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A Comparative Study Of The Role Expectations Of County School Superintendents In California.

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A COMPARATIVE STUDY OF THE ROLE EXPECTATIONS
OF COUNTY SCHOOL SUPERINTENDENTS
IN CALIFORNIA

A Dissertation
Presented to the Graduate Faculty
of the
University of the Pacific

In Partial Fulfillment
of the Requirements for the Degree
Doctor of Education

by
Mitsu Kumagai

July 1975

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July 16, 1975

A COMPARATIVE STUDY OF THE ROLE EXPECTATIONS OF
COUNTY SCHOOL SUPERINTENDENTS IN CALIFORNIA

Abstract of Dissertation

Purpose: The purpose of this study was to compare the expectations as to the role and function of the county school superintendent of schools in California as perceived by county school superintendents and four of their referent groups. Specifically, an examination was made of the similarities and differences existing between and/or among the following two sets of data: (1) county superintendent's perceptions or judgments about selected functions pertaining to their role as administrators and (2) the judgments or expectations of four referent groups, i.e., state legislators, county school boards, district school boards and district school superintendents. It was hypothesized that significant differences exist between the perceptions of county school superintendent and the expectations of these referent groups with respect to the role of the county school superintendent. The hypotheses were stated in the null form, that no differences exist. Further investigations were made as to differences existing between counties of different average daily attendance (county classifications II - VI). The need for the study centers largely on the fact that the public's insistence upon accountability and efficiency demand constructive changes in the system. Increasingly, questions are being raised as to the potentialities of the role of the county school superintendency in California.

Methodology: Questionnaires were sent to a stratified random sample of 12 county school superintendents in California and to four of their referent groups, 31 state legislators, 12 county school boards, 137 district school boards, and 187 district school superintendents. The questionnaire delineated sixteen functions of the county school superintendents in California. These functions were arranged with a five-point likert-type scale with alternatives ranging from "Strongly Agree" to "Strongly Disagree".

First, the basic statistics obtained by the total subjects and by each group was found to show how the subjects responded to the questionnaire item for item, and as a whole. Secondly, analysis of variance procedure were employed to determine the intergroup consensus. Finally, Dunnett t-tests were made for the means of each of the four pairs of groups as follows: county superintendents with state legislators, county superintendents with county school boards, county superintendents with district school boards, county superintendents with district school superintendents.

Findings: The analysis of variance procedures revealed a significant difference existing among these five groups on 10 of the 16 items. Dunnett t-test analysis indicated differences which were significant at the .05 and .01 level. These differences were found between county school superintendents and legislators on 2 of 16 items, between county school superintendents and district school boards on 8 of 16 items, between county school superintendents and district school superintendents on 3 of 16 items. Thus, the findings obtained for the items above did not support the null hypotheses of no difference. However, the significant differences found were only in degree of agreement, i.e. uncertain to strongly agree. Counties over 140,000 average daily attendance had the lowest mean scores (Class II counties).

Conclusions: Mean judgments of county school superintendents and county school boards were generally higher on all functions. Their responses seemed to reflect an awareness of the kind of role which they are most commonly expected to perform and which they themselves have long asserted to be the primary reason for the existence of the county school superintendent, to provide services to local districts.

This study confirmed that significant differences exists between the perceptions of county school superintendents and the perceptions of state legislators, district school boards and district school superintendents as to the role of the county school superintendents. This study also found that large counties had the lowest consensus of opinion as to the role and function of the county school superintendents.

Recommendations: Further research should be concerned with (1) those legislators who have more direct control over educational legislation, i.e. State Education Committee, should be surveyed to ascertain their perception of the role and function of the county school superintendent (2) teachers and principals for whom the services of the county offices are provided should be surveyed to ascertain their perception of the role and function of the county school superintendent (3) the State Department of Education as "clientele" should be investigated (4) making effort to obtain data concerning the attitudes and opinions of the non-respondents (5) a cost-analysis study should be investigated (6) a method to relate type of community or financial disposition of districts to need for specific services.

ACKNOWLEDGMENTS

Five years as an administrative intern, administrator and staff member of the Office of the Santa Clara County Superintendent of Schools have afforded me considerable opportunity to provide various kinds of service to local school districts and the State Department of Education. However, the concern for more adequate information as to the kinds of services to provide would not have been possible without the interest and encouragement of Dr. Glenn Hoffmann, Superintendent, and Ms. Viola Owen, Assistant Superintendent, Santa Clara County Office of Education. My gratitude goes also to Dr. Joe Diamond, Director of Curriculum, for giving me the flexibility to organize my time to complete this dissertation.

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CHAPTER I

INTRODUCTION

The Office of the County Superintendent, referred to as the intermediate unit in the state's educational structure, has been provided under Article IX, Section 3 of the California Constitution as a part of the educational system since 1852. The county superintendency in California was not mentioned when the state was established in 1850. Two years were to pass before the first legislation was enacted which indicated a recognition of the need for some attention to be given to functions of an intermediate agency between the state and local districts. A law passed which required that

The county assessor of each and every county in the state shall be, and is hereby constituted the superintendent of Common Schools within and for his county.¹

Provisions for the actual Office of the County Superintendent were not made until 1855 when the following act provided that

A county superintendent of Common Schools

¹Compiled Laws of the State of California, Chapter CLXXIX (Boston: Press of the Franklin Printing House, 1853), p. 231.

shall be elected in each county, at the general elections, and enter on the duties of his office on the first Monday of the month subsequent to his election.²

This statute also delineated his duties, which were mostly clerical. By 1866, Soso points out, "that the county office had evolved into a secure organ of government in the administration of state education."³ Soso also concluded that "the statutes of that year established all the basic duties, powers and functions that the superintendency was to have until recent years."⁴

The California Association of Public School Administrators, in what is probably the most definitive plan for school administration in California, recognized the county superintendency as the most controversial unit of administration in the structure of public education today, but, at the same time, the commission assumed that there is and will continue to be for some time to come, an important place for the intermediate unit in the organiza-

²The Statutes of California Passed at the Sixth Session of the Legislature, Chapter CLXXXV (Sacramento: State Printer, 1855), pp. 229-237.

³Mitchell Soso, "A Century of County Superintendency in California." (Unpublished Ph.D. dissertation, Department of Education, University of California, Berkeley, 1954), p. 64.

⁴Ibid., p. 283.

tional structure of public education.⁵

The emerging educational needs of children dictated by changes in life styles, values and modes of communication, plus the rapid development of technology supporting school services, along with the public's insistence upon accountability and efficiency of operation, demand constructive changes in the system. Increasingly, questions are being raised as to the potentialities of the role of county superintendency in California. Discussions with local county administrators, school board members and state legislators elicit information pointing towards varying perceptions of the present and future role of this intermediate official.

The Problem

The purpose of this study was to compare the expectations as to the role and function of the county superintendent of schools in California as perceived by county superintendents and four of their referent groups. Specifically, an examination was made of the similarities and differences existing between and/or among the following

⁵"A Pattern for School Administration in California," Report from the California Commission on Public School Administration (Burlingame: California Association of School Administrators, 1955), p. 34.

two sets of data: (1) county superintendent's perceptions or judgments about selected functions pertaining to their role as administrators, and (2) the judgments or expectations of four referent groups, i.e., state legislators, county boards, district boards and district superintendents.

Several other referent groups of the county superintendent can be identified: the State Department of Education, professional associations, professional and classified staffs of county school offices, school principals, business groups, religious groups, and the lay citizens. The inclusion of all or any part of these, however, was beyond the scope of this study, which was delimited to (1) a comparison of the perceptions or judgments which county superintendents hold concerning their own role with the expectations which state legislators hold for the same role, (2) a comparison of the same perceptions of county superintendents with the expectations county boards hold for this role, (3) a comparison of the same perceptions of county superintendents with the expectations of district boards for this role, and (4) a comparison of the same perceptions of county superintendents with the expectations which district superintendents hold for this role.

Importance of the Study

The county schools office--and with it, the county superintendency--has been an essential part of the structure of the public school system in California for the past century. As an arm of the state, it has served as an intermediate unit providing important services to local school districts which they could not in many instances provide for themselves. It has at the same time carried out such responsibilities as have been assigned to it by the Legislature and the State Department of Education. As might be expected, kinds and amounts of services have varied from county to county.

Arthur D. Little, Inc., concluded in its report, The Emerging Requirements for Effective Leadership for California Education, that "Many counties are too small or too thinly populated to form an appropriate region to be covered by the services of the intermediate unit."⁶ Statutory changes to permit two or more counties to merge to form an intermediate unit were recommended in 1966 by the California Association of County Superintendents of

⁶ Arthur D. Little, Inc., The Emerging Requirements for Effective Leadership for California Education (Cambridge, Mass., 1964), p. 50.

Schools.⁷

The Report of the Governor's Commission on Educational Reform concluded that the Office of the County Superintendent of Schools no longer serves the purpose for which it was originally established. According to the report, "it is costly to operate and it duplicates the work of the larger school districts, most of which have acquired the staff necessary to perform all needed services and make minimum use of the services of the county offices. Small school districts in the more sparsely populated counties, where the need is greatest, do not receive adequate services since the counties lack the resources to provide them."⁸

In a report to the 1971 Regular Session of the Legislature, Chapter 784, Statutes of 1969 (AB 606 Veysey), it was concluded that county superintendents' offices in the sparsely populated counties operate less efficiently than those in the more densely populated counties. In addition, the county superintendents in sparsely populated counties offer fewer services to local

⁷Committee of Ten, The Future of the Intermediate Unit in California (California American Yearbook Company, 1966), p. 3.

⁸Governor's Commission on Educational Reform, Report (Sacramento, January 1, 1971), pp. 52-53.

districts than county superintendents in more populated counties.⁹

In the Special Report by the Association of California School Administrators, The Office of the County Superintendent of Schools (the Intermediate Unit) Looks to the Future, it was concluded that there is still a strong need for three levels of administration within the State of California: the State Department of Education, the intermediate unit, and the local school district. It was further concluded that, "while the future organization of the intermediate unit remains unclear, it is vital that any restructuring of this unit be viewed most carefully in relation to the effect it will have on the entire governance structure of education in California."¹⁰

In 1973, California Assemblyman Ken Cory introduced Assembly Bill 746 which would have eliminated most of the state support for the County School Service Fund. Had it passed, this measure would have practically eliminated the possibility for continuing any of the services

⁹The Intermediate Unit in California Educational Structure (A Study of County Superintendent of Schools) (Sacramento: Legislative Analyst, 1971).

¹⁰Special Report, The Office of the County Superintendent of Schools (The Intermediate Unit) Looks to the Future, Vol. 2, No. 8 (Association of California School Administrators, March, 1973).

now provided by the County Schools Office. This bill was defeated in the Assembly by a vote of 46 to 17. According to Mike Dillon, Legislative Advocate, "this vote is not to be taken for granted, as many legislators were under pressure to vote for the bill." It is anticipated that a new bill will be introduced which would call for progressive changes at the county office level as well as other levels of the public school system.¹¹

Background of the Study

A school system is a kind of social system which may be conceptualized as an institutionalized organization, with a service function of moral and technical socialization, established under the needs and pressures of the society. The administrators of a school system execute educational policy, operate educational programs, and provide services by influencing the conduct of all personnel within the context of an interpersonal setting. The effectiveness and the efficiency of a school system as well as other organizations, depends to a certain degree on whether the people in the organization do what is expected of them. Several studies have demonstrated that

¹¹Mike Dillon, "Memo to County School Superintendents: RE: A.B. 746," January 30, 1974.

proper functioning of actual role behavior is not likely to occur where incumbents of roles find themselves exposed to conflicting expectations held by those in influential counter positions (Krech, et al.,¹² Sarbin¹³).

In the case of the county school superintendent, Ingraham¹⁴ reported that in spite of identical schools, laws and regulations, the educational services provided by the school superintendents were different from one school system to another. This situation resulted from variations among role perceptions of county school superintendents. In addition, conflicting expectations for the role of the superintendent held by incumbents of policy-maker positions or other influential groups were found to cause anxiety among the superintendents and were considered to affect the conduct of their administrative programs.

Hypotheses

General Hypothesis: A significant difference

¹²David Krech, R. S. Crutchfield, and E. L. Ballachey, Individual in Society (New York: McGraw-Hill Book Company, 1962), p. 338.

¹³Theodore R. Sarbin, "Role Theory," in Gardner Lindzey, ed., Handbook of Social Psychology (Reading, Mass.: Addison-Wesley, 1954), p. 229.

¹⁴Roland J. Ingraham, "The Role of the County Superintendent of Schools in California" (Unpublished Ph.D. dissertation, Stanford University, 1953).

exists between (1) the perceptions that county school superintendents in California hold for their own role, as indicated by each of the questionnaire items, and (2) the expectations that four of their referent groups hold for the same role. Specifically, four null hypotheses can be stated for each questionnaire item, as follows:

Hypothesis 1: No difference exists between the expressed judgment of the questionnaire items that county school superintendents in California hold as to their own role and the expressed judgments that state legislators hold as to the same role.

Hypothesis 2: No difference exists between the expressed judgment of the questionnaire items that county school superintendents in California hold as to their own role and the expressed judgments that county school boards of education hold as to the same role.

Hypothesis 3: No difference exists between the expressed judgment of the questionnaire items that county school superintendents in California hold as to their own role and the expressed judgments that district school boards of education hold as to the same role.

Hypothesis 4: No difference exists between the expressed judgment of the questionnaire items that county school superintendents in California hold as to their own role and the expressed judgments that district superin-

tendents hold as to the same role.

In addition, further investigation of the possible relationships between counties through classifications based on the average daily attendance (ADA) were studied.

Procedure

Questionnaires were sent to a stratified random sample¹⁵ of 12 county superintendents in California and to four of their referent groups, specifically: 31 legislators, 12 county boards of education, 187 district boards of education, and 187 district superintendents.

The questionnaire delineated 16 functions of the county superintendent in California. The functions contained in the questionnaire were determined by:

1. Perusal of the Education Code;
2. Literature dealing with the position of the County Superintendents;
3. Actual discussion with practicing County Superintendents;
4. Actual Survey--Santa Clara County.

In order to facilitate immediate feedback, this study was endorsed by the California School Boards Association. To further assure adequate responses, a stamped,

¹⁵Deobold B. Van Dalen, Understanding Educational Research (San Francisco: McGraw-Hill Book Company, 1973), p. 322.

special delivery envelope was enclosed with each questionnaire.

Assumptions and Limitations

The study was guided by the following assumptions and limitations:

1. Respondents of each referent group are representative of the total group.
2. All of the groups are considered to be influential counter positions.
3. No investigations were made for determination of perceptual reasons for the respondents' judgments.
4. The study was limited to an investigation of the expressed opinions of the four referent groups as to the selected functions of the County Superintendent of Schools.
5. The study was limited to the 16 functions of the county superintendent, as stated in the California Education Code, as practiced by county superintendents, from school surveys and as stated by superintendents on personal contact.
6. Although the researcher had complete faith in the data-gathering instrument used, no tests were carried out previous to this research using this particular instrument.
7. The rationale for using the four referent groups was that, a) legislators may determine educational priorities through the legislative process, b) school boards are policy-making bodies, and c) school superintendents administer policy.

Definition of Terms

Intermediate unit. The intermediate unit is defined as an agency that operates at a multi-district level, providing coordination and supplementary services and serving as a link between the district units and the state. The traditional intermediate unit in California has been the Office of the County Superintendent of Schools.¹⁶

Administrative functions. These include activities carried on by a county school office which brings together personnel from school districts and/or other agencies to solve their common problems. Such services generally are performed at the district level rather than at the classroom level. Typical examples would be in-service educational programs which comprise curriculum planning and course of study development, teachers' workshops, institutes, and special study committees.¹⁷

Supplementary service functions. These consist of direct educational services rendered at the classroom

¹⁶The Committee of Ten, "The Future of the Intermediate Unit in California" (The California Association of County Superintendents of Schools and County Boards of Education Section of the California School Boards Association, 1966), pp. 12-14.

¹⁷Ibid.

level to supplement the local instructional programs or to assist teachers in their classroom work. Typical examples of such services would be supervision of instruction, guidance counseling, psychological service, attendance service, library service, audio-visual services, special classes for handicapped children, audiometry, and nursing.¹⁸

Operational functions. The law now assigns specific responsibilities to the County Superintendent of Schools Office for the operation of special classes for mentally retarded and physically handicapped students. It permits specific assignments to operate juvenile hall schools. There is legal authorization for the office to provide instructional television and data processing services.¹⁹

Instructional media center. An administrative unit which keeps a large variety of instructional materials needed in the classroom, including such items as books, films, film-strips, records, projection materials, repair facilities, tapes, and the like. It may supply a district, county, or more than one county. It may have one or more depositories. Its size and location are dependent upon

¹⁸Ibid.

¹⁹Ibid.

roads, geography, and its accessibility to schools and districts.²⁰

Inservice education. Inservice education is a procedure for continuous re-training of personnel. One of its aims is to combat obsolescence. It deals with curriculum content, emphasizing new information and new materials. It deals with persons and the methodology with which they approach their work. There will be increased emphasis on specific subject matter with the phasing-out of generalized inservice education.²¹

Courses of study. A course of study is an outline which indicates the general areas or fields to be covered in any given study filed, which makes references to certain sources of information. It is not a comprehensive and detailed document, and should not be confused with curriculum or study guides.²²

Curriculum or teachers' guide. This is a guide which is a comprehensive document for use by the teacher in the classroom in teaching a given subject at a given grade level. These guides are prepared for use at the local level and recognized in their preparation the many

²⁰Ibid.

²¹Ibid.

²²Ibid.

variants that exist intellectually, socially, and economically within the classrooms and districts throughout the state.²³

County Boards of Education. Except in a city and county, there shall be a county board of education, which shall consist of five or seven members to be determined by the county committee on school district organization. Each member of the board shall be an elector of the trustee area which he represents and shall be elected by the electors of the trustee area.²⁴

School District Governing Boards. Every school district shall be under the control of a board of school trustees or a board of education. Except as otherwise provided, the governing board of a school district shall consist of five members elected at large by the qualified voters of the district.²⁵

Summary

This first chapter outlined the problem of comparing expectations as to the role and function of the

²³ Ibid.

²⁴ California Education Code, Vol. 1, Chapter 1, Section 601 (1973), p. 66.

²⁵ Ibid., Section 921, 923, p. 124.

County Superintendent of Schools in California as perceived by four of their referent groups. Specifically, the four referent groups were designated as state legislators, county boards, district boards, and district superintendents. The inclusion of other referent groups was beyond the scope of this study.

The county school superintendency has been an essential part of the structure of the public school system in California for the past century. Various kinds and amounts of services have been provided by the county superintendents. Studies and reports, such as the previously cited Educational Reform, The Intermediate Unit in California's Educational Structure, The Office of the County Superintendent of Schools (The Intermediate Unit) Looks to the Future, and recent legislation, AB746, have indicated that there is a need for progressive changes in the amounts and kinds of services provided by the county school superintendents.

As an institutionalized organization, a school system is a kind of social system. The effectiveness and efficiency of a school system, as well as other organizations, depends to a certain degree on whether the people in the organization do what is expected of them. Several studies (Sarbin, Krech, et al., and Ingraham) have demonstrated that proper functioning of actual role behavior

is not likely to occur where incumbents of roles find themselves exposed to conflicting expectations held by those in influential counter positions. It is hoped that the opinions of county superintendents, state legislators, county board members, district board members, and district superintendents will elicit information pointing towards varying perceptions of the present and future role of the County Superintendent of Schools.

The chapter sets forth a statement of the problem, importance of the study, background of the study, hypotheses to be tested, procedures, assumptions/limitations, and important terms that were used.

Four additional chapters complete the remainder of the study. A review of related literature concerning the present study is included in Chapter II. Chapter III deals with the research design and methodology used in this study. Chapter IV presents an analysis and interpretation of the obtained data. The final chapter concludes the dissertation with a general summary and discussion and recommendations for future study.

CHAPTER II

A REVIEW OF RELATED LITERATURE

The literature and research related to the school system and the role and function of the school administrator are reviewed in this chapter.

The effectiveness and efficiency of a school system depends upon the congruence between role expectations and actual role behavior of incumbents of roles within the school system. The school as a social system/ an institution or organization is described in the first section. The second section includes a review of the literature and research regarding the concept of role. The third section includes a review of selected studies in role analysis.

The Concept of a School as a Social System/ an Institution or Organization

Various views prevail in the literature regarding the school system as a social system. Some writers define a school system as a social system termed an institution; others prefer to identify it as an organization. On the grounds that a school system has imperative functions to

be carried out in a certain routinized pattern, Getzels¹ refers to a school system as an institution.

Parsons^{2,3} defines an organization as a system of cooperative relationships. This system, according to Parsons, is distinguished from other types of systems by its goal-attainment priority operating in relation to the external situation. Normally, Parsons contends, the organizational goals are compatible with the cultural values of the society.

Simon's⁴ definition of an organization fits well with Getzels' and Guba's⁵ concept of social behavior in a social system. Simon states that an organization is a complex pattern of communications and relations operating among a group of human beings. This pattern provides each

¹Jacob W. Getzels, "Conflict and Role Behavior in the Educational Setting," in W. W. Charters and N. C. Gage, eds., Readings in the Social Psychology of Education (Boston: Allyn and Bacon, Inc., 1964), p. 311.

²Talcott Parsons, The Social System (London: The Free Press of Glencoe, 1964), p. 72.

³Talcott Parsons, "Suggestions for a Sociological Approach to the Theory of Organization," in Amitai Etzioni, ed., Complex Organizations (New York: Holt, Rinehart and Winston, 1965), p. 33.

⁴Herbert A. Simon, Administrative Behavior, 2nd ed. (New York: The Free Press, 1966), p. 16.

⁵Jacob W. Getzels and E. G. Guba, "Social Behavior and the Administrative Process," School Review, 65 (Winter, 1957), 423-441.

member of the group with much of the information, assumptions, goals, and attitudes that enter into his decisions. Furthermore, it provides him with a set of stable and comprehensive expectations as to what the other members of the group are doing, and how they will react to what he says and does.

According to Schmuck, Runkel, Stauren, Martell, and Derr,⁶ an organization is comprised of persons interacting in certain roles. They contend that it is possible to understand much of an individual's behavior in an organization by comprehending his role relationship with others.

Lawrence and Lorsch⁷ define an organization as a system of interrelated behaviors of people who are fulfilling a task which has been differentiated into several distinct subsystems. Thus, each subsystem is responsible for a certain portion of the task, leading to an effective performance of the system.

⁶Richard A. Schmuck, Philip J. Runkel, Steven L. Stauren, Ronald T. Martell, and C. Brooklyn Derr, Handbook of Organization Development in Schools (University of Oregon, Center for the Advanced Study of Educational Administration: National Press Books, 1972), p. 139.

⁷Paul R. Lawrence and Jay W. Lorsch, "Differentiation and Integration in Complex Organizations," in Joseph A. Litterer, ed., Organizations: Systems, Control and Adaptation, Vol. II (New York: John Wiley & Sons, Inc., 1969), p. 230.

In line with the definition furnished by Lawrence and Lorsch, then, a school system may be conceptualized as an institutionalized organization. It is a responsible and adaptive client-serving organization, with a service function of moral and technical socialization, established in response to the perceived needs and pressures of society. This type of organization displays some basic forms of bureaucracy, as defined by Max Weber,⁸ such as functional division of labor, the definition of staff roles as offices, the hierarchy of authority, and the carrying out of the operation according to certain procedural rules. Two main categories of staff roles--teachers and administrators--function within the organization of a school system. These staff roles are professionalized, since the requirements for entrance to teaching or administrative positions include specialized training, a teaching license, evidence of administrative skills (in the case of administrators), and a recognized professional code of ethics for school personnel.

⁸Max Weber, "Bureaucracy," in H. H. Gerth and C. Wright Mills, eds., From Max Weber (New York: Oxford University Press, 1958), pp. 196-244.

The Concept of Role

The concept of role relates to the activities of an individual in a particular position. It describes the behavior he is expected to exhibit when occupying a given place in the societal or organizational system.⁹ Sarbin writes: "All societies are organized around positions (statuses), and the persons who occupy these positions perform specialized actions or roles. . . . Roles and positions are conjoined. Roles are defined in terms of the actions performed by the person to validate his occupancy of the position."¹⁰

According to Litterer,¹¹ each of the roles existing in any bureaucratic organization is systematically related to the outside world. The organization must manipulate several aspects of its external environment (e.g., directors must deal with boards of trustees and legislative committees). The necessary contact between the incumbents of such roles and parallel role incumbents in other organizations may establish professional

⁹Fremont E. Kast and James E. Rosenzweig, Organization and Management: A Systems Approach (New York: McGraw-Hill Book Company, 1974), p. 275.

¹⁰Sarbin, op. cit., p. 224.

¹¹Joseph A. Litterer, Organizations: Systems, Control and Adaptation, Vol. II, 2nd ed. (New York: John Wiley & Sons, Inc., 1969), p. 257.

solidarity or conflict relations, and various reference orientations and identifications. The relations resulting from such contact may cut across any given organization and at the same time greatly influence the behavior of the incumbents in their organizations, consequently affecting the performance of these organizations. The relations with different types of clients and sections of the general public with which the incumbent of a bureaucratic role comes into selective contact might place him under pressure with respect to the performance of his bureaucratic roles.

A typical incumbent's role in any recognized position is composed of those tasks which he is expected to carry out. Encompassed in this role are the duties or obligations and rights of his specific placement in the hierarchy in relation to those contained within all other positions in the social system. According to Krech, Crutchfield, and Ballachey,¹² the expectancies making up a role are not restricted to actions alone. Included are the patterns of wants, goals, beliefs, feelings, values, and attitudes that characterize the typical occupant of the position. The perception of all these aspects of a

¹²Krech, Crutchfield and Ballachey, Individual in Society (New York: McGraw-Hill Book Company, 1962), p. 338.

given role that the occupant has from his particular vantage point shapes the behavior of the incumbent.

Kast and Rosenzweig¹³ posit that accuracy in role perception has a definite impact on effectiveness and efficiency in organizations. Individuals have certain abilities, and they are motivated in varying degrees to perform designated tasks. However, if a task is incorrectly perceived, the result may be quite ineffective from the organization point of view. On the other hand, an activity or role associated with a particular position could be perceived quite accurately and yet inefficient performance could result because of deficiencies in ability and/or motivation.

Sarbin¹⁴ contends that the behavior of an incumbent in any position is organized against a cognitive background of role expectations. The individual appraises the positions of others in order to perceive his own status more clearly. In his role behavior he responds in a manner which he perceives as being appropriate to his location among such positions. Thus, the role behavior of a role incumbent, at least in part, is a response to the perceptions of the expectations which others hold

¹³Kast and Rosenzweig, op. cit., p. 289.

¹⁴Sarbin, op. cit., p. 229.

for him. In actuality, expectations by others towards a role incumbent in any social system do not necessarily overlap. Accordingly, the role incumbent may feel dissatisfied. This situation affects his role behavior.

Katz and Kahn¹⁵ define role expectations as evaluative standards applied to the behavior of any person who occupies a given organizational office or position. Newcomb¹⁶ says that, "The ways of behaving which are expected of any individual who occupies a certain position constitute the role . . . associated with that position."

Willey¹⁷ advances the theory that one should consider role expectations as givens, for these exist whether or not a particular person is occupying a specified role. Moreover, one relates to these as the idiosyncratic role perceptions of an actual role incumbent. A county superintendent in California will find his role expectations largely defined by statute, but also in part

¹⁵Daniel Katz and Robert L. Kahn, The Social Psychology of Organizations (New York: John Wiley & Sons, Inc., 1966), p. 182.

¹⁶Theodore M. Newcomb, Social Psychology (New York: The Dryden Press, 1951), p. 280.

¹⁷David Willey, "Comparative Study of the Perceptions and Expectations for the Role of the County School Superintendent in California," Unpublished Ph.D. dissertation, Stanford University, 1964, p. 16.

by those with whom he works--his referent groups--who may or may not be aware of the legal requirements for the role. In addition, he will bring to this role his own perceptions which are modified by his particular need-dispositions.

Bennett and Timin¹⁸ define a role as ". . . what the society expects of an individual occupying a given status." This implies that any status is functionally defined by the role attached to it.

Concerning an individual or a group of individuals whose expectations affect the role behavior of a role incumbent, Krech, Crutchfield, and Ballachey¹⁹ speak of a "reference person" or a "reference group." These authors contend that normally in a social system a role incumbent identifies himself with certain clusters of persons who become his reference groups. He tends to use the groups' perceptions and ideals as standards for his own self-evaluation and as sources of his personal values and goals. The reference groups therefore influence the role behavior of a role incumbent. Krech, et al. declare

¹⁸John W. Bennett and Melvin M. Timin, Social Life, Structure and Function (New York: Alfred A. Knopf, 1948), p. 96.

¹⁹Krech, Crutchfield, and Ballachey, op. cit., p. 102.

that a role incumbent's reference groups may include not only membership groups to which he actually belongs, but also groups in whose membership he wishes to be included or those by which he aspires to be recognized. In addition, the groups which a role incumbent regards as his superiors in the ranking system of his organization may also influence his role behavior, whether or not they are reference groups, because they control his organizational rewards and sanctions.

In the case of an administrator, Getzels and Guba²⁰ indicate that each of the groups with which an administrator works holds certain expectations for him. These expectations causatively determine at least part of the administrator's actions in his role. As conceptualized by Getzels and Guba, an administrator's behavior reflects the interaction of three categories of factors: (1) culture, ethos, and values; (2) institution, role, and role expectation; and (3) individual, personality, and need disposition. These factors influence a role incumbent in any time of social system to respond in one of the following ways: (1) with behavior that stresses nomothetic considerations--the primacy of institution, role, and role expectations; (2) with behavior that

²⁰Getzels and Guba, op. cit.

stresses idiographic considerations--the primacy of individual, personality, and need disposition; or (3) with behavior that utilizes a judicious combination of the two modes of action referred to above.

Considering the role behavior of a position incumbent within an organization in terms of organizational effectiveness and efficiency according to Barnard's²¹ theory, the mark of organizational effectiveness is indicated by a congruence between the actual behavior of the incumbents and the role expectations which their superiors hold for them. When this congruence is achieved, it contributes to the satisfaction of the role incumbents, as well as to that of others within the hierarchy. Such satisfaction normally results in organizational efficiency.

In Getzels'²² view, the proper functioning of role relationships in a social system such as a school system depends on the degree of congruence between the perceptions and expectations of several complementary role incumbents. In other words, proper functioning of role behavior of position-holders is not likely to occur where role incumbents find themselves exposed to conflicting

²¹Barnard, op. cit., pp. 44, 92.

²²Getzels, op. cit., p. 318.

expectations held by groups which they perceive as being influential. Brown²³ suggests that the number and character of the conflicting expectations found in any organization may be either well designed or badly designed. The perception of these conflicting expectations would have a definite bearing on the behavior and satisfaction of position-holders and, correlationally, upon organizational efficiency.

Selected Studies in Role Analysis

Ingraham²⁴ based his survey of the scope and quality of educational services on a random sample of twelve county school superintendents in California. The educational services supplied were found to vary from county to county, despite the fact that the laws of the State of California, the rules and regulations of the California Board of Education, and other governing bodies granted identical amounts of authority and responsibility to each county school superintendent's office. Ingraham concluded that the county school superintendents in his sample possessed differing views of educational philosophy.

²³Roger Brown, Social Psychology (New York: The Free Press, 1967), p. 156.

²⁴Ingraham, op. cit., pp. 2, 12, and 191-192.

Because of this perceptual divergence, they interpreted the laws, the rules, and the regulations issued for them in a wide variety of ways. Obviously, each county superintendent saw his role as encompassing different duties and responsibilities. This situation, at least in part, caused the variation in the services offered in each county.

Getzels and Guba²⁵ conducted a study involving several groups of instructor-officers at a school at an American Air Force base. The authors reported that a positive relationship existed between the degree of involvement and conflict within a role performance. Subjects who experienced conflicting expectations for their roles as instructors and as military officers were found to be relatively ineffective in the performance of their duties at the school.

Two years after the study by Getzels and Guba, Savage²⁶ reported on the research conducted by Elmer F. Ferneau of the Midwest Administration Center concerning the effect of conflicting role expectations between the

²⁵J. W. Getzels and E. G. Guba, "Role, Role Conflict, and Effectiveness: An Empirical Study," American Sociological Review, 19 (1954), 164-175.

²⁶William W. Savage, "State Consultative Services in Education," Phi Delta Kappan, 37, 7 (April, 1956), 291-294.

school administrators and the state consultants. The findings revealed that conflicting expectations for the roles of the state consultants affected the perceived value of consultative services. The administrators who expected the "expert" approach from the consultants rated "process" approach consultants' services of low value. On the other hand, the administrators who looked upon consultants as "process" approach persons ranked the services of the consultants who behaved as "experts" as being of low value. In Savage's definition, an "expert" referred to the person who directed his efforts at arriving at the right answer for a particular problem in a particular situation. The "process" approach person was the one who directed his efforts at working with all persons concerned to bring about behavioral changes which in turn would enable them to solve their own problems.

Gross, Mason, and McEachern²⁷ conducted a study regarding the roles of school superintendents in Massachusetts. Their findings indicate that when an educational administrator perceived that others held conflicting expectations of the way his role was to be conducted, his

²⁷ Neal Gross, Ward S. Mason, and Alexander W. McEachern, Explorations in Role Analysis (New York: John Wiley & Sons, Inc., 1965), pp. vii, 116-121, and 280.

conduct of administrative programs was jeopardized. This study found that role perceptions and expectations between the school superintendents as incumbents of administrative positions and the school board members as incumbents of policy-making positions differed significantly. Exposure to such conflicting expectations was associated with anxiety among the school superintendents.

Gross, et al.²⁸ theorized that the mode of role conflict resolution used by these superintendents could be predicted partly by the superintendent's orientation to: (1) the legitimacy of the expectations, (2) the possible sanctions for nonconformity, and (3) the balancing of both the legitimacy and the possible sanctions for nonconformity.

Sweitzer²⁹ reported his investigation of factors influencing the effectiveness of the school superintendent's leadership in improving the instructional program. Sweitzer attempted to discover the character and extent of agreement between the role perceptions and expectations held by the school superintendents, the school board members, the school principals, and the

²⁸Ibid.

²⁹Robert E. Sweitzer, "The Superintendent's Role in Improving Instruction," Administrator's Notebook, Vol. C, No. 8 (April, 1958).

teachers of 17 school systems concerning the selected roles of the school superintendents. The findings revealed that perceptions and expectations of the sample groups were not the same. There was a slightly higher level of similarity among the school superintendents' perceptions of their own roles than between their expectations and those of the other groups for the same roles. This situation tended to cause difficulty for the school superintendents in gaining approval of the majority of those with whom it was necessary to interact when dealing with instructional problems.

Jones, Davis, and Gergen³⁰ performed an experiment in 1961 to test their hypothesis that social expectations or externally imposed norms affected the role behavior of an individual. They arranged 134 subjects in groups ranging in size from five to twenty persons, and assigned them to listen to a particular tape recording used as an externally imposed norm. Both before and after listening to the tape recording, each subject was asked to state his general impression of a certain subject. The analysis of this experiment demonstrated that

³⁰E. E. Jones, K. E. Davis, and K. J. Gergen, "Role Playing Variations and Their Informational Value for Person Perception," Journal of Abnormal and Social Psychology, 63 (1961), 302-310.

the opinion expressed before the tape was heard was different from the one given after listening to the tape recording. The tape recording (the externally imposed norm) was shown to influence the subjects' judgments.

Willey³¹ reported his study on role perceptions and expectations concerning 50 selected functions associated with the position of the county school superintendents of California. The subjects in the study consisted of 55 county school superintendents, 147 district school superintendents, and 50 legislators in the State of California. The findings showed a fairly positive relationship ($r = .65$) among the judgments of the three groups. An analysis of variance applied to test the differences of mean judgments among the three groups demonstrated that a significant difference existed on 49 of the total of 50 functions. There were conflicting expectations for the role of the county school superintendents themselves, the district school superintendents, and the legislators. The sole statement of function found to be accepted by all the sample groups was that the county school superintendent should reduce involvement in providing supervision and special services to the public schools. This implied that such a function

³¹Willey, op. cit., pp. 93, 95.

was perceived as not being associated with the position of the county school superintendent.

Later, Kahn, et al.³² studied role conflict and ambiguity in an organization. They reported that role conflict was related to low job satisfaction, low confidence in the organization, and a high degree of job-related tension. The location of positions within the organization was discovered to be related to the degree of conflict to which the incumbent of the position was subjected. Results indicated that positions deep within the organizational structure were relatively conflict-free, while positions located near the boundary of the organization were likely to be conflict-ridden. The role incumbents who wanted to retain the status quo and the old tradition of the organization tended to become engaged in conflict.

Saturn³³ concluded in his study that an incongruence of perceptions and expectations existed regarding the roles of the school superintendents between provincial governors and the provincial school superintendents in

³²Kahn, et al., op. cit., p. 190.

³³Pinyo Saturn, "The Provincial School Superintendent in Thailand--A Study of Role Perceptions and Expectations," Unpublished Ph.D. dissertation, Stanford University. Stanford International Development Education Center, 1971.

Thailand, but not between the provincial school superintendent and senior administrators. The purpose of his study was to identify consensus or conflict in the perceptions of the role of provincial school superintendents in Thailand held by (1) provincial school superintendents, (2) provincial governors, and (3) senior administrators of The Ministry of Education. Administrators were asked to indicate the strength of their agreement with 50 items of expected administrator behavior.

The educational system in California is an integral, single unit, functioning to achieve a common purpose. The county superintendent is the administrator of the intermediate unit, an agency positioned between the district school system and the state. The effectiveness and efficiency of the educational administration at the county level depends upon the contributions of four major groups: the state legislators, the county school boards, the district school boards, and the district school superintendents. Congruence between the perceptions and expectations regarding the role of the county school superintendent held by these four groups is necessary to promote and achieve educational progress in California.

Identification of conflicting perceptions and expectations for the role of the county school superin-

tendent as held by four of his referent groups was the task set for this study.

Summary

The literature and research related to the concept of a school as a social system/an institution or organization, the concept of role and role analysis were reviewed and reported on in this chapter. A review of relevant literature indicated that a school system is a type of a social system, seen by most authors as an institutional organization. The school system has a service function established under the needs and pressures of the society. Educational policies, educational programs, and services in a school system are executed by school administrators. In turn, school administrators influence the conduct of all personnel within the context of the interpersonal setting. The congruence between role expectations and actual role behavior of incumbents of roles within the school system will determine the effectiveness and/or efficiency of a school system. Studies have shown that variations among role perceptions of the school superintendent resulted in different kinds of services being provided from one system to another, in spite of the fact that all shared identical school laws and regulations.

The research design and methodology used in this study are detailed in the next chapter. The analyses of the data are reported in Chapter IV. Recommendations and conclusions are given in Chapter V.

CHAPTER III

RESEARCH DESIGN AND METHODOLOGY

A description of the study, the subjects, the methodology used to collect the data, the instrument used, and the hypotheses tested are presented in this chapter. The methods of analyzing the data collected in the study are also presented.

Description of the Study

The study investigated the degree of agreement between expectations of the county school superintendent for his own role and the expectations held by four of his referent groups for the same role. Further investigation of the possible relationship between counties through classifications based on the average daily attendance (ADA) was also made.

Subjects

At the present time, California has 58 county school superintendents who serve as chief administrators of each of their respective county offices of education. A stratified random sample of 12 of these administrators

were the subjects of this study.¹ The California State Education Code categorizes the 58 counties of the state into eight classes, in descending size of average daily attendance. Class I contains only one county (Los Angeles), the largest in ADA. Class VIII contains only two counties, both very low in ADA. These extremes were eliminated from consideration in this research, since it would not have been possible to choose a random sample from within these classes. Using Classes II-VII, two counties were chosen at random from each category to make up the sample population of the study. The four referent groups identified for the study were the 31 state legislators^{2,3} and 12 county board⁴ of education members

¹Selection of counties based upon the 1974 California Education Code, paragraph 756, p. 255, Classification of Counties for Salary Purposes. "For the purpose of prescribing the qualifications required of County Superintendents of schools and fixing their salaries, the counties are classified on the basis of the average daily attendance in the public schools of the state in the respective counties."

²Selection of legislators based on the list provided by the Sacramento Newsletter, "Your List of California Legislators, Congressmen, and Other Elected Officials," 3362 Fulton Avenue, Sacramento, California. Effective December, 1974.

³Information as to assignment of legislators to new State Senate and Assembly district boundaries was provided by the Secretary of State's office, 925 L Street, Suite 605, Sacramento, California, and through the office of Assemblyman Alister McAlister.

⁴Classification of Counties . . ., op. cit.

representing the selected counties. All of the school district superintendents (187) and school boards (187) within the selected counties were also surveyed.⁵

Methodology

Packets containing an introductory letter from the researcher with encouragement to respond from Dr. Glenn Hoffmann, County Superintendent of Schools, Santa Clara County (see Appendix A); a letter of endorsement from the California School Boards Association (see Appendix B); the questionnaire with explanations (see Appendix C); and a self-addressed, stamped return envelope were sent to 429 selected legislators, county board members and district superintendents. A follow-up letter was sent four weeks after the first mail out to those not responding to the initial contact (see Appendix D).

Research Instrument

A self-report questionnaire was used to secure the information for the study. Practical considerations, such as time and money necessary to personally interview all of the subjects, precluded the interview as the means

⁵ California Public School Directory (Sacramento: Bureau of Publications, Sacramento State Department of Education, 1974).

of data gathering.

In the construction of the instruments, the following procedures were considered and performed:

Delineation of the Functions of the County Superintendent

The first step was to delineate as many as possible of the functions of the county superintendent of schools in California. This information was obtained from the following sources:

- (1) a perusal of the California Education Code;
- (2) an examination of professional literature and research studies describing the functions of the county superintendent;
- (3) discussion with county superintendents and their assistants in the Bay Area;
- (4) the researcher's experience as an employee of the county office of education.

Item Validity

The test of content validity for each item in the questionnaire is defined as the universe of functions of the county superintendent of schools. Determination of such validity for every statement by experts in administration of the county schools office was impossible. To assess the content validity of the questionnaire,

administrators in Santa Clara County were asked to judge every statement before it was included in the questionnaire. Content validity was established by:

- (1) California Education Code;⁶
- (2) State Governance Study by Dr. L. N. Garrison;⁷
- (3) Selected administrators in Santa Clara County.

Format of the Questionnaire

Each item in the questionnaire was written in the form of an infinitive phrase under an independent clause, and was followed by five full assigned responses identical in every item. The subjects were requested to circle the appropriate response for each item. The format of the questionnaire was as is shown on p. 45.

This procedure was followed to remind the respondents quickly and constantly of the five possible alternatives for their selection and also to minimize potential error that might occur from marking a check in

⁶California Education Code, State of California, Department of General Services, Documents Section (Sacramento, 1973), pp. 66-121.

⁷L. N. Garrison, State Governance Study, Planning Model for Intermediate Unit of Education, Preliminary Report IO 004 714 (January, 1973).

the wrong place in case all responses were put together in columns at the right margins, at the bottom of the page, or on a separate answer sheet. Thus, the format appeared as follows:

<u>I expect the County Superintendent:</u>	<u>Strongly Agree</u>	<u>Agree</u>	<u>Uncertain</u>	<u>Disagree</u>	<u>Strongly Disagree</u>
1. To provide educational programs and coordination services.	SA	A	U	D	SD
2. To provide supervision and coordination of curricular and instructional services.	SA	A	U	D	SD
3. To provide special education programs and services.	SA	A	U	D	SD
4. To provide pupil personnel programs and services.	SA	A	U	D	SD
5. To provide. . . .					

Scoring Method

As previously indicated, the subjects were asked to respond to the statement in each item by circling the appropriate response they selected. Scores were given on a weighted basis according to the method of summated ratings as suggested by Edwards.⁸ For the statement

⁸Allen L. Edwards, Techniques of Attitude Scale

"strongly agree" response is given a weight of 5, the "agree" response, a weight of 4, the "uncertain" response, a weight of 3, the "disagree" response, a weight of 2, and the "strongly disagree" response, a weight of 1. The item having more than one response mark or no response mark was coded as "uncertain" and given the weight of 3.

Format of the Final Questionnaire

Since a self-report questionnaire was selected as the instrument of data gathering for this study, one of the greatest problems facing the researcher was respondent motivation. Every effort has to be made to elicit the same cooperation from each respondent as he would receive if the interview method were used. Thus, it was incumbent upon the researcher to design the questionnaire from beginning to end with respondent motivation in mind.

In construction and revision of the final item, each statement was written in a brief and precise manner. The explanation and directions were clearly stated. A brief indication of the purpose and nature of the study followed by a statement that it is a general survey of

professional judgments and opinions pertaining to the role and function of the County Superintendent of Schools in California was included. In the directions, the respondent was asked to make one judgment on each particular function of the County Superintendent as related in the questionnaire item. The respondent was requested to make such judgment on the basis of his or her own perception of the "ideal role" of the County Superintendent of Schools, and not on his or her knowledge of how other people might judge. It was emphasized that sincere expression of the respondents' own opinion is most important.

Administration of the Final Questionnaire

Sent to all referent groups - March, 1975

Follow-up four weeks - April 1, 1975

Termination of data gathering - April 11, 1975.

Data Organization of the Final Questionnaire

The responses were coded with the scoring method as previously indicated. Cards were key-punched onto IBM cards by RECAP (Regional Educational Center for Automated Processing), Office of the Superintendent of Schools, Santa Clara County, to make data ready for the computer. The data were run at the Computer Services Department, University of the Pacific, Stockton, California.

Statistical Method for Data Analysis

As previously indicated, the main purpose of this study was to investigate the perceptions and expectations for the role of the County Superintendent of Schools held by the County Superintendents themselves, and four of their referent groups, i.e.: (a) State legislators, (b) county boards of education, (c) district boards of education, and (d) district superintendents. It was hypothesized that significant differences existed among the perceptions and expectations for such roles held by these referent groups. However, for ease of analysis, four statistical questions that no difference existed were stated in Chapter I. According to Anderson,⁹ data of this type are amenable to parametric analysis.

The data analysis was treated in three ways:

First, the basic statistics of the total scores obtained by the total subjects and by each group, i.e., mean and standard deviation, were found to show how the subjects responded to the questionnaire item-for-item, and as a whole.

Secondly, analysis of variance procedures¹⁰ were

⁹ Norman H. Anderson, "Scale and Statistics: Parametric and Non-parametrics," in Emil F. Hiernann and Larry A. Braskamp, eds., Statistics for the Behavioral Sciences (Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1970), p. 54.

¹⁰ John T. Roscoe, Fundamental Research Statistics

employed to determine whether inter-group differences exist in the perceptions and expectations for the role of the County Superintendent of Schools held by the five defined groups. The .05 level of significance was adopted as being most appropriate to balance the probabilities for both type I and type II error.^{11, 12}

Thirdly, the Dunnett t-test¹³ for the difference between means was the multiple comparison used to examine the data differences between the perceptions of the county superintendents for their role and expectations with each of their four referent groups for the same roles.

Hypotheses of the Study

The study was based on the following null hypotheses for each questionnaire item:

Hypothesis 1. No difference exists between the expressed judgments to the questionnaire item that county

for the Behavioral Sciences, 2nd ed. (New York: Holt, Rinehart & Winston, 1975), p. 320.

¹¹Type I error rejects the null when it is actually true. Type II error fails to reject the null when it is actually false. Audrey Haber and Richard Runyon, General Statistics (Menlo Park: Addison-Wesley Publishing Company, 1971), pp. 177-178.

¹²Van Dalen, op. cit., pp. 490-506.

¹³Roscoe, op. cit., p. 320.

school superintendents in California hold as to their own role and the expressed judgment that state legislators hold as to the same role.

Hypothesis 2. No difference exists between the expressed judgments to the questionnaire item that county school superintendents in California hold as to their own role and the expressed judgment that county school boards of education hold as to the same role.

Hypothesis 3. No difference exists between the expressed judgments to the questionnaire item that county school superintendents in California hold as to their own role and the expressed judgment that district school boards of education hold as to the same role.

Hypothesis 4. No difference exists between the expressed judgments to the questionnaire item that county school superintendents in California hold as to their own role and the expressed judgments that district school superintendents in California hold as to the same role.

Summary

The description of the study and procedures were presented in this chapter. The study focused on the comparison of county school superintendents' judgments on role expectations with four of his referent groups, i.e., state legislators, county boards, district boards, and

district superintendents. The subjects were selected from a stratified random sample of counties according to class size; 12 counties were selected. State legislators were selected according to their assignment in the new state senate and assembly district boundaries. All of the school district superintendents and school boards within the selected counties were included in the survey. The hypotheses of the study were stated in the null form in this chapter. The statistical treatment of the data involved the use of analysis of variance; the data were run at the University of the Pacific's Computer Services Department, Stockton, California. The presentation and analyses of the data will appear in Chapter IV; the findings will be interpreted and stated. The conclusion and recommendations will be presented in Chapter V.

CHAPTER IV

PRESENTATION AND ANALYSIS OF THE DATA

The purpose of this study was to compare the expectations as to the role and function of the County Superintendent of Schools in California as perceived by County School Superintendents and four of their referent groups. Specifically, an examination was made of the similarities and differences existing between and/or among the following two sets of data: (1) County School Superintendent's perceptions or judgments about selected functions pertaining to his own role as an administrator, and (2) the judgments or expectations of four referent groups, i.e., state legislators, county boards, district boards and district superintendents as to the same role. The analyses of the data collected for this study are included in this chapter.

Analyses of the Sample

Table 1 shows that a total of 420 questionnaire forms were distributed to selected California state legislators, county and district board members, county and district superintendents. The number of returns received

was 229, or 53.4 percent of all the forms sent. Five of the forms were not completed correctly, one was not filled out because the legislator indicated he did not have sufficient background information, and two arrived after the data were run. The 221 (51.5 percent) usable returns contained the responses of 12 of 12 (100 percent) County School Superintendents, 121 of 187 (64.7 percent) district superintendents, 6 of 12 (50 percent) county board members, 12 of 31 (38.7 percent) state legislators, and 70 of 187 (37.4 percent) district board members. The 221 questionnaires were used as the basic data for statistical analysis in this study.

TABLE 1

SUMMARY OF THE NUMBER AND PERCENTAGE OF SELF-REPORT
QUESTIONNAIRES SENT TO AND RETURNED BY THE
FIVE SELECTED GROUPS

Group	Numbers Sent	Numbers Returned		Percentages	
Legislators	31	14	12	45.0	37.4
County Boards	12	7	6	58.3	50.0
County Superintendents	12	12	12	100.0	100.0
District Boards	187	73	70	39.0	38.7
District Superintendents	187	123	121	65.8	64.7
Totals:	429	229*	221**	53.4*	51.5**

* Total returned/total percentage.

** Total usable returns/percentage.

Analysis of Intergroup Consensus

1. The means and standard deviations of the sixteen questionnaire items for the five groups are tabulated in Table 2. Since "5" connotes "strongly agree" and "1" "strongly disagree," a "4.5" could be interpreted as "strongly agree," "3.5" as "agree," between "2.6" to "3.4" as "uncertain," "2.5" as "disagree" and "1.5" as "strongly disagree."

2. Total group means for each of the 16 items of the self-report questionnaire are shown in Figure 1. The lowest group mean of 3.44 was indicated for item 2, "that the county superintendent will provide supervision and coordination of curricular and instructional services," and the highest group mean of 4.31 was for item 5, "that the county superintendent will provide educational media center programs and services." Items 2 and 4 were in the "uncertain" category; the rest of the items were in the "agree" category.

3. The four null hypotheses were stated as follows: 1) No difference exists between the expressed judgments to the questionnaire items that county school superintendents in California hold as to their own role and the expressed judgments that state legislators hold for the same role. 2) No difference exists between the

TABLE 2

TABLUTION OF MEANS (x) AND STANDARD DEVIATIONS (s) OF THE 16 ITEMS OF THE SELF-REPORT QUESTIONNAIRE
FOR COUNTY SCHOOL SUPERINTENDENTS AND FOUR REFERENT GROUPS

ITEMS I expect the County Superintendent:	LEGISLATORS		COUNTY BOARDS		COUNTY SUPERINTENDENTS		DISTRICT BOARDS		DISTRICT SUPERINTENDENTS	
	x	s	x	s	x	s	x	s	x	s
1. To provide educa- tional programs and coordination services.	4.42	.515	4.83	.408	4.67	.651	3.90	1.130	3.79	1.142
2. To provide super- vision and coordin- ation of curricular and instructional services.	4.00	.853	4.80	.447	4.50	.674	3.54	1.208	3.23	1.340
3. To provide special educational programs and ser- vices.	4.33	.985	5.00	.000	5.00	.000	4.01	.999	4.31	.938
4. To provide pupil personnel programs and services.	3.58	1.084	4.00	1.044	3.43	1.150	3.43	1.150	3.53	1.145
5. To provide educa- tional media center programs and services.	4.17	.718	5.00	.000	5.00	.000	3.99	.893	4.41	.813

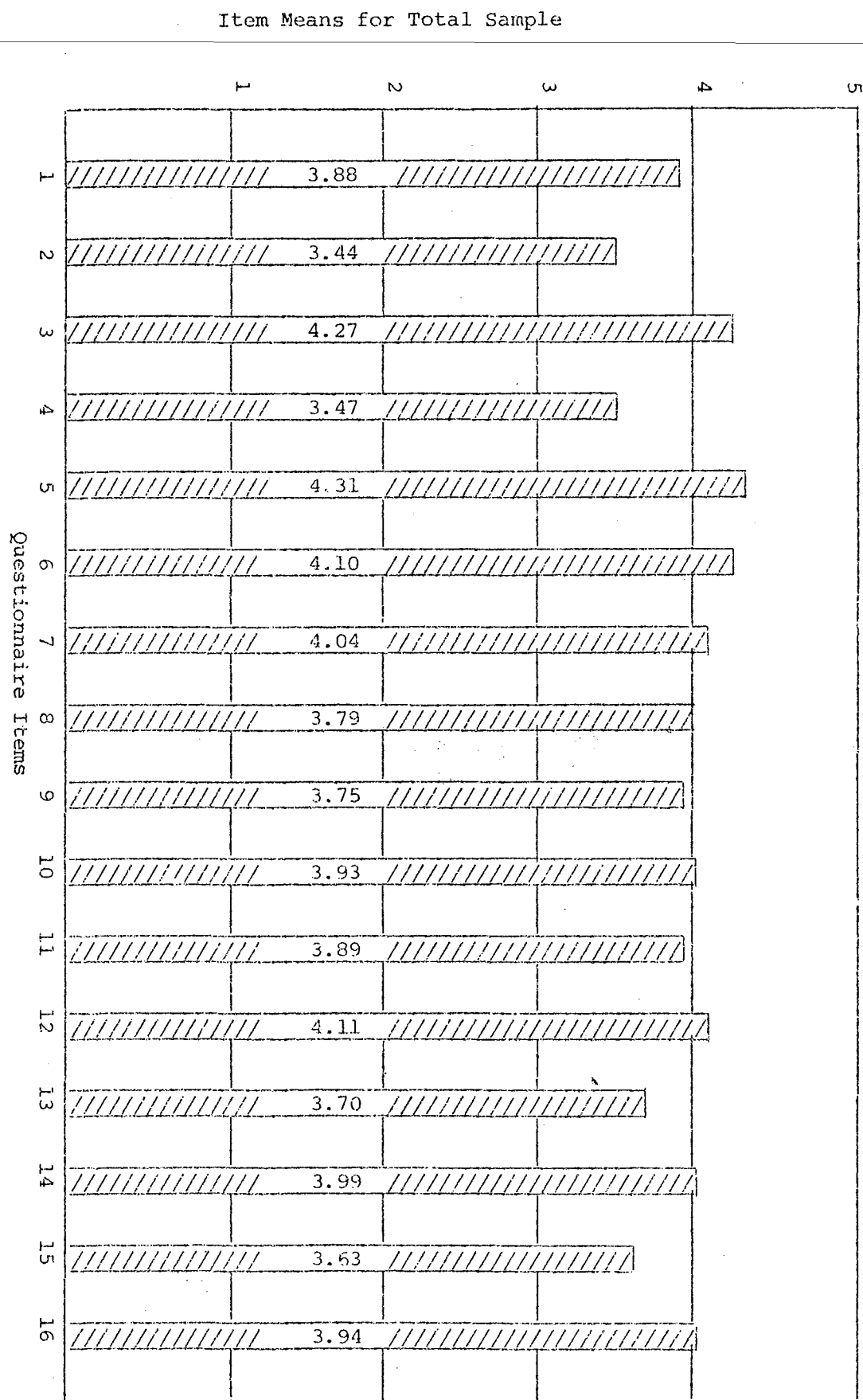
TABLE 2 (Continued)

ITEMS I expect the County Superintendent:	LEGISLATORS		COUNTY BOARDS		COUNTY SUPERINTENDENTS		DISTRICT BOARDS		DISTRICT SUPERINTENDENTS	
	x	s	x	s	x	s	x	s	x	s
6. To provide re- gional programs and coordina- tion services.	4.17	.718	4.83	.408	4.67	.651	3.87	.916	4.14	.916
7. To provide leader- ship in educational and professional innovations.	4.17	.515	4.67	.516	4.58	.515	3.77	1.182	4.10	.929
8. To provide coordina- tion of services for school board members.	4.08	.793	4.67	.516	4.25	.866	3.64	1.104	3.78	1.078
9. To provide coordina- tion among community and institutional agencies.	3.75	1.138	4.33	.817	4.09	1.221	3.67	.944	3.76	1.049
10. To provide research, planning, and de- velopment services.	3.50	.674	4.33	.817	4.50	.674	3.61	1.067	4.07	.848
11. To provide data processing and school testing services.	3.50	.905	4.50	.548	4.08	1.084	3.79	1.128	4.01	1.054

TABLE 2 (Continued)

ITEMS <u>I expect the County Superintendent:</u>	LEGISLATORS		COUNTY BOARDS		COUNTY SUPERINTENDENTS		DISTRICT BOARDS		DISTRICT SUPERINTENDENTS	
	x	s	x	s	x	s	x	s	x	s
12. To provide information and communication services.	4.17	.389	4.50	.548	4.33	.985	3.90	.935	4.18	.707
13. To provide school district organization and management services.	3.75	.754	4.50	.837	4.75	.452	3.53	1.073	3.64	1.114
14. To provide public school legislative and administrative services.	4.17	.577	4.33	.817	4.42	.669	3.70	1.047	4.12	.791
15. To provide certificated and classified personnel services.	3.33	.779	4.17	1.602	4.27	1.009	3.53	1.126	3.72	1.085
16. To provide business management services.	3.67	.888	4.50	.837	4.58	.515	3.53	1.165	4.17	1.095

FIGURE 1. TOTAL SAMPLE MEANS FOR EACH OF THE 16 ITEMS
OF THE QUESTIONNAIRE



the expressed judgments to the questionnaire items that county school superintendents in California hold as to their own role and the expressed judgments that county school boards hold for the same role. 3) No difference exists between the expressed judgments to the questionnaire items that county school superintendents in California hold as to their own role and the expressed judgments that district school boards hold for the same role. 4) No difference exists between the expressed judgments to the questionnaire items that county school superintendents in California hold as to their own role and the expressed judgments that district school superintendents hold for the same role.

Each of the questionnaire items was subjected to an analysis of variance for the five groups. Significant group differences were subjected to the Dunnett t-tests.¹

4. An analysis of variance was applied to test the significance of the differences among each of the above reported group means. The summary table for the analysis of variance for item 1 is reported in Table 3. The F-value for item 1 was 3.606. The tabled F-value with four and 213 degrees of freedom was 2.41 at the five percent level of significance and 3.41 at the one

¹Roscoe, op. cit.

percent level.² Since the obtained F-value exceeded 3.41, it was concluded that the differences among the five means were significant at the one percent level.

TABLE 3

SUMMARY TABLE OF THE ANALYSIS OF VARIANCE OF ITEM 1
OF THE SELF-REPORT QUESTIONNAIRE BETWEEN
COUNTY SCHOOL SUPERINTENDENTS AND
FOUR REFERENT GROUPS

Source of Variation	SS	DF	MS	F
Between Groups	16.87	4.00	4.22	3.61*
Within Groups	349.10	213.00	1.17	
TOTAL	266	217		

* Significant at the .01 level.

Critical F-ratios: .05 \geq 2.41
.01 \geq 3.41

5. Since the F test revealed that the means of the five groups of subjects statistically differed, the Dunnett t-test was used to determine the tenability of the null hypotheses that no differences existed between the

²Audrey Haber and Richard P. Runyn, General Statistics (Menlo Park, CA: Addison-Wesley Publishing Co., 1971), p. 297.

means of the County Superintendent and each of the four referent groups, i.e., the county school superintendent and the state legislator, the county school superintendent and the county board, the county school superintendent and the district board, and the county school superintendent and the district superintendent for item 1 of the questionnaire. County school superintendents had the highest mean scores and the district school superintendents had the lowest mean scores on item 1.

TABLE 4

DUNNETT t-TEST COMPARING COUNTY SCHOOL SUPERINTENDENTS' MEANS FOR ITEM 1^a AGAINST FOUR REFERENT GROUP MEANS

Group Pairs	Means	Dunnett t-values ^c
Co. Supt. / Legislator	4.67 ^b 4.42	0.57
Co. Supt. / Co. Board	4.67 4.83	-0.31
Co. Supt. / Dist. Board	4.67 3.90	2.28
Co. Supt. / Dist. Supt.	4.67 3.79	2.70*

^aItem 1 reads: "to provide educational programs and coordination services."

^bItem scale values: 5--strongly agree, 4--agree, 3--uncertain, 2--disagree, 1--strongly disagree.

^cCritical t-ratio: .05 \geq 2.51
.01 \geq 3.08

* Significant at the .05 level.

The Dunnett t-tests in Table 4 above revealed a significant t-value between the county school superintendents and the district superintendents. The t-value of 2.70 was greater than the critical value at the .05 level.³ Therefore, the null hypothesis of no difference between the expressed judgments that county school superintendents in California hold as to their own role and the expressed judgments that district school superintendents hold as to the same role for item 1 was rejected. However, null hypotheses 1, 2, and 3 were accepted. It was concluded that there was no significant difference between the expressed judgments of county school superintendents, state legislators, county boards and district school superintendents as to their perception that the county school superintendents will provide educational programs and coordination services. It was also concluded that there was a significant difference between the expressed judgment of county school superintendents and district superintendents. These two groups demonstrated different perceptions and expectations for the role of the county school superintendent for item 1 of the questionnaire.

6. The summary table for the analysis of variance of the five groups for item 2 is reported in Table 5. The

³Roscoe, op. cit.

TABLE 5

SUMMARY TABLE OF THE ANALYSIS OF VARIANCE OF ITEM 2
OF THE SELF-REPORT QUESTIONNAIRE BETWEEN
COUNTY SCHOOL SUPERINTENDENTS AND
FOUR REFERENT GROUPS

Source of Variation	SS	DF	MS	F
Between Groups	32.13	4.00	8.03	5.23*
Within Groups	328.48	214.00	1.54	
TOTAL	361	218		

* Significant at the .01 level.

Critical F-ratios: $.05 \geq 2.41$
 $.01 \geq 3.41$

F-value found for item 2 was 5.23, with four and 214 degrees of freedom, indicating that the differences among the five group means were significant at the one percent level. Since the F test revealed that the means of the five groups of subjects statistically differed, the Dunnett t-test was used to determine the tenability of the null hypotheses that no differences existed between the means of the county school superintendents and each of the four referent groups.

TABLE 6

DUNNETT t-TEST COMPARING COUNTY SCHOOL SUPERINTENDENTS' MEANS
FOR ITEM 2^a AGAINST FOUR REFERENT GROUP MEANS

Group Pairs	Means	Dunnett t-values ^c
Co. Supt. / Legislator	4.50 ^b 4.00	0.99
Co. Supt. / Co. Board	4.50 4.80	-0.45
Co. Supt. / Dist. Board	4.50 3.54	2.49
Co. Supt. / Dist. Supt.	4.50 3.23	3.39*

* Significant at the .01 level.

^aItem 2 reads: "to provide supervision and coordination of curricular and instructional services."

^bItem scale values: 5--strongly agree, 4--agree, 3--uncertain, 2--disagree, 1--strongly disagree.

^cCritical t-ratio: .05 \geq 2.51
.01 \geq 3.08

The Dunnett t-test in Table 6 above revealed a significant t-value between the county school superintendent and the district superintendent. The t-value of 3.39 was greater than the critical value at the .01 level. Therefore, the null hypothesis of no difference between the expressed judgments that county school superintendents

in California hold as to their own role and the expressed judgments that district school superintendents hold as to the same role for item 2 was rejected. Null hypotheses 1, 2, and 3 were accepted. It was concluded that there is no significant difference between the expressed judgments of county school superintendents, state legislators, county school boards, and district boards as to their perception that the county school superintendent will provide supervision and coordination of curricular and instructional services. It was also concluded that there was a significant difference between the expressed judgments of county school superintendents and district boards. These two groups demonstrate different perceptions and expectations for the role of the county school superintendent for item 2 of the questionnaire.

7. The summary table for the analysis of variance of the five groups for item 3 is reported in Table 7. The F-value found for item 3 was 4.19, with four and 216 degrees of freedom, indicating that the differences among the five group means were significant at the one percent level. Since the F test revealed that the means of the five groups of subjects statistically differed, the Dunnett t-test was used to determine the tenability of the null hypotheses that no difference existed between the means of the county school superintendent and each of the four

TABLE 7

SUMMARY TABLE OF THE ANALYSIS OF VARIANCE OF ITEM 3
OF THE SELF-REPORT QUESTIONNAIRE BETWEEN
COUNTY SCHOOL SUPERINTENDENTS AND
FOUR REFERENT GROUPS

Source of Variation	SS	DF	MS	F
Between Groups	14.37	4.00	3.59	4.19*
Within Groups	185.34	215.00	0.86	
TOTAL	200	220		

* Significant at the .01 level.

Critical F-ratios: .05 \geq 2.41
.01 \geq 3.41

referent groups.

The Dunnett t-test in Table 8 below revealed a significant t-value between the county school superintendents and the district boards. The t-value of 3.44 was greater than the critical value at the .01 level. Therefore, the null hypothesis of no difference between the expressed judgments that county school superintendents in California hold as to their own role and the expressed judgments that district boards hold as to the same role for item 3 was rejected. Null hypotheses 1, 2, and 4 were accepted. It was therefore concluded that there is

TABLE 8

DUNNETT t-TEST COMPARING COUNTY SCHOOL SUPERINTENDENTS' MEANS
FOR ITEM 3^a AGAINST FOUR REFERENT GROUP MEANS

Group Pairs	Means	Dunnett t-values ^c
Co. Supt. / Legislator	5.00 ^b 4.33	1.76
Co. Supt. / Co. Board	5.00 4.00	0.00
Co. Supt. / Dist. Board	5.00 4.01	3.44*
Co. Supt. / Dist. Supt.	5.00 4.31	2.48

* Significant at the .01 level.

^aItem 3 reads: "to provide special educational programs and services."

^bItem scale values: 5--strongly agree, 4--agree, 3--uncertain, 2--disagree, 1--strongly disagree.

^cCritical t-ratio: .05 \geq 2.51
.01 \geq 3.08

no significant difference between the expressed judgments of county school superintendents, state legislators, county school boards, and district superintendents as to their perception that the county school superintendent will provide special education programs and services. It was also concluded that there was a significant difference between

the expressed judgments of county school superintendents and district school boards. These two groups demonstrated different perceptions and expectations for the role of the county school superintendent for item 3 of the questionnaire.

The summary table for the analysis of variance of the five groups for item 4 is reported in Table 9.

TABLE 9

SUMMARY TABLE OF THE ANALYSIS OF VARIANCE OF ITEM 4
OF THE SELF-REPORT QUESTIONNAIRE BETWEEN
COUNTY SCHOOL SUPERINTENDENTS AND
FOUR REFERENT GROUPS

Source of Variation	SS	DF	MS	F
Between Groups	5.79	4.00	1.45	1.13
Within Groups	269.75	211.00	1.28	
TOTAL	276	215		

Not significant.

Critical F-ratios: $.05 > 2.41$
 $.01 > 3.41$

The F-value found for item 4 was 1.13, with four and 211 degrees of freedom, indicating that the differences among the five group means were not significant. The null

hypotheses 1, 2, 3, and 4 were accepted. These five groups demonstrated no difference in their perceptions and expectations for the role of the county school superintendent for item 4 of the questionnaire. The mean scores on item 4 ranged from 3.43 to 4.00, between Uncertain to Agree that the county school superintendent will provide pupil personnel programs and services.

9. The summary table for the analysis of variance of the five groups for item 5 is reported in Table 10.

TABLE 10

SUMMARY TABLE OF THE ANALYSIS OF VARIANCE OF ITEM 5
OF THE SELF-REPORT QUESTIONNAIRE BETWEEN
COUNTY SCHOOL SUPERINTENDENTS AND
FOUR REFERENT GROUPS

Source of Variation	SS	DF	MS	F
Between Groups	17.47	4.00	4.37	6.74*
Within Groups	139.99	216.00	0.65	
TOTAL	157	220		

* Significant at the .01 level.

Critical F-ratios: .05 \geq 2.41
.01 \geq 3.41

The F-value found for item 5 was 6.74, with four and 216

degrees of freedom, indicating that the differences among the five group means were significant at the one percent level. Since the F-test revealed that the means of the five groups of subjects statistically differed, the Dunnett t-test was used to determine the tenability of the null hypotheses that no difference existed between the means of the county school superintendent and each of the four referent groups.

TABLE 11

DUNNETT t-TEST COMPARING COUNTY SCHOOL SUPERINTENDENTS' MEANS
FOR ITEM 5^a AGAINST FOUR REFERENT GROUP MEANS

Group Pairs	Means	Dunnett t-values ^c
Co. Supt. / Legislator	5.00 4.17	2.53*
Co. Supt. / Co. Board	5.00 5.00	0.00
Co. Supt. / Dist. Board	5.00 3.99	4.03**
Co. Supt. / Dist. Supt.	5.00 4.41	2.41

* Significant at the .05 level.

**Significant at the .01 level.

^aItem 5 reads: "To provide educational media center programs and services."

^bItem scale values: 5--strongly agree, 4--agree, 3--uncertain, 2--disagree, 1--strongly disagree.

^cCritical t-ratio: .05 \geq 2.51
.01 \geq 3.08

The Dunnett t-test in Table 11 above revealed significant t-values between the county school superintendents and legislators and county school superintendents and district boards. The t-values of 2.53 and 4.03, respectively, were greater than the critical values of .05 and .01 for the latter. Therefore, the null hypotheses of no difference between the expressed judgments that county school superintendents in California hold as to their own role and the expressed judgments that state legislators and district boards hold as to their own role for item 5 was rejected. Null hypotheses 2 and 4 were accepted. It was therefore concluded that there is no significant difference between the expressed judgments of county school superintendents, county school boards and district superintendents as to their perception that the county superintendent will provide educational media programs and services. It was also concluded that there was a significant difference between the expressed judgments of county school superintendents, state legislators and district boards. These three groups demonstrated different perceptions and expectations for the role of the county school superintendent for item 5 of the questionnaire.

10. The summary table for the analysis of variance of the five groups for item 6 is reported in Table 12.

TABLE 12

SUMMARY TABLE OF THE ANALYSIS OF VARIANCE OF ITEM 6
OF THE SELF-REPORT QUESTIONNAIRE BETWEEN
COUNTY SCHOOL SUPERINTENDENTS AND
FOUR REFERENT GROUPS

Source of Variation	SS	DF	MS	F
Between Groups	10.99	4.00	2.75	3.50*
Within Groups	169.62	216.00	0.79	
TOTAL	181	220		

* Significant at the .01 level.

Critical F-ratios: .05 \geq 2.41
.01 \geq 3.41

The F-value found for item 6 was 3.50, with four and 216 degrees of freedom, indicating that the differences among the five group means were significant at the one percent level. Since the F test revealed that the means of the five groups of subjects statistically differed, the Dunnett t-test was used to determine the tenability of the null hypothesis that no difference existed between the means of county school superintendents and each of the four referent groups.

The Dunnett t-test in Table 13 below revealed a significant t-value between the county school superin-

TABLE 13

DUNNETT t-TEST COMPARING COUNTY SCHOOL SUPERINTENDENTS' MEANS
FOR ITEM 6^a AGAINST FOUR REFERENT GROUP MEANS

Group Pairs	Means	Dunnett t-values ^c
Co. Supt. / Legislator	4.67 ^b 4.17	1.38
Co. Supt. / Co. Board	4.67 4.83	-0.38
Co. Supt. / Dist. Board	4.67 3.87	2.87*
Co. Supt. / Dist. Supt.	4.67 4.14	1.96

* Significant at the .05 level.

^aItem 6 reads: "to provide regional programs and coordination services."

^bItem scale values: 5--strongly agree, 4--agree, 3--uncertain, 2--disagree, 1--strongly disagree.

^cCritical t-ratio: .05 \geq 2.51
.01 \geq 3.08

tendents and district boards. The t-value of 2.87 was greater than the critical value at the .05 level. Therefore, the null hypothesis of no difference between the expressed judgments that county school superintendents hold as to their own role and the expressed judgments that district boards hold as to that same role for item 6 was

rejected. Null hypotheses 1, 2, and 4 were accepted. It was concluded that there is no significant difference between the expressed judgments of county school superintendents, state legislators, and district superintendents as to their perception that the county school superintendent will provide regional programs and coordination services. It was also concluded that there was a significant difference between the expressed judgments of county school superintendents and district boards. These two groups demonstrated different perceptions and expectations for the role of the county school superintendent for item 6 of the questionnaire.

11. The summary table for the analysis of variance of the five groups for item 7 is reported in Table 14.

Table 14

SUMMARY TABLE OF THE ANALYSIS OF VARIANCE OF ITEM 7
OF THE SELF-REPORT QUESTIONNAIRE BETWEEN
COUNTY SCHOOL SUPERINTENDENTS AND
FOUR REFERENT GROUPS

Source of Variation	SS	DF	MS	F
Between Groups	13.04	4.00	3.26	3.40*
Within Groups	206.31	215.00	0.96	
TOTAL	219	219		

*Significant at the .05 level.

Critical F-ratios: $.05 > 2.41$
 $.01 > 3.41$

The F-value found for item 7 was 3.40, with four and 215 degrees of freedom, indicating that the difference among the five group means was significant at the five percent level. Since the F test revealed that the means of the five groups statistically differed, the Dunnett t-test was used to determine the tenability of the null hypotheses that no difference existed between the means of the county school superintendents and each of the four referent groups.

TABLE 15

DUNNETT t-TEST COMPARING COUNTY SCHOOL SUPERINTENDENTS' MEANS
FOR ITEM 7^a AGAINST FOUR REFERENT GROUP MEANS

Group Pairs	Means	Dunnett t-values
Co. Supt. / Legislator	4.58 4.42	0.29
Co. Supt. / Co. Board	4.58 4.67	-0.170
Co. Supt. / Dist. Board	4.58 3.77	2.57*
Co. Supt. / Dist. Supt.	4.58 4.10	1.63

* Significant at the .05 level.

^a Item 7 reads: "to provide leadership in educational and professional innovations."

^b Item scale values: 5--strongly agree, 4--agree, 3--uncertain, 2--disagree, 1--strongly disagree.

^c Critical t-ratio: .05 > 2.51
.01 \geq 3.08

The Dunnett t-test in Table 15 above revealed a significant t-value between the county school superintendents and district boards. The t-value of 2.57 was greater than the critical value at the .05 level. Therefore, the null hypothesis of no difference between the expressed judgments that county school superintendents hold as to their own role and the expressed judgments that district boards hold as to that same role for item 7 was rejected. Null hypotheses 1, 2, and 4 were accepted. It was concluded that there is no significant difference between the expressed judgments of county school superintendents, state legislators and district superintendents as to their perception that the county school superintendent will provide leadership in educational and professional innovations. It was also concluded that there was a significant difference between the expressed judgments of county school superintendents and district boards. These two groups demonstrated different perceptions and expectations for the role of the county school superintendent for item 7 of the questionnaire.

12. The summary table for the analysis of variance of the five groups for item 8 is reported in Table 16. The F-value found for item 8 was 2.17, with four and 215 degrees of freedom, indicating that the differences among the five group means were not significant. The null

hypotheses 1, 2, 3, and 4 were accepted. These five groups demonstrated no difference in their perception and expectation for the role of the county superintendent for item 8 of the questionnaire. The mean scores on item 8 ranged from 3.78 to 4.67, between uncertain to agree that the county school superintendent will provide coordination of services for school board members.

TABLE 16
SUMMARY TABLE OF THE ANALYSIS OF VARIANCE OF ITEM 8
OF THE SELF-REPORT QUESTIONNAIRE BETWEEN
COUNTY SCHOOL SUPERINTENDENTS AND
FOUR REFERENT GROUPS

Source of Variation	SS	DF	MS	F
Between Groups	9.66	4.00	2.41	2.17
Within Groups	238.94	215.00	1.11	
TOTAL	249	219		

Not Significant.

Critical F-ratios: $.05 \geq 2.41$
 $.01 \geq 3.41$

13. The summary table for the analysis of variance of the five groups for item 9 is reported in Table 17. The F-value found for item 9 was 0.89, with four and 215 degrees of freedom, indicating that the differences among the five group means were not significant. The null hypotheses 1, 2, 3, and 4 were accepted. These five groups demonstrated no differences in their perception and expectation for the role of the county school superintendent for item 9 of the questionnaire. The mean scores on item 9 ran from 3.67 to 4.33, between uncertain to agree that the county school superin-

tendent will provide coordination among community and institutional agencies.

TABLE 17

SUMMARY TABLE OF THE ANALYSIS OF VARIANCE OF ITEM 9
OF THE SELF-REPORT QUESTIONNAIRE BETWEEN
COUNTY SCHOOL SUPERINTENDENTS AND
FOUR REFERENT GROUPS

Source of Variation	SS	DF	MS	F
Between Groups	3.72	4.00	0.93	0.89
Within Groups	225.99	215.00	1.05	
TOTAL	230	219		

Not Significant.

Critical F-ratios: $.05 \geq 2.41$
 $.01 \geq 3.41$

14. The summary table for the analysis of variance of the five groups for item 10 is reported in Table 18.

TABLE 18

SUMMARY TABLE OF THE ANALYSIS OF VARIANCE OF ITEM 10
OF THE SELF-REPORT QUESTIONNAIRE BETWEEN
COUNTY SCHOOL SUPERINTENDENTS AND
FOUR REFERENT GROUPS

Source of Variation	SS	DF	MS	F
Between Groups	16.59	4.00	4.15	5.03*
Within Groups	178.25	216.00	0.83	
TOTAL	195	220		

*Significant at the .01 level.

Critical F-ratios: $.05 \geq 2.41$
 $.01 \geq 3.41$

The F value found for item 10 was 5.03, with four and 216 degrees of freedom, indicating that the difference among

the five group means was significant at the one percent level. Since the F-test revealed that the means of the five groups of subjects statistically differed, the Dunnett t-test was used to determine the tenability of the null hypotheses that no difference existed between the means of the county school superintendent and each of the four referent groups.

TABLE 19.

DUNNETT t-TEST COMPARING COUNTY SCHOOL SUPERINTENDENTS' MEANS
FOR ITEM 10^a AGAINST FOUR REFERENT GROUP MEANS

Group Pairs	Means	Dunnett t-values ^c
Co. Supt. / Legislator	4.50 ^b 3.50	2.70*
Co. Supt. / Co. Board	4.50 4.33	0.37
Co. Supt. / Dist. Board	4.50 3.61	3.13**
Co. Supt. / Dist. Supt.	4.50 4.07	1.55

* Significant at the .05 level.

** Significant at the .01 level.

^a Item 10 reads: "to provide research, planning, and development services."

^b Item scale values: 5--strongly agree, 4--agree, 3--uncertain, 2--disagree, 1--strongly disagree.

^c Critical t-ratio: .05 \geq 2.51
.01 \geq 3.08

The Dunnett t-test in Table 19 above revealed a significant t-value between the county school superintendents and state legislators and county school superintendents and district board members as 2.70 and 3.13, respectively. The t-value of 2.70 was greater than the critical value at the .05 level. The t-value of 3.13 was greater than the critical value at the .01 level. Therefore, the null hypotheses of no difference between the expressed judgments that county school superintendents hold as to their own role and the expressed judgments that state legislators and district boards hold as to that same role for item 10 was rejected. Null hypotheses 2 and 4 were accepted. It was concluded that there was no significant difference between the expressed judgments of county school superintendents, county boards and district superintendents as to their perception that the county school superintendents will provide research, planning, and development services. It was also concluded that there was a significant difference between the expressed judgments of county school superintendents, state legislators, and district boards. These three groups demonstrated different perceptions and expectations for the role of the county school superintendent for item 10 of the questionnaire.

15. The summary table for the analysis of variance

of the five groups for item 11 is reported in Table 20.

The F-value found for item 11 was 1.47, with four and 214 degrees of freedom, indicating that the differences among the five group means were not significant. The null hypotheses 1, 2, 3, and 4 were therefore accepted. These five groups demonstrated no difference in their perceptions and expectations for the role of the county school superintendent for item 11 of the questionnaire. The mean scores on item 11 ranged from 3.50 to 4.50, between uncertain to agree that the county school superintendent will provide data processing and testing services.

TABLE 20

SUMMARY TABLE OF THE ANALYSIS OF VARIANCE OF ITEM 11
OF THE SELF-REPORT QUESTIONNAIRE BETWEEN
COUNTY SCHOOL SUPERINTENDENTS AND
FOUR REFERENT GROUPS

Source of Variation	SS	DF	MS	F
Between Groups	6.64	4.00	1.66	1.47
Within Groups	242.19	214.00	1.13	
TOTAL	249	218		

Not Significant.

Critical F-ratios: $.05 \geq 2.41$
 $.01 \geq 3.41$

16. The summary table for the analysis of variance of the five groups for item 12 is reported in Table 21. The F-value found for item 12 was 2.12, with four and 216 degrees of freedom, indicating that the differences were not significant. The null hypotheses 1, 2, 3, and 4 were therefore accepted. These five groups demonstrated no difference in their perception for the role of the county school superintendent for item 12 of the questionnaire. The mean scores on item 12 ranged from 3.90 to 4.50, between uncertain to agree that the county school superintendent will provide information and communication services.

TABLE 21

SUMMARY TABLE OF THE ANALYSIS OF VARIANCE OF ITEM 12
OF THE SELF-REPORT QUESTIONNAIRE BETWEEN
COUNTY SCHOOL SUPERINTENDENTS AND
FOUR REFERENT GROUPS

Source of Variation	SS	DF	MS	F
Between Groups	5.26	4.00	1.32	2.12
Within Groups	134.13	216.00	0.62	
TOTAL	139	220		

Not Significant.

Critical F-ratios: .05 \geq 2.41
.01 \geq 3.41

17. The summary table for the analysis of variance of the five groups for item 13 is reported in Table 22. The F-value found for item 13 was 4.40, with four and 215 degrees of freedom, indicating that the difference among the five groups' means were significant at the one percent level. Since the F-test revealed that the means of the five groups of subjects statistically differed, the Dunnett t-test was used to determine the tenability of the null hypotheses that no difference existed between the means of the county superintendents and each of the four referent groups.

TABLE 22

SUMMARY TABLE OF THE ANALYSIS OF VARIANCE OF ITEM 13
OF THE SELF-REPORT QUESTIONNAIRE BETWEEN
COUNTY SCHOOL SUPERINTENDENTS AND
FOUR REFERENT GROUPS

Source of Variation	SS	DF	MS	F
Between Groups	19.56	4.00	4.89	4.40*
Within Groups	239.04	215.00	1.11	
TOTAL	259	219		

* Significant at the .01 level.

Critical F-ratios: .05 \geq 2.41
.01 \geq 3.41

TABLE 23

DUNNETT t-TEST COMPARING COUNTY SCHOOL SUPERINTENDENTS' MEANS
FOR ITEM 13^a AGAINST FOUR REFERENT GROUP MEANS

Group Pairs	Means	Dunnett t-values ^c
Co. Supt. / Legislator	4.75 ^b 3.75	2.32
Co. Supt. / Co. Board	4.75 4.50	0.47
Co. Supt. / Dist. Board	4.75 3.53	3.82**
Co. Supt. / Dist. Supt.	4.75 3.64	3.50**

** Significant at the .01 level.

^a Item 13 reads: "to provide school district organization and management services."

^b Item scale values: 5--strongly agree, 4--agree, 3--uncertain, 2--disagree, 1--strongly disagree.

^c Critical t-ratio: .05 \geq 2.51
.01 \geq 3.08

The Dunnett t-test in Table 23 above revealed a significant t-value between the county school superintendents and district boards and county school superintendents and district superintendents of 3.82 and 3.50, respectively. The t-values of 3.82 and 3.50 were greater

than the critical value at the .01 level. Therefore, the null hypotheses of no difference between the expressed judgments that county school superintendents hold as to their own role and the expressed judgments that district boards and district superintendents hold for that same role for item 13 were rejected. Null hypotheses 1 and 2 were accepted. It was concluded that there is no significant difference between the expressed judgments of county school superintendents, state legislators, and county boards as to their perception that the county school superintendents will provide school district organization and management services. It was also concluded that there was a significant difference between the expressed judgments of county school superintendents, district boards, and district superintendents. These three groups demonstrated different perceptions and expectations for the role of the county school superintendent for item 13 of the questionnaire.

18. The summary table for the analysis of variance of the five groups for item 14 is reported in Table 24. The F-value found for item 14 was 3.76, with four and 215 degrees of freedom, indicating that the difference among the five group means was significant at the one percent level.

TABLE 24

SUMMARY TABLE OF THE ANALYSIS OF VARIANCE OF ITEM 14
OF THE SELF-REPORT QUESTIONNAIRE BETWEEN
COUNTY SCHOOL SUPERINTENDENTS AND
FOUR REFERENT GROUPS

Source of Variation	SS	DF	MS	F
Between Groups	11.29	4.00	2.82	3.76*
Within Groups	161.67	215.00	0.75	
TOTAL	173	219		

* Significant at the .01 level.

Critical F-ratios: .05 \geq 2.41
.01 \geq 3.41

Since the F-test revealed that the means of the five groups of subjects statistically differed, the Dunnett t-test was used to determine the tenability of the null hypotheses that no difference existed between the means of the county superintendents and each of the four referent groups.

The Dunnett t-test in Table 25 below revealed a significant t-value between the county school superintendents and district boards of 2.66. The t-value of 2.66 was greater than the critical value at the .05 level. Therefore, the null hypothesis of no difference between

TABLE 25

DUNNETT t-TEST COMPARING COUNTY SCHOOL SUPERINTENDENTS' MEANS
FOR ITEM 14 AGAINST FOUR REFERENT GROUP MEANS

Group Pairs	Means	Dunnett t-values ^c
Co. Supt. / Legislator	4.42 ^b 4.17	0.71
Co. Supt. / Co. Board	4.42 4.33	0.19
Co. Supt. / Dist. Board	4.42 3.70	2.66*
Co. Supt. / Dist. Supt.	4.42 4.12	1.12

* Significant at the .05 level.

^aItem 14 reads: "to provide public school legislative and administrative services."

^bItem scale values: 5--strongly agree, 4--agree, 3--uncertain, 2--disagree, 1--strongly disagree.

^cCritical t-ratio: .05 \geq 2.51
.01 \geq 3.08

the expressed judgments that county school superintendents hold as to their own role and the expressed judgments that district boards hold as to that same role for item 14 was rejected. Null hypotheses 1, 2, and 4 were accepted. It was concluded that there is no significant difference between the expressed judgments of county school superin-

tendents and district boards. These two groups demonstrated different perceptions and expectations for the role of the county school superintendent for item 14 of the questionnaire.

19. The summary table for the analysis of variance of the five groups for item 15 is reported in Table 26.

TABLE 26

SUMMARY TABLE OF THE ANALYSIS OF VARIANCE OF ITEM 15
OF THE SELF-REPORT QUESTIONNAIRE BETWEEN
COUNTY SCHOOL SUPERINTENDENTS AND
FOUR REFERENT GROUPS

Source of Variation	SS	DF	MS	F
Between Groups	8.52	4.00	2.13	1.77
Within Groups	254.90	212.00	1.20	
TOTAL	263	216		

Not Significant.

Critical F-ratios: $.05 > 2.41$
 $.01 > 3.41$

The F-value found for item 15 was 1.77, with four and 212 degrees of freedom, indicating that the differences were not significant. The null hypotheses 1, 2, 3, and 4 were therefore accepted. These five groups demonstrated no difference in their perceptions and expectations for the role of the county school superintendent for item 15 of

the questionnaire. The mean scores on item 15 ranged from 3.33 to 4.27, between uncertain to agree that the county school superintendent will provide certificated personnel services.

20. The summary table for the analysis of variance of the five groups for item 16 is reported in Table 27.

TABLE 27

SUMMARY TABLE OF THE ANALYSIS OF VARIANCE OF ITEM 16
OF THE SELF-REPORT QUESTIONNAIRE BETWEEN
COUNTY SCHOOL SUPERINTENDENTS AND
FOUR REFERENT GROUPS

Source of Variation	SS	DF	MS	F
Between Groups	25.14	4.00	6.29	5.38*
Within Groups	248.69	213.00	1.17	
TOTAL	274	217		

* Significant at the .01 level.

Critical F-ratios: .05 \geq 2.41
.01 \geq 3.41

The F-value found for item 16 was 5.38, with four and 213 degrees of freedom, indicating that the difference among the five group means was significant at the one percent level.

Since the F-test revealed that the means of the five groups of subjects statistically differed, the

Dunnett t-test was used to determine the tenability of the null hypotheses that no difference existed between the means of county school superintendents and each of the four referent groups.

TABLE 28

DUNNETT t-TEST COMPARING COUNTY SCHOOL SUPERINTENDENTS' MEANS FOR ITEM 16^a AGAINST FOUR REFERENT GROUP MEANS

Group Pairs	Means	Dunnett t-values ^c
Co. Supt. / Legislator	4.58 ^b 3.67	2.08
Co. Supt. / Co. Board	4.58 4.50	0.15
Co. Supt. / Dist. Board	4.58 3.53	3.14**
Co. Supt. / Dist. Supt.	4.58 4.17	1.27

** Significant at the .01 level.

^aItem 16 reads: "to provide business management services."

^bItem scale values: 5--strongly agree, 4--agree, 3--uncertain, 2--disagree, 1--strongly disagree.

^cCritical t-ratio: .05 \geq 2.51
.01 \geq 3.08

The Dunnett t-test in Table 28 above revealed a

significant t-value between the county school superintendents and district boards of 3.14. The t-value of 3.14 was greater than the critical value at the .01 level. Therefore, the null hypotheses of no difference between the expressed judgments that the county school superintendents hold as to their own role and the expressed judgments that district boards hold as to that same role for item 16 was rejected. Null hypotheses 1, 2, and 4 were accepted. It was concluded that there was no significant difference between the expressed judgments of county school superintendents, state legislators, and county boards as to their perception that the county school superintendents will provide business management services. It was also concluded that there was a significant difference between the expressed judgments of county school superintendents and district boards. These two groups demonstrated different perceptions and expectations for the role of the county school superintendent for item 16 of the questionnaire.

21. The means of the sixteen questionnaire items for the six county classes are tabulated in Table 29. The lowest mean score of 3.50 was in Class II and the highest mean score of 4.10 was in Class VI. Class II counties had an average daily attendance of between 140,000 - 749,999, and Class VI counties had an average

TABLE 29

TABULATION OF MEANS OF THE 16 ITEMS OF THE SELF-REPORT QUESTIONNAIRE
FOR COUNTY CLASSIFICATIONS II - VII

County Classifi- cations*	<u>Questionnaire Items</u>																Total Mean Scores
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	
II.	3.38	2.79	3.52	3.04	3.82	4.05	3.57	3.41	3.55	3.70	3.68	3.93	3.34	3.82	3.18	3.25	3.50
III.	4.03	3.44	4.38	3.91	4.27	3.94	4.18	4.12	4.00	4.03	3.82	4.09	3.74	4.09	3.91	4.12	4.00
IV.	4.03	3.73	4.49	3.49	4.43	4.06	4.27	3.91	3.64	3.86	3.83	4.16	3.87	4.06	3.94	4.23	4.00
V.	4.08	3.79	4.46	3.71	4.63	4.08	4.17	4.00	3.83	4.21	4.21	4.38	3.63	3.88	3.71	4.21	4.06
VI.	3.96	3.48	4.80	3.40	4.80	4.56	4.36	3.76	4.08	4.16	4.32	4.16	4.08	4.04	3.52	4.04	4.10
VII.	4.33	4.02	4.75	3.75	4.42	4.17	3.50	3.50	3.67	4.08	3.92	4.08	3.58	4.33	3.17	4.17	3.97

* Class designations by ADA:

Class II.	140,000 - 749,999
III.	60,000 - 139,999
IV.	30,000 - 59,999
V.	15,000 - 29,999
VI.	7,000 - 14,999
VII.	1,000 - 6,999

daily attendance of 7,000 - 14,999. Class II counties were uncertain on six of the sixteen items of the questionnaire. These items were Numbers 2, 4, 8, 13, 15, and 16. Class III counties were uncertain on only one of the sixteen items of the questionnaire--Item No. 2. Class IV counties were uncertain on one of the sixteen items of the questionnaire. This was item No. 4. Class V counties agreed on all the sixteen questionnaire items. Class VI counties were uncertain on two of the sixteen items of the questionnaire. These items were Nos. 2 and 4. Class VII counties were uncertain on one of the sixteen items of the questionnaire. This was item No. 15.

Classes II, III, and VI all were uncertain as to questionnaire item 2. This item stated that the county superintendent will provide supervision and coordination of curricular and instructional services.

Classes II, IV, and VI all were uncertain as to questionnaire item 4. This item stated that the county superintendent will provide pupil personnel programs and services.

Classes II and VII were uncertain as to questionnaire item 15. This item stated that the county superintendent will provide certificated and classified personnel services.

Although the above classes were uncertain as to

the specific questionnaire items, the total consensus of all the classes for all the questionnaire items was that they agreed that the county school superintendent should provide the selected services.

Summary

The data in Table 30 summarize the analysis of variance results comparing the mean responses of the five groups for the sixteen items of the questionnaire.

Significant group responses were indicated for questionnaire items 1, 2, 3, 5, 6, 7, 10, 13, 14, and 16. The F-test revealed that the means of the five groups of subjects statistically differed. The F-test was not able to reveal significant differences among the five means for items 4, 8, 9, 11, 12, and 15.

Subsequent to the ANOVA procedures, the Dunnett t-test was used to determine the tenability of the null hypotheses that no difference existed between the means of the county school superintendents and each of their referent groups: state legislators, county boards, district boards and district superintendents, for each questionnaire item.

In analyzing the groups with significant F's, the Dunnett t-values indicated a significant difference in the expressed judgment of county superintendents and

TABLE 30

ANALYSIS OF VARIANCE AND DUNNETT t-TEST RESULTS COMPARING MEAN RESPONSES OF THE 16 ITEMS
OF THE SELF-REPORT QUESTIONNAIRE FOR COUNTY SUPERINTENDENTS AND FOUR REFERENT GROUPS

ITEMS I expect the county superintendent:	LEGISLATORS		COUNTY BOARDS		COUNTY SUP- ERINTENDENTS		DISTRICT BOARDS		DISTRICT SUP- ERINTENDENTS		F	DUNNETT t-TEST ^a
	x	s	x	s	x	s	x	s	x	s		
1. To provide educa- tional programs and coordination services.	4.42 ^b	.515	4.83	.408	4.67	.651	3.90	1.130	3.79	1.142	3.606**	Co. Supt./ Dist. Supt
2. To provide super- vision and co- ordination of curricular and instructional services.	4.00	.853	4.80	.447	4.50	.674	3.54	1.208	3.23	1.340	5.233**	Co. Supt./ Dist. Supt.
3. To provide special education programs and services.	4.33	.985	5.00	.000	5.00	.000	4.01	.999	4.31	.938	4.187**	Co. Supt./ Dist. Bd.
4. To provide pupil personnel programs and services.	3.58	1.084	4.00	1.044	3.43	1.150	3.43	1.150	3.53	1.145	1.132	
5. To provide educa- tional media center programs and services.	4.17	.718	5.00	.000	5.00	.000	3.99	.893	4.41	.813	6.737**	Co. Supt./Leg. Co. Supt./ Dist. Bd.

^aDunnett t-test: Determine what pair of means has a significant difference.

^bClassifications: 5-Strongly Agree, 4-Agree, 3-Uncertain, 2-Disagree, 1-Strongly Disagree.

*.05 2.41 Significant at the .05 level.

** .01 3.41 Significant at the .05 and .01 levels.

TABLE 30 (Continued)

ITEMS <u>I expect the county</u> <u>superintendent:</u>	LEGISLATORS		COUNTY BOARDS		COUNTY SUP- ERINTENDENTS		DISTRICT BOARDS		DISTRICT SUP- ERINTENDENTS		F	DUNNETT t-TEST
	x	s	x	s	x	s	x	s	x	s		
6. To provide re- gional programs and coordina- tion services.	4.17	.718	4.83	.408	4.67	.651	3.87	.916	4.14	.916	3.497**	Co. Supt./ Dist. Bd.
7. To provide lead- ership in educa- tional and pro- fessional innovations.	4.17	.515	4.67	.516	4.58	.515	3.77	1.182	4.10	.929	3.396*	Co. Supt./ Dist. Bd.
8. To provide co- ordination of services for school board members.	4.08	.793	4.67	.516	4.25	.866	3.64	1.104	3.78	1.078	2.172	
9. To provide co- ordination among community and institutional agencies.	3.75	1.138	4.33	.817	4.09	1.221	3.67	.944	3.76	1.049	.886	
10. To provide re- search, planning, and development services.	3.50	.674	4.33	.817	4.50	.674	3.61	1.067	4.07	.848	5.026**	Co. Supt./Leg. Co. Supt./ Dist. Bd.

TABLE 30 (Continued)

ITEMS I expect the County Superintendent:	LEGISLATORS		COUNTY BOARDS		COUNTY SUP- ERINTENDENTS		DISTRICT BOARDS		DISTRICT SUP- ERINTENDENTS		F	DUNNETT t-TEST
	x	s	x	s	x	s	x	s	x	s		
11. To provide data processing and school testing services.	3.50	.905	4.50	.548	4.08	1.084	3.79	1.128	4.01	1.054	1.466	
12. To provide information and communication services.	4.17	.389	4.50	.548	4.33	.985	3.90	.935	4.18	.707	2.118	
13. To provide school district organization and management services.	3.75	.754	4.50	.837	4.75	.452	3.53	1.073	3.64	1.114	4.399**	Co. Supt./ Dist. Bd.; Co. Supt./ Dist. Supt.
14. To provide public school legislative and administrative services.	4.17	.577	4.33	.817	4.42	.669	3.70	1.047	4.12	.791	3.755**	Co. Supt./ Dist. Bd.
15. To provide certificated and classified personnel services.	3.33	.779	4.17	1.602	4.27	1.009	3.53	1.126	3.72	1.085	1.772	
16. To provide business management services.	3.67	.888	4.50	.837	4.58	.515	3.53	1.165	4.17	1.095	5.384**	Co. Supt./ Dist. Bd.

~~district boards for eight of the sixteen items of the~~
questionnaire. These items were: 3, 5, 6, 7, 10, 13, 14,
and 16. Between the county school superintendent and
district superintendent, three of the sixteen items indi-
cated a significant difference. These items were 1, 2,
and 13. Between the county school superintendent and
state legislators, two of sixteen items were considered
significantly different. These items were 5 and 10.

There was a consensus of opinion between district
boards and state legislators on items 5 and 10; both had
low mean scores but in the positive direction of "agree."
There was a consensus of opinion between district boards
and district superintendents on item 13; both had low mean
scores but again in the positive direction of "agree."

Hypothesis 1 stated that no difference existed
between the expressed judgments that county school
superintendents in California hold for their own role as
to each item of the questionnaire and the judgments of
state legislators for the same role. The results indi-
cated that there were no significant differences between
the expressed judgments of county school superintendents
and the expressed judgments that state legislators hold
for 14 of the 16 items of the questionnaire. Therefore,
null hypothesis 1 was accepted for items 1, 2, 3, 4, 6,
7, 8, 9, 11, 12, 13, 14, 15, and 16. However, the results

indicated that there was a significant difference for items 5 and 10. The null hypothesis was rejected for these items.

Hypothesis 2 stated that no difference existed between the expressed judgments that county school superintendents in California hold for their own role as to each item of the questionnaire and the judgments of county school boards of education for the same role. The results indicated no significant difference for all 16 items. The null hypothesis of no difference was accepted.

Hypothesis 3 stated that no difference existed between the expressed judgments that county school superintendents in California hold for their own role as to each item of the questionnaire and the judgments of district school boards of education for the same role. The results indicated no significant difference for eight of 16 items. Therefore, null hypothesis 3 was accepted for items 1, 2, 4, 8, 9, 11, 12 and 15. However, the results indicated that there was a significant difference for items 3, 5, 6, 7, 10, 13, 14 and 16. The null hypothesis was rejected for these items.

Hypothesis 4 stated that no difference existed between the expressed judgments that county school superintendents in California hold for their own role as to each item of the questionnaire and the judgments of

district superintendents for the same role. The results indicated no significant difference for 13 of 16 items. Therefore, null hypothesis 4 was accepted for items 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 14, 15, and 16. A significant difference was indicated for items 1, 2 and 13. The null hypothesis was rejected for these items.

The relationship of responses to county classifications was also investigated. It was found that Class II counties (average daily attendance of 140,000 to 749,999) had the lowest mean score (3.50) of the six classes. Class VI counties (average daily attendance of 7,000 to 14,999) had the highest mean score (4.10). As a whole, all county classifications responded between uncertain to strongly agree that the county school superintendent should provide the 16 functions as stated in the self-report questionnaire.

CHAPTER V

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

This chapter presents the major results of the study pertaining to the role of the county school superintendents in California. The summary, conclusions and recommendations in this chapter follow closely the statistical data summarized in the previous chapter.

Summary

The question raised in this study pertained to the role of the county school superintendent as perceived by four groups: state legislators, county school boards, district school boards and district school superintendents. It was the position of the study that the effectiveness of the county school superintendent will be greater where there is consensus of opinion as to how these groups perceive the role of the county superintendent. Accordingly, a stratified random sample of all five groups including the county school superintendents were asked a series of 16 questions relating to functions of the county superintendent which was scored in terms of degree of agreement, disagreement or uncertainty. The reader is reminded that

any findings relative to the legislators and district school board members should be interpreted in the light of the fact that less than 50 percent of the legislators and district school board members responded to the questionnaire. While this may not necessarily influence the findings, it should be given due consideration.

The findings summarized in Chapter IV indicated the existence of incongruence of perceptions and expectations for the role of the county school superintendent among the state legislators, district school boards and district school superintendents. Of these three groups, the district school boards showed the most incongruence as to how they perceived the role of the county school superintendent. They had the lowest mean scores of all the groups.

These findings are consistent with those of Gross, Mason, and McEachern,¹ who found significant differences in role perception and expectations between school superintendents as incumbents of administrative positions and the school board members as incumbents of policy-making positions. Gross and his colleagues obtained a much higher response from their study by involving both focused interviews and by forced-choice questionnaires.

¹Gross, Mason, and McEachern, op. cit., pp. 116-121.

Sweitzer² also found that perceptions and expectations of the school board members and school superintendents were not the same. There was a slightly higher level of similarity among school superintendents' perceptions of their own roles than between their expectations and those of the school board members for the same role.

Conclusions

Hypothesis 1: No difference exists between the expressed judgments that county school superintendents in California hold for their own role as to each item of the questionnaire and the judgments that state legislators hold for the same role.

The acceptance of the null hypothesis for 14 of the 16 items of the questionnaire indicates that the state legislators' perceptions of the role of the county superintendent were found not to be significantly different from those of the county superintendents themselves. However, the null hypothesis was rejected for two of the 16 items. There was a significant difference as to how state legislators perceived the county school superintendent of providing educational media center programs and services. The difference, however, was in the degree

²Sweitzer, op. cit.

of agreement between "uncertain" to "strongly agree." County superintendents had a mean score of 5.00 (strongly agree) and state legislators 4.17 (agree). Thus, it was concluded that both the county school superintendents and state legislators agree that the county school superintendent should provide educational media center programs and services. There was also a significant difference as to how state legislators perceived the county school superintendent of providing research, planning, and development services. Again the difference was in the degree of agreement. However, state legislators were somewhat more uncertain as to this particular role for the county school superintendent. The mean score for state legislators was 3.50 (between uncertain and agree), and for the county school superintendents, 4.50 (towards strongly agree).

The rationale for obtaining lower consensus on these items is probably due to the fact that state legislators do not interact with the county school superintendent as much as do the local districts. Providing services to the local districts is one of the main functions of the intermediate unit. Providing media center programs, research, planning and development services were considered high priority by the participants of the Bay

Area Regionalization Workshops³ at Konocti Harbor, California.

Hypothesis 2: No difference exists between the expressed judgments that county school superintendents hold for their own role as to each item of the questionnaire and the judgments that county school boards of education hold for the same role.

The acceptance of the null hypothesis for all 16 items of the questionnaire indicates that county school board of education's perceptions of the role of the county school superintendents were found not to be significantly different than those of the county school superintendents themselves. These findings are consistent with Willey's⁴ study, which found that the mean judgments of county superintendents are generally higher on those items which directly and sometimes indirectly pertain to service. The mean scores of both these groups fell within the range of agree (4.00) to strongly agree (5.00) for 15 items. One item, to provide pupil personnel programs and services, had a mean score for county superintendents of 3.43

³Nelson C. Price, Reorganizing the Intermediate Unit of California's System of Public Education, A Report of the Bay Area Regionalization Workshops, Konocti Harbor, California, August 26-28 (Hayward, California, October 18-19, 1971), p. 67.

⁴Willey, op. cit., p. 97.

(between uncertain and agree) and county school boards of 4.00 (agree).

These results are also consistent with the conclusions of the Committee of Ten⁵ (California Association of County Superintendents of Schools and County Boards of Education Section of California School Boards Association) that the major function of the intermediate unit is to serve as a coordinating agency and regional service agency for the local districts.

The high degree of consensus between county school superintendents and county school boards is associated with high job satisfaction and probably greater effectiveness. These findings are consistent with those of Gross, *et al.*,⁶ who obtained similar results.

As might be expected, consistency between county school boards as policy-making positions and county school superintendents as administrators of policy was anticipated.

Hypothesis 3: No difference exists between the expressed judgments that county school superintendents hold for their own role as to each item of the question-

⁵Committee of Ten, *op. cit.*, p. 1.

⁶Gross, Mason, and McEachern, *op. cit.*, p. 190.

naire and the judgments that district school boards of education hold for the same roles.

The acceptance of the null hypothesis for eight of the 16 items of the questionnaire indicates that district school boards' perceptions of the role of the county school superintendents for those specific eight items were found not to be significantly different than the perceptions of the county superintendents themselves. However, the null hypothesis was rejected for the other eight items. There was a significant difference as to how district school boards perceived the county school superintendent of providing special educational programs and services. The difference, however, was in degree of agreement. County school superintendents had a mean score of 5.00 (strongly agree) and district boards 4.01 (agree). Thus it was concluded that both the county school superintendents and district school boards agree that county school superintendents should provide special educational programs and services.

There was a significant difference as to how district school boards perceived the county school superintendent of providing educational media programs and services. The difference was in degree of agreement, between uncertain to strongly agree. County school superintendents had a mean score of 5.00 (strongly agree) and

district school boards, 3.99 (agree). Thus it was concluded that both the county school superintendents and district school boards agree that county school superintendents should provide educational media center programs and services.

There was a significant difference as to how district school boards perceived the county school superintendent of providing regional programs and coordination services. The difference was in degree of agreement between uncertain to strongly agree. County school superintendents had a mean score of 4.67 (towards strongly agree) and district school boards had a mean score of 3.87 (towards agree). Thus it was concluded that both the county school superintendents and district school boards agree that county school superintendents should provide regional programs and coordination services.

There was a significant difference as to how district school boards perceived the county school superintendent of providing leadership in educational and professional innovations. The difference was in degree of agreement between uncertain to strongly agree. County school superintendents had a mean score of 4.58 (towards strongly agree) and district school boards had a mean score of 3.77 (towards agree). Thus it was concluded that both the county school superintendents and district

school boards agree that the county school superintendent should provide educational and professional innovations.

There was a significant difference as to how district school boards perceived the county school superintendent of providing research, planning, and development services. The difference was in the degree of agreement between uncertain to strongly agree. County school superintendents had a mean score of 4.50 (agree) and district school boards had a mean score of 3.61 (towards agree). Thus it was concluded that both the county school superintendents and district school boards agree that the county school superintendent should provide research, planning, and development services.

There was a significant difference as to how district school boards perceived the county school superintendent of providing school district organization and management services. The difference was in degree of agreement, between uncertain to strongly agree. County school superintendents had a mean score of 4.75 (towards strongly agree) and district school boards had a mean score of 3.53 (towards agree). Thus it was concluded that both the county school superintendents and the district school boards agree that the county superintendent should provide school district organization and management services.

There was a significant difference as to how district school boards perceived the county school superintendent of providing public school legislative and administrative services. The difference was in degree of agreement, between uncertain and strongly agree. County school superintendents had a mean score of 4.42 (agree) and district school boards had a mean score of 3.70 (towards agree). Thus it was concluded that both the county school superintendents and district school boards agree that county school superintendents should provide public school legislative and administrative services.

Finally, a significant difference occurred between the perception of the county school superintendents and district school boards as to how they perceived the county superintendent of providing business management services. County school superintendents had a mean score of 4.58 (towards strongly agree) and district school boards had a mean score of 3.53 (towards agree). Thus it was concluded that both the county school superintendents and district school boards agree that county school superintendents should provide business management services.

Hypothesis 4: No difference exists between the expressed judgments that county school superintendents hold for their own role as to each item of the questionnaire

and the judgments that district school superintendents hold for the same role.

The acceptance of the null hypothesis for 13 of the 16 items of the questionnaire indicates that district school superintendents' perceptions of the role of the county school superintendent for those items were not significantly different than those of the county school superintendents themselves. However, the null hypothesis was rejected for three of the 16 items. There was a significant difference as to how district school superintendents perceived the county school superintendent of providing educational programs and coordination services. The difference, however, was in degree of agreement, between uncertain and strongly agree. These results concur with Willey's⁷ conclusions that, although differences are consistently found that are statistically different at the .01 level, instances occur in which the district superintendents agree in expecting the latter to perform stated fundamental items. County school superintendents had a mean score of 4.67 (towards strongly agree) and district superintendents 3.79 (towards agree). Thus it was concluded that both the county school superintendents and district school superintendents agree that the county school superintendent should provide educational programs

⁷Willey, op. cit., p. 96.

and coordinating services.

There was also a significant difference as to how district school superintendents perceived the role of the county school superintendent in providing supervision and coordination of curricular and instructional services. County school superintendents had a mean score of 4.50 (between agree and strongly agree) and district school superintendents had a mean score of 3.23 (between uncertain and agree, more towards uncertain). It was concluded that for this item county school superintendents and district school superintendents lacked consensus of opinion that the county school superintendent should provide supervision and coordination of curricular and instructional services.

Finally, a significant difference occurred between the perception of the county school superintendent and district school superintendents as to how they perceived the county school superintendent of providing school district organization and management services. County school superintendents had a mean score of 4.75 (towards strongly agree) and district school superintendents had a mean score of 3.64 (between uncertain and agree, more towards agree). It was concluded that both the county school superintendents and district school superintendents somewhat agreed that the county school superintendent should provide school

district organization and management services.

As a result of comparing the expectations as to the role of the county school superintendents in California as perceived by county school superintendents themselves and four of their referent groups, i.e. state legislators, county school boards, district school boards, and district school superintendents, the following conclusions were drawn:

1. State legislators tend to agree with county school superintendents as to how they perceive the role of the county school superintendents in California. Although there were significant differences in two items, both were in a positive direction. The degree of consensus was a factor in eliciting a significant difference. That is, both the legislators and the county school superintendents agree (strongly agree for the county school superintendents and agree for the legislators) that the county school superintendent should provide educational media center programs and services. County school superintendents and legislators differed in their perception that county superintendents should provide research, planning, and development services. County superintendents were between agree and strongly agree, whereas legislators were somewhat uncertain to agree.

2. County school boards' perceptions of the role

of the county school superintendents did not differ significantly with the perceptions of the county school superintendents themselves. Both agreed or strongly agreed with the role and function of the county school superintendent, with the exception of one item, to provide pupil personnel programs and services, which was between uncertain to agree for county superintendents and agree for county boards.

3. District school boards' perceptions of the role of the county school superintendent differed significantly with the perceptions of the county school superintendents themselves on the following eight items:

- To provide special educational programs and services (strongly agree [county superintendents] to agree [district boards]).
- To provide educational media center programs and services (strongly agree [county superintendents] to agree [district boards]).
- To provide regional programs and coordination services (agree to strongly agree [county superintendents] to agree to agree [district boards]).
- To provide leadership in educational and professional innovations (agree to strongly agree [county superintendents] to uncertain to agree

[district boards])).

- To provide research, planning, and development services (agree to strongly agree [county superintendents] to uncertain to agree [district boards])).
- To provide school district organization and management services (agree to strongly agree [county superintendents] to uncertain to agree [district boards])).
- To provide public school legislation and administrative services (agree [county superintendents] to uncertain to agree [district boards])).
- To provide business management services (agree to strongly agree [county superintendents] to uncertain to agree [district boards])).

4. District school superintendents' perceptions of the role of the county school superintendents did not differ significantly with the perceptions of the county school superintendents themselves. Although there were significant differences in three items, all of these were in a positive direction. That is, district superintendents (agree) and county school superintendents (strongly agree) agreed that county school superintendents should provide educational programs and coordination services. District

superintendents (agree) and county school superintendents (strongly agree) agreed that county school superintendents should provide supervision and coordination of curricular and instructional services. District superintendents (agree) and county school superintendents (strongly agree) agreed that the county school superintendents should provide school district organization and management services.

It was concluded that although there were significant differences between the county school superintendents and four of their referent groups, all the groups generally agreed that the county school superintendent should provide the services as listed on the questionnaire.

Consistent with these findings, a study conducted by the 11 Bay Area Counties⁸ found that there was consensus indicated for the following high priority functions: 1) Operation of Special Education Programs; 2) Provide instructional media-services; 3) Information services; 4) School business services; 5) Management consulting services; 6) Operate specialized (area-wide) instructional programs; 7) Planning services; 8) Inservice training--

⁸Bay Area County Superintendent of Schools, Criteria for Regionalization: A Report of the Bay Area County Superintendent of Schools, 1971 Workshops on Reorganization of the Intermediate Unit (November 22, 1971).

certificated; 9) Develop exemplary programs; 10) coordination.

Based on the findings of this study, it is concluded that there is agreement between the county school superintendents and state legislators, county school boards, district school boards and district school superintendents as to how they perceive the role of the county school superintendent. Lack of consensus or incongruence of perceptions dealt mainly with the degree of agreement, i.e. uncertain to agree, agree to strongly agree, and strongly agree. No disagreements were elicited. The results of these data tend to support the need for some form of educational unit between the State Department of Education and the districts.

These findings are consistent with Garrison's⁹ results, where there was agreement from district superintendents, district board members, State Department of Education Executive Committee, county board members, county certificated staff members who provided direct service, board members, central staff members, and principals and

⁹ L. N. Garrison, Planning Model for Intermediate Unit of Education--The Garrison Study (January, 1971). In Don E. Halverson, A Multi-Agency Center for Educational Planning in Santa Clara County. Research Report Number Six of Project Simu School (San Jose: Santa Clara County Component), p. 28.

teachers of direct service size districts, that these functions are important and that the Intermediate Unit of Education should assume the primary responsibility.

The Committee of Ten¹⁰ recommended that, 1) the major function of the intermediate unit is to serve as a coordinating and regional service agency for the local districts, 2) the county office assumes a leadership role in program planning, development, and evaluation, and in spearheading research, experimentation, and followup studies, 3) that the intermediate unit be a planning office, capable of identifying emerging and changing demands of our society, and 4) that the intermediate unit be assigned the responsibility for coordinating the identification of problems needing research and resources with which to attack the problems.

Little¹¹ concluded that there is a clear need for some form of intermediate unit to function as a regional extension of the State Department of Education, as a focal point for interdistrict services and collaborations, and as a vital link in the process of planning educational development in California. Although the need for intermediate administration is clear, it does not appear

¹⁰The Committee of Ten, op. cit., p. 27.

¹¹Little, op. cit., p. 2.

necessary to base the intermediate unit on county political boundaries, nor is it necessary to pattern its functions on the model of the present office of the County Superintendent of Schools.

The California Commission on Public School Administration¹² recognized the county superintendency as the most controversial unit of administration in the structure of public education today, and, at the same time, assumed that "there is, and will continue to be for some time to come, an important place for the intermediate unit in the organizational structure of public education."

In general, the total mean judgments of the five groups were the lowest for the Class II counties (ADA of over 140,000). Larger counties, perhaps because of greater availability of funds and personnel, indicate less need for such services as the county school superintendent is able to offer. As districts within counties with high average daily attendance reorganize or unify, perhaps they develop more of a feeling of independence from the county school superintendent. Consistent with these results, Gross, et al.¹³ found that organizational

¹²California Commission on Public School Administration, A Pattern for School Administration in California (Burlingame: California Association of School Administrators, 1955), p. 8.

¹³Gross, Mason, and McEachern, op. cit., p. 191.

size was a determinant of the pattern of role expectations. According to their study, lack of consensus was more frequent in large school systems.

Recommendations

In view of the above conclusions, investigation in the following areas is recommended:

1. Those legislators who have more direct control over educational legislation, i.e. State Education Committee, should be surveyed to ascertain their perceptions of the role and function of the County Superintendent.

2. Teachers and principals for whom the services of the county offices are provided should be surveyed to ascertain their perceptions of the role and function of the County Superintendent.

3. The State Department of Education as "clientele" should be investigated. According to Nelson Price,¹⁴ the needs of the state educational agencies are best served when the intermediate unit (county superintendent's office) facilitates communication between the state and the local districts, supervises district compliance with applicable state law and regulations, and coordinates the collection of data regarding school district operation.

¹⁴Price, op. cit., p. 67.

4. Every effort should be made to obtain data concerning the attitudes and opinions of the non-respondents.¹⁵ One way to accomplish this task would be to hold personal interviews with all subjects in a study.

5. A cost-analysis study could be made to ascertain the amount of money spent on a particular service provided by the County School Superintendent's Office.

6. Methods should be constructed to relate the types of communities and/or financial disposition of districts to the need for specific services provided by the County School Superintendent's Office.

¹⁵Fred N. Kerlinger, Foundations of Behavioral Research second edition (San Francisco: Holt, Rinehart and Winston, Inc., 1973), p. 414.

APPENDIX A

LETTER FROM RESEARCHER TO SELECTED LEGISLATORS,
BOARD MEMBERS, AND SCHOOL SUPERINTENDENTS
WITH ENDORSEMENT FROM GLENN W. HOFFMANN

February, 1975

To: Selected Legislators, Board Members, School Superintendents

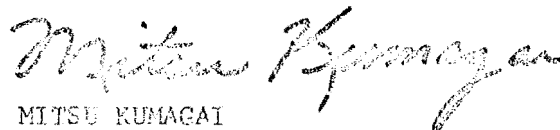
I need to have eight minutes of your professional thinking. As a public school administrator in the Office of the Santa Clara County Superintendent of Schools who is completing an advanced degree, I have selected a topic dealing with the office of county superintendent of schools in California.

In the last five years, the offices of the county superintendent of schools have been undergoing extensive study by various agencies. In the process change may be taking place.

It is the purpose of this study to provide current information to decision-makers regarding the attitudes of significant people in the state school system.

It would be most helpful to me if you would complete the questionnaire and return it to me in the enclosed, self-addressed envelope. The expenses incurred in this study will be paid for by me.


Sincerely,


MITSU KUMAGAI

Dear Reader:

I support the study and encourage you to respond. The information will be useful in looking to the future.

Sincerely,


GLENN W. HOFFMANN
Santa Clara County Superintendent
of Schools

MK/GWH/cj

APPENDIX B

ENDORSEMENT FROM CALIFORNIA SCHOOL BOARDS ASSOCIATION

California School Boards Association

800 9th Street, Suite 201, Sacramento, California 95814

Telephone (916) 443-4691

February 19, 1975

Mr. Mitsu Kumagai
Office of the County Superintendent
of Schools, Santa Clara County
100 Skyport Drive
San Jose, California - 95110

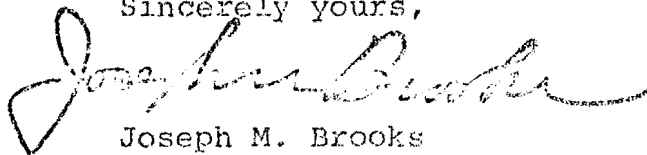
Dear Mr. Kumagai:

This is to advise you that at its February 9 meeting, the Board of Directors of the California School Boards Association approved a motion to be listed as a sponsoring organization to encourage member participation in your dissertation study.

Sponsorship by this Association does not involve any financial commitments to the Association in support of the expenses of the study nor does it mean that the Association is in agreement with any conclusions or summaries listed. It merely means that the Association encourages its members to assist you in furnishing the necessary materials to complete the dissertation.

We would appreciate receiving a copy of your finished study for our reference.

Sincerely yours,



Joseph M. Brooks
Executive Secretary

JMB:by

APPENDIX C

EXPLANATION OF THE STUDY

AND

SELF-REPORT QUESTIONNAIRE

SURVEY OF ROLE EXPECTATIONS

The emerging educational needs of children dictated by changes in life styles, values, and modes of communication, plus the rapid development of technology supporting school services, along with the public's insistence upon accountability and efficiency of operation demand constructive changes in the system. Increasingly, questions are being raised as to the potentialities of the role of the county superintendency in California. Your response to this survey will help to elicit information pointing towards varying perceptions of the present and future role of this intermediate official. Thank you for your help.

EXPLANATION

This questionnaire contains sixteen areas of service, as defined in the California Education Code, performed by at least some of the county superintendents in California. The purpose of this study is to determine your expectation of the county superintendent in performing each of these particular services. These expectations should be determined according to what you expect him to do in each instance in your county.

IMPLICATIONS

Strongly agree implies that you strongly agree to the statement and expect that the County Superintendent definitely must provide the stated function.

Agree implies that you agree to the statement and expect that the County Superintendent preferably should perform the stated function.

Uncertain implies that you cannot make definite judgment to agree or disagree to the statement and that you expect that it does not matter for the County Superintendent either to perform or not perform the stated function.

Disagree implies that you disagree to the statement and expect that the County Superintendent preferably should not perform the stated function.

Strongly disagree implies that you strongly disagree to the statement and expect that the County Superintendent definitely must not perform the stated function.

DIRECTIONS

For each item please indicate by circling the appropriate response whether you "Strongly Agree," "Agree," are "Uncertain," "Disagree," or "Strongly Disagree," e.g.,

Strongly Agree	Agree	Uncertain	Disagree	Strongly Disagree
SA	(A)	U	D	SD

CIRCLE ONE RESPONSE FOR EACH ITEM

I expect the County Superintendent:

- | | Strongly
Agree | Agree | Uncertain | Disagree | Strongly
Disagree |
|--|-------------------|-------|-----------|----------|----------------------|
| 1. To provide educational programs and coordination services. | SA | A | U | D | SD |
| 2. To provide supervision and coordination of curricular and instructional services. | SA | A | U | D | SD |
| 3. To provide special education programs and services. | SA | A | U | D | SD |
| 4. To provide pupil personnel programs and services. | SA | A | U | D | SD |
| 5. To provide educational media center programs and services. | SA | A | U | D | SD |
| 6. To provide regional programs and coordination services. | SA | A | U | D | SD |
| 7. To provide leadership in educational and professional innovations. | SA | A | U | D | SD |
| 8. To provide coordination of services for school board members. | SA | A | U | D | SD |
| 9. To provide coordination among community and institutional agencies. | SA | A | U | D | SD |
| 10. To provide research, planning, and development services. | SA | A | U | D | SD |
| 11. To provide data processing and school testing services. | SA | A | U | D | SD |
| 12. To provide information and communication services. | SA | A | U | D | SD |
| 13. To provide school district organization and management services. | SA | A | U | D | SD |
| 14. To provide public school legislative and administrative services. | SA | A | U | D | SD |
| 15. To provide certificated and classified personnel services. | SA | A | U | D | SD |
| 16. To provide business management services. | SA | A | U | D | SD |

Please check appropriate boxes below. I am a:

- ☐ 17. State Legislator
- ☐ 18. County Board Member
- ☐ 19. County Superintendent
- ☐ 20. District Board Member
- ☐ 21. District Superintendent of:
- ☐ A. Elementary District with _____ ADA
- ☐ B. Secondary District with _____ ADA
- ☐ C. Unified District with _____ ADA
- ☐ 22. County Name _____

RETURN TO: Mr. Mirau Khazgali, Office of the Superintendent of Schools
Santa Clara County, 100 Skyport Drive, San Jose, CA. 95110

APPENDIX D

FOLLOW-UP LETTER TO NON-RESPONDENTS

March, 1975

To: Selected Legislators, Board Members, School Superintendents

Re: Survey on Role Expectation of County School Superintendents. Please disregard if you have already returned the questionnaire.

I need to have eight minutes of your professional thinking. As a public school administrator in the Office of the Santa Clara County Superintendent of Schools who is completing an advanced degree, I have selected a topic dealing with the office of county superintendent of schools in California.

In the last five years, the offices of the county superintendent of schools have been undergoing extensive study by various agencies. In the process, change may be taking place.

It is the purpose of this study to provide current information to decision-makers regarding the attitudes of significant people in the state school system.

It would be most helpful to me if you would complete the questionnaire and return it to me in the enclosed, self-addressed envelope. The expenses incurred in this study will be paid for by me.

Sincerely,



MITSU KUMAGAI

MK/lk

Enclosures

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