POWER RELATIONSHIPS OF SIX LOCAL
SCHOOL SUPERINTENDENTS

DISSERTATION
Presented in Partial Fulfillment of the Requirements
for the Degree Doctor of Philosophy in the
Graduate School of The Ohio State
University

By
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CHAPTER I

INTRODUCTION

Attempts to understand the increasing complexity of modern education appear to have brought to light more extensively in recent years the important role that the educational administrator plays in the improvement of the educational program. An awareness seems to be developing on the part of administrators that there is need for a more adequate definition and understanding of the role of the educational administrator and of the manner in which that role should be played. There are indications that a trend is developing in the direction of emphasizing the educational leadership role of the administrator.

In the words of Alberty,

a considerable amount of blame for the failure of a large percentage of schools to apply sound principles of curriculum development to their programs must be placed upon the shoulders of the high-school principal and other administrative heads. How else can one explain the fact that so little is happening in the field of curriculum development even though the National Association of Secondary-School Principals has consistently advocated curriculum reform?¹

Alberty further points out that there is a trend away from "administrators who are fearful of change, and who devote their energies

to the maintenance of a 'smoothly running machine' toward "administrators who are primarily educational leaders and who devote their energies to the improvement of learning in the school." This does not necessarily mean that the superintendent of schools personally works with the curriculum although he might do so. The instructional leadership concept connotes many things in addition to and beyond actually working directly with the program. It includes, among other things, creating a climate in which program experimentation or change can take place, developing in all concerned a desire for betterment, and providing the tools, time, and personnel necessary to do the job.

Effort to secure an improved instructional program is the only justification for educational administrators, but improvement in turn involves many things in addition to working directly with the instructional phase of education. The effective administrator must see that adequate and safe physical plants are provided, that properly trained and certificated teachers are hired, that moral and financial backing for the schools is obtained, and that all of the above are meaningfully related to the learning situation.

If one thinks of the improvement of education as a sphere representing the central purpose of administration, all of the activities of the administrator should impinge upon that sphere to move it in the desired direction. Such activities as securing financial backing, acquiring and maintaining an adequate staff, improving the organization

\[2\text{Ibid., p. 25.}\]
of the school or district, carrying on adequate public relations, and
a host of others are all necessary to obtain movement in the direction
of educational improvement. While all are necessary, it is nevertheless
true that at certain times under certain conditions one or more of the
above activities may have to be given more attention than some others.
In the long run, however, the educational administrator must see that
all of the necessary activities are carried on and that all are co-
ordinated and brought to bear upon educational improvement.

In contrast with the above concept is one in which program im-
provement is considered as parallel to the other administrative
functions. These two concepts are shown in diagrammatic form in
Figures 1 and 2.

The School-Community Development Study at The Ohio State Uni-
versity undertook the study of administrative behavior. Out of this
study several hypotheses were posited and research was carried on to
test some of these hypotheses. The present study was a part of the
research indicated as necessary to test one of the hypotheses set forth.

---

3The Ohio Center for the Cooperative Program in Educational Ad-
ministration.

4John A. Ramseyer and Others. Factors Affecting Educational
Administration ("The School-Community Development Study Monograph
Series," Number Two, College of Education, The Ohio State University,
1955).

5The work of the School-Community Development Study, this research
in particular, is discussed further in Chapter II.
FIGURE 1

ADMINISTRATIVE ACTIVITIES NECESSARY TO EDUCATIONAL PROGRAM IMPROVEMENT SPHERE CONCEPT

- Securing Financial Backing
- Providing Administrative Organization
- Securing Adequate Staff
- Securing Moral Backing
- Providing Adequate Public Relations
- Securing Adequate Plant
- Others

Program

Desired Direction
FIGURE 2

ADMINISTRATIVE ACTIVITIES NECESSARY TO EDUCATIONAL PROGRAM IMPROVEMENT
PARALLEL CONCEPT

Providing Administrative Organization

Securing Adequate Staff

Working Directly with Program

Securing Moral Backing

Others
The Purpose of the Study

The purpose of the study was to determine to what extent and in what ways the superintendents of local school districts (executive heads) differ in their identification and understanding of and relationship with the power structure of the districts in which they serve.

In the judgment of the writer the power structure of a school district can affect education in several ways. First, if the educational administrator is not aware that a power structure exists or is aware that it exists but does not know the probable positions of the power people regarding education, any attempt at change in the educational program will more likely than not run the risk of antagonizing the power interests and cause strong reaction to any change.

Second, the administrator may inadvertently fall into the trap of merely reflecting the wishes of power persons rather than attempting to have them accept changes which he and the professional staff judge desirable.

Third, the educational administrator can establish working relationships with power persons of the school district through which he can educate the power people to accept and even support desirable change.

The Hypotheses

Two hypotheses were tested, namely:

1. Superintendents of local-school districts (executive heads)
vary widely regarding the extent to which they identify the members of the power structure and the extent to which they have a thorough understanding of the probable position of power persons in relation to educational problems and issues.

2. Superintendents of local school districts (executive heads) judged more effective are able to identify the power structure more accurately, have a more thorough understanding of and have more and different types of relationships with members of the power structure in regard to the improvement of education than do those judged less effective.

II. Assumptions

The assumptions underlying the hypotheses and the methodology of this study were:

1. In every community that has a reasonable amount of stability there exist power people who exert a powerful influence on community policy and important decisions; (2) a power structure and the wielding of power is neither good nor bad per se; (3) the overall administrative effectiveness of an executive head can be judged within limits by professional associates who have worked with him or have observed him, each judge determining his own criteria for making a judgment; and (4) relationships between the executive head and the power structure, as defined on page 23, are important in the
improvement of the educational program.\textsuperscript{6}

\textbf{III. Importance of the Problem}

The Schools in Times of Change

For many years the public schools of this nation gradually became removed from the every-day life of the communities in which they were located. What was taught in the schools became more and more separated from what was real in life. This contention is supported by a study of Maryland youth made in 1938 which showed that,

\begin{quote}
the program of general secondary education for youth is in serious need of thorough reorganization. There is abundant evidence that the secondary schools as now operated are ill-suited to a large percentage of youth attending them.\textsuperscript{7}
\end{quote}

These writers go on to say that,

\begin{quote}
if there is somewhat less rejoicing among our modern youth over the blessings of being young, it is quite likely because they have found themselves caught in the meshes of a complicated social machinery for which they have neither the background of experience nor the benefit of sufficiently realistic instruction to enable them to understand.\textsuperscript{8}
\end{quote}

During this same period of time there was a tendency for the operation of the public schools to be assumed by, or by default of others to be left to, the administrators. Yeager points to the above situation

\begin{itemize}
\item \textsuperscript{6}\textit{See also page 7 this report.}
\item \textsuperscript{7}Howard M. Bell, \textit{Youth Tell Their Story} (Washington: American Council on Education, 1938), Forword by Homer P. Rainey.
\item \textsuperscript{8}\textit{Ibid., p. 2.}
\end{itemize}
when he writes:

Although the board of education remained a powerful community force, more and more responsibility was delegated to the supervisory officers. Even boards of education began to draw away from the people who elected them, regarding their offices as having a certain official status, clothing many of their acts in secrecy and tolerating, if not resenting, public intrusion.9

In discussing the position of the schools during the changes that have taken place in the American scene Moffitt writes:

Traditionally, the generally accepted purposes in this country have been rather narrow and somewhat academic in nature. There has been a tendency until recently to consider the schools a relatively static institution which should be little affected by changes in society and which should have little effect on social change. But a new point of view has been emerging.10

At the present time there is a trend for the public schools to become more of a vital agency in the improvement of the communities which they serve and to gear their programs to the needs and problems of children and youth. There is also a trend for community living with all of its problems and issues to become a more intimate part of the school program. Morris lends support to these statements when he says, "there is a significant trend in education to draw heavily upon the community for curriculum and teaching materials. Education is thus extended far


beyond the classroom . . . "11

Yeager succinctly sets forth the interrelationships of the schools and the life of the communities they serve with the following words:

The influence and character of the public-school enterprise tends to mold society as the public school is in turn molded. Each, then, influences the other. As a matter of fact, whatever the child is and becomes is and should be a cooperative enterprise. To mesh all of those influences upon child life, especially as they relate to the specific purposes of public education, is largely the task of desirable school-community relations under public school direction.12

He goes on to say, "if the child's life is to be an abundant one, there should be a meeting of minds of all associated with his educational development."13

Moffitt points up some of the trends toward and ramifications inherent in attempting to relate the school program to community life in the following:

During the past few years many lay and educational leaders have proposed that the schools can and should play a much more significant role in our complex world than they have done heretofore. This can be done satisfactorily and safely, however, only if a greatly increased number of people understand the proper role of education and participation in the continuing determination of its purposes as affected by changing needs.14

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13Loc. cit.
He also suggests that citizens, acting cooperatively through the schools, can be helpful in resolving many issues that now are unresolved. He further suggests that this cooperative action can be helpful in making the democratic way of life more meaningful on a world-wide basis.

In addition, Moffitt calls attention to the fact that the people do not want the schools to control the destiny of this nation but rather to play an important part in assuring a promising future for both the nation and its citizens. In pointing to the difficulty in obtaining the objective just mentioned, he points out that the school programs tend to lag behind societal changes. In his words, "changes, -even desirable changes- are likely to disturb people and to make them restive." 15

Pierce and Wilson, in discussing research in county educational administration in the South, have the following to say regarding the schools in relation to community life:

Schools for the improvement of living must be concerned with community problems and their solutions. An education of this sort cannot be developed in a social vacuum. Educational administration charged with the responsibility of leadership in the development of such schools cannot be unaware of the community, its nature, its trends, and its dynamic elements. To be so intimately interwoven into the warp and woof of the community or communities it serves, educational administration requires new understandings

15Ibid., p. 24.
and insights, not only of the local social order, but of its own functions and techniques of operation.16

Changing Role of Educational Administration

The brief discussion of the changing role of the public school presented in the preceding section seems to indicate that a change in the role of educational administration is in order as the role of the public schools change. This appears to be the case in practice. The great westward movement, the industrial revolution, the increase in rapidity of transportation and communication, the rise in common living standards, the rise and growth of big business, big labor, and big government, the accelerating development of technology, the release and harnessing of atomic power, and the increase in humanitarian influences have all helped to shape public education and in turn to shape the role of educational administration.17

Only against this bold backdrop of colorful history is it possible to review the evolution of the superintendency of schools. Such forces created the necessity for the superintendency. By their interplay, the superintendency has continually been reshaped, restyled, and rewhetted to the end that the administration of educational service may be more surely directed to the building


of a great people. As long as the people and the schools remain free, the superintendency will be constantly adapted to new demands. 18

As the schools become increasingly involved with community living and the needs and problems of children and youth, it appears rather obvious that the relationships between community leaders and the superintendent of schools will assume growing importance since many facets of community operation will be laid bare to scrutiny. Also, history seems to point out that most changes in education come slowly since people in general tend to resist change. As the staff of the School-Community Development Study has pointed out, "The people, in deciding school issues, must be able to make their decisions with the full knowledge that these may support or threaten certain special interests that are also struggling for existence." 19

Each community has its own characteristic way of arriving at major decisions. In this decision making process the power persons of the community exert great influence. The result of this power activity and influence must be dealt with when making major changes in the schools and their programs. In order to deal with power leadership effectively, local superintendents must be able to understand and must have certain operational relationships with these leaders.

Pierce and others make the importance of operational relationships stand out when they say,

[18]Ibid., p. 40.

the subtleties through which leaders express their power are as freely used in the determination of educational policy as in any other area of government. Whether or not current processes permit the expression of the opinion of all concerned may be obvious in the ways an element of the leadership structure makes its weight felt in school matters. The very nature of the structure, as usually found, makes inevitable the application of pressure on educational administrators.20

The present study was designed to obtain evidence regarding the extent to which local superintendents can identify the community power leaders, to test the understandings local superintendents have regarding the educational position of these leaders, and to ascertain certain operational relationships which local superintendents have with these leaders.

IV. The Origin of the Study

The present study had its origin in the research program of the School-Community Development Study, the Ohio Center for the nationwide program aimed at the study and betterment of educational administration. This program was known as the Cooperative Program in Educational Administration and was partially financed by the W. K. Kellogg Foundation. The present study was undertaken to further explore one of the Areas of Critical Behavior in Educational Administration posited by the School-Community Development Study. This area of critical behavior

is Working With Community Leadership to Promote Improvements in Education.\textsuperscript{21} During the early stages of the School-Community Development Study research it was referred to as Using Power and Influence.\textsuperscript{22} Various research attempts left much to be desired in respect to this area primarily because of the methodology employed. This area was studied with nine other areas and the data were gathered primarily by observations of the administrators during the time they spent within the school building.

V. The General Plan of the Study

Since the area of concern in this study, Working With Community Leadership to Promote Improvements in Education, had been made a part of four previous studies\textsuperscript{23} with many unanswered questions remaining, a means of making a more direct attack upon the problem was sought. The structured interview technique was decided upon and the method of presenting the findings was to be descriptive. Interview guides were developed and the general procedures tested in a pilot study made in a situation similar to those to be used in the study proper. Many of the

\textsuperscript{21}John A. Ramseyer and Others, \textit{op. cit.}, p. 40.


\textsuperscript{23}See chapter on literature and research for descriptions and results of these four studies.
procedures and questions used were suggested by the works of Hunter,\textsuperscript{24} Kimbrough,\textsuperscript{25} and Wilson.\textsuperscript{26}

The school district which is served by an executive head was chosen for study for several reasons. First, it appeared that the power persons could be more readily identified in these districts than in larger ones. Second, it was the judgment of the researcher that people would be closer to their schools in the smaller districts than in the larger ones. Third, there is not as much known about the executive head and how he operates as there is about some of the other educational administrative positions. The executive head seems to have been largely neglected from the research standpoint. Fourth, the researcher had a personal interest in the executive headship because of the fact that he expected to begin his administrative career as an executive head.

In order to relate the findings of this study to effectiveness in administration, some means of determining effectiveness was needed. It was decided that judged effectiveness would serve the purpose. In arriving at judged effectiveness, thirty-five educators were selected as jurors. Each juror was asked to rank the executive heads he knew into quarters on the basis of "overall administrative effectiveness" by


\textsuperscript{25}Ralph B. Kimbrough, "The Operational Beliefs of Selected Leaders in a Selected County" (unpublished Ph.D. dissertation, University of Tennessee, 1953).

\textsuperscript{26}Leland Craig Wilson, "Community Power Controls Related to the Administration of Education" (unpublished Ph.D. dissertation, George Peabody College for Teachers, 1952).
quarters from the most effective to the least effective.

In order to help provide objectivity on the part of the researcher, the sealed returns from the jurors were delivered to a member of the staff of the Center for Educational Administration at The Ohio State University. Three members of the Center staff selected, by code number, the six executive heads to be used as subjects. The researcher was not informed of the rated position of the subjects until after the data had been collected. The researcher knew only that three of the subjects were judged to be in the upper quarter and three were judged to be in the lower quarter of the twenty-three executive heads submitted to the jurors. The forms used and the directions to jurors may be found in the appendixes of this report.

In arriving at the districts to be used, nine county superintendents were contacted by a letter from the Center for Educational Administration to obtain their permission for study. Only one county superintendent out of the nine refused to give permission. After the permission of the county superintendents had been obtained, the executive heads in districts which met the criteria were asked for their permission and cooperation, again by a letter from the Center for Educational Administration. Out of twenty-nine executive heads receiving requests, six refused to participate. The final number of executive heads sent to the jurors for rating as to overall effectiveness consisted of six executive heads located in five counties.

The criteria applied to an original one hundred and one possible situations in nine counties to determine acceptable districts were:
1. The school district had a well defined population center
   but was not the suburb of a large city and had:
   a. A local bank, or
   b. A local newspaper, or
   c. Both of the above.

2. At least twelve grades of schooling were provided within the
district.

3. The executive head:
   a. Had been in the present position for at least two years.
   b. Spent most of his time in administration, that is, he
      taught no more than two periods per day.

4. The locations were such that they could be reached eco-
omically from either a base of operation in Columbus, Ohio,
or from bases of operation at Salem or Youngstown.

5. The executive head had not participated in the Rosenberger
study of local school executives.27

Interviews were held with the county superintendent of schools, the
executive head, "informed" people or those persons in a position to
indicate probable community leaders, public officers, board members, and
persons identified as "real" community leaders. "Real" community leaders
were those persons most consistently referred to as community leaders
and in a position to exert power as explained in the definitions of

27See footnote 21, page 15. This study is described in the chapter
dealing with literature and research.
power and power structure on pages 20 and 21. In all, ninety-five persons were interviewed. With each interview important names were recorded on the spot and generally some notes were made regarding each question asked. Immediately after each interview extensive notes were made and developed.

Pilot Study

The pilot study was made for the purpose of sharpening the instruments used, the techniques employed, and the general approach of the researcher. It was also used to help develop confidence in interviewing on the part of the researcher. Results indicated that the instruments did elicit the desired information and that the general approach of the researcher was adequate. It was discovered in the pilot study that the general approach used stimulated the respondent in most cases to the extent that much information was given without direct questioning and the detail and frankness with which persons were described was outstanding.

Since there was only one district used in the pilot study and since several people knew where this study was made and by agreement all results were to remain confidential, no results relative to the hypotheses of the study will be presented.

Still another outcome of the pilot study was the discovery that many interviewees could be led from a discussion involving such innocuous terms as "leader", and "real leader", to such ticklish terms as "power person", "persons of influence", and "controller". This finding was borne out in the actual field research.
VI. Definition of Terms

Executive head is the term used in Ohio to denote the chief educational administrator of a local school district that is under the limited jurisdiction of a county board of education and a county superintendent.

The Revised Code of Ohio provides that:

The board of each city, exempted village, and local school district shall appoint principals for all high schools and for such other schools as the board designates. Upon recommendation of the county superintendent, a local board may designate a principal as executive head who may be employed as such for a period of twelve months.28

Power in this study is used to refer to the acts and processes involved when certain individuals move other individuals to action in relation to themselves, to other individuals, or in relation to things or objectives. The term is also used to indicate potential for moving others.

Power may be expressed in devious ways such as through the control of services, through personal persuasion, and in some instances through coercion and force. The end result is that decisions made by persons of influence, power people, are accepted and supported by large segments of the community populace.

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In the field work the terms power and power structure were not used in opening the interviews because of the negative attitude many people have toward these terms. In many instances these are "color" words. Instead, the terms real community leaders, those persons to whom community members turn for leadership when vital issues must be settled, and those persons whose support it is generally important to have in getting projects accepted and policies approved were used. In some interviews the respondents used such terms as "most influential," "a power in the community." In others the respondents were brought to the concept of power and influence during the interviews.

Power structure includes the persons of influence in a community (those having the potential for or actually wielding power) as individuals or as groups, who are able to have their decisions accepted by at least a large enough segment of the community for these decisions to govern vital community thought and/or action. These persons are those whose backing must be secured if one is to obtain approval of plans for action that have far reaching ramifications for the community. There is the implication that large segments of the populace look to the power persons for indications of approval or disapproval of proposed actions. The power structure also includes the sub-structure or the individuals and the groups of individuals and organizations through which those at the decision making levels often work and express themselves. The members of the sub-structure are more "doers" than "deciders."
Effectiveness, as applied to educational administrators, is judged overall administrative effectiveness arrived at by professional persons acquainted with the administrator being judged. These persons were deemed competent to judge because of their professional qualifications and positions. The criteria used were those which the jurors individually applied.

Most effective executive head designates a member of the group of executive heads in the sample described most frequently and uniformly by the jurors as "most effective" on the basis of overall administrative effectiveness. Group I of the sample consists of the most effective executive heads.

Least effective executive head designates a member of the group of executive heads in the sample described most frequently and uniformly by the jurors as "least effective" on the basis of overall administrative effectiveness. Group IV of the sample consists of the least effective executive heads. It should be pointed out that the least effective executive heads are probably effective to a degree since they have been in their present position for at least two years.

Community as used in the present study is basically the school district, that is, a system of public education under one board of education and local superintendent. An attempt was made to limit the sample for the study in such a manner that the school districts studied would at least approach or involve a community in the sociological sense as defined by Jonassen, namely:
A community is a group which is integrated through a system of spatially contingent interdependent, biotic, cultural, and social relations which have evolved in the process of mutual adjustment to environmental situations. It is a spatial group wherein the effects of interdependence are made evident by the community's consciousness of unity and its ability to exercise adequate control over social, cultural, and biotic processes within its boundaries. 

No claim is made, however, that each of the school districts studied met all of the elements of the above definition.

Understandings of the power structure as used in this study include, among others, such things as: knowing what members of the power structure think about the schools in regard to purposes of public education, methods of instruction, the program, school needs and costs; knowing how and through whom decisions of community leaders are transmitted; knowing the spheres of influence of members of the power structure, and knowing the stand or probable stand of community leaders in regard to community and school problems and issues.

Relationships with the power structure include several things. One is establishing procedures and personal contacts which will enable the executive head to judge probable reactions of power persons to proposals affecting the educational program. Another is the extent to which the local superintendent is invited to participate with either

29Christen J. Jonassen, The Measurement of Community Dimensions and Predictive Indices Significant for Educational Administration (confidential report, mimeographed; Center for Educational Administra-
the top or lower echelons of the power structure in discussions dealing with (1) general civic problems and (2) educational problems. A third relationship is the extent to which power persons are invited by the executive head to participate in discussions of school problems either as individuals or as committee members and how often they accept. A fourth set of relationships includes the interactions of the executive head and power persons on either a formal or informal basis. In these types of relationships club membership, mutual attendance at social functions, and the like will be considered.

VII. Limitations of the Study

From the outset of the study several limitations were evident. One of these limitations arose in relation to the problem of selecting the sample. Of necessity, such factors as time available for the study, financial resources, and certain geographical considerations influenced final decisions.

While the researcher desired to gather data in as many school districts as possible, the number of anticipated interviews needed to gather the desired data in each district was a factor in deciding to use only ten districts. It was felt at the outset that at least twenty-five interviews would need to be made in most situations. In a master's study dealing with community forces, Aho interviewed thirty persons.30 It was also felt that ten executive heads selected from the

high and low quarters of judged effectiveness would give an adequate basis for sound conclusions. The results of the judgments of effectiveness limited the sample to six.

It was recognized that, in the absence of an instrument for rating effectiveness, the validity of the ratings of the judges might be open to question. Some justification for the acceptance of judged effectiveness may be found in the fact that executive heads are employed and dismissed, promoted or demoted, on the basis of judgments of effectiveness. In addition, the selection of the jurors was made only after careful consideration and only those having opportunities for direct professional contacts with the executive heads being judged were chosen as members of the jury. While an instrument with which to judge the effectiveness was recognized as desirable, it appeared at the inception of the study that the development of an adequate instrument would constitute a major research problem in itself.

Since power structure was involved in the study, it was felt important to have some guarantee that the executive head was operating in situations where there was some sort of community organization in the sociological sense of the word. For this reason, only localities that had either a local bank, or a local newspaper, or both were considered. The application of these criteria immediately lowered the original sample possibilities from one hundred and one to thirty-two.

Seeking permission of the county superintendent further reduced the sample possibilities of executive heads from thirty-two to thirty since one county superintendent refused permission for the study to be
carried on in his county. Seeking the permission of the executive heads deemed likely prospects reduced the available sample to twenty-three.

It is recognized that the above limitations must of necessity limit the generalizations from the findings. Even with these limitations it is felt a step has been taken in the attempt to understand some of the implications of power and power structure for the executive head as he functions in his professional capacity.

VIII. Organization of the Dissertation

In Chapter I a description of the problem, its importance, the origin of the study, the general plan of the study, the assumptions and limitations have been set forth. Chapter II deals with some of the literature and research germane to the present study. Chapter III presents a detailed description of the methodology. In Chapter IV is found the analysis of data concerning the school districts, the power persons, and the power relationships of the executive heads. Chapter V contains a comparative analysis of the executive heads in terms of identification of, relationships with, and knowledge of positions taken by power persons. Chapter VI contains the summary, conclusions, and implications.
CHAPTER II

REVIEW OF RELATED LITERATURE AND RESEARCH

I. Criteria for Selecting and Citing Literature and Research

Several criteria were applied in selecting and reporting the related literature and research. Each citation did not necessarily meet all the criteria but did meet at least one criterion. The literature or research cited:

1. Shows whether the evidence already available solves the problem adequately without further investigation;

2. Provides ideas, theories, explanations, or hypotheses valuable in formulating the problem;

3. Suggests methods of research appropriate in attacking the problem;

4. Locates comparative data for use in the interpretation of results and in the formulations of conclusions;

5. Contributes to the scholarship of the investigator.¹

II. Approaches to the Study of Educational Administration

Research that has been reported in the Review of Educational Administration

Research relating to educational administration listed in the approximate order of dominance is:

1. Categories of Educational Level, that is, Nursery and Kindergarten; Elementary Education; Secondary Education; Higher Education; Adult Education; Nonschool Educational Programs.

2. Categories of Technical Administrations, that is, Organization within the Structure of Government; District Organization; Organization of Administrative Hierarchy; Instructional Organization; Employed Personnel; Finance and Business Administration; School Plant and Equipment; Pupil Services; School and Community Relationships.

3. Categories of Governmental Level, that is, Federal; State; Intermediate District; Local.


5. Categories of Public-Private School Administration.

6. Categories of Role and Behavior, that is, Preparation; Personality; Personal Relationships.

7. Categories of Time-Sequence, that is, Establishing Purposes; Making Plans; Executing Plans; Evaluating Results.

8. Methodologies and Mechanisms for Administrative Research.\(^2\)

In discussing the above categories Cooper writes:

Of all the categories of technical administration, the category of school and community relationships seems to be the only one to experience an upsurge in scholarly attention in recent years. Largely ignored

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in the early issues of the Review, it appeared as a section of a chapter in 1940 and was the subject of a full chapter in each administration issue thereafter.\textsuperscript{3}

To a certain extent the present study can be classified under the category of Technical Administration and more specifically under the sub-category School and Community Relationships since one phase of school and community relationships is the relationships of the executive head with members of the power structure of the school district.

The present study can also be classified under the category Role and Behavior in that it deals with behaviors of the executive head as he attempts to work with members of the power structure in the improvement of public education. Behavior, as used here, is not restricted to overt action. The term is used with the broader connotations of perceptions, feelings, attitudes, thoughts, and verbalizations in addition to overt actions.

In discussing the category role and behavior, Cooper writes:

An area of research receiving much attention in recent years may be classified under the heading of "role and behavior." . . . For the past decade a great wave of interest in the preparation, the personality, and the personal relationships of school administrators has swept over the research workers of the nation.

The current emphasis on the category role and behavior in administrative research has been a thoroughly refreshing and productive emphasis.\textsuperscript{4}

\textsuperscript{3} Ibid., p. 216.

\textsuperscript{4} Ibid., p. 218.
III. Literature and Research Specifically Pertinent to the Educational Administration Aspects of the Present Study

School-Community Development Study

Since the present study grew out of work carried on by the School-Community Development Study the literature and research originating with that organization will be treated first.

Areas of critical behavior in educational administration.—For approximately three years, from 1951 through 1954, the School-Community Development Study at The Ohio State University conducted rather extensive field observations in administrative situations in selected public school systems. By the end of the third year field notes had been examined and certain generalizations and hypotheses were set forth. In the words of Ramseyer, the director of the School-Community Development Study,

the variety of factors that occur and the frequency of their recurrence in a variety of situations is taken as evidence of their significance. The staff believes that its classification of these factors forms the framework of an effective approach to research in the field of educational administration. Because further research in each of the areas suggested here is required, the staff prefers to refer to them as areas of significance or presumed factors. That is, on the basis of the analysis of the experience that we are having in our cooperating centers, the staff is hypothesizing that these presumed factors are crucial in administrative behavior.

Furthermore, the staff is suggesting to the profession at large that further investigation into these presumed factors is likely to provide
much of the knowledge that is necessary to the continued improvement of educational administration. 5

Among the areas suggested for further study was the prestige and power relationships in the community. 6

Since the present study is a continuation and extension of research in relation to the area just set forth, the statements concerning this area as found in the Third Annual Report will be quoted rather extensively.

One of the environmental factors that affect educational administration is the way in which the people arrive at decisions. There is now considerable evidence to show that in many communities decisions about education and the schools are controlled by a few influential people. Perhaps this 'power monopoly' operates in making up 'the people's mind' about many matters. At any rate, in the past school administration has had to work with much less knowledge of power factors than is true today. Continued study in this field will build up a body of knowledge that can be very useful to the school administrator in the future.

The contribution to knowledge is not that power monopolies exist and influence decisions on school matters. Rather it consists of the nature of these monopolies, whether they work for a better informed public or for the restriction and control of information, how and


6Ibid., p. 13.
who they control, and the purposes to be served
by such control if it exists. 7

In a later publication the area dealing with prestige and power
relationship was changed to read Working with Community Leadership to
Promote Improvements in Education. 8

In describing this area of behavior in educational administration
the authors write:

Each community has a characteristic way of
making major decisions. . . . It is usually an
informal balancing of the power of influential
groups and individuals in the community. . . .
Small groups of people (four to ten in some
communities) often wield a great deal of influ-
ence on decisions of this kind. Then, too,
various organizations find that community changes
affect their special interests. Some of these
organizations set up devices for protecting their
interests. The degree to which change threatens
or promotes any one or more of these groups greatly
affects the degree of their interest in the change. 9

School administrators cannot work in a com-
munity very long without gaining some knowledge of
its patterns of influence. They are part of the
working framework of that community. To know that
such patterns exist is not enough. One must know
how they work and how they can be used for the im-
provement of the educational program.

Community leaders will take leadership in edu-
cational matters. They represent some of the better
thinking in the community. 10

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7 Ibid., pp. 13-14.
8 John A. Ramseyer and Others. op. cit., p. 40.
9 Loc. cit.
10 Ibid., p. 41.
The writers of the monograph suggest that the following questions are important:

1. Does the administrator recognize the existence of influence and power factors in the community?
2. What is the influence and power structure in the community?
3. What is the nature and extent of the administrator's influence and power in the community?
4. Do conflicting power groups exist in the community?
5. What is being done to turn influence and power in the community toward school objectives? \(^{11}\)

In the judgment of the present writer these questions have not been satisfactorily answered.

Four companion studies.—Four doctoral candidates at The Ohio State University studied the Areas of Critical Behavior in Educational Administration referred to previously. Only the results dealing with the area Working with Community Leadership to Promote Improvements in Education will be discussed here.

The methodologies of the four studies were very similar and consisted primarily of observing educational administrators on the job and recording incidents of behavior. These incidents were then categorized according to the Areas of Critical Behavior. The results of the observations were compared to the judged overall effectiveness of the administrators and the significance of the behaviors statistically determined.

\(^{11}\)Ibid., pp. 41-43.
Dean Clark studied selected high school principals in Ohio. He reported 3200 behavioral incidents. Working with Community Leadership was represented by thirteen incidents and ranked tenth among the ten areas of behavior. Only 0.4 per cent of the behaviors identified could be categorized under working with community leadership.\textsuperscript{12}

Working with Community Leadership was not significantly greater for the more effective than for the less effective principals on the basis of frequency. Clark made the point that perhaps the person with whom contacts and relations are carried on determines effectiveness, particularly if the contacts are with the top person or persons in the power structure.\textsuperscript{13}

Odeen Hess studied selected elementary school principals and found the following in relation to the area of Working with Community Leadership. Of a total of 2067 primary behavioral incidents reported, ten fell in this area. This was 0.5 per cent of the reported incidents.\textsuperscript{14} Half of the principals exhibited behavior in this area and half did not.\textsuperscript{15} One-half of the behaviors were exhibited by most effective

\begin{footnotesize}

\textsuperscript{13}Ibid., p. 91.

\textsuperscript{14}Odeen Lot Hess, "Critical Areas of Administrative Behavior of Elementary School Principals" (unpublished Ph. D. dissertation, Columbus, Ohio: The Ohio State University, 1955), Table III, p. 92.

\textsuperscript{15}Ibid., Table IV, pp. 96-97.
\end{footnotesize}
principals and one-half were by the least effective. The rank order for this area of behavior was eighth in the case of the most effective principals and tenth for the least effective.\textsuperscript{16} Of a total of 4658 behaviors six behaviors within this area were reported for the most effective and twelve for the least effective for 0.244 per cent and 0.546 per cent, respectively, or a total of eighteen behaviors for 0.386 per cent of 4658 behaviors.\textsuperscript{17}

John Hartzler studied selected city school superintendents and found the following regarding this area. Of 4190 total behaviors twenty-five were reported for this area of behavior and these were 0.60 per cent of the total behaviors reported.\textsuperscript{18} Twenty of these behaviors were reported for the most effective superintendents and five for the least effective.\textsuperscript{19}

Regarding the differences between the most effective and least effective superintendents Hartzler said:

Both groups of superintendents appeared to recognize the existence of a leadership or power structure in their communities. Both groups identified persons of influence. But the most effective men seemed to be able to identify more readily those community leaders who could serve

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\textsuperscript{16}Tbid., p. 104.
\textsuperscript{17}Tbid., p. 108.
\textsuperscript{19}Tbid., p. 178.
\end{flushright}
educational purposes more effectively. The Group I\(^{20}\) men also seemed to have analyzed more fully the degrees of influence wielded by opposition leaders. In planning tactical moves, they more frequently anticipated and estimated the importance of the opposition. As far as could be observed, they seemed to plan accordingly.\(^{21}\)

The most effective superintendents seemed to initiate contacts with community leaders more frequently than did the least effective superintendents. They took the necessary steps to get people together to work toward school-community improvement and to use their influence on school-centered activities.\(^{22}\)

Hartzler readily admitted that probably many examples were not observed since this sort of thing probably takes place away from the school and outside of usual office hours.\(^{23}\)

David Rosenberger studied selected executive heads. He defined the area of behavior in the following manner:

An executive head is working with community leadership when he:

1. Identifies or seeks to identify, existing power groups or persons;

2. Exerts leadership in, or gives support to the formulation of a new power structure;

3. Solicits support, financial and moral, for specific school purposes, for example purchase of new equipment, passage of tax levies, and contributions to a school fund;

\(^{20}\)The Group I superintendents were those judged most effective and Group IV were those judged least effective.

\(^{21}\)Ibid., p. 310-312.

\(^{22}\)Ibid., p. 312.

\(^{23}\)Ibid., p. 316.
4. Seeks specific services for the school-community, from government agencies, civic groups, merchants' organizations for traffic control devices, playground facilities, and additional police and fire protection;

5. Asks people to write senators and representatives about school legislation;

6. Asks lay leaders to help attain goals;

7. Accepts advice from groups or persons in the community;

8. Suggests projects for groups or persons wishing to aid the schools.24

From 2241 total behavioral incidents observed, working with community leadership had a frequency of nine which was 0.4 per cent of the total incidents reported.25 When broken down by groups the most effective executive heads showed zero behavioral incidents while the least effective showed nine.26 Rosenberger reported that the behavioral incidents of the least effective executive heads indicated difficult situations.27

In discussing the lack of incidents in this category Rosenberger said:

The fact that there was a little behavior in these categories causes one to conjecture that there may actually be a greater amount of

25Ibid., p. 98.
26Ibid., pp. 99-100.
27Ibid., p. 177.
such behavior. Ways must be devised of ascertaining whether there is a greater amount of it. Perhaps administrators must be observed during nearly all of their waking hours.28

While Rosenberger's suggestion might obtain the desired results it appears to be next to impossible to carry out. In the judgment of the present writer, there are certain situations that are closed to the researcher when he attempts to directly observe the subject administrator.

Power Structure and Public Education

Wilson study.—Wilson made an extensive study of one southern county where the schools were organized as a county unit. Among his findings in regard to the schools were the following:

1. The educational program existed in a network of forces, powers and control to which the schools and school people were giving little or no conscious direction. As a result, one power group effectively set the tone for the operation of the schools throughout the county.29

2. There were few opportunities available for the general public to participate in the solution of local problems.30

28Ibid., p. 203.
29Leland Craig Wilson, op. cit., p. 260.
30Ibid., p. 263.
3. The local educational leaders were apparently unaware of the extremely significant forces and movements which were conditioning the operation and effectiveness of the educational program. The local administrators were apparently operating in the absence of a clearly defined purpose and function of educational leadership in a democracy.\textsuperscript{31}

4. There was an unwillingness of people to admit that power and influence exist in the very nature of associated living and the people erroneously assumed that power had no place in a democratic society.\textsuperscript{32}

Wilson recommends that since the educational administrator cannot work effectively with power systems if he possesses personality or cultural "blocks" to its recognition, preparation programs should deal more directly with such attitudes and understandings.\textsuperscript{33}

He also suggested the following studies dealing with power forces.
1. Studies to determine requisites for recognizing, understanding, and working effectively with power forces.
2. Studies to determine the extent to which a professional staff recognizes and understands the operation of the local power system.\textsuperscript{34}

Pierce and Wilson.--Pierce and Wilson, writing in the School Executive, have the following to say in regard to the power structure and its implications for public education.

\textsuperscript{31}Ibid., p. 264.  \textsuperscript{33}Loc. cit.
\textsuperscript{32}Ibid., p. 266.  \textsuperscript{34}Ibid., p. 268.
When people consciously exist in a fairly rigid moral order, when the virtue of independence is extolled and related subconsciously to morality, people have a tendency to overlook or even deny the existence of social forces, influence, power, and control. The deliberate marshalling of a community's potential for producing action in such a setting is at best a difficult task.35

These writers characterize educators as tending to perform roles of functionaries and as not being looked to for leadership in resolving issues.36 They also point out that educational policy is formed in a manner similar to other policies, primarily by the force of tradition and through the influence of the leadership structure. They also maintain that the above type of direction of education can be expected when educational policies are made as a result of pressure for action demanded by issues which concern the schools as they arise.37

Contrary to the opinion quite often held by both educators and lay people, Pierce and Wilson insist that

. . . much should be made of the point that the individuals in the leadership structure are not enemies of public education, nor are they enemies of community development and progress. These men work for community development in the light of their own understandings; they offer great potential for school and community progress. The educational leader's attitude toward members of this group is of extreme significance. If he sees them as sources for the development of more and more cooperative action for the welfare of all, and if he can devise

35Truman M. Pierce and Craig Wilson, op. cit., p. 99.
36Ibid., p. 100.
37Ibid., p. 102.
techniques of working with them toward that end, the extent to which the county can carve out its destiny is indeed great.38

Pierce, Merrill, Wilson, and Kimbrough—These men pull together many of the research findings in relation to community leadership which came out of the Southern States Cooperative Program in Educational Administration. Some of the findings and conclusions from these studies not previously referred to in the present report are presented and discussed below.

These writers conclude that experimentation in ways of broadening the base of creative participation in community affairs is needed and they suggest that the analysis of community leadership and its functions and operations in the community is a principal requisite of such experimentation.39

It is also pointed out that leadership results from what people believe about those seeking leadership since much of a leader's prestige and personal power stem from the conceptions people have about him.40

The above writers describe decision making in a community by saying:

When a civic issue faces a community, various leaders emerge to assume particular roles in community life. They do not propose the same solution to the issue. Usually the clamor for decision grows and grows, and each leader begins to rally

38 Ibid., p. 106.

39 Truman M. Pierce and Others, op. cit., p. iii.

40 Ibid., p. 49.
supporters and seeks to influence the outcome. Often one is appalled by what appears to be a complete lack of agreement among the leaders and their respective supporters. Even the most influential leaders cannot seem to get together. They appear to be moving in different directions. Eventually the various proposals become somewhat clearer, and the community residents everywhere can react more specifically to what seems to them to be the most logical solution.41

These writers continue by pointing up the differences between expedient leaders and the true leaders. The expedient leaders are characterized as being more concerned with their personal status among people than with community progress and community social policy. These are dubbed "pseudo-leaders."42

That educational administration is a very clearly defined phase of the leadership patterns of a community is made clear by these writers when they state: "It (educational administration) is not in any sense of the word independent of the total leadership pattern; like any other avenue of community life, educational administration is subject to various pressures and controls."43

Kimbrough study.--Kimbrough points to the importance of the educational administrator's understanding of the modus operandi of community leaders in these words:

41 Ibid., p. 51.
42 Ibid., p. 55.
43 Ibid., p. 273.
The educational leader cannot escape his responsibility to work with people in the community and especially the important leaders therein because they are powerful conditioners of public opinion. It seems probable that the school leader, to act intelligently, must understand the underlying operational beliefs of influential leaders in his community. These beliefs are important elements which affect the decisions leaders make with respect to education.  

He continues:

The school leader, to operate effectively, must be able to determine accurately and to operate in the community through vague hunches or other inaccurate means. Kimbrough also found that the leaders he studied had certain operational beliefs and they acted in a manner consistent with those beliefs. The leaders were very conscious of what they believe about community living. Most leaders appeared to have and to operate on the basis of consistent ideological patterns in the areas of Education, Finance, Government Function, General Political Affairs, Influencing People, Ideals of Society, Economic Conditions, and Religion (church). These leaders did not act on educational issues in terms of educational beliefs alone.

The above writer also maintained that the educational administrator

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44Ralph B. Kimbrough, "The Operational Beliefs of Selected Leaders in a Selected County" (unpublished Ph. D. dissertation, University of Tennessee, 1953), pp. 6-7.


46Ibid., pp. 240-243.
must attempt to get the community leaders to agree on rules by which "to play the game," so to speak. In doing this, he must insist, as far as educational issues are concerned at least, that community leaders refrain from making personal attacks on each other because they disagree. The educational leader must help to create an atmosphere where community leaders can honestly disagree without fear of retaliation because of their disagreement. 47

Kimbrough gives us a key to obtaining the climate referred to above when he says:

It can be assumed that some core of agreement exists to some degree between the influential leaders . . . or there would cease to be an outward appearance of social stability. It is the school leader's responsibility to strengthen such core of agreements where they already exist and encourage the acceptance of others which develop cooperative endeavors. 48

The above writer also points out that the above procedure is full of pitfalls unless the educational leader can generally predict action by influential leaders which might be detrimental to the decision making process discussed above. He makes his point by saying:

Through a knowledge of their (influential leaders) operational beliefs, he (educational leader) can predict the direction and extent of the individual contacts which might be necessary and profitable. Through predicting action which might be destructive of educational progress, he may be in position to talk with individual leaders and help them understand other viewpoints and thus


48Ibid., p. 294.
examine their own beliefs. This places a portion of the educational leader's level of operation on an individual basis.49

Gleazer study.—Gleazer studied social power in a New England community having a population of 12,000 in which forty-two referents were named. The general findings were as follows:

1. In general, the superintendent of schools and members of the School Committee did not look to the same people in their decision making. They tended to identify different referents.

2. School officials also tended to choose different people on the two different issues (community and school issues).

3. Based on the number of times individuals were chosen as referents, a rank order developed on both issues.

4. Three competing constellations of referents were identified on the issue of public housing. Each constellation was headed by one of the first three referents in rank order. Little connection was evident, however, among the three constellations. Two competing groups were noted on a school site issue.

5. In their own decision making, referents tended to look to individuals who were of equal or higher position in the rank order of referents than the individuals making decisions. They also made few reciprocal choices.

49Ibid., pp. 303-304.
6. The "elite" (top five) on both issues were essentially the same people, although their rank order varied.

7. "In-group" choosing was the practice among the five most chosen referents on both issues. First and second choices of referents were particularly limited to their own group.

8. High rank among individual referents was associated with relatively high income, identification with the local banks, membership in the Rotary Club, a professional vocation, age of more than fifty years, and long time residence in the community.

9. The most frequently mentioned base-value of the power relation was "long-time friendship," "long-time residence," "competence," "judgment," and "public spiritedness" also ranked high as reasons for selecting individual referents. Identification with the finance committee of the community and the local banks was of high value in choosing referents.

10. Identification with the School Committee was of low value in the referent relationships as judged by frequency of mention. School Committee members were not named as referents by any non-committee personnel.

11. The Superintendent of Schools was the most chosen individual referent on the issue of school site and ranked among the first five persons on the question of public housing. He was a Rotarian, a member of the board of directors of a bank, a professional by vocation, and he had an income larger than that of any member of the School Committee.
12. The Chairman of the Finance Committee was a leading individual referent. The personnel of the six-man Finance Committee was a leading individual referent and ranked high in the times chosen. The Committee also evidenced a substantial degree of group solidarity in choice of referents.

13. In the majority of cases norm-value referents were volunteered by the interviewees before identification of individual referents.

14. Members of the School Committee were judged to have had little interaction with one-half the persons they identified as individual referents. However, the Superintendent of Schools had a "friendship" type of relationship with all persons named by him as referents and with all referents named by the School Committee.50

In presenting implications for educational administration Gleazer says,

1. for public school administrators a kind of training that includes the field of social relations would be of real value.

2. The public school administrator may find it of utility to identify these persons in the community whose position carries weight in community decision making, to chart their alignments and to develop techniques for involving them in the "participatory process" of school policy development.51


51Ibid., p. 6.
Freeman study.—Freeman found that the local political party structure is likely to be sustained in a fashion related to the national party system in a community. His study seemed to indicate that the political party structure reflects itself in voting for school committee members to a marked degree. He suggests that this indicates that the candidates and issues are seen within the frame of reference of the voter's local party identification to a great extent.\footnote{\textit{p. 73.}}

Freeman also noted a tendency for people to vote for persons whose names they knew. He further noted a tendency for low status occupational and educational groups to be less affected by partisan consideration.\footnote{\textit{ibid., p. 79.}}

Charters.—In critiquing and discussing the research pertaining to social class and control of public education Charters made the following observations among others.

In Charter's judgment, all doubts about Counts' findings concerning the occupations of school board members have been completely dispelled. He located 62 separate studies which have investigated board member occupations in a wide variety of school districts, including two replications of Counts' nation-wide research and none departed in any important way from Counts' results. Farmers, professionals, and

\footnote{\textit{John L. Freeman, Voting Behavior in a Local School Election. Center for Field Studies, Harvard University, 1954 (mimeographed interim report), p. 73.}}
business men universally constitute a substantial majority of board personnel.\textsuperscript{54}

Charters puts forth the hypothesis that an individual, upon becoming a school-board member, may speak, vote, and even think differently from the way he would as a community citizen. The basis for this hypothesis is the fact that, "the social role of a responsible public officer imposes upon a man obligations and informal forces far different from those imposed upon him in the role of a relatively anonymous community citizen".\textsuperscript{55}

It appears to the present writer that some of the difficulties which plague the educational administrator regarding power influences arise from the fact that he is not a part of the community but remains a stranger to a certain degree. Charters adds credence to this idea by saying:

Administrators do not typically serve in the schools of their home communities; more frequently, they are outsiders brought into a community on a contractual basis. Nor do administrators typically remain in any one community long enough to become part of it. Many of them fit the description "professional gypsy." Much of what is written about the teacher's position in the community applies to the school administrator. A common observation among writers in educational sociology is that


\textsuperscript{55}Ibid., p. 272.
teachers are in the community but not of the community.56

Charters' points indicate a need for the study of power ramifications in educational administration when he writes:

... those sociologists who view the administrator as an automaton in the service of a dominant class school board are commenting upon the power distributions among school officers and are asserting that administrators typically are powerless vis-à-vis the board. The exact nature of the distribution of power in the school has not been the subject of extensive examination, and any assumption concerning it can only be based upon informal observation or guesswork.57

Haring.--Haring reports that some districts among the eighteen represented in the study he made found informal discussion with community leaders helpful in assessing public understanding regarding the schools.58

Goldhammer study.--In general, Goldhammer found the following concerning school board members.

1. It was common practice to let it be known that one did not want the position but was willing to assume the responsibility since someone had drafted him.

56 Ibid., p. 275. Italics in the original.
57 Ibid., p. 278.
2. An individual did not "run" for the office but his friends and supporters may have put on a campaign in his behalf because they were looking for this individual to accomplish specific things.\textsuperscript{59}

Goldhammer presents one instance of the working of the power structure in regard to board membership election in these words:

The man who urged this appointment was a member of the power clique of the community and the business associate of the individual who presumably was the central figure of the clique. The new member was characterized as "of the clique rather than in it."\textsuperscript{60}

According to Goldhammer, one individual reported that "the members of the present board were, save for one man, 'hand-picked.'" The above writer also reported this was the case in general and that the most influential individuals in the community had a share in making the selection. He further reported that, although every school board member claimed he was indebted to no community group, it was almost invariably true that his selection was the result of group action in his behalf. Each candidate was hand-picked by some group, either formally or informally constituted to achieve certain specific ends via his school-board membership. In many instances school board candidates represented the power aspiration of some particular community group.\textsuperscript{61}


\textsuperscript{60}\textit{Loc. cit.}

\textsuperscript{61}\textit{Ibid.}, pp. 24-25.
In discussing implications for educational administrators, Goldhammer states:

It would appear as though the school administrator needs to develop a consistent perspective of power or leadership function within the community. Leadership is essential for the crystallization of policies and objectives, and once leadership mediates this crystallization, it becomes a power factor in community life. The area in which it will determine policies for the community will probably gradually extend itself far beyond the original basis upon which it achieved its status. The American generally assumes that power operates through fair means or foul; but the power that is utilised in a community like Central Forks need not necessarily be arbitrary or abusive. It may be little more than the catalyst through which public values are defined.\(^{62}\)

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**Davis study.**—In reporting on operations of power groups regarding educational issues, Davis concluded that a power group was able to use to good advantage the actions of the staff of one particular elementary school. In this situation the executive head and teachers through implied opposition and/or *laissez-faire* attitude caused some unfavorable reaction. He further concluded that power groups used to advantage the implied feeling among many citizens that there was a lack of an easy two-way means of communication between the citizens and the official educational leaders in the county and/or the district.\(^{63}\)

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\(^{62}\)Ibid., p. 25.

In the same vein, he reports that possible indiscretions of the official educational leaders proved to be very valuable to one power group in opposition to the educational status leaders and their points of view. In this respect, citizens preferred to follow the leadership they knew and had confidence in. Davis also makes the observation that few people in the school district claimed to have ever come in contact with the official educational leaders.64

Davis concluded from his study that there is without question a necessity for educational administrators of county units to have a knowledge of rural sociology. He further concluded that administrators must work with individuals and existing agencies within the community to convince them that the program is their program. He also suggests using power individuals as "kitchen cabinet" consultants.65

Burkham study.—Burkham found that the effective use of community leaders to support the reorganization plan was important to success of the plan. These leaders carried the plan into the homes of the people.66 He also found that the inclusion of the community leaders in the early discussion stages of reorganization and the concentrated effort to educate them to the values of and needs for school district organizations

64Ibid., p. 113.
65Ibid., p. 123.
seemed to be a vital step toward effective community response.\textsuperscript{67}

Burkham ascribed much of the success for the school district reorganization to the long experience of the county superintendent in working in close harmony with local school boards particularly in helping these boards select the community leaders and in presenting the proposed plan to these leaders. This was accomplished by attending luncheons and meetings of civic groups in the area and presenting both the existing problem and the suggested method of using leaders to convey information to the general public. In two cases leaders were used so effectively that no petitions were necessary. In all cases the local leaders were made to feel that through their combined efforts, a program of this nature could be realized.\textsuperscript{68}

Aho study.--Aho concluded that the educational status leaders should "recognize the acknowledged community leaders and enlist their aid in educating the citizens of the district to any proposed program as it was apparent that these community leaders possessed a keen knowledge of the views, habits, opinions, etc., of the local populace. Moreover, these community leaders could also serve as channels through which the educational leaders could obtain information concerning the feelings and views of the citizens."\textsuperscript{69}

\textsuperscript{67}Ibid., p. 65.

\textsuperscript{68}Ibid., pp. 65-67.

He further concluded that educational administrators should:

... lay the ground work for reorganization programs by making every effort to serve the public in ways that later will make natural leaders and "key-men" available when administrators may need them for the promotion of the program.\footnote{Ibid., p. 94.}

Hunter study. -- Hunter has probably made the most extensive study of community power and power structure of anyone. While he did not consider the implications for education of community power as his primary task he does point to implications for education of the working of the power structure.

In discussing attempts to get programs of action approved, Hunter writes:

The professional worker who is trying to get a program of action approved by the power interests must be aware of the facets of the situation which in his opinion call for cautious handling. Often, however, this activity becomes so much a part of the way of action of an individual that many of the principles of his profession are forgotten or rationalized into something entirely different from what they might have been in the beginning. The highly competent social scientist, too long inured to the practical way of action, may become an instrument for the distortion or suppression of social facts, if his bread and butter depend upon such distortion.\footnote{Floyd Hunter, \textit{op. cit.}, p. 239.}

Hunter further concluded that it is often unfruitful for community organizers who feel the need for getting mass support for a particular
project to attempt to work outside of functional groupings and organizations. He also concluded that it was unfruitful to cut across organizational lines. In addition, he concluded that perhaps it was a vain hope to expect to organize unorganized individuals on anything approaching a community-wide basis.72

Hunter points up the importance of knowing and understanding the real leaders of a community when he says:

If the basic issues which confront individuals and groups in the community are to be adequately met, it would seem necessary for the citizenry to be fully aware of who their real leaders are and how they are chosen. This would seem to be the first order of business for any individual who is interested in civic issues. Otherwise, responsibility cannot be properly lodged when decisions of individual leaders fail to meet the expectations of the underlying groups.73

The above researcher found that most of the individuals dealing with education in policy formulation were under-structure personnel with a small proportion being lower limit power personnel and none being upper limit power personnel. In activating a program for the plan of development of the city under study, the same relationship held.74

According to this same writer there is some hope for individuals who wish to participate on the policy decision level. The individual may not find himself at the top level of policy decision, but, if he

72 Ibid., p. 255.
73 Ibid., p. 261.
74 Ibid., pp. 96-97, Figures 9 and 10.
gives proper attention to structural arrangements of power in the community, he may find ways of having a voice in determining who shall be at the top.75

Alinsky.--Alinsky observes that,

the building of People's Organization can be done only by the people themselves. The only way that people can express themselves is through their leaders. By their leaders we mean those persons whom the local people define and look up to as leaders. Native or indigenous leadership is of fundamental importance in the attempt to build a People's Organization, for without the support and co-operative efforts of native leaders any such venture is doomed to failure in the very beginning.76

This same writer declares that,

you talk to people through their leaders and if you do not know the leaders you are in the same position as a person trying to telephone another party without knowing his telephone number. Knowing the identity of these natural leaders is knowing the telephone numbers of the people. Talking with these natural leaders is talking with the people. Working with them is working with the people.77

The importance of working with those individuals community people have defined as leaders is set forth by Alinsky when he points out that most attempts to organize communities have failed because native leadership was not recognized. In these attempts the organizers largely

75Ibid., p. 260.
77Ibid., p. 88.
confined themselves to co-ordinating professional, formal agencies which play only a superficial role. He maintains that "indigenous interest groups and action groups" must not only participate but play a fundamental role. He further points out that when leaders are selected for token representation the persons generally selected are the ones the organizers define as leaders rather than persons whom the local people have defined and accepted as leaders.78

Alinsky further points out that the creation of any new power groups automatically becomes an intrusion and threatens existing power arrangements. This creation carries with it the menacing implication of displacement and disorganization of the status quo hence it is resisted.79

Hines and Curran.--Hines and Curran set forth a conclusion pertinent to the present study when they say:

A matrix of conflicting social influences operates on schools, assisting or hindering every aspect of their task. Decisions about school policies are, or should be, made by boards of control. Board members are subjected to community pressures as are administrators and teachers; these pressures sometimes are exerted through formal channels sometimes expressed in informal ways. Community attitudes toward schools are often equated with pronouncements of noisy minorities. Decisions often are reached by members of the power structure and then are echoed by school

78 Ibid., p. 88.
79 Ibid., p. 153.
officials who do not realize in what way they are complying with power figures. 80

American Association of School Administrators' Publication Community Leadership.—The American Association of School Administrators in a short pamphlet presents several ideas and facts pertinent to the present study.

In discussing the provision of good educational leadership the statement is made that,

. . . the superintendent must know the community and know it intimately—know its traditions, beliefs, resources, and limitations. Most of all he must know the people—their leaders, the organizations and cliques to which they belong, the values which motivate them to action, and the channels through which social energy can be brought into constructive use. 81

The writers of the pamphlet contend that, potential leadership in the community can be recognized by the position it holds and by the way it functions. It is not the purpose here to label as desirable or undesirable any of the common types of community leadership described. Rather, it is the purpose to identify them for the contribution each can make if called upon by the superintendent. These and other comparable types of leaders are the people with whom he must work. How can he motivate them to action? How can he give counsel and advice that will lend their efforts


to ends of best interest to the schools for which he is responsible? 82

It is further contended that community leadership tends to originate in and to affect people at fairly well defined social and economic levels.

It is the large farm operator who is most active in the Farm Bureau. The Boy Scouts and 4-H Club include children from the wealthier homes more frequently than children from the farm laborer's or sharecropper's home. 83

These writers point out, also, that almost every community has a vertical leadership structure that reaches all levels of people and reflects the interests of the people at all levels. Somewhere in this vertical structure rich and poor, strong and weak, educated and illiterate have leaders whom they respect and to whom they have access. This leadership may exist in the form of the country doctor, postmaster, minister, local editor or publisher, or the honest politician. 84

The description continues:

Every community has its opinion-making figures like the respected elder attorney, the justice of the peace, or the senior doctor who has officiated at many births. Because of superior ability and high social intelligence the leader of this type enjoys the fullest confidence of his followers. He often determines objectives, makes decisions, and forges quietly ahead almost without question. 85

82 Ibid., p. 9.
83 Ibid., p. 10.
84 Ibid., p. 11.
85 Ibid., p. 12.
Another type of leader described in this pamphlet is the **Prima Donna** or a person who emerges as a leader because of the prominent position he assumes in group activities. He is further described as assuming the dominant role in most situations although he often draws a large part of the group into participation. This action is described as follows:

> Purposes and objectives frequently originate from the group or are modified by it. Much planning may be done by committees behind the scenes, but it is the leader who carried the ball when the play is called.

A caution is presented when these authors say:

> It scarcely needs to be pointed out that a program which rests on the personality of one individual, however strong or capable he may be, is not built on a solid foundation. Many superintendents have found themselves in difficulty when some part of the educational program has become too closely identified with one strong community character. 86

Still another type of leader is the "behind-the-scenes-leader." This type of leader is especially powerful and is one of the most difficult to identify. These leaders have a good grasp of the basic community problems but seldom do anything themselves that someone else can do for them. The "behind-the-scenes leaders" seek to act before emergencies arise through long range objectives and by knowing the procedures and channels through which the community acts. They cling tenaciously to their goals. 87

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The writers of this pamphlet go on to say that "leadership does not function in a vacuum. It functions with people in the face of problems to be solved. This does not mean it waits for emergencies. On the contrary, it is often sensitive to problems long before they are generally recognized."88

Cook and Cook.—Cook and Cook touch on control and power especially in regard to small places. In general, these writers place more emphasis upon the unofficial control system than upon the official on the theory that the unofficial tends to determine the official. Cook and Cook also call attention to the fact that between the official and unofficial power fields there is a third, "the informal person-to-person contacts which may be in the last analysis the most basic of all. This is the influence of the softly spoken word, a casual shrug of the shoulders, an arched eyebrow."89

These writers hold the thesis that democracy faces at all times the problem of power, its nature and uses, and teachers need to know all that can be known about the local power system. They go on to point out that, "unfortunately, in both large and small places, school people often appear to be unaware of the existence of a power structure

88Ibid., p. 15.

until they run counter to it, an oversight which even a little understanding may correct."90

In referring to the power structure of small places such as those with which the present study deals, Cook and Cook write:

In smaller places . . . the local power structure is readily apparent. It takes on a personal form - the leading merchant, a big land owner, a prominent physician, a newspaper editor, the "lady beautiful." Often, too, though not uniformly, it is represented by the office holders in the community. Whatever the situation, the first problem is to identify power elements, a task that is difficult for school people. Other problems follow, chiefly what to do, or how to work, with power interests.91

These writers also argue that schools must come to some effective operational stand on local power issues.92

Hurwitz—In a doctoral study, Hurwitz found that the awareness of the restraints placed on Lows against communicating in social situations in which individuals of unequal status are involved and the fact that Lows are liked relatively less by other group members may produce expectation that Lows should participate relatively little in such group situations. As a result, when Lows speak up, they become conspicuous and the extent of their participation becomes exaggerated.93

90 ibid., pp. 141-142.
91 ibid., p. 218.
92 ibid., p. 222.
The above researcher concludes that "since variations in degree of social power among discussion group members apparently result in inability to judge accurately the extent of being liked by others as well as extent of their participation, the question is raised as to the possibility of mutual understanding and satisfying relations among group members of unequal social power." 94

Hurwitz further concludes that the defensive reaction referred to above probably serves to increase preoccupation with problems of interpersonal relations at the expense of task-oriented activity. This means, in the judgment of Hurwitz, that the productivity of the individuals concerned and of the group as a whole may be reduced. 95

The findings of the above research are included because interviewees in the present study appear to be scattered along the scale of social power. The Hurwitz findings are also important to the present study since the unequal social power found in the situations under study may have influenced the findings in relation to power people by coloring the judged participation of community members. No direct attempt was made in the present study to account for the differences of social power among interviewees.

Moore and Cole. — Writing in Sociology in Educational Practice. Moore and Cole point to some findings that must be considered when

94 Loc. cit.
95 Loc. cit.
carrying out and evaluating results of the present study. These writers indicate that "locality bonds which formerly tied people to definite localities of neighborhood and communities are increasingly giving way to special group interests as the central core around which loyalties develop and action patterns emerge." 96

These writers further point out that

... special interest groups are in many instances transitory and are particularly cyclical in character, showing periods of stimulation, promotion or use, performance, and decline, with some of them declining before the performance stage is reached. Each group may be limited somewhat in scope in the number of people who are attracted to it, which limits its value as a community enterprise and adds to the problem of integrating special interest groups. The tendency of special interest groups to unite and to federate tends to favor their absorption and the enlistment of their services into an integrated community program. 97

As will be shown in later chapters of the present study, the above findings appear to have an influence on the power structure of some of the villages studied.

Moore and Cole also call attention to the fact that "the professional staff of the schools in any community is in a position to accumulate data-facts of inestimable value in solving the educational problems which are emerging." 98

97 Ibid., p. 167.
98 Ibid., p. 171.
These writers recommend that "significant data should be collected, classified, and preserved for ready reference as new needs arise and changes in policy or programs are attempted. The population of the community, its distribution, density, and nature must be understood if the schools are to function properly." Knowledge and understanding of the power structure is one part of the data which is needed to understand the community.

Seeman study.—Seeman sets forth several ideas and findings which must be considered in relation to the present study. He contends that the "study of leadership cannot be conducted without reference to the cultural situation in which that leadership takes place." In Seeman's report, role conflict "refers to the exposure of the individual in a given position to incompatible behavior expectations." In discussing role conflict, Seeman points out that institutional leadership positions are positions of high vulnerability, in the sense that our cultural imperatives impose mutually contradictory demands with which the institutional leader must deal. He describes four poles which determine the ambivalence. The first pole involves the status of dimension which refers to the conflict between the success ideology on the one hand, and the equality ideology on the other.

99bid., p. 171.


101Loc. cit.
The second pole involves the authority dimension. This is a conflict between the values of dependence and independence. The third pole is the institutional dimensions which involves the choice between universalist as against particularist criteria for social action or, in other words, conflict between obligations to society and obligations to friends and relatives. The fourth pole involves the means-ends dimension and is a conflict between emphasis on getting the practical job done as against emphasis on the process of achievement. It appears, from Seeman's discussion, that these poles of conflict lead to different opinions and definitions regarding leadership roles. The community as a whole and various community members may have various concepts of the role of the administrator.\textsuperscript{102}

The present researcher became aware of these varying concepts as expressed by interviewees during the field-research stage of the present study.

As the researcher talked with power persons in the various school districts the importance of these concepts came to light. Further development of the applicability of these concepts is presented in the chapter on findings.

IV. Literature and Research Pertinent to Power and Power Structure Generally

Smith study.---One of the earliest studies of community power

\textsuperscript{102}\textit{Ibid.}, pp. 374-376.
structure and leadership was carried on by Smith. This study was made in Waterbury, Connecticut.

Smith found that the prominent men in the combined business, civic, philanthropic, and religious fields, who in his judgment might properly be called the community leaders, had definite and unique patterns of similarity pertaining to their social, cultural, and economic backgrounds which were potent forces determining the positions of prominence held by these men. He concluded that these patterns were qualitatively different from personality traits involving the elements of ability and ambition. He pointed out, however, that this conclusion may not have been so applicable in the newer communities of the West.  

Smith also found that the characteristic leader in Waterbury not only was nurtured in New England but was born and brought up within the city of Waterbury. He was a Protestant and in particular was a member of one of three Protestant churches even though there were over a dozen Protestant churches in the city. He was a graduate of a particular college, Yale. The characteristic leader had a high annual income, between $15,000 to $25,000 and over. He came from an old and prominent family. In fact, the degree of prominence of the leader studied held a striking resemblance to the prominence of his father's or mother's family. In general, the leader's father was definitely not a farmer or a member of the working class but was a member of the

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social class that did not work with its hands or as conventionally termed, the business class.104

Hunter study.—Hunter has made what is probably the most intensive and complete study of power structure that has been made to this date. The above researcher points to the importance of knowing who the power people of a community are and of understanding these people when he writes, "There appears to be a tenuous line of communication between the governors of our society and the governed."105 He maintains that only by finding out who the real leaders are and how they operate in relation to each other can society hope to solve the many complex problems that confront every American Community today.106

Hunter posits the hypothesis that power is a necessary function in a society and is a necessary function in the community, "for it involves decision making and it also involves the function of executing determined policies - or seeing to it that things get done which have been deemed necessary to be done. The social rights and prerogatives implied in power functions must be delegated to specific men to achieve social goals in any society."107

In describing and explaining the concept of power, Hunter writes:

104 Ibid., p. 531.
105 Floyd Hunter, op. cit., p. 1.
106 Ibid., pp. 1-2.
107 Ibid., p. 2.
In our society men of authority are called power and influence leaders... the term "power" is no reified concept, but an abstract term denoting a structural description of social processes. Power is a word that will be used to describe the acts of men going about the business of moving other men to act in relation to themselves or in relation to organic or inorganic things.¹⁰⁸

Some of the findings to Hunter's research are presented below. It should be pointed out at this time that Hunter made his study in a city in the South while the present study was made in school districts with a village as the center and was made in Ohio.

In the city studied, maintenance of order fell to the lot of almost every man in the community, but the establishment of changes in the old order fell to the lot of relatively few.¹⁰⁹

The above researcher found that the physical community played a rather vital part in maintaining the existing order by helping to differentiate men from one another. Persons of power and policy decision had definite places in which they made decisions and formulated policies to meet the changing condition confronting them. The appearance of men's surroundings was determined by the kind of work they did, the money they were paid for it, and the status their occupation had in the community.¹¹⁰

Hunter also found that power members were able to enforce their

¹⁰⁸Ibid., pp. 2-3. Italics in the original.
¹⁰⁹Ibid., p. 9.
¹¹⁰Ibid., p. 10.
decision by persuasion, intimidation, coercion, and, if necessary, force. He points out at this point that due to the elements of compulsion, power-wielding is often a hidden process.\footnote{Ibid., p. 24.} Out of forty top policy leaders, fifteen inherited their father's business. Three had inheritances of another sort; namely, positions in the leadership scale.\footnote{Ibid., p. 29.} Age and status as business leader allowed certain pronouncements to be made by individuals.\footnote{Ibid., p. 31.}

Hunter provided two cautions that were heeded by the present researcher. These were:
1. The social life of the city that most consistently made the newspaper was not the upper-crust group. The people who got their names in the paper was often "on the make."\footnote{Ibid., p. 37.}
2. Those persons engaged in active work are more likely to be picked as leaders by both workers and non-workers.\footnote{Ibid., p. 39.}

Another interesting and pertinent finding of Hunter's study was that men of independent decision were a relatively small group while the executors of policy probably ran into the hundreds. The researcher pointed out that this pattern of a relatively small decision-making group working through a larger understructure is a reality.\footnote{Ibid., p. 65.}

In the study being discussed, it was found that certain men were chosen more frequently than others, not only in relation to who should
be chosen to decide on a project, but the same men interacted together on committees and were on the whole better known to each other than to those outside this group. In the words of Hunter:

There is an esprit de corps among certain top leaders, and some of them may be said to operate on a very high level of decision in the community but this will not necessarily mean that one of the top leaders can be considered subordinate to any other in the community as a whole. On specific projects one leader may allow another to carry the ball, as a leader is said to do when he is "out front" on a project which interests him . . . . Each may subordinate himself to another on a temporary basis, but such a structure of subordination is quite fluid, and is voluntary.\(^{117}\)

This study showed that in a scale of mutual choices among top leaders there was an indication of a selective process in leadership choices made by men of decision. The fact that most of the mutual choices remained well within the upper limits of the ranking scale indicated definite selectivity.\(^{118}\) When the under-structure professionals were considered, it was found that, with few exceptions, they interacted with persons immediately above them and with other professionals close to them in the power scale.\(^{119}\) It was also found that upper-limits members would go both up and down the scale from their own position in their choices of leaders but would not go very far. The conclusion was that there was a tendency to choose persons

\(^{117}\textit{Ibid.}, p. 66.\)

\(^{118}\textit{Ibid.}, pp. 66-67.\)

\(^{119}\textit{Ibid.}, p. 73.\)
as leaders who were fairly close to the chooser in the scale. The lower-limits individuals tended almost entirely to choose men above them in rank.\textsuperscript{120}

It was definitely established in the Hunter study that the major economic interests of the community were overwhelmingly represented in the listing of top leaders or power people. Wealth, social prestige, and political machinery were found to be functional to the wielding of power by the business leaders in the community. As the author explains it:

Most institutions and associations are subordinate, however, to the interests of policy-makers who operate in the economic sphere of community life . . . . The institutions of the family, church, state, education, and the like draw sustenance from economic institutional sources and are thereby subordinate to this particular institution more than any other. The associations stand in the same relationship to the economic interests as do the institutions. We see both the institutions and the formal associations playing a vital role in the execution of determined policy, but the formulation of policy often takes place outside these formalized groupings. Within the policy-forming groups the economic interests are dominant.\textsuperscript{121}

Still another finding of the study under discussion was the fact that in most instances decision-making tended to be channeled through the older men at some point in the process of formulation but many

\textsuperscript{120}Ibid., p. 74.

\textsuperscript{121}Ibid., pp. 81-82.
things were done on the initiative of any combinations of several powerful leaders.\textsuperscript{122}

In regard to associational groupings, it was found by Hunter that none of the persons interviewed considered them crucial in policy determination. Their role and the role of institutional groupings was one of following rather than leading. They sometimes provided a forum for discussing and studying community issues, needs, and policies. When decision was called for, however, another structure came into play before definite action was taken. The organizations seemed to serve as training grounds for many of the men who later became power leaders. In fact, most of the leaders had "graduated" from a term in the upper position of the more important organizations but this could not be interpreted as indicating the organizations were sure routes to sustained community prominence. Actually, membership in the top bracket of one of the stable economic bureaucracies was the surest road to power and this road was entered by only a few. In the words of Hunter, "Organizational leaders are prone to get the publicity; the upper echelon economic leaders the power."\textsuperscript{123}

Hunter found that the committee was very important in policy formulation. He characterized it as "inescapable in organized community life in American hamlets, villages, small cities, and great metropolitan cities." He indicates that almost all important activity

\begin{itemize}
  \item \textsuperscript{122}Ibid., p. 80.
  \item \textsuperscript{123}Ibid., pp. 86-87.
\end{itemize}
is preceded by, carried on by, and evaluated by committees. Because
of this tendency he concluded that men trained in conducting meetings
were in great demand.\textsuperscript{124}

He goes on to point out that the importance of the committee in
power relations cannot be overstressed. He cautions, however, that
while it is important to stress the fluidity of committee structure,
it must be pointed out that there is a stable base of personnel who
are seen time and again in a variety of committee meetings. Also, he
points out, most of the top personnel of the power group are rarely
seen at meetings attended by the associational understructure person-
nel. The exception seemed to be when a project was broad enough so
that the "whole community needed to be brought in on the matter."\textsuperscript{125}

What happens when projects are originated outside of the policy-
determining group? According to Hunter, these projects are often
allowed to proceed with a "tentative blessing" of a few of the men
of decision if their interests and dominant values are not threatened
by the proposed activity. It appeared, in these cases, that if such
a project went sour the men of decision could not be blamed.\textsuperscript{126}

In treating the communication between the decision-level group
and the average citizen, Hunter says, "the contacts with the average
citizen must be limited, but there must be channels of interaction
open for decisions to flow down, and for issues to rise, at times,

\textsuperscript{124}\textit{Ibid.}, pp. 88-89.
\textsuperscript{125}\textit{Ibid.}, p. 90.
\textsuperscript{126}\textit{Ibid.}, p. 94.
from the underlying population. These channels are open through the institutions and associations.127

Hunter was able to rate the power personnel of the city he studied in the following manner:

First: Industrial, commercial, financial owners and top executives of large enterprises;

Second: Operations officials, bank vice presidents, public-relations men, small businessmen (owners), top-ranking public officials, corporation attorneys, contractors;

Third: Civic organization personnel, civic agency board personnel, newspaper columnists, radio commentators, petty public officials, selected organization executives;

Fourth: Professionals such as ministers, teachers, social workers, personnel directors, and such persons as small business managers, higher paid accountants, and the like.128

The above researcher places emphasis on the interpersonal relationship in connection with the wielding of power and refers to power as the ability to summon the services of others.129

In discussing the relationships of public politics and private politics Hunter concludes:

There is a very thin line between the two categories as they were observed in the study

127 Ibid., p. 107.
128 Ibid., p. 109.
129 Ibid., pp. 161-162.
of power relations in Regional City. In
the normal course of events the actions of
private citizens, at least on a policy-making
level of power, are almost indistinguishable
from those of formally designated officials.
The dual relationship between government and
economic operations tends to blur into one
process . . . . The formally elected officials
may clear with private citizens on matters of
political significance without taking into
account the wishes of a majority of the
population.130

He also concludes that at the level of administration of policy
there is a difference. He writes as follows:

In the realm of administration of policy
the lines of differentiation are more pro-
nounced than they are in the policy-making
process. When responsibilities are defined
the bureaucratic structure of government
tends to a consistency of operation. But
even here informal influences are operative
and the most rigid bureaus are capable of
some flexibility of program.131

In regard to the often heard opinion that policy decisions by
power people is an undercover scheming, Hunter contends this notion is
a "functional illusion" except in the area of organized crime. He
concludes that men of power usually operate openly with other men of
power and on even terms. Even though men of power know that the
manipulation of various factors in the community is to their advantage,
their relations with the different parts of the community are not ones
of deceit, primarily, but relations of value agreement.132

130 ibid., p. 171.
131 ibid., pp. 171-172.
132 ibid., p. 180.
The above researcher found what he termed the "principle of unanimity." In other words, once policy has been finally formulated by the leadership in the community, there is a demand on the leaders' part for strict conformity of opinion. Decisions are made in an unhurried manner with plenty of opportunity for discussions, particularly among the top leaders. However, when the time for discussion is past and the time for action arrives and the "line is set" there is no room left for differences. As Hunter says, "Pressures are put upon dissenters, and the project is underway."\textsuperscript{133}

Hunter makes several observations in regard to power manipulation. One of these observations deals with personal aspects. In his words, "When an individual is being excluded from affairs the gossip may reach a low plane. . . . When private investigation turns up evidence of moral laxity, in some manner the word gets around. In like manner the word gets around concerning the merits of a man who is on his way up."\textsuperscript{134}

Another observation is that control of expenditures is a technique of power manipulation. Closely allied to the latter technique is the exercise of control over credit from the largest industrial borrower to the smallest individual needing credit.\textsuperscript{135}

Hunter maintains that "all activities described in power relations

\textsuperscript{133}Ibid., p. 181.
\textsuperscript{134}Ibid., p. 204.
\textsuperscript{135}Loc. cit.
are politics, if one correlates policy with politics. He then presents the following analysis of the elements and dynamics of politics:

1. Networks of influence, clubs, private wires, right address.
2. Newspapers that print only that which is "fit to read."
3. News reels that show no news, only horse races, beauty contests, train wrecks, and screwballs.
5. A good share of the world's goods.
6. Playing two factors of a party, or two parties, on contributions.
7. Farming out defeated candidates in sympathetic county or ward jobs until the heat's off, then back on the public payroll.
8. Building a little business on the side if you are a "public servant."
9. Letting the "practical boys" "buy in."
10. Freezing out the opposition.
11. Calling that which is unacceptable "dynamite."
12. "Public relations" in a business setting, "smart politics" in a public meeting.
13. Agreeing from the top down, on the "line."

136 Ibid., p. 205.
14. Use of the government as a vast clerical agency, administrators as clerks, to enforce by police powers if necessary a balance of power.

15. Contacts and contracts.137

In discussing how the professional of the under-structure gets a program of action approved Hunter writes:

The professional who is trying to get a program of action approved by the power interests must be aware of the facets of the situation which in his opinion call for cautious handling. Often, however, this activity becomes so much a part of the way of action of an individual that many of the principles of his profession are forgotten or rationalized into something entirely different from what they might have been in the beginning. The highly competent social scientist, too long inured to the practical way of action, may become an instrument for the distortion or supression of social facts, if his bread and butter depend upon such distortion.138

This same researcher sheds some light on the problem of working at the "grass-roots" level in a community by pointing out that working outside of functional groupings and organizations and attempting to cut across lines of organization has often been unfruitful to community organizers who felt they must get mass support for their projects. He contends that organizational structure does not permit such fluidity. He further suggests that perhaps it is a vain hope to expect to organize unorganized individuals on a scale that is community wide as some early

137Ibid., pp. 205-206.
138Ibid., p. 239.
experiences have indicated.\textsuperscript{139}  

In relation to the problem of combatting or at least influencing the power groups, Hunter holds forth some hope and suggests that individuals who are not at the level of policy decision find ways of having a voice in determining who should be at the top. He makes it clear, however, that if this is to be done, proper attention must be given to structural arrangements of power in the community.\textsuperscript{140}

Even though Hunter admits that power structures exist and that power persons make policy decisions for a community and hypothesizes that a power structure is needed, he concludes that it is necessary for the citizenry to be fully aware of who their real leaders are if basic issues in a community are to be adequately met. If this is not true, he suggests, responsibility for decisions not meeting the expectations of underlying groups cannot be properly placed.\textsuperscript{141}

\textbf{Northwood.}—After studying leaders and non-leaders in relation to expertness as judges of facts and opinions held by members of the community of which the leaders and non-leaders were a part, Northwood concluded:

1. Expert judges of group norms and population scores more often than poor judges will occupy the key positions (roles, offices)

\textsuperscript{139}Ibid., p. 255.  
\textsuperscript{140}Ibid., p. 260.  
\textsuperscript{141}Ibid., p. 261.
in the communications system of the unit of social organization about which the estimates are made.

2. The more relevant (specific) the fact or opinion is to the population being estimated, the more likely is the expert judge to be a participating member or leader in that population.

3. Expert judges of community facts and opinions relevant or not relevant, participate in community organization to a greater extent than do other citizens of the community, but not to a greater extent than the formal leaders and office holders of the community.

4. Experts are not so intensely involved in organizations as leaders. They take a lesser role in the management of these organizations through cliques. They are somewhat removed from policy making while still being part of the organization.142

Roucek.—In this article Roucek discusses some of the "power" aspects of political behavior. His observations are important to the present study because the school administrator must work with a school board which is a political arm of the state. In some instances, as later chapters of the present study will show, the candidates to fill vacancies on the school board are selected by the committeemen of the two major political parties. It is also important because of the insights it

presents into the characteristic and use of power.

In discussing power in general, the above writer says:

Power is the fundamental concept in social
science, "in the same sense in which Energy is
the fundamental concept in physics." Like energy,
power has many forms, such as wealth, armaments,
civil authority, and influence on opinion. No one
of these can be regarded as subordinate to any
other, and there is no one form from which the
others are derivative. Wealth may result from
military power or from influence over opinion,
just as either of these may result from wealth.
Again, propaganda, if it can create an almost
unanimous opinion, can generate an irresistible
power; but those who have military or economic
control can, if they choose, use it for the
purpose of propaganda.\textsuperscript{143}

Roucek points up the difficulty of studying state power when he
writes:

The actual methods of the utilization of
state power are, however, seldom analyzed and
openly discussed. In the public mind, the
concept of "power" is identified with such
terms as "force" and "violence," and the
average citizen who is asked to be patriotic
and civic-minded on the basis of lofty princi-
ples and slogans, does not like to be reminded
of the nakedness of power. As a result, various
aspects of state power have been treated simi-
larly to the problem of sex - often thought
about but not discussed openly in "nice compa-
ny."\textsuperscript{144}

\textsuperscript{143}Joseph S. Roucek, "Political Behavior As A Struggle for Power,"
this passage Roucek is quoting Bertrand Russell.

\textsuperscript{144}Ibid., p. 345.
CHAPTER III

METHODOLOGY OF THE STUDY

I. Development of the Research Plan

The present study had its roots in research carried out by the School-Community Development Study, the Ohio Center for the Cooperative Program in Educational Administration at The Ohio State University. As was pointed out in Chapter I, the above research indicated that the area of Working with Community Leadership to Promote Improvements in Education was an area of critical behavior in educational administration. The results of the above research also indicated that further research in this area was needed.

Clarification of the Problem.

A careful and extensive review of the methods, techniques, and findings of other researchers was made. The particularly pertinent research was summarized and discussed at some length in Chapter II. After much deliberation and study, the problem to be treated by the present study was delimited to the relationships that executive heads establish and maintain with members of the power structure. At this stage of the study much help was received from the writer's advisory committee and staff members of the Center for Educational Administration.
Selection of the Research Method.

Four studies had been made in an attempt to locate behaviors that could be categorized under the area of Working with Community Leadership to Promote Improvements in Education. These studies indicated the possibility that this area could not be adequately researched by following the administrator during the time he was on the job in school.

One method of study which occurred to the present researcher, but which was dismissed as impractical, was to follow the administrator during all his waking hours for several days. It was felt that many situations would arise in which the researcher would not be welcome and the time necessary to accomplish the research by this method appeared to be greater than could be expended.

Another possibility that was considered was to have selected administrators keep a diary of activities pertinent to the problem. This was ruled out for several reasons. One reason was that the reliability of this method was questioned. The subjects would have been alerted to what the research sought to discover and there would have been opportunity for the subjects to put themselves in as good a light as possible. Another drawback seemed to be the time it would take for the administrator to keep a lengthy diary. Even if the diaries were kept there would remain the problem of verifying the power structure in each school district.

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1John Hartzler; Odean Lot Hess; David Seward Rosenberger; and Dean O. Clark, op. cit.
The questionnaire was considered as an alternative but was ruled out on several bases. One was that power and power structure was too delicate a subject to attempt to elicit information regarding it by means of a questionnaire. Also, the problem of verifying results posed a problem. A second reason for ruling out the questionnaire was the small number of returns often experienced when using this instrument.

After much casting about and deliberation, the structured interview was decided upon as the method to be used. There were several characteristics of the interview which seemed to indicate this method would be appropriate for use in the study.

Even though the interview places heavy reliance upon the validity of verbal reports, there is flexibility of opportunity to obtain information. The interviewee can be observed as he responds to questions and cognizance can be taken of the manner in which the interviewee responds. The tone of voice, the emphasis, the facial expression, the epithets of the respondent all aid in interpreting the responses. These items also provide leads for further questions.²

The interview also provides an opportunity to correct any misinterpretations by rephrasing the questions. This fact appeared to be

of inestimable value in dealing with such a sensitive subject as power and influence.  

The interview provides opportunity for following up not only contradictory statements but also opportunity for following up leads of which the researcher might not have been aware. Also, the respondent's report can be challenged to obtain more valid information.  

Jahoda and others consider the interview an appropriate technique for obtaining information about complex, emotionally laden subjects and for going beyond public attitudes to more private feelings. This characteristic of the interview appeared to be important during the formative stages of the research and was actually found to be so during the field-research stage.

Still another advantage of the interview over some other techniques is the possibility of creating a permissive situation in which the respondent is free to express feelings or to report behaviors which are often disapproved. This appears to hinge on the fact that in an interview the interviewee can explain statements and also on the fact that a person is inclined to be hesitant in putting onto paper responses dealing with socially taboo or socially controversial issues.  

Good, Barr, and Soates point out several advantages of the interview

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technique over other techniques. Among these advantages are:

1. People often do not wish to put confidential information into writing;

2. Respondents quite often want to see who is getting the information and receive guarantees as to how it will be used;

3. Some people need the stimulation of personal contacts in order to be drawn out;

4. When dealing with complex material where developments can and are apt to proceed in any direction, a definite instrument cannot be prepared;

5. The interview allows the researcher to gain some impression of the respondent and perhaps to "read between the lines" things that are not actually stated;

6. The interview can often be used to give information and thus develop certain attitudes on the part of the respondent.7

II. Selection of Subjects

Counties.

Two basic considerations applied to the selection of counties in which to work were:

1. A sufficient number of local school districts to indicate a probability of obtaining a usable sample after application of other criteria;

2. Counties that had large metropolitan areas in addition to counties that had few large metropolitan areas, or in other words, counties having large amounts of industry and others having large amounts of agriculture.

Other considerations were:

1. Counties could be reached economically from two natural bases of operation Columbus, Ohio and Youngstown or Salem, Ohio. This consideration took on less importance when the Center for Educational Administration agreed to pay travel costs. The above considerations yielded nine possible counties having one hundred and one local school districts;

2. Permission of the county superintendent to conduct the study. Only one county superintendent refused permission thus reducing the counties that were further considered to eight.

**Local School Districts.**

Certain criteria were applied to the ninety-seven possible local school districts remaining after obtaining the county superintendents' permission. These were as follows:

1. The local school district had a well defined population center, generally an unincorporated or incorporated village, but was not the suburb of a large city and had:
   
   a. A local bank, or
   
   b. A local newspaper—a weekly in all situations studied—, or
   
   c. Both of the above.
In order to determine whether there was a bank or newspaper in the school district, two standard references were consulted. In relation to banks the reference used was American Bank Reporter, Spring Edition, 1953. (Atlanta: Bank Reporter Incorporated) 1953. The publication used to locate districts having local newspapers was N. W. Ayer and Sons, Directory Newspapers and Periodicals. (Philadelphia) 1956. These two sources also provided the researcher with the names of the bankers and the owners and editors of the local newspapers prior to arriving in the communities.

In all districts studied the central village was at least nine miles from any city. The city nine miles from the one village had a population of only 11,800.8

2. At least twelve grades of schooling were provided within the district.

3. The executive head:
   a. Had been in the present position in the district for at least two years;
   b. Spent most of his time in administration, that is, he taught no more than two periods per day. Data regarding this criterion were gathered from the annual reports of the executive heads on file with the State Department of Education.

4. The executive head had not participated in Rosenberger's study of executive heads.9


9For a description of this study see page 37, Chapter II.
5. The executive head gave his permission for the study.

**Justification of the Criteria.**

The criterion regarding population centers was applied on the judgment that power persons could be more easily identified in situations where there was some degree of community-mindedness. Also, a study of the related literature and research indicated that the bankers and editors could be expected to be a part of the power structure. If not a part of the power structure, it appeared that the bankers and newspaper editors or owners would serve as valuable informed persons.

The restriction relative to not being a suburb was included on the basis of the judgment that the power structure of the city might unduly influence the suburb. It is a known fact that people residing in the suburbs of a city quite often use the suburb as a "bedroom and community" and have many of their interests and allegiances in the parent city. In the present study an attempt was made to eliminate this complicating factor as much as possible.

The criterion of having twelve grades of schooling provided within the district was applied because of the keen interest citizens seem to have in respect to the local high school in contrast to elementary schools. This interest appears to be in two distinct areas, namely: athletics and the impression the graduates make on local businessmen. A further reason for limiting the districts on this basis was that one of the recurring problems involves consolidation of small school districts. In attempting to carry out school district consolidations the location of the high school for the newly created district is more
often than not the most emotion laden problem that must be solved. Since issues were to be used in the study and since school district reorganization is widespread in Ohio at the present time the researcher reasoned that limiting the districts to those having twelve years of school would provide more opportunities for dealing with issues.

School districts were limited to those in which the executive head had been there for at least two years to insure that he had had time to become familiar with the power pattern. It is a well known fact that in most instances an executive head is "imported." It is also a well known fact that the executive head is often not of the community but merely in the community. ¹⁰ It was felt that an executive head would need time in which to become aware of the power structure and to establish relations with power persons.

In applying the criterion of teaching no more than two periods per day, the present researcher was attempting to provide some assurance that the position of executive head in each situation studied was primarily an administrative one. It was believed that an executive head whose duties were predominantly administrative would be more apt to have an opportunity to study the power structure than would one whose duties were largely teaching. Also, the present researcher set out to study administrators - not teachers.

The executive heads who participated in the Rosenberger study were

¹⁰See W. W. Charters, Jr., op. cit., p. 275. This is reported and quoted on page 50, Chapter II of the present report.
ruled out primarily on the grounds that favors should not be asked repeatedly of the same persons.

The permission of the executive heads considered as appropriate subjects of study was included primarily as a courtesy to the executive heads since the approval of the county superintendent had been obtained prior to contacting the executive heads. Secondarily, since the cooperation of the executive head was necessary to the successful completion of the study, the researcher sought the guarantee of this cooperation by giving the executive heads a chance to refuse permission if they did not desire to cooperate. Six of the twenty-nine executive heads contacted failed to grant permission.

The application of all of the criteria discussed in this section reduced the original number of executive heads considered from one hundred and one to twenty-three. The specifics of the reduction of sample were reported in Chapter I.

Effectiveness of Executive Heads.

The present writer is aware of many factors, traits, and behaviors that have been indicated as measures of administrative effectiveness. The basic problem here was to obtain some method of arriving at a measure of effectiveness within the time available. The writer is not aware of any instrument which combines most of the factors that have been found or hypothesized to be pertinent to effectiveness in a form that can be applied within the time limitations of this study. It was with full knowledge of certain limitations that judged overall
effectiveness was used in the present study.

Even though the use of judged effectiveness has limitations, this procedure can be justified to some extent. Good and Hatt recommend that the design of any rating technique must always consider the existence of three elements: the judges who are to do the rating, the phenomena to be rated, and the continuum along which the rating will take place. In addition, they point out it must be assured that the judges, the subjects, and the continuum are logically related.\(^{11}\)

These writers maintain that pooled judgments, in general, increase the accuracy of any rating scale.\(^{12}\)

It appears to the present writer that the above criteria have been met to an acceptable degree. The judges were competent to judge the executive heads since they were professional persons and included professors of educational administration from two state universities, selected members of the State Department of Education, selected staff members of the Ohio Education Association, and the executive secretary of another professional education organization. The judges were asked to rate only those executive heads with whom they were professionally acquainted. It should be pointed out that the individuals used as judges are, in their professional capacity, continually called upon to judge the effectiveness of school administrators.


\(^{12}\)Ibid., p. 256.
In the judgment of the writer, the second criterion was met since administrative effectiveness of executive heads appears to depend upon many factors and competencies or perhaps on a constellation of them. To be able to say that any one or several, easily located and measured competencies, behaviors, characteristics, or factors can be applied to an individual executive head with a resulting determination of effectiveness having unquestioned validity appears to be unjustified at the present time. It was the judgment of the present researcher and his advisor that probably a large number of criteria would be applied by the various persons rating the executive heads submitted to them.

The continuum along which the executive heads were to be rated ranged from "one of the most effective" to "one of the least effective." Each judge was to rate only those executive heads whom he had checked as "know well enough to judge." Since the working sample for the study was drawn from the two extreme positions, the most effective and the least effective, and only four positions were called for, little dependence was placed upon the ability of the judge to make fine differentiations. The two middle groups of executive heads were discarded.

The judges, the phenomenon to be considered (administrative effectiveness), and the continuum along which the ratings were to be made, (from the most effective to the least effective) were logically related. Experienced administrators and professors of educational administration were judging other administrators in an area where they, as outstanding administrators and holders of responsible and respected positions in
relation to administration, must be presumed competent.

The use of judged overall administrative effectiveness may also be supported by the fact that the four research projects\textsuperscript{13} out of which the present research grew were based upon this method. Since the present research is intended to extend beyond these four research projects it seems logical to use the same method of arriving at effectiveness.

The forms, directions, and letters sent to the judges are shown in Appendixes I, II and III.

In order to help the investigator maintain objectivity in gathering and processing data, the results of the balloting by the judges were not made known to the investigator until all of the data had been collected and processed. The checked ballots from the judges were returned in sealed, self addressed envelopes to a member of the staff of the Center for Educational Administration. This staff member, in conjunction with two assistants from the Center chose the subjects used in the project. The subjects were chosen by a code number which had been assigned, since the judges were directed to tear off and destroy the part of the form containing the names of the executive heads submitted for judgment. In the preparation of this report the code numbers have been changed from the original numbers to insure the anonymity of all executive heads involved.

\textsuperscript{13}Dean Lot Hess, op. cit.
Dean O. Clark, op. cit.
David S. Rosenberger, op. cit.
John E. Hartzler, op. cit.
Balloting Results.

The results of the balloting are shown in Table 1. Due to the results of the balloting only six usable executive heads emerged even after forcing the judges' choices by going one step above or below the indicated quarter of judgments on the check sheets in some instances. One of the difficulties appeared to be due to the fact that not enough of the executive heads were known to a large number of the judges.

A total of thirty-five forms for judging effectiveness were sent out, thirty-five were returned. Of those returned, twenty-four were usable.

An index of effectiveness was calculated for the executive heads used in the study. This index was determined by multiplying the number of judgments in each quarter by the quarter number, adding the products obtained for each subject, and dividing by the total number of judgments made for each individual. The index is an average quarter rating. The larger the index, the less effective is the executive head. The indexes are shown in Table 2.

III. The Pilot Study

As explained briefly in Chapter I, a pilot study was conducted. The pilot was run primarily for the purpose of testing the instruments, developing and sharpening the interview technique, and testing the appropriateness of the entire approach to the problem being studied.

One of the findings in the pilot study was that the information sought regarding the power structure could be obtained by the methods
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<td><strong>54</strong></td>
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TABLE 2
QUARTER RATINGS OF THE SAMPLE SELECTED AS A RESULT OF BALLOTING AND INDEXES OF EFFECTIVENESS

<table>
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<tr>
<th>Executive Head Code Number</th>
<th>Quarter 1</th>
<th>Quarter 2</th>
<th>Quarter 3</th>
<th>Quarter 4</th>
<th>Index</th>
</tr>
</thead>
<tbody>
<tr>
<td>S-3</td>
<td>8</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>1.00</td>
</tr>
<tr>
<td>S-4</td>
<td>5</td>
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<td>0</td>
<td>1.29</td>
</tr>
<tr>
<td>S-1</td>
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<td>4</td>
<td>0</td>
<td>0</td>
<td>1.50</td>
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<td>S-2</td>
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<td>0</td>
<td>1</td>
<td>3</td>
<td>3.75</td>
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</tbody>
</table>

* Executive heads judged to be more effective are listed above the dotted line in descending order of judged effectiveness. Executive heads judged to be less effective appear below the dotted line in descending order of their judged effectiveness.
used. Probably the most important finding was that by starting with such terms as "leader" the researcher could, in many instances, gradually shift the discussion to concepts such as "power" and "influential persons."

A third finding was that in several instances when the researcher began dealing with the indicated power persons, information regarding other power persons was difficult to obtain. At this point it was decided to modify the procedure for obtaining peer ratings among the top power people. Those persons indicated as top power people were asked merely to name the five or six most influential people in the district in the same manner as were other respondents. When this change had been made the peer ratings were obtained.

The modifications indicated by the pilot study were incorporated into the instruments and techniques as used in the field research.

IV. Interviews

Sequence.

During the planning phase of the project it was suggested in a meeting with the entire staff of the Center for Educational Administration that the interviewing should not begin with the executive head but that he should be interviewed near the end of the visits to each school district. This recommendation was carefully considered but was partially rejected on the following grounds. Since most of the school districts used in the study had as their center a village, it appeared very likely that news of what was being asked would spread
rapidly. If this were to happen, and later experience in the field confirmed that it did in some instances, it appeared that the executive heads would have time to prepare answers and such preparation would tend to give false results. The writer makes this statement with no adverse reflection intended in relation to executive heads. It appears to be a natural tendency to desire to make as good a showing as possible especially when they believe that they may be expected to know the information being sought. Because of the above considerations, the County Superintendent of Schools was the first person interviewed in each district and this interview was followed one hour later by the interview with the executive head. Also, by interviewing the county superintendent first, much needless travel was eliminated in many instances and the existence of subjects taboo for discussion by an outsider were located and thus avoided.

Following the interview with the executive head, board members and other community members were interviewed. By plotting the number of times a person was mentioned as a power individual after interviewing the county superintendent and several board members, those individuals who seemed to be the most likely top five or so power persons were left until almost last to be interviewed.

The last person interviewed in each case was the county agricultural extension agent. The extension agent proved to be a good sounding board against which to check the researcher's results since the extension agent is widely accepted by rural people and generally has had experience in working with local leaders.
Interview Procedures.

A set of questions was devised for each of the various categories of people to be interviewed. The various categories were: county superintendent, executive head, board members, informed persons and top power people. While the schedules containing the questions were always readily available, they were seldom referred to since the questions had been memorized and were reviewed just prior to each interview.

It was discovered early in the study that the precise order of questions could not always be followed since respondents often gave answers to questions before they were asked. In some instances information not actually being sought was volunteered and a note of this information was made if it appeared that the information would help the researcher to understand the relationships being studied.

The researcher generally did not begin an interview by dealing directly with the research problem. He introduced himself by name and indicated that he was from The Ohio State University. He then most often involved the interviewee in some light conversation calculated to be of interest to the interviewee. This technique got the prospective respondent to talking and served to establish rapport. The researcher realized that he was an outsider seeking information about a delicate subject.

14The interview schedules are reproduced in Appendixes VIII through XII.
After the preliminary conversation the researcher indicated the nature of the research in general terms indicating that the study sought to discover how executive heads worked with community leaders. The interviewee was assured that permission for the study had been obtained from the county superintendent and the local executive head. It was also stated that the researcher had interviewed both these individuals. The interviewee was also told that the present study was a continuation of research that had been going on for over five years. The researcher also insured the respondent that his contributions were valuable and necessary. At this point nearly every interviewee indicated a willingness and in many instances an eagerness to participate.

As soon as the interview had turned to the subject under study, the respondent was assured that all information would be held in the strictest of confidence and that no names of people or school districts would be revealed in the final report of the study.

At the beginning of each interview the color terms of "power", "power structure" and "influence" were avoided and the milder terms of "leader" and "real leader" were substituted. In many instances the respondents used such terms as "influential," "powerful person," and the like, in describing individuals.

Notes were generally taken in brief form during the interview. In general, there were no visible objections to the researcher taking notes. In several instances, however, the respondent remarked "you don't have to write this down but -- --." In those cases a mental note
was made of the comment and the comment was entered into the written
notes after leaving the respondent and before interviewing the next
person.

Determining Power Persons.

A thorough study of the research of Wilson\textsuperscript{15} and Hunter\textsuperscript{16} provided
certain criteria useful in determining the power people. The criteria
actually employed in the present study were:

1. The number of times "informed" persons indicated the
   individual was a leader or power person;

2. Position in reference to informal or organized groups;

3. The degree to which action taken on issues indicated
   possession or exercise of power;

4. The extent of influence, that is; whether it was county
   wide, local with extensions, or local;

5. The extent of property and other wealth of the individual.

The number of times the individual was named as a power person was
justified on the basis that if people said they were leaders and indi-
cated their leadership was followed, that individual was a leader to at
least some people.

The position an individual held in relation to informal or organ-
ized groups was justified on the basis that this position was indicative

\footnotesize{\textsuperscript{15}Craig Wilson, op. cit.}
\footnotesize{\textsuperscript{16}Floyd Hunter, op. cit.}
of a means of transmitting the person's views, wishes, and ideas.

Among the informal groups considered were:

1. Kinship group,
2. Common business or professional interests,
3. Similar views about and/or similar action taken in relation to major school or civic issues.
4. Those having similar or same socio-economic status.

Among the organized groups considered were the church, fraternal orders, service clubs, political councils, boards or commissions, political parties, and private boards, committees, and councils.

The criterion regarding the degree to which action taken on issues indicated the possession and exercise of power and influence was included on the basis that power must be manifested through action. This action may be direct and overt as well as indirect and covert. This criterion also made it possible to determine whether or not the candidate for power did actually have power.

The criterion of extent of influence was included on the assumption that a person who had county-wide influence had a greater power potential than did an individual whose influence was local with extensions beyond the local community. In a like manner, it was assumed a person whose influence was local with extensions had a greater power potential than did an individual whose influence was strictly local.

The criterion of property and other wealth was included because all previous studies examined by the writer indicated these two
items were, more often than not, associated with power and influence.

The charts which summarize the data gathered in locating power persons are included in Chapter IV along with the other findings of the study.
CHAPTER IV

ANALYSIS OF DATA CONCERNING THE SCHOOL DISTRICTS, THE POWER PERSONS, AND THE POWER RELATIONSHIPS OF THE EXECUTIVE HEADS

While the six school districts differed in many aspects, there was one paramount factor common to all. Each school district contained one incorporated village as the primary concentration of population. In each district the incorporated village served as a trading and communication center for the people within the school district. All of the people in all of the school districts had electricity and telephone service available and each central village contained a branch of the United States Post Office. All high schools of all districts studied were chartered by the State Department of Education of Ohio as class one high schools. The high school of district four was the only high school accredited by the North Central Association of Colleges and Secondary Schools.

School District One

This school district is located in a county that is predominantly agricultural and whose population stands at approximately 30,000.¹

¹All population data are from The World Almanac and Book of Facts for 1957 (New York: The New York World-Telegram, 1957).
Services.

The central village of the school district has the following services available: local bank, public water system, a grain elevator and feed mill which is a locally controlled cooperative enterprise having a board of directors and a hired manager, the Farm Bureau Cooperative, a village council, a volunteer fire department, two fraternal orders, the Grange, several churches, and a business association functioning in a manner similar to a chamber of commerce.

The central village is nine miles from a city having a population of approximately 12,000.

Enrollment and Faculty.

The schools of the district enroll approximately three hundred children in the elementary grades and two hundred and seventy-five in the high school for a total of approximately five hundred and seventy-five children enrolled in school. There are eleven elementary teachers and eleven high-school teachers.

Financial.

The total valuation for the district is approximately $4,700,000 and the valuation per pupil is approximately $8,850. The total tax

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2All enrollment figures are rounded off to the nearest five pupils and are based upon State of Ohio Department of Education, Educational Directory, School Year 1956-1957.

3All financial data are based upon Ohio Education Association, "Average Daily Membership, Total Valuation, School Tax Rate, and All Purpose Tax Rates in Ohio School Districts," Research Report, Vol. XI (March, 1957). The valuation per pupil was calculated.
rate for schools is 15.20 mills and the total tax rate for all purposes is 24.40 mills.

**Condition of Plant.**

The high school plant is old and in need of repair and general renovation. The desks are old fashioned and screwed to the floor. The executive head's office is poorly equipped and very unattractive. A bond issue has been passed for elementary school additions and a new high school. When the bids for the contemplated construction were opened the bids exceeded the architect's estimates by a substantial amount.

**Curriculum.**

The curriculum appears to be a strictly traditional, subject centered one. The executive head expressed the judgment that the program is very weak in science. He also contended that the school does a good job in the area of college preparation. Some non vocational home economics are offered as is vocational agriculture. Farmers' adult classes are being given under the direction of the vocational agriculture teacher. The choice of subjects seems to be definitely limited. There are no indications of any of the newer methods of curriculum organization. It should be pointed out that no extensive nor intensive study was made of the curriculum or teaching methods. Also, in fairness to all concerned, it should be pointed out that there are quite a few teachers in the system who have only normal school training.
Uniqueness.

District number one has a history of two prior consolidations and a number of respondents, including the county superintendent, indicated there was much bitterness in some segments of the school district because of the difference in the wealth of the two districts involved in one consolidation. Another uniqueness is the fact that the school district is located in a corner of the county.

Recent and Current Issues.

The current educational issue is how to solve the problems arising out of the fact that bids for additions and improvements exceed the money voted upon. The ballot specified the manner in which the money was to be spent. The school board is faced with at least two alternatives: (1) to use the money already voted upon to do as much as possible provided such action can be accomplished legally; or (2) to go to the voters for additional money. There appears to be a major split among community members regarding this issue.

The only outstanding non-school civic issue located was a proposed flood-control dam recommended by United States Army Engineers. It is claimed that the proposed dam will eliminate much of the largest village in the school district and will also inundate a large area of fertile farm land thus drastically reducing the tax duplicate.

The Power Persons As Identified by Researcher.

In school district one, the researcher identified four men who stood out as the top leaders or power persons. The code numbers of
these four individuals are 1-L-2, 1-L-3, 1-L-4, and 1-L-8. Table 3 presents the data used in determining the leaders.

Throughout the report all power people have been identified by a code consisting of two numbers and a letter. The first number of the code represents the school district in which the person resided. The letter "L" stands for "leader" to differentiate the power people from other individuals referred to. The second number is a code for a specific individual and was arrived at by numbering all of the individuals who were referred to as power persons during the field research. As an example, 1-L-1 is leader or power person number one in school district number one. The letter "S" has been reserved for the executive heads. S-1 would be the executive head of school district number one. This code designation is different from that used when obtaining judged effectiveness. Only the writer knows to what individual a specific code number refers.

Leader 1-L-2 was mentioned six times as being a leader or person of influence. He is a wealthy farmer and large land owner. Two of the top leaders said 1-L-2 is a leader. Four respondents judged his influence as being local while two judged his influence as being local with extensions.

As stated previously, the construction of a dam was a vital community issue. All information obtained showed that this leader is opposed to the dam. Information also suggests that 1-L-2 at least did not actively oppose either consolidation. In relation to the recent school bond issue, the position of this leader is not clear.
### TABLE 3
**CHART FOR LOCATING POWER PERSONS - DISTRICT ONE**

<table>
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<tr>
<th>Code Number for Individuals</th>
<th>Number of Times Mentioned</th>
<th>Influence Local</th>
<th>Influence Local With Extensions</th>
<th>Influence County-Wide</th>
<th>Mentioned by Apparent Top Five</th>
<th>Controls a Service</th>
<th>Old Family</th>
<th>Owns a Business</th>
<th>Owns Wealth and Property</th>
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</table>

* Top leaders are above the broken line and less power people below it.*
Some respondents feel he opposed it while others are positive that he backed it.

Leader 1-L-3 was mentioned fourteen times by respondents as being a leader or person of influence. He is a man nearly 80 years of age who is a member of one of the old families in the district. At one time he owned and operated a business and at the time of the study was the power behind the local bank. No respondent judged his influence as strictly local but ten respondents placed his influence as county wide and four as local with extension. He is a man of wealth with large real estate holdings. Top leaders mentioned him two times as a leader. His influence was reported by many respondents as being felt both on civic and school issues. In addition, 1-L-3 had been a member of the county board of education and the county board of health.

Some of the remarks of respondents suggest the position 1-L-3 holds and the respect others have for him. A few of these remarks are presented.

In speaking of 1-L-3, 1-L-8 said, "1-L-3 is an outstanding individual in every respect." Another person remarked, "1-L-3 is very influential and very level headed. When 1-L-1 and others get out of hand, 1-L-3 settles them." 1-L-1, in this case, was one of the controversial secondary level leaders. One of the county extension agents described 1-L-3 as a wheel horse in community affairs. Another respondent described 1-L-3 as heading about everything and being a witty, congenial, wonderful man.
Not every respondent spoke favorably of 1-L-3, however. One individual whose father had apparently been a power person criticized 1-L-3 for being more interested in seeing the cooperative grain elevator return six per cent on investments rather than in providing services to local farmers. He also pointed out that great pressure had to be brought to bear on the elevator board to get the services. 1-L-3 remained on the board of directors, however. 1-L-3 definitely opposes the building of the flood control dam. All indications point to this leader as supporting both school district consolidations. The general impression received by the researcher was that 1-L-3 supported the school bond issue the second time it was put to a vote. Some respondents feel this leader may have opposed the bond issue the first time it was voted upon in order to force further consolidations.

Leader 1-L-4 is also an older man from one of the oldest families in the district. Six respondents named 1-L-4 as a leader and influential person. Four persons reported that his influence is county wide and two that his influence is local with extensions. No respondent suggested that his influence is local only. It was discovered that 1-L-4 is wealthy and owns a rather large amount of real estate which is both farm land and business property. At one time this individual had owned and operated a local business but has retired from active participation in this business. 1-L-4 is active in the Farmers Cooperative and the Grange and had been a member of the county board of education but retired from the board. This leader had acted as a
resource person of the Rural Electrification Administration. He was also president of the local draft board.

In describing L-L-4 the following remarks were made. One informant described L-L-4 as being the patriarch of a large clannish family with extensive influence. Another described him as "aging, but still a leader to be reckoned with" and "an extremely civic-minded man." One of the school board members, an individual who was mentioned three times as a leader and person of influence, characterized L-L-4 as "jumps around too much - too many interests." L-L-4 definitely opposes the proposed dam. This leader claims he favored both school consolidations. During the interview he said, "I feared the consolidation would not take place." He also claims to have favored the bond issue and stated the bond issue failed the first time because many people wanted further consolidation and a new high-school building. This leader also voiced the opinion that people tend to forget the schools after they are out of them and do so particularly if they have no children in school. Respondents generally reported this leader was behind both consolidations and the bond issue.

Leader L-L-8 is a younger man and a prosperous farmer. This individual is the member of a large family. His uncle was described as being a top leader and an extremely influential man of the past. The uncle was apparently no longer active. L-L-8 was often characterized as a coming leader but not yet the top leader in the district. This individual was mentioned as a leader six times. His influence was described as local,
local with extensions, and county wide. Two respondents placed his influence in each of the above categories. l-L-8 comes from an old family. He has property and other wealth, some of which he inherited and some of which he obtained through his own efforts. This leader's real estate holdings are primarily in the form of farm lands. One of the other top leaders considered l-L-8 as a leader. l-L-8 is a member of the local school board.

The following remarks were made regarding l-L-8. One county extension agent said, "For over fifty years the uncle of this man was the power behind the throne but he has let the reins slip. His nephew (l-L-8) is taking over in his uncle's footsteps." One respondent remarked, "l-L-4 and l-L-3 are top leaders but l-L-8 is a close second. The family of l-L-8, in general, is a leadership family."

l-L-8 is opposed to the dam. This leader was behind the second school district consolidation and behind the school bond issue. As a board member he is pushing for a further consolidation involving this school district.

The Secondary Power Persons As Identified by the Researcher.

In school district number one, six individuals make up the sub-leaders or secondary leaders. These six individuals are referred to by code designations l-L-1, l-L-5, l-L-6, l-L-7, l-L-9, and l-L-10. Brief descriptions of these sub-leaders are given below.

Leader l-L-1 is a controversial individual. Three respondents reported he is a leader and influential person while three respondents
volunteered the judgment that he is definitely not a leader. There was no doubt that L-L-1 is active. When criteria other than number of times mentioned are considered, serious doubts arise as to whether L-L-1 actually exerts much influence at the decision level in the district. Two of four leaders previously described offered judgments that he has practically no influence. He owns no property and it was reported by two persons that he is in debt. L-L-1 supported the bond issue and favored consolidation. There were indications that the support for consolidation was based upon his desire to see better athletic teams. Some respondents considered that the effect of L-L-1 on the bond issue probably was not extensive since he is not a property owner or tax payer.

Leader L-L-5 was mentioned four times as being a leader and influential. This individual does have pecuniary wealth and real property. His influence was indicated as local with extensions by two respondents and as county wide by two respondents. In describing the influence of L-L-5 one school board member said he "is very influential in county affairs; he's a county commissioner. L-L-5 doesn't 'mess' in school affairs." The president of the school board provided the information that L-L-5 urged him to become a school board member and circulated his petition. L-L-5 is a member of two fraternal organizations in the district. He inherited money and has been in the community for a long time. In addition to the above, he comes from a large family and the entire family is respected throughout the community. Several respondents characterized L-L-5 as "intelligent", 
Individuals 1-L-6 and 1-L-7 are brothers. Both of these men were mentioned four times. Each of them has wealth which consists of fertile farm land and cattle. One interviewee described these individuals as "younger men lacking in experience but with a finger in all of the pies."

Leader 1-L-9 is a man of wealth and property who was mentioned as a leader four times. Two interviewees judged his influence to be county wide and two felt his influence was local with extensions. During the interview with 1-L-9 it was established that two brothers whom he characterized as local and county politicians came to him for discussion and opinions. Several of the people interviewed stated that 1-L-9 is now spending the winters in the West but that he is still highly respected.

The last secondary leader to be described is 1-L-10. This man is a member of the school board. He is also one of the younger men named as leaders and is a retired farmer who has taken a position with a manufacturing company in a nearby city. Three respondents mentioned that his influence is local and one judged that it is local with extensions. During the interview with the executive head it was reported that the county superintendent had once remarked that, "1-L-10 would not like that." This leader is a member of one of the older large families which was described as being a clan. The individual under discussion is considered to be the head of this family.

Five other individuals were mentioned at least two times. One of
these was described as being one of the younger men of the community who is rising as leader.

Interrelationships of Power Persons.

During the interviewing, attempts were made to establish whether or not certain top leaders tended to operate in groups. The researcher was consistently told that the top leaders tended to arrive at independent decisions. Even when top leaders were interviewed, it was found difficult to determine definite alignments of power. Perhaps definite alignments do not exist and then again, perhaps they exist but the researcher failed to locate them. The actual facts of the case cannot be definitely stated.

There are, however, certain types of relationships among the top leaders and the secondary leaders which were noted and these will now be discussed.

Leaders L-L-2 and L-L-3 belong to the same fraternal order. L-L-3 and L-L-4 were formerly on the county school board. L-L-3 and L-L-8 had formerly had the relationship of a county school board member and local school board member respectively. L-L-4 and L-L-8 are both active in the Grange. L-L-8 and L-L-10 are both members of the local school board. L-L-6 and L-L-7 are brothers and have an informal relationship with L-L-10 through common interests in cattle raising. Figure 3 shows diagrammatically these relationships. In all figures which show relationships the top power people are at the left of the diagram and the lesser power people are at the right.
FIGURE 3

INTERRELATIONSHIPS AMONG POWER PERSONS IN SCHOOL DISTRICT ONE

Top Power People

Lesser Power People

--- organized activities

--- informal activities

-- kinship ties

1-L-2

1-L-3

1-L-4

1-L-8

Local School Board

Gyange

1-L-10

Center Interests--Cattle

Interests--Cattle

1-L-6

1-L-9

1-L-7

External Order

Internal Order
A Comparison of Power Persons as Identified by the Researcher and Identified by Executive Head.

Table 4 gives the code numbers for the men identified as leaders by the researcher and by the executive head of school district one. It will be seen that the executive head identified as a leader only one man whom the investigation showed was a top leader. On the other hand, the executive head identified as leaders three of the five men located as lesser leaders by the researcher. In regard to the controversial leader, 1-L-1, the executive head identified him as a controversial leader and as probably being extremely influential among certain segments of the population of the school district.

Basis for Identification by Executive Head.

The executive head in this school district made a definite attempt to organize leaders to help pass a bond issue. A bond issue had been voted upon unfavorably a few months after the executive head was hired. He claimed that by working through and with the local school board he managed to identify certain community leaders. In attempting to locate the influential persons, the local superintendent of schools built a file containing the names of persons he considered could be helpful in gaining support for the schools. The researcher discovered that many of the people whom the executive head mentioned were the willing workers of the district rather than the power people.
<table>
<thead>
<tr>
<th>Identified by Researcher</th>
<th>Identified by Executive Head</th>
<th>Percentage Identified by Executive Head</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Top</td>
</tr>
<tr>
<td>1-L-2</td>
<td>1-L-2</td>
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</tr>
<tr>
<td>1-L-3</td>
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</tr>
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<td>1-L-1</td>
<td>1-L-1</td>
<td></td>
</tr>
<tr>
<td>1-L-5</td>
<td>1-L-5</td>
<td></td>
</tr>
<tr>
<td>1-L-6</td>
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<td></td>
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<td>1-L-7</td>
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<td></td>
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<tr>
<td>1-L-9</td>
<td>1-L-9</td>
<td></td>
</tr>
<tr>
<td>1-L-10</td>
<td>1-L-10</td>
<td></td>
</tr>
</tbody>
</table>

* The top leaders are above the broken line and the lesser leaders are below it.
Relationships Existing Between the Executive Head and Power Persons
Identified by Researcher.

Two types of relationships will be considered in the following discussion. The first type includes the contacts between the executive head and power people. These contacts are both formal or organizational and informal. The formal ones are those established through mutual organizational membership and through speaking at meetings of these groups. In addition, the formal relationships include the contacts that occur through normal operations of the executive head in respect to such organizations as school booster clubs, parent-teacher organizations, and school boards. The informal contacts are those arising outside of organizations and include such contacts as personal-social and discussions of school problems and issues with power people as individuals.

The second type of relationships involve the interplay, the ways in which the executive head makes use of power people in attempting to improve the education being offered in the school district. It has been shown that leader 1-L-8 was a member of the school board. Through the school board the executive head and 1-L-8 have formal relationships. These two men belong to and attend the same church. Through the Parent-Teachers Association the local superintendent has formal relationships with 1-L-4. Through a local business association, which had been formed in lieu of a chamber of commerce, the executive head has formal relationships with 1-L-3 and 1-L-4.
There are discernible informal relationships between the executive head and power persons. The executive head disclosed that his social contacts are generally limited to school staff. Since the executive head, by his own admission, shies away from participating in discussion of or action related to general civic issues, the opportunities for increased associations arising from activities in this area are eliminated or at least reduced to a minimum. Still another opportunity for establishing relationships with the power people of the district is closed to this superintendent because of his feeling of inability to cope with power persons. Statements taken from the interview with the executive head point up this feeling. At one point he said, "I do not feel competent to deal with power individuals for fear a fire will develop and I can't put out the fire." At another point he said, "I have shied away from talking to individuals in the district concerning school problems. I do talk to them in groups at meetings but primarily I confine myself to discussions with school board members." The importance of this last statement became clear when the researcher listened to one of the influential men in this district say, "Small school system superintendents try to satisfy the board rather than to push the board in areas where they, as superintendents, are the experts."

The various relationships discussed above are diagrammatically presented in Figure 4.

Any attempt to analyze the relationships which pertain
FIGURE 4

RELATIONSHIPS EXISTING BETWEEN EXECUTIVE HEAD AND POWER PEOPLE DISTRICT ONE

Top Power People

Lesser Power People

1-L-3

1-L-9

1-L-2

1-L-5

1-L-8

school Board member

School Board

P.T.A.

1-L-10

1-L-7

1-L-4

(Political party)

1-L-6
specifically to the manner in which the executive head seeks to improve education is severely limited by the paucity of evidence, especially in respect to curriculum and instruction. One piece of evidence indicated an attempt to foster relationships which would help get a bond issue passed. One of the school board members characterized the executive head as "outstanding" and went on to say that he "was a great help in selling the bond issue to the people." Several respondents reported that the local superintendent did a good job of creating a favorable attitude toward the schools and school problems through talks to groups. None of the leaders supplied any evidence that the executive head had corresponded with them, had consulted them, or had invited them to serve on advisory committees, or to perform similar functions. This appears to be consistent with the attitude of the executive head toward working with power individuals as he himself expressed it.

School District Two

Local school district two is located in a county which is predominantly agricultural with several centers of diversified industry. The county seat is highly industrialized. The farming pattern is in the process of changing from small family owned dairy farms to large, and in some cases corporate, farms producing hybrid seed corn. The population of the county is approximately 70,500.

Services.

The central village of the district has the following services: a volunteer fire department, a privately, locally owned grain elevator
and mill, several churches - all protestant, a local bank, a farmers' institute, village council, an outstanding local fair, and Grange. The central village of the district is fifteen miles from the nearest city and this city has a population of approximately 12,000.

Enrollment and Faculty.

The schools of district two enroll approximately one hundred and fifty-five elementary pupils and one hundred and ten high school pupils. There are six elementary teachers and six high school teachers for a total of twelve teachers. The high school is chartered and functions as a six-year high school.

Financial.

The total valuation for the school district is approximately $2,470,000 and the per-pupil valuation is approximately $9,300. The tax rate for school purposes is 17.45 mills and the tax rate for all purposes is 24.20 mills.

Condition of Plant.

The high school building is old and a cursory examination indicated a need for renovation. Most of the equipment is old and in need of replacement. The physical plant had a depressing effect upon the researcher.

Curriculum.

The executive head described the curriculum as a "general
curriculum" with steps being taken toward an "academic and commercial one" of the double track type. There is no evidence of any of the newer types of curriculum organization. The general impression gained by the researcher is that the curriculum is strictly subject centered with extremely limited attempts at enrichment. The executive head frankly admitted he hopes consolidation with other school districts will be accomplished since the lack of wealth at the present time precludes an adequate faculty and the facilities necessary to any extensive curriculum improvement.

Uniqueness.

School district number two is located in the extreme corner of the county and is bounded on two sides by county lines. To the south of this school district is a district almost two and one half times as large in respect to number of pupils enrolled and having a total valuation almost twice that of the district studied. The possibility of consolidation with this district to the south has been contemplated for two years with no action taken.

Issues.

The issue which takes precedence over all others in this district arises from the need for consolidation. There is general agreement that consolidation is needed and desirable but there is disagreement regarding the location of the high school in the event of consolidation.

The Power Persons as Identified by Researcher.

In this school district the researcher identified three men who
stand out as top power persons or people of influence. These indi-
viduals were given the code numbers of 2-L-1, 2-L-8, and 2-L-15.

Leader 2-L-1 was mentioned twelve times by interviewees as being
a power person in the school district. He comes from an old family
and was described as being the wealthiest and most successful farmer
in the district. He and his sons own one of the larger hybrid seed
companies in the part of the state in which this district is located.
His influence was judged to be county wide by eight persons interviewed,
local with extensions by two individuals, and local by two.

In describing 2-L-1, one individual said, "he has done O.K. He's
active in various things but doesn't talk too much. 2-L-1 started the
Farmers' Institute. He's top man." Another person who was interviewed
referred to this leader as, "outstanding in many respects, successful
and seldom steering a person wrong." When one respondent was asked to
name a good person to have behind a school consolidation proposal he
replied "2-L-1, he's one of the largest tax payers in the district."

Since there were no outstanding civic non-school issues identi-
fied, this aspect of the study was not extensively explored. The out-
standing issue in this school district revolves around the possibility
of consolidating with some other district or districts. A larger
district on the basis of pupil membership and contiguous to the district
studied is considered as one possibility, but there is strong sentiment
against sending the children to that high school. All respondents and
2-L-1 himself indicated they are in favor of consolidating with one or
more districts but are opposed to sending the children to the high
school referred to above.

Mr. 2-L-8 is chairman of the board of directors and president of the local bank. Eight people indicated he is a very powerful and influential man in the district. In addition to being the banker he was reported to own over five-hundred acres of farmland and to be wealthy. Three people said his influence is county wide, three said it is local with extensions, and two said his influence is local. 2-L-8 comes from an old family in the district.

In describing this influential person one man said, "there are some in the district who resent him but he's still a strong leader. When the banker speaks, business listens."

It appears rather clear that 2-L-8 is in favor of consolidation. Although he was not personally interviewed due to inability of the researcher to reach him, this impression was gained from all interviews conducted.

The last of the top three power persons, 2-L-15, was mentioned as a person of influence nine times. He started as a small farmer but at the time of the study owned his own business of hybrid seed production but is associated with a seed company having one of the most widely publicized names in the business and employs twenty-five people. He has pecuniary wealth and owns a large amount of land. Six individuals felt that his influence is county wide, two that it is local with extensions, and one that it is strictly local.

In regard to school issues, this leader occupies a unique position. He lives on the boundary of two school districts and had removed his
children from the district being studied and had sent them to the adjoining district. Results of interviews suggest he favors consolidation if taxes are not increased as a result.

The Secondary Power Persons As Identified By Researcher.

The researcher identified five individuals as secondary leaders. These were given the code number 2-L-5, 2-L-11, 2-L-12, 2-L-14, and 2-L-18.

Leader 2-L-5 was chosen four times and was a man of wealth with large real property holdings. Two people classified his influence as local with extensions and two as only local. There is a possibility that this leader is losing his influence since he is making plans to move to Georgia. One of the ministers in the district suggested that this leader exerts most of his influence in relation to economic issues and problems, particularly financial issues. Two people described 2-L-5 as a "good Christian man." Three persons indicated this leader is interested in and exerts influence on the schools.

The second leader of this group, 2-L-11, was named three times. Two respondents judged his influence as being local and one as being local with extensions. Data do not show that he has extensive land holdings or other wealth. The man being discussed had been a teacher of agriculture in the local schools and is particularly respected by the farmers of the district. 2-L-11 is clerk of the board of education.

The third sub-leader, 2-L-12, was referred to five times as being influential. His influence was described as county wide three times and
as local with extensions two times. All informants stated he is a man of wealth and a large property owner. In describing this leader, the county superintendent said, "the way he nods his head, that's it."

The fourth of the lesser leaders, 2-L-14, was referred to as influential by only three persons all of whom described his influence as local. He is president of the school board. This leader takes on importance because he was urged to seek election to the board of education by a member of the central committee of the dominant political party. Two other members of the board were asked to run by this same committee member. This fact was helpful in attempting to arrive at alignments.

The fifth lesser leader, 2-L-18 is a member of the central committee of the dominant political party of the school district and the county. He was referred to as a leader and a power person four times. The persons who indicated he was a leader were divided equally in their estimates of the extent of his influence. Two said it is county wide and two said it is local with extensions. This leader is also well known for his beef cattle. This man had asked three of the incumbent board members to run for the office and had drafted a fourth. Here is a definite link in the chain between a political party and the school board. The fact that the men he chose were elected seems indicative of his stature as a person of influence.

It seems that all of the five lesser leaders are behind the move to consolidate. They are also well agreed that if one certain district is involved, a new high school will have to be built since they do not want
their children to go to the existing high school in the neighboring district.

Table 5 shows the tabulations of the interview results in attempting to determine power people in district two.

Interrelationships of Power Persons.

Even though respondents stated that the influential persons tended to act alone, there is evidence that certain relationships exist among the power persons and between these persons and the board of education. Figure 5 shows some of the relationships discovered. One individual who is classified as a secondary power person appears to stand alone. Whether 2-L-12 actually stands alone or whether the researcher did not locate the relationships of this individual cannot be answered.

Probably the outstanding set of relationships radiate from the secondary leader 2-L-18. There are five lines of connection between this man and the local school board. Four of the incumbent board members were put there through the efforts of this man.

A Comparison of Power Persons as Identified by the Researcher, and Identified by the Executive Head.

Table 6 shows the code numbers for the men identified as influential persons by the researcher and by the executive head. It will be noted that he identified 2-L-1. This identification was not made when the local superintendent was asked to name the power or influence persons. He named 2-L-1 when the researcher asked him whom he would
TABLE 5

CHART FOR LOCATING POWER PERSONS - DISTRICT TWO*

<table>
<thead>
<tr>
<th>Code Number for Individuals</th>
<th>Number of Times Mentioned</th>
<th>Influence Local</th>
<th>Influence Local With Extensions</th>
<th>Influence County-Wide</th>
<th>Mentioned by Apparent Top Five</th>
<th>Controls a Service</th>
<th>Old Family</th>
<th>Owns a Business</th>
<th>Manages a Business</th>
<th>Wealth and Property</th>
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<td>Owns</td>
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<td>Owns</td>
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<td></td>
<td></td>
<td></td>
<td>Farms</td>
<td>Property</td>
<td></td>
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</tr>
</tbody>
</table>

* Top leaders are above the broken line and lesser power people below it.
FIGURE 5
INTERRELATIONSHIPS OF POWER PERSONS
DISTRICT TWO

Top Power People

Lesser Power People

Business Relations
Common Business Interests

Elected County Official

State Commission

Informal Policy Commission

Board of Supervisors

Petroleum Commissioner

Volunteer Fire Department

Political

Member Volunteer Fire Department

2-L-1

2-L-8

2-L-5

2-L-11

2-L-12

2-L-14

2-L-13

2-L-15
### TABLE 6

POWER PERSONS IDENTIFIED BY RESEARCHER AND BY EXECUTIVE HEAD OF DISTRICT TWO*

<table>
<thead>
<tr>
<th>Identified by Researcher</th>
<th>Identified by Executive Head</th>
<th>Percentage Identified by Executive Head</th>
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<td>2-L-5</td>
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</tr>
<tr>
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</tr>
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<td>2-L-12</td>
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</tr>
<tr>
<td>2-L-14</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2-L-18</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

* Top leaders are above the broken line and secondary leaders below it.
want behind a school proposal. These were his words, "I would want 2-L-1 behind it because he is the most influential man in the school district. He is also a former board member."

The lesser leader picked has direct associations with 2-L-1 and these associations are through both formal and informal contacts.

**Basis for Identification.**

When the executive head was asked to tell how he arrived at his judgments as to who were influential he said, "from a general feeling and personal observation." He also confirmed that no formal or informal study of power persons had been made. In fact he stated, "I never gave it much thought before."

**Relationships Existing Between Executive Head and Power Persons Identified By Researcher.**

Figure 6 shows the relationships existing between the executive head and power persons as identified. None of the existing relationships appear to be used for definite attempts to improve the educational program directly since the one that did exist for that purpose at one time no longer exists. The influential people registered no strong sentiments either for or against the executive head. People did not point to him as an outstanding person; nor did they criticize him.
FIGURE 6

RELATIONSHIPS EXISTING BETWEEN POWER PEOPLE AND EXECUTIVE HEAD OF DISTRICT TWO

Top Power People

Lesser Power People
School District Three

School district three is located in a predominantly rural farm county having one rather highly industrialized city. The population of the county is approximately 70,500. The central village of the school district is approximately seventeen miles from two cities. One of the cities has a population of approximately 375,000 and the other a population of approximately 34,000. The city of 34,000 is in the same county as is the district studied while the one of 375,000 is in a neighboring county. A tendency is developing for some people who work in the larger city to make their residence in the school district under study. This tendency does not appear to have any noticeable effect on the district being studied but many respondents expect this effect to increase in the future.

Services.

The central village of school district three has the following services available: a locally owned and operated bank, a local newspaper, a grain elevator and mill which had been locally owned and operated until just before the study was made, at which time it was purchased by the Farm Bureau at a reportedly fabulous price, two fraternal orders, one service organization, several churches - all protestant, a volunteer fire department, a village council, and a public water supply.

Enrollment and Faculty.

This school district has approximately seven hundred and sixty
children enrolled in the elementary schools and approximately two hundred and sixty-five enrolled in the high school. There are in the system, twenty-four elementary teachers and sixteen high-school teachers. The high school is chartered by the State Department of Education and functions as a four-year high school with plans for eventually functioning as a three-year high school on the basis of a 6-3-3 organization when the population growth necessitates adding to the present plant.

Financial.

The total valuation for the school district is approximately $8,700,000 and the per-pupil valuation approximately $8,500. The tax rate for school purposes is 19.25 mills and the tax rate for all purposes is 25.50 mills.

Condition of Plant.

The high school plant is a new one-story modern plant on a large site. The furniture is movable and of the individual-student-desk type. The building appears to be well equipped with teaching aids.

Curriculum.

While the curriculum is judged to be predominantly subject centered, there seems to be a fairly wide variety of offerings considering the size of the school. The executive head stated that a testing program is underway and is being further developed as is a guidance program. An in-service program for teachers is being
developed. The executive head feels this is greatly needed since a
good proportion of the teachers have been in the system for from thirty
to forty years. No newer methods of curriculum organization were
observed or reported. There are indications of attempts at enrichment.
As one example, the executive head indicated, during a telephone call
to the editor of the local paper, that he would ask several of the
seniors to write a feature story for the newspaper concerning their
senior trip.

Uniqueness.

Three independent school districts had consolidated several years
ago to form the present district. The new district built a high school
which is located at approximately equal distances from the three
villages involved in the consolidation. Each village kept its ele-
mentary schools.

Another unique factor is the attitude of the executive head
regarding curriculum development and added services. While he feels
that limited finances are a deterrent to some of his plans, he also
believes there are no deterrents which "a good, logical argument" can
not overcome.

The executive head in this district is establishing a speakers'
bureau made up of himself, the principal, several teachers, and at
least one board member. A list of titles is being prepared and will
be sent to the various organizations and groups in the community. The
organizations and groups will be asked to select topics which they
desire to have presented to their organization or group. One of the objects of this speakers' bureau is to bring to the lay public information regarding curriculum in addition to other school problems. The executive head expressed the hope that through this bureau and its function he can educate the lay people of the community to newer methods of teaching and curriculum organization.

Issues.

The outstanding school issue was the consolidation of the three school districts into one with the resulting construction of a new high school. This issue has been resolved. No civic issues of major importance were reported.

The Power Persons as Identified By Researcher.

In school district three the researcher identified four men as the top leaders. These individuals were assigned the code numbers 3-L-2, 3-L-3, 3-L-7, and 3-L-8. Table 7 summarizes the data used in determining these leaders. Before discussing the leaders of this community, several observations will be reported. As the researcher talked with people in the district he heard over and over again that when things needed done, citizens' committees were formed. It must also be reported that in some respects the three districts which made up the district studied are separate and distinct communities. For this reason, two of the individuals listed as secondary leaders are probably the outstanding leaders in their respective communities.
## TABLE 7

**CHART FOR LOCATING POWER PERSONS - DISTRICT THREE***

<table>
<thead>
<tr>
<th>Code Number for Individuals</th>
<th>Number of Times Mentioned</th>
<th>Influence Local</th>
<th>Influence Local With Extensions</th>
<th>Influence County-Wide</th>
<th>Mentioned by Apparent Top Five</th>
<th>Controls a Service</th>
<th>Old Family</th>
<th>Owns Manages a Business</th>
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<td>9</td>
<td></td>
<td>1</td>
<td>8</td>
<td>4</td>
<td>No</td>
<td>Yes</td>
<td>Yes</td>
<td></td>
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<td>3-L-8</td>
<td>6</td>
<td></td>
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<td>4</td>
<td>2</td>
<td>No</td>
<td>Yes</td>
<td></td>
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<tr>
<td>3-L-12</td>
<td>5</td>
<td>1</td>
<td>3</td>
<td>1</td>
<td>No</td>
<td></td>
<td></td>
<td>Farms</td>
<td></td>
</tr>
<tr>
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<td>5</td>
<td></td>
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<td>2</td>
<td>4</td>
<td>No</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3-L-17</td>
<td>4</td>
<td>1</td>
<td>3</td>
<td>3</td>
<td>No</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

* Top power persons are listed above the broken line while secondary ones are listed below it.
The school board of this district consists of three persons from the original district having the largest and most extensively developed village and one member each from the other two districts.

Leader 3-L-2 is part owner and editor of the local weekly paper. The father of this man had been the owner and editor of the paper for many years and had been the outstanding influential person in this village. The father is still living but takes a much less active part in affairs than he once did. It seems that 3-L-2 not only inherited a newspaper but also inherited, to a degree, social and influential position. This individual was mentioned ten times as a leader and a power person. Six persons said his influence is county wide while four said it is local with extensions. The family of 3-L-2 has money and owns real property but no respondent mentioned the editor as being wealthy or owning large amounts of real property. This man was mentioned three times as being influential and powerful by other top leaders. 3-L-2 is active in politics and belongs to the dominant and incumbent political party.

All information obtained points to this individual as being in support of the consolidation and the bond issue. Several statements of district people are included as evidence of this finding. One man said, "the editor helps form public opinion through the paper. He has always been behind the schools and was very influential in making the consolidation come about. He also was a help in seeing that the bond issue was passed." One of the women said, "3-L-2 was very influential
in getting consolidation. The paper has always been behind the schools." A businessman in the village remarked, "3-L-2 backed the consolidation and the bond issue hard in the paper." Several newspapers from the morgue supported the opinions of the above people.

The next leader to be described is the banker. Nine respondents named 3-L-3 as a powerful and influential person. This leader comes from an old family and he inherited wealth and position. Interviewees estimated his influence as county wide seven times and as local with extensions two times. Two of the top leaders mentioned 3-L-3 as among the top leaders of the district. There were some indications that this man is losing some of his influence and power. He had been chosen to head the local Chamber of Commerce on two occasions and both times it "flopped." In the words of one of this leader's associates, "3-L-3 is not as active as he used to be." Interviews brought to light the fact that many of the people do their banking in another village which is also a part of the school district under study. One of the top leaders criticized 3-L-3 for being willing to give money for various activities but being unwilling to give time.

This leader seems to have supported both consolidation and the bond issue for the new school. One of the men in the bank stated, "We urged the new board of education to go into debt to build the kind of school building it wanted. Once a person is in debt he knows he must pay and he will. We recommended the same thing in regard to the athletic field. 3-L-3 used this argument when speaking to several groups of citizens." One of the board members, in describing this leader, said "3-L-3 made
some wonderful talks for consolidation and for the bond issue. He
certainly can give a good speech."

Leader 3-L-7 was mentioned by nine respondents as being influen-
tial. Eight persons judged his influence as county wide while only
one estimated it as local with extensions. Three of the top leaders
said this man is an outstanding leader and person of influence. He has
money and large real estate holdings and owns and operates a business.
In addition, this individual had developed a residential area of the
largest village in the district and is known to have loaned money to
younger families so that they could buy homes. 3-L-7 has the most
pretentious and modern home in the district. In addition to local
activities this man is on the board of directors of a bank in a
neighboring village and is also on the board of directors of the Farm
Bureau Cooperative.

It was through this leader that the researcher learned of two
closely controlled organizations that are county wide in membership
and influence. The first organization is made up of fifty farmers and
the membership is limited to fifty. All members are voted upon. The
second organization is for the sons of members of the above organ-
ization. 3-L-7 is very active in and had held office in the organ-
ization made up of the fathers.

This man supported both the consolidation and the bond issue. One
of the persons associated with the newspaper intimated that leader 3-L-7
was contacted by the editor several times for strategy discussions
during the preliminary work on both the consolidation and the bond
issue. During the interview this leader said, "I think we have a pretty good school, in fact, the best in the country and we are working to make it better."

The fourth top leader has been designated as 3-L-8. This individual was suggested as being influential and powerful by six persons. Four interviewees estimated his scope of influence as county wide and two as local with extensions. Two of the other top leaders mentioned him as a top leader. In describing 3-L-8 one respondent said, "he is in business here and well thought of." One of the County Extension Agents described him as "an old timer with great influence."

3-L-8 favored the consolidation and the bond issue. When discussing this leader and his influence, one local businessman who had been referred to three times as a leader said, "He was behind both the bond issue and consolidation, in fact, he swung the influence." Another businessman remarked, "In his business, 3-L-8 meets a lot of farmers. He sold the farmers on both issues and this was important because the farmers were complaining that taxes would be too high."

The Secondary Power Persons as Identified by the Researcher.

The researcher sets forth the secondary leaders of this district with much less certainty than in the previous districts. There were some indications that at least one of the secondary leaders could have been placed with the top leaders if only the schools were considered since he appears to be very influential regarding school affairs. Several persons interviewed suggested that perhaps the power structure
in this school district was being reshaped since the consolidation of school districts.

The first sub-leader to be described has the code number of 3-L-12. Five persons indicated he is a very influential person particularly in relation to school affairs. This man was at one time a member of the county board of education. Three people expressed the opinion that his influence is local with extensions while one each had the opinion his influence is county wide and strictly local. Leader 3-L-12 urged one of the present school board members to seek election and openly supported him prior to his election.

The second sub-leader has been designated as 3-L-14 and was named by five respondents as being influential. Three persons thought his influence is local with extensions while two thought it is county wide. On the basis of remarks made concerning this man, the researcher questions the extent of this man's influence. One of the County Extension Agents, in describing this man, said, "he is influential but resented and he has no children in school." One member in the district described him as "a free thinker and progressive." Still another respondent said, "3-L-14 swings weight but there are those who do not like him." In describing this man a respondent living outside the school district but well acquainted with the district said, "people are split regarding this individual. One thing I must say for him is that he is a sound thinker." 3-L-14 is a farmer who owns his own farm and appears to be prosperous.
The third sub-leader has the code number 3-L-17. This is the only woman who appears as a person of sufficient influence to be included. She is a widow and a school teacher. Three persons rated her influence as local. 3-L-17 is on the local school board. Three of the top leaders mentioned this woman as a very influential person.

3-L-12 backed both the bond issue and the consolidation. This was consistent with the fact that the man was formerly on the county school board.

The second sub-leader, 3-L-14, definitely supported both issues and was a member of the citizens committee during those trying days.

Sub-leader three, 3-L-17 is a teacher in a neighboring city and is known to strongly advocate approval of both issues. She was a member of the board during the bond issue work.

Interrelationship of Power Persons.

Figure 7 shows in diagrammatic form the organizational or formal relationships and the informal relationships identified by the researcher. There are probably many more relationships which were not identified. Some of the more intimate relationships were obviously missed. As can be seen, the only service club in existence provides a link connecting all influential people identified except two. One of these is a woman and thus excluded from membership. In speaking of this service club, one of the top leaders said, "if you belong that is important. The (service) club carries weight. For all practical purposes the service club and the athletic boosters are the same
FIGURE 7
INTERRELATIONSHIPS OF POWER PERSONS
SCHOOL DISTRICT THREE

Top Power People

Lesser Power People

3-L-2
Member

3-L-3
Member

3-L-7
Member

3-L-8
Common

3-L-12
Member

3-L-14
Board Member

3-L-17
Professional Relationship

School Board

organizational

formal

informal
in describing the athletic boosters the executive head said, "the (service) club is the boosters."

The informal relationship between 3-L-2 and 3-L-7 is important because of the fact it is based upon agreement on issues and both are of the same political party. The only major issue on which these two seem to differ is the construction of a golf course. 3-L-7 is not in favor of the golf course until some provisions have been made for the youngsters of the community. In his words, "the old men can go to the neighboring city to play golf but we want to keep the youngsters near home and keep them off the highways at night."

A Comparison of Power Persons as Identified by the Researcher and as Identified by the Executive Head.

Table 8 shows the code numbers for the individuals identified as power persons by the researcher, and those identified by the executive head. It will be noted that the one person not identified by the executive head as a leader was the woman on the school board. While the executive head did identify practically all of the power persons, he maintained in the interview that "leadership is dispersed; there is no bell-weather."

Basis for Identification.

When asked how he had gone about trying to locate the power people of the district he said, "I make it a point to keep my eyes and ears open." He had made no sociological study but had talked and worked
TABLE 8

POWER PERSONS IDENTIFIED BY RESEARCHER AND
BY EXECUTIVE HEAD OF DISTRICT THREE*

<table>
<thead>
<tr>
<th>Identified by Researcher</th>
<th>Identified by Executive Head</th>
<th>Percentage Identified by Executive Head</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Top</td>
</tr>
<tr>
<td>3-L-2</td>
<td>3-L-2</td>
<td></td>
</tr>
<tr>
<td>3-L-3</td>
<td>3-L-3</td>
<td>100</td>
</tr>
<tr>
<td>3-L-7</td>
<td>3-L-7</td>
<td></td>
</tr>
<tr>
<td>3-L-8</td>
<td>3-L-8</td>
<td></td>
</tr>
<tr>
<td>3-L-12</td>
<td>3-L-12</td>
<td></td>
</tr>
<tr>
<td>3-L-14</td>
<td>3-L-14</td>
<td></td>
</tr>
<tr>
<td>3-L-17</td>
<td>--</td>
<td></td>
</tr>
</tbody>
</table>

* The top power people are listed above the broken line and the secondary ones below it.
with many people and groups of people when the first bond issue of the consolidated district was being pushed. While the executive did not mention any specific attempt at locating the influential persons, he did name five persons who "had their fingers on the pulse of the district." All of the persons so named were suggested by at least one referent as an influential person.

Relationships Existing Between Executive Head and Power Persons.

Figure 8 shows the formal and informal relationships existing between the executive head and the power persons as identified. It will be noticed that the only service club in the district and the Athletic Booster Club of the high school are shown as concentric circles. For all practical purposes, as explained earlier, these two organizations are the same. The executive head is not only a member of both organizations but is also a speaker for these organizations several times a year. The Athletic Booster Club was instrumental in getting the money to build and illuminate the athletic field for the school. This was done by borrowing from the bank, raising corn on the area to be made into the athletic field, and by holding an ox roast each summer.

The relationships between the newspaper editor and the local superintendent are of several types. One relationship involves playing golf together. Another relationship is based upon news giving and receiving. School news is in demand and the executive head sees that the editor gets it. The editor, for his part, discusses school news
FIGURE 8
RELATIONSHIPS OF EXECUTIVE HEAD
WITH POWER PERSONS

Top Power People

Lesser Power People
with the local superintendent before he prints it.

It is interesting to note that the two individuals with whom the executive head said he discussed school problems show the least amount of interrelationship among the leaders identified by the researcher.

By speaking to many groups in the community, the executive head has established many relationships not shown here. Many people interviewed said they turned to the executive head for leadership in school matters.

As the researcher interviewed people in this school district he was constantly told about what was being done to better the educational program. The proposed Junior-high school is common knowledge and appeared to be warmly received. The in-service program to upgrade teachers was also favorably reported.

The executive head is developing a rather unique program for getting information to and receiving information from large segments of the school district population. This program has as its vehicle a speakers' bureau made up of the executive head, selected teachers, two principals, and one or possibly two board members. A list of titles is being prepared and, depending upon the nature of the topic, certain of the above persons will assume responsibility for preparing and delivering talks concerning that topic. The list of titles will be sent to all local clubs, fraternal organizations, and other groups and the groups will be asked to tell if and when they would like to schedule one of the talks. There are two objectives which the executive head hopes will be accomplished, namely: determining areas where
communication between the schools and the public is weakest, and
getting information to and receiving information from the public.

School District Four

School district four is located in a county which is predominantly
industrial but which still contains rural farm areas. The central
village of this school district was at one time the county seat but
with the rapid growth of a neighboring city, more advantageously
located as to natural resources and transportation, the county seat
was moved to the nearby city where it remains. In the words of one of
the respondents, "the county records were stolen from here and taken"
to the neighboring city. The county has a population of approximately
260,000. There are four cities within the county and all four cities
are intensely industrialized. Industry within the county ranges from
light fabricating to heavy iron and steel manufacturing. The central
village of school district four is mildly industrial but predominantly
residential. It is located ten miles from a city having a population
of approximately 168,000 plus metropolitan and sub-urban areas.

Services.

Among the services provided within the central village are a
local newspaper, a village fire department, two local banks, several
churches, several fraternal orders, three service clubs, an American
Legion post, a community council, a grain elevator, and a public water
system.
Enrollment and Faculty.

This school district enrolls approximately seven hundred and ninety students in the elementary grades and six hundred and thirty students in the high school. There are thirty-five elementary teachers and twenty-seven high school teachers. The high school is accredited by the North Central Association of Colleges and Secondary Schools and functions as a six-year high school.

Finances.

The total valuation for the school district is approximately $12,100,000 and the valuation per pupil is approximately $8,500. The tax rate for the schools is 21.50 mills and the tax rate for all purposes is 29.20 mills.

Condition of Plant.

The school plant consists of an older section and a new addition. The high school and the elementary school are located in a series of connected buildings. At the time of the study the school plant was inadequate and several elementary classes were being held in church buildings. A new elementary section is under construction.

Curriculum.

The curriculum is primarily subject centered but provides a very wide offering of courses ranging from the usual academic courses through a complete selection of business courses to a wide offering of industrial arts. There are signs of enrichment through such offerings as
clubs, vocal and instrumental music, art, personal problems courses, dramatics, and others. While the executive head was referred to by several respondents as being "progressive" no evidence was found of newer methods of curriculum organization at the secondary level.

Uniqueness.

The outstanding feature of this school district is the stability of the school board and administrative staff. In the last twenty-plus years, the only replacements on the school board have been made because of death. The executive head has been in this district in different educational capacities for over twenty years. This district is the only one in the study where the executive head is a member of the power structure as located. The central village of this school district is in the incipient stages of becoming a suburb of the large city ten miles away.

Recent or Current Issues.

Several non-school community issues were located. One issue involves strip mining for coal. The land which is to be mined was purchased a long time ago. Recently, the village council desired to rezone the area to residential and sought to enjoin the mining company from beginning mining operations. The courts ruled that the zoning laws could not be enforced but operations were delayed.

The general problem of zoning has become an issue. Some elements of the village desire more liberal zoning laws so that more industry can be brought into the village while other elements desire that the
Village remain predominantly residential.

There were no school issues. In fact, even levies and bond issues do not appear to be issues. No school money levy has been defeated in recent years. The best estimate that could be obtained regarding a defeated school money proposal was that the last time one was defeated was more than twenty years ago.

The Power Persons as Identified by Researcher.

In school district four the researcher identified five men as being in the top positions of influence and power. The following code numbers were assigned to these leaders, 4-L-1, 4-L-2, 4-L-5, 8-4, and 4-L-12. Table 9 shows the data used in determining these people. The code number 8-4 represents the executive head. In this district the local superintendent was found to be a member of the power structure.

Leader 4-L-1 was mentioned six times as a very influential person in this school district. His family name has been respected in this area for many years and dates back to the early days of the Western Reserve Tract. This man controls one of the two banks and all indications point to the fact that he is connected with the other bank in the central village. One respondent estimated his influence as strictly local; three suggested it is local with extensions, while two thought it is county-wide. In addition to the above, 4-L-1 has real estate holdings and other wealth. He was mentioned by three of the top leaders as being one of the most influential persons in the school district.
<table>
<thead>
<tr>
<th>Code Number for Individuals</th>
<th>Number of Times Mentioned</th>
<th>Influence Local</th>
<th>Influence Local With Extensions</th>
<th>Influence County-Wide</th>
<th>Mentioned by Top Leaders</th>
<th>Controls a Service</th>
<th>Old Family</th>
<th>Owns a Business</th>
<th>Weath and Property</th>
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<td>Yes</td>
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</tr>
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<td>11</td>
<td>4</td>
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<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
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<td>Yes</td>
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<td>Yes</td>
</tr>
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<td>4-L-16</td>
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<td>2</td>
<td>0</td>
<td></td>
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<td>No</td>
<td>Yes</td>
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<td>No</td>
</tr>
</tbody>
</table>

* The top power people are listed above the broken line while the secondary ones are below it.
The next leader, 4-L-2 is a prominent attorney, former local school board member, and present member of the state school board. In addition to being a professional man, this leader owns a local retail business and hires a manager for it. While it definitely seems that 4-L-2 is influential and does have power, not all of the respondents spoke favorably of him. One of the ministers said, "sometimes he is hard headed but most people think his opinions are worthwhile." The county superintendent remarked, "He did have influence but has lost some of it." One of the other top leaders described 4-L-2 as "tops," and then went on to add, "4-L-2 is an idealist and a spender. He always was a spender, even when he was on the local board of education." A young business executive in the village characterized him as controversial and declared, "some people don't agree with him and they say so. There has been feeling about him." One of the oldest residents of the village remarked, "Now take 4-L-2, he stays with his idea until he gets it." This man is against heavy industry being brought into the village.

The third leader, 4-L-5, is a fruit farmer and poultry raiser of some renown. Twelve interviewees rated this individual as one of the influential people of the district. He comes from one of the old families of the area and of the Western Reserve. He has extensive real estate holdings in addition to other wealth and operates a business. Eleven respondents were of the opinion that his influence is county-wide while only one thought it is limited to local. 4-L-5 had been the local superintendent of schools many years previous to the present study. He
had also been on the county school board and during the interview with him it was plain that he still is up-to-date on educational developments. One of the local school-board members characterized him as "well thought of, a hard worker, hard headed, but tops." An old-time resident near eighty-five years of age described this person as "having a mind of his own and not being afraid to express his opinions." A young executive described him as "saying what he thinks regardless of what others think" and concluded by stating, "his arguments and decisions are generally pretty sound." In describing the school district, this leader declared, "This is a very religious community. The old independent spirit of the Western Reserve is still alive. We don't have to sell a program; the people know what is going on and have faith."

The above mentioned leader is opposed to the strip mining and appears neutral regarding industrialization of the village. There is one incident of record where 4-L-5 used his influence to have the school district boundaries changed so that his children could go to the district under study rather than to a neighboring district. The boundary has remained as he had it established. This leader admits to this act.

The fourth person identified as a power person and highly influential individual is the executive head. Eleven respondents selected this man as a very influential person. Seven persons indicated his influence is local with extensions. Three suggested it is only local while one estimated it is county-wide. Three of the top leaders
referred to the executive head as a truly top leader and person of influence even in non-school areas. S-4 has been in the community for over twenty years and had been the local superintendent for many years.

Some of the comments of respondents are indicative of the position S-4 holds. A business executive remarked, "everyone respects his judgment." An old timer remarked that "he's up front playing ball all of the time. The trouble is, he doesn't push himself; this is probably his weakness...." The schools have put the village over; they are drawing the more desirable people from the city." A businessman exclaimed, "S-4 is in the same league with 4-L-2 and 4-L-5." One top leader remarked, "S-4 is a real leader and not just in school matters. This is his community." In appraising the situation, the county superintendent maintained, "S-4 is the educational leader and the school is the center of the community." A minister also believed the executive head was a leader and influential person. In his words, "One of the first names I heard when I was called to serve this community was S-4. I have never ceased hearing it." A political man made the statement that "S-4 is outstanding. It takes patience to work with these people and he certainly fits in." A second minister ascribed the executive head's influence to both his "status position" and "personality."

The executive head opposes the strip mining and works with other leaders to attempt to halt it. He makes the facilities of the school available to the groups fighting the strip mining. He takes the position in regard to industrialization of the village of desiring
clean, light industry that will not create a nuisance. He feels this type of industry will broaden the tax base for the schools. He is also campaigning for a proposed park to be a joint village-school project formed from county land in the village. He appears to be gaining support among the top leaders and members of the village in general for this project.

The final leader among the top ones is 4-L-12. He was named eight times and of the eight mentioning him, five judged his influence to be local with extensions while three thought it is merely local. This man comes from an old family and he and two of his brothers are associated in the lumber business. In addition to the lumber interests 4-L-12 is also a real estate developer in the village. Several persons indicated the business methods employed by this man are sometime a little harsh or similar to the Quaker who said, "I would certainly not cheat thee but I might outdo thee." 4-L-12 is also characterized as being "of the younger group and being progressive." Several respondents indicated this man is against industrialization and several thought he is for it. The man himself claims to be in favor of light fabricating types of industry of a clean, quiet type. He also is firm in his belief that only the areas along the railroads should be zoned for industry and that a buffer zone or parkway should separate the industrial area from the residential. This leader is opposed to the strip mining and supports the school-village park.
The Secondary Leaders as Identified by Researcher.

The secondary leaders as identified are three in number. It must be pointed out that there are also several persons in addition to these three who come very close to qualifying.

The first of the secondary leaders to be considered is 4-L-16 an attorney and insurance broker of means and property. He was mentioned four times and those mentioning him were divided evenly as to estimate on the scope of his influence. Two said it is local with extensions while two said it is county-wide. This man is past president of one of the service clubs in the village. He is opposed to strip mining and favors the park. His position regarding industrial zoning was not positively determined but several interviewees suggested he is "quietly" for some industry for business purposes.

The next of the secondary leaders was given the code number 4-L-9. Five respondents suggested this man as a leader and person of influence and all five who named him estimated his influence as only local. He is a relatively new member in the community but is very interested in the schools and is active in school affairs. He is the vice president of a local manufacturing company. Interview results suggest that this man prefers to have the village remain predominantly residential since he moved into the village because of its residential characteristics.

The last of the lesser leaders is designated as code number 4-L-11 and he is the mayor of the village. Four persons named him as a leader and as being influential. All four agreed that his influence
is decidedly local and probably hinges on his status role of mayor. Interviews suggest the mayor favors certain "clean" types of industry limited to the general area of the railroads. He also is opposed to strip mining and favors the park.

Interrelationships of Power Persons.

Obviously, a researcher cannot in several days discover all of the interrelationships among eight people of the type represented in this school district. Since this is the only situation studied in which the executive head was a member of the power structure, Figure 9 has been used to show both the interrelationship of power people and the relationships of the executive head to the power structure. When one considers the informal contacts between the executive head and various influential people it appears that this local superintendent has his fingers on the pulse of the community. Also, S-4 is one of the people helping to make vital decisions.

A Comparison of Power Persons Identified by Researcher and By Executive Head.

Table 10 compares the identification of power persons by the researcher with identifications by the executive head. There were other persons named by the local superintendent as being influential but they were not among the top few identified by the researcher. The fact that the executive head of school district four had held this position for many years must be kept in mind when comparing the results obtained in this district with those obtained in others.
FIGURE 9

INTERRELATIONSHIPS AMONG POWER PERSONS
IN SCHOOL DISTRICT FOUR

Top Power People

Lesser Power People

Organizational or
Formal

Informal
<table>
<thead>
<tr>
<th>Identified by Researcher</th>
<th>Identified by Executive Head</th>
<th>Percentage Identified by Executive Head</th>
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<tr>
<td>4-L-11</td>
<td>4-L-11</td>
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</table>

* Since the executive head was a member of the power structure, he was not considered when figuring percentages. The top power people are above the broken line and the secondary ones below it.
Relationships Existing Between Executive Head and Power Persons

Identified by Researcher.

The outstanding relationships between the power people and the executive head of this district hinge on the fact that the local superintendent is a member of the decision making group. As the educational leader and as an individual he takes part in hammering out the vital decisions regarding general civic and educational issues.

In the description of the educational program it was stated that the curriculum in this district is predominantly a subject centered one organized on three parallel tracks, namely academic, vocational, and commercial. In all fairness to the executive head it must be emphasized that the people of this district have been conservative. The effect of this conservatism on the schools is clearly pointed up by the remark of one of the power persons interviewed. In his words, "Newcomers don't have a chance to even run for school board election. The school board is a closed corporation." It was also stated by several respondents that the school board and the school administration determine who runs for the board. Since the local superintendent is one of the influential people in the district, he must have values which are consistent with the values of the district. If this is accepted, one would not expect to see innovations inconsistent with the values of the district.

The executive head has used his position and influence to improve the educational offerings of this school district. Through his efforts
the course offerings have been greatly increased and a guidance program has been developed.

The executive head in this situation makes sure he has communication with all segments of the district. He is invited and invites himself to speak to all organized groups in the district.

The parent teacher organization in this school district cannot be classified with similar organizations in most districts. In the district under study this organization is absolutely a local organization by choice. It is an influential organization and in its meetings deals with problems and issues of local importance. The one limitation prescribed by the organization itself is that, "dirty linen would not be washed in its meetings."

There was not a single person interviewed who did not speak favorably of the local superintendent and of the schools. All seem agreed that the schools are of excellent quality.

School District Five

This school district is located in a county which is predominantly rural-farm. There are two cities located within the county. One city has a population of approximately 7,960 while the other has a population of approximately 5,100. Both of these cities have limited manufacturing. The population of the county is approximately 40,500. The only village in the school district is twenty miles from two different cities having populations of approximately 14,300 and 30,300 respectively. The latter city is in an adjoining county.
Services.

There is only one village in this school district and it has the following services: several churches, a local newspaper, one local bank, a grain elevator, a volunteer fire department, a public water system, a post of the American Legion, and a civic club. No fraternal orders or service clubs were located.

Enrollment and Faculty.

There are approximately three hundred and twenty-five pupils enrolled in this school district. Approximately one hundred and eighty are at the elementary level and one hundred and fifty at the secondary level. The district has a total of thirteen teachers of which six are at the elementary level and seven are at the secondary level. The high school has no accreditation and is functioning as a six-year high school.

Financial.

The total valuation of this school district is approximately $4,094,000 and the valuation per pupil is approximately $12,500. The total tax levy for school purposes is 19.60 mills and the total tax rate for all purposes is 27.10 mills.

Condition of Plant.

The elementary school plant is an old building which has been rehabilitated rather recently. The furniture is of the fixed desk type. The high school building is also old and showed need of
renovating. Bare electric light bulbs are used in many instances. While no measurements were made, the lighting appeared to be inadequate with a noticeable difference in illumination between the side of the room near the windows and the opposite side. The furniture that was observed is of the fixed type and in some instances appears to be badly marred. The general appearance was depressing to the researcher.

Curriculum.

The curriculum is strictly a subject centered one with limited offerings. The executive head indicated only about seven per cent of the high school graduates go on to college and this percentage has remained about the same over the years. There are definitely no indications of any of the newer methods of curriculum organization.

Uniqueness.

Population projections show that in ten years this school district will have only twenty more pupils than it now has.⁴

Recent and Current Issues.

The current issue of importance involves the schools. Many respondents said the school was too small but in the next breath stated they did not want the high school to leave the village. There are nine

⁴This information was obtained from a survey made in this district. A copy of the survey is in the possession of the writer. It is not reported here since anonymity of districts was guaranteed.
school districts located so as to form a rectangle of districts that are of a comparable size to the one under study. Seven of the districts are in the same county as is the district studied while the two remaining districts are in two neighboring counties. The location of the high school appears to be the crux of the issue.

The Primary Power Persons as Identified by the Researcher.

In school district five the researcher identified five influential persons he considers to be the top ones on the bases of the criteria applied. These individuals were assigned the code numbers 5-L-2, 5-L-3, 5-L-4, 5-L-7, and 5-L-11. Table 11 shows the comparisons of the power people with respect to the criteria used.

The first of the top leaders, 5-L-2, was mentioned by ten respondents as being influential. Of the ten, eight rated his influence as county-wide while two judged it to be local with extensions. This man is from an old family. As one of the local ministers pointed out "they are the village." This leader possesses both real estate and other wealth. One minister, in describing this person and his brother, said, "They are extremely wealthy but humble and they do lots of good." An elementary principal of a school in another district described this man as "exerting influence behind the scenes" and as "being very conservative and definitely not of the pioneering type either in business or in civic affairs." Three of the top leaders suggested this man as an influential person.

The above leader supports consolidation on the basis that the
<table>
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<tr>
<th>Code Number for Individuals</th>
<th>Number of Times Mentioned</th>
<th>Influence Local</th>
<th>Influence Local With Extensions</th>
<th>Influence County-Wide</th>
<th>Mentioned by Top Leaders</th>
<th>Controls a Service</th>
<th>Old Family</th>
<th>Owns Management Business</th>
<th>Owns Money and Property</th>
<th>Wealth and Property</th>
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<td>No</td>
</tr>
</tbody>
</table>

* The top power people are listed above the broken line while the secondary ones are listed below it.
present arrangement costs too much for what is received.

Leader 5-L-3 is inclined to be a controversial figure, not only in the school district studied but throughout the county. This man is the politician of the group and a central committeeman of his party. He was mentioned by six interviewees as being influential and having power. A number of those naming him expressed the belief that his power and influence come primarily from his political associations. This individual owns his own company and is judged to be successful in business. He is a member of an old family. All six respondents naming 5-L-3 as influential estimated that his influence was county-wide because of his political ties. Two of the top leaders voiced the opinion that he was a person of influence.

Some of the statements concerning this leader help to characterize him. One informant said, "this name is an unsavory name throughout the county due to politics. This man has been a storm center but he has lots of contacts. He is definitely in a position of power in this county." One of the ministers remarked, in discussing 5-L-3, "At one time he definitely was a power but I don't know now. He has had political difficulties." Another minister, a member of the power structure commented, "People don't seek him out as a leader but he still has strong influence."

Since no serious civic issues were located, no positions regarding these types of issues were noted. The position this individual takes in regard to consolidation can not be determined.

The third of the top leaders was 5-L-4 who was nominated six
times. Three of the persons nominating him expressed the opinion
that his influence is local while three suggested it is local with
extensions. One of the top leaders mentioned 5-L-4 as a person of
influence. He is associated with the bank as cashier. Respondents
judged this man to be interested in and have influence on the schools.
The county superintendent characterized this man as "a desirable type
of young man."

The fourth of the top leaders is coded as 5-L-7 and is a brother
to 5-L-2. This man is the local banker and comes from an old family.
He is a large property owner and has other wealth. Ten respondents
picked him as influential. Of the ten who picked him, eight suggested
that his influence is county-wide while two believed it is local with
extensions. Three of the top leaders named him as an influential
person. Both this man and his brother are active in the dominant
church of the district.

This leader takes a position regarding consolidation. He said,
"We will probably have to join with some other schools. It is costing
too much for the schools now. We'll probably add to the Southtown
(fictitious name) high school if Southtown is involved - perhaps a new
high school but this seems foolish because of the cost of school
buildings today." As is so often the case when consolidation is a
problem, the primary concern seemed to be the money involved not better
opportunities for the children.

The last leader of the top five is designated as 5-L-11. This
person is the Methodist minister and an outstanding young man. He has
two college degrees, one in divinity and one in education with major
areas in sociology and psychology. He is of the conviction that the
Church should take an active part in community betterment. Eight re-
spondents named this man as a leader and influential person and all
eight stated decidedly that his influence is not limited to religious
activities per se. Six persons who named him estimate his influence
as being local with extensions while two believe it is limited to
local. Four of the top leaders rate this man as being a very influ-
ential person.

The minister is definitely in favor of consolidation on the basis
of the improvements which would be possible through increased cur-
ricular offerings.

The Secondary Leaders as Identified by Researcher.

Attempts to locate secondary leaders were difficult in this school
district. Twenty individuals were named three or more times as being
influential. Because of the tremendous spread encountered only the
two men whowere nominated three times were chosen. These two people
were assigned code designations of 5-L-1 and 5-L-12.

The first of the secondary leaders, 5-L-1, was named three times
as having influence. About the only bases for including this man as a
secondary leader are that three people named him and he is president of
the school board. He is also superintendent of the Methodist Sunday
School. Two people who named him said his influence is strictly local
while one said it is local with extensions. This individual could not
be interviewed since he works outside of the village and on two successive evenings he could not be reached at home. His position regarding consolidation can not be definitely established but two respondents suggested that he is for consolidation.

The other sub-leader is given the code 5-L-12. He was named three times as being influential. Of those people naming him, three believed his influence was limited to the school district. Two persons indicated that this man works with 5-L-2 and 5-L-7 on civic issues and is socially involved with them. His position regarding the schools is not known.

Interrelationships of Power Persons.

The formal and informal relationships among the various influential people in this school district are shown in diagrammatic form in Figure 10. One of the outstanding centers of relationships in this district is the Methodist Church. There are two other churches but they do not appear to enter the power picture. In the case of the Methodist Church the influence seems to come from two sources namely: (1) the Methodist minister who is described as being able to "take the bull by the horns" and (2) the fact that all of the top leaders identified belong to and are active in this church.

It can be seen that economics, and particularly finance, exert a strong influence on the interrelationships of power persons in this school district.
FIGURE 10
INTERRELATIONSHIPS OF POWER PERSONS
IN SCHOOL DISTRICT FIVE

Top Power People

Lesser Power People

Organizational
Formal

Informal

Kinship

Political Party

Civic Club

Local Business

Church

School Board

Alignment Trust
Interrelationships of Executive Head with Power Persons.

Figure 11 shows in diagrammatic form the relationship existing between the executive head and the power people as identified. On the basis of number of channels of contact between power persons and executive head the picture in this district looks good. Remarks of several respondents seem to show that the executive head is a neutral factor particularly in relation to civic problems and issues. Two persons interviewed even suggested that he is not very influential even in educational matters. They expressed the opinion that he attends to the small details but does not push for any type of change. One person characterized him as a "weak sister" but there is reason to believe this statement was made because of animosity on the part of the respondent. One of the power people characterized the executive head as "lacking conviction on issues and being afraid to take a position." He also expressed the view that people who consult him receive little satisfaction. A factor which may cause some of the indecisiveness, or at least contribute to it, is the strong "control" of education by the county office. Three respondents remarked about the control and called it just that. The question here seems to be one of how the relationships and contacts with the influential people are used.

At this point, a fact which was reported earlier under the description of this district should be reiterated. One of the executive head's children had become involved in a scandal and this apparently had an adverse effect upon the status of the executive head.
FIGURE 11
INTERRELATIONSHIPS OF EXECUTIVE HEAD WITH POWER PERSONS
OF SCHOOL DISTRICT FIVE

Top Power People

Lesser Power People

--- organizational/formal
--- informal
--- kinship

Civic Club

Booster Club

School Board

Past President of School Board

Discussion of School Problems

Discussion of Problems

Member

5-L-2

5-L-3

5-L-4

5-L-11

5-L-7

5-L-1

5-L-12
The Power Persons as Identified by the Executive Head.

Table 12 shows in chart form the people identified as power persons by the researcher and by the executive head. As will be seen after examining the table, the executive head identified all of the top leaders identified by the researcher but failed to identify either of the secondary leaders. In addition to the leaders identified by the researcher, the executive head identified 5-L-18 one of the ministers who was mentioned one time as influential and 5-L-19 who was mentioned two times. The lack of certainty with which the secondary power people could be located makes the significance of identification of secondary leaders on the part of the executive head indeterminant.

School District Six

School district six is in a county which is predominantly agricultural with some diversified industry. Within the county is an extremely large United States Government installation. The county has a population of approximately 64,000.

Services.

Within the central village of this school district are the following services: a local bank, local newspaper, locally and privately owned grain elevator, several churches one of which is Roman Catholic and one of which is Lutheran, a village fire department, a board of trade, a post of the American Legion, two fraternal orders, one service club, a town council and a public water system. The
### TABLE 12

**POWER PERSONS IDENTIFIED BY RESEARCHER AND BY EXECUTIVE HEAD OF DISTRICT FIVE***

<table>
<thead>
<tr>
<th>Identified by Researcher</th>
<th>Identified by Executive Head</th>
<th>Percentage Identified by Executive Head</th>
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<td></td>
</tr>
<tr>
<td>5-L-12</td>
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</tr>
</tbody>
</table>

* The top power people are listed above the broken line and the secondary ones below it.
central village is twelve miles from the nearest city. This city has a population of 10,000.

Enrollment and Faculty.

The schools of the district enroll approximately twelve hundred and ninety pupils of which approximately nine hundred and sixty-five are in the elementary schools and approximately three hundred and twenty-five are in the high school. The district employs forty-two teachers, twenty-nine of whom are in the elementary schools and thirteen of whom are in the high school. It functions as a four year high school.

Financial.

The total valuation of the school district is approximately $7,892,000 and the valuation per pupil is approximately $6,100. The total tax rate for school purposes is 26.50 mills while the total tax rate for all purposes is 39.80 mills.

Condition of Plant.

The interiors of the elementary schools were not seen. The high school building is new and is situated on a large site at the crest of a rounded hill.

Curriculum.

The curriculum is primarily subject centered with offerings in the common academic subjects, business education, home economics and industrial arts. Vocational agriculture is being dropped since only
thirteen boys wanted it last year and the executive head reported
less will want it the coming year. There was opposition among
parents to dropping this subject. The executive head reported that
approximately forty-five per cent of the high school graduates go
directly into industry in neighboring cities while about forty-five
per cent go on to college. He also reported another ten per cent
go on to business college and nursing. No indications of newer
methods of curriculum organization were observed or reported. There
are some indications of enrichment through subject matter clubs,
music, and field trips.

Uniqueness.

This school district presents a problem not found in the other
school districts studied. The executive head is a "controversial"
figure. There were reports that at least one school board member
campaigned to have the present executive head relieved and a new one
employed. According to reports of respondents, cooler heads prevailed
since "cause" could not be shown and the executive head still had a
contract. The knowledge was freely given that the executive head holds
his position by a one vote majority of the board. A recent issue of the
local newspaper carried a paid public advertisement under the auspices
of the Citizens' Committee which read, Wanted: A New "Hilltop" School
Board.

5This name is fictitious.
This school district is also unique in the fact that both the Roman Catholic and Lutheran churches are making plans to establish schools.

Recent and Current Issues.

Two recent issues had been resolved at the time of this study. These were (1) to consolidate with a neighboring school district and locate a new high school, and (2) to vote the bond issue necessary for building the new high school.

The prominent issue at the time of the study centered around the executive head. The community was reported to be fairly evenly divided regarding this issue.

The Primary Power Persons as Identified by the Researcher.

In school district six the researcher identified four leaders who are considered as the top ones. These four persons were given code numbers of 6-L-1, 6-L-2, 6-L-5, and 6-L-9.

The first power person, 6-L-1, was mentioned by eleven respondents. Eight of these persons estimated his influence was county-wide, and three that it was local with extensions. This individual supplies the money that supports the local bank and also owns the local grain elevator and an elevator in the county seat. He has wealth and is a large property owner. Three of the top power people named him as a power person. People of the district have various feelings regarding this man. One community member said, "He is a millionaire and a sound businessman but many people do not like him." A member of the power
structure stated, "Through the years he has been outstanding regarding all issues but he would not serve on the school board." Another person remarked, "When the old man speaks, everybody listens. He keeps the young hot heads on an even keel."

Several respondents stated that 6-L-1 is opposed to the bond issue on the grounds that the old building is good enough but the statement of this man himself contradicts this. During the interview this leader said, "Are kids more apt because of all of this money we spend on them? Four-fifths of our taxes go for the schools. I have voted for all of the tax and bond levies but I am beginning to doubt their worth."

Later in the same interview 6-L-1 remarked, "the schools should stick to fundamentals. The schools are not the only type of education, they are too fancy and are getting fancier all of the time."

The next influential person is 6-L-2. He is also associated with the bank and comes from one of the old families. Four persons said his influence is local with extensions and three said it is county-wide. This man owns property and has other wealth. Three members of the top group of influential persons named this individual as a power person.

Leader 6-L-2 provides a distinct contrast to 6-L-1 in that he is gracious, hospitable, and dresses well, while the latter wears old clothes, is brusque, and approaches downright rudeness. The former is careful to establish good public relations while the latter appears not to care what people think of him. The leader under discussion, 6-L-2, has made a name for himself as a city lawyer and has returned
to this village to take the position with the bank, according to interviewee comments. One of the interviewees made the following comments regarding the person, "He has pretty well taken over in the bank. He meets people well and his judgments are respected."

This leader claims to have supported the first and second consolidations but remarked, "There was so much opposition to the second consolidation that I regretted having backed it, however, I am now satisfied that I did the right thing."

Leader 6-L-5 was named seven times and of the people naming him, five said his influence is local with extensions while one said it is county-wide and another said it is local only. Three of the top leaders named this man as an influential person. This man is president of the board of education and an executive of a local manufacturing concern.

This leader was in favor of both consolidations and in favor of the bond issue.

Leader 6-L-9 was named as powerful or influential by ten respondents. Five of these people indicated his influence is local with extensions while three suggested it is county-wide and one that it is limited to local. This man comes from an old family and married the daughter of 6-L-1. He has extensive real estate holdings and other wealth.

Indications are that this man supported the bond issue when it finally passed. He favored consolidation.
The Secondary Power Persons as Identified by the Researcher.

As was often the case during this research, the secondary or lesser power people were difficult to locate. The top few stood out rather clearly but the others were mentioned only two or three times and often had no other characteristics so often found important to power in other studies.

The secondary power people were assigned the following code numbers 6-L-4, 6-L-6, 6-L-7, 6-L-8 and 6-L-14.

Sub-leader 6-L-4 is the editor of the local newspaper and has held the editorship for only a few years. The importance of this man will become clearer when the executive head issue is discussed.

The second sub-leader, 6-L-6 owns and operates the local barber shop. He is a very vocal individual and was reported as attending nearly every school and civic meeting. He seems to be the center of an informal communication system radiating to many segments of the central village. In his barber shop, many informal discussions of policy take place. The barber shop is a clearing house for ideas and opinions. This leader supported the bond issue the last time it was proposed.

The third sub-leader, 6-L-7, owns a lumber company. He does not appear to exert influence on the schools. The lack of evidence regarding the man's positions makes further discussion of him unprofitable.

The fourth sub-leader, 6-L-8, is part owner of a trucking company in the central village of the district. He was for the last
consolidation and for the bond issue.

Sub-leader 6-L-11 is from an old family and was mentioned once by the top leaders as being influential.

Table 13 summarizes the results obtained in attempting to determine the power people.

One issue which has not been touched upon will now be discussed at some length. The outstanding issue in this school district centers around the executive head. Results of this survey indicate that not only the school board but also the people of the school district are divided on the issue.

From direct observation and from interviews it becomes clear that the personal habits and physical characteristics of the executive head affect his position. He is a large man and very slovenly. One of the respondents remarked to the researcher, "S-6 must have known you were coming today, he put on his good clothes."

Most of the complaints about the executive head did not come from the top power people but from the five individuals categorized as sub-leaders. There had been a definite attempt to elect board members who were in favor of employing a new executive head. Consistently reports to the researcher emphasized that two of the recently elected board members campaigned on the basis of desiring to remove S-6. Some of the statements of people interviewed throw light on this situation. One school board member said, "I ran for the school board because I could see a need for a change. The town is split almost fifty-fifty over S-6. There is strong agitation on the part of younger groups,"
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<th>Code Number for Individuals</th>
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<th>Influence Local With Extensions</th>
<th>Influence County-Wide</th>
<th>Mentioned by Top Leaders</th>
<th>Controls a Service</th>
<th>Old Family</th>
<th>Owns a Business</th>
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<td>0</td>
<td>0</td>
<td>Yes</td>
<td>No</td>
<td>No</td>
<td>No</td>
</tr>
<tr>
<td>6-L-6</td>
<td>2</td>
<td>2</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>No</td>
<td>No</td>
<td>Yes</td>
<td>No</td>
</tr>
<tr>
<td>6-L-7</td>
<td>2</td>
<td>2</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>No</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>6-L-8</td>
<td>2</td>
<td>2</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>No</td>
<td>Yes</td>
<td>Yes</td>
<td>No</td>
</tr>
<tr>
<td>6-L-14</td>
<td>3</td>
<td>3</td>
<td>0</td>
<td>0</td>
<td>1</td>
<td>No</td>
<td>Yes</td>
<td>Yes</td>
<td>Prosperous Farm</td>
</tr>
</tbody>
</table>

* Top power people are listed above the broken line and secondary ones are listed below it.
particularly young businessmen, for the removal of the executive head. One board member ran to get rid of S-6. The local superintendent is excellent at talking out of both sides of his mouth. He straddles the fence on all issues but you can draw him out." He continued by pointing out that the executive head had a group of yes men around him until the board stepped in and straightened things out. Other respondents suggested the board member just quoted campaigned to remove the executive head.

A local businessman accused the executive head of promising things he could not carry out and characterized him as "Quite a man - a controversial figure."

The board member who most strongly campaigned to have the executive head removed stated that the young businessmen of the district urged him to run for the school board. He also stated that he wanted to run because he was dissatisfied with the existing board. In describing the campaign this young businessman said, "The younger group backed me and I had newspaper support. We carried on a regular campaign through the Citizens Committee which raised between $200 and $300. I received the highest vote of the nine men who were running."

There appeared to be an attempt by the power structure to maintain control of the school board in the election referred to above. One of the power people circulated a petition on the behalf of a man who wanted to remove the executive head. All indications were that the local superintendent retained his job by a three to two vote of the board.
One of the ministers of the community expressed the opinion that there was cleavage between the younger men of the community and the older men. He felt the younger businessmen and executives wanted a share in determining school and civic policies.

The seriousness of the situation seems to be best illustrated by a strike of the students when the executive head was taken to the hospital. Reports suggested that the strike was instigated by a faculty member who wanted to force a change in the administration.

By way of summary, it seems that most of the top power people support the executive head or at least are not attempting to get rid of him while the younger businessmen and executives want him removed.

Interrelationships of Power Persons.

Figure 12 presents the interrelationships discovered by the researcher. The interrelationships show rather close relationships among the top power people especially 6-L-1, 6-L-2, and 6-L-9. The newspaper editor has a rather unique position in these relationships since the newspaper is not locally owned. The editor, therefore, has a certain amount of freedom in how he operates. In general, the newspaper is anti-executive head but pro-school.

It seems worth while to point out that there are no isolates among the people considered to be power people. It also seems worth while to call attention to the fact that only the lesser power people apparently belong to the Board of Trade with the exception of the cashier-vice president of the bank, 6-L-2. This man, however, is in a position
FIGURE 12
INTERRELATIONSHIPS AMONG POWER PERSONS
IN DISTRICT SIX
Top Power People    Lesser Power People

--- Organization/flow
--- Formal
--- Informal
--- Kinship

6-L-1
6-L-2
6-L-3
6-L-4
6-L-5
6-L-6
6-L-7
6-L-8

Member
Member
Member
Member
Member
Member
Member
Member

Financial Advice
School
Body
Contributed to
Internal School
Troubles

---
---
---

Business
Partnership
Trade
Service
Club
where he could bring strong influence to bear on the Board of Trade. It was reported by five respondents that the voice of the Board of Trade is weak.

**Relationships Existing Between Executive Head and Power Persons Identified by Researcher.**

The relationships existing between the executive head and the power persons as identified by the researcher are shown diagrammatically in Figure 13. The executive head apparently has many contacts with power persons through organizations. Only two informal relationships are indicated and both are with top power people involving discussion of educational problems. The relationships are mutual.

**A Comparison of Power Persons Identified by Executive Head and Researcher.**

Table 14 gives the comparisons of power persons identified by the researcher and the executive head and shows the percentages of persons identified at the top and sub-levels of power. The total lack of choices by the executive head regarding the lesser leaders does not necessarily mean he could not identify the lesser power people of the district since none of these sub-leaders stand out decisively. The total number of persons mentioned by respondents in addition to the four top people was twenty-one but only five of these were mentioned more than once. The executive head mentioned more people as
FIGURE 13

RELATIONSHIPS EXISTING BETWEEN EXECUTIVE HEAD AND POWER PERSONS
DISTRICT SIX

Top Power People

Lesser Power People

Discussion of school problems

School Board member

Member

Member

Member

Member

Member

Member

Member

Member

Member

Member

Member

Member

Organizational or
Formal

Informal

6-L-1

6-L-2

6-L-5

6-L-8

6-L-14

6-L-6

6-L-7

6-L-9

Service club
<table>
<thead>
<tr>
<th>Identified by Researcher</th>
<th>Identified by Executive Head</th>
<th>Percentage Identified by Executive Head</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Top</td>
</tr>
<tr>
<td>6-L-1</td>
<td>6-L-1</td>
<td>100</td>
</tr>
<tr>
<td>6-L-2</td>
<td>6-L-2</td>
<td></td>
</tr>
<tr>
<td>6-L-5</td>
<td>6-L-5</td>
<td></td>
</tr>
<tr>
<td>6-L-9</td>
<td></td>
<td></td>
</tr>
<tr>
<td>6-L-4</td>
<td></td>
<td></td>
</tr>
<tr>
<td>6-L-6</td>
<td></td>
<td></td>
</tr>
<tr>
<td>6-L-7</td>
<td></td>
<td></td>
</tr>
<tr>
<td>6-L-8</td>
<td></td>
<td></td>
</tr>
<tr>
<td>6-L-14</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

* Top power people are listed above the broken line and secondary ones below it.
influential than are shown here but none of these people stand out on the basis of information gathered by the researcher. Of the persons whom the executive head identified as influential, but who are not reported in the study, none were violently opposed to him.
CHAPTER V

COMPARATIVE ANALYSIS OF THE EXECUTIVE HEADS IN TERMS OF
IDENTIFICATION OF, RELATIONSHIPS WITH, AND
KNOWLEDGE OF POSITIONS TAKEN BY,
POWER PERSONS

I. Rankings of the Six Executive Heads
on the Basis of Research Data

Identification.

Table 19 shows how each executive head ranks according to the
number of persons he identified as power persons. The base for calculat­ing the per cent identified is the power people located by the re­searcher.

Only one executive head identified all of the power people whom
the researcher identified. Identification of the top power people
divided the group into two segments but did not make fine differen­tiation among executive heads possible. Identification of the lesser
power people differentiated the executive heads into four groups. On
the basis of Hunter's findings this result could be expected since he
found that the lesser power people generally were the ones who dealt
with education policy formulation.¹ When one compares the executive

¹See page 55.
TABLE 15
THE EXECUTIVE HEADS RANKED ACCORDING TO
THE NUMBER OF POWER PERSONS IDENTIFIED

<table>
<thead>
<tr>
<th>Basis of Top Persons Identified</th>
<th>Basis of Lesser Persons Identified</th>
<th>Basis of All Persons Identified</th>
</tr>
</thead>
<tbody>
<tr>
<td>S-3 (100.0%)</td>
<td>S-4 (100.0%)</td>
<td>S-4 (100.0%)</td>
</tr>
<tr>
<td>S-4 (100.0%)</td>
<td>S-1 (66.7%)</td>
<td>S-3 (85.7%)</td>
</tr>
<tr>
<td>S-5 (100.0%)</td>
<td>S-3 (66.7%)</td>
<td>S-5 (71.4%)</td>
</tr>
<tr>
<td>S-6 (100.0%)</td>
<td>S-2 (20.0%)</td>
<td>S-1 (50.0%)</td>
</tr>
<tr>
<td>S-2 (33.3%)</td>
<td>S-5 (00.0%)</td>
<td>S-6 (44.4%)</td>
</tr>
<tr>
<td>S-1 (25.0%)</td>
<td>S-6 (00.0%)</td>
<td>S-2 (25.0%)</td>
</tr>
</tbody>
</table>
heads on the basis of the per cent of all power people identified the six local superintendents can be ranked.

Direct Associational or Formal Relationship.

Table 16 presents the rankings of the executive heads on the basis of the direct formal relationships which each executive head has with the power people as identified by the researcher. On the basis of associational relationships with the top power persons the executive heads can be ranked into four groups as shown with two overlappings. When only the secondary power people are considered the executive heads can be ranked with only one case of duplication and that involves S-6 and S-5. When the total number of power people as identified by researcher are considered, there is also duplication but in this case the duplication occurs because S-5 and S-4 fall into the same rank.

Direct Informal Relationships.

Four of the six executive heads can be ranked on the basis of direct, informal relationships with top power people. S-1 and S-2 showed no direct, informal relationships hence, both must be ranked in last position.

Only two of the executive heads can be ranked on the basis of direct, informal relationships with lesser power people since relationships of this type could be determined by the researcher for only S-4 and S-3.

The above findings seem contrary to what would be expected from
## TABLE 16
THE SIX EXECUTIVE HEADS RANKED ACCORDING TO DIRECT ORGANIZATIONAL OR FORMAL RELATIONSHIPS WITH POWER PERSONS

<table>
<thead>
<tr>
<th>Top Power Persons</th>
<th>Sub-Power Persons</th>
<th>Total Power Persons</th>
</tr>
</thead>
<tbody>
<tr>
<td>S-6 (100%)</td>
<td>S-6 (100%)</td>
<td>S-6 (100%)</td>
</tr>
<tr>
<td>S-5 (100%)</td>
<td>S-4 (100%)</td>
<td>S-5 (85.7%)</td>
</tr>
<tr>
<td>S-4 (75.0%)</td>
<td>S-3 (66.7%)</td>
<td>S-4 (85.7%)</td>
</tr>
<tr>
<td>S-3 (75.0%)</td>
<td>S-5 (50.0%)</td>
<td>S-3 (71.4%)</td>
</tr>
<tr>
<td>S-1 (50.0%)</td>
<td>S-1 (16.7%)</td>
<td>S-1 (30.0%)</td>
</tr>
<tr>
<td>S-2 (00.0%)</td>
<td>S-2 (00.0%)</td>
<td>S-2 (00.0%)</td>
</tr>
</tbody>
</table>
the research by Hunter in which he found that the lesser or sub-power people were the ones who most often participated in educational policy formulation. On the basis of Hunter's research one would expect to find a larger number of direct, informal relationships with the lesser power people than with the top power people. On the other hand, the findings of the present study could be expected on the basis of the findings in a study by Charters in which he concluded that the exact nature of the distribution of power in the school has not been extensively examined, and assumptions concerning it are based on guesswork and informal observation.

When the executive heads are ranked according to direct, informal relationships with all power people identified by the researcher, the results are similar to those obtained when the executive heads are ranked according to the informal relationships with top power people. The findings which have been presented immediately above are drawn together in Table 17.

In the discussion of educational matters.

In an attempt to deal specifically with the educational aspects of executive head - power structure relations, the informal relationships involving discussion of educational problems were determined during the interviews. Both the executive heads and power people as

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2See page 55.

3See page 48.
<table>
<thead>
<tr>
<th>Top Power Persons</th>
<th>Sub-Power Persons</th>
<th>Total Power Persons</th>
</tr>
</thead>
<tbody>
<tr>
<td>S-4 (100%)</td>
<td>S-4 (100%)</td>
<td>S-4 (100%)</td>
</tr>
<tr>
<td>S-3 (75.0%)</td>
<td>S-3 (66.7%)</td>
<td>S-3 (71.4%)</td>
</tr>
<tr>
<td>S-5 (60.0%)</td>
<td>S-5 (00.0%)</td>
<td>S-5 (42.9%)</td>
</tr>
<tr>
<td>S-6 (50.0%)</td>
<td>S-6 (00.0%)</td>
<td>S-6 (22.2%)</td>
</tr>
<tr>
<td>S-1 (00.0%)</td>
<td>S-1 (00.0%)</td>
<td>S-1 (00.0%)</td>
</tr>
<tr>
<td>S-2 (00.0%)</td>
<td>S-2 (00.0%)</td>
<td>S-2 (00.0%)</td>
</tr>
</tbody>
</table>
identified by the researcher were asked to tell whether or not the executive head informally discussed educational problems or issues with power people. The results of this inquiry are consolidated in Table 19.

As the table shows, the executive heads can be ranked on this basis with the only duplications occurring where no discussion took place between the executive head and power people.

**Personal Social Relations.**

Two of the executive heads studied, S-4 and S-3, had personal-social relationships with the power people that were identified by the researcher. Even these two individuals did not have extensive personal-social relationships. The one executive head who was found to be a power person had personal-social relationships with only two out of four top power people. The fact that very few personal-social relationships were found is not surprising in the light of previous research. The findings in relation to personal-social relationships are summarized in Table 19.

**Position of Power People on Issues.**

In the school districts where the passage of bonds was the issue, the researcher could find few power people who either said they were opposed to the bond issue or whom other people said were opposed. This fact can be interpreted in at least two ways. Either the great majority of the power people in these districts supported the bond issues
### Table 18

The six executive heads ranked according to the percent of power persons with whom they informally discussed educational matters.

<table>
<thead>
<tr>
<th>Top Power Persons</th>
<th>Lesser Power Persons</th>
<th>Total Power Persons</th>
</tr>
</thead>
<tbody>
<tr>
<td>S-4 (100)</td>
<td>S-4 (100)</td>
<td>S-4 (100)</td>
</tr>
<tr>
<td>S-3 (75.0)</td>
<td>S-3 (66.7)</td>
<td>S-3 (71.4)</td>
</tr>
<tr>
<td>S-5 (60.0)</td>
<td>S-5 (00.0)</td>
<td>S-5 (42.9)</td>
</tr>
<tr>
<td>S-6 (50.0)</td>
<td>S-6 (00.0)</td>
<td>S-6 (22.2)</td>
</tr>
<tr>
<td>S-1 (00.0)</td>
<td>S-1 (00.0)</td>
<td>S-1 (00.0)</td>
</tr>
<tr>
<td>S-2 (00.0)</td>
<td>S-2 (00.0)</td>
<td>S-2 (00.0)</td>
</tr>
</tbody>
</table>
TABLE 19

THE SIX EXECUTIVE HEADS RANKED ACCORDING TO THE PERCENT OF POWER PERSONS WITH WHOM THEY HAD PERSONAL-SOCIAL RELATIONSHIPS

<table>
<thead>
<tr>
<th>Executive Head</th>
<th>Percentage Top Power</th>
<th>Executive Head</th>
<th>Percentage Lesser</th>
<th>Executive Head</th>
<th>Percentage Total Power</th>
</tr>
</thead>
<tbody>
<tr>
<td>S-4</td>
<td>25.0</td>
<td>S-4</td>
<td>33.3</td>
<td>S-4</td>
<td>28.6</td>
</tr>
<tr>
<td>S-3</td>
<td>25.0</td>
<td>S-3</td>
<td>00.0</td>
<td>S-3</td>
<td>14.3</td>
</tr>
<tr>
<td>S-5</td>
<td>00.0</td>
<td>S-5</td>
<td>00.0</td>
<td>S-5</td>
<td>00.0</td>
</tr>
<tr>
<td>S-6</td>
<td>00.0</td>
<td>S-6</td>
<td>00.0</td>
<td>S-6</td>
<td>00.0</td>
</tr>
<tr>
<td>S-1</td>
<td>00.0</td>
<td>S-1</td>
<td>00.0</td>
<td>S-1</td>
<td>00.0</td>
</tr>
<tr>
<td>S-2</td>
<td>00.0</td>
<td>S-2</td>
<td>00.0</td>
<td>S-2</td>
<td>00.0</td>
</tr>
</tbody>
</table>
or they would not admit to another educator that they had opposed the issue. When bond issues passed by only sixty-plus per cent, the fact that all power people claimed to have supported the issues appears doubtful. Also, there is the possibility that power people who were not in favor of the bond issues did not actively speak against the issue. The very fact that they did not speak in favor of the bond issue may have had the effect of opposing it.

In the two cases where school district consolidation was the issue, the researcher located power people who favored the consolidation and those who opposed it. In both cases involving consolidations, the issue has not been settled, that is, the decisions have not yet been made.

Attempts were made to get reactions to hypothetical issues regarding curriculum change but these attempts were unfruitful since most lay people interviewed said they were not well enough versed in high-school curriculums to discuss the issue. Most respondents stated they would want extended discussions with school board members, teachers, and the executive head before they took a position on curriculum change.

Since the only issue located in school district six involved the executive head, this issue was intentionally not raised with respondents. The researcher had been warned that this issue should be avoided since there was much bitterness concerning it. Also, the researcher did not wish to aggrevate an already delicate situation so he
only obtained information which was volunteered regarding this issue. He made no comment regarding this issue during interviews.

The data which was collected in respect to issues has been analyzed and the results presented, but few conclusions have been based upon this aspect of the research for the reasons set forth above.

All but one of the executive heads studied could give the positions of all power people regarding issues when the names of the power people were given to them. The one executive head who could not identify the positions of all power people said he did not know one of these people well enough to judge his position. Otherwise, the executive head judged the positions of power people to be the same as those discovered by the researcher. The comparisons between the positions on issues as estimated by the executive head and as indicated by the researcher are shown in Tables 29 through 29.

**Combined Research Data.**

When the rankings of executive heads are made on the bases discussed above there are overlappings as has been pointed out. In an attempt to determine what the combined effect of the field research would show, an index number was developed for each executive head. Each rank position was assigned a number from one through six. Top ranking on any of the relationships discussed above was assigned a value of one. Number two ranking was assigned a value of two, and so on. The assigned value of each ranking was multiplied by the number
TABLE 20
COMPARISONS OF POSITIONS OF POWER PEOPLE ON ISSUES IN SCHOOL DISTRICT ONE AS ESTIMATED BY THE EXECUTIVE AND AS DETERMINED BY THE RESEARCHER*

<table>
<thead>
<tr>
<th>Issue</th>
<th>Power Person</th>
<th>Research Position</th>
<th>Position Estimated by the Executive Head</th>
<th>Per Cent Agreement of Executive Heads Estimate with Research Determination of Position</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bond</td>
<td>1-L-2</td>
<td>Questionable</td>
<td>Favored - Questionable</td>
<td></td>
</tr>
<tr>
<td></td>
<td>1-L-3</td>
<td>Opposed</td>
<td>Quietly opposed</td>
<td></td>
</tr>
<tr>
<td></td>
<td>1-L-4</td>
<td>Favored</td>
<td>Strongly favored</td>
<td></td>
</tr>
<tr>
<td></td>
<td>1-L-8</td>
<td>Favored</td>
<td>Favored</td>
<td></td>
</tr>
<tr>
<td></td>
<td>1-L-1</td>
<td>Definitely favored</td>
<td>Definitely favored</td>
<td>100</td>
</tr>
<tr>
<td></td>
<td>1-L-5</td>
<td>Favored</td>
<td>Favored</td>
<td></td>
</tr>
<tr>
<td></td>
<td>1-L-6</td>
<td>Questionable</td>
<td>Questionable</td>
<td></td>
</tr>
<tr>
<td></td>
<td>1-L-7</td>
<td>Questionable</td>
<td>Questionable</td>
<td></td>
</tr>
<tr>
<td></td>
<td>1-L-9</td>
<td>Favored</td>
<td>Favored</td>
<td></td>
</tr>
</tbody>
</table>

Per Cent Agreement of Executive Head's Estimate of Positions of all Power People with Research Determination of Positions ................. 100

* The top power people are above the broken line and the secondary power people are below it.
### TABLE 21

COMPARISONS OF POSITIONS OF POWER PEOPLE ON ISSUES IN SCHOOL DISTRICT TWO AS ESTIMATED BY THE EXECUTIVE AND AS DETERMINED BY THE RESEARCHER*

<table>
<thead>
<tr>
<th>Issue</th>
<th>Leader</th>
<th>Research Position</th>
<th>Position Estimated by the Executive Head</th>
<th>Per Cent Agreement of Executive Heads Estimate with Research Determination of Position</th>
</tr>
</thead>
<tbody>
<tr>
<td>Consolidate and Expand South Village High School</td>
<td>2-L-1</td>
<td>Opposed</td>
<td>Opposed</td>
<td></td>
</tr>
<tr>
<td></td>
<td>2-L-8</td>
<td>Opposed</td>
<td>Not well known</td>
<td></td>
</tr>
<tr>
<td></td>
<td>2-L-15</td>
<td>Favored</td>
<td>Favored</td>
<td></td>
</tr>
<tr>
<td></td>
<td>2-L-5</td>
<td>Opposed</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>2-L-11</td>
<td>Opposed</td>
<td>Opposed slightly</td>
<td></td>
</tr>
<tr>
<td></td>
<td>2-L-12</td>
<td>Opposed</td>
<td>Opposed</td>
<td>100</td>
</tr>
<tr>
<td></td>
<td>2-L-14</td>
<td>Opposed</td>
<td>Opposed definitely</td>
<td></td>
</tr>
<tr>
<td></td>
<td>2-L-18</td>
<td>Opposed</td>
<td>Opposed</td>
<td></td>
</tr>
</tbody>
</table>

Per Cent Agreement of Executive Head's Estimate of Position of All Power People with Research Determination of Positions ........ 87.5

* The top power people are above the broken line and the secondary power people are below it.
TABLE 22

COMPARISONS OF POSITIONS OF POWER PEOPLE ON ISSUES IN SCHOOL DISTRICT TWO AS ESTIMATED BY THE EXECUTIVE HEAD AND AS DETERMINED BY THE RESEARCHER*

<table>
<thead>
<tr>
<th>Issue</th>
<th>Power Person</th>
<th>Research Position</th>
<th>Position Estimated by the Executive Head</th>
<th>Per Cent Agreement of Executive Heads Estimate with Research Determination of Position</th>
</tr>
</thead>
<tbody>
<tr>
<td>Consolidate with South School and build new High School</td>
<td>2-L-1</td>
<td>Favored</td>
<td>More favorable</td>
<td></td>
</tr>
<tr>
<td></td>
<td>2-L-8</td>
<td>Favored</td>
<td>Don't know well enough to judge</td>
<td></td>
</tr>
<tr>
<td></td>
<td>2-L-15</td>
<td>Favored</td>
<td>Favored</td>
<td></td>
</tr>
<tr>
<td></td>
<td>2-L-5</td>
<td>Favored</td>
<td>Favored</td>
<td></td>
</tr>
<tr>
<td></td>
<td>2-L-11</td>
<td>Favored</td>
<td>Favored</td>
<td></td>
</tr>
<tr>
<td></td>
<td>2-L-12</td>
<td>Favored</td>
<td>Favored</td>
<td></td>
</tr>
<tr>
<td></td>
<td>2-L-14</td>
<td>Favored</td>
<td>Favored</td>
<td></td>
</tr>
<tr>
<td></td>
<td>2-L-18</td>
<td>Favored</td>
<td>Favored more</td>
<td></td>
</tr>
<tr>
<td>Per Cent Agreement of Executive Head's Estimate of Position of all Power People with Research Determination of Positions</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

* The top power people are above the broken line and the secondary power people are below it.
### TABLE 23

**COMPARISONS OF POSITIONS OF POWER PEOPLE ON ISSUES IN SCHOOL DISTRICT THREE AS ESTIMATED BY THE EXECUTIVE HEAD AND AS DETERMINED BY THE RESEARCHER**

<table>
<thead>
<tr>
<th>Issue</th>
<th>Leader</th>
<th>Research Position</th>
<th>Executive Head Estimated Position</th>
<th>Per Cent Agreement with Research Position</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bond</td>
<td>3-L-2</td>
<td>Favored</td>
<td>Questionable - Favored</td>
<td></td>
</tr>
<tr>
<td></td>
<td>3-L-3</td>
<td>Favored</td>
<td>Doubtful - No active opposition</td>
<td></td>
</tr>
<tr>
<td></td>
<td>3-L-7</td>
<td>Favored</td>
<td>Favored - at last minute</td>
<td></td>
</tr>
<tr>
<td></td>
<td>3-L-8</td>
<td>Favored</td>
<td>Questionable - Favored</td>
<td></td>
</tr>
<tr>
<td></td>
<td>3-L-12</td>
<td>Favored</td>
<td>Questionable - Favored</td>
<td>100</td>
</tr>
<tr>
<td></td>
<td>3-L-14</td>
<td>Favored</td>
<td>Favored</td>
<td></td>
</tr>
<tr>
<td></td>
<td>3-L-17</td>
<td>Favored</td>
<td>Favored</td>
<td></td>
</tr>
</tbody>
</table>

*The top power people are above the broken line and the secondary people are below it.*
# Table 24

**Comparisons of Positions of Power People on Issues in School District Four as Estimated by the Executive Head and as Determined by the Researcher**

<table>
<thead>
<tr>
<th>Issue</th>
<th>Leader</th>
<th>Research Position</th>
<th>Executive Head Estimated Position</th>
<th>Per Cent Agreement with Research Position</th>
</tr>
</thead>
<tbody>
<tr>
<td>Zoning for Industry</td>
<td>4-L-1</td>
<td>For light**</td>
<td>For light</td>
<td>100</td>
</tr>
<tr>
<td></td>
<td>4-L-2</td>
<td>For light</td>
<td>For light</td>
<td></td>
</tr>
<tr>
<td></td>
<td>4-L-5</td>
<td>Neutral</td>
<td>Neutral</td>
<td></td>
</tr>
<tr>
<td></td>
<td>4-L-12</td>
<td>Doubtful</td>
<td>Doubtful</td>
<td></td>
</tr>
<tr>
<td></td>
<td>8-4</td>
<td>For light</td>
<td>For light</td>
<td></td>
</tr>
<tr>
<td></td>
<td>4-L-16</td>
<td>Quietly for light</td>
<td>Probably for light</td>
<td>100</td>
</tr>
<tr>
<td></td>
<td>4-L-9</td>
<td>Opposed</td>
<td>Opposed</td>
<td></td>
</tr>
<tr>
<td></td>
<td>4-L-11</td>
<td>Light</td>
<td>Light</td>
<td></td>
</tr>
</tbody>
</table>

*The top power people are above the broken line and the secondary power people are below it.*

**"Light" refers to light industry as commonly defined in zoning laws.
TABLE 25

COMPARISONS OF POSITIONS OF POWER PEOPLE ON
ISSUES IN SCHOOL DISTRICT FIVE AS
ESTIMATED BY THE EXECUTIVE
HEAD AND AS DETERMINED BY
THE RESEARCHER*

<table>
<thead>
<tr>
<th>Issue</th>
<th>Leader</th>
<th>Research Position</th>
<th>Executive Head Estimated Position</th>
<th>Per Cent Agreement with Research Position</th>
</tr>
</thead>
<tbody>
<tr>
<td>5-L-2 Consolidation</td>
<td>Favored</td>
<td>With Board Decision</td>
<td></td>
<td></td>
</tr>
<tr>
<td>with South</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Village</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>and Add. to South High</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5-L-3</td>
<td>Favored</td>
<td>Probably with</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>board Decision</td>
<td></td>
<td></td>
</tr>
<tr>
<td>5-L-4</td>
<td>Favored</td>
<td>Favored</td>
<td></td>
<td></td>
</tr>
<tr>
<td>5-L-7</td>
<td>Favored</td>
<td>With Board Decision</td>
<td></td>
<td></td>
</tr>
<tr>
<td>5-L-11</td>
<td>Favored</td>
<td>With Board Decision</td>
<td></td>
<td></td>
</tr>
<tr>
<td>5-L-12</td>
<td>Favored</td>
<td>Favored</td>
<td></td>
<td></td>
</tr>
<tr>
<td>5-L-1</td>
<td>If Board</td>
<td>Favored</td>
<td></td>
<td></td>
</tr>
<tr>
<td>says so</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Per Cent Agreement of Executive Head's Estimate
of Positions of all Power People with Research
Determination of Positions . . . . . . . . . . . . . 100

* The top power people are above the broken line and the secondary power people are below it.
TABLE 26

COMPARISONS OF POSITIONS OF POWER PEOPLE ON
ISSUES IN SCHOOL DISTRICT FIVE AS
ESTIMATED BY THE EXECUTIVE
HEAD AND AS DETERMINED BY
THE RESEARCHER*

<table>
<thead>
<tr>
<th>Issue</th>
<th>Leader</th>
<th>Research Position</th>
<th>Executive Head Estimated Position</th>
<th>Per Cent Agreement with Research Position</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>5-L-2</td>
<td>Favored</td>
<td>Favored</td>
<td></td>
</tr>
<tr>
<td>Consol-</td>
<td>5-L-3</td>
<td>Favored</td>
<td>Favored</td>
<td></td>
</tr>
<tr>
<td>date</td>
<td>5-L-4</td>
<td>Favored</td>
<td>Favored</td>
<td></td>
</tr>
<tr>
<td>with</td>
<td>5-L-7</td>
<td>Favored</td>
<td>Favored</td>
<td></td>
</tr>
<tr>
<td>South</td>
<td>5-L-11</td>
<td>Favored</td>
<td>Favored</td>
<td></td>
</tr>
<tr>
<td>Village</td>
<td>5-L-12</td>
<td>Favored</td>
<td>Favored</td>
<td></td>
</tr>
<tr>
<td>and build</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>new high</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>school</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Per Cent Agreement of Executive Head's Estimate
of Positions of all Power People with Research
Determination of Positions . . . . . . . . . . . . . 100

* The top power people are above the broken line and the secondary
power people are below it.
of times the executive head was placed into that rank and the resulting products were added. The sums of these products were then divided by the number of rankings to give the index. In actuality, the index is the average ranking for each individual in respect to the relationships referred to above. The rankings of the six executive heads on the basis of indexes are shown in Table 2.

II. Rankings of the Six Executive Heads on the Basis of Judged Overall Effectiveness

Up to this point, the researcher had not seen the results of the balloting by the judges. He had no knowledge of the judged effectiveness of the six executive heads.

In order to get an average judged effectiveness, the researcher calculated an index for each executive head. This index was arrived at by multiplying the quarter number by the number of times the individual was placed in that quarter and adding these products together. The resulting sum was divided by the number of judgments made for that individual.

\[
\text{Index} = \frac{(\text{Quarter 1} \times N) + (\text{Quarter 2} \times N) + \ldots + (\text{Quarter 4} \times N)}{\text{Total Judgments for Individual}}
\]

In Table 2 the six executive heads are ranked on the basis of judged effectiveness. The lower the index number the more effective the executive head was judged to be.
TABLE 27

THE SIX EXECUTIVE HEADS RANKED ACCORDING TO COMBINED RESEARCH DATA

<table>
<thead>
<tr>
<th>Executive Head*</th>
<th>Research Ranking Index**</th>
</tr>
</thead>
<tbody>
<tr>
<td>S-4</td>
<td>1.27</td>
</tr>
<tr>
<td>S-3</td>
<td>2.09</td>
</tr>
<tr>
<td>S-5</td>
<td>3.18</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>S-6</td>
<td>3.36</td>
</tr>
<tr>
<td>S-1</td>
<td>4.45</td>
</tr>
<tr>
<td>S-2</td>
<td>4.64</td>
</tr>
</tbody>
</table>

* The more effective executive heads are found above the broken line and the less effective below it.

** The manner in which this index was calculated is explained on Page 209 Chapter V.
<table>
<thead>
<tr>
<th>Executive Head*</th>
<th>Code Number</th>
<th>Quarter 1</th>
<th>Quarter 2</th>
<th>Quarter 3</th>
<th>Quarter 4</th>
<th>Index</th>
</tr>
</thead>
<tbody>
<tr>
<td>S-3</td>
<td>8</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td></td>
<td>1.00</td>
</tr>
<tr>
<td>S-4</td>
<td>5</td>
<td>2</td>
<td>0</td>
<td>0</td>
<td></td>
<td>1.29</td>
</tr>
<tr>
<td>S-1</td>
<td>4</td>
<td>4</td>
<td>0</td>
<td>0</td>
<td></td>
<td>1.50</td>
</tr>
<tr>
<td>S-5</td>
<td>0</td>
<td>1</td>
<td>3</td>
<td>1</td>
<td></td>
<td>3.00</td>
</tr>
<tr>
<td>S-6</td>
<td>0</td>
<td>2</td>
<td>2</td>
<td>4</td>
<td></td>
<td>3.25</td>
</tr>
<tr>
<td>S-2</td>
<td>0</td>
<td>0</td>
<td>1</td>
<td>3</td>
<td></td>
<td>3.75</td>
</tr>
</tbody>
</table>

* Executive heads judged to be more effective appear above the broken line in descending order of their effectiveness. Executive heads judged to be less effective appear below the broken line in descending order of their judged effectiveness.
III. Comparisons of the Rankings of the Executive Heads Based on Research Data with Rankings Based on Judged Effectiveness

In Table 29 all of the rankings of executive heads have been listed in descending order.

Comparison of Judged Effectiveness with Identification of Power People.

There is a 50.0% agreement between judged effectiveness and ability to identify top power people. With the exception of S-1, the executive heads judged more effective identified a larger percentage of top power people than did those judged less effective. When ability to identify the lesser power people is compared with judged effectiveness, there is 100% agreement. When comparisons are made between judged effectiveness and identification of both levels of power people, the two top superintendents and the two bottom superintendents, on the basis of effectiveness, occupy similar positions in respect to identification. S-1 and S-5 occupy the center positions in both rankings. The percentage agreement is 66.7%.

Comparison of Judged Effectiveness with Organizational Relationships.

When a comparison is made between judged effectiveness and organizational relationships with top leaders there is very little agreement. Only one of the executive heads judged more effective was among the top three in respect to organizational relations. One of the less effective executive heads was among the bottom group on the basis of organizational relationships. There is 33.3% agreement.
**Table 29**

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Top</td>
<td>Lesser</td>
<td>Total</td>
<td>Top</td>
</tr>
<tr>
<td>S-3</td>
<td>8-3</td>
<td>S-4</td>
<td>S-4</td>
<td>8-6</td>
</tr>
<tr>
<td>S-4</td>
<td>8-4</td>
<td>S-1</td>
<td>S-3</td>
<td>8-5</td>
</tr>
<tr>
<td>S-5</td>
<td>8-6</td>
<td>S-2</td>
<td>S-1</td>
<td>8-3</td>
</tr>
<tr>
<td>S-6</td>
<td>S-2</td>
<td>S-5</td>
<td>S-6</td>
<td>S-1</td>
</tr>
<tr>
<td>S-2</td>
<td>S-1</td>
<td>S-6</td>
<td>S-2</td>
<td>S-2</td>
</tr>
</tbody>
</table>

- a S-3, S-4, S-5, and S-6, identified all of the top power persons.
- b S-1 and S-3 each identified some percent of lesser power people.
- c S-6 and S-5 had organizational relationships with all top power people.
- d S-4 and S-3 each had organizational relationships with 75% of top power people.
- e S-6 and S-4 each had organizational relationships with all top power people.
- f S-5 and S-4 each had organizational relationships with 85.7% of total power people.
- g These executive heads had informal direct relationships with none of the lesser power people.
When judged effectiveness and organizational relationships with the lesser power people are compared, the agreement is slightly better. Two of the local superintendents judged more effective were ranked in the upper one half on the basis of relationships and two of the superintendents judged least effective were in the bottom one-half. There is 66.7% agreement.

Agreement between judged effectiveness and organizational relationships of all power people was poor since only one executive head who was judged more effective was in the top half based on relationships and only one judged as less effective was in the bottom half. There is 33.3% agreement.

Comparisons of Judged Effectiveness and Direct Informal Relationships.

Regardless of the level of power people considered there is 66.7% agreement when judged effectiveness is compared with the rankings according to number of power persons with whom the executive head has informal relations.

Comparisons of Judged Effectiveness with Informal Discussion of Educational Problems with Power People.

When comparing judged effectiveness with the number of power people with whom the executive heads carried on informal discussion there is 66.7% agreement regardless of the level of power people considered.
Comparison of Judged Effectiveness with Personal-Social Relationships.

There were very few personal-social relationships discovered during the field research. All of the personal-social relationships were exhibited by S-4 and S-3 and these men were also ranked the highest in respect to judged effectiveness.

Summary of Comparisons.

There is at least 50% agreement between judged effectiveness and the various relationships studied. The highest agreement is between identification of lesser power people and judged effectiveness, 100%. The poorest agreement is between organizational relationships and judged effectiveness. Table 39 summarizes the per cent agreements.

When the rankings of the executive heads based upon the research data are compared, there is no per cent agreement below 67.7% as shown by Table 32.

The greatest disagreement revolves about S-1. In all rankings based upon field data this executive head appeared in the less-effective group. In several of the relationships studied S-1 showed no relationships with power people of any level. When ranked on the basis of judged effectiveness, however, this executive head is in the bracket of more effective administrators. All of the judgments made regarding his effectiveness were in the top two quarters.

Comparison of Rankings – Index of Effectiveness and Index of Relationships.

When the rankings of executive heads on the basis of the
TABLE 30

PER CENT AGREEMENTS BETWEEN JUDGED EFFECTIVENESS AND THE VARIOUS RELATIONSHIPS

<table>
<thead>
<tr>
<th>Identification of Power People</th>
<th>Organizational Relationships</th>
<th>Direct Informal Relationships</th>
<th>Discussion of Educational Problems</th>
</tr>
</thead>
<tbody>
<tr>
<td>Top</td>
<td>Lesser</td>
<td>Total</td>
<td>Top</td>
</tr>
<tr>
<td>50.0%</td>
<td>100%</td>
<td>66.7%</td>
<td>33.3%</td>
</tr>
</tbody>
</table>
TABLE 31
PERCENTAGE INTER AGREEMENTS ACCORDING TO RANKINGS OF EXECUTIVE HEADS ON BASIS OF RELATIONSHIPS WITH TOTAL POWER PEOPLE

<table>
<thead>
<tr>
<th></th>
<th>Identification</th>
<th>Direct Organ.</th>
<th>Informal Relations</th>
<th>Informal Disc. Ed. Problems</th>
</tr>
</thead>
<tbody>
<tr>
<td>Identification of Total Power People</td>
<td></td>
<td>66.7%</td>
<td>100%</td>
<td>100%</td>
</tr>
<tr>
<td>Direct Organizational Relationships with Power People</td>
<td>66.7%</td>
<td></td>
<td>66.7%</td>
<td>66.7%</td>
</tr>
<tr>
<td>Informal Relationships with Power People</td>
<td>100%</td>
<td>66.7%</td>
<td></td>
<td>100%</td>
</tr>
<tr>
<td>Informal Discussion of Educational Problems with Power People</td>
<td>100%</td>
<td>66.7%</td>
<td>100%</td>
<td></td>
</tr>
</tbody>
</table>
effectiveness index are compared with the rankings on the basis of the research index, a 66.7 per cent agreement exists, that is, two of the executive heads appear in the more effective group on the basis of both indexes and two appear in the less effective group on the basis of both indexes. Again, S-1 and S-5 are transposed, S-1 appearing in the upper one-half on the basis of effectiveness and in the lower one-half on the basis of research data. S-5 is displaced in the opposite manner. He is in the lower half of the sample on the basis of judged effectiveness but in the upper half of the sample on the basis of research data. S-5 is the first person above the dividing line when research data is applied and the first executive head below the dividing line when judged effectiveness is applied. Table 32 compares the rankings by indexes just discussed. One possible explanation for the reversed positions of S-5 was the reaction to the difficulty he encountered through the mis-conduct of his child. Another possible explanation for this transposition lies in the manner of arriving at the sample from the judgments of effectiveness. There were few judgments made for S-5 and these were scattered over three quarters of effectiveness. The preponderance of the judgments were in column three while one judgment was in column two. The judgments for S-1, on the other hand, were evenly divided between columns one and two. The judgments regarding both of these men had to be forced to a degree. The fact that judgments for both S-1 and S-5 were forced may account for the tendency of S-1 and S-5 to shift in respect to rankings on the basis of research data.
TABLE 32
A COMPARISON OF EXECUTIVE HEADS ON THE BASIS
OF INDEX OF EFFECTIVENESS AND INDEX OF
COMBINED RESEARCH DATA

<table>
<thead>
<tr>
<th>Executive Heads*</th>
<th>Effectiveness Index</th>
<th>Executive Heads</th>
<th>Research Index</th>
</tr>
</thead>
<tbody>
<tr>
<td>S-3</td>
<td>1.00</td>
<td>S-4</td>
<td>1.27</td>
</tr>
<tr>
<td>S-4</td>
<td>1.29</td>
<td>S-3</td>
<td>2.09</td>
</tr>
<tr>
<td>S-1</td>
<td>1.50</td>
<td>S-5</td>
<td>3.18</td>
</tr>
<tr>
<td>S-5</td>
<td>3.00</td>
<td>S-6</td>
<td>3.36</td>
</tr>
<tr>
<td>S-6</td>
<td>3.25</td>
<td>S-1</td>
<td>4.45</td>
</tr>
<tr>
<td>S-2</td>
<td>3.75</td>
<td>S-2</td>
<td>4.64</td>
</tr>
</tbody>
</table>

* The executive heads appearing above the line are the more effective and those appearing below are the less effective.
The Qualitative Analysis of the Relationships Between Executive Heads and Power Persons.

With two exceptions, the relationships which the executive head had had with power people were used to help get money issues approved by voters. Every district studied was faced with increasing costs for education. In school districts three and four there was evidence that the executive head used his relationships with power people to better the school program.

In district four the relationships were used to broaden the curricular offerings and to gain support for the idea that young people should have a voice in determining their destiny through self analysis with professional guidance. S-4 had also received widespread backing among power people for slow learner classes and for kindergartens. This executive head was described as being "a little progressive but with practical ideas."

In district three the executive head was not only using his relationships with power people to provide financial backing and to add courses and services; but was also using these relationships and a speakers' bureau to educate the lay people of the district to other school problems centering around the curriculum and methods of teaching.

In school district six the quality of relationships which existed between the executive head and the power people is in doubt. This man is fighting for his job. There is strong agitation throughout the
school district to have S-6 replaced. The fact that the researcher
did not hear adverse criticism of the executive head from power people
could be interpreted as indicative of the fact that he used his re-
lationships with power people to keep his administrative position.
The agitation for his removal came from the younger businessmen who
were seeking opportunities to participate at the top level of de-
cision making.

In general, the use of relationships with power people to support
curriculum reorganization was absent. In the majority of cases the
relationships seemed to be used to settle critical issues such as (1)
obtaining financial backing for the schools through bond issues and
tax levies, (2) reorganizing school districts, (3) locating the high
school in reorganized districts, and (4) adding or subtracting courses
and services. In one case the relationships seemed to be used to help
the executive head keep his administrative position.

The informal type of relationships between the executive head
and power people showed a consistently higher per cent agreement with
judged effectiveness than did the other types of relationships. It is
interesting to note, also, that the direct informal relationships were,
in all cases, situations where the executive head informally discussed
educational problems and issues with power people.

IV. Data Pertinent to Neither Hypothesis

Method.

The researcher was able to get the information desired about power
people. With few exceptions respondents answered questions freely. In all districts there was a high percentage of agreement between top power people identified by the researcher and those identified by the county agricultural extension agents who were found to be a good check on research results.

People in the school districts studied were not as hesitant to discuss power people as had been anticipated but the nearer the researcher got to the real power people the more difficult it was to get people to talk. In several cases it was not until after the researcher assured these people he was not working for the State Department of Education or the Office of the County Superintendent that these power people would discuss educational issues.

The technique of "warming the respondents" prior to discussing the real purpose of the interview was instrumental in getting interviewees to talk. The researcher had reported back to him various comments by interviewees to support this fact. This approach was not original with the interviewer. It is a technique followed by most good salesmen. Their purpose is to get the prospective buyer to say yes to something; to get him to agree to something. By getting respondents to talk about something of interest to them it made the step to talking about the research information easier.

Executive Heads.

The executive heads in the central and northeastern sections of Ohio are not well known to professors of education, State Department
of Education staff members, or superintendents of city school systems. This finding is well supported by the paucity of effectiveness ratings obtained. The median number of judgments per executive head from thirty-five judges was six. One judge knew twelve; five knew eight and two knew seven. Out of thirty-five judges contacted eleven returned their forms blank because they knew none of the executive heads well enough to rate them.

Power People.

The findings of the present study confirm the findings of most other studies in regard to what makes a power person. In the present study the following were the outstanding characteristics of power people.

1. They were named as influential or power people more often than other people.

2. They had wealth and were large land owners.

3. They either came from an old time family or had themselves been in the district for many years.

4. The local banker was a member of the power structure.

5. A high proportion of businessmen were found in the power structure.

6. The influence of power people was generally more extensive than local, being either local with extensions or county wide.

7. Ministers and executive heads generally were not members of the power structure.

There were two exceptions to this generalization. S-4, an executive head, was a member of the power structure of his school district but
had neither wealth or business connections. 5-L-11, a minister, was also found to be a member of the power structure. In the case of the minister, education, ability to lead, and being pastor of the dominant church were important.

8. Power people are identified by other power people as being power people. People in this study who did not meet other criteria for being power people did not meet the criterion of being mentioned by the top power people.

The existing power structures in the districts studied were constantly being challenged by aspirants to power. In most districts studied, the young businessmen made up the challengers. The challenges were gradual but steady. Once a stand on an issue had been made by power people there seemed to be little open opposition by aspirants to power. These aspirants made themselves heard and felt while the decisions on issues were still in flux, in most cases. Support for this observation is the fact that businessmen would discuss to great lengths with the researcher issues which were not settled. On the other hand, the researcher could seldom locate differences of opinion regarding issues that appeared settled.

The consolidation of school districts seems to have an effect upon the power structure as that structure affected education. When two or more villages of different sizes and with different degrees of community organization were involved, the larger, and generally more closely organized, village tended to dominate the leadership pattern in respect to education. This factor was a deterrent to school
district consolidation in several districts studied, especially district two. One of the arguments constantly voiced by interviewees in district two pointed up the fear of losing control of the high school if district two consolidated with the district in question.

The Schools.

In the six districts studied there was little which could be described as concerted efforts to reorganize the high school curriculum. In most districts the improvements which were being sought dealt with, (1) reorganizing school districts, (2) adding or subtracting courses or services, (3) obtaining financial backing through bonds or levies, and (4) locating the high school in reorganized districts.

Obtaining financial backing was the outstanding problem as expressed by executive heads, school-board members, and lay people. In one district it was claimed that taxes had risen over forty-five percent in the last three years. One of the power people in another district bemoaned the fact that fifty percent of local taxes went to the schools. He also questioned whether the results were worth the money being expended.

There was evidence that party politics did influence the public schools of the districts studied. At least two examples were found where the central committeemen of the two parties nominated candidates for vacant positions on the school board. In one district all of the
incumbent school board members had been nominated by the same central committeeman. As several respondents pointed out, if this certain committeeman circulated a petition in behalf of an individual for a position on the school board, that individual invariably was elected.
CHAPTER VI

SUMMARY, CONCLUSIONS, AND IMPLICATIONS

The staff of the School-Community Development Study at The Ohio State University hypothesized that "working with power people," or as later stated, "working with community leadership," was a critical area of administrative behavior. Four researchers tested the criticalness of this area, along with nine other areas hypothesized as critical. These researchers' findings were inconclusive but suggested that this area might be critical and that it should be studied by some method different from that used in the four studies.

Decisions of lay people regarding public education are made in a manner similar to decisions on civic and other issues. People of influence or power people affect the process of decision making and the decisions arrived at in respect to educational problems and issues.

I. The Problem

The problem undertaken in this study is an extension of the research carried on by the staff of the School-Community Development Study in general and four researchers (Hartzler, Rosenberger, Hess, and Clark) in particular. The four researchers dealt with this area of "working with community leadership to improve education" or, as it
was originally stated by the staff of the School-Community Development Study, "using power and influence to improve education" among others.

More specifically, the present study sought to determine (1) the extent to which executive heads can identify the power people of the school districts they serve, (2) the extent to which they have an understanding of the probable position of power people in relation to educational problems and issues, (3) the relationships which they have with power people, and (4) whether those executive heads who are judged to be more effective differ from those judged to be less effective in their abilities to identify power people, the extent to which they understand the probable positions of power people, and in the type of and number of relationships which they have with power people.

The hypotheses to be tested were (1) that executive heads vary widely in the extent to which they identify members of the power structure and the extent to which they have an understanding of the probable position of power people in relation to educational problems and issues; and (2) executive heads judged more effective are able to identify the power structure more accurately, have a more thorough understanding of and have more and different types of relationships with members of the power structure in regard to the improvement of education than do those judged less effective.

II. The Method

In order to test the hypotheses it was necessary to locate school
districts where power operation could be studied. It was decided that
ten school districts would provide a sufficient sample. Through the
inability of the judges to render enough judgments of effectiveness
for the executive heads submitted to them, the researcher settled for
six districts due to a lack of time in which to secure either more
judgments or more executive heads to be judged. Nine counties were
selected on the basis of certain criteria and permission to conduct
the study was sought from the superintendents of the counties involved.

After the permission of the county superintendents was obtained
certain other criteria were applied to the one hundred and one ex-
ecutive heads and their districts in these counties and permission
for the study was sought from those meeting the criteria. A list of
twenty-three executive heads resulted. The names of these twenty-
three were submitted to the judges. The judging process yielded a
usable sample of six executive heads.

The structured interview was used to gather the necessary infor-
mation. Brief notes were made during the interview and were expanded
as needed immediately after each interview. Among the people inter-
viewed in each district were the county superintendent, the executive
head, the agricultural extension agent serving that district, informed
persons, and as many of the power people as possible. Informed persons
were long-time residents of the district, civil officials, school-
board members, and other persons suggested by respondents as the inter-
views progressed.
For each school district studied a table was prepared showing the persons identified by the researcher as a power person. This table also shows how each individual identified measured up to certain criteria for power.

The writer compared the persons identified as power persons by the executive head with those identified by the researcher and calculated the percentage of agreement. The writer also calculated the percentage of power persons identified by the researcher with whom the executive head had various types of relationships. An index of judged effectiveness and an index of rankings based on research data were calculated for each executive head. Finally, the rankings of the six executive heads on the basis of judged effectiveness were compared with the rankings on the basis of research results and the per cent of agreement was calculated.

No attempt has been made in this summary to justify methods of arriving at the sample, gathering data, or comparing results since this has been done previously. For discussion of these matters the text of the previous chapters must be consulted.

III. Findings

The findings of this study will be summarized on three bases, namely: (1) those applying to the first hypothesis; (2) those applying to the second hypothesis and (3) those applying to neither hypothesis but having importance for this study.
Findings Related to the First Hypothesis

1. The six executive heads did vary widely in the extent to which they were able to identify the power people of their school districts.

2. Four of the executive heads identified all of the top power people while the remaining two identified only one-fourth and one-third of the top power people respectively.

3. There was a great range of abilities to identify secondary power people. One executive head identified all of them. Two identified two-thirds of the secondary power people. One identified one-fifth of them and two executive heads failed to identify any.

4. The six executive heads could be ranked on the basis of identification of all power people with no duplication. Ability to identify all power people ranged from one hundred per cent identification to a low of twenty-five per cent.

5. All executive heads identified some power people.

6. All executive heads could identify the position most power people took regarding educational issues when the power persons' names were supplied and the issue was indicated.

Findings Related to the Second Hypothesis

1. Generally speaking, the executive heads who were judged more effective were able to identify more power people in their school districts.
2. Two of the executive heads judged most effective were also found to rank at the top of the scale based on identification of total power people.

3. Two of the executive heads judged least effective were also found to rank at the bottom end of the scale based upon identification of total power people.

4. The two executive heads ranked in the middle of the scale on the basis of judged effectiveness also ranked in the middle of the scale based upon identification of total power people but the actual order of their ranking was reversed. Executive heads S-1 and S-5 were ranked in that order on judged effectiveness but were ranked S-5 and S-1 on identification of total power people.

5. The number of organizational relationships existing between executive heads and power people did not differentiate the more effective from the less effective administrators very well. The outstanding exception was the executive head who ranked lowest in judged effectiveness. He also ranked lowest in organizational relationships.

6. The informal relationships which the executive heads had with power people did distinguish those judged less effective from those judged more effective to a degree. There was a 66.7% agreement between rankings on the basis of judged effectiveness and rankings on the basis of informal relationship. There were no differences of rankings on the basis of informal relationships with top power people, lesser power people, or all power people.
7. One executive head, S-4, was constantly in the upper group regardless of what aspect of the study was being considered. In only one area of investigation did he fall from first place; this area was judged effectiveness. Executive head S-2, on the other hand was ranked poorest in all areas of investigation including judged effectiveness.

8. Attempts to improve educational programs in the school districts studied consisted almost entirely of the following: (1) obtaining financial backing for the schools, (2) providing adequate physical plants, (3) adding and subtracting courses or subjects, and (4) providing services such as guidance. The common method of curriculum organization in the districts studied was subject centered and consisted of constants with electives.

Findings Related to Neither Hypothesis

1. The techniques used by the researcher can be used to identify power people in local school districts with reasonable accuracy. The primary exception would be the type of power person who is a "behind the scenes operator."

2. In general, there was not much activity in relation to curriculum change noted. There was one exception and this was in the district served by the executive head who was judged most effective and who was consistently in the top one third of the sample on the basis of research data.
3. The executive head who ranked lowest in judged effectiveness and on the basis of research data was the only man who expressed fear of dealing with power people.

4. The executive heads are not widely known to professors of educational administration, State Department of Education staff members, or city superintendents located near them.

5. Power people in the districts studied generally had the following characteristics:

   a. they had been in the community for a long period of time or came from an old-time family;
   b. had both real estate and other wealth;
   c. had influence which was more than local.

6. By beginning with such innocuous terms as "community leader," "real community leader," and "those persons to whom large segments of the community population would turn for leadership when vital issues must be settled" a researcher and "outsider" can guide the discussion to the more delicate concepts of "power" and "influence." The terms "power" and "influence" were used rather freely in the majority of interviews.

7. No executive head studied had made or had someone else make a definite study to determine the power people of his school district. The uniform reply to questions seeking this information pointed out that these administrators gained what knowledge they had about the power structure by "playing by ear." The common remark was, "I keep my eyes and ears open."
8. In all districts studied there were struggles for power. The younger businessmen of the central villages of the school districts were contesting, in many cases, the controls which the older members of the power structure exerted.

9. Financial support of education was a serious problem in all districts studied except one.

10. When one or more school districts consolidate, the power tends to gravitate toward the largest village in the involved districts.

11. In most districts studied the school issues were the outstanding issues and apparently aroused the strongest emotional tensions. This was particularly true when the location of the high school became a problem associated with consolidation of districts.

12. In some school districts the central committeemen of the political parties select the candidates for election to the local school board. This method of selecting candidates ties the school board election to the political organization of the local school district and the county.

IV. Conclusions

The conclusions in this study have been derived from the findings in relation to both hypotheses and from findings in relation to neither hypotheses. These conclusions are made with the knowledge that their generalizations are limited by the smallness of the sample. The conclusions reached were as follows:
1. Examples of "working with community leadership" or "using power and influence to improve education" were located in local school districts served by executive heads, particularly in relation to obtaining financial backing and adequate school plants.

2. Executive heads do vary in their ability to identify power persons with the greatest variance being found in identifying secondary level power people.

3. There is a relationship between how effective an executive head is judged to be and his ability to identify top and secondary power people combined.

4. No definite conclusions can be drawn regarding the importance of identifying power people and working with power people to bring about curriculum reorganization except for addition of courses and services.

5. An executive head can estimate the position of power persons as individuals, on educational issues even though he does not identify those persons as power persons.

6. The fact that an executive head belongs to the same organizations as do power people does not indicate his judged effectiveness; does not mean he can better identify power people; nor does it mean he will have informal relationships with power people in these organizations that will have any noticeable effect upon school problems. Organizational relationships, so far as the six executive heads were concerned, were of little importance outside of
providing social activities for the executive head and providing a means of communicating with large numbers of people at one time.

7. The administrators who are judged more effective will have more informal relationships with power people than will those judged less effective but these informal relationships will be scarce regardless of the judged effectiveness of the administrator. The greatest number of these informal relationships will be discussions of educational problems.

8. There is little excuse for executive heads not knowing who the power people of their school districts are. The determination can be made rather easily and can be checked against the various criteria different researchers have identified.

9. The techniques used by the present researcher can be used to identify power people with enough accuracy to be helpful to executive heads.

10. There is great need for high school curriculum study and reorganization in school districts comparable to those studied by the researcher since none of the newer methods of curriculum organization were found even in an experimental stage.

11. Power people in school districts comparable to those studied include educational issues within their sphere of influence and operation.
12. The characteristics generally ascribed to power persons in other research into the power structure apply to those power people identified in the present study.

13. The terms "power" and "influence" are not as delicate terms as is often supposed. When one becomes acquainted with respondents, these terms can be used rather freely without arousing undue emotion.

14. Identification of power people by executive heads is a "catch-as-catch-can" proposition rather than a deliberate, well planned attempt to do so.

15. Within the limits set by the smallness of the sample, power is a dynamic phenomenon which is constantly being challenged. Aspirants to power are constantly exerting pressure on power people in an attempt to have their influence felt. This struggle seems to provide for checks and balances on those having power and those aspiring to power.

16. Within the limits imposed by the size of the sample, there is a growing tendency in local school districts to question the worth of present high school education in the light of mounting costs. The power people of local school districts are becoming critical of what the high schools are accomplishing.

17. Consolidation of two or more school districts is not treated lightly by power people of districts involved. This is particularly true where a district stands to lose its high school when a new centralized high school is built or the high school of one of the
consolidating districts is enlarged to accommodate all of the children of the combined districts.

18. Political party influence is exerted on some local schools through the process of selecting candidates to fill vacancies on school boards.

V. Implications and Recommendations

The implications and recommendations based upon the findings and conclusions of this study will be presented in three sections, namely: (1) those that are pertinent to further research; (2) those that are pertinent to practicing executive heads; and (3) those that are pertinent to preparation programs for educational administrators. In presenting these implications and recommendations the researcher is aware that the sample is small but he would also point out that each school district was studied thoroughly. When the results of the present study are combined with the results of other research as reviewed in Chapter III, it is felt that some of the limitations caused by the smallness of the sample are made less severe.

For Further Research.

The recommendations and implications for further research are made upon the basis of findings and conclusions regarding both hypothesis. It is recommended that:

1. The concept of working with community leaders or as earlier stated using power and influence to improve education be retained as
being critical to educational administration. Whether the area being discussed should be retained as a separate area remains a question. It is possible that a more inclusive area dealing with involvement of lay people could subsume "working with community leadership" as one aspect. Executive heads do work with power people in regard to educational problems but due to the paucity of curriculum reorganization located in the present study the criticalness of working with power people in connection with curriculum change remains unanswered. Perhaps the executive head must work with several levels of power within the community in addition to the people underlying the power group. When one considers that improving instruction has financial implications, the present study indicates working with power people is important and under certain conditions could be termed critical. The same could be said when school districts are being consolidated.

2. A further study be made of the type of school districts used in the present study with one criterion added in selecting districts. This additional criterion is "there are attempts being made to reorganize or at least change the existing curriculum and/or methods of instruction." Preferably, the changes being made would consist of more than adding and deleting courses offered.

3. An action research experiment be set up to test the criticalness of working with power people when making extensive curriculum and/or instructional changes. This probably should be preceded by the
study suggested above. In any case, control districts should be used.

4. An action research experiment is also recommended to test the criticalness of working with power people during consolidations of two or more districts particularly where one or more villages will probably lose a high school. Again, a control district should be used.

5. The various factors affecting educational administrative effectiveness be drawn together and combined in one or several instruments which are practical to use in the time generally available for studies such as the present one.

Recommendations for Practicing Executive Heads

1. Executive heads either make or cause to be made a study of the local school district to determine the power people of that district. The present study indicates that just keeping one's eyes and ears open is not enough. There is a need to separate gossip, hunches, and rumors from the facts. Whether the executive head makes the study himself or whether he has it made by a qualified person will depend upon the capabilities of the executive head and the specifics of each local school district.

2. Executive heads establish informal relationships with power people of the school district. These relationships should be based upon informal discussion of educational problems. A word of caution is needed here. The executive head must make sure that school-board members do not interpret this move as by-passing the board.
3. Executive heads locate and use any informal communication centers which exist in the district. The one informal communication center, a barber shop, located by the present researcher was neutral ground for all factions and individuals of the school district. Here views on policy and discussion of issues were carried on by many people of varying status with apparent ease and equality.

4. Executive heads accept the fact that certain individuals and groups in a school district are more influential than others and stop pretending that power and influence have no place in American democracy. Closing one's eyes to reality does not solve problems. The fact that power and influence do exist and do affect decisions which are vital to education must be faced and dealt with.

Recommendations for Preparation Programs

One of the objects of the present research was to make recommendations for improving the preparation programs for school administrators. It is, therefore, recommended that:

1. Preparation programs provide opportunities for prospective executive heads to understand the concept of power and influence and opportunities to locate the power structure of local school districts.

2. Along similar lines, comprehensive school surveys should include a section on the entire leadership structure of the school district. This power structure must be reckoned with when the recommendations of surveys are put into operation, therefore, it would
appear to be helpful to the executive head if he had sound bases for
determining members of the power structure. It would also be helpful
to have some ideas of the anticipated positions of power people re-
garding survey recommendations.

3. Preparation institutions put emphasis upon the sociological
aspects of school administration in local school districts, particu-
larly in respect to power and influence.

4. Professors of educational administration carry on activities
in on-going administrative situations with on-the-job executive heads
to help these executive heads deal with problems evolving from the
existence of a power structure. An arrangement similar to that being
used in the Basic Sequence in Educational Administration at The Ohio
State University might prove helpful.

5. Students of educational administration be given the oppor-
tunity to refine the techniques of locating power people used in the
present study.

6. The possibility of a laboratory-school type situation for
carrying on experimentation in educational administration be explored.
Both public school systems and a laboratory school under the control
of the university should be considered. In a laboratory situation
various aspects of educational administration could be studied in a
controlled environment similar to the manner in which certain aspects
of curriculum organization have been studied at the University School
of The Ohio State University.
BOOKS


**PERIODICALS**


Pierce, Truman M. and Wilson, Craig. "Research in County Educational Administration," The School Executive, IXXII (March, 1953), 96-106.

Roucek, Joseph S. "Political Behavior as a Struggle for Power," Journal of Social Philosophy, VI (July, 1941), 341-351.


UNPUBLISHED MATERIAL


Kimbrough, Ralph B. "The Operational Beliefs of Selected Leaders in a Selected County." Unpublished Ph.D. dissertation, University of Tennessee, 1953.


BROCHURES AND PAMPHLETS


Moore, Harry Estell and Armstrong, Vernon L. School Men at Work in their Communities. Austin: University of Texas, undated.
APPENDIX I

Letter to Prospective Judges of Effectiveness
March 5, 1957

Dr. John P. Teacher  
Education Department  
First State University  
First City, Ohio

Dear Sirs:

The Center for Educational Administration, the successor to the School-Community Development Study at The Ohio State University, is continuing certain aspects of research in educational administration begun by or indicated as necessary by the latter organization. At the present time plans are being made for some of that research.

The design of the contemplated research requires that the judged overall effectiveness of certain local superintendents of schools (executive heads) be determined. Due precautions have been taken to protect those making the judgments and those being judged and all results of the research will be presented in such a manner that identification of individuals and school districts will be impossible.

We are writing at this time to determine what persons at First State University are in a position to and would be willing to make judgments concerning those executive heads who are known to them. Please supply us with the names of such faculty members. Mr. Giesy, a member of our staff, will further explain the procedures and supply the necessary forms and information.

An early reply is respectfully requested so that plans for the research may be completed.

Sincerely yours,

signed Roald F. Campbell

Roald F. Campbell  
Professor of Education

emg
APPENDIX II

Directions for Judges of Effectiveness
DIRECTIONS FOR JUDGES

1. Column A contains the names and locations of certain executive heads in Ohio.

2. In Column B, place an X after the names of all the executive heads whom you, as a juror, can describe. Please complete Column B before attempting to complete Column C.

3. Column C contains categories by which executive heads may be described. The quality being described is "over-all administrative effectiveness." Place an X in the subcolumn of Column C which best describes each executive head previously checked in Column B.

   Important: The design of this research requires that, as nearly as possible, the same number of check marks appear in each of the four subcolumns. Therefore, if you have checked eight executive heads in Column B, please attempt to place two executive heads in each of the subcolumns of Column C.

4. The subcolumns of Column C
   
   a. C-1 - This executive head is one of the most effective administrators checked in Column B.
   
   b. C-2 - This executive head is in the upper half, but is not one of the most effective among those checked in Column B.
   
   c. C-3 - This executive head is in the lower half, but is not one of the least effective among those checked in Column B.
   
   d. C-4 - This executive head is one of the least effective administrators checked in Column B.

5. Column D contains code numbers that are a part of the method used for protecting individuals involved in the research. This column is not to be used by jurors.

6. When you have completed the check list, tear the sheet along the dotted line; destroy the list of names and locations, and return Columns B, C, and D by means of the enclosed, stamped, self-addressed envelope.

   Thank you.
APPENDIX III

Judge's Check Sheet
Before returning
out or tear along
dotted line. ------- *

<table>
<thead>
<tr>
<th>COLUMN A</th>
<th>COLUMN B</th>
<th>COLUMN C</th>
<th>COLUMN D</th>
</tr>
</thead>
<tbody>
<tr>
<td>Name of Executive Head and School District</td>
<td>Those I Know Well Enough to Judge</td>
<td>1</td>
<td>2</td>
</tr>
</tbody>
</table>

NOTE: The total of each of the columns 1, 2, 3, and 4 should equal approximately one-fourth (\(\frac{1}{4}\)) of the total number in Column B.
APPENDIX IV

Letter to County Superintendents and Executive Heads

Inviting their Participation
The Center for Educational Administration at The Ohio State University, the successor to the School-Community Development Study, is continuing and extending some of the research begun by the Study.

At the present time plans are being formulated for a study dealing with relationships between executive heads and community leaders. The county superintendent has been contacted and his permission secured to invite certain executive heads to participate in the study.

This letter is to invite you to participate in the study. The study will necessitate several interviews by a researcher with the executive head, school board members, and selected members of the community. In this study we wish to examine the administrative process and not administrators per se.

Precautions have been taken to insure anonymity of all those participating through coding and other means. Any results of the study will be presented in such a manner that no identification of individuals or school districts can be made.

We hope to have your cooperation in this study. With your permission, Mr. John Giesy will call and discuss further details.

Sincerely yours,

signed Roald F. Campbell

Roald F. Campbell
Professor of Education
APPENDIX V

Letter to County Superintendents to Establish
Initial Interview
April 29, 1957

Mr. John Doe  
Superintendent of Schools  
First County Schools  
Courthouse  
First City, Ohio

Dear Sir:

One of the school districts in your county has been selected for the study we wrote to you about earlier this spring. Research is now under way.

I plan to be in First City on May 7, 1957. If I do not hear from you to the contrary, I shall be in your office at 9:00 A. M. on May 7. I need only one hour with you at the most.

The executive head involved is A. B. Roe at Hilltop Local School District in First Village.

Sincerely yours,

signed John P. Giesy

John P. Giesy  
Research Assistant
APPENDIX VI

Letter to Executive Heads Establishing Initial Interview
Mr. A. B. Roe
Hilltop Local School District
First Village, Ohio

Dear Sir:

The research referred to in an earlier correspondence from this office has begun. You have been selected to participate in that research. Unless I hear from you to the contrary, I shall plan to be in your office at 1:00 P.M., May 7, 1957.

No special arrangements need to be made and the visit should take no more than one hour.

Sincerely yours,

signed John P. Giesy

John P. Giesy
Research Assistant
APPENDIX VII

Interview Schedule for Use with
County Superintendents
LOCATING COMMUNITY LEADERS

1. Who in this school district, can best supply information regarding the real community leaders in regard to:
   a. General community problems?
   b. Issues and problems primarily educational?

2. In your judgment, who are the real community leaders, i.e., persons to whom community members turn for leadership when issues must be settled; person whose support is generally important in getting projects accepted.

3. Indicate whether the person's influence is county-wide, is limited to the local community with extensions, or is strictly local.

4. What outstanding issues have arisen in this community during the past year?
   a. General community issues such as bringing in industry, building a hospital or public building?
   b. Educational issues such as redistricting, extensive school building, educational program change?

5. What position on these issues did the people you have suggested as leaders take in respect to these issues?

6. In this community, what issues or subjects are taboo for discussion, especially for an outside researcher?

7. Does the executive head have a consistent and long range set of plans and goals for the school system?

8. Who is the top community leader? What was his position on the above issues?
APPENDIX VIII

Interview Schedule for Use with Executive Heads
1. To what community groups or organizations do you belong?
2. Who are the persons with whom you generally play golf, go fishing, go hunting, visit back and forth, etc?
3. With whom do you generally discuss community problems or issues?
4. With whom do you generally discuss school problems or issues?
5. If you had a proposition or proposal that you considered necessary for the betterment of the schools, who are the community leaders whose backing it would be beneficial to have for the proposal to be successfully put into action?
6. Who are the leaders in this community, i.e., persons to whom many persons turn for leadership and advice, i.e., persons whose support is generally important in getting community projects accepted? school projects accepted?
7. Who is the top community leader?
8. How have you arrived at this knowledge? (community studies, personal observations, etc.,)
9. Can you indicate any groups of these community leaders, i.e., several leaders who generally associate closely, have the same or similar opinions on school issues.
10. Will you please give a concise statement of the general direction in which you would like to see the instructional program move?
11. Are there any particular deterrents to movement in this direction? If so, what are they?
APPENDIX IX

Second Interview Schedule for Use With Executive Heads
I will mention a community or more narrowly educational problem or issue which this community faced during the past year. As I mention a person's name please indicate the position which this person took in relation to this problem or issue.
APPENDIX X

Interview Schedule for Use with
School-Board Members
1. What caused you to first become interested in being a member of the board of education?

2. Did you seek election because of your personal interest in the schools or were you urged to seek election? If urged, by whom?

3. Whom would you consider as your strongest supporters in the election? Whom your strongest opponents, if opposed?

4. When an issue of extreme importance regarding the schools (change of educational program, increasing financial outlay, etc.) arises, how do you personally arrive at your decisions? If you had difficulty in arriving at a decision on some vital issue, to whom would you turn for advice or with whom would you probably discuss the issue in an attempt to clarify your thinking?

5. Who are community leaders?
APPENDIX XI

Interview Schedule for Use with Informed Community People
1. Who are the really important leaders in this community? To whom do large numbers of people turn for guidance and advice on important issues? Who is the top leader in this community?

2. Are there certain groups of leaders that tend to work together? Who make up these groups, group members?

3. Are there certain leaders who tend to work alone? Who are these individuals?

4. Which of the persons you have mentioned have county-wide influence? Which have local influence with some extensions beyond the community? Which have local influence only?

5. What have been some of the prominent issues this community has faced within the past year? (general community problems, educational or school problems)?

6. What was the position of these persons you have suggested as leaders in relation to these issues? Position of top person?

7. Who would be a good person to see for help in identifying community leaders?
APPENDIX XII

Interview Schedule for Use with Top Persons

of Power
1. Can you recall any communications which you have had from the local superintendent of schools regarding school problems?
   a. How did the superintendent correspond with you? (letter, telephone, printed matter, personal conversation, others)?
   b. Regarding what specific problems was the communication or communications?

2. Can you recall any communication you have initiated with the superintendent of schools regarding school problems?
   a. How did you communicate with him?
   b. Regarding what problem was the communication?

SAME FOR GENERAL COMMUNITY PROBLEMS

3. Have you ever been invited to take part in an advisory committee to the local school superintendent regarding school problems?
   a. Did you participate? If not, why not?
   b. Who else served on this or these committees?
   c. What problems did the committee discuss? Were any agreements reached?
   d. Have you ever been invited to participate in classroom activities because of some particular interest you hold or some field in which you are particularly qualified? (Banker, farmer, editor, photographer, etc.)
   e. Did you accept?

4. To what groups do you belong? (Grange, American Legion, Rotary, Chamber of Commerce, etc.)
5. With whom do you generally go hunting, fishing, play golf, visit back and forth.

6. With whom do you generally discuss community problems and issues?

7. With whom do you generally discuss school problems?

8. What was or is your general position regarding (present several school issues)

9. Who on the school board tends to take the same point of view as you do on the issues mentioned?

10. Whom would you regard as the top community leader in this community?

11. What was his position on issues?
I, John Giesy, was born in Youngstown, Mahoning County, Ohio, April 18, 1917. I received my secondary education in the public schools of Youngstown, Ohio, and my undergraduate training at The Ohio State University, Massachusetts Institute of Technology, and the University of West Virginia. From The Ohio State University I received the Bachelor of Science degree in 1940 and the Master of Arts degree in 1947. From 1940 to 1941 I worked for Linde Air Products Corporation and from 1942-1946 I served in the Armed Forces of the United States. From 1947 through 1951 I taught in the public schools of Mahoning County, Ohio, and the city of Struthers, Ohio. I returned to The Ohio State University in the summer of 1951 to begin residence on my doctoral program but this was interrupted by two years of military service during the conflict in Korea. I returned to The Ohio State University in the autumn of 1953 and remained in residence until the Autumn Quarter of 1957. During this period I was Assistant to the Dean of Men and a research assistant in the Center for Educational Administration.