies to explain worker motivations, and work settings for meeting workers' total human needs.<sup>109</sup>

J. W. Getzels and E. G. Guba. The often-quoted theory and model developed by Getzels and Guba views administration as a social process, within a social system (organization) with a hierarchy of roles. For each role structure, principal, teacher, or custodian, certain behaviors were expected. For example, each member of the organizational social system would expect a certain behavioral role of the school principal. According to the Getzels-Guba model, there were two major influences on organizational behavior--personal and organizational dimensions. Their model is illustrated below.<sup>110</sup>



<sup>109</sup> Frederick Herzberg, The Managerial Choice: To Be Efficient and To Be Human (Homewood, Illinois: Dow Jones-Irwin, 1976), pp. 58-60, 180-181, 320-326.

<sup>110</sup> J. W. Getzels and E. G. Guba, "Social Behavior and the Administrative Process," School Review 65 (Winter 1957): 429.

This model suggests that human acts in the organization emerged in both the personal and organizational dimensions. The amount of personal or organizational interaction depended largely on role, type of organization, and firm climate. Organizational roles, Getzels and Guba claimed, were played by individuals in highly individualistic ways. Each person assuming a role imprinted it with his distinctive character, qualities of personality, and behaviors; no two persons fulfilled roles identically. Comprehension of worker organizational conduct was insufficient if only role expectations were understood. Characteristics and needs of person who played roles called for continued evaluation. Correct assessment and evaluation of organizational behavior included understanding of idiographic (personal aspect) and organizational, or institutional (nomothetic) behavioral dimensions. Thus, sociological and psychological aspects of behavior must be accurately appraised if administrators were to comprehend human motivation in organizations.<sup>111</sup>

Douglas McGregor. McGregor advocated worker-firm needs balances, statements of firm goals or objectives, open social systems, and rationality in firm construct. His pioneering study of human communications problems and worker satisfaction in industry showed his concern with attitude and perception and their effects on production. His idea of participative management is explained in The Human Side of Enterprise. Four crucial variables of administrative behavior are cited by McGregor as leader characteristics, leader attitude, group needs, and follower uniqueness. Leadership was viewed as complicated relationships among variables, and not the exclusive domain of leaders. Organizational

---

<sup>111</sup> Ibid., pp. 423-441.



policy was set by the top firm personnel. Intervening variables such as top management changes, readjustments at lower levels, or external pressures, might cause changes in the philosophy and direction of the organization. When this happens, immediate redefinition of the leadership role is in order.

McGregor's Theory X and Theory Y were an attempt to explain and clarify man's nature and motivation. The postulates of the theories suggested for use in creating rationale decisions and practical actions were as follows:<sup>112</sup>

Theory X

1. Humans possess aversions to work and will avoid it whenever possible
2. Coercion, control and threat are necessary to gain organizational goals
3. Average person prefers external direction, security and avoidance of responsibilities

Theory Y

1. Physical and mental work, if satisfying, are inherently natural
2. If person were committed to organizational goals, directiveness and self-control would be exhibited
3. Satisfying ego rewards and self-actualization needs created worker commitment
4. People can be taught to seek and accept responsibility  
Avoidance of responsibility acquired, not inherited
5. Ordinary people possess imagination, creativity

Luther Gulick and Lyndall Urwick. They categorized organizational elements according to use or function, while creating formal charts which showed precise relationships of organizational divisions and offices. Command unity, line and staff, and span of control were

---

<sup>112</sup> Douglas McGregor, The Human Side of Enterprise (New York: McGraw-Hill, 1960), pp. 33-57.

popularized through their Papers on The Science of Administration, published in 1937. Unity of command, the superior's right of sole influence over subordinates, was necessary to organizational success. Conformity to line and staff organization was essential to administrative success. Staff officials' chief functions were to help line officers decide actions and to coordinate all efforts necessary for success. Span of control meant administrative efficiency increased when the span of control of a leader was confined to not more than five or six subordinates whose work interlocks.

Gulick's and Urwick's solution to the question of what the chief executive does was POSDCORB. This acronym was "designed to call attention to the various functional elements of the work of a chief executive . . . and stands for the following activities: Planning; Organizing; Staffing; Directing; Coordinating; Reporting; Budgeting; . . . into which can be fitted each of the major activities and duties of any chief executive."<sup>113</sup>

William B. Castetter and Richard S. Heisler. Castetter and Heisler discuss the need for developing compensation programs that are conducive to satisfying both organizational and individual expectations. They also list the results that should be accomplished by a compensation plan and describe the problems involved in developing a plan to implement compensation policy. The seven problem areas include:

1. Formulating compensation policy
2. Defining or identifying positions in the organization to which administrative compensation should be accorded

---

<sup>113</sup>Luther Gulick, "Notes on the Theory of Organization" in Papers on the Science of Administration, pp. 1-45, ed. by Luther Gulick and L. Urwick. (New York: Institute of Public Administration, 1937), p. 13.

3. Determining the relative importance of each position in the administrative hierarchy
4. Establishing the economic worth of administrative positions
5. Determining the economic worth of individuals assigned to administrative positions
6. Formalizing the plan
7. Controlling and appraising the results of the plan<sup>114</sup>

Castetter recommended the use of position guides in describing work expectations for each position and in determining the relative importance of each position. He suggested the use of a position responsibility chart to evaluate and align all administrative positions in the organization structure. The major administrative processes used for this evaluation are 1) planning, 2) organizing, 3) leading, and 4) controlling. These processes are evaluated by their pertinence to the administrative functions of educational program, staff personnel, resources, and external relations. From this evaluation, it is possible to establish levels in the organizational hierarchy according to position responsibility. The development of a compensation index is suggested for all administrative levels in a systematic and logical manner.<sup>115</sup>

The final recommendation by Castetter is that the development of every salary plan include three basic aspects of salary determination: 1) testing the plan, 2) formal adopting of the plan, and 3) controlling the plan.<sup>116</sup>

---

<sup>114</sup>William B. Castetter and Richard S. Heisler, Planning the Financial Compensation of School Administrative Personnel, 3rd ed. (Philadelphia, Pennsylvania: Center for Field Studies, Graduate School of Education, University of Pennsylvania, 1974), p. 7.

<sup>115</sup>Ibid., pp. 16-31.

<sup>116</sup>Ibid., pp. 61-67.

George B. Redfern. Although Redfern is not classified as an administrative organization theorist, he had contributed, as a recognized practitioner, to the development of responsibility criteria and the clarification of the evaluation process. Redfern encouraged evaluation through Evaluation by Objective (EBO) in his recent book, Evaluating Teachers and Administrators: Putting the Pieces Together. (EBO, by Redfern's definition, "is essentially a diagnostic and remediation process whose ultimate purpose is to motivate improved performance . . . WHAT IS DONE IS IMPORTANT; HOW IT IS DONE IS CRITICAL."<sup>117</sup> His approach emphasized the positive in the evaluation process rather than the negative experience, because it utilized feedback information in the modification of current performance. The focus of the evaluation process is more on results than on activities. EBO is really a form of clinical supervision.<sup>118</sup>

Leon M. Lessinger. Considered the "father of educational accountability,"<sup>119</sup> Lessinger has continued to press for an improvement in the quality of the outcomes of public schools in his latest volume, Thorough and Efficient, co-authored with Conner. By interweaving the concepts of good practice, preferred practice, professional and systematic accountability, quality control, the discipline of caring, and educational

---

<sup>117</sup> George B. Redfern, Evaluating Teachers and Administrators: Putting the Pieces Together (Westerville, Ohio: School Management Institute, 1978), pp. 8-9.

<sup>118</sup> Ibid., p. 8.

<sup>119</sup> Leon M. Lessinger and James E. Conner, Meg Conner, ed., An Exploration of Standards and Quality in Education: Thorough and Efficient (Raleigh, North Carolina: Stewardship Press, 1978), "About the Authors".

standards, Lessinger was convinced a new approach to education can be provided which will guarantee greater efficiency in the education process.<sup>120</sup> His thesis was "that quality control is the missing link in educational management."<sup>121</sup> Control was defined as "formative (in-process evaluation plus timely remediation)."<sup>122</sup> External, independent educational accomplishment audits are emphasized as a means of measuring the level of success in the accomplishment of pre-set standards.<sup>123</sup>

Four basic procedures are advocated to assure parents that educators are exercising due care--"systematic diagnosis of each student, responsive treatment, continuing evaluation, and honest reporting of results."<sup>124</sup>

Identification of Common Themes and Elements In  
Administrative Process Theories and Profes-  
sorial Writings Related to Determining  
Elementary Principals' Salaries

The preceding literature review summaries were made of the administrative theories of theorists Knezevich, Barnard, Getzels-Guba, Gulick-Urwick, Herzberg, Maslow, and McGregor, and of the proposed solutions of authoring professors Castetter, Redfern, and Lessinger to the problems of determining employee compensation, personnel evaluation, and accountability as a first step in the identification of the major common elements of administrative theory of the post-1950s Era, which were applicable to the administrative process of determining elementary principals' salaries.

---

<sup>120</sup>Ibid., p. 11.

<sup>122</sup>Ibid., p. 84.

<sup>124</sup>Ibid., p. 60.

<sup>121</sup>Ibid., p. 18.

<sup>123</sup>Ibid., p. 19.

Next, the literature review summaries given in the preceding pages were examined and compared with the administrative concepts of major theories presented in the study by Miller of the evolution of administrative organization theory,<sup>125</sup> in order to identify the beliefs-concepts-goals bound within the theories/proposed solutions which had relevancy to the administrative process for determining elementary principals' salaries. The beliefs-concepts-goals gleaned from the administrative theory literature and the proposed solutions of authoring professors to the problems of salary determination were then synthesized into brief statements and placed in Table 2 in order to visually assess the degree of commonality contained in each belief-concept-goal. The beliefs-concepts-goals in Table 2, which are preceded by an asterisk, were considered as having a sufficient degree of commonness and similarity of elements to justify their inclusion in the list of beliefs-concepts-goals to be converted later in this section of this study into a consistently recommended administrative process for determining elementary principals' salaries.

The common beliefs-concepts-goals, which are asterisked in Table 2, were considered to be commonly inherent in the Post-1950s Era administrative process theories and in the beliefs of the three recognized professors, Castetter, Redfern, and Lessinger. To compare and contrast, later in this study, the collected research data on the actual procedures and practices utilized by superintendents and school boards in the determination of elementary principals' salaries in selected school districts

---

<sup>125</sup>James Clyde Miller, "Evolution of Administrative and Supervisory Theory" (Ed.D. dissertation, East Tennessee State University, 1978), pp. 118-121, 173-181.

TABLE 2

ELEMENTS IN ADMINISTRATIVE PROCESS THEORIES APPLICABLE TO  
DETERMINATION OF ELEMENTARY SCHOOL PRINCIPALS' SALARIES

Administrative Theory — Belief/Concept/Goal (Selected in Part from James C. Miller)	Theorists						Professors			
	Knezevich	Barnard	Maslow	Herzberg	Getzels Guba	McGregor	Gulick Urwick	Castetter	Redfern	Lessinger
*Element Considered to be Commonly Inherent X Agrees with Theory Element										
* Span of control	X	X						X	X	X
* Concern for workers as people	X	X	X	X	X	X	X	X	X	X
* Insuring generation and use of objective	X	X				X	X	X	X	X
Worker-firm needs balance		X			X	X		X		X
* Total firm systems coordination	X	X						X	X	X
* Communications efficiency	X	X			X		X	X	X	X
* Firm goals or objectives	X	X				X	X	X	X	X
* Leader knowledge of group dynamics		X			X	X		X	X	X
Care of daily operating functions	X	X					X	X	X	X
Recognition of effects of firm atmosphere on goals		X			X	X		X	X	X
* Sensing future conditions and needs	X				X			X	X	X
* Procuring needed resources	X	X			X		X			X
* Identification and analysis of problems	X	X						X	X	X
* Work environments conducive to workers self-actualization drives	X	X	X	X	X	X		X		X
* Assessing results and reporting to constituency	X							X	X	X
* Monitoring progress toward objectives	X	X						X	X	X
* Generation of alternatives	X	X						X	X	X
* Selection of alternative strategy	X							X		X
* Care in firm construction and operation	X	X					X	X	X	X
* Concern for productive efficiency	X	X	X	X	X	X	X		X	X
Recognition of effects of leaders on firms		X			X	X	X			X
* Worker input into firm decision making	X							X	X	X
* Suitable implementation of innovations	X						X	X	X	X
* Care in leader selection and training	X							X	X	X
* Rationality in firm's construct	X					X	X	X	X	X

of DuPage County, Illinois, with the consistently recommended theoretical administrative processes in the literature for determining elementary principals' salaries, it was necessary to translate those beliefs-concepts-goals identified in Table 2 as having commonality (asterisked) to administrative processes related to determining principals' salaries. The asterisked common beliefs-concepts-goals in Table 2 were placed sequentially in the left column of Chart I, beginning with those administrative processes which theoretically should occur at the outset of a school board's organizational year, and ending with those administrative processes which complete the organizational year (cycle). It is assumed that the actualization of each administrative process listed in the right column of Chart I would accomplish the intent of the corresponding common belief-concept-goal listed in the left column.

An examination of the administrative processes in the right hand column in Chart I, which are related to the determination of elementary principals' salaries, revealed the existence of certain administrative process themes which have similarity to what happens when principals' salaries are determined, and, which are translatable, also, into specific process components (procedures) that may be utilized for determining elementary principals' salaries. Chart II contains a listing of three major themes, each of which were considered as being embraced by the administrative processes in Chart I, and, each of which were considered as embodying sub-themes. The names of the theorists and recognized professors, who either originated or concurred with the emphasis of the themes, are also given in Chart II.



## CHART I

CONVERSION OF COMMON BELIEFS-CONCEPTS-GOALS  
 TO ADMINISTRATIVE PROCESSES RELATED TO  
 DETERMINING ELEMENTARY SCHOOL  
 PRINCIPALS' SALARIES

<u>Common Beliefs-Concepts-Goals</u>	<u>Corresponding Administrative Processes</u>
Rationality in firm construct	Governed by statute/IOE regulations
Sensing future conditions and needs	Board receives and assesses community input on aspirations, expectations, and needs
Generation of alternatives	Board generates alternative directions
Firm goals or objectives	Board sets long-term district goals
Care in firm construction/operation	Board adopts/revises philosophy of education and global operational policies
Identification and analysis of problems	Board identifies problems obstructing goal accomplishment
Concern for productive efficiency	Board adopts policies assuring budgetary control and reporting of outcomes
Total firm systems coordination	Board employs superintendent with philosophy fit
Work environments conducive to workers self-actualization drives	Board constructs buildings and adopts policies supporting positive mental environment
Selection of alternative strategies in curriculum and leadership style	Superintendent recommends curricula to fit philosophy, and varying leadership styles
Procuring needed resources	Board and superintendent allocate sufficient funds for programs and salaries
Span of control	Board policy sets size of school and principals' job description
Leader knowledge of group dynamics	Staff selected/trained to show understanding of group dynamics

CHART I  
Continued

<u>Common Beliefs-Concepts-Goals</u>	<u>Corresponding Administrative Processes</u>
Care in leader selection/training	Superintendent selects principals with district philosophy fit and varying leadership styles, and provides in-service training
Communications efficiency	Superintendent establishes two-way and encourages three-way communications with principals
Insuring generation and use of objectives	Superintendent/staff set goals, objectives mutually, Evaluation by Objectives (EBO)
Concern for workers as people	Policies, procedures, and actions of administration show concern for employees
Suitable implementation of innovations	Board and superintendent set environment for change
Worker input into firms' decision making	Principals on management team, teachers included in building operational decisions
Monitor progress toward schools' objectives	Progress toward objectives monitored by teachers, principals, superintendent and board
Assessing results, reporting to constituency	Principals and teachers assess and confer with parents on school outcomes
	Superintendent assesses and confers with principals and reports school outcomes to board and community
	Board assesses outcomes, reports to community, and receives community response

## CHART II

ADMINISTRATIVE PROCESS THEMES IN LITERATURE WHICH ARE  
 TRANSLATABLE INTO PROCESS COMPONENTS (PROCEDURES)  
 FOR DETERMINING ELEMENTARY PRINCIPALS' SALARIES

<u>Themes Translatable Into Salary Determination Process Components</u>	<u>Emphasized by Theorist/Professor</u>
Discipline of Caring	Barnard, Getzels-Guba, Gulick-Urwick, Herzberg, Knezevich, Maslow, McGregor, Castetter, Redfern, Lessinger
Provides for Basic Needs	Maslow, Herzberg, Lessinger
Recognizes Job Dissatisfaction (Hygiene) Factors	Herzberg
Promotes Satisfaction (Motivation) Factors	Herzberg
Provides for Growth/Self-Actualization	Maslow, Herzberg, Lessinger
Includes Involvement	Knezevich, Lessinger
Opens Communication	Getzels-Guba, Knezevich, Lessinger
Policy Development	Barnard, Getzels-Guba, Gulick-Urwick, Herzberg, Knezevich, Maslow, McGregor, Castetter, Redfern, Lessinger
Personnel	Barnard, Gulick-Urwick, Knezevich
Compensation	Castetter, Knezevich
Job Descriptions	Castetter, Knezevich
Quality Control	Barnard, Getzels-Guba, Gulick-Urwick, Herzberg, Knezevich, Maslow, McGregor, Castetter, Redfern, Lessinger
Includes Standards	Barnard, Lessinger
Includes Evaluation By Objectives	Barnard, Knezevich, Redfern, Lessinger
Equals Evaluation and Corrective Action	Barnard, Getzels-Guba, Gulick-Urwick, Lessinger, Knezevich, Redfern
Results in Effectiveness	Barnard, Knezevich, Lessinger
Results in Efficiency	Barnard, Knezevich, Lessinger
Results in Accountability	Barnard, Knezevich, Lessinger

Recommended Administrative Procedures for Determining  
Elementary Principals' Salaries Deduced from Common  
Themes and Elements in Administrative Process  
Literature and Professorial Writings

An analysis of the three major themes and sub-themes (Chart II) deduced from the administrative process literature facilitated the translation of the themes into seven basic sequential administrative process components (procedural steps) recommended for determining elementary school principals' salaries, which, it was concluded, if implemented and practiced, would be consistent with and supported by the administrative process themes in the literature. The seven recommended procedural steps for determining elementary school principals' salaries are given below with the supporting major administrative process theme(s) following each in parenthesis.

1. School board and superintendent determine that board and administrative actions will manifest value of caring (Discipline of Caring)
2. School board and superintendent determine to include principals as a part of management decision-making team (Discipline of Caring)
3. School board and superintendent determine that two-way communications are to be maintained between the principals, superintendents, and school board (Discipline of Caring)
4. School board adopts written comprehensive personnel policies (Policy Development Reflects Discipline of Caring)
5. School board adopts clearly stated job descriptions developed jointly by the superintendent and principals (Policy Development Reflects Quality Control)

6. School boards adopts a formal evaluation policy developed jointly by the superintendent and principals (Quality Control Policy Reflects Discipline of Caring)
7. School board adopts a formal salary determination policy designed jointly by the superintendent and principals (Policy Development Reflects Discipline of Caring)

## CHAPTER III

### METHODS, MATERIALS AND PROCEDURES

The primary purpose of this dissertation is to identify and analyze the actual procedures and practices utilized by superintendents and school boards to determine elementary school principals' salaries, and then to compare and contrast the actual procedures and practices identified in selected elementary school districts of DuPage County, Illinois with the most consistently recommended procedures and practices in the literature.

A secondary purpose is to identify the extent of agreement and disagreement between superintendents and principals regarding 1) the actual process utilized by the school boards and superintendent in the determination of elementary principals' salaries, and 2) the actual roles played by the elementary principals in that process.

Other purposes include determining whether or not selected variables, such as school district size and school district wealth, are related to the procedures and practices used to determine elementary principals' salaries, and to ascertain if a relationship existed between selected variables and the percentage of annual salary increase for elementary school principals.

### Literature Review

The literature review was conducted in three different areas:

- 1) a review of the literature pertaining to the historical development, the legal requirements, the expectations held by the educational community, and principals' views of the elementary school principalship,
- 2) a review of the literature pertaining to the development of elementary principals' salary determination plans and the most recently and frequently used plans for determining elementary principals' salaries, and
- 3) a review of the literature pertaining to administrative process theory in the search for the most consistently recommended procedures for determining elementary principals' salaries.

The material and literature reviewed included books, articles in collections, documents, dissertations, dissertation abstracts, salary study reports, articles in periodicals, and unpublished materials.

An ERIC search of the doctoral dissertation abstracts recorded with Dissertation Abstracts International since 1861 for investigations similar to this study produced five listings. Each of the five dissertations was completed within the last twenty-five years. A reading of the abstracts resulted in none of the five investigations being judged important to this study, and each as having only limited relevance. A search also of the Comprehensive Dissertation Index for similar or related dissertation studies produced only several abstracts of minor pertinence. The dissertations considered to be relevant were primarily studies of salary schedules for, and salaries paid to, professional personnel, and analysis comparisons of administrative salary programs of school districts that had written administrative salary policies with

programs of districts with no written administrative salary policies. The dissertation studies considered to be appropriately relevant to this study were referred to in Chapter II.

An ERIC search of the documentary and journal literature published since 1966 on studies similar to this inquiry revealed that only thirteen documents and journal articles published from 1966 through August 1978 might be directly related to the stated purposes of this study. A reading of the abstracts, or the full texts, of the thirteen publications identified by ERIC indicated that six of the publications had relevance to this study. Information from the six documents and journal articles was used where appropriate in Chapter II.

Helpful historical research information was found in the volumes titled Journal of Proceedings and Addresses of the National Education Association (NEA). The Lewis Towers library of Loyola University of Chicago shelved nearly every annual volume of the annual meetings and conferences of the NEA, beginning with the 1891 volume. Salary studies by the Research Division of the NEA beginning with the 1922-23 school year were reviewed and found to contain relevant information where noted in Chapter II.

Nation-wide and cooperative state studies of scheduled salaries for professional personnel conducted and reported by Educational Research Service, Inc. (ERS) for approximately the last decade were examined for information on elementary principals' salaries.

The writings of educational administrative authorities, professors, and practicing administrators published in books and journals were also reviewed for historical and contemporary data on, or related to, salary



determination plans for elementary principals, and for information on the quest of educators and school boards for solutions to the current accountability, appraisal, and administrator salary determination quandary.

Written inquiries were made of, and replies received from, the following organizations, offices, and educators to learn of any related unpublished or in-progress studies on procedures and practices used for determining elementary principals' salaries:

- American Association of School Administrators
- Educational Research Service, Inc.
- Illinois Association of School Administrators
- Illinois Association of School Boards
- Illinois Office of Education
- Illinois Principals Association
- National Association of Elementary School Principals
- National School Boards Association
- Phi Delta Kappa
- University Council for Educational Administration
- Bureau of Educational Research of the University of Illinois
- New York State Education Department
- Dr. Leon M. Lessinger, Dean, College of Education, University of South Carolina

Each knew of no recently completed studies or studies in-progress that were directly related to this study. Therefore, the information gleaned from the literature, data from the ERS nation-wide salary studies of the last five years (1974-78), and the IPA salary studies of the last four years (1975-78) were examined in order to identify the salary determination plans most frequently used at the time of this study.

As the first step in the identification of consistently recommended procedures in the literature for determining elementary principals' salaries, the writings of three recognized professors and the theories of six recognized administrative organization and job motivation theorists were reviewed, summarized, and then synthesized into brief statements of commonly held beliefs-concepts-goals. These brief

statements were then placed in table form in order to visually assess the degree of commonality contained in each belief-concept-goal. The beliefs-concepts-goals which contained a high level of commonness and similarity of elements were listed in a chart and converted to corresponding administrative processes, which, if actualized, would accomplish the intent of the belief-concept-goal. Next, the corresponding administrative processes were reduced in chart form to three major administrative process themes, each with sub-themes, which have similarity to what happens when principals' salaries are determined. The administrative process themes with their sub-themes were translated into seven sequential administrative processes which incorporated the major components of recommended procedures and practices gleaned from the literature for determining elementary principals' salaries.

#### Selection of Population

DuPage County, Illinois was selected as the population source for this study. It is located geographically in the northeast corner of the state with the center of the county being approximately twenty-five miles due west of the Chicago business loop. Cook County borders DuPage County on the north and east; Will County borders DuPage County on the south; and Kane County borders DuPage County on the west. DuPage County covers 332.1 square miles and includes primarily suburban communities, scattered industrial parks, and decreasing farm land areas. The park districts own 2,887 acres, and the county forest preserve district owns 14,587 acres. An additional 1,842 acres are under condemnation suits and negotiations for acquisition by the DuPage County Forest Preserve District.

One of the major purposes of this study is to determine whether or not selected variables, such as school district size and wealth, are related to the procedures and practices used to determine elementary principals' salaries. Thus, it was necessary that the population of this study include a sufficient number of elementary school districts with variation in enrollment size and wealth, to assure the availability of an adequate population source for grouping school districts by size and wealth for collection of research information and data analysis purposes.

The next step was to determine which districts to include in this study. Information obtained from the DuPage County Educational Service Region (ESR) office indicated there are thirty-two elementary school districts and superintendents, and a total of 150 public elementary school principals in DuPage County in September, 1978, supervising the education of 56,066 public elementary school students enrolled in kindergarten through eighth grade. The enrollments of the thirty-two elementary school districts varied from a low of 25 students to a high of 4,732 students. The enrollments of the elementary schools within these districts ranged from a low of 22 students to a high of 700 students. Accordingly, it was concluded that the number of elementary school districts and the range in enrollment size of the thirty-two districts, as recorded in Appendix A, were adequate to conduct this research.

To determine the adequacy of variation in district wealth of the thirty-two elementary districts in DuPage County, the available income from local tax revenue per full-time equivalency enrolled student was chosen as the indicator of a district's wealth. Therefore, a photo copy of each elementary school district's official record sheet in the

assessed valuation and tax rate books of the DuPage County Clerk's office was acquired to obtain the 1977 equalized assessed valuation (AV) and the 1977 tax rates for the county's thirty-two elementary school districts. Appendix B lists the 1977 tax rates of the operating funds of each of the thirty-two districts, and also the total of the 1977 tax rates of the operating funds of each of the school districts.

Next, the September, 1978 enrollment figure of each elementary district was converted to a full-time equivalency (FTE) enrollment figure. Appendix A lists the September, 1978 enrollment and the FTE student enrollment for each of the thirty-two elementary districts in DuPage County. The FTE enrollment, AV, and total tax rate of the operational funds were used as the factors for calculating the indicator of wealth of each district. Appendix C lists the AV, the AV/FTE student enrolled, and the index of district wealth (IDW) for each of the thirty-two elementary school districts in the population. From the data in Appendix C, it was noted that the 1978-79 AV/FTE student enrolled ranged from a low of \$20,422 in one district to a high of \$529,325 in another district. It was concluded, therefore, that the range in the AV/FTE student enrolled of the thirty-two elementary school districts in DuPage County provided ample variations in wealth for these districts to serve as the population source for this study.

In summary, it was opined that the number of DuPage County public elementary districts and superintendents being thirty-two, the number of DuPage County public elementary principals being 150, and the range in district enrollment size and wealth being sufficiently wide, provided a broad population with similarities and dissimilarities sufficient to

make adequate comparisons and meaningful contrasts by district enrollment size and wealth groupings in the analysis of the data.

### Questionnaire Development

A salaries survey questionnaire was designed to obtain the necessary "face sheet information" about each participating school district and information about elementary principals' salaries. Salary data were sought for each of the last five years in order to identify the latest trends in the population in determining elementary principals' salaries, and to compare, contrast, and analyze the relationship of certain selected variables to five-year average increase percentages.

The first part of the questionnaire was constructed to ascertain the method or methods which were utilized in the district for determining the salaries of elementary principals for each of the school years 1974-75 through 1978-79. The second part of the questionnaire sought information on whether the salaries of the elementary school principals in the district were determined before, with, or after the negotiated settlement for teachers' salaries. A third question was designed to obtain from the respondents the average percentage of salary increases for teachers, elementary principals, and for central office administrators for the school years 1974-75 through 1978-79. Questions four and five were written to procure the number of full-time elementary school principals employed by the district and the average number of years of full-time principal experience in the district of the full-time elementary principals for 1978-79. The last question, number six, asked the respondent to indicate whether or not the superintendent and one elementary school principal would be available for separate personal interviews.

The questionnaire was then presented to a jury of six members whose doctorate degrees had been earned at five different and highly recognized universities; whose majors included educational research statistics, educational administration and supervision, and education; and, whose experiences comprised teaching at the elementary, high school, college and graduate levels, principalships, superintendencies, research analyst positions, college vice-president for academics and graduate affairs, and educational consultant projects. The names of the jury members and their positions at the time of the jury's review of the questionnaire are given in Appendix D. Jury members who were superintendents were not employed by the districts included in the population survey for this study.

The jury was urged to examine the questionnaire for clarity, comprehensiveness, ease of completion, and appropriateness of the data requested in relation to the purpose of this study. Written suggestions obtained from the jury for improving the questionnaire were incorporated into the design of the final questionnaire before its submission for review to a panel of experts on the faculty of Loyola University.

When it was determined that all necessary revisions had been completed, the questionnaire was prepared and printed. A copy of the survey questionnaire is included in this study as Appendix G.

The salaries survey questionnaire was mailed to the superintendents of the thirty-two elementary school districts in DuPage County, Illinois, with an accompanying letter of introduction from the dissertation advisor and a letter of explanation from the one who conducted this study. The superintendents were requested to return the questionnaire

in an enclosed self-addressed, stamped envelope, within approximately two weeks. Twenty-four (75 percent) of the survey questionnaires were returned within two weeks, and the remaining eight questionnaires were returned within four to six weeks. Only one follow-up phone call was made to each of four districts, about four weeks after the mailing, reminding the four districts that their questionnaires had not been received. All thirty-two (100 percent) questionnaires were completed in a usable form. The prompt and 100 percent return of the questionnaires, and the willingness of thirty-one of the thirty-two superintendents to be interviewed were interpreted as evidence of deep interest of the respondents in this study. The 100 percent completion of the questionnaires in a usable form also verified the validity of the content and construction of the questionnaire, and the availability of the data requested.

#### Grouping of Districts by Enrollment and by Wealth

Since one of the major purposes of this study is to determine if selected variables, such as school district size and wealth, are related to the procedures and practices used to determine elementary principals' salaries, it was essential that the districts be placed into meaningful categorical groups based on enrollment size and wealth in order to ascertain during the analysis the extent of relationship of salary determination procedures and enrollment size and wealth variables. Consequently, the FTE student enrollment, assessed valuation, and the sum of the tax rates of the operational funds of the thirty-two elementary school districts of the population were used in determining the rank of school districts by size and wealth.

### Ranking of Districts by Enrollment Size

The thirty-two districts were ranked by FTE enrollment size as shown in Table 3. It was noted that the FTE enrollment figures of the thirty-two districts varied in size from 24.5 FTE students to 4,482 FTE students on September 29, 1978. The median of the FTE enrollment figures of the districts was calculated to be 1125.75.

### Ranking of Districts by Index of Wealth

There are various ways of measuring a school district's wealth, such as by calculating the AV per student, or the expenditure per pupil, or the income per pupil, on either the FTE enrollment or the average daily attendance (ADA) basis, or also, by multiplying the AV/student times the tax rate to compute an index of district wealth. For the purpose of this study, the measure of wealth used for each district was an index of local resources available to a district based on the two factors of the 1977 assessed valuation per September 29, 1978 FTE student enrolled and the 1977 operational funds total tax rate of the district. The local index of district wealth (IDW) was computed by dividing the district's 1977 AV by the September, 1978 FTE enrollment to obtain the AV/FTE student enrolled, and then multiplying the AV/FTE student enrolled times the sum of the 1977 tax rates of the educational, operations/building/maintenance, transportation, and municipal retirement funds, and the tax rates for liability insurance and life/health/safety building improvements. The formula is stated in the following manner.

$$\frac{1977 \text{ AV}}{\text{FTE Enrollment}} \times \text{Sum of 1977 Tax Rates of Operating Funds} = \text{IDW}$$



The IDW for the thirty-two districts ranged from a low of \$428.86 to a high of \$3,669.29 per FTE student. The ranking by IDW is shown in Table 3. The median of the IDW/student figures of the thirty-two selected districts was calculated to be \$1,094.10.

The median of the districts' FTE enrollment figures was used to separate the low enrollment districts (less than the median size) from the high enrollment districts (more than the median size), and the median of the IDW figures was also used to separate the low wealth districts (less than the median wealth) from the high wealth districts (more than the median wealth). To assure a representative sample of districts to be used in this study, in terms of enrollment size and wealth, the thirty-two districts were divided into four groups on the basis of low and high FTE enrollment and low and high IDW as defined and illustrated below.

Group I included the ten districts with less students than the median of the thirty-two districts, and which also had a higher IDW than the median of the thirty-two districts.

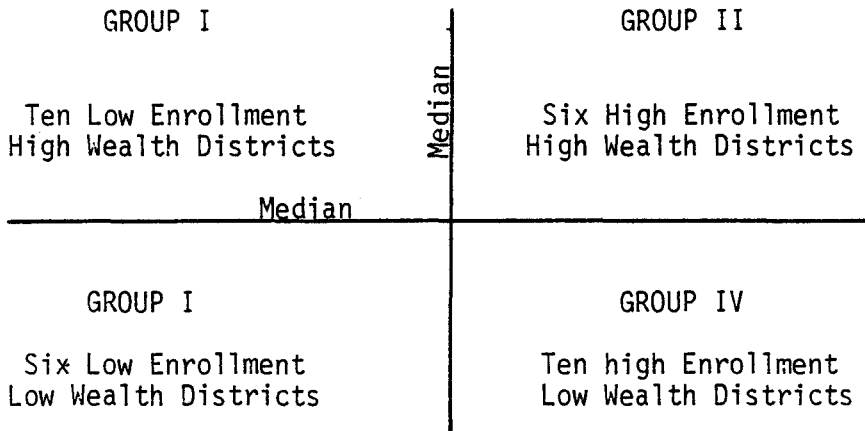
Group II included the six districts with more FTE students than the median of the thirty-two districts, and which also had a higher IDW than the median of the thirty-two districts.

Group III included the six districts with less FTE students than the median of the thirty-two districts, and which also had a lower IDW than the median of the thirty-two districts.

Group IV included the ten districts with more FTE students than the median of the thirty-two districts, and which also had a lower IDW than the median of the thirty-two districts.

TABLE 3  
 RANKING OF ELEMENTARY SCHOOL DISTRICTS IN DU PAGE COUNTY, ILLINOIS  
 BY FULL TIME EQUIVALENCY (FTE) ENROLLMENT AND  
 INDEX OF DISTRICT'S WEALTH (IDW)

District and No.	FTE	District and No.	IDW
Downers Grove 58	4482	McAuley 27	\$3,669.29
Villa Park 45	4320	Salt Creek 48	2,852.61
Addison 4	4090	Butler 53	2,824.07
Woodridge 68	3472.5	Gower 62	2,001.38
Lombard 44	3323	Hinsdale 181	1,966.18
Glen Ellyn 41	2983.5	Medinah 11	1,815.36
Marquardt 15	2561.5	Puffer-Hefty 69	1,499.35
Hinsdale 181	2479.5	Lombard 44	1,491.92
Darien 61	2478	Bensenville 2	1,439.39
Glen Ellyn 89	2432.5	Maercker 60	1,331.61
Queen Bee 16	2366	Glen Ellyn 41	1,323.95
West Chicago 33	2332.5	Bromberek 65	1,296.44
Bensenville 2	2056.5	Wood Dale 7	1,291.90
Carol Stream 93	1399	Roselle 12	1,224.26
Bloomingtondale 13	1312	Downers Grove 58	1,182.42
Keeneyville 20	1132	Addison 4	1,099.96
Wood Dale 7	1119.5	Itasca 10	1,088.24
Itasca 10	1020	Benjamin 25	1,077.76
Maercker 60	945	West Chicago 33	1,062.46
Center Cass 66	788.5	Glen Ellyn 89	1,011.33
Medinah 11	767.5	Center Cass 66	928.66
Salt Creek 48	764	Palisades 180	922.40
Cass 63	722	Winfield 34	904.35
Gower 62	687	Villa Park 45	897.87
Roselle 12	666	Carol Stream 93	880.54
Palisades 180	528.5	Bloomingtondale 13	815.18
Butler 53	521	Cass 63	781.82
Winfield 34	464.5	Marquardt 15	753.76
Benjamin 25	451.5	Kenneyville 20	727.16
Puffer Hefty 69	442	Darien 61	666.31
Bromberek 65	192.5	Woodridge 68	603.58
McAuley 27	24.5	Queen Bee 16	428.86



As shown in the illustration, when the categorization of the school districts by size and wealth was completed in accordance with the definitions for Groups I, II, III, and IV, ten districts were placed in Group I, six districts were placed in Group II, six districts were placed in Group III, and ten districts were placed in Group IV.

#### Random Selection

To select the specific school districts to be included as interview sites, a random selection, in the presence of one of the jury members, was made of six districts within each of the four groups. The first four districts drawn were considered primary group members. The last two districts drawn were for use as alternates in case illness or unavailability prohibited a district superintendent and elementary school principal in the primary group from participating in this study. Furthermore, since the purposes of this study included the identification and analysis of the actual procedures and practices utilized by superintendents and school boards in the determination of elementary school principals' salaries, it was necessary that those superintendents

and principals who participated in the study be those who had been employed for one year or more as the superintendent and as an elementary principal in the district studied to assure that the participants had experienced a minimum of one principals' salary determination process. Also, since two of the thirty-two school districts employed no principals, and one school district appointed an acting superintendent subsequent to the mailing of the survey questionnaire for this study, it was determined prior to the random selection that if any of these three school districts were selected, the district would be disqualified, and the first alternate would become a participating district; then, if necessary, the second alternate district would be used, etc. Since the two districts without principals were drawn as numbers two and three in the selection of four districts from Group I, and the fourth district drawn had a newly appointed superintendent, the first two alternate districts selected replaced the two districts without principals, and another alternate was drawn to provide the fourth district for the study in Group I. No alternate was needed for Groups II and III. The first alternate district in Group IV replaced a district in the primary group, which, at the time of the study, had recently appointed an acting superintendent.

The random selection process explained above provided four subject districts within each of the four groups that were based on enrollment size and wealth, for a total of sixteen subject districts as the sample of this part of this study. The sixteen superintendents and one randomly selected elementary principal in each of the sixteen districts were the interview subjects in this study. In each case, the superintendent

and the one selected principal were from the same district, thus constituting a pair.

### The Interview

The personal interview technique was selected as the method for obtaining data from the randomly selected superintendents and principals about the procedures and practices used for determining elementary principals' salaries because, according to Kerlinger, "the interview, when coupled with an adequate schedule of pretested worth, is a potent and indispensable research tool, yielding data that no other research tool can yield."<sup>1</sup> Among the advantages of the research interview emphasized by Isaac was that it "provides a means of checking and assuring the effectiveness of communication between the respondent and the interviewer."<sup>2</sup> VanDalen asserted that people are more willing to respond orally than in writing. "In a fact to face meeting, an investigator is able to encourage subjects and to help them probe more deeply into a problem, particularly an emotionally laden one."<sup>3</sup> For all of the reasons above, the personal interview technique was elected. It was used with the aid of a pretested structured interview guide to maintain objectivity during the interview process.

---

<sup>1</sup>Fred N. Kerlinger, Foundations of Behavioral Research, 2nd ed. (New York: Holt, Rinehart and Winston, 1973), p. 487.

<sup>2</sup>Stephen Isaac, Handbook in Research and Evaluation (San Diego: Robert R. Knapp, 1974), p. 96.

<sup>3</sup>Deobold B. VanDalen, Understanding Educational Research (New York: McGraw-Hill, 1966), p. 306.

### Development of Interview Guide

The interview guide instrument was structured primarily with open-ended questions to allow in-depth questioning and a minimum of restraint on the answers and the expression of the respondent. Fixed alternative questions, fixed alternatives questions, and closed questions were also included where appropriate.

The major factor considered in the development of the interview guide was the specific purpose of the study to identify the procedures and practices the school board and superintendent utilized to determine salaries for elementary principals.

The opening questions of the interview were designed as fixed alternative and fixed alternatives questions to determine whether or not the school board had approved procedures for determining principals' salaries and had established criteria for determining compensatory services. The next question asked for the positions of those who participated in the elementary principal salary determination process. To set the stage during the interview for more in-depth responses, open-ended questions were then designed to acquire data about the principal salary determination activities performed by the superintendent, the school board, and the elementary principal. The closing open-ended question was worded to encourage the respondent to talk about the changes he believed should be made to improve the procedures for determining elementary principals' salaries.

The interview guide instrument was validated for content and construct by conducting the interview with two superintendents and two elementary principals of unit districts, and also by its submission to the

six jury members prior to its review by the experts on the faculty of the Graduate School of Education of Loyola University. One suggestion received from a pretest participant was that the respondents be given in writing at the outset of the interview a written definition of compensatory services because of the varying interpretation given by school administrators to the term. This suggestion was heeded and the following definition of compensatory services was handed to the respondents before the questions were asked.

Compensatory services--The services provided by the principal which have been identified as deviating from the district's normal expectation. The services may include quality of performance (merit), scope of responsibility, and/or kind of responsibility for which there is specific monetary payment to the principal.

Illustrations--

quality of performance--outstanding, or below expectations (merit)

scope (amount) of responsibility--number of students, number of teachers supervised, number of buildings supervised, number of classrooms, etc.

kind--student transportation, lunch program, self-contained special education classes, etc.

Other less significant, but helpful, suggestions for revision were received from the pretest respondents, the jury members, and the experts, and were incorporated into the final wording of the guide.

The letter to the jury members seeking their assistance with the review of the interview guide is included in this study as Appendix H, and the guide as used for conducting the interviews appears as Appendix I.

### Scheduling of Interviews

The superintendents and principals randomly selected to participate in this part of this study were contacted by telephone and appointments made to interview the respondents individually in a location and

at a time of their choosing. Each of the sixteen superintendents and sixteen principals affirmatively responded to the interview request, kept their appointments, and granted sufficient time for an unhurried interview.

Interviews were limited to six per day within the same part of the county to conserve travel time. The notes were reviewed at the end of each day and then placed on tape.

### Conducting the Interviews

The introductory part of the instrument included guide-lines designed to provide an open relationship between the respondent and the one conducting the interview. The focus of the study was explained and the method by which the respondent was selected also described. Respondents were assured that responses would be considered to be of a confidential nature. The cordial welcome given by the respondents and the open relationship established at the outset of the interview contributed to the reliability of the data obtained.

The same interview guide and questions were used for the interviews of superintendents and of principals. The interviews were not taped because one of the four individuals who participated in the interview guide pretest stated that his responses would have been different if the interview had been taped. In accordance with the recommendations of Cannell,<sup>4</sup> efforts were made by the interviewer to minimize the limitation of professional and personal threat or embarrassment that requested information may have held for the respondent by following the suggestion

---

<sup>4</sup>U.S. Department of Health, Education, and Welfare, A Summary of Studies of Interviewing Methodology, by Charles F. Cannell, Series 2, No. 69 (Washington, D.C.: Government Printing Office, 1977), p. 9.



of Festinger and Katz that the interviewer maintain "a warmth and responsiveness which expresses itself in a genuine interest in the client and an acceptance of him as a person."<sup>5</sup> As evidence that the level of threat and embarrassment was not an inhibiting factor in the sharing of information by the respondents, some interviewees voluntarily indicated that their remarks would have been the same had the interview been taped.

Notes were taken during the interview and related to the specific number of each question. The interview notes were placed on tape within six to thirty hours after the interview while the details and significant data collected during the interviews were easily remembered. Typed transcriptions were made promptly of the dictated tape-recorded notes and placed in a notebook under the proper category (grouping) of school districts for data presentation and analysis purposes.

#### Presentation and Analysis of Data

General information acquired included the kindergarten enrollment, grades one through eight enrollment, equalized assessed valuation figure, and the tax rates by fund for each of the thirty-two elementary school districts in DuPage County. The general information and item responses from the returned questionnaires were transferred manually to tables and charts. The tables classified the data according to the following variables: size of district based on FTE enrollment, and wealth of district as indicated by the calculated IDW. Such a classification made it possible to compare the responses between the respondents from districts in the four groups based on size and wealth.

---

<sup>5</sup>L. Festinger and D. Katz, eds., Research Methods in the Behavioral Sciences (New York: Holt, Rinehart and Winston, 1953), pp. 337-38.

Information from the interview was compiled on sheets classified according to group, district, position of the respondent, and whether or not the respondent's district had a board approved policy or procedure for determining elementary principals' salaries. This compilation of data made possible the examination and analysis of the relationships between the responses from districts with board approved salary determination policies or procedures and the responses from districts with no board approved policies, procedures, or guidelines. The compilation also made possible a study and an analysis of the extent of agreement and disagreement between the superintendents and the principals regarding the actual processes utilized by the board and superintendent and the roles of elementary principals in determining principals' salaries. An analysis of the roles of the elementary school principals in the determination of their salaries was also made to define 1) their specific areas of involvement, and 2) the extent of consistency with the management team concept espoused by boards of education. More importantly, the information acquired during the interviews of superintendents and principals about the actual procedures and practices utilized to determine elementary principals' salaries was compared and contrasted with the "ought to be" procedures and practices found to be consistently recommended in the literature of theorists and recognized professors. An analysis of the similarities and differences between the "what is" and the "ought to be" revealed the reasons for the existence of consistencies and discrepancies.

Data were placed in table form showing the methods by category which were used by the districts for determining elementary principals'

salaries. The computation of the average percentage of salary increase for each category during the five-year period for 1974 through 1979 made possible a comparison of the percentages of salary increase of one salary determination method with another.

Data needed to ascertain the differences between the elementary principals' salary increase percentage approved by the school board before teacher negotiations were completed and the salary increase percentage approved by the school board after teacher negotiations concluded were obtained from the thirty-two elementary districts in the population for the five school year period of 1974-75 through 1978-79. These data were placed in table form showing the three categories of before, with, and after. The average percentage of salary increase for each of the three categories during the five-year period was calculated and a comparison made of the three five-year averages. The mean percentage increase in the elementary principals' salaries for each of the participating districts was examined for a five-year period in order to establish salary trends and to see if a relationship existed between the mean salary increase and selected variables, i.e., method of salary determination, size and wealth of district, and timing of salary determination.

Tables, charts, figures and graphs were developed and included in the study to assist with analysis, interpretation, and portrayal of the data. Recording of the data from the participating districts in one-dimensional and multi-dimensional tables assisted in comprehending the significance of the relationship of the variables presented and analyzed. Figures and graphs were used to present variable data in a visual form to assist with identification of trends. Relationships were consequently

more obvious and meaningful for comparison purposes in the analysis and interpretation of the data.

From the analysis of the data, analytical processes were identified and are presented in the final chapter to aid in 1) the identification of the problems and pitfalls in the procedures and practices utilized by superintendents and school boards in determining elementary school principals' salaries, and 2) the development of recommendations for avoiding the identified problems and pitfalls.

In summary, the focus of the analysis was on:

1. the actual processes and procedures utilized by school boards and superintendents to determine elementary school principals' salaries, as compared and contrasted with that which is consistently recommended in the literature,
2. the timing of the approval of elementary school principals' salaries in relation to the completion of teacher negotiations, and
3. the role of the elementary school principal in the determination of his salary.

## CHAPTER IV

### PRESENTATION AND ANALYSIS OF DATA

The general purpose of this study is to examine and analyze the procedures and practices used by selected elementary school districts of DuPage County, Illinois to determine elementary school principals' salaries, and to compare the most consistently recommended procedures in the literature for determining elementary principals' salaries with the actual procedures and practices utilized by superintendents and school boards of the elementary school districts in the population of this study. Secondary purposes include ascertaining if relationships exist between selected variables and the percentage of annual salary increase of elementary school principals.

This chapter presents the collected research data and an analysis and interpretation of the data compiled from the responses to a salary survey questionnaire (APPENDIX G) and a structured personal interview (APPENDIX I) of principals and superintendents. Responses are shown in tabular form and are related to the five major purposes of this study.

The chapter is divided into five principal sections. Each of the five sections is related to one of the five major purposes of this study. The purposes are dealt with independently by stating the purpose, presenting the collected data, and analyzing the information. Where appropriate, the analysis relates the collected research data to the

consistently recommended procedures identified in the literature for determining elementary principals' salaries.

The full study, while more comprehensive than the material presented here, is still subject to sampling, geographic, and response variation. The data, therefore, should be considered as general information and not as precise and infallible measures.

Major Purpose One - Identify Recommended Procedures  
in the Literature for Determining Elementary  
Principals' Salaries

The first major purpose of this study is to identify from the literature the current role of the elementary school principalship, the historical approaches and the current trends in determining salaries of elementary school principals, and the most consistently recommended procedures and practices for the determination of elementary school principals' salaries.

Research information identifying the current role of the elementary school principalship and the historical approaches and current trends in determining elementary principals' salaries is presented in the first two sections of Chapter II. The last section of Chapter II presents the review and examination process used to identify and then to reduce the commonly held administrative organization beliefs-concepts-goals gleaned from the literature to administrative processes and themes which were deemed as embodying the major components of consistently recommended procedures for determining elementary principals' salaries. The seven deduced recommended administrative processes, which were identified in the review of administrative process theory literature in Chapter II, pages 91-99, as being applicable for determining elementary

principals' salaries, are restated below to evidence the fulfillment of Purpose One within this chapter which presents and analyzes the collected research information and data. The supporting major administrative process theme is given in parenthesis following each recommended administrative process.

1. School board and superintendent determine that board and administrative actions will manifest value of caring (Discipline of Caring)
2. School board and superintendent determine to include principals as members of the management decision-making team (Discipline of Caring)
3. School board and superintendent determine that two-way communications are to be maintained between the principals, superintendent, and school board (Discipline of Caring)
4. School board adopts written comprehensive personnel policies (Policy Development Reflects Discipline of Caring)
5. School board adopts clearly stated job descriptions developed jointly by the superintendent and principals (Policy Development Reflects Quality Control)
6. School board adopts a formal evaluation policy developed jointly by the superintendent and principals (Quality Control Policy Reflects Discipline of Caring)
7. School board adopts a formal salary determination policy designed jointly by the superintendent and principals (Policy Development Reflects Discipline of Caring)

Figure 1 provides a sequentially arranged (bottom to top) conceptualization of the seven recommended administrative processes, which were listed on the previous page, to portray the prerequisite aspect for their individual successful implementation. The dotted lines and arrows are intended to show that the continuation of each of the first three processes by the school board and superintendent is paramount to the effective accomplishment of the end goal of determining elementary principals' salaries in accordance with the processes recommended in administrative process literature. It is recognized, however, that the behavior of the superintendent and the school board need not demonstrate a conscious attempt to conform to a prescribed norm--the effectuation of

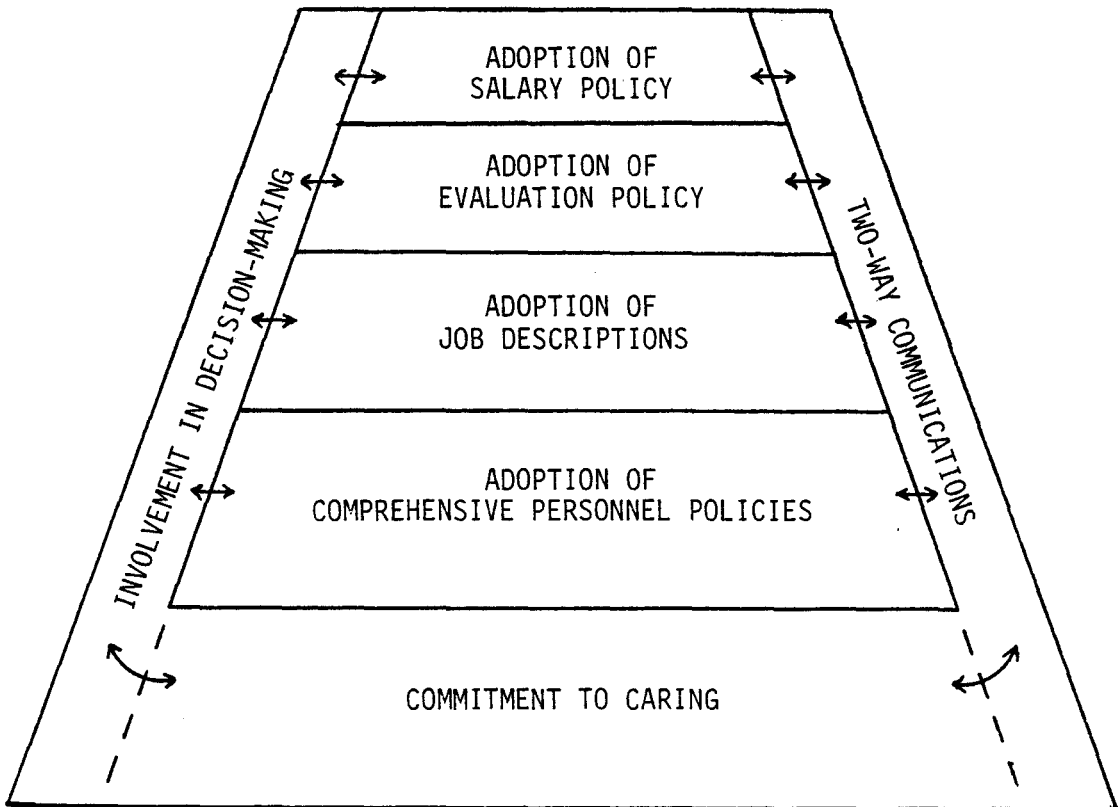


Figure 1. Conceptualization of school board action prerequisites to adoption of elementary principals' salary determination policy.



the recommended administrative processes--in order to successfully actualize the beliefs-concepts-goals which undergird the recommended administrative processes components; for, it is opined that the recommended administrative processes model presented herein for determining principals' salaries will be most successfully implemented by the board and superintendent, who, as an administrative unit, naturally practice the discipline of due care, include others in decision-making, and open and maintain two-way communication channels with others.

Major Purpose Two - Identify and Analyze Actual  
Procedures Utilized by Superintendents and  
School Boards in Determining Elementary  
Principals' Salaries

The second major purpose of this study is to identify and analyze actual procedures and practices utilized by superintendents and school boards in the determination of elementary school principals' salaries.

Secondary purposes are:

- 2a. to identify and analyze the actual role of the elementary school principal in the determination of his salary;
- 2b. to identify and analyze the actual process utilized by the district superintendent in the recommendation of elementary school principals' salaries;
- 2c. to identify and analyze the actual process utilized by the board of education in the determination of elementary school principals' salaries;
- 2d. to identify the extent of agreement and disagreement between the superintendent and principals (2a., 2b., and 2c.) on the actual processes utilized by the board and superintendent and the actual roles

of the elementary school principals in the determination of their salaries.

Thus, this section of Chapter IV presents and analyzes information about the actual procedures and activities of superintendents, principals and school boards in determining the salaries of elementary school principals, and then relates and analyzes the information from the interviewed respondents to identify the extent of agreement and disagreement between the responses of the superintendents and the principals about the actual processes used to determine the elementary principals' salaries.

The research data for Purpose Two were collected via a structured personal interview of sixteen paired superintendents and elementary principals randomly selected from the population source of this study. The procedures used to collect the data were reported in depth in Chapter III. The personal interview guide questions were structured to obtain information for the four secondary purpose areas which would enable one to accomplish Major Purpose Two of this study. Each of the secondary purposes of Major Purpose Two serves as a sub-sectional heading to facilitate the presentation and analysis of the information in a logical and organized format.

#### 2a. Actual Role of Elementary Principals in Determination of Their Salaries

The specific purpose of this part of this study is to identify and analyze the actual role of the elementary school principal in the determination of his salary. Question number six of the personal interview guide (APPENDIX I) was worded specifically to secure data which would

indicate explicitly the elementary principal salary determination process activities in which principals of sixteen randomly selected elementary districts of DuPage County, Illinois, had participated. The sixteen district superintendents and one elementary principal from each of the selected sixteen districts were asked the question, "What activities are performed by the district's elementary school principals in the determination of their salaries?" The word activities in the question was used in lieu of role to encourage the respondent to recall the principal salary determination process utilized in the district in terms of specific principal participatory activities (steps), or occurrence of actions, because responses providing objective data were sought rather than perceptions, which would tend to provide information containing a greater degree of subjectivity.

#### Interview Data

The transcribed responses of the superintendent and principal interviewees were studied carefully to identify the most common salary determination activities in which the elementary principals had participated. Vague recollections about participatory actions were not recorded. Six activities were found to be representative of all of the various principal salary determination participatory activities reported by the respondents. The six involvement activities are listed in Table 4. The frequency of occurrence per activity within each of the four district population groups based on size and wealth were tabulated from the transcribed interview responses and are reported in Table 4. No effort was made at this point in the study to compare the extent or level of agreement between the responses of the superintendent and

TABLE 4  
 FREQUENCY OF ELEMENTARY PRINCIPALS' INVOLVEMENT IN MAJOR  
 ACTIVITIES IN DETERMINATION OF THEIR SALARIES

Involvement Activities of Principals	Respondents.	Frequency of Involvement			
		Group* I	Group -II	Group III	Group IV
Write annual goals	Pairs**	1	0***	0	2
	Supt.	0	1	0	1
	Prin.	0	0	1	0
Set mutual goals with superintendent	Pairs	1	1	1	2
	Supt.	0	1	0	0
	Prin.	0	0	1	0
Have evaluation conference with superintendent	Pairs	3	4	2	4
	Supt.	0	0	1	0
	Prin.	0	0	1	0
Meet individually with superintendent	Pairs	2	0	2	1
	Supt.	0	1	2	0
	Prin.	1	0	0	0
Meet as a group with superintendent	Pairs	0	2	0	2
	Supt.	0	0	2	0
	Prin.	0	0	0	1
Meet individually or as a group with board	Pairs	1	0	0	0
	Supt.	0	0	0	0
	Prin.	0	1	0	0

\* Group I represents those districts with low FTE and high IDW, Group II with high FTE and high IDW, Group III with low FTE and low IDW, and Group IV with high FTE and low IDW.

\*\* A pair means the superintendent and the principal from the same district indicated the principal was involved in the activity.

\*\*\* 0 means no data were available or the respondents indicated the activity did not occur.

principal within the same school district. However, when the responses of both the superintendent and the principal from the same district indicated that the principal was involved in the same activity listed in Table 4, the two responses were combined and are recorded as one "Pair" in preparation for the identification and analysis of the agreement level later in this chapter. The numerals one through four on the

"Pairs" lines in the table represent the number of pairs (districts) where the responses of the superintendent and principal were in agreement. The numerals, one through four, on the "Supt." and "Prin." lines represent respectively the number of districts where the superintendents only and the principals only indicated involvement in the activity. As noted below the rule line of the table, a zero (0) means no data were available or the respondents indicated the activity did not occur.

If the respondent described any participation which was identical or similar to one or more of the six activities listed in Table 4, the principal was considered to have been involved in the activity(ies). An examination of the data in Table 4 revealed that of the sixteen pairs (a superintendent and principal from the same district constitute a pair) interviewed, one pair in Group I and two pairs in Group IV indicated that principals "write annual goals" as a participatory activity in the determination of elementary principals' salaries; whereas, one superintendent only in Groups II and IV each, and a principal in Group III responded that the principals write annual goals.

Five pairs from the four groups of districts and one superintendent and one principal from separate districts reported that elementary principals are involved in "setting mutual goals with the superintendent."

The most common salary determination activity involving elementary principals, according to the interviewees, was the participation in an "evaluation conference with the superintendent." Thirteen of the sixteen pairs indicated their districts conduct such a conference. Of the three remaining districts, one superintendent and one principal from two

separate districts reported the principal meets with the superintendent in an evaluation conference. The superintendent of the sixteenth district stated that "there is no formal evaluation of the principal, nor is there an evaluation report given to the board by the superintendent." The principal of that district concurred with the superintendent's statement.

"Meeting with the superintendent individually" was the second most common activity in which elementary principals were involved during their salary determination process. Two pairs in Groups I and III each, and one pair in Group IV, indicated a meeting of the superintendent with each elementary principal was held to discuss salary related matters of concern to the principal and the superintendent. Three superintendents and one principal, each representing a different district, reported that principals met individually with superintendents.

Two superintendent and principal pairs in Groups II and IV each indicated the principals in their four districts "meet as a group with the superintendent." The transcribed information of these eight interviews showed that none of these respondents said the principals in their districts also meet individually with the superintendent. One of the two superintendents in Group III and the principal in Group IV indicated their elementary principals meet with the superintendent individually and as a group.

One pair reported that the principals "meet individually or as a group with the board" during the principal salary determination process. It was noted that this district was one of the smallest districts in enrollment size of the population source and employs two elementary school

principals. It is the same district as the one which conducts no formal evaluation of its principals. The superintendent stated during the interview that he, the superintendent, "is not involved in determining principals' salaries," and that "the board should dispense with the principals meeting with the board negotiation committee." Superintendents in Groups II and III each credited the principals with being involved in two more activities than did the principals.

There were thirty-seven principal responses and forty superintendent responses which indicated principal involvement in the activities leading to the determination of elementary principals' salaries.

#### Analysis of Data

The data in Table 4 are an objective summary tabulation of the responses of superintendents and principals to an open-ended interview question about the activities performed by elementary principals in the determination of their salaries. Various opinions among the interviewees as to what specifically constituted an activity in the salary determination process probably resulted in the involuntary omission of some activities in some of the responses. Consequently, the recorded frequency level of some of the activities is most likely lower than the number of activities which actually occurred. Also, since the information sought was about happenings which had generally occurred from several months to one or more years ago, one would expect that the respondents were not completely successful in retrieving from their memories all of the salary determination activities in which they had participated. For the above reasons, the analysis of the data is reported in generalities.

Some of the principal interviewees had difficulty separating their evaluation process experiences from their salary determination process experiences, to wit, the response of one principal, "Principals meet with the superintendent individually for an evaluation conference. Other than this activity there is none specifically performed by the principal in the determination of his salary." For those principals whose salary was determined on a partial or total merit basis, it was understandable that they might have associated an annual evaluation conference with the superintendent so closely with the salary determination process that the two seemed inseparable. Experience shows that the holding of an evaluation conference during the salary determination process increases the likelihood that the salary will become a factor contributing to job dissatisfaction, unless the evaluation and salary determination processes are those which are not only understood by the principals, but also are those in which they had a part in designing.

Significantly, none of the sixteen respondent principals cited negotiations, either individually or collectively, with the superintendent, the school board, or a board representative, as an elementary principal salary determination activity in which they had participated. Consequently, negotiations was not included in the activity list in Table 4. The interview responses of two superintendents, which indicated that no negotiations were held with the principals, were noted to be in contrast with the superintendents' answers given in reply to item one of the salary survey questionnaire (APPENDIX G), which indicated the two districts individually negotiated principals' salaries.



It appeared that elementary principals write annual goals primarily because they are requested to do so, for each of the three pairs who reported that principals write annual goals also indicated goals are set mutually with the superintendents. It was noted that the writing of goals was referred to by only two other superintendents and one principal. Assuming that goals were utilized by principals in only those districts where either the superintendent and/or the principal indicated, less than one-half (7 out of 16) of the principals set goals.

An analysis of the data in Table 4 also revealed that 87.5 percent of the principals and superintendents interviewed considered the principal's evaluation conference to be an activity of the salary determination process. Of the sixteen districts in the interview sampling, eleven superintendents had indicated in the salary survey questionnaire that the method used to determine principals salaries was open-ended (merit), and two additional superintendents used a combination of an index and open-ended method. Since the salaries of 81.3 percent of the interviewed principals were determined by an open-ended method, either in part or total, the 87.5 percent inclusion of the evaluation conference as a salary determination activity was considered to be consistent with the high percentage of salaries determined on an open-ended basis.

Apparently, whether or not principals have an opportunity to meet individually with the superintendent about salary concerns was related to enrollment size, for a review of Table 4 clearly shows a cluster of individual meeting activity in Groups I and III, the two low enrollment groups of the population source. Supporting this view was the fact that the two largest enrollment districts, Groups II and IV, contained nine

out of eleven of the responses which indicated principals meet with the superintendent as a group. A probable reason for the relationship between individual meetings of principals with superintendents and the enrollment size was that the superintendents of the larger enrollment districts simply have less time available per employee for personnel matters than the superintendents of the smaller districts. The frequency of responses to the two meeting activities in Table 4 also indicates that six of the eight superintendents of the eight smaller enrollment districts (Groups I and III) granted individual meetings in contrast to only four of eight superintendents of the larger enrollment districts (Groups II and IV). The frequency data for the individual and group meetings with the superintendent also show that the wealth of a district did not function as an intervening variable determining whether or not there were individual and/or group meetings with the superintendent.

Only one superintendent interviewee reported that principals may meet with the school board to talk about their salary related concerns, and in that situation the superintendent, as reported earlier in this dissertation, would like the practice to be discontinued. The paired principal interviewee of the district also reflected his discontent for the existing salary determination procedures when he remarked during the interview, "The whole process as it is now, is mystic."

It was obvious to the interviewer that the superintendents were usually more desirous than were the principals that their responses not exclude any principal participatory activity in the process utilized to determine elementary principals' salaries. Therefore, the greater number (by 3) of the superintendent responses than principal responses

indicating principal involvement was considered to be attributable to the possibility that some of the superintendents may have experienced during the interview a slight professional threat or embarrassment when the superintendents concluded that their responses may be interpreted as evidencing minimum principal involvement. Furthermore, since the interviewed principals generally desired an increase in the participatory role in the salary determination process (see Table 10), it seemed likely that the principal interviewees might have unconsciously minimized, therefore, their true level of participation.

The lower participation level of principals in their salary determination process in Group I than in Groups II, III, and IV reported by the interviewed superintendents and principals was clearly related to the "no involvement" response of one principal in Group I. The responses of the pair of interviewees from this particular district indicated that the superintendent and principal are involved in only one principal salary determination activity each--a meeting of principals with the school board in the presence of the superintendent--while each of the other fifteen pairs averaged a total of five principal and superintendent responses indicating principal involvement in the salary determination process.

In summary, the primary involvement activities of principals in the principal salary determination processes of the selected districts were shown by the recorded responses of the interviewed principals and superintendents in Table 4 to be 1) writing and setting mutual goals with the superintendent, 2) having an evaluation conference with the superintendent, and 3) meeting individually or as a group with the superintendent.

The extent of elementary principal satisfaction and dissatisfaction with the procedures utilized by superintendents and school boards in determining principals' salaries is analyzed later in this chapter.

#### Implications of Principal Involvement (Table 4)

The implications of the findings of the research data pertaining to principal involvement in the principal salary determination process are:

1. Principals have the opportunity to demonstrate leadership and accountability to the superintendent and school board by voluntarily utilizing goals for operation of their schools.
2. The responses of the elementary principals appeared to indicate that the principals were marginally satisfied with their level of participation by having an opportunity in the past to meet with the superintendent individually, or as a group, about their salary concerns. Thus, they were unwilling to press the superintendents and school boards for negotiation.
3. The conducting of the principal's evaluation conference during the salary determination process increases the likelihood that the salary will contribute to job dissatisfaction (become a Herzberg hygiene factor, Chart II).

#### 2b. Actual Process Utilized by Superintendents in Recommendation of Elementary Principals' Salaries

The specific purpose of this part of this study is to identify and analyze the actual process utilized by the district superintendent in the recommendation of elementary school principals' salaries.

Question number four of the personal interview guide (APPENDIX I) was worded purposefully to obtain data from the interviewees which would make it possible to identify the steps superintendents in selected school districts of DuPage County, Illinois, take during the principal salary determination process. The following question was asked of the sixteen superintendent and principal paired interviewees: "What activities are performed by the superintendent in the determination of the district's elementary school principals' salaries?"

#### Interview Data

The transcribed interview information of the sixteen superintendents and sixteen principals was reviewed to identify the most common activities of the superintendent which were related to the principal salary determination process. Within the responses of the interviewees, ten specific activities were considered to be representative of those in which superintendents had been participants. The ten activities and the frequency of the superintendents' involvement per activity within each of the four district population groups based on size and wealth were gleaned from the transcribed interview responses and are recorded in Table 5. As in Table 4, the numerals represent the frequency of pairs where the responses of the superintendent and principal were in agreement, and where the responses of a superintendent/principal pair were not alike, participation in an activity was recorded on the "Supt." or "Prin." line. A zero (0) means no data were available or the respondents did not say that the activity occurred.

TABLE 5  
 FREQUENCY OF SUPERINTENDENTS' INVOLVEMENT IN MAJOR ACTIVITIES  
 IN DETERMINATION OF ELEMENTARY PRINCIPALS' SALARIES

Involvement Activities of Superintendent	Respondents	Frequency of Involvement			
		Group I	Group II	Group III	Group IV
Provides goals for principal	Pairs	1	0	0	1
	Supt.	0	0	0	0
	Prin.	0	0	1	0
Sets mutual goals with principal	Pairs	1	1	1	2
	Supt.	0	1	0	0
	Prin.	0	0	1	0
Holds evaluation conference with principal	Pairs	3	4	2	4
	Supt.	0	0	1	0
	Prin.	0	0	1	0
Reviews current salary study information	Pairs	0	2	2	0
	Supt.	2	1	1	1
	Prin.	0	0	0	0
Meets with principals individually	Pairs	2	0	2	1
	Supt.	0	1	2	0
	Prin.	1	0	0	0
Meets with principals as group	Pairs	0	2	0	2
	Supt.	0	0	2	0
	Prin.	0	0	0	1
Confers with district assistants	Pairs	0	1	0	0
	Supt.	0	2	0	2
	Prin.	0	0	0	1
Attends joint meeting of principals and board	Pairs	1	0	0	0
	Supt.	0	0	0	0
	Prin.	0	1	0	0
Develops/submits recommended salaries to board	Pairs	3	4	4	4
	Supt.	0	0	0	0
	Prin.	0	0	0	0
Notifies principals of approved salaries	Pairs	3	4	4	4
	Supt.	0	0	0	0
	Prin.	0	0	0	0

A comparison of the list of involvement activities of principals in Table 4 with the list of involvement activities of the superintendent in Table 5 revealed that the activities taken from Table 4 and listed below also appear in Table 5.

<u>Activities of Principals Taken From Table 4</u>	<u>Activities of Superintendent Which Also Appear in Table 5</u>
Set mutual goals with superintendent	Sets mutual goals with principal
Have evaluation conference with superintendent	Holds evaluation conference with principal
Meet individually with superintendent	Meets with principals individually
Meet as group with superintendent	Meets with principals as a group
Meet individually or as a group with board	Attends joint meeting of principals and board

The overlapping occurred due to the fact that if a salary determination activity of the principal involving the superintendent was of sufficient importance to be listed in Table 4 as an activity of the principal performed in cooperation with the superintendent, then, it was concluded that the placing of the same activity in the superintendent's table of activities, Table 5, was justified. Furthermore, by including the five overlapping activities in each of the two tables, the data in each table are complete, and thus give the reader a clearer visual picture of the activities of the principals and the superintendent than if one had to review the two tables separately and simultaneously in order to analyze the involvement activities of principals and superintendents in the determination of principals' salaries.

According to the respondents, it was highly unusual for a superintendent to "provide goals for the principal." Only two superintendents and three principals, that is, 5 of the 32 interviewees, or 15.6 percent, reported this kind of activity. "Goals set mutually with principals" involved an additional four superintendents and three principals. When the numbers of respondents recorded in the first two activities listed in Table 5 were added, there was a total of 12 individuals of the 32, or 37.5 percent, which indicated that superintendents were participating in goal setting activities. The 12 individuals included 5 pairs, one superintendent, and one principal, and represented seven, or 32.8 percent, of the districts.

The "holding of an evaluation conference" with principals by the superintendent occurred in 13 of the 16 districts, or 81.3 percent, when responses of pairs are counted. By including the separate responses of one superintendent and one principal, each from different districts, the occurrence of the evaluation conference activity was raised to 93.8 percent of the districts.

The activity of "reviewing of current salary study information" was considered significant enough for nine superintendents of the sixteen districts to refer to the activity as being involved in the salary determination process. The principal interviewees from five of the districts represented by the nine superintendents did not mention the review of salary study information as an activity of the superintendent.

The same superintendents and principals reported in Table 4 to be involved in a "meeting with the superintendent as individuals or as a



group", were also reported to be involved in the corresponding activities in Table 5.

The five superintendents and two principals who indicated that the superintendent "confers with district assistants" about principals' salaries represented the two groups of districts with the larger enrollments.

Interview responses of fifteen of the sixteen pairs of superintendents and principals, or 93.8 percent, showed that the superintendent "submits recommended salaries to either a review committee of the school board, or to the full board."

Elementary principals of fifteen of the sixteen districts are "notified of their school board approved salaries" by the superintendent. The district of exception was the same district as the one of which the superintendent and the principal reported the school board meets with the principals with the superintendent in attendance.

#### Analysis of Data

Of the ten principal salary determination activities of the superintendents listed in Table 5, elementary principals were involved in six (60 percent); whereas, the superintendents participated in five out of six (83.3 percent) of the activities of the principals listed in Table 4. It was expected that the superintendents would be more involved than the principals in the activities determining principals' salaries, since the superintendent's involvement includes not only those activities involving the principals, but also his contact with the school board to obtain board approval of principals' salaries.

The total number of superintendent interview responses indicated that the superintendents participated in the ten salary determination

activities in Table 5 eighty-one times out of a possible 160, in contrast to seventy-two times cited by the principals. It was conjectured that the superintendent responses crediting the superintendents with participation in the principals' salary determination process were greater in number than the interview responses of the principals indicating superintendent involvement, because of the probability that the salary determination activities experienced by the superintendents assisted them in the recall of the activities in which they were actually involved; whereas, the principals could not have included in their responses the activities of the superintendent about which the principals had no knowledge.

The lower participation level of superintendents and principals in Group I than in the other three groups was clearly attributable to the participation of one of the Group I superintendents in only one activity of the ten activities listed in Table 5. In contrast, the other fifteen superintendents averaged an involvement level of five activities each.

The analysis of the responses recorded in Table 4 indicated a relationship between enrollment size and whether or not principals met individually, or as a group, with the superintendent to discuss principals' salary concerns. The same relationship appears in the same activities of the superintendent in Table 5 and for the same rationale. The total responses of the interviewees on a group basis shows that the respondents of the larger enrollment districts, Groups II and IV, reported slightly more activity involvement of the superintendent than did the respondents of the smaller districts. Upon examination it was concluded that the difference was primarily attributable to the fact that the

superintendents of the smaller districts were less likely to have district assistants with which to confer about principals' salaries, and consequently, were less likely to report superintendent involvement for that activity. Therefore, the slightly greater involvement of the superintendents of the larger districts than the superintendents of the smaller districts was considered to be of no significance.

Disagreement among the pairs of superintendents and principals as to whether or not a superintendent was involved in a salary determination activity was most prevalent for the two activities in which a superintendent could be involved without the principals' awareness; namely, whether or not the superintendent "reviews current salary study information" and "confers with district assistants." For each of these two activities, there was disagreement between the members of five pairs out of the sixteen, or 31.3 percent. Total agreement of the responses existed within the sixteen pairs as to whether or not the superintendent "submits recommended salaries to the board" and "notifies principals of approved salaries." Experience shows that it is usually general knowledge among principals as to whether the superintendent or a subcommittee of the board submits recommended principal salaries to the board, and certainly, each principal would be aware of who notified him of the board approved salary.

The primary involvement activities in the principals' salary determination processes of the superintendents of the selected districts were shown by the recorded responses in Table 5 of the interviewed principals and superintendents to be 1) setting mutual goals with principals, 2) holding evaluation conference with principals, 3) reviewing current

salary study information, 4) meeting with principals individually or as a group, 5) submitting and defending recommended salaries of principals to the board, and 6) notifying the principal of the board approved salary.

#### Implications of Superintendent Involvement (Table 5)

The implications of the findings of the research data relative to superintendent participation in the activities of the principals' salary determination process are:

1. District goals of the superintendent would be more likely, and more definitively, accomplished if the superintendent were to encourage and assist the principals in the utilization of goals by providing annual goals for the principals and/or setting mutual goals with the principals, and by providing in-service training in the development and accomplishment of goals.
2. A greater usage of managing schools by goals will provide for more principal involvement in long range planning and result in more quantifiable evidence of a principal's accomplishments during the evaluation and salary determination processes.
3. Superintendents are in need of increasing their awareness of current principal salary study information as a check on the adequacy of the salaries of elementary principals in relation to providing for their basic needs.
4. The superintendent, regardless of the size of the school district, should make provision for principals to meet with the superintendent, or his supervisory designee, individually, as well as by group, pertaining to the principal's salary related concerns, in order to

minimize hygiene factors (Chart II) related to salary and maximize motivation factors through involvement.

2c. Actual Process Utilized by Boards of Education  
in Determination of Elementary  
Principals' Salaries

The specific purpose of this part of Purpose Two is to identify and analyze the actual process utilized by the board of education in the determination of elementary school principals' salaries.

Question number five of the personal interview guide was worded as shown in APPENDIX I to obtain data from superintendents and principals which would make it possible to identify the involvement activities of boards of education of selected school districts in DuPage County, Illinois, in the elementary principal salary determination process. The following question was asked of the sixteen pairs of superintendents and principals: "What activities are performed by the board of education in the determination of the district's elementary school principals' salaries?"

Interview Data

The transcribed interview information from the sixteen paired respondents was studied to identify the most common involvement activities of the boards of education which were specifically related to, and a part of, the principal salary determination process. Seven activities were found to have been reported which were representative of the salary determination processes involving school boards. The seven activity descriptors are listed in Table 6. The frequency of school board involvement activities in the elementary principals' salary determination

process in the districts served by the interviewed superintendents and principals was taken from the transcribed interview responses, categorized by activity descriptor in Table 6, and recorded in one of the four district population groups based on size and wealth.

A review of the data in Table 6, Groups II and IV, reveals that seven superintendents representing the larger districts indicated their school boards "provide guidelines to the superintendent" for determining

TABLE 6  
FREQUENCY OF SCHOOL BOARDS' INVOLVEMENT IN MAJOR ACTIVITIES  
IN DETERMINATION OF ELEMENTARY PRINCIPALS' SALARIES

Involvement Activities of School Board	Respondents	Frequency of Involvement			
		Group I	Group II	Group III	Group IV
Provides guidelines to superintendent	Pairs	0	2	1	2
	Supt.	1	2	1	1
	Prin.	0	0	0	0
Meets with principals individually or as group	Pairs	1	0	0	0
	Supt.	0	0	0	0
	Prin.	0	1	0	0
Committee considers salaries recommended by superintendent	Pairs	1	1	1	1
	Supt.	1	0	0	0
	Prin.	0	0	0	0
Approves committee recommended salaries	Pairs	2	0	1	0
	Supt.	1	0	0	0
	Prin.	0	0	0	1
Approves superintendent's recommended salaries <u>with</u> changes	Pairs	0	0	0	2
	Supt.	0	2	1	1
	Prin.	0	1	1	0
Approves superintendent's recommended salaries <u>without</u> changes	Pairs	1	1	1	1
	Supt.	0	1	1	0
	Prin.	1	2	1	0
Notifies principals of approved salaries	Pairs	1	0	0	0
	Supt.	0	0	0	0
	Prin.	0	0	0	0

elementary principals' salaries to be recommended to the board. Four principals from the same districts concurred with the responses of the superintendents. Groups I and III, the smaller enrollment districts, had three superintendents and one principal who claimed the school board gave salary determination guidelines of some type to the superintendent.

The responses of a pair and a principal recorded in Table 4, that indicated the principals meet with the school board as part of the salary determination process, also appear in Table 6 indicating the school boards "meet with the principals" about salary concerns. Each of the three respondents emphasized during the interview that the meetings of the principals and the board did not constitute salary negotiations, but rather a sharing of attitudes, concerns, and information.

One pair of respondents in each of the four district groupings and one superintendent in Group I indicated that a sub-committee of the board "considers salaries recommended by the superintendent." Following the committees' reviews of the superintendents' recommended salaries, according to the responses of the superintendents, three of the five sub-committees then submit committee recommended salaries for board approval. The other two sub-committees study the rationale supporting the superintendents' recommended salaries in preparation for the full board's review and approval. In the district referred to earlier where the superintendent was involved only by attending a meeting of the school board and the principals, a sub-committee developed the recommended salaries. The responses of the superintendents indicated that three school boards in Group I and one school board in Group III approve board committee recommended salaries for principals.

Six of the sixteen superintendents, or 37.5 percent, indicated that their school boards "approve the superintendent's recommended principals' salaries with changes." Five of the six superintendents represented the larger enrollment districts (Groups II and IV), and one superintendent served a district in Group III. Two principals in Group IV concurred with their superintendents that the school board approves the superintendent's recommended salaries with changes. One principal in Group II and one in Group III indicated without the concurrence of the superintendents that their school boards change the superintendents' recommended salaries before approval.

Six superintendents indicated the school board approves the superintendent's recommended salaries without changes. Principals, however, were more inclined to believe than were superintendents that the school board makes no changes in the superintendent recommended salaries, for eight principals volunteered that the school board makes no changes in the recommended salaries, while four principals indicated that they believe changes do occur during board approval.

The school board assumes the responsibility of notifying the principals of the approved salaries in only one district. Again, this is the district where the superintendent's only participation in the principals' salary determination process is to sit in on one joint meeting of the principals and the school board.

"Negotiations" was not included in the list of board involved activities because none of the interviewed respondents indicated their school board negotiates salaries with elementary principals.



### Analysis of Data

Seven school boards out of the eight larger enrollment districts "provided principal salary determination guidelines to the superintendent," while only three school boards out of the eight smaller enrollment districts provided guidelines. Evidently, providing guidelines to the superintendent for determining elementary principals' salaries was more important to the school boards of the larger districts than to the school boards of the smaller districts. Assuming that the board-given guidelines were followed by the superintendent, it would seem likely that the school boards of the larger enrollment districts, having given salary determination guidelines to the superintendent, might approve the superintendents' recommended salaries without changes. The data in Table 6 and illustrated in Figure 2, however, show the school boards of the larger enrollment districts were more inclined to make changes in the recommended salaries for elementary principals than the school boards of the smaller enrollment districts (Groups I and III), for five superintendents in the larger enrollment districts (Groups II and IV) indicated that the board made changes in the superintendent's recommended salaries, while only one superintendent of a smaller enrollment district responded that the school board changes the superintendent recommended principals' salaries.

Fourteen of the sixteen paired superintendents and principals agreed that school boards did not include meetings with principals as an activity in the procedures used by school boards to determine elementary principals' salaries. The transcribed interview information did not reflect an expectation of superintendents, or of principals, that school

boards would alter the practice by granting meetings with principals. Thus, it is probable that the communication gap found in the current periodical literature to exist between principals and school boards will continue, or perhaps even widen, and thus increase the interest among principals to join the union in order to utilize collectively their power to bring about meetings with the superintendent or the school board at which they may present their salary related concerns.

According to the responses of the interviewees, 75 percent of the school boards either considered and/or approved superintendent recommended principals' salaries. The other 25 percent of the recommended principals' salaries were submitted by a sub-committee of the school board. Sub-committees were involved in the salary determination process in two of the ten districts in which the board had given guidelines to the superintendent. The activity of a board sub-committee, which considered the superintendent's recommended principals' salaries prior to the full board's review, was only minutely related to the size and wealth of the district. There was one more response among the small enrollment/high wealth districts than in each of the other three district groups. However, whether or not a board sub-committee submits recommended principals' salaries to the full school board was more definitely related to size. As shown in Table 6, three pairs and one superintendent from the smaller enrollment districts indicated the school board "approves committee recommended salaries" in contrast to only one principal's indication in the larger enrollment districts. In summary, the primary activities of the school boards of the selected school districts in this study were shown by superintendent response data in

Table 6 to be 1) the provision of guidelines to the superintendent in ten of the sixteen districts, 2) board sub-committee consideration and/or development of recommended salaries by six of the sixteen districts, and 3) board approval of (a) sub-committee recommended principals' salaries in four (small enrollment) districts of the sixteen, (b) superintendent recommended salaries with changes in six (5 large enrollment and 1 small enrollment) districts of the sixteen, and (c) superintendent recommended salaries without changes in six (3 large enrollment and 3 small enrollment) of the sixteen districts as illustrated in Figure 2.

8 Small FTE Districts Groups I and III		8 Large FTE Districts Groups II and IV	
No Guidelines 5 Districts		Board 3 Districts	Provides Guidelines 7 Districts
Superintendent Recommends 4 Districts	Board Sub-Committee Recommends 4 Districts		Superintendent Recommends 6 Districts
Board Approves Without Changes 3 Districts		Board Approves Without Changes 4 Districts	Board Approves Without Changes 3 Districts
With 1			With Changes 5 Districts

\* No Guidelines

Figure 2. Illustration of Superintendents' Views of School Boards' Involvement in Determination of Elementary Principals' Salaries.

### Implications of School Board Involvement (Table 6)

The implications that can be drawn from the research data in Table 6 relative to school board involvement in the principals' salary determination process are:

1. Since principals' salaries recommended by the superintendents in four (57 percent) of the larger enrollment districts that give salary determination guidelines to the superintendent, are approved by the school board with salary changes, it appears that
  - a. the guidelines are in need of revision to be more effective in assisting the superintendent with preparing recommended salaries suitable to the board,
  - b. the boards may, among many possible factors, have had a low confidence level in the principal salary recommendations of the superintendents, and
  - c. valuable time of some superintendents and school boards may have been wasted in a duplication of effort.
2. If the school boards are sincerely desirous of having functional guidelines for efficiently determining principals' salaries, it is essential that the existing guidelines be revised into well-defined policies and procedures, which when followed, will minimize the time necessary to review the superintendents' recommended principals' salaries before board approval.
3. Since 50 percent of the superintendents of the smaller enrollment districts responded that a sub-committee considers and/or recommends salaries to the full board, evidently some boards of the smaller enrollment districts may spend more time than is necessary in the

actual salary determination process. It is concluded that a board sub-committee's time could be well expended in drafting a well-defined salary determination policy for board adoption, which when approved, would give procedural direction to the superintendent and grant him sufficient latitude for the development of recommended principals' salaries that could withstand board review and be approved usually by the school board without changes.

4. School board alteration of superintendent recommended principals' salaries without justifiable reasons may tend to weaken the two-way confidence and communication relationship between the superintendent and school board.

2d. Extent of Agreement and Disagreement between the  
Superintendent and Principals on the Actual  
Processes Utilized by the Board and Super-  
intendent and the Actual Roles of the  
Elementary Principals in the Deter-  
mination of Their Salaries

The information presented in this part of Purpose Two is an analysis of the extent of agreement and disagreement between the responses of superintendents and principals on the actual processes utilized by their boards and superintendents, and on the actual roles of the elementary school principals, in the determination of elementary school principals' salaries.

The source of the data was the transcribed response information collected during the personal interviews of four superintendents and four principals randomly selected from each of the four groups of eight districts based on enrollment size and wealth and described in Chapter III. Each of the sixteen superintendents, and a principal from each of

the same districts as the superintendents, were asked the same structured and pre-tested questions during an interview in the office of the respondent. The transcribed responses of the superintendents and principals to three open-ended questions of the interview guide were closely examined for the most common involvement descriptors of the activities of the elementary principals, superintendents, and school boards in the determination of principals' salaries. The activity descriptors of the principals, superintendents, and school boards, were placed in tabular form in Tables 4-6, and the frequency with which each activity was found to exist among the responses was recorded within the appropriate table and classified in a district group based on size and wealth. The data for each activity descriptor in Tables 4-6 were presented and analyzed in the three preceding parts of Purpose Two in this chapter.

To assess in generalities the extent of agreement and disagreement between the responses of the interviewed superintendents and principals on the actual processes used by school boards and superintendents, and the actual roles of elementary principals, in the determination of their salaries, the number of activity descriptors listed in each of the Tables 4-6 was multiplied by four, the number of districts (pairs) in each of the four district groups based on size and wealth. The product was considered to be the maximum number of times that the responses of the pairs in each group could be in agreement about the activity involvement of either the principal, the superintendent, or the school board, in the elementary principal salary determination process. The numbers of paired responses for the activity descriptors were then added for each group separately in each table (Tables 4-6), and the sum of each

group in each table placed as the numerator over the maximum number of times agreement could occur, as the denominator. The fractions were then converted to percentages, and the percentages recorded in Table 7 to assist one with the determination of the extent of agreement between principals and superintendents on the involvement of principals, superintendents, and school boards in determining elementary principals' salaries. The higher percentages were considered as having indicated a higher level of agreement than the lower percentages.

### Involvement Activities of Elementary Principals

A review of the data in Table 7 revealed that the highest level of agreement between superintendents and principals pertaining to the "involvement activities of principals" in the determination of their

TABLE 7

PERCENTAGE OF SUPERINTENDENTS AND PRINCIPALS IN AGREEMENT ON PRINCIPALS' INVOLVEMENT IN MAJOR ACTIVITIES IN DETERMINATION OF ELEMENTARY PRINCIPALS' SALARIES

Involvement Activities	Percentage of Agreement			
	Group I	Group II	Group III	Group IV
Involvement activities of principals (Table 4)	33.3	29.2	20.8	45.8
Involvement activities of superintendents (Table 5)	35.0	45.0	37.5	45.0
Involvement activities of school boards (Table 6)	21.4	14.3	14.3	21.4

salaries existed in Group IV with a 45.8 percent agreement. The next highest level of agreement was in Group I, the low enrollment/high wealth districts. It was concluded that there was no relationship between the level of agreement and the wealth of a district regarding the involvement activities of principals, because the sum of the two percentages of the two groups containing low wealth districts, being 66.6 percent, was considered comparable to 62.5 percent, the sum of the two percentages of the two groups containing high wealth districts. When a comparison was made of the sums of the two percentages for each of the two groups based on enrollment size, it was found that the two groups containing the larger enrollment districts had a 75 percent agreement between the responses of the superintendents and their principals, while the smaller enrollment districts had a much lower agreement level of 54.1 percent. The greatest disparity of agreement within a group between the responses of the superintendents and their principals about principal involvement existed in the smaller enrollment districts with low wealth. The mean FTE enrollment of the four districts in this group (Group III) was about 90 less than the mean FTE enrollment of the four smaller districts in the other low enrollment group (Group I). Therefore, it appeared that the greater difference in agreement between the responses of the superintendents and their principals about the involvement of principals in the determination of their salaries was related to district size. Since experience indicates that the relationship between the superintendent and the principals of a small district tend to be informal, it was concluded that the discrepancy of agreement among the responses of the superintendents and principals in the smaller districts



was attributable to the superintendents classifying certain informal contacts, events, and situations with the principals as a definite activity in the salary determination process, while the principal considered as salary determination activities only those which were more formal. Such a difference in classification of contacts and events would result in less principal responses than superintendent responses indicating principal involvement in the salary determination process. The responses in Group III of the superintendents totaled two more than those of the principals.

#### Involvement Activities of Superintendents

The percentage of agreement data in Table 7 regarding the "involvement activities of superintendents" in the determination of elementary principals' salaries revealed that the level of agreement was 45.0 percent in each of the large enrollment Groups, II and IV. The levels of agreement in the small enrollment Groups, I and III, though not identical, were comparable, namely, 35.0 percent and 37.5 percent, respectively. Furthermore, the combined sum of the percentages given in this part of Table 7 for the two larger enrollment Groups, II and IV, was 90.0 percent, while the sum of the percentages for the two smaller enrollment Groups, I and III, was 72.5 percent. Thus, the data showed a relationship between the enrollment size of a district and the extent of agreement between the superintendents and principals pertaining to the involvement activities of superintendents in the determination of elementary principals' salaries. This finding concurs with that presented in the previous part of this study which indicated that the level of agreement about the involvement of principals was related to district

enrollment size, and also tends to support the rationale given that the greater discrepancy in agreement in the smaller districts is attributable to the informal relationship between the superintendent and principals resulting in principals' classifying certain of their contacts with the superintendent as not specifically related to the principal salary determination process. Overall, the data showed that there was a higher level of agreement between the responses of the superintendents and principals about the involvement activities of the superintendents than about the involvement activities of the principals.

#### Involvement Activities of School Boards

Percentages of agreement data in Table 7 indicated that the responses of superintendents and their principals differed considerably about the "involvement activities of their school boards" in the processes used to determine elementary principals' salaries. It was noted that the percentages of agreement were the greatest in Groups I and IV, each being 21.4 percent and the lowest in Groups II and III, each being 14.3 percent. When the percentages of the two groups including large enrollment districts are added, the percentages of the two groups including small enrollment districts are added, the percentages of the two groups including high wealth districts are added, and the percentages of the two groups including low wealth districts are added, a comparison of the four sums revealed that they are identical, or 35.7 percent each. It was concluded, therefore, that neither enrollment size nor wealth was related to the level of agreement between the responses of the superintendents and their principals pertaining to the involvement activities of school boards in the determination of elementary principals' salaries.

When one compares the level of agreement percentages in Table 7 of each of the involvement activity descriptors--the involvement activities of the principals, superintendents, and school boards--on a group by group basis, it is evident that there was less agreement among the responses of the superintendents and principals about the involvement activities of their school boards, than of their own or each other's involvement activities. As mentioned earlier in this section of this chapter, the low level of agreement between the superintendents and their principals about school board involvement was likely to be related to the principals' lack of knowledge, or even lack of concern, about what the activities were of the school board since interview responses indicated that the principals have little contact with the school board, and were not at the time of the interviews pressing for more contact with the school board.

In summary, the overall low levels of agreement between the interview responses of the superintendents and principals pertaining to the involvement activities of the processes utilized to determine elementary principals' salaries disclosed 1) a low two-way communication level between the superintendents and their principals, 2) a lack of principal knowledge regarding some of the significant salary determination activities of the superintendents and school boards, and 3) superintendents generally considered elementary principals and school boards to be more involved than did the principals.

#### Principals' Satisfaction with the Level of Involvement

The responses of the sixteen superintendents and the sixteen principals interviewed were classified in the appropriate group of Table 8 as

being either "satisfactorily involved," "not involved, and need not be," "unsatisfactorily involved," or "not involved, but should be." An agreement incident was considered to have occurred when the superintendent and the principal from the same district (a Pair) indicated the same level of satisfaction with the principal's involvement in the determination of his salary. A review of the data showed that twelve superintendents (75 percent) indicated satisfaction with the level of principal involvement in the determination of principals' salaries, while only five principals (31.3 percent) expressed satisfaction. Four pairs (25 percent) of the superintendents and principals, were in agreement. If the responses of the two superintendents and the three principals classified as "not involved, and need not be" were considered to have been

TABLE 8

FREQUENCY OF AGREEMENT OF SUPERINTENDENTS AND ELEMENTARY PRINCIPALS  
ON LEVEL OF SATISFACTION OF ELEMENTARY PRINCIPALS WITH THEIR  
INVOLVEMENT IN DETERMINATION OF THEIR SALARIES

Level of Principal Satisfaction with Involvement	Respondents	Frequency of Agreement			
		Group I	Group II	Group III	Group IV
Satisfactorily involved	Pairs	1	0	3	0
	Supt.	1	3	1	3
	Prin.	1	0	0	0
Not involved, and need not be	Pairs	0	1	0	0
	Supt.	0	0	0	1
	Prin.	0	1	1	0
Unsatisfactorily involved	Pairs	1	0	0	0
	Supt.	0	0	0	0
	Prin.	1	2	0	3
Not involved, but should be	Pairs	0	0	0	0
	Supt.	1	0	0	0
	Prin.	0	0	0	1

satisfied with the status quo, then there were fourteen satisfied superintendents (87.5 percent), eight satisfied principals (50 percent), and five pairs (31.3 percent) were in agreement.

The remainder of the responses to the personal interview questions was classified as "unsatisfactorily involved," or "not involved, but should be." Hence, there were two "dissatisfied" superintendents (12.5 percent), eight dissatisfied principals (50 percent) and one pair was in agreement about dissatisfaction.

The data in Table 8 showed that overall there was a considerable discrepancy in the level of agreement between the superintendents and their principals regarding the degree of principal satisfaction with their involvement in the principal salary determination processes. Group I indicated 50 percent agreement, Group II 25 percent, Group III 75 percent, and Group IV had no pairs of agreement. The average percentage of agreement of 62.5 percent for Groups I and III, the smaller enrollment districts, evidenced clearly a relationship between district enrollment size and the extent of agreement between the responses of the superintendents and their principals about the level of satisfaction of elementary principals with their involvement in the processes determining their salaries, for the average percentage of agreement for Groups II and IV was only 12.5 percent. Furthermore, six superintendents and also six principals of the two smaller district enrollment groups indicated principal satisfaction with the level of principal involvement, while among the respondents of the two larger district enrollment groups, all (8) of the superintendents and only two principals indicated principal satisfaction with the level of principal involvement in the

determination of their salaries. Therefore, the extent of agreement between the responses of the superintendents and their principals, and the level of satisfaction of principals with their involvement in the salary determination processes were both much greater in the two smaller district enrollment groups than in the two larger district enrollment groups; and the extent of agreement between the responses of the superintendents and their principals, and the level of principal satisfaction, were each related to district enrollment size.

#### Implications of Extent of Agreement

The implications of the low level of agreement between the superintendents and their principals and the low level of principal satisfaction with their involvement in the determination of their salaries are:

1. Superintendents did not evidence an awareness of the extent, nor of the seriousness, of the disagreement between their estimation of the principals' satisfaction with the principals' involvement in the determination of principals' salaries and the principals' actual feelings of dissatisfaction with what the principals consider to be minimal involvement.
2. It appears that superintendents were not making adequate provision for job satisfiers for their principals in the areas of involvement and two-way open communications related to the principal salary determination process.
3. Superintendents generally evidenced an unawareness that the effects of the two previously cited implications are likely to be an increased interest of elementary principals in pushing the superintendent and school board toward salary negotiations.

Major Purpose Three--Compare and Contrast  
Recommended Procedures in Literature for  
Determining Principals' Salaries With  
Actual Procedures and Practices  
Utilized by Superintendents  
and School Boards

The third major purpose of this dissertation study is to compare and contrast the most consistently recommended procedures and practices deduced from the literature for determining elementary school principals' salaries with the actual procedures and practices utilized by superintendents and school boards.

The last section of Chapter II presented the review and examination process used to identify and then to reduce the commonly held administrative process beliefs-concepts-goals gleaned from the literature to administrative processes which were deemed as embodying the major components of consistently recommended procedures for determining elementary principals' salaries. In all, seven consistently recommended administrative processes considered applicable for determining elementary principals' salaries were identified in the literature and arranged sequentially on a prerequisite basis. Figure 1 (page 126) in the first section of this chapter provides a sequentially arranged conceptualization of the seven recommended administrative processes to portray the prerequisite relationship of the processes and also to show that each process requires school board commitment, action, and involvement. Each of the recommended salary determination processes appears as a sub-sectional heading for the presentation and analysis of related research data in this part of the study.

The research data that are compared and contrasted with the recommended salary determination administrative procedures in the literature

were collected via a structured personal interview of sixteen paired superintendents and elementary school principals. Thus, the principals were from the same districts as the superintendents. The same open-ended questions were asked of each of the interviewees about the activities of the principals, the superintendent, and the school board in the elementary principals' salary determination process. Some of the data gleaned from the transcribed interview responses were presented in tabular form in Tables 4-8. Additional data from the interview responses are presented in Tables 9-15 in this section of this chapter.

1) School Board and Superintendent Determine  
that Board and Administrative Actions  
Will Manifest Value of Caring

The foundational theme found interwoven and emphasized throughout the writings of several of the administration organization theorists and recognized professors was the importance of caring as an ingredient in the administrative decision-making process. For example, "Without it" writes Lessinger, "they [organizations] decline into oligarchies--selfish and self-serving. Caring is the essential ingredient of excellence because care-for-work (whether the work product is a student, a painting, a paragraph, or the art of life) is commitment--commitment not only to growth and actualization but to the integrity and autonomy of the work."<sup>1</sup>

As the community's representative leaders responsible for the management of the local public school system, it is incumbent upon a school board that decides to follow recommended procedures in the

---

<sup>1</sup>Leon M. Lessinger and James E. Conner, An Exploration of Standards and Quality in Education, Thorough and Efficient, ed. Meg Conner (Raleigh, North Carolina: Stewardship Press, 1978), p. 139-40.



literature related to determination of principals' salaries, to first determine that its actions will manifest the value of caring, in order to help assure the students, parents, and employees that they will be treated fairly and equitably by the system's decision makers. Having made a unified commitment to evidence caring in its deliberations and actions, a school board will have equipped itself with a helpful, defensible, and foundational attitude for adopting and appraising policies and procedural operations.

The data from the personal interviews of the superintendents and principals which were presented, in part, in Tables 4-8 of the previous section (Purpose Two) of this chapter, revealed that the procedures and practices of the school boards and superintendents in the elementary principal salary determination process did not reflect generally an adherence to a belief that there was significant value in board actions evidencing caring. Had the school boards and the superintendents decided prior to the determination of principals' salaries for 1978-79 that their actions would manifest a value of caring, the interview responses would have disclosed more evidence of follow-through indicators of the commitment of the school boards and superintendents to caring. Some of the evidences in the interview responses of the need for more caring were:

1. Comments made by superintendents during the interviews usually did not include expressions of concern by the superintendents about any unresolved principal salary related issues.
2. A low level of agreement between the responses of the superintendents and principals about the actual salary determination involvement

activities which had occurred was evident in the interview data summarized in Tables 7 and 8.

3. Interview data summarized in Tables 5-10 revealed a lack of principal knowledge regarding some of the significant salary determination activities of the superintendents and school boards.
4. Principals' salary determination guidelines were not provided by the school boards to 37.5 percent of the superintendents.
5. Principal interviewees' comments indicated dissatisfaction with the principal salary determination process used by the school board and superintendent. One principal commented that the district needed to "establish a fair procedure for determining principals' salaries." Another principal remarked "More information from the superintendent and board should be given to the principals on the process of principal salary determination and as to how the board arrives at the salary." Still another principal remarking about the principals' salary determination process in his district said, "The whole process as it is now is mystic."

### Implications

The implications that can be drawn about the evidence in the research data of a breakdown of the school boards' and superintendents' discipline of caring are significant and almost numberless. Some of the more global implications are:

1. McGregor's theory X assumptions about people had a greater influence upon the school boards and superintendents of the districts in this study than did the theory Y assumptions.

2. A partially closed relationship existed which curtailed the exchange of information and energy from one person in the school system to another.
3. Job dissatisfaction (hygiene) factors tend to supersede satisfaction (motivation) factors.
4. Without the component of caring, quality control may tend to become a mechanical process.
5. In the absence of a commitment to caring, quality education may tend to deteriorate to that judged by the producer in lieu of that judged by the consumer.
6. In the absence of a commitment to caring, the school climate will not be conducive to self-initiated, experiential learning.

2) School Board and Superintendent Determine to  
Include Principals As Part of Management  
Decision-Making Team

Herzberg found that what people did, or the way they are utilized, was related to what contributed to their happiness. When the situations in which people performed their jobs, such as job environment, job context, and the way they are treated caused pain, then unhappiness resulted.<sup>2</sup> Periodical literature summarized in Chapter II, page 59, indicated that principals have experienced pain because of the way they have been treated by superintendents and school boards. For example, principals contended that they are members of the "management team" in name only, and that the lack of school boards' acceptance of principals as participants in decision-making processes pulls them toward becoming

---

<sup>2</sup>Herzberg, The Managerial Choice, p. 302.

members of a union, the very action boards imply they are trying to discourage.

The second recommended administrative process found embodied in the literature related to the determination of elementary principals' salaries was that principals, as members of middle management, should be included by the school board and superintendent as members of the management decision-making team in those matters which are related to the performance of the principal's role and his welfare. Implementation of this recommendation would evidence the board's commitment to caring and also serve as a factor in decreasing Herzberg's referred-to hygiene factors, while promoting self-actualization (motivation) factors. It is also assumed that the effective implementation of the last four recommendations given in this section of Chapter IV is related to the degree to which the actualization of this recommendation (second) is permitted to permeate other decision-making processes. The interview guide questions were designed, therefore, to obtain data related to the extent of principal involvement in the management decision-making process of determining elementary principals' salaries.

A summary of the data obtained from the superintendents and principals in response to interview guide fixed alternatives question number three, "Who participates in the determination of the elementary school principals' salaries in your school district?" is presented in Table 9.

An examination of Table 9 revealed that the superintendent was considered by the respondents to have been the most often involved of the three participants listed in the table in the elementary principal salary determination process. The school board was considered to be the

TABLE 9  
 FREQUENCY OF PARTICIPATION IN DETERMINATION  
 OF ELEMENTARY PRINCIPALS' SALARIES

Participants	Respondents	Frequency of Participation			
		Group I	Group II	Group III	Group IV
Principals	Pairs	1	0	0	0
	Supt.	2	0	2	0
	Prin.	1	1	1	3
Superintendent	Pairs	3	4	4	4
	Supt.	0	0	0	0
	Prin.	0	0	0	0
Board	Pairs	4	2	4	3
	Supt.	0	2	0	1
	Prin.	0	0	0	0

second most involved and the principals the least. The superintendent was involved in fifteen of the sixteen districts represented by the pairs of interviewees, according to the superintendents and principals. The school board was involved in the principals' salary determination process in each of the sixteen districts, in the opinion of the sixteen superintendents, while the board was involved, from the viewpoint of the sixteen principals, in thirteen of the sixteen districts. Superintendents indicated principals were involved in the administrative process which determined elementary principals' salaries in three districts of Group I, not at all in districts of Group II, in two districts of Group III, and also not at all in Group IV. Two principals in Group I, one in Group II, one in Group III, and three in Group IV, felt that they had been involved. It was noted that a greater number of principals (7) than superintendents (5) indicated that principals were involved in the processes which determined their salaries. There were no responses

which revealed that parents, teachers, or advisory councils to the board were involved in the principal salary determination processes. Only one pair agreed that the principal had been involved. Thus, a wide discrepancy of agreement was evident between the responses of four superintendents and six principals. Fifteen responding superintendents and fifteen responding principals fully agreed that the superintendent had been involved. Disagreement was evident only in Groups II and IV, the larger enrollment districts, pertaining to the board's involvement.

### Analysis of Data

An analysis of the information in Table 9 showed that there was a definite relationship between the size of a school district's enrollment and whether or not the response of the superintendent indicated the principals had been involved in the determination of their salaries. The two smaller district enrollment groups, Groups I and III, had a total of five superintendents who responded affirmatively about the involvement of principals, while none responded positively in the two larger district enrollment groups, Groups II and IV. Less than half, 31.3 percent of the superintendents and almost half, 43.8 percent, of the principals indicated principals had taken a part in determining principals' salaries. Total harmony existed among the responses of the pairs about the involvement of the superintendents. Also, total harmony existed in the smaller district enrollment groups, Groups I and III, pertaining to the boards' involvement. Therefore, it appeared that the principals in the larger enrollment districts were less knowledgeable about their boards' involvement in determining elementary principals' salaries than were the principals in the smaller enrollment districts.

### Implications of Research Data in Table 9

Implications of the findings of the research data in Table 9 about the frequency of involvement of principals, superintendents, and school boards in the processes utilized to determine the salaries of elementary principals were:

1. Principals were minimally involved in the determination of their salaries.
2. Minimal principal involvement in the determination of their salaries was a contributory factor to the dissatisfaction of elementary principals with their involvement. (See Table 8).
3. School boards were considerably involved in the principal salary determination process in larger as well as smaller districts. (See Figure 2).
4. The absence of policies and procedures for resolving salary problems increases organizational tensions, leadership failure, and principal dissatisfaction.
5. The absence of board policies, and minimal principal involvement related to the determination of elementary principals' salaries may tend to increase the developing polarization between school boards and middle management elementary principals.
6. Superintendents should promote board adoption of policies and develop procedures which not only permit, but also, encourage more principal involvement in the determination of their salaries.
7. School boards should adopt principal salary determination policies, provide annual financial guidelines to the superintendent for

developing recommended elementary principals' salaries, and refrain from over-involvement in the salary determination process.

8. Adoption of policies, approval of procedures, and other actions of the school board should evidence a commitment of the board to include principals in more of the decision-making processes and to minimize those board decisions based on political expediency (e.g., board-teacher negotiations) which bargain away the principals' authority to make decisions.

3) School Board and Superintendent Determine that  
Two-Way Communications Are to be Maintained  
Between Principals, Superintendent,  
and School Board

The third recommended administrative process reduced from the literature in Chapter II of this study was that the school board and superintendent should determine that two-way communications are to be maintained between principals, the superintendent, and the school board.

The degree to which the last four recommendations given in this section of Chapter IV can be successfully accomplished, is related, as were the first and second recommendations, to the degree to which this recommendation regarding communications is fulfilled and maintained. Thus, communications is central in each of the administrative processes which were taken from the literature as recommended processes for determining elementary principals' salaries.

Communication channels are not self-established. The responsibility for establishing channels for communication and participation in a public school system lies primarily with the board of education and the superintendent. It is acknowledged that communications in an



organization must flow up, down, and across. For the purpose of this study, concern is focused briefly on establishing and maintenance of channels for the up and down flow of communication involving elementary school principals, the superintendent, and the school board.

The seventh and last interview guide question asked of the sixteen paired superintendents and principals was the open-ended question, "What changes do you believe should be made to improve the procedures and practices used in your school district to determine elementary school principals' salaries?" The data obtained from the responses to this question are given in Table 10.

Eight changes were listed in Table 10 as being representative of either the specific, or alluded to, desirable changes suggested by the respondents for the improvement of the procedures and practices used to determine elementary principals' salaries. Thirteen superintendents and fourteen principals of the sixteen interviewed pairs suggested one, or more, changes be made in the salary determination process. Of the three superintendents who gave no suggested changes, one superintendent indicated the board had a written policy, and the other two indicated that their school boards had no written policies or procedures; however, the two boards without policies did provide the superintendent with annual financial guidelines. The same number of suggestions (twenty) were given by superintendents as by principals. Ten of the sixteen principals exhibited a desire for board adoption of salary policy. This interest in board policy was equal to the total number of all other principal suggestions (ten) combined. The second most often suggested improvement by the principal respondents was the establishment of compensatory

TABLE 10  
 FREQUENCY OF MOST COMMONLY SUGGESTED CHANGES FOR IMPROVEMENT OF  
 PROCEDURES FOR DETERMINING ELEMENTARY PRINCIPALS' SALARIES

Commonly Suggested Changes	Respondents	Frequency of Suggested Changes			
		Group I	Group II	Group III	Group IV
Adopt written policies and procedures	Pairs	2	0	0	1
	Supt.	0	0	0	1
	Prin.	2	3	1	2
Establish compensatory service criteria	Pairs	1	0	0	1
	Supt.	0	1	0	0
	Prin.	0	1	0	1
Approve increase percentages in line with cost of living or teachers' increases	Pairs	0	0	0	0
	Supt.	1	1	2	1
	Prin.	0	0	1	1
Include merit in salary	Pairs	0	0	0	0
	Supt.	0	0	1	3
	Prin.	1	0	0	0
Provide guidelines of percentage range or dollar pool to superintendent	Pairs	0	0	0	0
	Supt.	1	1	0	1
	Prin.	0	0	0	0
Provide for meeting with superintendent or negotiation with board	Pairs	0	0	0	0
	Supt.	0	0	0	0
	Prin.	0	0	0	2
Provide evidence board considers principal part of management	Pairs	0	0	0	0
	Supt.	0	0	0	0
	Prin.	1	0	0	0
Give principal stronger voice	Pairs	0	0	0	0
	Supt.	1	0	0	0
	Prin.	0	0	0	0

service criteria. Comments recorded in the interview transcriptions disclosed the concern of principals about the lack of information and rationale related to compensatory service areas. Although the principals generally expressed during the interviews dissatisfaction with their low level of involvement in the salary determination process, only

three of the sixteen principals suggested changes related to increasing their involvement when they had the opportunity to indicate what improvements should be made. It was opined that this anomaly might have been attributable to the fact that the respondents were not given a copy of the interview guide questions prior to the interview, and, therefore, may not have given previous thought to improvements they considered substantive. Furthermore, it was concluded that the suggestions for greater principal involvement was modicum because the transcribed responses reflected the tendency of the responding principals to assume that their salary and compensatory service concerns would be alleviated by the adoption of board policy. In other words, only board adoption of policies with accompanying procedures would assure principals of involvement, because otherwise, the superintendents and board may only give lip service to a verbal assent to increase principal involvement.

The suggestions of the superintendents for the improvement in the procedures used to determine elementary principals' salaries were more scattered among the eight suggested changes listed in Table 10 than were those of the principals. The suggested improvement receiving the most support of the superintendents (5 out of 16) was for board approval of principal salary increase percentages in line with the cost of living or teachers' increases. Second most important to superintendents were the adoption of written policies and the inclusion of merit in salary considerations. As stated above, the need for adoption of salary policies was of major interest to principals, to wit, ten of sixteen indicated the need, while only four superintendents responded similarly.

A review of the data in Table 10 in relation to school district size and wealth showed that there was a relationship, though not considered significant, between the enrollment size of a school district and the number of suggested changes. There were twenty-two suggestions for improvement recorded in the larger enrollment districts, Groups II and IV, and eighteen recorded in the smaller enrollment districts, Groups I and III. If this data were interpreted as an expression of a greater superintendent and principal desire for improvement within the larger enrollment districts than in the smaller districts, then the conclusion that a relationship existed between the size of a school district and the principals' desire for improvement in the principals' salary determination process, could be generally supported also by the findings in Table 9, which indicated more principal involvement in the principal salary determination process existed in the smaller enrollment districts than in the larger enrollment districts.

#### Implications of Research Data in Table 10

The implications drawn from the research data in Table 10 were:

1. Principals desired, in the form of board adopted policies, assurance of greater principal involvement in the salary determination process.
2. Principals had more confidence in the delivery of equity and fair treatment through the adoption of board policy than through verbal assent of superintendents and school boards.
3. Superintendents had a stronger interest in the inclusion of merit in salary determination than did principals.
4. Principals leaned toward policy adoption to effect satisfactory communication channels with the superintendent and board.

5. Superintendents should recommend and school boards should adopt policies and procedures which promote communications among principals, between principals and the superintendent, and between principals and the school board pertaining to the significant treatment areas.

#### 4) School Board Adopts Written Comprehensive Personnel Policies

When a school board has intentionally determined that its actions will manifest value of caring, that principals are to be included on the management decision-making team, and that two-way communications are to be maintained between the elementary principals, superintendent and school board, an attitudinal base will have been formed which should prepare the board for handling the next level of decision making--the development and adoption of sound realistic personnel policies. If the school board fails to achieve a unity of purpose that its actions will be based on the discipline of caring, then the attainment of that goal remains preeminent. In other words, as an unaccomplished goal, the lack of agreement on the value of caring will continue as a problem and tend to block the successful accomplishment of the second sequential process, and the succeeding processes (goals).

Intrinsic within the administrative process themes of authorities Barnard, Getzels, Gulick, Herzberg, Maslow, McGregor, Castetter, Redfern and Lessinger was the belief that management's concern for workers should be shown in the adoption of written personnel policies encompassing selection, retention, evaluation, compensation, growth through self-actualization, and relations among personnel. Written comprehensive personnel policies, they contended, promote consistent and prudent decision

making, provide continuity of action, and reduce arbitrary supervisory decision making. Additionally, job hygiene (dissatisfaction) factors are more likely to be successfully minimized and motivational factors maximized.

Interview guide question number two was asked of the superintendent and principal interviewees to provide data on the comprehensiveness of personnel compensation policies related to payment of elementary principals for the performance of compensatory services. The reasons for focusing on the area of compensatory services provided by elementary principals were that experience had shown that elementary principals were often required by superintendents and school boards to provide compensatory services without specific criteria for determining whether or not a particular service should be compensatory, and also without written job descriptions for the additional duties performed. The fixed alternative question asked was, "Has your school district established criteria for determining the compensatory services provided by the elementary school principals?" If the response was in the affirmative, then the respondent was asked Interview Guide question 2a, "Who established the criteria?" The data collected in response to the two questions appears in Table 11.

Three superintendents indicated the school board had established criteria for determining compensatory services provided by elementary principals. Assuming the information was accurate, the existence of the criteria must not have been communicated to their principals, because none of the sixteen principals interviewed said the school board had established such criteria. Three principals indicated the superintendent

TABLE 11  
 FREQUENCY OF EXISTENCE OF ESTABLISHED CRITERIA FOR DETERMINING  
 COMPENSATORY SERVICES PROVIDED BY ELEMENTARY PRINCIPALS

Compensatory Services Criteria Established	Respondents	Frequency of Criteria			
		Group I	Group II	Group III	Group IV
By School Board	Pairs	0	0	0	0
	Supt.	0	1	1	1
	Prin.	0	0	0	0
By Superintendent	Pairs	0	0	0	0
	Supt.	0	0	0	0
	Prin.	0	2	0	1

established criteria for determining the compensatory services provided by elementary principals. Since none of the superintendents or the principals who indicated that criteria existed were in agreement with the other member of the interviewed pair as to who established the criteria, the school board or the superintendent, it appears that it is reasonable to conclude that there was insufficient communication between superintendents and principals about any criteria that existed for determining the compensatory services provided by elementary principals. Furthermore, the data in Table 11 reveals that criteria for determining compensatory services was non-existent in at least thirteen of the sixteen districts, according to responding superintendents. Consequently, there were at least thirteen districts with incomplete personnel policies. When one considers the data presented above in relation to the recommendation in the literature that school boards adopt written comprehensive personnel policies, it is obvious there existed a void in the adoption of personnel policies in thirteen of the sixteen school districts.

### Implications of Research Data in Table 11

The implications that can be drawn from the research data in Table 11 are:

1. The absence of criteria for determining compensatory services provided by elementary principals in thirteen of the sixteen school districts was an indication that the personnel policies in a great majority of the school districts were not comprehensive.
2. Most of the school boards of the sixteen districts had not made a commitment to the value of caring.
3. It is unlikely that there had been adequate provision for the unique needs of the principals.
4. The work environments for elementary principals as related to the adoption of comprehensive personnel policies were probably not conducive to self-actualization.
5. Some of the school boards were unaware of an indirect relationship between incomplete personnel policies and student learning.

#### 5) School Board Adopts Clearly Stated Job Descriptions Developed Jointly by Superintendent and Principals

The fifth recommended procedure gleaned from the literature for determining principals' salaries was that the "school board adopts clearly stated job descriptions and responsibilities developed jointly by the superintendent and the principals."

The principal must know the expectations of the principalship in the school district he serves in order that he may direct his attention to the performance of those responsibilities which are most significant to his particular position. The participation of principals with the



superintendent in the development and revision of the principal's job description and responsibilities gives evidence of the school board and superintendent showing due care in action, and also contributes toward the maintenance of realistic job descriptions. More importantly, the principals' involvement intensifies the desire and commitment of the principals to fulfill the expectations of the job requirements they helped to develop. The administrative process theories of McGregor, Maslow, and Herzberg supported the conclusion that worker input into the decisions which have a direct bearing on workers encourages the best efforts of workers. The individual statements of the principal's responsibilities should be clear so as to aid in the understanding of the total description, and also to help assure the subsequent avoidance of misunderstanding and ambiguity of interpretations. It is also important that the duties and responsibilities be placed in written form, adopted by the board of education, and copies given to all staff members, as well as to principals.

Question 2b., "What are the criteria?", was asked the interviewees as a follow-up to interview guide question number two, in order to obtain specific data on the frequency of existence of the three major types of criteria, whether established or unestablished, used for determining compensatory services provided by elementary principals. The responses of the superintendents and principals interviewed were classified by the type of criteria used and by district group in Table 12.

An examination of the data shows that four superintendents, two principals, and two pairs, representing eight districts, indicated that "merit" was used as a criterion for determining compensatory service.

TABLE 12  
 FREQUENCY OF TYPES OF ESTABLISHED AND UNESTABLISHED CRITERIA  
 USED FOR DETERMINING COMPENSATORY SERVICES  
 PROVIDED BY ELEMENTARY PRINCIPALS

Type of Criteria Used	Respondents	Frequency of Kind of Criteria			
		Group I	Group II	Group III	Group IV
Evidence of outstanding quality of performance (merit)	Pairs	0	2	0	1
	Supt.	1	0	1	2
	Prin.	0	0	1	0
Kind of service deviating from the norm (such as lunch program, bus students, special education classes, etc.)	Pairs	0	1	0	0
	Supt.	0	1	1	1
	Prin.	0	0	0	0
Scope of responsibility deviating from the norm (such as numbers of students, teachers, classrooms, buildings, length of year, etc.)	Pairs	0	1	0	0
	Supt.	2	0	2	1
	Prin.	0	1	1	0

The responses of one pair and three superintendents, representing four districts, indicated that "kind of service" was used as a criterion for determining whether or not a service was compensatory. One pair, five superintendents, and two principals, representing eight districts, indicated that "scope of responsibility" was utilized to decide if a service were compensatory.

#### Analysis of Data in Table 12

An analysis of the data presented in Table 12 shows that a relationship existed between the size of a school district and the utilization of criteria for determining compensatory services provided by elementary principals. The districts in Groups II and IV, the larger enrollment districts, depended more on the use of criteria than did the smaller enrollment districts of Groups I and III. According to superintendents, principals received "merit" compensations in five out of the

sixteen districts. However, the responses of only four principals indicated an awareness that their districts considered "merit" as a compensatory service. As in previous sections of this study, the evidence of a low level of agreement between the responses of the superintendents and the principals was apparent. Moreover, since the data in Table 12 show that only fifteen out of a possible forty-eight superintendent responses indicated criteria was used in either an established or unestablished state, it appears that the absence of criteria contributes to the lowering of the level of principal understanding of how compensatory services are determined, and also to less than satisfactory communications with the superintendent and school board.

#### Implications of Research Data in Table 12

The implications to be drawn from the research data presented in Table 12 and a discussion of the findings are that:

1. Boards of education should adopt clearly stated comprehensive job descriptions and responsibilities, which include the area of compensatory services, jointly drafted by superintendents and principals, as recommended in the literature of theorists and recognized professors.
2. The absence of job descriptions tends to influence elementary principals toward the view that superintendents and school boards neither appreciate the value of caring nor desire to include principals as participatory decision-making team members.

The data in Table 13 were gleaned from the transcribed interview remarks of the superintendents and principals in response to interview guide question 2c., "Who determines the compensatory services?"

The collected information revealed that six superintendents indicated

TABLE 13  
 FREQUENCY OF DETERMINATION OF COMPENSATORY SERVICES  
 PROVIDED BY ELEMENTARY PRINCIPALS

Compensatory Services Determined	Respondents	Frequency of Determination			
		Group I	Group II	Group III	Group IV
By School Board	Pairs	1	0	0	0
	Supt.	2	2	1	0
	Prin.	0	1	2	0
By Superintendent	Pairs	2	2	2	1
	Supt.	1	2	1	1
	Prin.	0	0	1	1

that their school boards decided whether or not a service should be considered as compensatory. Three of these six districts do not declare services as compensatory. A comparison of the corresponding data in Tables 11 and 13 for these six districts disclosed that none of the six districts had "board established" criteria for determination of compensatory services. The school board of three districts established the criteria and the superintendent then used the criteria to determine the compensatory services. Three superintendents determined without board involvement which services were compensatory. Four superintendents responded that neither the school board nor the superintendent determined compensatory services in their districts.

An analysis of the data in Table 13 revealed that 37.5 percent of the school boards were involved with the superintendent in determining which services provided by elementary principals were to be considered compensatory, regardless of whether or not criteria had been established. Superintendents were the determiners of which services were to be considered compensatory in 37.5 percent of the districts, while no services

were determined to be compensatory in the remaining 25 percent of the school districts. When the agreement level of the responses was considered, it was found that of the districts where both the superintendent and the principal had responded to question 2c., agreement existed between the superintendent and the principal in 25 percent of the districts.

The data in Table 14 were deduced from the transcribed responses of the superintendents and principals to interview guide question 2d., "What services have been identified as being compensatory?" The information revealed that there was a total of seventeen superintendent responses and six principal responses which indicated various services have been identified as compensatory for elementary principals. Agreement between the superintendent and principal of a pair existed in three of the sixteen districts. The total responses of superintendents and principals combined by group disclosed that there was a relationship between district size and the number of responses which identified services as compensatory, for the larger districts of Groups II and IV had a total of fifteen responses, while Groups I and III added to seven responses. Agreement between the superintendents' and principals' responses was apparent in five, 29 percent, of the seventeen responses of the superintendents.

TABLE 14  
 FREQUENCY OF SERVICES PROVIDED BY ELEMENTARY  
 PRINCIPALS IDENTIFIED AS COMPENSATORY

Services Identified as Compensatory	Respondents	Frequency of Services Identified			
		Group I	Group II	Group III	Group IV
Outstanding performance (merit)	Pairs	0	2	0	1
	Supt.	1	0	1	2
	Prin.	0	0	1	0
Serving two buildings	Pairs	0	1	0	0
	Supt.	1	0	1	0
	Prin.	0	0	0	0
Enrollment of building	Pairs	0	0	0	0
	Supt.	0	0	0	1
	Prin.	0	0	0	0
Number of employees supervised	Pairs	0	0	0	0
	Supt.	0	0	1	0
	Prin.	0	0	0	0
Special education classes	Pairs	0	1	0	0
	Supt.	0	1	0	0
	Prin.	0	0	0	0
Chairing district study committee	Pairs	0	0	0	0
	Supt.	0	0	1	0
	Prin.	0	0	0	0
Length of year	Pairs	0	0	0	0
	Supt.	1	0	0	0
	Prin.	0	0	0	0
Bus students, lunch students	Pairs	0	0	0	0
	Supt.	0	0	0	1
	Prin.	0	0	0	0

### Implications of Research Data in Tables 13-14

The implications that can be drawn from the information presented in Tables 13 and 14 are that:

1. The superintendent should recommend to the school board written job descriptions for all principalships, which are clearly stated and have been developed jointly by the superintendent and principals.
2. School boards have the responsibility to adopt clearly stated job descriptions.
3. Without clearly stated job descriptions, as recommended in administrative process literature, the probability exists that:
  - a. There will be unnecessary school board involvement in administrative matters that can and should be the responsibility of the superintendent.
  - b. Valuable time will be wasted because of a duplication of effort by the superintendent and school board in administrative matters.
  - c. Misunderstandings and conflicts will occur between the school board and the superintendent, and between the superintendent and other administrators pertaining to who is responsible for a specific job or task.
  - d. Significant duties of a job may be overlooked and thus not performed.
  - e. There will be disagreement between the superintendent and principals regarding which services have been identified as compensatory.
4. Principals whose salaries are determined in part, or in total, on a merit basis, are entitled to have in writing a copy of the procedures used to determine the amount of merit pay.

6) School Board Adopts Formal Evaluation Policy  
Developed Jointly by Superintendent  
and Principals

When a principal accepts the duties of a principalship with an awareness and understanding of the clearly stated job description adopted by the board of education, he has, in effect, entered into an accountability agreement. It follows, then, that there should be a performance review conducted within the limitations of the terms of the accountability agreement, namely, the requirements of the job description. The school board has the responsibility to make provision for periodic accomplishment audits to monitor the performance of the district's administrators. The importance of the quality of workers to an organization's success was recognized by Castetter, Knezevich, Lessinger, McGregor, and Redfern.

When a board of education has taken the fifth step presented as one of those administrative process procedures recommended in the literature for determining elementary principals' salaries, the board should next direct the superintendent to draft and recommend to the school board a formal principal evaluation policy, with accompanying administrative procedures for implementation of the proposed policy. The inclusion of the principals in the development of the policy draft, and the subsequent adoption by the school board of a policy which retains the basic concepts implanted in the policy drafted jointly by the superintendent and principals, will thus be a confirmation to the principals of the board's commitment to manifest the value of caring and to include principals in the decision-making process. One of the findings of the 1978 dissertation study by Palucci of "The Art of Evaluating Public



School Principals" was that "the superintendent and principal are the two most important developers"<sup>3</sup> in the drafting of the principal evaluation system.

It was not within the purview of this study to review and analyze existing board policies for evaluating elementary principals, or to design a proposed policy, or to propose the basic elements of a recommended evaluation system.

Evaluation conferences were held with principals by the superintendent, or his designee, in fourteen of the sixteen districts, according to the interview response data in Tables 4 and 5. The interview guide did not include a question as to whether or not the district had a written board policy covering evaluation of principals. Nevertheless, a review of the transcribed responses of the superintendents and principals indicated that only one superintendent made reference to, and produced a copy of the board's policy on evaluation of principals, while several principals and superintendents during the interview volunteered such comments as "The board should develop and approve an agreed upon system of evaluation," "The board should develop a written job description to provide criteria for evaluation of principals," and "The board should establish a procedure which assures the principal that either the superintendent, or his assistant, will be knowledgeable about the principal's performance." Additional comments of principals, not quoted herein, were made reflecting the desires of principals for either board adopted policies on evaluation, or clarification of existing evaluation

---

<sup>3</sup>Albert James Palucci, "The Art of Evaluating Public School Principals, Between 1968 and 1978 in Lake County, Illinois," Ed.D. dissertation, Loyola University, 1978.

policies and procedures. Therefore, voluntary remarks recorded within the transcribed interview responses provided ample information for one to fairly conclude that the existence of written principal evaluation policy was not only modicum, but also that dissonance was evident.

### Implications of Research Data

The major implications drawn from the research information and data collected during the interviews of superintendents and principals are that:

1. The superintendent should recommend to, and the board of education should adopt, formal principal evaluation policy statements.
2. The principals should be included in the development of the policy draft which the superintendent recommends to the board.
3. The evaluation policy should state clearly the purpose of the evaluation.
4. The evaluation policy should state clearly its relationship to the job description and the salary determination policy and procedures.
5. The development of the procedures to implement the board's policy should be the responsibility of the superintendent.
6. The board adopted evaluation policy should include the requirement that there be no less than one written evaluation annually of the performance of each principal based on an approved system of evaluation procedures which have been designed jointly by the principals and superintendent, and which are covered by the umbrella concepts in the board's evaluation policy.
7. The formal evaluation policy should include the requirement that there be no less than one formal annual evaluation conference with

each principal by the superintendent, or an assistant superintendent to whom the principals are responsible.

7) School Board Adopts Formal Salary Determination  
Policy Designed Jointly by Superintendent  
and Principals

Six recommended basic prerequisites to the designing of principal salary determination policies were derived from administrative process literature and presented heretofore in this section of Chapter IV. Essential and critical to the successful administration of salary compensation for elementary principals is the adoption by the board of education of a formal salary determination policy. Equity to principals and accountability to the superintendent, school board, and community demand that principal salary determination possess a rationale, a consistency, and a reasonable predictability. None of these is possible unless criteria are identified and applied uniformly. Castetter, a known professorial proponent of a systematic approach to principal salary determination, emphasized that "inequities caused by crude or nonexistent compensation plans" result in "imbalances between administrative and nonadministrative salaries, and dissatisfaction with pay plans resulting in high turnover of administrative personnel."<sup>4</sup>

The theoretical themes of Maslow underscored the relationship between the compensation packet and the degree to which the various elements of the needs hierarchy, both economic and noneconomic are satisfied. This means that the amount of money a principal receives for his

---

<sup>4</sup>William B. Castetter and Richard S. Heisler, Planning the Financial Compensation of School Administrative Personnel, 3rd ed. (Philadelphia, Pa.: Center for Field Studies, Graduate School of Education, University of Pennsylvania, 1974), p. 2.

services, as well as the manner in which that amount was determined, has an important relationship to his behavior as a principal. The amount of his pay check determines how well he can satisfy his economic needs, such as food, clothing, and shelter for himself and his family. His salary is also related to his satisfaction of noneconomic needs in a higher level of Maslow's hierarchy of human needs, such as status, recognition, attention, and esteem.

The Equal Pay Act of 1963, as amended by Public Law 92-318, approved June 23, 1972 and effective July 1, 1972, was extended to include administrative personnel, among other professional personnel, in the public schools. Because "the administrative implications of the Equal Pay Act . . . are . . . far-reaching," Castetter recommends that school officials review their personnel compensation procedures in relation to the following questions "to minimize legal entanglements stemming from violations of the Act:

- .Are there clearly defined, written compensation schedules for all classes of professional (teachers, specialists, administrators) and non-certified personnel?
- .If there are performance requirements relating to compensation, will they withstand legal scrutiny?
- .To what extent has the organization dealt with the problem of position complexity? By way of illustration, has the school system developed a plan for compensating principals equitably where there are considerable differences in the enrollment, staff, pupil attendance, and pupil mobility of the schools they administer?<sup>5</sup>

The participation of the principal with the superintendent in the development of a principal salary determination policy draft for board review and adoption is a necessary component of the seventh recommended process for determining principals' salaries. The review of periodical

---

<sup>5</sup>Ibid., p. 3.

literature in Chapter II of this study established the urgency for school boards to permit and encourage greater principal involvement in matters related to their responsibilities and compensation, if boards are serious in their desire to halt the movement of principals toward hard negotiations and union membership.

Since the purposes of this study do not include a review and analysis of principal salary determination policies, research information was not collected on the elements of existing principal salary determination policies of the school districts represented by the interviewees. The data presented in Table 15 were taken from the responses of the interviewed superintendents and principals to interview guide fixed alternative question number one, "Does your school district have a board of education approved procedure for determining elementary school principals' salaries?" If the answer was "yes", the question was then asked, "Are the procedures written, or unwritten?"

TABLE 15  
FREQUENCY OF EXISTENCE OF BOARD APPROVED PROCEDURES FOR  
DETERMINING ELEMENTARY PRINCIPALS' SALARIES

Salary Determination Procedures Existed	Respondents	Frequency of Existence of Procedures			
		Group I	Group II	Group III	Group IV
Written	Pairs	0	0	1	0
	Supt.	0	0	1	1
	Prin.	0	0	0	1
Unwritten	Pairs	0	0	0	0
	Supt.	0	0	0	0
	Prin.	1	1	0	0

Of the sixteen pairs interviewed, one pair and one superintendent in Group III, and one superintendent and one principal in Group IV, indicated that their school boards had written approved procedures for determining elementary principals' salaries, while two principals, one each in Groups I and II, responded that their school boards had unwritten procedures for determining elementary principals' salaries. Including superintendents' and principals' responses, six school districts were represented as having salary determination policies, four with written policies, and two with unwritten policies. If the responses of the principals were discounted, then only three districts were considered by the superintendent as having written policies. A visual review of the response data in Table 15 provides evidence that a great majority of the sixteen school boards had no principal salary determination policy, either written or unwritten. If one considers only the responses of the superintendents, then there were thirteen boards without written or unwritten salary policies. The respondents were not asked for the reasons their boards had not adopted a salary policy for principals since this was a study of actual activities and processes utilized to determine elementary principals' salaries.

A comparison of the frequency of the involvement activities of superintendents in the determination of principals' salaries given in Table 5 with the information depicted in Figure 2 illustrating the number of boards which provided guidelines to the superintendent (ten out of sixteen), and the number of superintendents (ten) which submitted recommended salaries for board approval, provided sufficient reasons for one to conclude that there was more procedural structure to the

processes utilized to determine elementary principals' salaries than the data in Table 15 alone implies. The numerous activities of superintendents in Table 5 suggest the probability that some of the boards may have delegated the primary, or total, responsibility for determining principals' salaries to their superintendents. The responses of some of the superintendents also provided evidence that they had followed predetermined self-imposed procedures.

#### Implications of Research Data in Table 15

Implications that may be drawn from the collected research data recorded in Table 15 and its analysis are that:

1. School boards have not only the authority, but also the responsibility, to adopt policies which formalize the procedures and practices used to determine principals' salaries.
2. The superintendent should recommend to the school board a proposed policy developed jointly by the superintendent and principals for determining elementary principals' salaries.
3. The adopted policy should require the school board to provide annual financial guidelines under the umbrella of the formal policy to the superintendent for his development of recommended principal salaries.
4. The adopted policy should require that the principals be given an opportunity for an individual and a group meeting with the superintendent, or the assistant superintendent to whom the principals are responsible, pertaining to salary related concerns prior to the development and submission of the recommended salaries.

5. The principals should be notified by the superintendent of their recommended salaries several days before the recommended salary list is forwarded to the school board.
6. Except for substantive reasons, such as new information, the school board should approve without change, normally, the salaries for principals recommended by the superintendent, when the superintendent has followed the adopted policy and financial guidelines given to him by the board.
7. If the school board does not adopt a policy or provide guidelines to the superintendent for developing recommended salaries for principals, the superintendent should prepare in writing, with principal involvement, the procedures he will follow in preparing his salary recommendations, and distribute copies of his procedures to members of the board and to each principal, with the expectation that unless advised by the board, the board will approve the recommended salaries for principals with either little or no change, except for substantive reasons.
8. The principals should be notified promptly by the superintendent of action taken by the board on the recommended salaries.

Major Purpose Four - Determine if the Selected Variables,  
School District Size and Wealth, Relate to  
Purposes 1c., 2a., 2b., and 2c.

- The fourth major purpose of this study is to determine if the selected variables, school district size and wealth, relate to
- 4a. the most consistently recommended procedures and practices in the literature for the determination of elementary school principals' salaries;



- 4b. the actual role of the elementary school principal in the determination of his salary;
- 4c. the actual process utilized by the district superintendent in the recommendation of elementary school principals' salaries;
- 4d. the actual process utilized by the board of education in the determination of elementary school principals' salaries.

The procedures used to categorize the sixteen school districts of this study into four groups by enrollment size and wealth were presented in Chapter III of this study. The consistently recommended administrative process themes, which were identified in administrative organization literature and reduced near the end of Chapter II to seven recommended administrative processes for determining elementary principals' salaries, were restated near the beginning of this chapter, and will be referred to also in this section of this study during the comparison of the research data with the recommended procedures to determine if a relationship existed.

The data collected from the personal interviews of the sixteen pairs of superintendents and principals, which were presented in Tables 4-15 and were analyzed and interpreted earlier in the sections of this chapter dealing with Purposes One through Three, will be utilized in Major Purpose Four to determine if the selected variables, school district size and school district wealth, relate to the personal interview research data collected in this study.

Each of the four secondary purposes of Major Purpose Four listed above serves as a sub-sectional heading for the comparison of the collected research information with school district size and wealth.

4a. Relationship of School District Size and Wealth  
to Recommended Procedures for Determination  
of Elementary Principals' Salaries

The recommended procedures for determination of elementary principals' salaries were deduced from the administrative process themes found in the literature and presented near the conclusion of Chapter II. The themes were then translated into process components, written in statement form, and placed in a sequential prerequisite arrangement as illustrated in conceptual form in Figure 1 on page 126 of this study.

No research evidence was found in this study that a relationship existed between the wealth of a school district and the extent to which the district practiced the recommended procedures for determining elementary principals' salaries.

The interview respondent data recorded in Tables 4-15, and interpreted and analyzed earlier in this chapter, when contrasted with the recommended procedures for determining elementary principals' salaries show that some general relationships existed between the size of a school district and the utilization of recommended procedures for determining elementary principals' salaries in the ways next presented.

Recommended procedure 1 - School board and superintendent determine that board and administrative actions will manifest value of caring. (Discipline of caring)

1. The response data in Tables 4 and 5 indicate that elementary principals in the smaller enrollment districts had more individual meetings with the superintendent about salary related concerns than did the principals in larger enrollment districts. Response data in Tables 4 and 5 also indicate that the principals in the larger enrollment

districts met more often with the superintendent as a group about salary concerns than did the principals in the smaller districts.

2. Data recorded in Tables 4 and 5 show that elementary principals write annual goals and/or set mutually annual goals with the superintendent more often in large enrollment districts.
3. Responses of the interviewees in Tables 4 and 5 show that elementary principals are more likely to have an evaluation conference with the superintendent in a large enrollment district than in a small enrollment district.

Recommended procedure 2 - School board and superintendent determine to include principals as a part of management decision-making team. (Discipline of Caring)

1. Principals' responses recorded in Table 8 evidenced more satisfaction with the extent of their involvement in the salary determination process in the smaller enrollment districts than in the larger enrollment districts.
2. According to the responses of superintendents recorded in Table 9, elementary principals participate more in the process determining their salaries in the smaller enrollment districts than in the larger enrollment districts.
3. Response data recorded in Table 10 indicated that the interviewees of the larger enrollment districts gave more suggestions for improvement in the process used to determine elementary principals' salaries than did the interviewees in the smaller districts, thus revealing a greater desire of the principals of larger districts than the

principals of smaller districts for an increase in participation in decision making and two-way communications.

Recommended procedure 3 - School board and superintendent determine that two-way communications are to be maintained between the principals, superintendent, and school board. (Discipline of Caring)

1. Significant discrepancies cumulatively between the responses of the superintendents and principals recorded in Tables 4-6<sup>d</sup> and 8-15 may reflect communication problems on matters related to the principals' salary determination process. The relationship between district enrollment size and this recommended procedure was miniscule, for the combined percentage of agreement between the responses of the superintendents and the principals was 19.3 percent for the small enrollment districts and 21.9 percent for the larger enrollment districts.

Recommended procedure 4 - School board adopts written comprehensive personnel policies. (Policy Development Reflects Discipline of Caring)

1. Neither the questionnaire survey nor the interview guide included questions which asked for information about the comprehensiveness of personnel policies. Consequently, the data collected were insufficient to determine if a relationship existed between district enrollment size, wealth, and this recommended procedure. Data in Tables 11 and 15, however, provided some evidence that, generally, the personnel policies of the sixteen school districts represented by the interviewees were not comprehensive.

Recommended procedure 5 - School board adopts clearly stated job descriptions developed jointly by the superintendent and principals. (Policy Development Reflects Quality Control)

1. The research data collected were insufficient to draw any conclusions about a relationship between district enrollment size, wealth, and this recommended procedure.

Recommended procedure 6 - School board adopts a formal evaluation policy developed jointly by the superintendent and principals. (Quality Control Policy Reflects Discipline of Caring)

1. The research data on the actual salary determination processes were collected in response to several open-ended questions asked during a structured personal interview. None of the questions asked for information about principal evaluation policies. Therefore, insufficient data were collected about procedures related to this recommended procedure to ascertain if a relationship existed between it, district enrollment size, and wealth.

Recommended Procedure 7 - School board adopts a formal salary determination policy designed jointly by the superintendent and principals. (Policy Development Reflects Discipline of Caring)

1. The response data in Table 11, though minimal, indicate that criteria for determining the compensatory services of principals existed more often in the larger enrollment districts than in the smaller districts.
2. The response data in Table 12 show that the larger enrollment districts depended more on the use of criteria for determining compensatory services than did the smaller districts.
3. Compensatory services, according to the data in Table 14, were more often identified as compensatory in the larger enrollment districts than in the smaller districts.

4. Compensatory services, according to the data in Table 14, were more often determined by the school board in the smaller enrollment districts than in the larger enrollment districts.
5. The response data in Table 9 indicate that the principals in the smaller enrollment districts participated more often in the processes utilized for determining their salaries than did the principals in the larger districts.

Considering the relationships presented above between the recommended salary determination procedures and school district enrollment size, on a numerical basis only, there are five responses which indicate a relationship between the smaller enrollment districts and the recommended procedures, and eight responses which indicate a relationship between the larger enrollment districts and the recommended procedures. While these presented relationships are not submitted as conclusive evidence, it does appear that the larger enrollment districts, in general, were slightly closer to implementing the recommended procedures than the smaller enrollment districts.

4b. Relationship of School District Size and Wealth  
to the Actual Role of the Elementary School  
Principal in Determination of His Salary

The interpretation of the data recorded in Table 4 showed that a relationship existed between the enrollment size of a school district and the role of the principal in the determination of his salary in the following descriptor activities:

1. Principals in the larger enrollment districts more often wrote goals than did principals in the smaller districts.

2. Principals in the larger enrollment districts more often mutually set goals with the superintendent than did the principals in the smaller districts.
3. Principals in the larger enrollment districts were more likely to have an evaluation conference with the superintendent than were the principals in the smaller districts.
4. Principals in the smaller enrollment districts were more likely to meet individually with the superintendent about their salary related concerns than were the principals in the larger enrollment districts, while the principals in the larger enrollment districts were more likely to meet with the superintendent as a group about salary related concerns than were the principals in the smaller enrollment districts.

There was no evidence that there was a relationship between the wealth of a school district and the major salary determination activities of elementary principals.

4c. Relationship of School District Size and Wealth to  
Actual Processes Utilized by Superintendents  
in Recommendation of Elementary  
Principals' Salaries

The interpretation of the data presented in Table 5 indicated that a relationship existed between the enrollment size of a school district and the process utilized by the superintendent in the development of recommended salaries for elementary principals in the following ways.

1. Superintendents of the larger enrollment districts were more likely to set goals mutually with the principals than were the superintendents of the smaller districts.

2. Superintendents of the larger enrollment districts were more likely to hold an evaluation conference with the principals than were the superintendents of the smaller districts.
3. Superintendents of the smaller enrollment districts were more likely to meet with the principals individually regarding their salary related concerns than were the superintendents in the larger districts.
4. Superintendents of the larger enrollment districts were more likely to meet with the principals as a group pertaining to their salary related concerns than were the superintendents of the smaller districts.
5. Superintendents of the larger enrollment districts were more likely to confer with their district office assistants regarding recommended salaries for elementary principals than were the superintendents of the smaller districts.

There was no evidence that there was a relationship between the wealth of a school district and the major principal salary determination activities of superintendents.

The superintendents of the larger enrollment/high wealth districts and the superintendents of the low enrollment/low wealth districts were more inclined to review outside current salary study information than were the superintendents of the smaller enrollment districts with high wealth and the larger enrollment districts with low wealth.

#### 4d. Relationship of School District Size and Wealth to Actual Processes Utilized by School Boards in Determination of Elementary Principals' Salaries

The analysis and interpretations of the data presented in Table 6 showed that a relationship existed between the enrollment size of a



school district and the processes utilized by the school board in the determination and approval of salaries for elementary principals in the following areas:

1. More school boards of the larger enrollment districts provided guidelines to the superintendent for the development of elementary principals' salaries than did the school boards of the smaller districts.
2. More school boards of the smaller enrollment districts had a board sub-committee which recommended elementary principals' salaries to the board than did the school boards of the larger districts.
3. More school boards of the larger enrollment districts approved the superintendent's recommended principals' salaries with salary changes than did the school boards of the smaller districts.
4. More school boards of the smaller enrollment districts approved elementary principals' salaries recommended by a board sub-committee than did the school boards of the larger districts.
5. School boards which had provided principal salary determination guidelines to the superintendent were less involved in the process of determining elementary principals' salaries than were the school boards which provided no guidelines.

There was no evidence that a relationship existed between the wealth of a school district and the major activities in the procedures used by school boards in approving elementary principals' salaries.

Major Purpose Five - Ascertain if a Relationship  
Existed between Selected Variables and the  
Percentage of Annual Salary Increase for  
Elementary Principals

The fifth, and last, major purpose of this dissertation study is to ascertain if a relationship existed between selected variables and the percentage of annual salary increase for elementary school principals. The procedures used to obtain data about elementary principal salary increases and the methods utilized for determining elementary principals' salaries in the population of this study were explained in Chapter III, Questionnaire Development.

5a. Differences between Salary Increase Percentages  
of Elementary Principals Determined on  
Open-ended (merit) Basis and Board  
Adopted Salary Schedule

Table 16 presents the data collected by the questionnaire that was sent to the thirty-two elementary district superintendents of the population source. One hundred percent of the questionnaires were returned and completed in a usable form. The table includes the average percentages of salary increases of elementary principals by district for the five-year period 1974-75 through 1978-79. The small letters a, b, and c in the left column labeled "Method" indicate whether a district's method of determining principals' salaries was a scale/index (a), individually negotiated (b), or open-ended (c). The average percentage of the elementary principals' salary increases was calculated from the data supplied in Table 16 and then classified by group and by determination method in Table 17 to assist with the identification of the method of salary determination which resulted in the greatest percentage of salary

TABLE 16

AVERAGE PERCENTAGE OF SALARY INCREASES OF ELEMENTARY PRINCIPALS  
BY DISTRICT FOR 1974-75 THROUGH 1978-79

		Method	74-75	75-76	76-77	77-78	78-79	
Salaries Determined B Before Teachers Negotiated W With Teachers Negotiations A After Teachers Negotiated	NA Not Available	GROUP I	c	11.36 A	9.72 A	6.66 A	4.74 A	7.20 A
		c	7.6 A	8.1 A	15.3 A	8.8 A	7.12 A	
		b	7. A	5. A	6. A	5. A	8. A	
		b	8.15 B	8.35 A	9.97 A	4.04 A	8.46 A	
		c	7. B	8. B	8. B	8. W	.8. A	
		c	10. A	11. A	7. A	7. A	6. A	
		a	8.97 A	9.15 A	9.19 A	9.42 A	9.26 A	
		c	6. B	6. B	3. B	3. B	6. B	
		b	DNA	DNA	DNA	DNA	DNA	
		b+c	DNA	DNA	DNA	DNA	DNA	
Method of Determining Salaries a Scale, Index b Individually Negotiated c Open-ended (Merit)	DNA Does Not Apply	GROUP II	c	NA B	5.9 B	5.5 A	6.0 A	7.9 A
		a	5. A	5. A	7. A	4. A	4. A	
		c	8.6 A	8.4 A	5.1 A	6.6 W	5.7 A	
		c	6.6 B	4.7 B	6. A	3.2 A	6.7 B	
		c	5.5 B	7.7 B	5.3 A	0. -	10.3 A	
		c	8. W	7.8 W	7. W	7. W	6.5 A	
		GROUP III	c	4. A	4.5 A	3. A	3.5 W	7.5 B
		c	NA A	NA A	NA A	6.8 A	7.4 A	
		c	8. A	14. A	8. A	10. A	11. A	
		b,a	7.4 W	5. W	4.7 A	4.7 A	13.3 A	
b	5.83 B	5.5 B	2.17 B	6.38 B	0.0 B			
a	9.00 A	9.00 A	3.00 A	6.00 A	8.90 A			
GROUP IV	b	9. B	10. B	6. B	7. B	8. B		
c	9.2 B	9.6 B	5.8 B	7.3 B	7.8 B			
a	14. B	3. B	4.9 B	5. B	6.8 B			
c	5.4 B	8.6 B	8.6 B	6.1 B	7.2 B			
c	8.79 A	8.55 B	9.26 A	4.11 B	7.17 A			
c	10.5 W	7. W	5. W	11. W	9. W			
c	7. A	7.5 A	7. B	6.5 A	7. A			
c	5.8 A	1.5 A	4.3 A	7.9 B	6.6 A			
c	10.48 A	7.69 A	5.71 A	8.11 A	8.33 A			
c	13.33 A	12.10 A	13.58 A	5.46 A	10.83 A			

increase. An analysis of the data in Table 17 showed that over the five-year period of 1974-79 the greatest average percentage of salary increase of elementary principals was 7.36 percent in those districts which utilized the open-ended method for determining salaries. The districts which utilized the scale/index method of determining elementary principals' salaries granted their principals the second highest percentage of increase, 7.10 percent. Those districts which negotiated elementary principals' salaries granted a 6.47 percent increase, the lowest percentage of salary increase over the five-year period of the three salary determination methods reported.

When the data in the "All Districts" column in Table 17 were reviewed on an annual basis, it was noted that the average percentage of annual increase in the principals' salaries was the greatest when the salaries were determined by the scale/index method for two years out of five, namely, in 1974-75 and again in 1978-79. In each of the other three years, 1975-78, the open-ended method produced the greatest percentage of salary increase.

5b. Differences between Elementary Principals'  
Salary Increase Percentages Approved Before  
and After Teacher Negotiations Completed

Table 18 presents the average percentages of the salary increases of elementary principals by school year, by the time of determination, that is, before, with, or after teachers' negotiations, and by group, based on enrollment size and wealth. When the average percentage increases of all districts were considered, an examination of the data revealed that over the five-year period, 1974-79, those elementary principals whose salaries were determined after the completion of teachers'

TABLE 17

1974-79 AVERAGE PERCENTAGE OF SALARY INCREASES OF ELEMENTARY  
PRINCIPALS BY SCHOOL YEAR; BY SALARY DETERMINATION  
METHOD; AND BY DISTRICT GROUP  
BASED ON SIZE AND WEALTH

Years		Salary Determination Method	Group I	Group II	Group III	Group IV	ALL DISTRICTS
74-75	a	Scale/Index	8.97	5.00	9.00	14.00	9.24
	b	Negotiated	7.58	-	6.62	9.00	7.48
	c	Open-ended	8.39	7.18	6.00	8.81	7.64
75-76	a	Scale/Index	9.15	5.00	9.00	3.00	6.54
	b	Negotiated	6.68	-	5.25	10.00	6.77
	c	Open-ended	8.56	6.90	9.25	7.82	7.92
76-77	a	Scale/Index	9.19	7.00	3.85	4.90	5.76
	b	Negotiated	7.99	-	2.17	6.00	6.04
	c	Open-ended	7.99	5.78	5.50	7.40	6.96
77-78	a	Scale/Index	9.42	4.00	5.35	5.00	5.82
	b	Negotiated	4.52	-	6.38	7.00	5.61
	c	Open-ended	6.31	4.56	6.77	7.06	6.24
78-79	a	Scale/Index	9.26	4.00	11.10	6.80	8.45
	b	Negotiated	8.23	-	0.00	8.00	6.12
	c	Open-ended	6.86	7.42	8.63	7.99	7.68
<u>Five Year Period</u>							
74-79	a	Scale/Index	9.20	5.00	7.33	6.74	7.10
	b	Negotiated	7.00	-	4.61	8.00	6.47
	c	Open-ended	7.62	6.33	7.31	7.82	7.36

negotiations received the highest average percentage of salary increase, 7.46 percent. The elementary principals in all of the districts where salaries were determined with, or about the same time as the completion of the teachers' negotiations, received the next highest average percentage of salary increase, 7.35 percent. When elementary principals' salaries were approved before the completion of teachers' negotiations, the average percentage of salary increase for principals in those districts was 6.57 percent.

A review of the data in the "All Districts" column in Table 18 on an annual basis revealed that the average percentage of increase in elementary principals' salaries was the greatest in three years out of five (1974-75, 1977-79) when the salaries were determined concurrently with teachers' negotiations. In the years 1975-77, the average salary increase percentages were the greatest when the salaries were determined after teachers' negotiations were completed.

The data in Table 18 were also analyzed on the basis of district size and wealth, and a relationship was found to exist over the five-year period of this study between the enrollment size of a school district and when the principals' salaries were determined. The data in Table 18 indicates that the greatest percentages of increase for Groups I and III, (8.11 and 7.52, respectively), the smaller enrollment districts, occurred when elementary principals' salaries were determined after the completion of teachers' negotiations, while the greatest percentages of increase for Groups II and IV (7.28 and 8.50, respectively), the larger enrollment districts, happened when elementary principals' salaries were determined at the same time as (with), or near to the

TABLE 18

1974-79 AVERAGE PERCENTAGE OF SALARY INCREASES OF ELEMENTARY PRINCIPALS BY SCHOOL YEAR; BY DETERMINATION BEFORE, WITH, AND AFTER TEACHERS' NEGOTIATIONS; AND BY DISTRICT GROUP BASED ON SIZE AND WEALTH

Years	In Relation To Teachers' Negotiations	Group I	Group II	Group III	Group IV	ALL DISTRICTS
74-75	Before	7.05	6.05	5.83	9.40	7.67
	With	-	8.00	7.40	10.50	8.63
	After	8.99	6.80	7.00	9.08	8.33
75-76	Before	7.00	6.10	5.50	7.95	7.05
	With	-	7.80	5.00	7.00	6.60
	After	8.55	6.70	9.17	7.20	8.64
76-77	Before	5.50	-	2.17	6.46	5.68
	With	-	7.00	-	5.00	6.00
	After	9.02	5.78	4.68	8.21	7.08
77-78	Before	3.00	-	6.38	6.24	5.85
	With	8.00	6.80	3.50	11.00	7.22
	After	6.50	3.30	6.88	6.69	5.87
78-79	Before	6.00	6.70	0.00	7.45	6.07
	With	-	-	7.50	9.00	8.25
	After	7.72	6.88	10.15	7.99	8.05
<u>Five Year Period</u>						
74-79	Before	6.13	6.18	3.98	7.37	6.57
	With	8.00	7.28	5.85	8.50	7.35
	After	8.11	5.75	7.52	7.95	7.46

completion of teachers' negotiations. The combined average salary increase percentage of the salary increase percentages in smaller districts of Groups I and II for salaries determined after teachers' negotiations was 7.85 in contrast to the percentage of 7.89 for larger districts of Groups II and IV for elementary principals' salaries determined concurrent with teachers' negotiations.

5c. Salary Determination Administrative  
Procedures Which Result in Greatest  
Percentage of Salary Increase for  
Elementary Principals

As reported earlier, the data presented in Table 17 indicated that when the salaries of elementary principals were determined during 1974-79 by the open-ended method, the percentage of increase was greater than when the salaries were determined by either the scale/index or the negotiation methods. The data presented in Table 18 also revealed that the salary increase percentages of elementary principals were greater when the salaries were determined after teachers' negotiations were completed.

The 1974-79 five-year salary increase percentages data from Tables 17 and 18 were placed together in Table 19, with additional calculated percentages, to aid in the analysis of the data for identification of those administrative procedures which result in the greatest percentage of salary increase for elementary principals.

An examination of the data in Table 19 disclosed that when one considers the percentages of salary increases attributable to a combination of each of the determination methods used and the timings of before, with, and after teachers' negotiations were completed, the open-ended method used in conjunction with determining the salary of elementary



TABLE 19

1974-79 AVERAGE PERCENTAGE OF SALARY INCREASES OF ELEMENTARY PRINCIPALS  
 BY DETERMINATION METHOD; BY DETERMINATION BEFORE, WITH, OR AFTER  
 TEACHERS' NEGOTIATIONS WERE CONCLUDED; AND BY DISTRICT  
 GROUP BASED ON SIZE AND WEALTH

Salary Determination Method and When Determined in Relation to Completion of Teachers' Negotiations	Group I	Group II	Group III	Group IV	ALL DISTRICTS
<u>Scale/Index</u>	9.20	5.00	7.33	6.74	7.10
Before	-	-	-	6.74	6.74
With	-	-	-	-	-
After	9.20	5.00	7.33	-	7.20
<u>Negotiated</u>	7.00	-	4.61	8.00	6.47
Before	8.15	-	3.98	8.00	6.18
With	-	-	6.20	-	6.20
After	6.87	-	-	-	6.87
<u>Open-ended</u>	7.62	6.33	7.31	7.82	7.36
Before	5.88	6.18	-	7.37	6.69
With	8.00	7.28	5.50	8.50	7.53
After	8.48	6.04	7.67	7.95	7.63
<u>In Relation to Completion of Teachers' Negotiations</u>					
Before	6.13	6.18	3.98	7.37	6.57
With	8.00	7.28	5.85	8.50	7.35
After	8.11	5.75	7.52	7.95	7.46
<u>Combination of All Methods and Times</u>	7.664	6.103	6.614	7.728	7.182

principals after teachers' negotiations were completed yielded the highest percentage of salary increase, 7.63, in the total population of the thirty-two districts. Those districts which utilized the scale/index as a salary determining method after the completion of teachers' negotiations granted the second highest average percentage increase of 7.20.

The responses of the interviewed superintendents and principals to the personal interview questions are recorded in Table 24, APPENDIX J. Those involvement activities listed in Table 24 which were considered to be consistent with the seven recommended administrative processes gleaned from the literature for determining elementary principals' salaries are coded with a "R". In the search for those actual administrative procedures and practices in the districts of the population of this study which resulted in the greatest average percentage of salary increase, the responses of the superintendents and the principals to the activities coded "R" were added for each of the sixteen districts. The totals of the "R" activity responses were then grouped on the basis of the method used for determining salaries and also on the basis of when the salaries were determined, that is, before, with, or after teachers' negotiations were completed, and classified by district group in Table 20.

Table 20 presents a summary of the data calculated from the data given in Table 16, and from Table 24, in the Appendix. The principals in the sixteen districts of the interview sites (eleven in number) which utilized the open-ended salary determination method received the greatest average percentage salary increase. The responses of the superintendents and principals of these eleven districts regarding salary

TABLE 20

SALARY DETERMINATION METHOD USED, TIMING OF SALARY DETERMINATION, NUMBER OF RECOMMENDED ACTIVITIES USED, AND PERCENTAGE OF SALARY INCREASE BY DISTRICT GROUP FOR ELEMENTARY PRINCIPALS IN SIXTEEN INTERVIEWED DISTRICTS OVER FIVE YEAR PERIOD, 1974-79

DISTRICT A	GROUP I	GROUP II	GROUP III	GROUP IV
Method	Open-ended	Open-ended	Open-ended	Negotiated
Timing of Salary Determination*	After	1 Before 3 After	After	Before
"R" Involvement Activities	5	32	22	19
Five-Year Average Salary Increase	9.38%	6.33%	7.10%	8.00%
DISTRICT B	GROUP I	GROUP II	GROUP III	GROUP IV
Method	Negotiated	Open-ended	Open-ended	Open-ended
Timing of Salary Determination*	After	1 With 4 After	After	Before
"R" Involvement Activities	19	27	17	33
Five-Year Average Salary Increase	6.20%	6.88%	10.20%	7.94%
DISTRICT C	GROUP I	GROUP II	GROUP III	GROUP IV
Method	Open-ended	Open-ended	2 Negotiated 3 Scale/Index	Scale/Index
Timing of Salary Determination*	3 Before 1 With 1 After	3 Before 2 After	2 With 3 After	Before
"R" Involvement Activities	32	16	31	18
Five-Year Average Salary Increase	7.80%	5.44%	7.02%	6.74%
DISTRICT D	GROUP I	GROUP II	GROUP III	GROUP IV
Method	Open-ended	Open-ended	Scale/Index	Open-ended
Timing of Salary Determination*	Before	4 With 1 After	After	1 Before 4 After
"R" Involvement Activities	14	27	18	28
Five-Year Average Salary Increase	4.80%	7.26%	7.18%	5.22%

\*Numbers represent the number of years salaries were determined before, with, or after teachers' salaries were completed

determination involved activities were also slightly more closely related to the recommended processes found in the literature. However, the second greatest average percentage increase occurred by the negotiation method, which had the lowest "R" score of 19.

Consequently, it appeared that the research data in this study did not provide conclusive evidence of a relationship between the actual administrative procedures utilized during the salary determination process and the average percentage of salary increase for elementary principals.

#### 5d. Relationship of District Size and Wealth to Method, Timing, and Procedures Used in Determining Elementary Principals' Salaries

Table 20 was prepared to assist with the comparison of district size and wealth with the research information and data collected from the completed salary questionnaires returned by the thirty-two elementary districts of the population source of this study, and the personal interviews of the sixteen paired superintendents and principals. A review of the information in Table 20 indicated that the use of a method for determining the salaries of elementary principals was more closely related to school district wealth than to school district size, for seven of the eight school districts in Groups I and II, the more wealthy districts, utilized the open-ended salary determination method, while four districts utilized the open-ended salary determination method in the two lower wealth groups, Groups III and IV, over the five-year period of 1974-79. The greatest usage of the scale/index and negotiation salary determination methods was in the low wealth groups, III and IV.

Thus, elementary principals in the high wealth districts were more likely to have their salaries determined on an open-ended basis than were the principals in the low wealth districts, and the principals in the low wealth districts were more likely to have their salaries determined on a scale-index or negotiated basis than were the principals in the high wealth districts.

A review of the information in Table 20 regarding the times when the salaries of elementary school principals were determined in relation to the completion of teachers' negotiations showed no general relationship existed between the size and wealth of a district and whether the principals' salaries were determined--before, with, or after the completion of teachers' negotiations.

To determine if a relationship existed between the procedures used in determining elementary principals' salaries and district size and wealth, the recommended ("R") involvement activities of the four districts within each group were added. A comparison of the "R" sums on a group basis showed that the smaller districts, Groups I and III, made less use of the "R" activities than did the large enrollment districts in Groups II and IV. The contrast in usage of the "R" involvement activities was a total of 158 for Groups I and III, to 200 in Groups II and IV. A relationship also existed, though not as great, on the basis of wealth, for Groups III and IV, the low wealth districts, had a total of 186 "R" activity usages in contrast to 172 "R" activity usages in Groups I and II, the higher wealth districts.

## Implications

The following implications were drawn from the analysis of information under sub-sections 5a., 5b., 5c., and 5d. of Major Purpose 5:

1. Regardless of the type of district as to size and wealth, elementary principals are likely to receive a greater percentage of salary increase if their salaries are determined by the open-ended method.
2. Regardless of the type of district as to size, and wealth, elementary principals are likely to receive a greater percentage of salary increase if their salaries are determined after teachers' negotiations are completed.
3. Elementary principals in the smaller enrollment districts can expect to receive a higher percentage of salary increase if their salaries are determined after, rather than with or before, teachers' negotiations are completed.
4. Elementary principals in the larger enrollment districts can expect to receive a higher percentage of salary increase if their salaries are determined with, rather than before or after, teachers' negotiations are completed.
5. Elementary principals in high wealth districts can expect that their salaries will be determined by the open-ended method.
6. Elementary principals in low wealth districts can expect that their salaries will be determined by either the scale/index, negotiation, or open-ended method.
7. Regardless of a district's size or wealth, elementary principals have about an equal probability of their salaries being determined before, with, or after teachers' negotiations are completed.

## CHAPTER V

### FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

The primary purpose of this dissertation study was to identify and analyze the actual procedures and practices utilized by superintendents and school boards in the determination of elementary school principals' salaries, and then to compare and contrast the actual procedures and practices identified as utilized by superintendents and school boards with the most consistently recommended procedures and practices in the literature. Other purposes, not as large in scope as the aforementioned purpose, were to determine if selected variables, such as school district size and school district wealth, were related to the procedures and practices used to determine elementary principals' salaries, and also to ascertain if a relationship existed between selected variables and the percentage of annual salary increase for elementary school principals. Secondary purposes included the identification of the extent of agreement and disagreement between superintendents and principals regarding 1) the actual process utilized by the board and superintendent in the determination of elementary principals' salaries, and 2) the actual roles played by the elementary principals in that process.

The thirty-two elementary school districts of DuPage County, Illinois, were selected as the population source for this study. The districts were ranked by full time equivalency (FTE) enrollment size, and also by a calculated index of district wealth (IDW), and then divided into four groups on the basis of low and high FTE enrollment and low and high IDW. This grouping assured a representative sample of districts for use in this study. Four school districts were randomly selected from each of the four groups for use as interview sites.

An interview guide was structured with open-ended questions to obtain information and data in a personal interview with the superintendent and a principal, as a pair, from each of sixteen randomly selected districts, regarding the actual involvement activities of the principals, superintendents, and school boards during the elementary principal salary determination process.

A salaries survey questionnaire was designed and sent to each of the thirty-two elementary districts to obtain factual information about the average salary increase percentage of elementary principals for each of the school years 1974-75 through 1978-79. All thirty-two questionnaire surveys were returned in a usable form.

The transcribed interview information of the sixteen superintendents and the sixteen principals was reviewed to identify the most common activities of the elementary principals, the superintendent and the school board which were related to the principal salary determination processes utilized in the sixteen school districts. Specific activities considered to be representative of those in which the elementary principals, superintendents, and school boards had been participants were



listed in tabular form and the number of responses of the interviewees indicating participation in each activity was classified by district group based on enrollment size and wealth, and the data recorded in the appropriate tables.

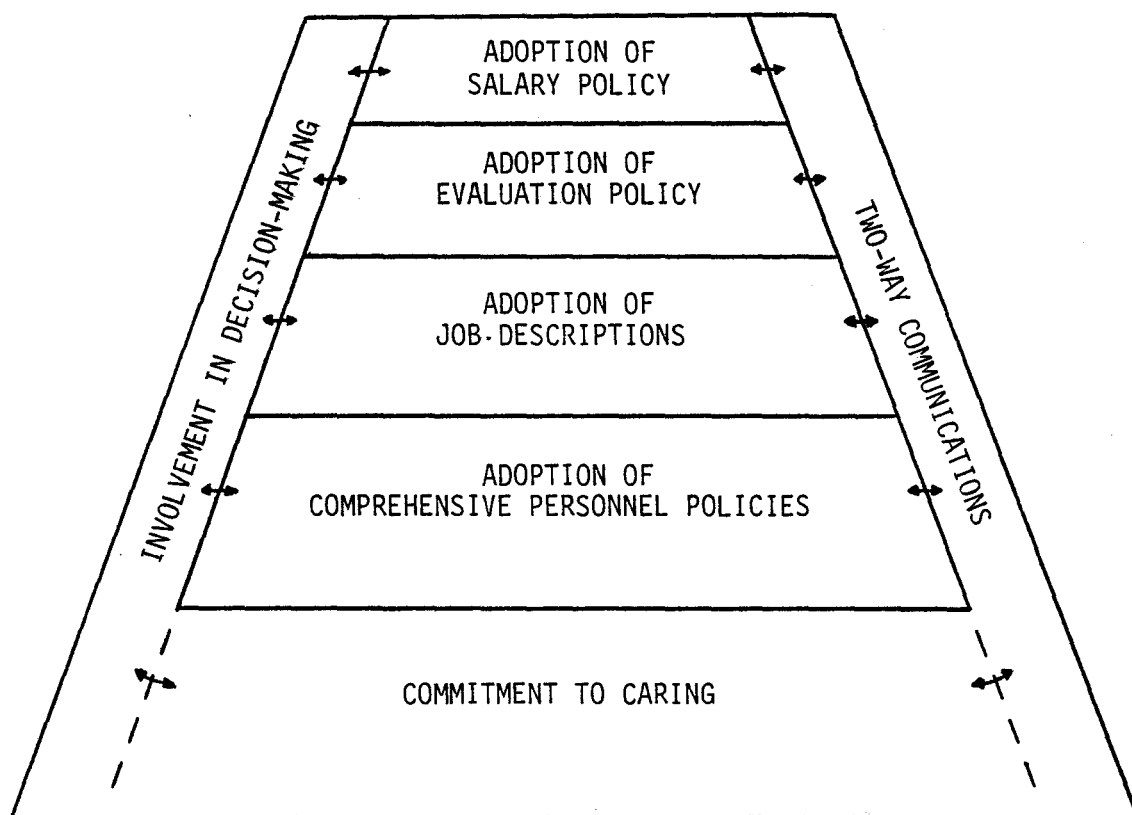
### Consistently Recommended Administrative Procedures

The writings of the more widely accepted theorists who have analyzed the administrative process and proposed a theory relating to the general functions of administrators, and the writings of three currently recognized professors, one each in evaluation, accountability, and salary determination, were reviewed and examined to identify from the literature the most consistently recommended procedures and practices for determining the salaries of elementary principals. An analysis of administrative process themes deduced from the literature facilitated the translation of the themes into seven basic sequential administrative process components (procedural steps) recommended for determining elementary school principals' salaries, which, it was concluded, if implemented and practiced, would be consistent with administrative process themes in the literature. The seven recommended procedural steps for determining elementary school principals' salaries are forwarded below from pages 98-99 in this study with the supporting major administrative process themes following each in parentheses.

1. School board and superintendent determine that board and administrative actions will manifest value of caring (Discipline of Caring)
2. School board and superintendent determine to include principals as a part of the management decision-making team (Discipline of Caring)

3. School board and superintendent determine that two-way communications are to be maintained between the principals, superintendent, and school board (Discipline of Caring)
4. School board adopts written comprehensive personnel policies (Policy Development Reflects Discipline of Caring)
5. School board adopts clearly stated job descriptions developed jointly by the superintendent and principals (Policy Development Reflects Quality Control)
6. School board adopts a formal evaluation policy developed jointly by the superintendent and principals (Quality Control Policy Reflects Discipline of Caring)
7. School board adopts a formal salary determination policy developed jointly by the superintendent and principals (Policy Development Reflects Discipline of Caring)

The continuation of each of the first three processes by the school board and superintendent is paramount to the effective accomplishment of the end goal of determining elementary principals' salaries in accordance with the processes recommended in administrative process literature. The following sequentially arranged conceptualization of the seven recommended administrative processes was designed (Figure 1, page 126) to portray the prerequisite relationship of the processes, and also to show that the successful implementation of the last four processes requires school board commitment, action, and involvement in the maintenance of the first three recommended administrative processes.



A comparison of the seven recommended administrative processes for determining elementary principals' salaries with the collected research data indicated that:

1. There were few expressions of concern by the superintendents about any unresolved principal salary related issues.
2. A low level of agreement between the responses of the superintendents and principals about the actual salary determination involvement activities revealed a low level of communication between the superintendents and principals about the processes used to determine principals' salaries.

3. Principals were minimally involved in the determination of their salaries.
4. School boards were considerably involved in the principal salary determination process in larger as well as in smaller districts.
5. The absence of policies and procedures for resolving salary determination problems was extensive.
6. Principals desired, in the form of board adopted policies, assurance of greater principal involvement in the salary determination process.
7. Principals had more confidence in the delivery of equity and fair treatment through the adoption of board policy than through the lip service of superintendents and school boards.
8. Principals leaned toward policy adoption to effect satisfactory communication channels with the superintendent and board.
9. The extensive absence of criteria for determining compensatory services provided by elementary principals was an indication that the personnel policies in a great majority of the sixteen school districts of this study were not comprehensive.
10. Actions of the school boards and superintendents have not convinced the elementary principals that the school board and superintendent have made a commitment to the value of caring.

#### Summary of Findings

The following findings were obtained from the analysis of the responses to the salary survey questionnaire and the interview responses of the superintendents and principals to a structured interview about their activities and the activities of the school boards in the processes used for determining elementary school principals' salaries.

The following six activities were found to be representative of all of the various principal salary determination participatory activities of principals reported by the respondents:

1. Write annual goals
2. Set mutual goals with superintendent
3. Have evaluation conference with superintendent
4. Meet individually with superintendent
5. Meet as a group with superintendent
6. Meet individually or as a group with board

The most common salary determination activity involving elementary principals was the participation in an evaluation conference with the superintendent. Meeting with the superintendent individually regarding salary issues was the second most common activity. Whether or not principals have an opportunity to meet individually with the superintendent about salary concerns was found to be related to enrollment size. The principals of the smaller districts met individually with the superintendent more often about salary concerns than did the principals of the larger districts, while the principals of the larger districts met as a group with the superintendent more often than did the principals of the smaller districts. The primary involvement activities of the principals in the principal salary determination processes of the selected districts were found to be 1) writing and setting mutual goals with the superintendent, 2) having an evaluation conference with the superintendent, and 3) meeting individually, or as a group, with the superintendent.

Ten activities were considered to be representative of those in which the superintendent participated during the process of determining salaries for elementary principals. The activities were as follows:

1. Provides goals for principal
2. Sets mutual goals with principal
3. Holds evaluation conference with principal

4. Reviews current salary study information
5. Meets with principals individually
6. Meets with principals as group
7. Confers with district assistants
8. Attends joint meeting of principals and board
9. Develops/submits recommended salaries to board
10. Notifies principals of approved salaries

A comparison of the list of involvement activities of principals with the list of involvement activities of the superintendent revealed an over-lapping of five activities since the superintendent and the principal each participated in some of the same activities. The primary involvement activities of the superintendents in the principals' salary determination processes were found to be 1) setting mutual goals with the principals, 2) holding an evaluation conference with principals, 3) reviewing current salary study information, 4) meeting with principals individually or as a group, 5) submitting and defending recommended salaries of principals to the board, and 6) notifying the principals of the board approved salary.

Seven principal salary determination activities involving school boards were found to be representative of those activities reported by interviewed superintendents and principals. They were:

1. Provides guidelines to superintendent
2. Meets with principals individually or as group
3. Committee considers salaries recommended by superintendent
4. Approves committee recommended salaries
5. Approves superintendent's recommended salaries with changes
6. Approves superintendent's recommended salaries without changes
7. Notifies principals of approved salaries

"Negotiations" was not included in the list of board involved activities because none of the interviewed respondents indicated their school board negotiated salaries with elementary principals. The primary principal salary determination activities of the school boards of

the selected school districts in this study were shown by response data to be 1) the provision of guidelines to the superintendent, 2) board sub-committee consideration and/or development of recommended salaries, and 3) board approval of sub-committee recommended principals' salaries, or superintendent recommended principals' salaries. The school boards of the larger enrollment districts approved the superintendent recommended salaries with changes more often than did the school boards of the smaller enrollment districts.

The agreement level between the responses of the superintendents and the responses of the principals about the involvement activities of principals, superintendents and school boards in the principals' salary determination processes was revealed to be generally between 25 percent and 45 percent. The principals and superintendents agreed more often about the involvement activities of superintendents than they did about the involvement activities of principals and school boards. The overall low levels of agreement between the interview responses of the superintendents and principals pertaining to the involvement activities in the processes utilized to determine elementary principals' salaries disclosed 1) a low two-way communication level between the superintendents and their principals regarding the principals' salary determination process, 2) a lack of principal knowledge regarding some of the significant salary determination activities of the superintendent and school board, and 3) that superintendents generally considered elementary principals and school boards to be more involved than did the principals. A higher level of agreement existed between the principals and superintendents from the larger school districts than existed between the

superintendents and principals of the smaller districts; however, the level of satisfaction of principals with their involvement in the salary determination processes was greater in the smaller districts than in the larger districts. Superintendents also considered elementary principals to be more satisfied with their involvement in the salary determination process than did the principals. More specifically, the following findings were drawn from the analysis of the research data:

1. Principals in the larger enrollment districts more often wrote goals than did principals in the smaller districts.
2. Principals in the larger enrollment districts more often set goals mutually with the superintendent than did the principals in the smaller districts.
3. Principals in the larger enrollment districts were more likely to have an evaluation conference with the superintendent than were the principals in the smaller districts.
4. Principals in the smaller enrollment districts were more likely to meet individually with the superintendent about their salary related concerns than were the principals in the larger districts, while the principals in the larger enrollment districts were more likely to meet with the superintendent as a group about salary related concerns than were the principals in the smaller districts.
5. Principals in the smaller enrollment districts participated in more activities of the processes utilized for determining their salaries than did the principals in the larger districts.
6. Superintendents in the larger enrollment districts participated in more activities of the processes utilized for determining elementary



principals' salaries than did superintendents in the smaller enrollment districts.

7. Elementary principals and superintendents were more involved in the elementary principals' salary determination process in the low wealth districts than were the superintendents and principals in the high wealth districts.
8. The superintendents of the larger enrollment/high wealth districts and the superintendents of the low enrollment/low wealth districts were more inclined to review outside current salary study information than were the superintendents of the smaller enrollment districts with high wealth and the larger enrollment districts with low wealth.
9. More school boards of the larger enrollment districts provided guidelines to the superintendent for the development of elementary principals' salaries than did the school boards of the smaller enrollment districts.
10. Criteria for determining the compensatory services of principals existed more often in the larger enrollment districts than in the smaller enrollment districts.
11. More school boards of the smaller enrollment districts had a board sub-committee which recommended elementary principals' salaries to the board than did the school boards of the larger enrollment districts.
12. More school boards of the larger enrollment districts approved the superintendent's recommended principals' salaries with changes than did the school boards of the smaller enrollment districts.

13. More school boards of the smaller enrollment districts approved elementary principals' salaries recommended by a board sub-committee than did the school boards of the larger enrollment districts.
14. School boards which had provided principal salary determination guidelines to the superintendent were less involved in the process of determining elementary principals' salaries than were the school boards which provided no guidelines.
15. School boards were more involved in the elementary principals' salary determination process in the high wealth districts than were the school boards in the low wealth districts.
16. Over the five-year period of 1974-79 the greatest average percentage of salary increase of elementary principals was in those districts which utilized the open-ended method for determining salaries.
17. The salary increase percentages of elementary principals were greater when the salaries were determined after teachers' negotiations were completed.
18. The greatest percentages of increase for the smaller enrollment districts occurred when elementary principals' salaries were determined after the completion of teachers' negotiations, while the greatest percentages of increase for the larger enrollment districts, occurred when elementary principals' salaries were determined at the same time as (with), or near to the completion of teachers' negotiations.
19. The use of a method for determining the salaries of elementary principals was more closely related to school district wealth than to school district size.

20. The greatest usage of the scale/index and negotiation salary determination methods was in the low wealth districts.
21. Elementary principals in the high wealth districts were more likely to have their salaries determined on an open-ended basis than were the principals in the low wealth districts.
22. No relationship was found to exist between the size and wealth of a district and when the principals' salaries were determined--before, with, or after the completion of teachers' negotiations.
23. Smaller enrollment districts made less use of the seven recommended administrative process activities than did the larger enrollment districts.

### Conclusions

This section of Chapter V presents the following conclusions reached relative to 1) the involvement activities of elementary principals, superintendents, and school boards in the processes utilized to determine the salaries of elementary school principals in the sixteen elementary school districts of this study, 2) the relationship between selected variables and school district size and wealth, 3) the relationship between selected variables and the percentage of annual salary increase, and 4) a shift in the educational community expectations of the principalship:

1. Elementary principals write annual goals primarily because they are requested to do so.
2. Principals and superintendents considered the principal's evaluation conference to be an activity of the salary determination process.

3. Principals were marginally satisfied with their level of participation by having an opportunity to meet with the superintendent individually, or as a group, about their salary concerns.
4. Principals were unwilling to press the superintendents and school boards for negotiations.
5. Superintendents are in need of increasing their awareness of current principal salary study information as a check on the adequacy of the salaries of elementary principals in relation to providing for the principals' basic needs.
6. The continuation of the "communication gap" between principals and the school board and superintendent, and the unwillingness of the superintendent and school board to include principals on the management decision-making team, found in the current periodical literature, will increase the interest among principals to join the union in order to utilize collectively their power to bring about meetings with the superintendent, or the school board, at which they may present their salary and management related concerns.
7. A board sub-committee's time would be more appropriately utilized in drafting a well-defined salary determination policy for board adoption, which when approved, would give procedural direction to the superintendent and grant him sufficient latitude for the development of recommended principals' salaries that could withstand board review and be approved usually by the school board, except for substantive reasons.
8. School board alteration of superintendent recommended principals' salaries without substantive reasons may tend to weaken the two-way

communication and confidence relationship between the superintendent and school board.

9. Principals lacked knowledge regarding some of the significant salary determination activities of the superintendents and school boards.
10. Superintendents evidenced an unawareness of the extent and the seriousness of the disagreement between their estimation of the principals' satisfaction with the principals' involvement in the determination of principals' salaries and the principals' actual feelings of dissatisfaction with what the principals consider to be minimal involvement in the determination of their salaries.
11. Superintendents did not make adequate provision for job satisfiers for their principals in the areas of involvement and two-way open communications related to the principal salary determination process.
12. McGregor's theory X assumptions about people had a greater influence upon the school boards and superintendents of the districts in this study in matters related to the determination of principals' salaries than did theory Y assumptions.
13. Minimal principal involvement in the determination of their salaries was a contributory factor to the dissatisfaction of elementary principals with their involvement.
14. School boards were considerably involved in the principal salary determination process in larger enrollment as well as smaller enrollment districts.
15. The absence of policies and procedures for resolving principal salary problems increases organizational tensions, leadership failure, and principal dissatisfaction.

16. The absence of board policies and minimal principal involvement related to the determination of elementary principals' salaries tends to increase polarization between school boards and elementary principals.
17. Principals desired, in the form of board adopted policies, assurance of greater principal involvement in the process utilized to determine their salaries.
18. Principals had more confidence in the delivery of equity and fair treatment through the adoption of board policy than through the lip service of superintendents and school boards.
19. Superintendents had a stronger interest in the inclusion of merit in salary determination than did principals.
20. Principals leaned toward policy adoption to effect satisfactory communication channels with the superintendent and board pertaining to the determination of their salaries.
21. The absence of job descriptions tended to influence elementary principals toward the view that superintendents and school boards neither appreciated the value of caring nor desired to include principals as participatory decision-making team members.
22. Regardless of the type of district, as to size and wealth, elementary principals can expect to receive a greater percentage of salary increase if their salaries are determined by the open-ended method.
23. Regardless of the type of school district as to size, and wealth, elementary principals can expect to receive a greater percentage of salary increase if their salaries are determined after teachers' negotiations are completed.

24. Elementary principals in the smaller enrollment districts can expect to receive a higher percentage of salary increase if their salaries are determined after, rather than with or before, teachers' negotiations are completed.
25. Elementary principals in the larger enrollment districts can expect to receive a higher percentage of salary increase if their salaries are determined with, rather than before or after, teachers' negotiations are completed.
26. Elementary principals in high wealth districts can expect that their salaries will be determined by the open-ended method.
27. Elementary principals in low wealth districts can expect that their salaries will be determined by either the scale/index, negotiation, or open-ended method.
28. Regardless of a district's size or wealth, elementary principals have about an equal probability of their salaries being determined before, with, or after teachers' negotiations are completed.
29. Research data in this study did not provide conclusive evidence of a relationship between the actual administrative procedures utilized during the salary determination process and the average percentage of salary increase for elementary principals.
30. Contemporary literature and studies contain evidence that educational community-held expectations of the elementary school principalship are altering each of the six "traditional" principal role functional categories as presented below:
  - 1) Educational leader function--a weakening because of a shift toward more of a managerial function

- 2) Change agent function--a weakening because of a shift toward a change implementer function
  - 3) Administrative team member function--a weakening because of a lack of commitment by superintendents and school boards to the concept
  - 4) Manager function--a strengthening because of the principal's role in managing the collectively bargained agreement and implementing the new management philosophy
  - 5) Guidance counselor function--a strengthening because of an increase in the guidance counselor services expected for students, parents, and personnel
  - 6) Communicator function--a strengthening because of emphasis on interlocking networks of communication in lieu of emphasis on public relations
31. The views of elementary principals expressed in contemporary literature and studies regarding the factors which are affecting their performance of the principalship role functions are summarized as:
- 1) School boards are bargaining away the principals' authority to make decisions
  - 2) School boards have not made a commitment to the team management concept
  - 3) Principals are members of the "management team" in name only
  - 4) School boards do not treat principals as middle management
  - 5) Concerns of principals are considered secondarily to those of teachers
  - 6) School boards mildly support principals
  - 7) Amount of time required to manage the teachers' collectively bargained agreement is increasing
  - 8) Principals prefer membership on the administrative management team, but lack of school boards' acceptance pulls them toward becoming members of a union
  - 9) Principals need a greater knowledge of school law
  - 10) Principals need more knowledge to use and evaluate innovations



- 11) Principals are adequately performing the principalship role functions
- 12) School board decisions are increasingly based on political expediency

### Recommendations

As a result of this dissertation study, the following recommendations are presented to elementary school principals, superintendents, and school boards regarding the determination of elementary principals' salaries:

1. The school board and superintendent should determine that their actions will manifest the value of caring.
2. The school board and superintendent should include elementary principals as members of the management decision-making team as related to the determination of elementary principals' salaries.
3. The actions of the school board and superintendent should contribute to the establishment and maintenance of two-way communications between principals, superintendent, and the school board.
4. The school board should adopt written comprehensive personnel policies which reflect the school board's commitment to caring.
5. The school board should adopt clearly stated job descriptions developed jointly by the superintendent and principals, and which reflect quality control.
6. The school board should adopt a written evaluation policy developed jointly by the superintendent and principals which assures the community of quality control, reflects the discipline of caring, and makes clear the purpose of the evaluation and the relationship of the

evaluation process and results to the job description and the salary determination process.

7. The school board should adopt a written salary determination policy designed jointly by the superintendent and principals which reflects the discipline of caring, and will insure equitable and objective determination of salaries for elementary school principals.
8. Elementary principals should demonstrate leadership and accountability to the superintendent, school board, and community by voluntarily utilizing goals for the operation of their schools as a means of more accurately quantifying accomplishments to justify salary increases.
9. Superintendents should encourage and assist elementary principals in the utilization of goals by providing annual goals for principals and/or setting mutual goals with the principals, and by providing in-service training in the development and accomplishment of goals.
10. The school board should refrain from unnecessary involvement in the principals' salary determination process.
11. An adopted written salary determination policy should require the school board to provide to the superintendent annual financial guidelines under the umbrella of the written policy for the superintendent's development of recommended principals' salaries.
12. The principals should be notified by the superintendent of their recommended salaries several days before the recommended salaries are forwarded by the superintendent to the school board.
13. The school board should approve without change, normally, the salaries recommended for the elementary principals when the

superintendent has followed the adopted policies and annual financial guidelines given to the superintendent by the board, except for substantive reasons.

14. If the school board does not adopt a policy or provide guidelines to the superintendent for developing recommended salaries for principals, the superintendent should prepare in writing, with principal involvement, the procedures he will follow in preparing his salary recommendations, and distribute copies of his procedures to members of the board and to each principal, with the expectation that the board will normally approve his recommended salaries for principals, except for substantive reasons.
15. The principals should be notified promptly by the superintendent of action taken by the board on the recommended salaries.
16. Legal statutes should be approved which give more clarity to the responsibilities of elementary principals. A clarification of responsibilities would be useful to school boards in adoption of principal job descriptions, evaluation, and development of accountability models and procedures for assisting with determining fair and equitable elementary principals' salaries.

Recommendations Submitted to Researchers for  
Consideration for Further Study

1. A comprehensive study should be made of the rationale of school boards for not having principal salary determination policies.
2. A study should be made of the specific actions elementary principals should take to avoid the principal movement toward the bargaining camp.

3. To increase the school's holding power of outstanding elementary principals, an in-depth study should be made of the comparability of responsibilities and salaries of elementary principals with their counterparts in business and industry.
4. A study should be made of the definitive steps superintendents and principals should make to upgrade the school boards' value on the principalship.
5. A study similar to this study should be made which would include collecting and analyzing interview response data from school board members, as well as from principals and superintendents.
6. A follow-up study should be conducted for the 1979-84 school years to provide data for establishing trends in actions taken by school boards and superintendents related to determining elementary school principals' salaries.
7. A study should be conducted of the extent to which the seven recommended administrative processes identified in the literature and professorial writings in this dissertation for determining principals' salaries are utilized in another metropolitan area of the nation.
8. A study should be made of the comparison of the procedures and practices utilized to determine elementary principals' salaries by school districts which consistently pay high salaries to principals with the seven recommended administrative processes identified in the literature and professorial writings in this dissertation as having relevancy for determining elementary principals' salaries.

## BIBLIOGRAPHY

### A. BOOKS

- Argyris, Chris. Personality and Organization. New York: Harper and Row, 1957.
- Bailey, Max A. and Booth, Ronald R. Collective Bargaining and the School Board Member. Springfield, Ill.: Illinois Association of School Boards, 1978.
- Barnard, Chester I. The Functions of the Executive. Cambridge: Harvard University Press, 1968.
- Campbell, Roald F.; Bridges, Edwin M.; and Nystrand, Raphael O. Introduction to Educational Administration. 5th ed. Boston: Allyn and Bacon, 1977.
- Campbell, Roald F. and Layton, Donald H. Policy Making for American Education. Danville, Ill.: Interstate Publishers, 1969.
- Castetter, William B. The Personnel Function in Educational Administration. New York: Macmillan Co., 1971.
- Castetter, William B. and Heisler, Richard S. Planning the Financial Compensation of School Administrative Personnel. 3rd ed. Philadelphia, Pa.: Center for Field Studies, Graduate School of Education, University of Pennsylvania, 1974.
- Cutlip, Scott M. and Center, Allen H. Effective Public Relations. 2nd ed. Englewood Cliffs, N.J.: Prentice-Hall, 1958.
- Davis, Keith. "Evolving Models of Organizational Behavior." In Participative Management: Concepts, Theory and Implementation, pp. 3-14. Edited by Ervin Williams. Atlanta, Ga.: Publishing Services Division, College of Business Administration, Georgia State University, 1976.
- Department of Elementary School Principals, National Education Association. "The Financial Status of Principals." In The Elementary School Principals in 1968, A Research Study, pp. 128-38. Washington, D.C.: Department of Elementary School Principals, National Education Association, 1968.
- Drucker, Peter F. Management: Tasks, Responsibilities, Practices. New York: Harper and Row, 1974.

- Erickson, Kenneth A. and Gmelch, Walter H. School Management Teams: Their Structure, Function, and Operation. ERS Monograph Series. Arlington, Va.: Educational Research Service, 1977.
- Festinger, L. and Katz, D., eds. Research Methods in the Behavioral Sciences. New York: Holt, Rinehart and Winston, 1953.
- Genck, Fredric H. and Klingenberg, Allen J. The School Board's Responsibility: Effective Schools through Effective Management. Springfield, Ill.: Illinois Association of School Boards, 1978.
- Goldman, Samuel. The School Principal. New York: The Center for Applied Research in Education, Inc., 1966.
- Guba, Egon G. and Bidwell, Charles E. Administrative Relationships. Chicago: Midwest Administration Center, University of Chicago, 1957.
- Gulick, Luther. "Notes on the Theory of Organization." In Papers on the Science of Administration, pp. 1-45. Edited by Luther Gulick and L. Urwick. New York: Institute of Public Administration, 1937.
- Hencley, Stephen P.; McCleary, Lloyd E.; and McGrath, J.H. The Elementary School Principalship. New York: Dodd, Mead and Co., 1970.
- Herzberg, Frederick. The Managerial Choice: To Be Efficient and To Be Human. Homewood, Ill.: Dow Jones-Irwin, 1976.
- Isaac, Stephen. Handbook in Research and Evaluation. San Diego: Robert R. Knapp, 1974.
- Jacobson, Paul B.; Reavis, William C.; and Logsdon, James D. The Effective School Principal. New York: Prentice-Hall, 1954.
- Kerlinger, Fred N. Foundations of Behavioral Research. 2nd ed. New York: Holt, Rinehart and Winston, 1973.
- Knezevich, Stephen J. Administration of Public Education. 3rd ed. New York: Harper and Row, 1975.
- Lessinger, Leon M. and Conner, James E. An Exploration of Standards and Quality in Education. Thorough and Efficient. Edited by Meg Conner. Raleigh, N.C.: Stewardship Press, 1978.
- Lindzey, G. and Aronson, E., eds. The Handbook of Social Psychology. Vol. 2: Research Methods. Reading, Mass.: Addison-Wesley, 1968.
- Lucio, William H., and McNeil, John D. Supervision: A Synthesis of Thought and Action. 2nd ed. New York: McGraw-Hill, 1969.
- McGregor, Douglas. The Human Side of Enterprise. New York: McGraw-Hill, 1960.

- Merrihue, Willard V. Managing by Communication. New York: McGraw-Hill, 1960.
- National Association of Secondary School Principals. The Principals. Washington, D.C.: National Association of Secondary School Principals, 1970.
- National Education Association. Fiftieth Anniversary Volume, National Education Association, 1906. Winona, Minn.: National Education Association, Secretary's Office, 1906.
- Pierce, Paul Revere. The Origin and Development of the Public School Principals. Chicago: University of Chicago Press, 1935.
- Redfern, George B. Evaluating Teachers and Administrators: Putting the Pieces Together. Westerville, O.: School Management Institute, 1978.
- Research Division of the National Education Association. A Handbook of Major Educational Issues. Washington, D.C.: Research Division of the National Education Association, 1926.
- Shils, Edward B. and Whittier, C. Taylor. Teachers, Administrators, and Collective Bargaining. New York: Thomas Y. Crowell Co., 1968.
- Shuster, Albert H. and Stewart, Don H. The Principal and the Autonomous Elementary School. Columbus, O.: Charles E. Merrill, 1973.
- Survey Research Center. Interviewer's Manual. Revised ed. Ann Arbor, Mich.: Institute for Social Research, University of Michigan, 1976.
- Unruh, Adolph and Turner, Harold E. Supervision for Change and Innovation. Boston: Houghton-Mifflin, 1970.
- VanDalen, Deobold B. Understanding Educational Research. New York: McGraw-Hill, 1966.
- Webster's New Twentieth Century Dictionary, 2nd ed., 1970.
- Wiles, Kimball and Lovell, John T. Supervision for Better Schools. 4th ed. Englewood Cliffs, N.J.: Prentice-Hall, 1975.
- Wright, Carroll D., Chairman. "Preliminary Report of Committee on Salaries, Tenure, and Pensions of Teachers." Journal of Proceedings and Addresses of the Forty-third Annual Meeting, June 27-July 1, 1904. Winona, Minn.: National Education Association, Secretary's Office, 1904.

## B. PERIODICALS

- "Administrative Tenure--There Has to Be a Better Way." Illinois School Board Journal 43 (November-December 1975):5.
- Alexander, Elliott. "Men in the Middle Seek Greater Voice." National Elementary Principal 51 (October 1971):48-53.
- American Association of School Administrators. "All is Not Well with the Management Team." AASA Convention Reporter, February 17, 1979, p. 28.
- \_\_\_\_\_. "Collective Bargaining." The School Administrator 35 (December 1978):17.
- \_\_\_\_\_. "Merit Pay: Pro and Con." AASA Convention Reporter, February 17, 1979, p. 14.
- Anderson, Lester W. "Management Team Versus Collective Bargaining for Principals." NASSP Bulletin 54 (May 1970):169-76.
- Bakalis, Michael J. "Collective Negotiations in the Absence of Legislation." Compact 6 (June 1972):18-20.
- Bedrosian, Oscar and Klingenberg, Allen. "Some Essential Elements in Performance Appraisal." Illinois School Board Journal 45 (July-August 1977):24-25.
- Boone, Bob and Slezek, Jim. "When Unions Start Wooing Principals, You'd Best Have a Better Answer--Here It is." The Executive Educator, Premier Issue (October 1978):26-28.
- Booth, Ronald R. "Hitting the Nail Without a Hammer." Illinois School Board Journal 46 (May-June 1978):30-33.
- Bremer, John. "Power and the Principalship." National Elementary Principal 55 (November-December 1975):18-21.
- Bristow, William H. "Communication in Curriculum." Educational Leadership 23 (November 1965):143-51.
- Butkiewicz, Chester. "Superintendents, Are You Ready?" NASSP Bulletin 59 (September 1975):29-33.
- Campbell, Roald F. "A History of Administrative Thought." Administrator's Notebook 26 (1977-78):1-4.
- Campbell, Robert. "From Personal Experience." Illinois School Board Journal 42 (July-August 1974):28.



- Carlin, Philip. "Academic Preparation for the Principalship: Is It Realistic?" Chicago Principals Reporter (Fall 1977):13.
- Cassetta, Frank. "Knocked Off: Lessons From a Sacked Superintendent." The Executive Educator, Premier Issue (January 1979):22-24.
- Collins, Paul D.; Lutzow, C. A.; MacDonald, W. B.; Harris, J. A.; Meier, D. W.; Thomas, H. M.; Wilson, Y.S.; and Weir, R. M., Jr. "What's Going On Around Here? Eight Principals Talk About Power." National Elementary Principal 58 (March 1979):36-44.
- Cooper, Bruce S. "Collective Bargaining Comes to School Middle Management." Phi Delta Kappan 58 (October 1976):202-4.
- Dawson, Mary. "Salaries of Elementary School Principals." National Elementary Principal 46 (April 1967):16-22.
- Deal, Terrence E., Dornbusch, Sandford M., and Crawford, Robert A. "Villains as Victims: Evaluating Principals." Phi Delta Kappan 59 (December 1977):273-74.
- Degnan, Walter J. "Unionization: A Complement to Professionalism." National Elementary Principal 51 (April 1972):89-90.
- Ditzhazy, Helen E. R. "Some Trends in Salaries and Fringe Benefits." NASSP Bulletin 59 (September 1975):26-28.
- Educational Research Service. "Does Your Paycheck Measure Up? A National Survey of Principals' Salaries and Benefits." National Elementary Principal 56 (March 1977):20-26.
- \_\_\_\_\_. "Salary Contracts and Tenure, A Research Report." National Elementary Principal 55 (November-December 1975):9-11.
- Gallup, George H. "The 10th Annual Gallup Poll of the Public's Attitudes toward the Public Schools." Phi Delta Kappan 60 (September 1978):33-45.
- Garinger, Philip. "Principal's Role on the Administrative Team." Illinois School Board Journal 45 (March-April 1977):42-43.
- Genck, Fredric H. "School Management. Where It's At and Where It's Going." Illinois School Board Journal 42 (September-October 1974):12-15.
- George, Thomas W. "The Role of the Principal: Legal Status in the U.S." NASSP Bulletin 55 (May 1971):144-46.
- Getzels, J. W. and Guba E. G. "Social Behavior and the Administrative Process." School Review 65 (Winter 1957):423-41.

- Gilbert, Michael B. "A Salary Formula for Principals." NASSP Bulletin 59 (September 1975):22-25.
- Goodlad, John I. "A Perspective on Accountability." Phi Delta Kappan 57 (October 1975):108-12.
- Gordon, Paul J. "Strategies for the Next Round of Management Education." Viewpoints 50 (March 1974):15-37.
- Hedinger, Fred H. "Do Your Principals Have Enough Decision-Making Power? In Pennsylvania, They Do." American School Board Journal 165 (February 1978):30-31.
- Heller, Mel. "Ten Sure-fire Ways to Kill a Superintendent." American School Board Journal 165 (May 1978):25-27.
- Herman, Jerry J. "Guidelines for Evaluating and Compensating Administrators" NASSP Bulletin 61 (December 1977):1-9.
- \_\_\_\_\_. "If You Want Strong Principals, Give Them a Real Role." The Clearing House 49 (February 1976):271-72.
- "How Much Should Your Top Administrators Be Paid?" School Management 12 (August 1968):27-29.
- "How School Systems are Evaluating Their Principals." American School Board Journal 163 (July 1976):22-24.
- Illinois Principals Association. "1975-76 IPA Salary Study." Illinois Principal 7 (March 1976):5-7.
- \_\_\_\_\_. "1976-77 IPA Salary and Fringe Benefit Study." Illinois Principal 8 (December 1976):6-9.
- \_\_\_\_\_. "1977-78 IPA Salary and Fringe Benefit Study." Illinois Principal 9 (December 1977):5-8.
- \_\_\_\_\_. "1979 Illinois Principals Association Salary and Fringe Benefit Study." Illinois Principal 10 (December 1978):5-8.
- Ingster, Bernard. "Why Executive Educators Should be Paid on the Basis of Job Content--Not in Relation to Teacher Wages." Executive Educator, Premier Issue (October 1978):25.
- "It's Late but There's Still Time to Give Your Principals a Real Say in Management." American School Board Journal 163 (February 1976):32-34.
- Jones, Grenville C. and Bozarth, Virgil. "A New Concept in Principals' Salary Schedules." American School Board Journal 132 (February 1956):28.

- Klingenberg, Allen J. "School Board Inconsistency." Illinois School Board Journal 46 (January-February 1978):24-25.
- Knoester, William P. "Administrative Unionization: What Kind of Solution?" Phi Delta Kappan 59 (February 1978):419-22.
- Kowalski, Theodore J. "Are You Pushing Your Administrators into Collective Bargaining?" American School Board Journal 165 (July 1978):35.
- Landon, Elliott, "Middle Management Negotiations." School Management 15 (January 1971):8.
- Lapchick, Joseph D. "Up the Administrative Team." Nations Schools 92 (July 1973):14.
- Lieberman, Myron. "Eggs That I Have Laid: Teacher Bargaining Reconsidered." Phi Delta Kappan 60 (February 1979):415-19.
- \_\_\_\_\_. "Neglected Issues in Federal Public Employee Bargaining Legislation." Phi Delta Kappan 57 (October 1975):101-5.
- \_\_\_\_\_. "Negotiating with Middle Management." School Management 14 (June 1970):10-11.
- Lytle, James. "The Schools Cannot be Managed the Way Industry Is." American School Board Journal 163 (February 1976):36-37.
- McNally, Harold J. "A Matter of Trust." National Elementary Principal 52 (November-December 1973):22.
- Mahan, James M. and Chickedantz, Penny G. "Deterrents to Fully Effective Innovations in Elementary Schools." Phi Delta Kappan 59 (October 1977):131-32.
- Manger, Dennis. "What's Ahead for the School Principal, A Legislator's View." Thrust for Educational Leadership 7 (March 1978):4-5.
- Martland, Theodore H. "Costly Schools That Do Not Educate." Business Week, January 30, 1978, p. 9.
- Massino, Chester, reporter. "The Principal's Role In Negotiations." Illinois School Board Journal 46 (March-April 1978):10-11.
- Meitler, Neil. "Getting Administrators Off the Teachers' Salary Schedule." Illinois School Board Journal 42 (January-February 1974):10-11.
- Melton, Joseph. "Role Perceptions of the Elementary School Principalship." National Elementary Principal 50 (February 1971):40-43.

- Miller, William C. "What Will the Future Bring for Education?" Phi Delta Kappan 60 (December 1978):287-89.
- Moberly, David L. and Stiles, Lindley J. "Getting a School Board to Address Its Primary Task." Phi Delta Kappan 60 (November 1978): 236-37.
- Monks, Robert L. "School Boards and Teachers Have Some Things in Common." Illinois School Board Journal 44 (November-December 1976): 12.
- Moskin, Doris. "Principals: Parents are Rooting for You." NASSP Bulletin 62 (November 1978):25-29.
- National Education Association. "Maximum Scheduled Salaries for Administrators." NEA Research Bulletin 44 (May 1966):44-45.
- \_\_\_\_\_. "Maximum Scheduled Salaries for Administrators." NEA Research Bulletin 45 (May 1967):47-50.
- Nirenberg, John. "The Evolution of Organizational Theory and Its Application to Public Schools." NASSP Bulletin 62 (January 1978):1-8.
- Pathfinder Report, no. 13, part one, Management for Results, Part One-- Merit." Illinois School Board Journal 42 (July-August 1974):26-28.
- Peterson, Kent C. "The Principal's Tasks." Administrator's Notebook 26 (1977-78):1-4.
- Pharis, Bill. "Dollar Power, or Who Made How Much This Year and Where." National Elementary Principal 58 (March 1979):49-54.
- \_\_\_\_\_. "U.S. Principals: The Inside Story." National Elementary Principal 58 (March 1979):45-48.
- Pharis, William L. and Keller, Edward P. "Bucks, Benefits, and Bargaining: The BIG Picture." National Elementary Principal 57 (March 1978):22-27.
- Randles, Harry E. "The Principal and Negotiated Contracts." National Elementary Principal 55 (November-December 1975):57-61.
- Redfern, George B. "Principal Power: Learning to Live with Less." National Elementary Principal 58 (March 1979):55-61.
- "Research Reports: Is Bargaining Good for Education?" Illinois School Board Journal 45 (May-June 1977):38.
- Robinson, Glen. "How Educational Research Service Serves." Phi Delta Kappan 57 (April 1976):510-13.

- Roelle, Robert J. "Don't Let Collective Bargaining Put Management in the Middle." Illinois School Board Journal 46 (May-June 1978):27-29.
- "Salaries for Principals." National Elementary Principal 34 (May 1975):30.
- Salmon, Paul B. "Are the Administrative Team and Collective Bargaining Compatible?" Compact 6 (June 1972):3-5.
- Schmidt, Gene L. "Your Administrators Will Try Harder If . . ." Illinois School Board Journal 43 (July-August 1975):35-36.
- Illinois School Board Journal. "School Board Power Depends on You." Illinois School Board Journal 43 (July-August 1975):3.
- Siffin, William J. "Modernization, Management and the Large Problem of System Design." Viewpoints 50 (March 1974):1-13.
- Sledge, Donald. "Educators Do Not Control Pupil Achievement." Illinois School Board Journal 44 (September-October 1976):17-18.
- Smith, David C. "Professional Negotiations and the Principal." National Elementary Principal 42 (November 1972):93-95.
- "Some Suggestions for Better Board-Administrator Relations." Illinois School Board Journal 43 (November-December 1975):6-8.
- Swift, James S. "The Origins of Team Mangement." National Elementary Principal 40 (February 1971):26-35.
- "The Brewing--and, Perhaps, Still Preventable--Revolt of the School Principals." American School Board Journal 163 (January 1976):25-27.
- "The Ways (not all good) Principals are Paid." American School Board Journal 163 (July 1976):21.
- Thompson, G. Howard. "Boards Must Avoid Bargaining with Administrators." Illinois School Board Journal 45 (May-June 1977):40.
- Todd, Donald F. and Manning, Patrick M. "Job Evaluation Goes to School." Personnel 51 (July-August 1974):53-59.
- Tye, Kenneth A. "The School Principal: Key Man in Educational Change." NASSP Bulletin 56 (May 1972):77-84.
- Warner, Peter B. "Can School Managers Learn from Business and Industry?" Illinois School Board Journal 43 (September-October 1975):29-33.
- Wayson, William W. "Power, Power, Who's Got the Power? Or, Where the Pressure's Coming From." National Elementary Principal 58 (March 1979):12-20.

- Wellborn, Stanley N. "Quest for Better Schools." U.S. News and World Report, September 11, 1978, pp.50-52.
- "What School Principals Earn." American School Board Journal 163 (July 1976):21.
- "Why Education Will Never Make You Rich." Executive Educator, Premier Issue (October 1978):23-24.
- Wilklow, Leighton and Versnick, Henry. "A Management Team: An Approach to Negotiations." The Clearinghouse 47 (September 1972):8-11.
- Wilson, Alfred P. and Davis, James R. "Relevant Administrator Theorists for Today." Phi Delta Kappan 57 (November 1975):207-8.

### C. UNPUBLISHED MATERIALS

- Andersen, Glenn David. "The Dominant Educational Leadership Styles of Elementary School Principals and the Level of Elementary School Curriculum Development." Ed.D. dissertation, Wayne State University, 1978. Dissertation Abstracts International 39 (September 1978), p. 1202-A.
- Baxel, George H. "The Determination of Salaries for Secondary School Principals in New Jersey through Position Evaluation." Ed.D. dissertation, Rutgers--The State University, 1965. Dissertation Abstracts International 27 (August 1966), p. 340-A.
- Clayback, Jean Bortel. "Instructional Leadership Behaviors of Selected Elementary School Principals." Ed.D. dissertation, State University of New York at Buffalo, 1977. Dissertation Abstracts International 39 (September 1978), p. 1286-A.
- DeHart, James Blake. "A Study of Executive Professional Leadership of Principals within the Elementary Schools of Texas." Ed.D. dissertation, North Texas State University, 1976. Dissertation Abstracts International 37 (May 1977), p. 6866-A.
- Denney, Patti Lou. "Restrains Perceived by Elementary School Principals in Their Performance of Administrative Tasks." Ed.D. dissertation, University of California, Los Angeles, 1978. Dissertation Abstracts International 39 (November 1978), p. 1642-A.
- DeSautel, Rodney Allen. "Administrative Role Perceptions of North Dakota Elementary School Principals as Related to Five Selected Dimensions of Administrative Function." Ed.D. dissertation, University of North Dakota, 1977. Dissertation Abstracts International 39 (July 1978), p. 42-A.

- Edwards, Robert Lee. "The Identification of Administrators' and Board Members' Priorities of Educational Issues Confronting Them Today and in Five Years." Ed.D. dissertation, University of Southern California, 1978. Dissertation Abstracts International 39 (November 1978), p. 2644-A.
- Faulkner, Jasper Kinzey. "A Study of the Leadership Team in the Jefferson County Schools to Determine if Principals Perceive Themselves the Controller of the Decision-Making Process Within the Concept of Management by Shared Objectives." Ed.D. dissertation, University of Alabama, 1977. Dissertation Abstracts International 39 (October 1978), p. 1948-A.
- Franklin, Jerry Pete. "School Board Presidents' Perceptions of Elementary School, Middle School, Junior High School, and High School Principals' Functions." Ph.D. dissertation, Kansas State University, 1978. Dissertation Abstracts International 39 (November 1978), p. 2648-A.
- Gast, Elmer Chester. "Attitudes, Salaries and Demography of City School Principals in Iowa During 1970-71." Ph.D. dissertation, University of Iowa, 1971. Dissertation Abstracts International 32 (November 1971), p. 2342-A.
- Hammer, Carl Monroe. "A Study of Administrative Salary Policy as Perceived by School Administrators, Teachers, and Board Members." Ed.D. dissertation, Stanford University, 1962. Dissertation Abstracts International 23 (April-June 1962/63), p. 3719.
- Hentrel, Percy Gonya, Jr. "An Exploratory Case Study of the Affect of Collective Negotiations Between Teachers and School Boards on the Principal's Leadership Style." Ph.D. dissertation, University of Michigan, 1978. Dissertation Abstracts International 39 (November 1978), pp. 2832-A, 2833-A.
- Hicks, William Vernon. "Utilization of Industrial Techniques in Establishment of Job Classifications and Determination of Salaries in the Public Schools." Ed.D. dissertation, Wayne University, 1952. Dissertation Abstracts International 13 (July 1952), p. 44.
- Jackson, Edwin Snow. "Disparity Between the Perceptions of Elementary Principals' 'Actual' and 'Preferred' Administrative Roles." Ed.D. dissertation, University of Arkansas, 1978. Dissertation Abstracts International 39 (December 1978), p. 3269-A.
- Johnson, Mary Eren. "A Study of Principals' Perceptions of Competencies in School Law Necessary in Texas." Ed.D. dissertation, University of Houston, 1976. Dissertation Abstracts International 38 (February 1977), p. 4746-A.

- Jones, David Paul. "An Analysis of the Salaries of Supervising Principals in Selected Districts in the Commonwealth of Pennsylvania during the Periods of 1927-1930, 1937-1940, 1947-1950." Ph.D. dissertation, University of Pittsburgh, 1954. Dissertation Abstracts International 14/09., p. 1338.
- Lawhorn, Charlton Dabney. "Selected Influences Affecting Salaries of School Personnel, Teachers and Principals, Derived from Teacher Negotiations." Ed.D. dissertation, University of Kansas, 1978. Dissertation Abstracts International 39 (January 1979), p. 3933-A.
- Metzger, Melvin Augusta. "Identification and Analysis of the Current Methods of Evaluating Principals in the Public School of the State of Maryland." Ed.D. dissertation, George Washington University, 1976. Dissertation Abstracts International 37A (February 1977), p. 4756-A.
- Miller, James Clyde. "Evolution of Administrative and Supervisory Theory." Ed.D. dissertation, East Tennessee State University, 1978.
- Palucci, Albert James. "The Evaluation of Principals between 1968 and 1978 in Lake County, Illinois." Ed.D. dissertation, Loyola University, 1978.
- Rancic, Edward Thomas. "An Analysis of the Principal's Role as Middle Management in Selected Schools in Cook County." Ed.D. dissertation, Loyola University, 1970.
- Schulman, Hugh S. "The Initiation of Change by Principals in the Elementary Schools of Nassau and Suffolk Counties, New York." Ph.D. dissertation, New York State University, 1968. Dissertation Abstracts International 29 (September 1968), pp. 785-A, 786-A.
- Schurter, Wayne Alan. "An Analysis of Self-Actualizing Dimensions of Public School Administrators in DuPage County, Illinois." Ed.D. dissertation, Northern Illinois University, 1978. Dissertation Abstracts International 39 (August 1978), p. 4642-A.
- Searle, Robert Quinlan. "A Prescriptive Model of an Administrative Assessment Process for the Selection of Elementary School Principals." Ed.D. dissertation, Florida Atlantic University, 1978. Dissertation Abstracts International 39 (September 1978), p. 1248-A.
- Sussman, Edward Arnold. "The Elementary School Principal Under Collective Bargaining." Ed.D. dissertation, University of Southern California, 1978. Dissertation Abstracts International 39 (November 1978), p. 2678-A.



- Voelker, Carol J. "Parent-Principal Role Perceptions of Elementary Principals: San Diego, California." Ed.D. dissertation, Brigham Young University, 1978. Dissertation Abstracts International 39 (December 1978), p. 3297-A.
- Wells, Richard Francis. "A Study of the Major Job Responsibilities of the Elementary School Principal." Ed.D. dissertation, University of Northern Colorado, 1978. - Dissertation Abstracts International 39 (October 1978), p. 1987-A.
- Werkheiser, Linford Arthur. "A Study of Salary Policy and Practice for Educational Administrators in the Pennsylvania Counties of Bucks, Chester, Delaware and Montgomery." Ed.D. dissertation, Temple University, 1969.
- Winward, Morris H. "The Principles of Administrators' Salary Schedules." Ph.D. dissertation, University of Southern California, 1951.

#### D. GOVERNMENT PUBLICATIONS

- DuPage County Educational Service Region. DuPage County School Directory, 1978-79.
- Illinois Office of Education. Guidelines for Fair Treatment of Administrators. Springfield, Illinois: State Board of Education, May 1, 1976.
- U.S. Bureau of National Affairs, Inc. "Summary--News--State and Local." Government Employee Relations Report. No. 612. June 30, 1975.
- U.S. Department of Health, Education, and Welfare. A Summary of Studies of Interviewing Methodology, by Charles F. Cannell, Series 2, No. 69. Washington, D.C.: Government Printing Office, 1977.

#### E. REPORTS

- Educational Research Service. Collective Negotiation Agreements for Administrators: An Analysis of 100 Contracts. Arlington, Va.: Educational Research Service, 1976.
- \_\_\_\_\_. Measuring Trends in Salaries and Wages in Public Schools: ERS Composite Indicator of Changes. Arlington, Va.: Educational Research Service, 1979.
- \_\_\_\_\_. Methods of Scheduling Salaries for Principals. Arlington, Va.: Educational Research Service, 1975.

. Scheduled Salaries for Professional Personnel in Public Schools, 1977-78. Arlington, Va.: Educational Research Service, 1978.

. Scheduled Salaries for Professional Personnel in Public Schools, 1978-79. Arlington, Va.: Educational Research Service, 1979.

Endicott, Frank S. "Salaries and Related Information from Public Schools of the Chicago Area. Twenty-eighth Annual Report. December, 1978." Northwestern University. (Mimeographed)

Research Division of the National Education Association. Maximum Salaries Scheduled for School Administrators, 1969-1970. Public School Salaries Series. Research Report 1970-R2. Washington, D.C.: National Education Association, 1970.

. Maximum Salaries Scheduled for School Administrators, 1970-1971. Public School Salaries Series. Research Report, 1971-R2. Washington, D.C.: National Education Association, 1971.

. Salary Schedules for Principals, 1969-70. Public School Salaries Series. Research Report 1970-R5. Washington, D.C.: National Education Association, 1970.

Stieber, Gertrude N. "Salaries Scheduled for Administrative and Supervisory Personnel in Public Schools, 1973-74." ERS Report (ERIC Printout Abstract, Copyright, 1974), Foreword by Glen Robinson.

APPENDIX A

ENROLLMENT OF ELEMENTARY SCHOOL DISTRICTS,  
DUPAGE COUNTY, ILLINOIS

TABLE 21

FULL TIME EQUIVALENCY (FTE) ENROLLMENT OF ELEMENTARY SCHOOL DISTRICTS  
IN DUPAGE COUNTY, ILLINOIS AS OF SEPTEMBER 29, 1978

District and No.	Kindergarten	Grades 1-8	FTE Total
Bensenville 2	97.5	1959	2056.5
Addison 4	175	3915	4090
Wood Dale 7	57.5	1062	1119.5
Itasca 10	35	985	1020
Medinah 11	33.5	734	767.5
Roselle 12	32	634	666
Bloomingtondale 13	70	1242	1312
Marquardt 15	142.5	2419	2561.5
Queen Bee 16	130	2236	2366
Keeneyville 20	75	1057	1132
Benjamin 25	24.5	427	451.5
McAuley 27	.5	24	24.5
West Chicago 33	135.5	2197	2332.5
Winfield 34	15.5	449	464.5
Glen Ellyn 41	140.5	2843	2983.5
Lombard 44	176	3147	3323
Villa Park 45	240	4080	4320
Salt Creek 48	38	726	764
Butler 53	16	505	521
Downers Grove 58	250	4232	4482
Maercker 60	48	897	945
Darien 61	130	2348	2478
Gower 62	40	647	687
Cass 63	38	684	722
Bromberek 65	8.5	184	192.5
Center Cass 66	31.5	757	788.5
Woodridge 68	166.5	3306	3472.5
Puffer-Hefty 69	31	411	442
Glen Ellyn 89	109.5	2323	2432.5
Carol Stream 93	89	1310	1399
Palisades 180	34.5	494	528.5
Hinsdale 181	124.5	2355	2479.5

APPENDIX B

TAX RATES OF ELEMENTARY SCHOOL DISTRICTS,  
DUPAGE COUNTY, ILLINOIS

TABLE 22  
 1977 TAX RATES OF OPERATING FUNDS OF ELEMENTARY SCHOOL  
 DISTRICTS IN DUPAGE COUNTY, ILLINOIS

District and No.	Edu.	Bldg.	Tr.	IMRF	FS	LI	Total
Bensenville 2	1.4600	.2500	.0892	.0542	-	.0134	1.8668
Addison 4	1.6906	.2465	.1065	.0808	.0493	-	2.1737
Wood Dale 7	1.5300	.2500	.1070	.0268	-	-	1.9138
Itasca 10	1.5100	.2500	.1200	.0288	.0500	.0144	1.9732
Medinah 11	1.6800	.4000	.0323	.0485	.0500	.0162	2.2270
Roselle 12	1.6700	.2500	.1200	.1064	-	-	2.1464
Bloomington 13	1.3800	.5500	.1200	.0735	.0500	.0483	2.2218
Marquardt 15	1.5900	.3750	.2000	.1091	-	.0425	2.3166
Queen Bee 16	1.4350	.2500	.1200	.1485	-	.1464	2.0999
Keeneyville 20	1.9856	.3819	.1175	-	-	.0046	2.4896
Benjamin 25	2.0600	.2500	.1200	.0080	-	.1112	2.5492
McAuley 27	.5997	.0779	.0156	-	-	-	.6932
West Chicago 33	1.7400	.2500	.1105	.0599	-	.0133	2.1737
Winfield 34	1.3700	.3750	.0710	.0852	.0437	.0216	1.9665
Glen Ellyn 41	2.0000	.3750	.0937	.1165	-	.0167	2.6019
Lombard 44	2.1500	.2500	.0524	.0576	.0500	.0079	2.5679
Villa Park 45	1.5479	.2468	.0780	.0961	-	.0260	1.9948
Salt Creek 48	1.5557	.2438	.1200	.0374	.0489	.0089	2.0147
Butler 53	1.3468	.2021	.0472	.0337	-	.0051	1.6349
Downers Grove 58	1.5300	.2500	.1200	.0403	-	.0144	1.9547
Maercker 60	1.7000	.3750	.1200	.0327	-	.0309	2.2586
Darien 61	1.6000	.2500	.1200	.0512	.0500	.0192	2.0904
Gower 62	1.6850	.2500	.1200	.0570	.0345	.0080	2.1545
Cass 63	1.3200	.2500	.1200	.0508	-	.0318	1.7726
Bromberek 65	1.7800	.2500	.1200	-	.0500	.0832	2.2832
Center Cass 66	1.3500	.3750	.1200	.0605	-	-	1.9055
Woodridge 68	1.5803	.2424	.1164	.0728	-	-	2.0119
Puffer Hefty 69	1.6200	.2500	.0846	.0257	-	-	1.9803
Glen Ellyn 89	1.6150	.3750	.1200	.0876	-	.0461	2.2437
Carol Stream 93	1.5000	.5500	.1200	.0559	.0136	.0317	2.2712
Palisades 180	1.4100	.5500	.1200	.0573	.0500	.0229	2.2102
Hinsdale 181	2.2381	.2487	.0818	.0655	-	.0099	2.6440

APPENDIX C

INDEX OF DISTRICT'S WEALTH OF ELEMENTARY SCHOOL DISTRICTS,  
DUPAGE COUNTY, ILLINOIS

TABLE 23

INDEX OF DISTRICT'S WEALTH (IDW) OF ELEMENTARY SCHOOL DISTRICTS  
IN DUPAGE COUNTY, ILLINOIS AS OF SEPTEMBER 29, 1978

District and No.		1977 Assessed Valuation	÷ FTE	=	Assessed Valuation Per FTE	x	1977 Tax Rate	=	IDW Per FTE
Bensenville	2	\$158,565,653	2056.5		\$ 77,104.62		1.8668		\$1,439.39
Addison	4	206,966,111	4090		50,602.96		2.1737		1,099.96
Wood Dale	7	75,571,475	1119.5		67,504.67		1.9138		1,291.90
Itasca	10	56,254,096	1020		55,151.07		1.9732		1,088.24
Medinah	11	62,563,590	767.5		81,516.08		2.2270		1,815.36
Roselle	12	37,987,074	666		57,037.65		2.1464		1,224.26
Bloomington	13	48,137,222	1312		36,689.95		2.2218		815.18
Marquardt	15	83,345,128	2561.5		32,537.62		2.3166		753.76
Queen Bee	16	48,320,311	2366		20,422.78		2.0999		428.86
Keeneyville	20	33,063,560	1132		29,208.09		2.4896		727.16
Benjamin	25	19,088,783	451.5		42,278.59		2.5492		1,077.76
McAuley	27	12,968,485	24.5		529,325.91		.6932		3,669.29
West Chicago	33	114,007,971	2332.5		48,878.01		2.1737		1,062.46
Winfield	34	21,361,299	464.5		45,987.73		1.9665		904.35
Glen Ellyn	41	151,812,977	2983.5		50,884.19		2.6019		1,323.95
Lombard	44	193,062,423	3323		58,098.83		2.5679		1,491.92
Villa Park	45	194,445,299	4320		45,010.48		1.9948		897.87
Salt Creek	48	108,174,590	764		141,589.77		2.0147		2,852.61
Butler	53	89,995,805	521		172,736.66		1.6349		2,824.07
Downers Grove	58	271,121,218	4482		60,491.11		1.9547		1,182.42
Maercker	60	55,714,903	945		58,957.57		2.2586		1,331.61
Darien	61	78,986,012	2478		31,874.90		2.0904		666.31
Gower	62	63,817,532	687		92,893.06		2.1545		2,001.38
Cass	63	31,844,350	722		44,105.75		1.7726		781.82
Bromberek	65	10,930,471	192.5		56,781.67		2.2832		1,296.44
Center Cass	66	38,427,986	788.5		48,735.56		1.9055		928.66
Woodridge	68	104,177,626	3472.5		30,000.75		2.0119		603.58
Puffer Hefty	69	33,465,266	442		75,713.27		1.9803		1,499.35
Glen Ellyn	89	109,642,679	2432.5		45,074.07		2.2437		1,011.33
Carol Stream	93	54,239,254	1399		38,770.02		2.2712		880.54
Palisades	180	22,056,329	528.5		41,733.83		2.2102		922.40
Hinsdale	181	184,385,112	2479.5		74,363.83		2.6440		1,966.18



APPENDIX D

LETTER TO MEMBERS OF SALARY  
QUESTIONNAIRE JURY

224 Newton Avenue  
Glen Ellyn, Illinois 60137

Dear

Thank you for indicating during our telephone conversation your willingness to be a member of a jury to field test a questionnaire which will be a significant part of the research for my doctoral dissertation at Loyola University of Chicago. Those who have agreed to assist me by serving on the jury are:

Dr. Roberta Anderson, Vice President for Graduate Affairs,  
National College of Education, Evanston, Illinois  
Dr. Jerry A. Jenkins, Director, West Suburban Campus,  
National College of Education, Lombard, Illinois  
Dr. Raymond Miller, Superintendent, Dist. 202, Lisle, Illinois  
Dr. Kenneth Olsen, Superintendent, Dist. 200, Wheaton, Illinois  
Dr. Harold Street, Principal, Dist. 200, Wheaton, Illinois  
Dr. John VanLiersburg, Principal, Dist. 89, Glen Ellyn, Illinois

The dissertation will focus on an analysis of actual procedures and practices utilized to determine elementary school principals' salaries, as compared and contrasted with the most consistently recommended procedures and practices in the literature. However, as a part of the analysis, I will also attempt to ascertain if a relationship exists between selected fact variables and the percentage of annual salary increase for elementary school principals. Some of the fact variables may be:

- 1) the differences between the elementary school principal salary increase percentage determined on an "open-ended" basis (merit) and the salary increase percentage granted by a board of education adopted principals' salary schedule;
- 2) the differences between the elementary school principal salary increase percentage approved by the board of education before teacher negotiations are completed and the elementary school principal salary increase percentage approved by the board of education after teacher negotiations have concluded; and
- 3) the differences between the elementary school principal salary increase percentages of districts according to district enrollment size and the districts' indexes of district wealth.

My purpose in seeking your assistance is to obtain your reaction to the enclosed questionnaire (draft) before it is distributed to the population of the study. At this time you are not requested to complete the questionnaire, but rather to comment on it. Specifically, I am seeking your advice and counsel regarding the construction and content of the questionnaire.

- 1) Construction - In your opinion, are the format and questions easily understood? Are the questions ambiguously worded? If they are, your suggested modification will be helpful.
- 2) Content - In your opinion, do the questions seek factual data that will be useful in the analysis described in paragraph two of this letter. If not, what revisions would you suggest to the questions?

Please write your suggestions and comments directly on the questionnaire form.

A limited number of superintendents and principals will be randomly selected to participate in a follow-up personal interview to collect the information and data necessary to identify and analyze the actual processes and procedures used by superintendents and boards of education to determine elementary school principals' salaries. When the instruments for personally interviewing the superintendents and principals have been designed, a copy will be forwarded to you for your review and comments before it is used for research information collection purposes.

It is hoped that you can make your review within the next few days. When you have finished, please telephone me at 469-5813, and I will come for it to save time and possible loss in the mail. Thank you for your assistance.

Appreciatively.

Darrell A. Holsteen

DAH:mbh

Enclosure

APPENDIX E

INTRODUCTORY LETTER FROM  
DISSERTATION ADVISOR



EDUCATION

\* 820 North Michigan Avenue, Chicago, Illinois 60611 \* (312) 670-3030

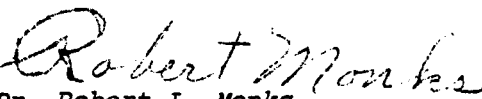
To Whom It May Concern:

This letter is to advise you that the doctoral study Darrell A. Holsteen is conducting has been approved by his dissertation committee at Loyola University of Chicago. His data gathering procedures include a short questionnaire and subsequent selected follow-up interviews.

As Mr. Holsteen's faculty advisor, I have encouraged him in this project and hope you will take time to assist him in his data gathering procedures. You can be assured that Mr. Holsteen is a competent and professional researcher, and that he will honor confidentiality and anonymity where desired.

Your efforts and time are greatly appreciated.

Sincerely yours,

  
Dr. Robert L. Monks  
Associate Professor  
Department of Educational  
Administration

APPENDIX F

LETTER ACCOMPANYING SALARIES  
QUESTIONNAIRE

224 Newton Avenue  
Glen Ellyn, Illinois 60137  
November 17, 1978

Dear

The enclosed questionnaire is a significant part of the research for my doctoral dissertation at Loyola University of Chicago. The dissertation is focused on an analysis of procedures and practices utilized to determine elementary school principals' salaries.

Since the research data will be collected from DuPage County school districts only, your completion and return of this questionnaire is extremely important in order to provide for a valid and representative analysis. A limited number of superintendents, and a principal from each of the same districts, will also be randomly selected to participate in a short follow-up interview in the near future.

Anonymity of individual responses will be maintained. Districts that complete the enclosed questionnaire will be sent a summary of the research findings and recommendations.

If you desire additional information, feel free to telephone me at 469-5813, or I will meet with you at your convenience. I would appreciate receiving your completed questionnaire by Thursday, November 30, 1978.

Thank you for your cooperation and time.

Appreciatively,

Darrell A. Holsteen

DAH:mbh

Enclosures

APPENDIX G

SALARIES QUESTIONNAIRE SENT TO ELEMENTARY SCHOOL DISTRICT  
SUPERINTENDENTS, DUPAGE COUNTY, ILLINOIS



ELEMENTARY SCHOOL PRINCIPALS' SALARIES QUESTIONNAIRE

School District No. \_\_\_\_\_ School District Name \_\_\_\_\_

Superintendent's Name \_\_\_\_\_

How many years have you been superintendent in this district, not including this school year? \_\_\_\_\_

Enrollment as of October 1, 1978 (Include only those students who are claimable for state aid purposes.)

Kindergarten Enrollment \_\_\_\_\_ Grades 1-8 Enrollment \_\_\_\_\_

1977 Equalized Assessed Valuation \$ \_\_\_\_\_

1. Select from the list below the method or methods which were utilized by the district for determining the salaries of elementary school principals for each of the last five school years. Place the corresponding letter(s) below the appropriate school year. Please comment briefly in the space provided, if you wish to further explain your responses.

- a. Principals' Salary Scale or Index
- b. Individually Negotiated
- c. "Open-ended" (Merit)
- d. Other: Please specify \_\_\_\_\_

<u>1974-75</u>	<u>1975-76</u>	<u>1976-77</u>	<u>1977-78</u>	<u>1978-79</u>
----------------	----------------	----------------	----------------	----------------

_____	_____	_____	_____	_____
-------	-------	-------	-------	-------

Comments: \_\_\_\_\_

2. Check (✓) below whether the salaries of the elementary school principals in the district were determined before, with, or after the negotiated settlement for teachers (or approval of salaries for teachers, if not negotiated) for each of the last five school years.

	<u>1974-75</u>	<u>1975-76</u>	<u>1976-77</u>	<u>1977-78</u>	<u>1978-79</u>
BEFORE	_____	_____	_____	_____	_____
WITH	_____	_____	_____	_____	_____
AFTER	_____	_____	_____	_____	_____

3. Enter below the average percentage of salary increases (rounded to the nearest .01) for teachers, elementary school principals, and for central office administrators (except the superintendent) for each of the last five school years.

	<u>1974-75</u>	<u>1975-76</u>	<u>1976-77</u>	<u>1977-78</u>	<u>1978-79</u>
Teachers	_____ %	_____ %	_____ %	_____ %	_____ %
Principals	_____ %	_____ %	_____ %	_____ %	_____ %
Administrators	_____ %	_____ %	_____ %	_____ %	_____ %

4. How many full time elementary school principals are employed in the district for 1978-79? \_\_\_\_\_

5. What is the average number of years of full time principal experience (excluding this year and previous experience in other districts) of the full time elementary school principals employed in the district for 1978-79? \_\_\_\_\_

6. If the district is selected for further participation in this study, will the superintendent and one elementary school principal be available for separate personal interviews? Please check (✓) yes or no.  
 Yes \_\_\_\_\_ No \_\_\_\_\_

Please mail the completed questionnaire to the address below by November 30, 1978. A stamped self-addressed envelope is enclosed.

Darrell A. Holsteen  
 224 Newton Avenue  
 Glen Ellyn, Illinois 60137

APPENDIX H

LETTER TO MEMBERS OF INTERVIEW GUIDE JURY

224 Newton Avenue  
Glen Ellyn, Illinois 60137  
January 20, 1979

Dear

Last November you assisted me with the pretesting of a questionnaire to be used to gather data for my dissertation. The cover letter with that questionnaire draft indicated that the instrument to be used for interviewing randomly selected superintendents and principals from the respondents to the written questionnaire would be forwarded to the six jury members for review and comments prior to the conducting of the interviews. A copy of the proposed interview guide is enclosed.

Remember, the focus of the dissertation is on an analysis of the actual procedures and practices utilized to determine elementary school principals' salaries, as compared and contrasted with the most consistently recommended procedures and practices in the literature. To assist with the review of the proposed interview guide schedule, F. Kerlinger's recommended criteria or precepts of question-writing, developed through experience and research, are given below.

1. Is the question related to the research problem and the research objectives?
2. Is the type of question right and appropriate?
3. Is the item clear and unambiguous?
4. Is the question a leading question?
5. Does the question demand knowledge and information that the respondent does not have?
6. Does the question demand personal or delicate material that the respondent may resist?
7. Is the question loaded with social desirability?  
(Note by DAH - Replace the word social with professional.)

It is hoped that you can make your review within the next few days. You may write your suggestions and comments directly on the proposed

interview guide enclosed. If you prefer, I will talk with you in a conference, or over the telephone (469-5813), to receive the results of your review.

Please do not mail a written response. My wife, or I will come for it to save time and possible loss in the mail. Thank you for your assistance.

Appreciatively,

Darrell A. Holsteen

Enc

APPENDIX I

INTERVIEW GUIDE

### Interview Guide

The questions listed below were used to guide the interview with superintendents and principals about the procedures and practices utilized to determine elementary school principals' salaries. When an open relationship was established between the interviewer and respondent, the interviewer followed a sequence of procedures approximately as follows:

- a. Explained the focus of the study,
- b. Described the method by which the respondent was selected,
- c. Stated the confidential nature of the interview,
- d. Gave the respondent the interviewer's written definition of the term "compensatory services", and
- e. Asked the questions in the order given below.

1. Does your school district have a board of education approved procedure for determining elementary school principals' salaries?

Yes \_\_\_ or No \_\_\_ If the answer is "Yes", is the procedure written, or unwritten? (Fixed Alternative Questions)

2. Has your school district established criteria for determining the compensatory services provided by the elementary school principals?

Yes \_\_\_ or No \_\_\_ If the answer is "Yes", proceed with a below. If the answer is "No", proceed with c. (Fixed Alternatives Question)

a. Who established the criteria? (Fixed Alternative Question)

b. What are the criteria? (Closed Question)

c. Who determines the compensatory services? (Fixed Alternatives Question)

d. What services have been identified as being compensatory? (Closed Question)

3. Who participates in the determination of the elementary school principals' salaries in your school district? (Fixed Alternatives Question)

4. What activities are performed by the superintendent in the determination of the district's elementary school principals' salaries? (Open-Ended Question)

5. What activities are performed by the board of education in the determination of the district's elementary school principals' salaries? (Open-Ended Question)

6. What activities are performed by the district's elementary school principals in the determination of their salaries?  
(Open-Ended Question)
7. What changes do you believe should be made to improve the procedures and practices used in your school district to determine elementary school principals' salaries?  
(Open-Ended Question)

#### DEFINITION OF TERMS

(To accompany Interview Guide)

Compensatory services - Those services provided by the principal which have been identified as deviating from the district's normal expectations. The services may include quality of performance (merit), scope of responsibility, and/or kind of responsibility for which there is specific monetary payment to the principal.

#### Illustrations -

quality of performance - outstanding, or below expectations (merit)

scope (amount) of responsibility - number of students, number of teachers supervised, number of buildings supervised, number of classrooms, etc.

kind - student transportation, lunch program, self-contained special education classes, etc.



APPENDIX J

INTERVIEW RESPONSE DATA

TABLE 24

FREQUENCY OF RESPONSES OF SUPERINTENDENTS AND PRINCIPALS INDICATING INVOLVEMENT IN ELEMENTARY PRINCIPALS' SALARY DETERMINATION PROCESS AND EXISTENCE OF CERTAIN SALARY RELATED POLICIES

	ACTIVITY	R*	GROUP I DISTRICTS				GROUP II DISTRICTS				GROUP III DISTRICTS				GROUP IV DISTRICTS			
			a	b	c	d	a	b	c	d	a	b	c	d	a	b	c	d
TABLE 4	Write annual goals	R*	S <sup>1</sup> P <sup>2</sup>				S				P				S	S P	S P	
	Set mutual goals with superintendent	R	S P				S S P				S P P				S P		S P	
	Have evaluation conference with superintendent	R	S P	S P	S P	S P	S P	S P	S P	S	S P	S P	P	S P	S P	S P	S P	
	Meet individually with superintendent	R	S P	S P	P	S				S P	S	S	S P	S P				
	Meet as a group with superintendent	R					S P	S P	S				S	S P	S P	P		
	Meet individually or as a group with board	R	S P	P														
TABLE 5	Provides goals for principal	R	S P								P				S P			
	Sets mutual goals with principal	R	S P				S S P				S P P				S P		S P	
	Holds evaluation conference with principal	R	S P	S P	S P	S P	S P	S P	S P	S	S P	S P	P	S P	S P	S P	S P	
	Reviews current salary study information	R	S	S				S	S P	S P		S P	S	S P		S		
	Meets with principals individually	R	S P	S P	P	S				S P	S	S	S P	S P				
	Meets with principals as group	R					S P	S P	S				S	S P	S P	P		
	Confers with district assistants	R					S P	S	S				S S P					
	Attends joint meeting of principals and board	R	S P	P														
	Develops/submits recommended salaries to board	R	S P	S P	S P	S P	S P	S P	S P	S P	S P	S P	S P	S P	S P	S P	S P	S P
	Notifies principals of approved salaries	R	S P	S P	S P	S P	S P	S P	S P	S P	S P	S P	S P	S P	S P	S P	S P	S P
	Provides guidelines to superintendent	R	S				S P	S	S	S P	S	S P		S	S P	S P		
	TABLE 6	Meets with principals individually or as group	R	S P	P													
Committee considers salaries recommended by superintendent		R	S	S P				S P				S P						
Approves committee recommended salaries		R	S P	S	S P				S P				P					
Approves superintendent's recommended salaries with changes		R					P	S	S	P S				S P S P S				
Approves superintendent's recommended salaries without changes		R	P	S P	S				S P	P	P	S P	S	P	S P			
Notifies principals of approved salaries	R	S P																

TABLE 24 (Continued)

	ACTIVITY	GROUP I DISTRICTS				GROUP II DISTRICTS				GROUP III DISTRICTS				GROUP IV DISTRICTS			
		a	b	c	d	a	b	c	d	a	b	c	d	a	b	c	d
TABLE 7	Involvement activities of principals	1/6	2/6	4/6	1/6	2/6	2/6	1/6	2/6	1/6	1/6	2/6	1/6	2/6	4/6	1/6	4/6
	Involvement activities of superintendents	1/10	4/10	6/10	3/10	5/10	5/10	3/10	5/10	4/10	3/10	4/10	4/10	4/10	6/10	3/10	5/10
	Involvement activities of school boards	3/7	0/7	1/7	2/7	1/7	2/7	0/7	1/7	1/7	0/7	1/7	2/7	1/7	2/7	1/7	2/7
TABLE 8	Satisfactorily involved		S	S P	P	S	S		S	S P	S P	S P	S	S	S		S
	Not involved, and need not be							S P	P				P				S
	Unsatisfactorily involved	S P	P			P	P							P	P		P
	Not involved, but should be				S												P
TABLE 9	Principals	S P	S	S	P				P	P	S	S			P	P	P
	Superintendent		S P	S P	S P	S P	S P	S P	S P	S P	S P	S P	S P	S P	S P	S P	S P
	Board	S P	S P	S P	S P	S P	S	S	S P	S P	S P	S P	S P	S	S P	S P	S P
TABLE 10	Adopt written policies and procedures	R	S P	P	S P	P	P	P			P			S P	S		P
	Establish compensatory service criteria	R	S P					S	P					P			S P
	Approve increase percentages in line with cost of living or teachers' increases			S		S				P		S	S	P		S	
	Include merit in salary	R				P				S				S	S	S	
	Provide guidelines of percentage range or dollar pool to superintendent	R	S			S									S		
	Provide for meeting with superintendent or negotiation with board															P	P
TABLE 11	Provide evidence board considers principal part of management	R			P												
	Give principal stronger voice	R			S												
	By school board	R				S					S				S		
	By superintendent					P	P							P			
TABLE 12	Evidence of outstanding quality of performance	R			S	S P			S P		S	P		P	S		
	Kind of service deviating from norm	R				S P	S				S						S
	Scope of responsibility deviating from norm	R		S	S		P	S P		S	S	P			S		

TABLE 24 (Continued)

	ACTIVITY	GROUP I DISTRICTS				GROUP II DISTRICTS				GROUP III DISTRICTS				GROUP IV DISTRICTS						
		a	b	c	d	a	b	c	d	a	b	c	d	a	b	c	d			
TABLE 13	By school board		S	S	P	S			P	S	S		S		P	P				
	By superintendent	R	S	P	S	P	S	S	S	P	S	P	S	P			P	S	P	S
	Outstanding performance (merit)	R			S		S	P		S	P			S	P		S	S	P	S
	Serving two buildings	R	S				S	P			S									
TABLE 14	Enrollment of building	R																	S	
	Number of employees supervised	R										S								
	Special education classes	R				S	P	S												
	Chairing district study committee	R										S								
	Length of year	R			S															
	Bus students, lunch students	R																		S
	Written	R									S	S	P							S
TABLE 15	Unwritten				P															P

\* R - Recommended as a component in principal salary determination process  
 1 S - Superintendent was involved in the activity  
 2 P - Principal was involved in the activity

APPENDIX K

ORGANIZATION FOR PRESENTATION AND ANALYSIS OF RESEARCH DATA

## CHART III

ORGANIZATION FOR PRESENTATION AND ANALYSIS OF DATA  
(Chapter IV)Summary of PurposesMajor Purpose 1

Identify recommended procedures in the literature for determining elementary principals' salaries

Major Purpose 2

Identify and analyze actual procedures utilized by superintendents and school boards in determining elementary principals' salaries

- 2a. Identify actual role of elementary principal in determination of his salary: presentation, analysis, and implications of data
- 2b. Identify actual process utilized by superintendents in recommendation of elementary principals' salaries: presentation, analysis, and implications of data
- 2c. Identify actual process utilized by school boards in determination of elementary principals' salaries: presentation, analysis and implications of data

Titles of Charts, Figures, and Tables which Present Research Data

Table 2 Degree of Commonality of Elements in Administrative Theories Applicable to Process for Determination of Elementary School Principals' Salaries

Chart I Conversion of Common Beliefs-Concepts-Goals to Administrative Processes Related to Determining Elementary School Principals' Salaries

Chart II Administrative Process Themes in Literature Which Are Translatable into Process Components (Procedures) for Determining Elementary Principals' Salaries

Pages 98, 125 Recommended Administrative Procedures in Literature for Determining Elementary Principals' Salaries

Figure 1 Conceptualization of School Board Action Prerequisites to Adoption of Elementary Principals' Salary Determination Policy

Table 4 Frequency of Elementary Principals' Involvement in Major Activities in Determination of Their Salaries (Responses to Interview Guide, Question 6)

Table 5 Frequency of Superintendents' Involvement in Major Activities in Determination of Elementary Principals' Salaries (Responses to Interview Guide, Question 4)

Table 6 Frequency of School Boards' Involvement in Major Activities in Determination of Elementary Principals' Salaries (Responses to Interview Guide, Question 5)

Figure 2 Illustration of Superintendents' Views of School Boards' Involvement in Determination of Elementary Principals' Salaries

CHART III  
(Continued)

- 2d. Identify extent of agreement and disagreement between superintendent and elementary principals on actual processes utilized by school board and superintendent and the actual roles of elementary principals in determination of their salaries: presentation, analysis, and implications of data

Table 7 Percentage of Superintendents and Principals in Agreement on Principals' Involvement in Major Activities in Determination of Elementary Principals' Salaries (Responses to Interview Guide, Questions 4-6)

Table 8 Frequency of Agreement of Superintendents and Elementary Principals on Level of Satisfaction of Elementary Principals with Their Involvement in Determination of Their Salaries (Responses to Interview Guide, Questions 4-6)

Major Purpose 3

Compare and contrast recommended procedures in literature for determining elementary principals' salaries with actual procedures and practices utilized by superintendents and school boards: presentation and analysis of data related to recommended procedures

- 1) School board and superintendent determine board and administrative actions will manifest value of caring: presentation, analysis, and implications of data
- 2) School board and superintendent determine to include principals as members of the management decision-making team: presentation, analysis, and implications of data
- 3) School board and superintendent determine that two-way communications are to be maintained between the principals, superintendent, and school board: presentation, analysis, and implications of data
- 4) School board adopts written comprehensive personnel policies: presentation, analysis, and implications of data
- 5) School board adopts clearly stated job descriptions developed jointly by superintendent and principals: presentation, analysis, and implications of data

Tables 4-8

Table 9 Frequency of Participation in Determination of Elementary Principals' Salaries (Responses to Interview Guide, Question 3)

Table 10 Frequency of Most Commonly Suggested Changes for Improvement of Procedures for Determining Elementary Principals' Salaries (Responses to Interview Guide, Question 7)

Table 11 Frequency of Existence of Established Criteria for Determining Compensatory Services Provided by Elementary Principals (Responses to Interview Guide, Question 2a)

Table 12 Frequency of Types of Established and Unestablished Criteria Used for Determining Compensatory Services Provided by Elementary Principals (Responses to Interview Guide, Question 2b)

CHART III  
(Continued)

- |    |  |   |
|----|--|---|
| 5) | Continued  | Table 13 Frequency of Determination of Compensatory Services Provided by Elementary Principals (Responses to Interview Guide, Question 2c)              |
|    |  | Table 14 Frequency of Services Provided by Elementary Principals Identified as Compensatory (Responses to Interview Guide, Question 2d)                 |
| 6) | School board adopts formal evaluation policy developed jointly by superintendent and principals: presentation, analysis, and implications of data          | Tables 4-5  |
| 7) | School board adopts formal salary determination policy designed jointly by superintendent and principals: presentation, analysis, and implications of data | Table 15 Frequency of Existence of Board Approved Procedures for Determining Elementary Principals' Salaries (Responses to Interview Guide, Question 1) |

Major Purpose 4

Determine if selected variables, school district size and wealth, relate to:

- |     |  |                                      |
|-----|--|--------------------------------------|
| 4a. | Recommended procedures for determination of elementary principals' salaries: presentation and analysis of data                       | Pages 98-99 and Appendix J, Table 24 |
| 4b. | Actual role of elementary principal in determination of his salary: presentation and analysis of data                                | Table 4                              |
| 4c. | Actual processes utilized by superintendents in recommendation of elementary principals' salaries: presentation and analysis of data | Table 5                              |
| 4d. | Actual processes utilized by school boards in determination of elementary principals' salaries: presentation and analysis of data    | Table 6                              |

Major Purpose 5

Ascertain if a relationship existed between selected variables and percentage of annual salary increase for elementary principals

- |     |   |  |
|-----|---|--|
| 5a. | Differences between salary increase percentages determined on open-ended (merit) basis and board adopted salary schedule: presentation and analysis of data | Table 16 Average Percentage of Salary Increases of Elementary Principals by District for 1974-75 through 1978-79 |
|-----|---|--|



CHART III  
(Continued)

- 5a. Continued
- Table 17 1974-79 Average Percentage of Salary Increases of Elementary Principals by School Year; by Salary Determination Method; and by District Group Based on Size and Wealth
- 5b. Differences between elementary principals' salary increase percentages approved before and after teacher negotiations completed: presentation and analysis of data
- Table 18 1974-79 Average Percentage of Salary Increases of Elementary Principals by School Year; by Determination Before, With, and After Teachers' Negotiations; and by District Group Based on Size and Wealth
- 5c. Salary determination administrative procedures which result in greatest percentage of salary increase for elementary principals: presentation and analysis of data
- Tables 16-18
- Table 19 1974-79 Average Percentage of Salary Increases of Elementary Principals by Determination Method; by Determination Before, With, or After Teachers' Negotiations Were Concluded; and by District Group Based on Size and Wealth
- Table 20 Salary Determination Method Used, Timing of Salary Determination, Number of Recommended Activities Used, and Percentage of Salary Increase by District Group for Elementary Principals in Sixteen Interviewed Districts Over Five-Year Period, 1974-79
- Table 24 Frequency of Responses of Superintendents and Principals Indicating Involvement in Elementary Principals' Salary Determination Process and Existence of Certain Salary Related Policies
- 5d. Relationship of district size and wealth to method, timing, and procedures used in determining elementary principals' salaries: presentation and analysis of data
- Table 20

APPROVAL SHEET

The dissertation submitted by Darrell A. Holsteen has been read and approved by the following committee:

Dr. Robert L. Monks, Director  
Associate Professor,  
Administration and Supervision, Loyola

Dr. Melvin P. Heller  
Chairman, Department of  
Administration and Supervision, Loyola

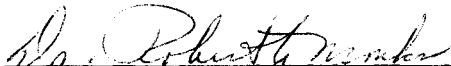
Dr. Philip Carlin  
Associate Professor,  
Administration and Supervision, Loyola

The final copies have been examined by the director of the dissertation and the signature which appears below verifies the fact that any necessary changes have been incorporated and that the dissertation is now given final approval by the Committee with reference to content and form.

The dissertation is therefore accepted in partial fulfillment of the requirements for the degree of Doctor of Education.

Date

12-2-79

  
Director's Signature