An Analysis of the Instructional Leadership Role of Elementary Superintendents in Small, Medium and Large School Districts in Northern Suburban Cook County, Illinois

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AN ANALYSIS OF THE INSTRUCTIONAL LEADERSHIP ROLE OF
ELEMENTARY SUPERINTENDENTS IN SMALL, MEDIUM,
AND LARGE SCHOOL DISTRICTS IN NORTHERN
SUBURBAN COOK, COUNTY, ILLINOIS

BY

Richard Felix Mozier

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

February

1970
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CHAPTER I

INTRODUCTION

Statement of the Problem

A study of the literature and an analysis of conference reports reveal that there are many types of opinions as to what actually constitutes the instructional leadership role of the elementary school superintendent. Most professional educators agree that leadership is important, but there exists confusion among educators as to what specific acts constitute leadership.

The lack of a clear and concise definition of what instructional leadership is can be verified by an examination of what educational authorities have stated about the leadership role:

It is the moral responsibility of leadership to help provide the insight and understanding which will cause people to recognize and face the basic issues in education which cry for solution.¹

The role of the school superintendent in the resolution of conflict and tension in a professional staff or community may often be that of effectively mediating the issues and problems; but occasionally it may even be that of provoking conflict at certain points in order to have significant and pressing issues discussed and analyzed under a set of conditions which appear to enhance their resolution. In pursuing such a course, the educational leader must place foremost in his set of priorities the

matter of educational purposes achievement and must evaluate his course of action on the degree to which it contributes to these goals. That he should realistically appraise the obstacles which must be faced and gauge the degree of their difficulty is evident. If expediency is a low priority item in his value structure, however, he will be deterred only when it appears that something is not possible in a given situation.²

Although Snider discusses the leadership role of the superintendent, many educational leaders who possess the courage and perception to identify situations in which specific action should be taken to implement purpose do not do so. They simply lack confidence in their ability to create conditions which will contribute toward the resolution of such controversy.

This same leadership must also recognize the major problem areas in which conflict and tension exists and help create the climate and set of conditions to make possible the intelligent consideration that must precede attempted solutions. The creation of the atmosphere is indeed a difficult task in many communities.

The community area is not always the most difficult field in which the educational leader must function. In many districts throughout the country, the superintendent of schools also has the basic responsibility of providing effective leadership for all of the professional members who staff the schools of the district.

At the annual meeting of the National Association of Secondary School Principals in San Francisco, California, March 8, 1969, Angell presented his views concerning leadership in the following manner:

²Ibid., p. 81.
Americans have long associated leadership with power and authority. It is of course true that leaders have power and authority. But people with power and authority are not always leaders. Leadership implies change or improvement. One who leads others to think and to do differently is a leader. But many people in authority resist change or improvement. One who leads others to think and to do differently is a leader. But many people in authority resist--change--sometimes to prevent weakening their own good offices.

I ask you: "Where is American educational leadership?"; and, "Of what does this leadership consist?" Perhaps I should have said earlier that the most significant characteristic of education is not its resistance to change, but its inability to produce educational leadership for change. Lack of fundamental planned change indicates a lack of leadership. I submit to you the hypothesis that educational administration has largely consisted of listening patiently and responding defensively to the feelings and attitudes of board members, parents, teachers, and taxpayers, in that order. We have listened almost not at all to the learners who still groan under the yoke of artificial examinations and memory work. Few of us have had the imagination, courage, and wisdom to promote change through research and genuine experimentation.3

Angell states that education should produce educational leadership for change but he does not really relate what he actually considers to be the leadership role. There are significant differences between the goals of educational leaders, and those leadership acts which bring about such goals.

Perhaps Harold D. Drummond gives an appropriate analysis of leadership and change in the following statement:

Effective leadership for desirable human change comes from those persons who themselves are open to life, growing and fully functioning. They see ahead limitless possibilities for man; a world of peace, justice, harmony and they face that future with hope, with joy, with commitment. Leaders with such vision and commitments provide

settings within which young people can grow in confidence and competence; can learn to accept hard knocks of defeat and discouragement as well as the thrilling experiences of success and achievement; and can develop self concepts which will enable them to face the world as secure, free, creative, courageous persons.

If administrators desire courageous and creative teachers who are forward moving and open to experience, they must welcome, value and encourage change. Experimentation must be facilitated and even sometimes, protected. Differences in teachers must be appreciated and encouraged, not just tolerated. To do this administrators and teachers will, themselves, need to overcome their fear of making mistakes. Change will occur, only in an atmosphere where change is valued, difference is warmly appreciated and mistakes, which are the inevitable concomitant of trying, are accepted as a normal part of the price of growing.4

Purpose of the Study

The purpose of this study is to identify those acts which according to prominent educational authorities are considered instructional leadership functions which should be performed by superintendents of schools. This study will further determine how many of these leadership functions are actually being performed by school superintendents in small, medium and large elementary school districts in northern suburban Cook County, Illinois. The classification of small, medium and large school districts will be described in the Scope and Procedure section.

The following are statements of hypotheses which will be accepted or rejected in terms of this study.

---

Hypothesis 1

There is general agreement among elementary superintendents of small, medium and large school districts in northern suburban Cook County, Illinois with reference to the instructional leadership functions they are performing.

Hypothesis 2

There are specific instructional leadership functions that are being performed among superintendents of small, medium and large school districts that meet with complete agreement.

Hypothesis 3

There is general agreement among the educational authorities in the field and the panel of experts as to the instructional leadership functions the school superintendent should be performing.

Hypothesis 4

There are some instructional leadership functions being performed by elementary superintendents which are not found in the literature.

Importance of the Problem

It is hoped that this study will be beneficial to elementary superintendents in helping them to reassess their positions of authority and leadership, particularly instructional leadership in further determining whether or not many of their practices are currently fulfilling the expectations of the educational authorities in the field.

It is further anticipated that by a careful analysis of his instructional leadership role the elementary superintendent may bring about the necessary
changes that will provide the type of leadership that will have a significant effect upon the entire school district.

John A. Stanavage asserted in a published article the following humorous statement on instructional leadership:

The phrase "instructional leadership" is rapidly taking its place among the plangent shibboleths of our profession. Like its fellow Pavlovians "excellence," "flexibility," "innovation," and others of that ilk "educational leadership" is beginning to exercise a salivating power over our thinking. Soon when the words are incanted, we shall not reflect; but genuflect. Again a vital educational aspiration will have been embalmed in a platitude.5

Many superintendents are extremely concerned about instructional leadership in their respective school districts. Usually every attempt is made at securing the best possible talent that can provide leadership to the school district. But, when we speak of instructional leadership, what specifically do we mean? It appears that instructional leadership is a very intangible area, since the type of instructional leadership displayed will vary extremely depending on the situation. Ramsey has an interesting observation on what we mean about instructional leadership:

A leader is successful not so much because of what he knows, as for what he does, e.g., Farley and Santusosso, found that the actual effect of a leadership act is more important than either the knowledge of leading to the act, or the nature of the act itself. Successful leadership, therefore, appears to be more an art of application, and less exercise in scientific techniques. What a leader knows about his specialty, and about the structure of his group is of prime significance, but the effect of what he knows and does remains the crucial test of success: In the area in which the highest order of professional preparation and competence in educational leadership is needed—the Superintendency—disappointingly little improvement is being made.

---

1. Entrance into programs is primarily on a self-selection basis—colleges admit students from those who apply.

2. Few "programs" in fact exist. Most colleges and universities offer a collegiate cafeteria of college courses, with almost no differentiation in sequence for the master's, sixth year, or doctoral student.

3. In spite of the tremendous significance of several of the social and behavioral disciplines for the complex function of educational leadership few reported programs of preparation reflect and direct or inter-related connection between the core school administration studies and the basic supporting disciplines.

4. The "programs" can hardly be considered professional programs with small, part-time, and infrequent student bodies.

5. With small, fragmented programs, low financial support and low institutional priority, most programs are defensive holding actions—rather than aggressive new efforts in experimentation and preparation for leadership.

6. Of shocking significance—beyond the academic nature of programs of educational leadership preparation—is the finding that no major institution (258 colleges and universities were part of the study) reported courses in "Human Relations," "Interpersonal Relations," or such equivalent.

In short, it appears we are not really learning anything about leadership preparation. Almost a quarter century of research and theory construction in the dynamics of leadership focus on people in education has not reflected in new program design to any significant degree. If learning implies changed behavior (based upon internalization of new knowledge coupled with the will to act), we have not learned much about preparation for educational leadership.6

Professional educators believe that leadership is a responsible role to be achieved in order to reach agreed upon purposes of the group rather than an

"executive duty" to be discharged by one who has had the honor of leadership placed upon him. Snider expressed his view in the following manner:

When leadership carries with it specific responsibilities associated with educational administration it then becomes essential to consider leadership as involving a set of responsibilities to be discharged. For persons occupying status leadership positions specific background necessary for the effective accomplishment of these responsibilities must be provided. For leaders who function somewhat removed from administration this consideration becomes more academic.7

Still, other authorities have expressed their thinking on the importance of leadership in the following manner:

If the superintendent is to be effective in his role as an instructional leader, there must be a similarity between the role which staff members believe the superintendent should assume and the one which they think he is carrying out. This apparently is more important than what he actually does.8

According to the following statement, Brickell, emphasizes the importance of leadership as related to innovations in instructional programs:

Instructional changes which call for significant new ways of using professional talent, drawing upon instructional resources, allocating physical facilities, scheduling instructional time or altering physical space-rearrangements of the structural elements of the institution--depend almost exclusively upon administrative initiative and leadership.9

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7 Snider, op. cit., p. 85.

8 Andrew W. Halpin, "The Leadership Behavior of School Superintendents," The School Community Development Study, Monograph No. 4. (Columbus: College of Education, The Ohio State University, 1956), pp. 74-78.

Scope and Procedure

A comprehensive review of the educational literature over the past four years was made in order to determine what educational authorities in the field identified as important instructional leadership functions. A survey of the Educational Index was used in order to obtain this information. In addition approximately twenty additional books and fifty-five periodicals were researched in an attempt to search for specific instructional leadership acts that should be performed by superintendents of schools. Afterward the following occurred.

A. A list identifying the important instructional leadership functions was prepared. This list was then submitted to a panel of educational experts. These educational experts consisted of professors and educators from major universities and also educators from the State Office of Public Instruction in the State of Illinois. These educational experts were given the responsibility of selecting the most critical instructional leadership functions that should be performed by elementary superintendents. Their selection of these instructional leadership functions was used in accepting or rejecting one of the major hypotheses. In addition, the panel of experts could include any additional instructional leadership functions that may have been omitted by the educational authorities. After all the data were collected the final list of instructional leadership functions was prepared.

B. In this particular study several hypotheses were developed. These have been listed in the Purpose of the Study section. These hypotheses were later accepted or rejected depending on the analysis of the data in the study.

C. The interview technique was utilized in this study to obtain the necessary
data. The superintendents interviewed were asked to respond to each of the respective instructional leadership functions as identified by the educational authorities. E.g.: The superintendent encourages research by the staff.

Always performed__________, Sometimes performed__________,
and Never performed__________. If the superintendent performed this particular instructional leadership function in his district, he made his indication by checking the appropriate column. Then in a brief statement he informed the interviewer how this particular instructional leadership function was being performed. He was then asked to substantiate this comment by relating a specific incident and outcome of this instructional leadership function. The entire interview was limited to approximately thirty minutes in length. The superintendent was informed that all of the information secured would be kept confidential and his name or school district would not be identified in the study. If the superintendent desired a copy of the results of the study, he did so by informing the interviewer.

E. Finally, after all the interviewing was completed, the data collected were statistically correlated by using chi-square, a non-parametric technique. The remaining data were broken down into percentage ranks which was then recorded into graphs. Finally, this data either substantiated or rejected the formulated hypotheses.

Selection of Participants in This Study

Based upon the directory of the Cook County Superintendents of Schools, eighty-three school districts can be classified into the geographic area where
this study occurred.\textsuperscript{10} Of the eighty-three classified school districts there are fifty-three elementary school districts and thirty secondary school districts in northern suburban Cook County, Illinois. Since this study limited its investigation to elementary school superintendents, the thirty secondary school superintendents were not included in this particular study.

The area where the study occurred is located in the northern section of Cook County, excluding the Chicago area. For the purpose of this study the area selected is large enough to include a sufficient number of school districts to insure a proper sampling.

Of the fifty-three elementary school districts in northern suburban Cook County selected for this study some type of classification as to size of the school district was necessary to insure sampling from small, medium and large elementary districts.

According to the Illinois Department of Public Instruction, Legal Department, one classification of school districts occurs in the following manner:\textsuperscript{11}

1. School districts having a population fewer than 1000.

2. School districts having a population not fewer than 1000 and not more than 100,000.

3. School districts having a population of not fewer than 100,000 and not more than 500,000.

4. Cities over 500,000.

Since the Illinois Department of Public Instruction does not classify


\textsuperscript{11}Illinois Department of Public Instruction, Legal Department, \textit{The School Code of Illinois}, No. 115 (Springfield, 1957), p. 5.
school districts according to size of enrollment, an arbitrary classification was used in determining the sampling of the fifty-three elementary school districts. This occurred in the following manner:

1. Small districts--enrollment of 1600 students or less.
2. Medium districts--enrollments between 1600 and 3500.
3. Large districts--enrollments over 3500.

Of the fifty-three elementary districts selected for the study, the smallest school districts enrollment includes two-hundred and ninety students, and the largest school district includes ten-thousand, nine-hundred and twenty four. The final analysis of the fifty-three elementary school districts included eighteen small size school districts, (enrollments of 1600 or less students), twenty medium size school districts, (enrollments between 1600 and 3500), and fifteen large elementary districts, (enrollments over 3500).

Superintendents in each of the respective fifty-three elementary districts received a letter asking them to participate in this study. A two week period was allowed for a response. Afterward, a follow up card was sent reminding the superintendent of the study. After all of the responses were collected a phone call followed asking the superintendent to schedule an appropriate time for the interview.

Definition of Terms

Superintendent--the term as used in this study applies to all men or women or women employed as the chief administrator of a public school district reporting directly to and being responsible to an elected Cook County board of
education. Also, in this study the term superintendent is limited to those administrators working in a school district with grades kindergarten through eight.

**Elementary School District**--in this study the term means a legal school district organized under law to operate grades one through eight. The school law of Illinois allows the formation of school districts to provide an education for children in grades one through eight.

Many Illinois districts operate a sequence of grades extending from the kindergarten through the eighth grade. Many include a junior kindergarten or four year old nursery school. The term "elementary" includes such Illinois districts that have a kindergarten or junior kindergarten in addition to grades one through eight.

**Leadership**--is a set of acts by the superintendent designed to guide and direct others toward the accomplishment of a particular goal.

**Instructional Leadership**--is a set of acts by the superintendent designed to guide and direct others to the performance of an effective program of instruction.

**Educational Leadership**--is a set of acts by the educational leader designed to guide and direct others to the accomplishment of effective educational goals.

**Northern Suburban Cook County**--as applied in this study it is a part of Cook County Illinois. This area is located in the northern section of Cook County. It encompasses approximately one-hundred and ninety square miles.
CHAPTER II

REVIEW OF THE RELATED LITERATURE

There are two areas of literature related to this study: (1) the area of instructional leadership; and (2) studies similar to the one proposed by this writer. Both of these areas are of significant importance to the study being undertaken and will be reviewed in this chapter.

The review of the related literature in this chapter does not include all of the literature that has been researched by this writer. In addition to the literature reviewed approximately twenty additional books and fifty-five periodicals were researched in an attempt to search for specific instructional leadership acts that should be performed by superintendents of schools. The actual instructional leadership acts were gathered from many resources. Due to the complexity of gathering all of these instructional leadership functions it would be impossible to list all of the individual authors that have contributed in the development of these instructional leadership functions.

It should also be indicated that this study did not select instructional leadership functions as viewed by educational theorists. This study was not intended to be theoretical. Therefore, such prominent educational theorists as Ordway Tead, Chester Barnard and Herbert Simon were not researched in determining the instructional leadership functions.

Prior to submitting these instructional leadership functions to a panel of educational experts the writer was fortunate to have members of his
committee carefully review the list of instructional leadership functions.

Definitions of Leadership and Leadership Functions

Leadership should have a very significant role in the development of sound educational programs and instructional practices throughout the schools across the country. However, the concept of leadership has been expressed in many ways thus producing many types of leadership behavior roles. For example, some leadership roles signify change; others denote authority because of the power of position. Still other forms of leadership have been displayed such as laissez-faire leadership, ideological leadership, narcissistic leadership, authoritarian leadership, democratic leadership, etc. No matter what type of conceptual framework leadership behavior patterns can be classified into, professional educators cannot deny the dynamic effect sound leadership can have and should have upon the educational program.

It is unfortunate that in many schools across the country people are witnessing leadership behavior roles that have stagnated the teachers, pupils and members of the community.

The thirty-fifth yearbook of the American Association of School Administrators listed ways the superintendent may improve his leadership abilities:

1. Gain instructional improvement through changes in people,
2. (1) bring about change based on casual inquiry, (2) bring about change based on research, (3) bring changes by the superintendent being a resource to individuals, (4) strive for co-operative research and instructional improvement, (5) assume the role of the instructional leader.1

If the superintendent improves his leadership abilities he will understand and put into practice sensible, fair rules of good human relations. He will break down fears and uncertainty, and build up feelings of security.²

Halpin describes leadership in another viewpoint and defines leadership in the following manner:

1. "To lead is to engage in an act that initiates a structure-in-interaction as part of the process of solving a mutual problem."³

2. "A leadership act if any act that initiates structures-in-interaction in the process of mutual problem-solving. This defines a relatively restricted class of acts."⁴

3. "A leadership role is a differentiated structure-in-interaction in which the basis of differentiation is the occurrence of leadership acts."⁵

4. "A person is called a leader if he is differentiated from other persons on the basis of successful leadership acts."⁶

Cunningham describes his concept of leadership as perceived by the school supervisor in the following manner:

One useful way for a supervisor to conceive of his leadership responsibility is to define his role as that of "change agent." Dissatisfaction with the status quo is given in such a definition. The "change agent" concept is not new, although it may not be generally understood among supervisors in schools. The notion was first described by Kurt Lewin and described at length in Cunningham's article.⁷

²Ibid., p. 97.

³Andrew W. Halpin, Administrative Theory in Education, (Midwest Administration Center, University of Chicago, 1958), p. 98.

⁴Ibid., p. 111. ⁵Ibid., p. 111. ⁶Ibid., p. 112.

Cunningham further describes three additional concepts as extremely important for a change agent to function adequately: the social system, diagnosis and intervention.  

He cites these accordingly in the following manner:

(1) "The social system is defined as an interrelated interdependent assemblage of persons, objects and ideas that tend to function, operate or move in unison, often in obedience to forms of authority or control."  

(2) "Diagnosis refers to skill in observation, listening, analysis and assessment of forces and the prediction as best one can of trends potentialities and apparent current discretions."  

(3) "Intervention usually follows after the proper diagnostic techniques have been implored."  

It is conceivable that to most superintendents of schools who are in a leadership role it would be beneficial to review the three leadership styles as described by Moser:

(1) The nomothetic style is characterized by behavior which stresses goal accomplishment, rules and regulations, and centralized authority at the expense of the individual. Effectiveness is rated in terms of behavior toward accomplishing the school's objectives. (2) The nomothetic style is characterized by behavior which stresses the individuality of people, minimum rules and regulations, decentralized authority, and highly individualistic relationships with subordinates. The primary objective is to keep subordinates happy and contented. (3) The transactional style is characterized by behavior which stresses goal accomplishment, but which also makes provisions for individual need fulfillment. The transactional leader balances nomothetic and ideographic behavior and he

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8 Ibid., p. 76.  
9 Ibid., p. 77.  
10 Ibid., p. 78.  
11 Ibid., p. 78.
judiciously utilizes each style as the occasion demands.\textsuperscript{12}

Willower (1960) found that principals employing an ideographic leadership style tend to regard teachers as professionals to a greater extent than do principals employing a nomothetic style. The relationship of these styles can be more easily understood by the following diagram:

\begin{center}
\begin{tabular}{ccc}
Institution & Role & Expectation \\
Social System & \\
Individual & Personality-Need & Disposition \\
& Ideographic Style & \\
\end{tabular}
\end{center}

Willower states, "the ideographic leadership style tends to maintain a greater balance of positive human relationship."\textsuperscript{13}

What does it mean to be an instructional leader? Obviously the job parameters have not been adequately described. In the aforementioned paragraphs many types of instructional leadership roles have been discussed, and each has varied extensively.

Stanavage, in a humorous manner, gives a descriptive analysis of the principal as an educational leader in the following manner:

\begin{itemize}
\item[\textsuperscript{12}] Robert P. Moser, "The Leadership Patterns of School Superintendents and School Principals." \textit{Administrator's Notebook}, Vol. VI, No. 1 September, 1957.
\end{itemize}
Mirror, mirror on the wall! At this juncture one man's package of what it means to be an instructional leader is the next principal's horror. Each of us is brewing out his own definition from the unyielding materials of his own daily experiences. I am not certain what or (whether) common threads run through these experiences.  

I do know that to take the mandate of educational leadership seriously is to undertake an agonising reappraisal of everything we have been doing, or evading as building administrators. I do know that it requires casting aside the trappings of management and parade dress and becoming once again the principal teacher of the school. (Charles Kellers wonderful motto about principals being adjectives disguised as nouns is delightfully apropos.) I do know that we as principals must make a momentous difference in the quality of the individual teacher-learner encounter or we must pull down our shingles.  

Drummond views effective leadership in the following manner:  

Effective leadership for desirable human change comes from those persons who themselves are open to life, growing, and fully functioning. They see ahead limitless possibilities for man-a world of peace, justice harmony—and they face that future with hope, with joy, with commitment. Leaders with such vision and commitment provide settings within which young people can grow in confidence and competence; can learn to accept the hard knocks of defeat and discouragement as well as the thrilling experiences of success and achievement; and can develop self-concepts which enable them to face the world as secure, free, creative, courageous persons.  

Hamachek did some extensive studies of administrators and their leadership styles and decision making. He differed from Moser's analysis of leadership styles in that he formulates his theory around a behavioral approach.  


15 Ibid., p. 4.

describes it in the following manner:

(1) The so called "Traits Theory," for example is useful for organizing a group of characteristics; "leadership traits," such as forcefulness, intelligence, thoughtfulness, fairness, and, the like, but it is useless for telling us how a man acquires these traits if he lacks them.

(2) The "Human Relations Theory," suggest that the leader is the person whom the group perceives as having the qualities and the power to help achieve its goals. But what happens when a group is unable to define its own goals, or what happens when a man is delegated authority, (such as a superintendent) and he doesn't know how to use it?

(3) "Organizational Theory," asserts that within any informal organization like a school, there develop informal organizations such as those which form in coffee lounges, during lunch periods and after school hours which have as their main aim to decrease the basic causes of conflict, frustration and failure. The theory states that both of these organizations-the formal and the informal-must be considered together as a total social system.17

Hamachek further describes the superintendent within a leadership context whereby each superintendent selects either consciously or unconsciously a particular style of leadership and decision making which best suits the individual. He describes this in the following manner:

(1) The charismatic leader is the person who is interested in keeping the attention focused primarily upon himself. In many ways he has a certain charisma, a certain bigger than life quality-he seems marked by his power, his energy, his commitment. By power, we have a reference to sheer intellectual strength or uncommon perceptiveness and originality, by energy, we have reference to a deep absorption in the self and its work. Actually this portrayal of the charismatic leader is only part of the story because there is still another dimension to his personality-namely, his narcissism, his self love.

This does not mean that this type of leader is necessarily vain or exhibitionist, he may, in fact be somewhat withdrawn, diffident even humble. We assign the narcissistic label only because he keeps the attention focused on himself. Indeed it is precisely the narcissistic overtones in this kind of leader which encourage either admiration or repulsion.

(2) We also have the authoritarian leader. Here we have the person who claims his power not through personal endowment, but through office. He somehow is the agent of omnipotent authority. The authoritarian leader reflects interesting and consistent characteristics. For example, he is likely to be the sort of person who adheres to a tight schedule, not just at the office, but at home as well. Things must have to be in the certain place, events carefully planned ahead and anticipated. He tends to be somewhat intolerant of indecisiveness and ambiguity.

(3) Finally, the therapeutic leader. This is the kind of leader who frequently finds it difficult to make decisions for fear of hurting someone's feelings. Decision-making for him is transformed into a giant process of committees which research, discuss and recommend always in the name of democracy and fairness. The therapeutic leader comes closest of all to adhering to a democratic organizational framework. As contrasted to the typical bureaucratic operation of the authoritarian superintendent, we have here an operation more closely akin to an enterprise type of organization, particularly in the sense of being personal, spontaneous, and adaptable to change. The trouble with the therapeutic leader is that he is inclined to be too indecisive, too hesitant, too fearful of hurting feelings. He concentrates neither on himself, nor on his role, nor on policy, but rather on the teacher or student.18

Stiles, writing in The Nations Schools, entitled his article, "Nine Clues in the Search for Creative Leadership," and they appeared in the following manner:

18Ibid., p. 28.
(1) analyze criticisms, (2) appraise schools, (3) ask teachers and students to report weaknesses, (4) consider without qualification how we can maintain universal education and yet achieve both quality and efficiency in school programs, (5) suggest ways top 10 or 15% of student body can get their Ph.D. by the age of 21, (6) identify group decisions—based upon research, (8) imagine the gain if schools recognized scholastic excellence, and (9) list important questions, then answer them honestly with facts.19

In his article Stiles stated that these are only recommendations for administrators to review their creativity.

Helen Hall Jennings researched literature on leadership and researched the following conclusions:

They (leaders) apparently earn the choice status of most wanted participants because they act in behalf of others with a sensitivity of responses which does not characterize the average individual in a community—Analysis of behavior shows they are individuals who see beyond the circumference of their own personal needs into the wider range of needs of their fellow citizens. By their conduct they go further than the majority of the population in relating themselves to others and translating themselves to others and translating the needs of others into effective outlets.20

Important for the leader is the desire to grow in one's own values and goals. The values he holds have a marked influence on his behavior and leadership style.

What are the factors that pave the way to successful leadership? What machinery does a person need to become a leader? Is success contingent upon certain inborn traits? Is success inevitable?

Researchers in the social sciences agree that it is unlikely that a

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single basic pattern of abilities and personality traits exist for all leaders. The researchers believe the following concepts are an integrated part to be involved in leadership: (1) individual traits, (2) group characteristics, and (3) situational circumstances.

The researchers believe that the theory of leadership is based upon the relationship of the three aforementioned variables. While there may be many other factors that affect the success of leaders these variables definitely influence leadership behavior.

Haiman expressed his viewpoint of leadership in the following manner:

In every leadership situation the leader has to know enough about the program objectives, the group and the group sponsors to guide the participants. This is not to say that the leader should be the only member of the group with knowledge about the problem being dealt with. However, the leader is the one who knows most about the task in which the group is engaged.21

Hampton cited three significant factors the leader must avoid in his approach to leadership if he is to maintain the democratic position in the midst of the group.

(1) Avoid the temptation to exert power in an authoritarian manner, (2) Avoid the temptation to exert leadership power to "cut down" your fellow workers as well as your enemies. This kind of leader would need to coerce his followers rather than lead and be respected by a loyal and devoted staff and (3) Avoid the urge to sit idle.22


22 Franklyn S. Haiman, Group Leadership and Democratic Action, Houghton-Mifflin Company, 1951, p. 120.

There are many personal and professional qualities which have been observed in the successful leader as well as those qualities relating to failure. Some of the attributes which improve leadership ability and thereby distinguish the leader from the masses can be summarized from an article by Brickmore:

The first mark of a leader is one of getting satisfaction through the efforts of others. The wise man learns early in life that to be successful he must work with and have faith in people with whom he is working. The successful leader knows the people with whom he is working, their ambitions, their motives, and strong and weak points. He knows that by working with them, he will influence and direct them, thereby helping them to grow and develop.24

Sinclair, in a recently published article, talks about leadership concerns of the elementary principal. In this article he asserts the following:

The principal who successfully fosters innovations in the elementary school is not alone leader impressing his decisions upon his faculty. Rather he provides teachers with opportunities for leadership by involving them in the decision making process of the school. However, the need for including teachers in decision making in order to promote change does not mean that a principal's behavior must always approach permissiveness. Before a principal acts, he should consider the total range of leadership behavior available.25

This continuum or range of possible leadership behavior is illustrated graphically by Tannenbaum and Schmidt.26


26Robert Tannenbaum and Warren Schmidt, "How to Choose a Leadership Pattern," Department of Behavioral Science, University of California, Los Angeles, California, p. 3, (Unpublished mimeographed paper).
CONTINUUM OF LEADERSHIP BEHAVIOR

<table>
<thead>
<tr>
<th>Principal centered leadership</th>
<th>Teacher centered leadership</th>
</tr>
</thead>
</table>

Degree of authority used by principal

Makes decisions and announces it.

"sells" decisions presents tentative decision subject to change.

presents problems gets suggestions makes decisions.

Amount of freedom available for teachers

permits subordinates to function within limits defined by superior.

The continuum as illustrated by Tannenbaum and Schmidt describes a number of alternative ways in which a principal can relate to the faculty he is leading. At the extreme left, the principal's thoughts and perceptions determine decision making. Moving toward the right, decision making is increasingly determined by the teachers' thoughts and perceptions. Leadership should not be stereotyped as either forceful or permissive. Instead, leadership should be viewed as a process consisting of a range of possible alternative behaviors. The effective principal chooses a behavioral alternative appropriate to the demands of each task he encounters.

It is difficult for a principal to determine the degree to which leadership should be centered on himself or on his teachers. He may think that the teachers should help make decisions; at the same time, he may believe that he understands a problem better than the faculty and that consequently the decision should be his responsibility. There are also times when a principal
may want to hear all points of view before making a decision, but thinks it would be inefficient to spend all the time this would require. A principal who finds himself in such a dilemma may be pushed in different directions of leadership without having sound reasons for his actions. He can, however, gain insight into his choice of behavior by understanding the nature of the leadership responsibilities he has when guiding a faculty toward change.

In contrast with Tannebaum and Schmidt's analysis of leadership behavior, Sinclair describes leadership behavior in the following manner:

Leadership for the innovative superintendent is a process of stimulating and aiding groups of teachers to determine common objectives and to voluntarily design means for moving toward their achievement. In other words, the leader provides facts and ideas and makes decisions which help the group to intelligently define and reach objectives. The various leadership acts involved in this process help teachers to realize their creative capacities and stimulate the productive use of their energies.

Although leadership behavior depends in part on the uniqueness of the group situation, there are fundamental aspects of leadership to which a superintendent must be sensitive. The superintendent needs to become familiar with the potentialities and characteristics of the individuals being led. He must perceive problems that face the teachers and determine whether a solution falls within group capabilities or outside its range. Group members look to the superintendent for recognition and treatment according to their individual needs. It is the superintendent's responsibility to mold the group into a unit that can accomplish established ends and at the same time satisfy individual desires.27

Although many types of leadership and leadership behavior have been cited in the preceding pages, perhaps Launor F. Carter's analysis of leadership will give us a greater insight on defining leadership. Although Carter's

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27 Sinclair, op. cit., p. 17.
definition is rather lengthy, it is necessary to describe it in its entirety in order to understand the various ways in which Carter analyzes leadership.

There are at least five somewhat different ideas used in trying to specify the meaning of the concept of leadership. The first involves the method of trying to specify what is meant by leadership involves the idea of the polarization of the members of the group around some central person. Here, the person who is able to focus the behavior of the other members is considered the leader. As Redl has pointed out, there are at least ten different situations where a central person determines group behavior, but in only a few of these is this central person thought of as a leader. A most obvious example of a central person who is not a leader is the obnoxious drunk at a social gathering. The whole membership may be polarized around an effort to eliminate him from the group; all of their behavior is centered around the drunk, but few of us would consider him the leader of the group. The point here is that a leader tends to be a central person, but not all central persons are leaders.

Another way of considering the problem of defining leadership is in terms of group goals. It can be said that the leader is the individual who is able to lead the group toward its goals. This is a rather common but, from the research point of view, unsatisfying. In the first place, how do we find out what the group goals are? In a small experimental group we may have as many goals as there are members; one wants to complete the task as well as possible for his own ego gratification, another wants to prolong the task as long as possible since he is being paid at an hourly rate, another needs companionship and finds this a pleasant group, a fourth is interested in puzzles and this task seems like an interesting one. What are the group goals? To the experimenter, they are for the group to finish the task in the shortest time possible consistent with quality performance. But is this the goal of the group? Another difficulty with defining leadership in terms of progress towards a goal is the problem of what to call the person who leads the group away from the goal or down blind alleys. The group very often follows such a person, as evidenced by Hitler, or by the constant cry that we are being led by "false" leaders. In general, a definition of leadership in terms of goals is superficially attractive but inadequate for research purposes.

A third method of defining leadership is in terms of a sociometric choice. The leader is the person who is selected by the members of the group as being the leader. The trouble with this method for clarifying the concept of leadership is that it only points. We find out who the leader is, but we are thrown back on a collection of private judgments as to why this person was selected as a leader. If we gather the stated reasons for these judgments,
we tend to get a collection of statements expressing common stereotypes regarding leadership and have not advanced our search for the distinguishing characteristics of leadership. Incidentally, it is often objected that sociometric choice is not more than a popularity contest and thus no true measure of leadership.

Catell has recently proposed a new way of looking at leadership. He argues that our first job is to try to define the parameters of group syntality; that is to say, that we need to empirically determine the dimensions along which groups vary, probable dimensions such as integration, cohesiveness, synergy, morale, sociability, permeability, etc. Having determined these parameters, we can define the leader as the individual able to move the group along any of these dimensions. Catell says: "A leader is a person who has a demonstrable influence upon group syntality. And we measure leadership by the magnitude of the syntality change (from the mean) produced by that person, i.e., by the difference in syntality under his leadership and the syntality under the leadership of the average or modal leader."28

Related Studies on Instructional Leadership

An investigation of the literature has revealed several studies related to instructional leadership, but the treatment, the procedure utilized, the scope, and the main purposes were different from the purpose of the present study. Most of these related studies have investigated leadership behavior or the leadership role of administrators and not the instructional leadership of elementary school superintendents. Two recent doctoral dissertations which emphasize leadership behavior are as follows:


The purpose of this study was to investigate school leadership precepts as determined by three different groups of school-connected-people. The study proposed to determine whether leadership roles are perceived in the same vein by teachers, school administrators, and school board members. Three particular questions were pursued: (1) How would each group rate different types of leadership roles from a description of each role as it is characterized in a school administrator? (2) How would each group rate the same five types of leadership roles when the description of each role is accompanied by a photograph? and (3) How would the different groups rate the five different administrators from only a photograph? The sample consisted of thirty teachers, thirty school administrators, and thirty school board members randomly selected from the master population, respectively, of Oklahoma County.

The author concluded that the data tended to support the notion that board members were not of a singular opinion to such a degree that they could agree upon a rating of the leadership roles. Their selections tended to be more of a random nature. The same thing was true of the teachers and administrators in some areas; however, in other areas their agreement was quite consistent. For example rating the leadership role when accompanied by a photograph appeared to be very consistent.

The data tend to support the conclusion that the introduction of a photograph to the description of the leadership role had little or no bearing upon the rating of the different roles.

The teachers and administrators seemed to take many of their perceptual cues from the notion of achieving the goals of the school since their choice
was a goal-orientated person. The board members while being aware of these
same cues, are perhaps as much or more aware of other stimuli because they
frequently selected leadership roles that were orientated toward a different
view.

(2) Moscato, Leonard, D. Perceived Effectiveness of Doctoral
Programs in Educational Administration in Preparing Local
Chief School Officers for Instructional Leadership.
University of Pittsburgh, 1962.

The purpose of this study was to determine how effective the doctoral
programs in educational administration of selected universities in the United
States have been in offering to those persons preparing for certification as
local chief school officers, the curricular opportunities and experiences
necessary for them to develop the competencies required for providing
effective instructional leadership.

The major conclusions of the study are as follows: (1) As a required
portion of the doctoral program of studies in educational administration, a
course, or courses, entitled "instructional leadership" should be included.
The content of the course(s) should be structured around the following twelve
areas: curriculum development and improvement, utilization and participation
in research, organization for instructional leadership, evaluation of the
instructional program, provision of material and personnel resources,
consideration for human relations, establishment of effective communications,
provision for in-service education, understanding of educational psychology,
understanding of the foundations of education, structuring of supervision,
and consideration of staff personnel administration. (2) The course(s)
should be under the direction of capable administratively-experienced,
inspiring faculty members; the content should be practical in nature; challenging instructional techniques should be used; and the students should be involved in associated field experiences when possible. (3) The internship experience should be a required part of the doctoral program in educational administration. (4) There should be more provision for the students' participation in inter-disciplinary classes, especially seminars, of sociology, economics, political science and history.

Two other studies investigated leadership behavior and its relationship to the administrator. They are as follows:


This study was undertaken to investigate one phase of the proposition for a global theory of administration. It was conducted in twenty elementary schools and was a parallel study to one conducted by Howard J. Baumgartel in twenty research laboratories. A major hypothesis concerning the effects of three leadership variables on morale and attitudes of subordinates in the two organizations was set forth. The prediction was that the specific leadership variables would have similar effects on morale and attitudes of subordinates in each type of organization. In order to test the major hypothesis, three supporting hypothesis were tested in Baumgartel's study and in this one. The findings from the two studies were then compared.

**Hypothesis 1** The task relevance of the principal will be positively related to the three morale variables: task motivation, sense of progress, and internalized work pace.

The first hypothesis predicted that the task relevance of the superior
would be associated with the task motivation, sense of progress, and internalized work pace of the subordinates. In the twenty research laboratories the findings indicated substantial support for the prediction. In the twenty elementary schools the prediction was not supported. The two groups were not alike in their concern in this area.

Hypothesis 2 The leadership pattern of the leader will be associated with the three morale dimensions: task motivation and sense of progress, internalized work pace, and attitude toward the leader. Groups with either directive or laissez-faire leadership will be low; groups with participatory leadership will be high on these dimensions.

This hypothesis was supported, with the exception of the internalized work pace, in both settings. In the research laboratories the comparison between the participatory and directive patterns produced the strongest support for the hypothesis, while in the elementary schools the comparison between the participatory and laissez-faire patterns produced the strongest support.


This study was designed to investigate the community and educational leadership roles of school superintendents and senior high school principals as perceived by themselves and other influential persons in selected communities of Oklahoma.

The conclusions in this particular study were as follows: the ineffective role of the principal in describing school needs to the people of the various communities was probably due to the insistence of the superintendents and
school board members that the portrayal of these needs was almost the sole responsibility of the chief administrator; it seems unlikely that the level of educational leadership in community affairs in many communities will improve until the school board members develop a different set of role expectancies for the superintendent and principal; the communities received much less leadership in community affairs from school administrators than the community leaders expected; the failure of principals to assume a leadership role in community affairs apparently reflected the attitude of the superintendent; a significant effort on the part of superintendents and principals to exert educational leadership in community affairs was not evident; one of educational leadership's major responsibilities is to raise the level expectation and perceptions held by school board members in some communities with regard to the role of superintendents and principals.
CHAPTER III

PRESENTATION OF DATA

Formulating the Instructional Leadership Acts

In this investigation a review of the literature was made in order to determine what the education authorities considered as the most critical instructional leadership functions that should be performed by school superintendents. The educational index and a review of the literature over the past four years were used in order to obtain this information. Therefore, the actual instructional leadership functions were gathered from many sources. Due to the complexity of gathering these instructional leadership functions, it is not possible to list all of the individuals who have contributed in the development of these instructional leadership functions. The way in which these instructional leadership functions were developed into final form occurred in the following manner: (1) the instructional leadership functions selected were chosen from areas centering around instructional materials, staff supervision, and actual instructional programs; (2) the individual instructional leadership acts were then listed from a review of the literature; and (3) similar instructional leadership acts were grouped together and considered as one specific act.

In the final analysis, the educational authorities yielded the following instructional leadership functions that should be performed by school superintendents:
1. The superintendent encourages research by the staff.
2. The superintendent encourages experimentation by the staff.
3. The superintendent encourages leadership development within the staff.
4. The superintendent has policies developed defining the areas within which individuals and groups are free to operate.
5. The superintendent is instrumental in introducing innovative programs in the school system.
6. The superintendent provides a framework whereby staff members with conflicting values are able to work cooperatively.
7. The superintendent works cooperatively with the social agencies of the community.
8. The superintendent assists staff members in defining and clarifying educational goals and objectives.
9. The superintendent encourages his staff to participate in workshops and formal classes.
10. The superintendent assists in the recruitment of new staff members.
11. The superintendent provides enough time and materials to the staff for effective instruction.
12. The superintendent sees that effective written and verbal channels of communication exist within the system.
13. The superintendent sees that teachers are members of a committee that recommends new teachers to the board of education for hire.
14. The superintendent provides released-time for the staff during the school day for planning.
15. The superintendent encourages new methods of instruction.
16. The superintendent serves primarily as a resource person in staff meetings.
17. The superintendent encourages staff planning in their methods of instruction.
18. The superintendent encourages staff participation in solving instructional problems.
19. The superintendent has talks with staff members to help each
diagnose his professional difficulty and improve his teaching.

20. The superintendent encourages administrators to confer with
teachers individually about their teaching assignments.

21. The superintendent has staff members assisting in evaluating class-
room instruction.

22. The superintendent provides or encourages an in-service education
program to function continuously in the system.

23. The superintendent conducts an orientation program for all personnel
at the beginning of each school year.

24. The superintendent sees that substitute teachers are orientated to
the school system.

25. The superintendent provides leadership in developing a continuous
program of curriculum improvement.

26. The superintendent encourages board of education members to help
explain controversial issues to the public.

27. The superintendent encourages teachers to make use of resource people
and agencies within the community.

28. The superintendent encourages his staff to participate in professional
educational organizations.

29. The superintendent has a committee of both teachers and lay persons
to evaluate requests from pressure groups.

30. The superintendent sees that a regular written communication is sent to
the public informing them about the schools' programs.

31. The superintendent works with the staff in the development of a system-
wide program of evaluation and appraisal.

32. The superintendent provides for the establishment and operation of a
district-wide curriculum materials center.

33. The superintendent assists in editing curriculum bulletins for use by
the instructional staff.

34. The superintendent is responsible for the teaching load given to the
respective staff members.

35. The superintendent sees that the service of professional organizations
are used in the system.

36. The superintendent provides the board of education with a projected enrollment for the next five years.

**Rating the Instructional Leadership Functions**

These thirty-six instructional leadership functions were then submitted to a panel of education experts to be rated. The panel of experts were selected on the basis of their knowledge and experience of instruction. The members were as follows: Dr. James B. Holdeman, former Vice-Chancellor, University of Illinois, Chicago Circle Campus, now Executive Secretary of the Board of Higher Education, State of Illinois; Dr. John O'Neill, Associate Superintendent, State Office of Public Instruction, State of Illinois; Dr. Melvin Heller, Professor of Education, Loyola University, Chicago, Illinois; Dr. Paul Woods, Director of Title III NDEA, Division of Instruction, State Office of Public Instruction, State of Illinois; and Dr. John M. Wozniak, Dean of the School of Education, Loyola University, Chicago, Illinois.

Along with a cover letter or personal contact requesting the assistance of each panel member went the following explanation:  

"Listed below are several statements. Would you rate these statements under one of the three headings, measuring them against their importance, in your opinion, as to how important they are regarding a superintendent of schools in providing instructional leadership in his school system? If the statement touches upon an incident that should exist or should be used regularly, it

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1. The cover letter referred to above is found in Appendix B.
would be rated "always necessary." If the incident should exist sometimes or should be used sometimes, it should be rated "sometimes necessary." If the incident should not exist or should not be used, it should be rated "not necessary."

"X- Always necessary to produce better instruction."

"O- Sometimes necessary to produce better instruction."

"-- Not necessary to produce better instruction."

"At the conclusion of the rating would you please add and rate any incidents you believe should be added to the list either as always necessary, or sometimes necessary, for a superintendent to provide instructional leadership."

All five members of the panel responded by rating the acts as requested.

The Acts As Rated by the Panel of Experts

From the thirty-six instructional leadership acts as rated by the panel of experts, the following data were presented: Thirty-two acts (88.9%) met with 100% agreement from the panel. These acts were:

1. The superintendent encourages research by the staff.
2. The superintendent encourages experimentation by the staff.
3. The superintendent encourages leadership development within the staff.
4. The superintendent has policies developed defining the areas within which individuals and groups are free to operate.
5. The superintendent is instrumental in introducing innovative programs in the school system.
6. The superintendent provides a framework whereby staff members with conflicting values are able to work cooperatively.
7. The superintendent works cooperatively with the social agencies of the community.
8. The superintendent assists staff members in defining and clarifying educational goals and objectives.

9. The superintendent encourages his staff to participate in workshops and formal classes.

10. The superintendent assists in the recruitment of new staff members.

11. The superintendent provides enough time and materials to the staff for effective instruction.

12. The superintendent sees that effective written and verbal channels of communication exist within the system.

13. The superintendent provides released-time for the staff during the school day for planning.

14. The superintendent encourages new methods of instruction.

15. The superintendent encourages staff planning in their methods of instruction.

16. The superintendent encourages staff participation in solving instructional problems.

17. The superintendent has talks with staff members to help each diagnose his professional difficulty and improve his teaching.

18. The superintendent encourages administrators to confer with teachers individually about their teaching assignments.

19. The superintendent provides or encourages an in-service education program to function continuously in the system.

20. The superintendent conducts an orientation program for all personnel at the beginning of each school year.

21. The superintendent sees that substitute teachers are orientated to the school system.

22. The superintendent provides leadership in developing a continuous program of curriculum improvement.

23. The superintendent encourages board of education members to help explain controversial issues to the public.

24. The superintendent encourages teachers to make use of resource people and agencies within the community.
28. The superintendent encourages his staff to participate in professional organizations.

30. The superintendent sees that a regular written communication is sent to the public informing them about the school's program.

31. The superintendent works with the staff in the development of a system-wide program of evaluation and appraisal.

32. The superintendent provides for the establishment and operation of a district-wide curriculum materials center.

33. The superintendent assists in editing of curriculum bulletins for use by the instructional staff.

34. The superintendent is responsible for the teaching load given to the respective staff members.

35. The superintendent sees that the services of professional organizations are used in the system.

36. The superintendent provides the board of education with a projected enrollment for the next five years.

In addition to the aforementioned acts that received one hundred percent agreement from the panel, sixty per-cent agreement was reached rating two or 5.5% of the total acts as "sometimes necessary." These acts are:

13. The superintendent sees that teachers are members of a committee that recommends new teachers to the board of education for hire.

16. The superintendent serves primarily as a resource person in staff meetings.

Finally, forty per-cent agreement was reached rating two or 5.5% of the total acts as "never necessary." These acts were:

21. The superintendent has staff members assisting in evaluating classroom instruction.

29. The superintendent has a committee of both teachers and lay persons to evaluate requests from pressure groups.
TABLE 1

Categorical Classification As Reached by the Panel of Experts

<table>
<thead>
<tr>
<th>Number of Acts Reported</th>
<th>Per Cent of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Always Necessary</td>
<td>32</td>
</tr>
<tr>
<td>Sometimes Necessary</td>
<td>2</td>
</tr>
<tr>
<td>Never Necessary</td>
<td>2</td>
</tr>
</tbody>
</table>

Selection of Participants in This Study

In the directory of the Cook County Superintendent of Schools there are eighty-three school districts which can be classified into the geographic area where this study occurred. Among the eighty-three classified school districts and thirty secondary school districts, there are fifty-three elementary school districts and thirty secondary school districts in northern suburban Cook County.

The area where the study occurred is located in the northern section of Cook County, excluding the Chicago area. Specifically it encompasses approximately one-hundred and ninety square miles.

Since the Illinois Department of Public Instruction does not classify

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2Cook County Superintendents of Schools Office, Cook County Public School Directory, Chicago, Illinois, pp. 22-122.
school districts according to size of student enrollment an arbitrary classification was used in determining the sampling of the fifty-three elementary districts. This occurred in the following manner:

1. Small districts—enrollment of 1600 students or less.
2. Medium districts—enrollments between 1600 and 3500.
3. Large districts—enrollments over 3500.

The final actual enrollments of students in these districts can be seen in Table 2.

**TABLE 2**

<table>
<thead>
<tr>
<th>Districts</th>
<th>Number of Districts</th>
<th>Actual Enrollments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small districts</td>
<td>18</td>
<td>290 to 1435</td>
</tr>
<tr>
<td>Medium districts</td>
<td>20</td>
<td>1501 to 3447</td>
</tr>
<tr>
<td>Large districts</td>
<td>15</td>
<td>3559 to 10,924</td>
</tr>
</tbody>
</table>

**Responses to Participate in This Study**

Of the fifty-three elementary school districts selected for this study were eighteen small school districts, which constituted 34.0% of the total, twenty small school districts which constituted 37.7% of the total and fifteen large school districts which constituted 28.3% of the total. See Table 3.
A letter was sent asking each superintendent to participate in this study. The response to this letter was as follows: of the small elementary school districts nine superintendents or 17.0% of the total indicated they would participate in the study; of the medium size elementary school districts fourteen or 26.4% of the total responded to participate in the study; of the large size elementary school districts eight or 15.3% of the total responded to participate in the study. See Table 4.

### TABLE 4

Superintendents Initial Response to Letter

<table>
<thead>
<tr>
<th></th>
<th>Number of Responses</th>
<th>Per Cent of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small Elementary Districts</td>
<td>9</td>
<td>17.0%</td>
</tr>
<tr>
<td>Medium Elementary Districts</td>
<td>14</td>
<td>26.4%</td>
</tr>
<tr>
<td>Large Elementary Districts</td>
<td>8</td>
<td>15.3%</td>
</tr>
</tbody>
</table>
The total number of responses in Table 4 constituted thirty-one or 58.7% of the total of elementary school districts selected for the study.

After a two week period a follow-up card was sent reminding the superintendent of the study. The response to the follow-up card showed a slight increase of the total number of participants for this study. The follow-up card results were as follows: of the small elementary school districts four additional superintendents responded to participate in this study, an increase of 7.6%; of the medium elementary school districts one superintendent responded to participate in the study, an increase of 2.0%; of the large elementary school districts two additional superintendents responded to participate in this study, an increase of 3.6%. The additional seven responses increased the total number of responses by 13.2%. See Table 5.

**TABLE 5**

<table>
<thead>
<tr>
<th></th>
<th>Number of Original Responses</th>
<th>Number of Follow up Responses</th>
<th>Per Cent Increase</th>
<th>Per Cent Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small Districts</td>
<td>9</td>
<td>4</td>
<td>7.6%</td>
<td>24.6%</td>
</tr>
<tr>
<td>Medium Districts</td>
<td>14</td>
<td>1</td>
<td>2.0%</td>
<td>28.4%</td>
</tr>
<tr>
<td>Large Districts</td>
<td>8</td>
<td>2</td>
<td>3.6%</td>
<td>18.9%</td>
</tr>
</tbody>
</table>

Of the total number of elementary districts which were asked to participate in the study (fifty-three), thirty-eight or 71.9% said they would
participate in the study.

In the final analysis there were 13 or 24.6% small districts that stated they would participate in the study; of the medium size school districts 15 or 28.4% stated they would participate in the study; and in the large districts 10 or 18.9% stated they would participate in the study.

Since the smallest number of responses came from the large school districts (ten) or 18.9% of the total it was decided that a random selection of ten superintendents from the small and medium size school districts would be selected to insure an equal sampling from all three school districts.
CHAPTER IV

ANALYSIS OF DATA

In this investigation a review of the literature was made in order to determine what the educational authorities in the field have stated should be the instructional leadership functions of school superintendents. The list of instructional leadership functions that should be performed by school superintendents yielded thirty-six leadership activities. Although the list of instructional leadership functions had by no means exhausted all of the instructional leadership functions the school superintendent should be performing it represents many of the activities as viewed by the educational authorities.

In addition to the identification of leadership functions this study has four major hypotheses that will either be accepted or rejected on the basis of the analysis of the data.

Hypothesis 1
There is general agreement among elementary superintendents of small, medium and large school districts in northern suburban Cook County, Illinois with reference to the instructional leadership functions they are performing.

Hypothesis 2
There are specific instructional leadership functions that are being performed among superintendents of small, medium and large school districts that meet with complete agreement.
Hypothesis 3
There is significant agreement among the educational authorities in the field and the panel of experts as to the instructional leadership functions the school superintendent should be performing.

Hypothesis 4
There are some instructional leadership functions being performed by elementary superintendents which are not found very prominently in the literature.

Analysis of the Hypotheses
The aforementioned hypotheses were analyzed in the following manner: (1) the number of elementary superintendents responding to each question was listed numerically (2) the small, medium and large school districts were analyzed together with each instructional leadership question; (3) chi-square, a non-parametric technique, was used in rating each of the respective instructional leadership questions; the chi-square value appears in a separate column next to each of the responses; (4) a brief summary follows each question telling how the superintendents perform the leadership functions; (5) a final summary follows each hypothesis.

The Interview
The interview technique was utilized in this study to obtain the necessary data. The superintendents interviewed were asked to respond to each of the respective instructional leadership questions as identified by the educational authorities. Eg. The superintendent encourages research by the staff. The school superintendent then reacted by indicating whether this
particular function is Always performed_______ Sometimes performed_______ or Never performed_______). If the superintendent performed this particular instructional leadership function in his district he made this indication by informing the interviewer. Then in a brief statement he told the interviewer how this particular instructional leadership function was being performed.

The superintendents were all informed that all of the information secured would be kept confidential and his name or the district would not be identified in the study. If the superintendent desired a copy of the results of the study he did so by informing the interviewer.

Of the total number of elementary districts which were asked to participate in the study (fifty-three), thirty-eight or 71.9% said they would participate.

In the final analysis there were thirteen or 24.6% small districts that stated they would participate in the study; of the medium size districts fifteen or 28.4% stated they would participate; and in the large size school districts ten or 18.9% stated they would participate in the study.

Since the smallest number of responses came from the large size school districts ten or 18.9% of the total it was decided a random selection of ten superintendents from the small and medium size school districts would be selected to insure an equal sampling from all three school districts. See Table VI.
TABLE VI

Superintendents Participating in the Study

<table>
<thead>
<tr>
<th></th>
<th>Total Number of Supt. responding</th>
<th>Actual Number Selected</th>
<th>Per Cent of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small Districts</td>
<td>13</td>
<td>10</td>
<td>18.9%</td>
</tr>
<tr>
<td>Medium Districts</td>
<td>15</td>
<td>10</td>
<td>18.9%</td>
</tr>
<tr>
<td>Large Districts</td>
<td>10</td>
<td>10</td>
<td>18.9%</td>
</tr>
</tbody>
</table>

Hypothesis 1

There is agreement among elementary superintendents of small, medium and large school districts in northern suburban Cook County Illinois, with reference to the instructional leadership functions they are performing.

<table>
<thead>
<tr>
<th>Items</th>
<th>Always Performed</th>
<th>Sometimes Performed</th>
<th>Never Performed</th>
<th>( \chi^2 ) Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. The superintendent encourages research by the staff.</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Small</td>
<td>9</td>
<td>1</td>
<td>0</td>
<td>2.22</td>
</tr>
<tr>
<td>Medium</td>
<td>10</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Large</td>
<td>8</td>
<td>2</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>

Of the small school districts ninety per-cent of the superintendents stated that they performed this particular function and only ten per-cent said they sometimes encourage research by the staff. Of the medium size school district one hundred per-cent of the superintendents stated they encourage research by the staff. In the large districts eighty per-cent of the superintendents stated that they sometimes encourage research by the staff. Almost all of the
superintendents stated they perform this particular instructional leadership function in the following manner: providing released time for teachers; appointing various committees responsible for researching the latest innovative programs in education; and in a few instances, having a full time person in the area of research development. Nearly all of the superintendents expressed the need for a full time person in the area of research but stated they were limited in their budgets for this particular expenditure.

Although most of the superintendents indicated they encourage research by the staff very few had actually initiated any research projects of their own. If the superintendent is to provide leadership in this area he must be instrumental in developing and implementing various research projects in his district.

The chi-square value for this item is 2.22 which is significant at the .05 level which indicates no significant differences among the responses of the superintendents.

<table>
<thead>
<tr>
<th>Item</th>
<th>Always Performed</th>
<th>Sometimes Performed</th>
<th>Never Performed</th>
<th>( \chi^2 ) Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>2. The superintendent encourages experimentation by the staff</td>
<td>9</td>
<td>1</td>
<td>0</td>
<td>2.22</td>
</tr>
<tr>
<td>Small</td>
<td>10</td>
<td>0</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>Medium</td>
<td>8</td>
<td>2</td>
<td>0</td>
<td></td>
</tr>
</tbody>
</table>

Of the small school districts ninety per-cent of the superintendents stated they always perform this particular instructional leadership function and only ten per-cent stated they sometimes encourage experimentation by the
staff. Of the medium size school districts one-hundred per-cent agreement was reached on this item. In the large school districts eighty per-cent of the superintendents stated that they always encourage experimentation by the staff and only twenty per-cent stated that they sometimes perform this particular function. A vast majority of the superintendents stated they perform this particular function in the following manner: adapting various pilot studies and experimental programs in the areas of mathematics, science and social studies; the introduction of team teaching and modular scheduling in the middle and upper grades.

Although most superintendents indicated they encourage experimentation by the staff none of the superintendents indicated any evaluative criteria in determining the effectiveness of the experimental programs. If the superintendent encourages experimentation by the staff he should have some evaluative techniques in determining whether the programs should be continued. Also, who is responsible for the evaluating? If the superintendent is to provide the necessary leadership in the area of experimentation he must definitely consider training members of his staff in the usage of evaluative criteria.

The chi-square value for this item is 2.22 which is significant at the .70 level which indicates no significant differences among the responses of the superintendents.
<table>
<thead>
<tr>
<th>Item</th>
<th>Always Performed</th>
<th>Sometimes Performed</th>
<th>Never Performed</th>
<th>$X^2$</th>
<th>Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>3. The superintendent encourages leadership development within the staff.</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Small</td>
<td>10</td>
<td>0</td>
<td>0</td>
<td>0.00</td>
<td></td>
</tr>
<tr>
<td>Medium</td>
<td>10</td>
<td>0</td>
<td>0</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Large</td>
<td>10</td>
<td>0</td>
<td>0</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Of the small, medium and large school districts one-hundred per-cent agreement was reached by the superintendents as always encouraging leadership development within the staff. Nearly all of the superintendents concluded that they are performing this particular instructional leadership function in the following manner; assigning teachers with creative ability to leadership positions that can influence change; provide an atmosphere whereby leadership is recognised and developed; having teachers actually taking part in the democratic process of group involvement and decision making.

Although the superintendents all indicated that they encourage leadership development within the staff they must consider whether they are actually providing this leadership. A superintendent cannot be autocratic or laissez faire and then expect leadership development within the staff. A superintendent must be flexible, understanding, and constantly consider alternative solutions to problems. Leadership development within the staff is promoted by a capable, discerning individual who can demonstrate that he himself has the ability to lead other individuals in making intelligent and competent decisions.
<table>
<thead>
<tr>
<th>Item</th>
<th>Always Performed</th>
<th>Sometimes Performed</th>
<th>Never Performed</th>
<th>$X^2$ Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>4. The superintendent has policies developed defining the areas within which individuals and groups are free to operate.</td>
<td>Small 6</td>
<td>2</td>
<td>2</td>
<td>2.36</td>
</tr>
<tr>
<td></td>
<td>Medium 9</td>
<td>1</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Large 9</td>
<td>1</td>
<td>0</td>
<td></td>
</tr>
</tbody>
</table>

Of the small school districts sixty per-cent of the superintendents stated they have policies developed defining the areas that individuals and groups are free to operate. Twenty per-cent stated that they have some policies and twenty per-cent stated they never had such policies developed.

Of the medium size school district ninety per-cent of the superintendents stated that they are always performing this particular instructional leadership function. Of the large school districts ninety per-cent of the superintendents indicated that they have policies that are defined and understood and only ten per-cent of the superintendents indicated that they sometimes have such policies. Many of the superintendents indicated that they are performing this particular leadership function in the following manner; policies on leave of absence, sick leave, tenure, discipline, salary schedules, school calendar, required in-service training, salary step increases for graduate credit, pension, credit union, grievance procedure, etc., are only a few of the areas as indicated by the superintendents.

Although many of the superintendents indicated that they have policies that are defined and understood by the staff they failed to indicate how they explain these policies to their staff. In many instances the superintendents
indicated they have policy manuals that are distributed at the beginning of each school year. The distribution of policy manuals is no clear indication that members of the staff fully understand its contents. Also, having policy manuals does not state the last time they have been evaluated and updated. In addition if they have been updated and evaluated where were teacher members of the committee that helped to evaluate these manuals?

The chi-square value for this item is 2.36 which is significant at the .80 level which indicates no significant differences among the responses of the superintendents.

<table>
<thead>
<tr>
<th>Item</th>
<th>Always Performed</th>
<th>Sometimes Performed</th>
<th>Never Performed</th>
<th>x^2 Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>5. The superintendent is instrumental in introducing innovative programs in the school system.</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Small</td>
<td>9</td>
<td>1</td>
<td>0</td>
<td>3.74</td>
</tr>
<tr>
<td>Medium</td>
<td>1</td>
<td>1</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>Large</td>
<td>6</td>
<td>4</td>
<td>0</td>
<td></td>
</tr>
</tbody>
</table>

Of the small school districts ninety per-cent of the superintendents stated that they are instrumental in introducing innovative programs in their school. Only ten per-cent stated that they sometimes introduce innovative programs in their school. Of the medium size school district ninety per-cent of the superintendents stated they are performing this particular instructional leadership function and only ten per-cent stated they sometimes introduce innovative programs in their school. Of the large school districts only sixty per-cent of the superintendents stated they are instrumental in introducing
innovative programs in the school and forty per-cent stated that they sometimes introduce such programs. Many of the superintendents stated that they are performing this particular function by introducing such programs as the following: the Madison Project in mathematics, the Initial Teaching Alphabet in English and Reading, Conceptual Approach in social studies, science materials published by the American Association for the Advancement of Science, foreign language programs such as the Foreign Language Curricula Innovative Studies, Title III ESEA, Ann Arbor, Michigan.

Although most of the superintendents indicated that they are instrumental in introducing innovative projects in the school system they failed to indicate the effectiveness of these projects in their local school district. Simply introducing an innovative project does not indicate the project is effective and useful in all school districts. Such factors as planning, implementing and evaluating are essential in introducing any innovative project into any school district. Again the superintendent must evaluate the members of his staff in determining if he has the quality of teachers that can effectively handle an innovative project. If he doesn't have the particular type of teachers for an innovative program this may indicate he must utilize some in-service training in the preparation of teachers to handle innovative programs.

The chi-square value for this item is 3.74 which is significant at the .50 level which indicates no significant differences among the responses of the superintendents.
Of the small, medium and large school districts one-hundred per-cent agreement was reached on this particular instructional leadership function. Most of the superintendents stated they are performing this particular function in the following manner; the selection of key administrative personnel able to provide a proper framework for leadership, having teachers take part in the democratic process of group involvement and decision making in such areas as curriculum study groups, grievances committees, textbook committees, etc.

Although all of the superintendents indicated they provide a framework whereby members with conflicting values are able to work cooperatively they failed to indicate if this framework is existent in the basic philosophy of education of the school district. It appears that it would be rather difficult in providing an atmosphere whereby individuals with conflicting values are able to work cooperatively and yet this basic atmosphere was not expressed in something more concrete such as being an integrated part of the philosophy of the school district.

<table>
<thead>
<tr>
<th>Item</th>
<th>Always Performed</th>
<th>Sometimes Performed</th>
<th>Never Performed</th>
<th>x² Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>6. The superintendent provides a framework whereby members with conflicting values are able to work cooperatively.</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Small</td>
<td>10</td>
<td>0</td>
<td>0</td>
<td>0.00</td>
</tr>
<tr>
<td>Medium</td>
<td>10</td>
<td>0</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>Large</td>
<td>10</td>
<td>0</td>
<td>0</td>
<td></td>
</tr>
</tbody>
</table>
7. The superintendent works cooperatively with the social agencies of the community.

<table>
<thead>
<tr>
<th>Item</th>
<th>Always Performed</th>
<th>Sometimes Performed</th>
<th>Never Performed</th>
<th>$X^2$ Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small</td>
<td>10</td>
<td>0</td>
<td>0</td>
<td>6.70</td>
</tr>
<tr>
<td>Medium</td>
<td>10</td>
<td>0</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>Large</td>
<td>7</td>
<td>2</td>
<td>1</td>
<td></td>
</tr>
</tbody>
</table>

Of the small and medium size school districts one-hundred per-cent agreement was reached by the superintendents stating they work cooperatively with the social agencies of the community. Of the large school districts seventy per-cent of the superintendents said they work cooperatively with the social agencies and twenty per-cent indicated they never work with these agencies. Most of the superintendents indicated they perform this particular function by working cooperatively with such groups as the Red Cross, Kiwanis, Rotary, Council of Churches, Welfare Agencies, Youth Bureau Programs, Park Districts, and City Health Agencies.

Although most of the superintendents indicated that they provide leadership in working cooperatively with the social agencies of the community many failed to indicate the usefulness of these agencies in the planning of the general curriculum of the school district. Many of the superintendents could utilize these agencies very effectively by combining some of their objectives and goals into the over-all curriculum for the entire school district. A definite implication to be considered would be the elimination of duplicate
goals and objectives of both these agencies. The social agencies could then serve as an evaluative agency in determining if the goals that have been developed cooperatively are being accomplished.

The chi-square value for this item is 6.70 which is significant at the .01 level which indicates no significant differences among the responses of the superintendents.

<table>
<thead>
<tr>
<th>Item</th>
<th>Always Performed</th>
<th>Sometimes Performed</th>
<th>Never Performed</th>
<th>$X^2$</th>
</tr>
</thead>
<tbody>
<tr>
<td>3. The superintendent assist staff members in defining and identifying educational goals and objectives.</td>
<td>8</td>
<td>2</td>
<td>0</td>
<td>6.58</td>
</tr>
<tr>
<td>Small</td>
<td>10</td>
<td>0</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>Medium</td>
<td>5</td>
<td>3</td>
<td>2</td>
<td></td>
</tr>
</tbody>
</table>

Of the small districts eighty per-cent of the superintendents indicated that they are instrumental in assisting staff members in defining and clarifying educational goals and objectives. Only twenty per-cent indicated that they sometimes perform this particular function. Of the medium size districts one hundred per-cent agreement was reached by the superintendents indicating that they always perform this particular instructional leadership function. Of the large districts only fifty per-cent of the superintendents stated that they always perform this function and thirty per-cent indicated they sometimes perform this activity. Whereby, only twenty per-cent indicated that they never assist staff members in the identification of educational goals and objectives. Most of the superintendents stated they are performing
this particular function in the following manner: having a sound but practical philosophy of education for the district; adapting a curriculum to the needs of the children and community; working with the administrative staff and teachers in developing guidelines in the identification of educational goals and objectives.

Although many of the superintendents indicated that they provide leadership in assisting staff members in defining and identifying educational goals and objectives almost all of the superintendents failed to indicate how these educational goals and objectives are evaluated. It would appear that merely the identification of goals and objectives would be inadequate in the absence of evaluative criteria. It is only through constant evaluation can the staff determine if their goals and objectives are achieving their effectiveness.

The chi-square value for this item is 6.58 which is significant at the .20 level which indicates no significant differences among the responses of the superintendents.

<table>
<thead>
<tr>
<th>Item</th>
<th>Always Performed</th>
<th>Sometimes Performed</th>
<th>Never Performed</th>
<th>$X^2$ Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>9. The superintendent encourages his staff to participate in workshops and formal classes.</td>
<td>10</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Small</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Medium</td>
<td>10</td>
<td>0</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>Large</td>
<td>10</td>
<td>0</td>
<td>0</td>
<td></td>
</tr>
</tbody>
</table>

One hundred per-cent agreement was reached by the superintendents of small, medium and large school districts as encouraging members of their
staff to participate in workshops and formal classes. All of the superintendents stated they are performing this particular instructional leadership function in the following manner; requiring teachers to participate in inservice training programs during the school year; holding workshops offered by such programs as Title III NDEA; allowing salary increases for graduate study; making it board policy that each teacher in the district receive six hours of additional graduate credit every five years; providing reimbursement for graduate courses; also giving a sabbatical leave.

Although complete agreement was reached by the superintendents indicating they encourage staff members to participate in workshops and formal classes, other definite implications could result as an aftermath. For example, the superintendent in providing leadership could utilize people who attend special innovative workshops in training other staff members in his district; inter-visitation of staff members within the district could definitely contribute to the growth and development of all staff members; experimental projects attended by staff members should definitely be given consideration as pilot projects in individual districts.

<table>
<thead>
<tr>
<th>Item</th>
<th>Always Performed</th>
<th>Sometimes Performed</th>
<th>Never Performed</th>
<th>X Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>10.</td>
<td>The superintendent assist in the recruitment of new staff members.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Small</td>
<td>10</td>
<td>0</td>
<td>0</td>
<td>6.70</td>
</tr>
<tr>
<td>Medium</td>
<td>10</td>
<td>0</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>Large</td>
<td>7</td>
<td>3</td>
<td>0</td>
<td></td>
</tr>
</tbody>
</table>
Of the small and medium size school districts one-hundred per-cent agreement was reached by the superintendents indicating that they assist in the recruitment of new staff members. Of the large school districts only seventy per-cent of the superintendents indicated they assist in recruitment and thirty per-cent stated they sometimes assist in this function.

Although most superintendents indicated they assist in the recruitment of new staff members very few superintendents indicated the importance of recruitment procedures such as college campus recruitment, brochures describing the school district, and recommendations from current staff members.

Since the colleges and universities are producing many attractive prospective teachers it would appear that many of the better school districts are in competition in securing the most competent personnel for their district. One of the ways in securing the prospective teachers is to provide an informative and explanatory brochure about the advantages of being employed in that district. Other methods would include on the campus recruitment. This method would eliminate the arduous task of screening by credentials. Here the superintendent can select those individuals he desires to visit his district at a later date.

The chi-square value for this item is 6.70 which is significant at the .20 level which indicates no significant differences among the responses of the superintendents.
<table>
<thead>
<tr>
<th>Item</th>
<th>Always Performed</th>
<th>Sometimes Performed</th>
<th>Never Performed</th>
<th>X Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>11. The superintendent provides enough time and materials to the staff for effective instruction.</td>
<td>10</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Small</td>
<td>10</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Medium</td>
<td>10</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Large</td>
<td>10</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>

Of the small, medium and large school districts one-hundred per-cent agreement was reached by the superintendents in providing enough time and materials to their staff for effective instruction. Nearly all of the superintendents indicated that they are performing this function in the following manner: providing released time for teachers during the school day. providing blocks of time for teachers since some districts have modular scheduling; participation in federal programs such as Title I,III, I of ESEA and also participation in matching programs such as Title III of NDEA.

Although most superintendents indicated they provide time and materials to their staff for effective instruction it would appear that most superintendents would include members of their staff in determining the type of materials that should be given priority. It is not only important in determining the types of materials that should be secured in providing effective instruction, but also the superintendent should provide leadership in explaining the use of materials and how they relate to the present curriculum. Many times new textbooks are secured without any rationale of how they are integrated into the curriculum to provide over all sequence and continuity. Staff members must be
given guidance in such areas.

<table>
<thead>
<tr>
<th>Item</th>
<th>Always Performed</th>
<th>Sometimes Performed</th>
<th>Never Performed</th>
<th>X Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>2. The superintendent sees that effective written and verbal channels of communication exist within the system.</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Small</td>
<td>10</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Medium</td>
<td>10</td>
<td>0</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>Large</td>
<td>10</td>
<td>0</td>
<td>0</td>
<td></td>
</tr>
</tbody>
</table>

Of the small, medium and large school districts one hundred per-cent agreement was reached by the superintendents indicating that they have an effective written and verbal line of communication existing in the system. Many of the superintendents stated that they perform this function in the following manner: daily and weekly bulletins informing the staff about the school districts policies, events, etc.; monthly meetings with all the administrators in the district; bulletins informing staff members of the outcome of monthly board meetings; in-service meetings informing the entire district of existing conditions in the district.

Although all of the superintendents indicated that they do have effective written and verbal channels of communication in the district none of the superintendents indicated how they are able to determine the effectiveness of these channels. Simply having written and sometimes verbal channels of communication is no assurance that they are effective. The superintendent must constantly reassess his communicative skills in an openly fashion. He
must be willing to listen to suggestions, recommendations and comments of both administrators and faculty. In this manner the superintendent will be able to determine his strengths and weaknesses and take the necessary action to improve in his communication skills.

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The superintendent sees that teachers are members of a committee that recommend new teachers to the board of education for hire.

- Small: 0 0 10 3.99
- Medium: 0 0 10
- Large: 0 3 7

The superintendents of the small and medium districts reached one-hundred per-cent agreement indicating that they never have teachers as members of a committee that recommends new teachers to the board of education for hire. Thirty per-cent of the superintendents in the large school districts indicated they sometimes have had such committees while seventy per-cent stated they never have such committees. Many of the superintendents indicated they do take recommendations from present staff members about hiring teachers but strongly agreed they do not have standing committees that recommend new teachers to the board of education for hire.

Although most superintendents indicated that teachers are not members of a committee that recommend new teachers to the board of education for hire it could appear that most superintendents do not have confidence in their staff members. Another alternative could be that the superintendent is fearful that
his staff members could have better insight into the hiring of new teachers than he does. It could also be conceivable that the superintendents have great reservations about the potential power of such a standing committee.

The chi-square value for this item is 3.99 which is significant at the .30 level which indicates no significant differences among the responses of the superintendents.

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<td>The superintendent provides released time for the staff during the school day.</td>
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One-hundred percent agreement was reached among small, medium and large school district superintendents indicating that they provide released time for the staff during the school day. Many of the superintendents stated that nearly all of the staff receive a period equivalent to a full class period during the school day for planning. In a few instances some superintendents had departmentalization in the upper grades and some team-teaching which allows additional blocks of time for preparation.

Although most superintendents indicated that they provide released time for the staff during the school day it is very conceivable that the superintendent could provide leadership in the development of team-teaching throughout the primary, intermediate and upper-grades. The development of such a program
could definitely strengthen the curriculum and provide more continuity, sequence and integration throughout all subject areas.

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The superintendent encourages new methods of instruction.

- **Small**
  - Always Performed: 10
  - Sometimes Performed: 0
  - Never Performed: 0
  - $x^2$ Value: 0

- **Medium**
  - Always Performed: 10
  - Sometimes Performed: 0
  - Never Performed: 0

- **Large**
  - Always Performed: 10
  - Sometimes Performed: 0
  - Never Performed: 0

One hundred per-cent agreement was reached by superintendents of small, medium and large school districts indicating that they encourage new methods of instruction. Many of the superintendents said they perform this particular function by having in-service meetings emphasizing innovative techniques in instruction. Other superintendents stated that they provide a professional materials center for use by the staff which includes numerous journals and bulletins on methods and approaches to innovative instructional practices.

Although most of the superintendents indicated that they encourage new methods of instruction, simply encouraging new methods of instruction is not sufficient. If the superintendent is presumably the educational leader of his school district he must definitely provide the necessary leadership that can introduce innovative methods of instruction. The introduction of new methods of instruction would have to be carefully planned and organized throughout all in-service meetings during the entire school year. After the introduction of various innovative methods of instruction the teachers could use some of these techniques as pilot studies in their classrooms. Later comparisons and
analysis could be made during in-service sessions.

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The superintendent serves primarily as a resource person in staff meetings.

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Seventy per-cent of the superintendents in the small school districts indicated that they always serve primarily as a resource in staff meetings, while the other thirty per-cent indicated they sometimes serve as a resource person. Of the medium size school districts ninety per-cent of the superintendents indicated they always serve primarily as a resource person and only ten per-cent indicated they sometimes serve in this capacity. Of the large school districts fifty per-cent of the superintendents stated they always serve as a resource person; thirty per-cent indicated they sometimes serve in this capacity and only twenty per-cent said they never serve as a resource person.

Most of the superintendents agreed that it is not only their responsibility but their obligation to keep their staff properly informed of district-wide policies and current issues in education. The superintendents also indicated the manner in which they best can fulfill this obligation is by actually being the resource person in staff meetings. Although simply being a resource person in staff meetings does not indicate the superintendent is providing leadership. Being a resource person would indicate the superintendent works
cooperatively with the members of his staff in determining the areas in which there is a need for improvement or change.

Once the area or need is determined the superintendent can research the project and be well informed when he meets with the members of his staff.

The chi-square value for this item is 6.90 which is significant at the .10 level which indicates no significant differences among the responses of the superintendents.

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The superintendent encourages staff planning in their methods of instruction.

- Small: 10 0 0 2.28
- Medium: 10 0 0
- Large: 9 1 0

One hundred per-cent agreement was reached among the superintendents of small and medium size school districts as encouraging staff planning in their methods of instruction. Ninety per-cent of the superintendents of the large districts indicated they always encourage staff planning and only ten per-cent stated they sometimes encourage their staff to plan together. Most of the superintendents indicated they perform this particular function in general staff meetings and in-service sessions. Other superintendents indicated that they encourage building principals to develop specific curricula areas whereby individuals could plan together.

It would appear since most superintendents encourage staff planning this would have definite implications toward team-teaching. However, none of the
superintendents actually related both of these areas.

Team-teaching would definitely allow staff members to plan together in the various areas of instruction. It would also have a built in evaluation system since individual staff members would constantly be evaluating each others performance.

The chi-square value for this item is 2.28 which is significant at the .80 level which indicates no significant differences among the responses of the superintendents.

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The superintendent encourages staff participation in solving instructional problems.

Small  10  0  0  0  2.28

Medium 10  0  0

Large  9  1  0

One hundred per-cent agreement was reached among the superintendents of small and medium size school districts as encouraging staff participation in solving instructional problems. Ninety per-cent of the superintendents of the large districts stated they always encourage staff participation in solving instructional problems and only ten per-cent said they sometimes perform this function. Nearly all of the superintendents stated they perform this particular function in the following manner; providing an atmosphere whereby staff members are involved in the democratic process of group involvement and decision making; having building principals providing leadership that encourages teachers toward working together in solving instructional problems; in some
instances a few superintendents had programs such as team-teaching and modular scheduling at the upper-grades enabling groups of people to work together on the same problems.

Although most superintendents indicated they encourage staff participation in solving instructional problems, very few superintendents related staff participation in working toward curriculum improvement. If the staff work together on isolated instructional problems they will definitely be restricted in analyzing and viewing the total curriculum in operation. Staff leadership and involvement in all curriculum areas is essential for a meaningful program. Also it would appear that group involvement in inter-visitation of schools within the district and outside of the district would give teachers greater insight and depth in the solving of instructional problems.

The chi-square value for this item is 2.28 which is significant at the .70 level which indicates no significant differences among the responses of the superintendents.

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The superintendent has talks with staff members to help each diagnose his professional difficulty and improve his teaching.

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One hundred per-cent of the superintendents in the small districts stated they perform this particular leadership function. Fifty per-cent of the superintendents in the medium size districts said they always have talks with
staff members to help each diagnose his professional difficulty and improve his teaching, whereby fifty per-cent stated they sometimes perform this function. Only ten per-cent of the superintendents in the large districts stated they always perform this leadership function whereby fifty per-cent indicated they sometimes have periodic talks with staff members and forty per-cent indicated they never have talks with members of their staff to help them diagnose their professional difficulties. The superintendents of the small districts indicated they were able to perform this particular function because members of their staff did not exceed one-hundred. This enabled the superintendent to have more personal contact with each of his staff members. Whereby superintendents of the medium size districts indicated they would like to perform this function more frequently but were limited to other duties which were considered more important. Nearly all of the superintendents of the large districts indicated that their districts were extremely too large to adequately perform this particular leadership function.

Although this leadership function met with considerable disagreement among the superintendents it is one of the most important in the total instructional program. Teachers are constantly looking for leadership and guidance and one of the major responsibilities of the superintendent is to provide a considerable amount of time in helping staff members improve their teaching ability. This could be easily achieved through a well defined and organized plan of supervision. It would appear that if staff members are consciously aware of the superintendent's concern in helping staff members improve their teaching ability, they would develop more confidence in themselves as teachers and perhaps do a more outstanding job.
The chi-square value for this item is 20.89 which is significant at the .01 level which indicates a very high level of disagreement among the responses of the superintendents.

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The superintendent encourages administrators to confer with teachers individually about their teaching assignments.

Small 10 0 0 0
Medium 10 0 0
Large 10 0 0

One hundred per-cent agreement was reached among superintendents of small, medium and large districts as encouraging administrators to confer with teachers individually about their teaching assignments. Nearly all of the superintendents indicated that they require the building principals to meet with individual teachers at least three times during the school year and discuss the individual assignments. The superintendents also indicated that they require an evaluation and rating of each of their teachers.

Although all superintendents indicated they encourage administrators to meet with teachers and evaluate their assignments it would appear that only meeting with them would not help clarify some of the serious problems teachers have in the classroom. Careful consideration should be given in planning an in-service education program during the entire school year in order to help teachers meet problems in such areas as instruction, discipline, guidance, and others.
The superintendent has staff members assisting in evaluating classroom instruction.

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Of the small districts twenty per-cent of the superintendents indicated that they have staff members assisting in evaluating classroom instruction, whereby only ten per-cent stated they sometimes perform this function. Seventy per-cent of the superintendents of the small districts indicated they never have staff members evaluating classroom instruction. Of the medium size districts twenty per-cent of the superintendents indicated they have staff members evaluating classroom instruction, whereby twenty per-cent indicated they sometimes perform this function. Sixty per-cent of the superintendents of the small districts indicated they never have staff members assisting in evaluating classroom instruction. Of the large school districts ten per-cent of the superintendents indicated they always have staff members evaluating classroom instruction whereby twenty per-cent stated they sometimes perform this function. Seventy per-cent of the superintendents in this group indicated they never have staff members evaluating instruction. Most of the superintendents indicated that the evaluation of classroom instruction is performed by the building principals and central office administrators. The superintendents that indicated they have staff members evaluating classroom instruction were instances centered around chairman of departments in the upper
grades. The chairman with the cooperation of the building principal evaluated instruction.

It would appear that it would be extremely difficult to have staff members evaluating classroom instruction. Many staff members have not been adequately trained in the area of evaluative techniques, therefore limiting their ability in the performance of a competent job. Other individuals would be evaluating personalities and not classroom instruction. Many serious implications could arise as a result if incompetent staff members were given the responsibility of evaluating classroom instruction.

The chi-square value for this item is .85 which is significant at the .99 level which indicates no significant differences among any of the responses of the superintendents.

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The superintendent provides or encourages an in-service education program to function continuously in the system.

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Of the small, medium and large districts one hundred per-cent agreement was reached by the superintendents as providing for an in-service education program to function continuously in the system. Nearly all of the superintendents indicated they are performing this particular function in the following manner; provide in service Title I I I NDEA workshops in such areas as
mathematics, science, English and reading, social sciences for primary teachers, intermediate and upper grade teachers; other superintendents indicated that speakers are invited to the district to speak of current innovative practices in education. Nearly all of the superintendents stated that they take an active role in the planning and development of in-service education programs.

Although all of the superintendents indicated that they provide or encourage in-service education none of the superintendents indicated how successful these programs have been. In-service education does not necessitate that the staff members have benefited from these programs. There should be follow up and evaluative studies performed which would indicate how successful many of these in-service education programs actually are. Perhaps the results of this kind of evaluation would enlighten superintendents on the actual merits of in-service education and bring forward new ideas and approaches.

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The superintendent conducts an orientation program for all personnel at the beginning of each school year.

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Of the small, medium and large school districts one hundred per-cent agreement was reached by the superintendents on conducting an orientation program for all personnel at the beginning of each school year. Nearly all of
the superintendents indicated that such matters as orientation to the school
district of new personnel, changes in previous years of policies, new programs,
are explained to all personnel during the first orientation meeting.

Perhaps a new approach in the orientation of teachers at the beginning of
each school year would be for groups of teachers to orientate the administra-
tion to the kinds of innovative approaches to education they intend to use
during the coming school year. Most orientation programs are insipid and
should be more carefully organized and prepared. It could be conceivable that
if proper communication existed within the district this would eliminate the
existence of meaningless orientation programs.

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The superintendent sees that substitute teachers are orientated to the school system.

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One hundred per-cent agreement was reached by superintendents of the small districts as seeing that substitute teachers are orientated to the school system. Eighty per-cent of the superintendents in the medium school districts indicated they always orientate substitute teachers to the school system and only twenty per-cent indicated they sometimes perform this function. Eighty per-cent of the superintendents of the large districts also indicated they orientate substitute teachers whereby, only twenty per-cent stated they sometimes perform this function. Most superintendents indicated they inform
the substitute teacher on general school policy and procedure and also salary compensation.

Although most superintendents indicated that they orientate substitute teachers, none showed any great concern over this particular function. It could be conceivable that most superintendents are too occupied with other responsibilities and do not have time for this duty. It is essential that orientation of substitutes is delegated to some administrator because the substitute must be familiarized with school procedure. Since it is the responsibility of the substitute to carry on the work of the regular teacher it is also an important function for administrators to be concerned about the work the substitute performs.

The chi-square value for this item is 2.33 which is significant at the .70 level which indicates no significant differences among the responses of the superintendents.

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The superintendent provides leadership in developing a continuous program of curriculum development.

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One hundred per-cent agreement was reached by superintendents of small medium and large districts as providing leadership in developing a continuous program of curriculum development. Most of the superintendents indicated they provide leadership in the following manner: selection of competent
administrators who are able to work with teachers in a cooperative framework; keeping well informed on the most current innovative programs that are being developed and explain them to staff members and administrators; use model and experimental programs in the school district; selection of staff members and administrators who can work with the superintendent on curriculum development during the entire school year.

Although all the superintendents indicated how they provide leadership in curriculum development nearly all failed to state specifically any evaluative procedures to determine the effectiveness of the curriculum development. Again, specific evaluative techniques and procedures must be employed by superintendents in determining the strengths and weaknesses of curriculum improvement. This could usually be accomplished by group involvement, realistic goal setting, proper decision making and a constant reassessment of the present program.

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The superintendent encourages board of education members to help explain controversial issues to the public.

- Small: 7 3 0 1.99
- Medium: 9 1 0
- Large: 7 3 0

Of the superintendents of small school districts seventy per-cent indicated that they encourage board members to help explain controversial issues to the public whereby thirty per-cent indicated they sometimes perform
this function. Ninety per-cent of the superintendents in the medium districts indicated they always encourage board members to explain controversial issues to the public and only ten per-cent indicated they sometimes ask board members to help explain controversial issues to the public and only thirty per-cent stated they sometimes perform this activity.

Although most superintendents indicated that they encourage board members to help explain controversial issues to the public very few superintendents indicated whether the board members have sufficient background and preparation to explain adequately such issues to the public. Superintendents must be extremely careful in the selection of board members who will explain controversial issues. It is quite conceivable that such issues as sex education, busing, non-gradedness could have serious implications if a board member was not qualified to handle them adequately. When, however, the board members act as spokesmen for the district regardless of the superintendent’s confidence in them, a potential problem is in the making.

The chi-square value for this item is 1.99 which is significant at the .70 level which indicates no significant differences among the responses of the superintendents.

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The superintendent encourages teachers to make use of resource people and agencies within the community.

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</tbody>
</table>
One hundred per-cent agreement was reached among the superintendents of small, medium and large districts as encouraging teachers to make use of resource people and agencies within the community. Most superintendents indicated that they prepare lists that describe the various agencies in the community that are available for use by the teachers. These lists are distributed to all of the staff members in the school district. Other superintendents indicated that the building principal is usually responsible for the coordination of such activities.

Although most superintendents indicated that they encourage teachers to make use of resource people and agencies within the community most superintendents failed to include any of these agencies and resource people in their overall planning. If duplication is to be avoided in all areas of the curriculum it is essential that these agencies be an integrated part of the superintendents plan for curriculum integration and articulation. This would definitely eliminate teachers calling upon these agencies to fill a gap in a particular subject area and then not utilize the agency for another academic year.

<table>
<thead>
<tr>
<th>Item</th>
<th>Always Performed</th>
<th>Sometimes Performed</th>
<th>Never Performed</th>
<th>X Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>28</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The superintendent encourages his staff to participate in professional educational organizations.

- Small: 10 always, 0 sometimes, 0 never
- Medium: 10 always, 0 sometimes, 0 never
- Large: 10 always, 0 sometimes, 0 never
One hundred per-cent agreement was reached by the superintendents of small, medium and large school districts as encouraging staff members to participate in professional educational organizations. Most superintendents indicated that they require teachers to be members of at least one professional organization of their choice. Other superintendents stated the various professional organizations brochures are usually displayed in all teachers lounges and professional libraries.

Although the superintendents indicated that they encourage staff members to participate in professional organizations most superintendents did not indicate how these professional organizations are improving the performance of their teachers. If teachers join a particular organization it should be to improve their professional competencies and skills. If this is done superintendents could utilize these individuals very effectively in leadership training programs and also in-service education programs for the entire school district.

<table>
<thead>
<tr>
<th>Item</th>
<th>Always Performed</th>
<th>Sometimes Performed</th>
<th>Never Performed</th>
<th>X Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>29</td>
<td></td>
<td></td>
<td></td>
<td>2</td>
</tr>
</tbody>
</table>

The superintendent has a committee of both teachers and lay persons to evaluate request from pressure groups.

<table>
<thead>
<tr>
<th>Size</th>
<th>Always</th>
<th>Sometimes</th>
<th>Never</th>
<th>X Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small</td>
<td>2</td>
<td>0</td>
<td>8</td>
<td>17.01</td>
</tr>
<tr>
<td>Medium</td>
<td>6</td>
<td>4</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>Large</td>
<td>2</td>
<td>1</td>
<td>7</td>
<td></td>
</tr>
</tbody>
</table>
Twenty per-cent of the superintendents of the small school districts indicated that they always have a committee of both teachers and lay persons to evaluate requests from pressure groups whereby, eighty per-cent of the superintendents stated they never have such committees. Sixty per-cent of the superintendents of the medium school districts indicated they always have the aforementioned committees and forty per-cent stated they sometimes have such committees. Twenty per-cent of the superintendents of the large school districts indicated they always have a committee of both teachers and lay persons to evaluate requests from pressure groups whereby, ten per-cent stated they never have such committees. Most superintendents indicated that they are in a better position to evaluate requests from pressure groups than members of a committee who did not have the administrative background or experience to handle controversial issues. Other superintendents indicated that they were always ready to accept suggestions and recommendations from individuals but strongly indicated that such committees could be a hindrance for an administrator in dealing with controversial issues.

Since most superintendents indicated they were in a better position to evaluate requests from pressure groups it would appear that most superintendents do not have the confidence in lay persons on their staff and also board members. Although most superintendents believe that they are democratic in their approach to educational issues they often contradict themselves in the application of these principles. Most superintendents have the power of position and many times use it accordingly even if it means the exclusion of the aforementioned committees.

The chi-square value for this item is 17.01 which is significant at the
.01 level which indicated a very high level of disagreement among the responses of the superintendents.

<table>
<thead>
<tr>
<th>Item</th>
<th>Always Performed</th>
<th>Sometimes Performed</th>
<th>Never Performed</th>
<th>X Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>30</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The superintendent sees that a regular written communication is sent to the public informing them about the schools program.

- Small: 10 Always, 0 Sometimes, 0 Never, 0 X Value
- Medium: 10 Always, 0 Sometimes, 0 Never, 0 X Value
- Large: 10 Always, 0 Sometimes, 0 Never, 0 X Value

One hundred per-cent agreement was reached among the superintendents of small, medium and large school districts indicating that a regular communication is sent to the public informing them about the schools program. Nearly all of the superintendents stated that a written communication is sent monthly to the parents informing them about the school’s program or progress of experimental programs, activities, etc. All of the superintendents indicated that a written form of communication informing the parents of the schools progress in all areas was essential in maintaining positive human relations.

Although all superintendents indicated that a regular communication was sent to the public informing them of the schools program most superintendents failed to indicate whether the public was allowed to give feedback on some of the contents of the communication. It would appear that good human relations can only exist if communication is a two way avenue. The superintendent must definitely ask the public to react to these written forms of communication otherwise he has no way of determining the public attitude toward any of the
school's policies or programs.

<table>
<thead>
<tr>
<th>Item</th>
<th>Always Performed</th>
<th>SometimesPerformed</th>
<th>Never Performed</th>
<th>X Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>31</td>
<td>10</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td></td>
<td>10</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td></td>
<td>10</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>

One hundred per-cent agreement was reached by the superintendents of the small, medium and large school districts indicating that they work with the staff in the development of a system-wide program of evaluation and appraisal. Most of the superintendents believed one of the most important ways of achieving a program of district-wide evaluation is through the inter-visitation of staff members and administrators to each of their respective schools. Other superintendents stated that they work closely with their administrative staff and building principals in developing schedules that permit members of each respective school see various on-going programs. Still other superintendents indicated that building principals were responsible for progress reports on individual programs which in turn were submitted directly to him.

Although all superintendents indicated that they work with the staff in the development of a system-wide program of evaluation and appraisal, nearly all of the superintendents failed to indicate whether their present programs of appraisal were successful. Simply developing evaluative and appraisal techniques has no merit unless the results of these appraisal methods are evaluated and implemented into the curriculum.
The superintendent provides for the establishment and operation of a district-wide curriculum materials center.

<table>
<thead>
<tr>
<th>Item 32</th>
<th>Always</th>
<th>Sometimes</th>
<th>Never</th>
<th>2</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Performed</td>
<td>Performed</td>
<td>Performed</td>
<td>X Value</td>
</tr>
</tbody>
</table>

Small

|       | 10 | 0 | 0 | 0 |

Medium

|       | 10 | 0 | 0 | 0 |

Large

|       | 10 | 0 | 0 | 0 |

One hundred percent agreement was reached by the superintendents of small, medium and large school districts indicating they provide for the establishment and operation of a district-wide curriculum materials center. All of the superintendents stated that they provided the necessary funds for the operation of a curriculum materials center but were not involved personally in its operation.

Again, none of the superintendents indicated whether these materials centers were effective in bringing about better instruction. Simply having a materials center does not mean it is properly being utilized, staffed or equipped. The superintendent must constantly reassess the material centers in terms of their overall effectiveness in bringing about better instruction by his staff. If the material center does not bring about specific changes or improved instruction the superintendent must provide the proper leadership that will give teachers the correct techniques in the usage of these centers.
The superintendent assists in editing curriculum bulletins for use by the instructional staff.

<table>
<thead>
<tr>
<th>Item</th>
<th>Always</th>
<th>Sometimes</th>
<th>Never</th>
<th>2</th>
</tr>
</thead>
<tbody>
<tr>
<td>33</td>
<td>Performed</td>
<td>Performed</td>
<td>Performed</td>
<td>Value</td>
</tr>
</tbody>
</table>

 Ninety per-cent of the superintendents of the small school districts indicated that they assist in editing of curriculum bulletins, for use by the instructional staff whereby, only ten per-cent stated they sometimes perform this function. Ninety per-cent of the superintendents in the medium size districts indicated that they always assist in editing curriculum bulletins while only ten per-cent indicated that they never assist in this activity. Of the large school districts ninety per-cent of the superintendents indicated they never assist in the editing of curriculum bulletins while ten per-cent stated they sometimes assist in this function. Most of the superintendents of the large districts indicated they have assistants who are responsible for the editing of such bulletins, while the superintendents of the small and medium size districts indicated they were personally involved in the development of such bulletins.

Simply being involved in the development of bulletins does not indicate the superintendents are providing leadership in this particular area. The superintendent must reassess the present curriculum and attempt to implement any of the recommendations made in his general curriculum bulletins.

The chi-square value for this item is 24.0 which is significant at the
.01 level which indicates a very high level of disagreement among the responses of the superintendents.

<table>
<thead>
<tr>
<th>Item</th>
<th>Always Performed</th>
<th>Sometimes Performed</th>
<th>Never Performed</th>
<th>X Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>34</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The superintendent is responsible for the teaching load given to the respective staff members.

<table>
<thead>
<tr>
<th>Size</th>
<th>Always</th>
<th>Sometimes</th>
<th>Never</th>
<th>X Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small</td>
<td>10</td>
<td>0</td>
<td>0</td>
<td>27.47</td>
</tr>
<tr>
<td>Medium</td>
<td>9</td>
<td>1</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>Large</td>
<td>1</td>
<td>0</td>
<td>2</td>
<td></td>
</tr>
</tbody>
</table>

One hundred per-cent agreement was reached by the superintendents of small school districts indicating that they were responsible for the teaching load given to the respective staff members. Ninety per-cent of the superintendents of the medium school districts stated that they are always responsible for the teaching load given to staff members whereby, only ten per-cent indicated they sometimes perform this function. Of the large school districts ten per-cent of the superintendents indicated that they are always responsible for the teaching load given to staff members whereby, ninety per-cent of the superintendents stated that they never were responsible for this function. The superintendents of the large school districts indicated that this responsibility was delegated to the assistant superintendents. Most of the superintendents of the large districts stated this particular activity would utilize too much of their time therefore, it was delegated to their subordinates.

Although the superintendents of the large school districts were not directly responsible for the teaching load given to respective staff members it could appear that interest in this area could bring about such innovative
changes as team-teaching and perhaps have some implications toward modular scheduling. If the superintendent is to provide leadership in all areas of school policy personal involvement in the assignment of teacher load should be one of the duties.

The chi-square value for this item is 27.47 which is significant at the .01 level which indicates a very high level of disagreement among the responses of the superintendents.

<table>
<thead>
<tr>
<th>Item</th>
<th>Always Performed</th>
<th>Sometimes Performed</th>
<th>Never Performed</th>
<th>X Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>35</td>
<td></td>
<td></td>
<td></td>
<td>2</td>
</tr>
</tbody>
</table>

The superintendent sees that the services of professional organizations are used in the system.

<table>
<thead>
<tr>
<th></th>
<th>Small</th>
<th>Medium</th>
<th>Large</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>10</td>
<td>10</td>
<td>10</td>
</tr>
<tr>
<td></td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td></td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>

One hundred per-cent agreement was reached by the superintendents of small medium and large school districts indicating that they see that the services of professional organizations are used in the system. Nearly all of the superintendents stated they perform this function by publishing a list of the various organizations that are available to the teachers and ask the building principals to honor as many of the requests as they receive from the teachers.

Although most of the superintendents indicated that professional organizations are used in the system none of the superintendents indicated if these organizations are actively involved in the overall curriculum planning of
the school district. If such areas as articulation, continuity, sequence and integration are considered important facets of any curriculum professional organizations should definitely be included in the planning of school curricula.

<table>
<thead>
<tr>
<th>Item</th>
<th>Always</th>
<th>Sometimes</th>
<th>Never</th>
</tr>
</thead>
<tbody>
<tr>
<td>36</td>
<td>Performed</td>
<td>Performed</td>
<td>Performed</td>
</tr>
</tbody>
</table>

One hundred per-cent agreement was reached by the superintendents of small medium and large school districts indicating that they provide the board of education with a projected enrollment for the next five years.

Although superintendents are providing the board of education with a projected enrollment for the next five years only fifty per-cent of the superintendents actually had informed the board about the necessary implications these figures would have for the school district. This definitely had a strong indication of lack of planning and organization on the part of many superintendents. If projected enrollments are to be significant in future planning such areas as acquisition of future land sites, bonding capacity, busing, and referendums must also be considered with the projections of future enrollments.
Summary

In the light of the accumulated data the first hypothesis can be accepted. There was general agreement among the elementary superintendents of small, medium and large school districts in northern suburban Cook County, Illinois, with reference to the instructional leadership functions they are performing. Using chi-square, a non-parametric technique, there was no significant differences in the responses of the superintendents except with the following items; items nineteen, twenty-nine, thirty-three and thirty-four. The chi-square value for these items was significant at the .01 level which indicated a very high level of disagreement between the school superintendent responses. See Table VII reprinted from Table IV of Fisher and Yates.¹

Table VII

<table>
<thead>
<tr>
<th>Distribution of $X^2$ Probability</th>
</tr>
</thead>
<tbody>
<tr>
<td>.95</td>
</tr>
</tbody>
</table>

Between .80 and .10 there is no significant difference in the school superintendents responses. Between .05 and .01 there is a very high level of disagreement.

¹ Fischer and John Yates, Statistical Tables for Biological, Agricultural, and Medical Research, Oliver and Boyd, Edinburgh, LTD 1966, p. 405.
Hypothesis 2

There are specific instructional leadership functions being performed among the superintendents of small, medium and large school districts that meet with complete agreement.

Of the thirty-six instructional leadership functions there were seventeen or 47.8% of the total that met with complete agreement by the superintendents of small, medium and large districts. These seventeen instructional leadership functions will be listed in Tables 1 through 4. Each of these seventeen instructional leadership functions will have a chi-square rating of 0.00 which indicates the superintendents from each of the respective school districts are always performing this particular leadership function. Each of these seventeen items will have an asterisk.

Since it would be too lengthy and cumbersome to list each instructional leadership function in its entirety each leadership function was listed in Tables 8 through 11 only by an item number. The item number can be located in the section on Hypothesis 1, pages 46 through 78.

Table 8

Chi-Square Value for Instructional Leadership Functions

<table>
<thead>
<tr>
<th>Items</th>
<th>Chi-Square Value</th>
<th>Items</th>
<th>Chi-Square Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2.22</td>
<td>6</td>
<td>6.70</td>
</tr>
<tr>
<td>2</td>
<td>2.22</td>
<td>7</td>
<td>6.70</td>
</tr>
<tr>
<td>3</td>
<td>0.00</td>
<td>8</td>
<td>6.58</td>
</tr>
<tr>
<td>4</td>
<td>2.36</td>
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</tr>
<tr>
<td>5</td>
<td>3.74</td>
<td>10</td>
<td>6.70</td>
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</tbody>
</table>
Table 9
Chi-Square Value for Instructional Leadership Functions

<table>
<thead>
<tr>
<th>Items</th>
<th>Chi-Square Value</th>
<th>Items</th>
<th>Chi-Square Value</th>
</tr>
</thead>
<tbody>
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<td>11</td>
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<td>16</td>
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</tr>
<tr>
<td>12</td>
<td>* 0.00</td>
<td>17</td>
<td>2.28</td>
</tr>
<tr>
<td>13</td>
<td>3.99</td>
<td>18</td>
<td>2.28</td>
</tr>
<tr>
<td>14</td>
<td>* 0.00</td>
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<td>20.89</td>
</tr>
<tr>
<td>15</td>
<td>* 0.00</td>
<td>20</td>
<td>* 0.00</td>
</tr>
</tbody>
</table>

Table 10
Chi-Square Value for Instructional Leadership Functions

<table>
<thead>
<tr>
<th>Items</th>
<th>Chi-Square Value</th>
<th>Items</th>
<th>Chi-Square Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>21</td>
<td>* 0.00</td>
<td>26</td>
<td>1.99</td>
</tr>
<tr>
<td>22</td>
<td>.85</td>
<td>27</td>
<td>* 0.00</td>
</tr>
<tr>
<td>23</td>
<td>* 0.00</td>
<td>28</td>
<td>* 0.00</td>
</tr>
<tr>
<td>24</td>
<td>2.33</td>
<td>29</td>
<td>17.01</td>
</tr>
<tr>
<td>25</td>
<td>* 0.00</td>
<td>30</td>
<td>* 0.00</td>
</tr>
</tbody>
</table>
Table 11
Chi-Square Value for Instructional Leadership Functions

<table>
<thead>
<tr>
<th>Items</th>
<th>Chi-Square Value</th>
<th>Items</th>
<th>Chi-Square Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>31</td>
<td>* 0.00</td>
<td>34</td>
<td>* 27.47</td>
</tr>
<tr>
<td>32</td>
<td>* 0.00</td>
<td>35</td>
<td>* 0.00</td>
</tr>
<tr>
<td>33</td>
<td>24.00</td>
<td>36</td>
<td>* 0.00</td>
</tr>
</tbody>
</table>

Summary

In the light of the accumulated data the second hypothesis can be accepted. There are specific instructional leadership functions being performed among superintendents of small, medium and large school districts that meet with complete agreement. Since seventeen or 47.8% of the total of instructional leadership functions are always being performed by the superintendents it can be stated that the superintendents are actually performing nearly fifty per-cent of the instructional leadership functions as determined by the educational authorities.

Hypothesis 3

There is significant agreement among the educational authorities in the field and the panel of experts as to the instructional leadership functions the school superintendent should be performing.

The original list as defined by the educational authorities yielded thirty-six instructional leadership activities. This list was then rated by a
five member panel of experts in the State of Illinois. Their data was analyzed as follows: Thirty-two acts (88.9%) were rated as "always necessary."

These acts were:

1. The superintendent encourages research by the staff.
2. The superintendent encourages experimentation by the staff.
3. The superintendent encourages leadership development within the staff.
4. The superintendent has policies developed defining the areas within which individuals and groups are free to operate.
5. The superintendent is instrumental in introducing innovative programs in the school system.
6. The superintendent provides a framework whereby staff members with conflicting values are able to work cooperatively.
7. The superintendent works cooperatively with the social agencies of the community.
8. The superintendent assists staff members in defining and clarifying educational goals and objectives.
9. The superintendent encourages his staff to participate in workshops and formal classes.
10. The superintendent assist in the recruitment of new staff members.
11. The superintendent provides enough time and materials to the staff for effective instruction.
12. The superintendent sees that effective written and verbal channels of communication exist within the system.
14. The superintendent provides released-time for the staff during the school day for planning.
15. The superintendent encourages new methods of instruction.

17. The superintendent encourages staff planning in their methods of instruction.

18. The superintendent encourages staff participation in solving instructional problems.

19. The superintendent has talks with staff members to help each diagnose his professional difficulty and improve his teaching.

20. The superintendent encourages administrators to confer with teachers individually about their teaching assignments.

22. The superintendent provides or encourages an in-service education program to function continuously in the system.

23. The superintendent conducts an orientation program for all personnel at the beginning of each school year.

24. The superintendent sees that substitute teachers are orientated to the school system.

25. The superintendent provides leadership in developing a continuous program of curriculum improvement.

26. The superintendent encourages board of education members to help explain controversial issues to the public.

27. The superintendent encourages teachers to make use of resource people and agencies within the community.

28. The superintendent encourages his staff to participate in professional organizations.

30. The superintendent sees that a regular written communication is sent to the public informing them about the schools program.
31. The superintendent works with the staff in the development of a system-wide program of evaluation and appraisal.

32. The superintendent provides for the establishment and operation of a district-wide curriculum materials center.

33. The superintendent assists in editing of curriculum bulletins for use by the instructional staff.

34. The superintendent is responsible for the teaching load given to the respective staff members.

35. The superintendent sees that the services of professional organizations are used in the system.

36. The superintendent provides the board of education with a projected enrollment for the next five years.

In addition to the aforementioned acts that received one-hundred per-cent agreement from the panel, sixty per-cent agreement was reached rating two or 5.5% of the total acts as "sometimes necessary." These acts were:

13. The superintendent sees that teachers are members of a committee that recommends new teachers to the board of education for hire.

16. The superintendent serves primarily as a resource person in staff meetings.

Finally, forty per-cent agreement was reached rating two or 5.5% of the total acts as "never necessary." These acts were:

21. The superintendent has staff members assisting in evaluating classroom instruction.

29. The superintendent has a committee of both teachers and lay persons to
evaluate requests from pressure groups.

Summary

From the accumulated data the third hypothesis can be accepted. There is significant agreement among the educational authorities in the field and the panel of experts as to the instructional leadership functions the school superintendent should be performing. The panel of experts rated thirty-two acts or (88.9%) of the total acts as "always necessary." This represents a significant relationship between the original thirty-six instructional leadership functions as rated by the educational authorities and the acts as rated by the panel of experts. Only two acts or 5.5% of the total were rated as "sometimes necessary" and two acts or 5.5% of the total rated as "never necessary." See Table 12.

Table 12
Classification as Reached by Panel of Experts

<table>
<thead>
<tr>
<th>100% Agreement</th>
<th>Number of Acts</th>
<th>Per-Cent of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Always Necessary</td>
<td>32</td>
<td>88.9%</td>
</tr>
<tr>
<td>40% Agreement</td>
<td>2</td>
<td>5.5%</td>
</tr>
<tr>
<td>Sometimes Necessary</td>
<td></td>
<td></td>
</tr>
<tr>
<td>40% Agreement</td>
<td>2</td>
<td>5.5%</td>
</tr>
<tr>
<td>Never Necessary</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
**Hypothesis 4**

There are some instructional leadership functions being performed by elementary superintendents which are not found very prominently in the literature.

This hypothesis will have to be rejected since the superintendents interviewed from the small, medium and large districts did not list any additional instructional leadership functions they were performing. Although the superintendents were informed to list any additional functions they were performing all failed to list any other activities.
CHAPTER V

SUMMARY, RECOMMENDATIONS AND IMPLICATIONS

It has been the purpose of this study to determine whether or not the superintendents of elementary school districts in northern suburban Cook County, Illinois, are performing instructional leadership functions as defined by the educational authorities. Using these instructional leadership functions as defined by the educational authorities as a base for the study other hypotheses were developed. Using these hypotheses, previously stated in chapter four, the following is a summary of the results.

Hypothesis 1: There is general agreement among elementary superintendents of small, medium and large school districts in northern suburban Cook County, Illinois with reference to the instructional leadership functions they are performing.

From the results of the accumulated data the first hypothesis can be accepted. Nearly all of the superintendents' responses tended to support the instructional leadership functions the educational authorities indicated they should be performing. Most of the responses of the superintendents of small, medium and large school districts were significant between the .80 and .10 level. Using chi-square responses were significant between .80 and .10 which indicated no significant differences among any of the responses of the superintendents.

The areas where superintendents indicated they are providing leadership
include the following: research, experimentation, well defined policies, innovative programs, defining and identifying educational goals and objectives, workshops and formal classes, recruitment of new staff members, time and materials for effective instruction, written channels of communication, released time for staff, new methods of instruction, staff participation in solving instructional problems, helping staff diagnose professional difficulties, evaluating classroom instruction, in-service training, orientation programs, orientation of substitute teachers, continuous program of curriculum development, use of resource people and agencies within the community, staff participation in professional educational organizations, communications sent to the public, appraisal and evaluation of the schools program, district-wide curriculum materials center.

Hypothesis 2: There are specific instructional leadership functions being performed among superintendents of small, medium and large school districts that meet with complete agreement.

The purpose of this hypothesis was to determine if there was total agreement among the superintendents on specific instructional leadership functions they were performing. The results and analysis of the data tend to accept this hypothesis.

Of the thirty-six instructional leadership functions identified by the educational authorities seventeen or 47.6% of the total met with complete agreement by the superintendents of small, medium and large school districts. The areas where complete agreement was reached include the following: leadership development within the staff framework whereby individuals with conflicting values are able to work cooperatively, staff participation in workshops and
formal classes, providing materials and time to staff for effective instruction, effective verbal and written channels of communication, released time for staff planning, new methods of instruction, conferences with individual teachers about teaching assignments, in-service education programs, orientation program for all personnel, continuous program of curriculum development, use of resource people and agencies within the community, staff participation in professional educational organizations, written communications sent to the public informing them of school programs, system-wide program of evaluation and appraisal, operation of a district-wide curriculum materials center, projected enrollments for the next five years.

Hypothesis 3: There is significant agreement among the educational authorities in the field and the panel of experts as to the instructional leadership functions the school superintendent should be performing.

From the accumulated data the third hypothesis can be accepted. There is significant agreement among the educational authorities in the field and the panel of experts as to the instructional leadership functions the school superintendent should be performing. The educational authorities in the field yielded thirty-six leadership functions the school superintendents should be performing. The five member panel of experts reached complete agreement with thirty-two or (88.9%) of these acts as always necessary and should be performed by the school superintendents. Complete agreement was reached on all of the items as described in Chapter 4, Hypothesis 1, with the exception of the following:

1. The superintendent sees that teachers are members of a committee that
recommends new teachers to the board of education for hire.

2. The superintendent serves primarily as a resource person in staff meetings.

3. The superintendent has staff members assisting in evaluating classroom instruction.

4. The superintendent has a committee of both teachers and lay persons to evaluate requests from pressure groups.

Of the aforementioned acts forty per-cent of the panel of experts indicated that items 1 and 2 were only sometimes necessary to be performed by school superintendents. Also, forty per-cent of the panel indicated items 3 and 4 were never necessary.

Hypothesis 4: There are some instructional leadership functions being performed by elementary superintendents which are not found very prominently in the literature.

At the onset of this study the superintendents interviewed were asked to respond to the various instructional leadership functions. After each interview the superintendent was asked if he would like to add any additional leadership functions that were not previously stated by the educational authorities. None of the superintendents interviewed added any additional instructional leadership functions. Therefore, on this basis we can assume the list of instructional leadership functions as identified from the literature was adequate. Based upon the above information the fourth hypothesis was rejected.

Implications For Further Study

In addition to these major considerations as indicated by the four
hypotheses, there are many more specific conclusions reached in this study. These are indicated as they pertain to the analytic treatment in Chapter IV. As a by-product of some of these conclusions, the following questions are listed as phases of this study which merit further investigation:

1. Although superintendents are providing instructional leadership in many specific areas, how effective is their leadership in these areas as viewed by teachers?

2. Do building principals and assistant superintendents believe that the superintendent is providing the necessary instructional leadership as identified in this study?

3. Why are some instructional leadership functions practiced more frequently than others?

4. Is there any significant difference in the instructional leadership functions practiced by suburban administrators as compared to large city (Chicago) administrators?

5. Are colleges and universities adequately training and preparing future administrators in the area of leadership?

6. What do members of boards of education consider instructional leadership as being provided by the superintendent of their respective district?

7. Is there a difference in the instructional leadership practices of superintendents in high socio-economic areas as compared to superintendents in low socio-economic areas?

**Recommendations**

1. There is a need for more instructional leadership functions to be developed because the field of instruction is extremely flexible and constantly changing.

   Because the superintendent must be responsible for the entire school operation, his leadership must not only be stimulating but effective. One of the most important leadership roles is creating an atmosphere where
experimentation, professional growth, and acceptability to change are encouraged.

2. Institutions of higher learning will have to re-evaluate their training programs to determine whether they are adequately meeting the future needs of administrators in the area of instructional leadership.

3. Superintendents of school districts must be willing to reassess their positions of authority and evaluate the type of leadership they are providing for their school district. In some instances superintendents must be willing to admit their own inadequacies and submit to change. Even though change may be sometimes slow and imperceptible the superintendent must be willing to accept change as one of his major responsibilities in providing instructional leadership.

4. One of the ways in which superintendents could provide better leadership would be through in-service training programs. Superintendents from various areas throughout the State could meet periodically and discuss the various leadership practices they are using in their districts. Other professional organizations such as the American Association of School Administrators could develop summer institutes under federal grants which could emphasize instructional leadership practices.

5. There is a definite need for future investigation in the area of instructional leadership. This study only indicated whether the instructional leadership functions were being performed and how they were being performed. The study did not substantiate or verify if the superintendents were actually performing these instructional leadership activities. Future studies could verify and investigate the instructional areas that the superintendents
indicated they were providing leadership.
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COPY OF LETTER SENT TO ELEMENTARY SUPERINTENDENTS IN SMALL, MEDIUM AND LARGE SCHOOL DISTRICTS IN NORTHERN SUBURBAN COOK COUNTY, ILLINOIS

May 12, 1969

Dear :

I am attempting to do a study in the area of Instructional Leadership for my dissertation leading to my Ed.D. at Loyola University in Chicago.

I have selected the elementary school districts in northern suburban Cook County as a sample for this study.

I would like to ask your cooperation to participate in an interview for this study in the near future. The interview would be limited to approximately thirty minutes and would be arranged at your convenience.

I would appreciate any assistance that could be given to me in undertaking this study. If you would like to participate kindly fill out the enclosed post card at your convenience.

Sincerely yours,

Richard Mozier
Title III, NDEA
Social Studies Supervisor
State Office of Public Instruction
APPENDIX II

COPY OF LETTER SENT TO PANEL OF EXPERTS IN THE STATE OF ILLINOIS

June 6, 1969

Dear :

You have been selected as one of a panel of five experts in the State of Illinois in regard to Instructional Leadership.

I am attempting to study this problem of Instructional Leadership for my dissertation leading to my Ed.D. at Loyola University in Chicago.

I would sincerely appreciate your help by taking the time to give me the benefit of your knowledge in the area of instruction, by checking the enclosed statements.

I hope the explanation preceding the statements is self-explanatory and if there should be any questions feel free to call upon me.

I would like to take this opportunity to thank you in advance for taking time from a very busy schedule to give me this help.

Sincerely yours,

Richard Mosier
Title III, NDEA
Social Studies Supervisor
State Office of Public Instruction
The dissertation submitted by Richard Felix Mozier has been read and approved by members of the Department of Education.

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 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

Signature of Adviser