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Administrator unions versus the management team concept: a comparative attitudinal study of principals, superintendants and board presidents in Iowa and Connecticut

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ADMINISTRATOR UNIONS VERSUS THE MANAGEMENT TEAM
CONCEPT--A COMPARATIVE ATTITUDINAL STUDY OF PRINCIPALS,
SUPERINTENDENTS AND BOARD PRESIDENTS IN IOWA AND
CONNECTICUT

Iowa State University

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Administrator unions versus the management team concept--a comparative
attitudinal study of principals, superintendents and board presidents
in Iowa and Connecticut

by

Larry G. Rowedder

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Graduate Faculty in Partial Fulfillment of the
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CHAPTER I. INTRODUCTION

The building principal has long been recognized as having a major role in educational leadership. It has been said that s/he serves, not as an arm of management, but as the leader of the organic unit of the school (30).

Ten years ago, principals were questioning the ethics and professionalism of collective bargaining for teachers; today they are asking that same question of themselves and administrators (43). A recent survey by the National School Board Journal found that 86 percent of the responding principals were in favor of state laws guaranteeing their right to formally bargain with boards of education (10).

A viable alternative to unionism of middle management is, perhaps, the establishment of a management team concept whereby principals are guaranteed a real voice in school affairs which affect them (46, 51, 61, 67, 78, 79).

Professional journals have provided their readers with a myriad of articles relating to the management team concept during the past several years (4, 5, 9, 13, 16, 25, 26, 32, 36, 41, 44, 56, 76, 78). The advent of collective bargaining by teachers in Iowa in 1975 provided an impetus for the team concept among Iowa administrators and board members.

Most professional organizations relating to educational administration have adopted positions supporting the management and/or administrative team concept (13).

Then in January 1976, the American School Board Journal put the question directly to principals: How is the management

team concept working? An onslaught of frustration was evoked. After all those good words about principals on the management team, we learned from the Journal's random survey of principals in the U.S. and Canada that many principals regarded the management team idea as a "myth." Others contended that team management in their situations was "all talk and no action," with the central office still calling the shots and principals taking orders as usual. Specifically, 45 percent of all principals polled by the Journal were distressed that teacher bargaining--in which these principals played no part--had whittled away their prerogative as school managers.

For the purposes of this study, the management team shall be defined as the superintendent, principals, and other supervisory personnel working cooperatively with the school board in directing the operation of the school district. Specific job descriptions for each member of the group delineate responsibilities and provide opportunities for input into the decision-making process.

Has the management team concept been accepted and/or adopted by Iowa boards of education and administrators? Do Iowa boards of education, superintendents and principals concur as they view the success of such a team approach? Has the management team concept curtailed the suspected trend toward unionism of middle management in Iowa? Do superintendents and board presidents view the team approach as a process for truly improving management practices in schools or is the concept merely a somewhat camouflaged scheme by top management to stave off unionization of building principals? This study shall attempt to examine these questions.

The Problem

It was the purpose of this study to investigate the present status of the management team concept as viewed by principals, superintendents, and boards of education in the public schools in Iowa. In addition, the study examined attitudes relating to formalized collective bargaining by public school principals. An attempt was made to compare attitudes among board members, principals and superintendents in Iowa along with those in similar positions in Connecticut--a state in which eighty percent of the public school districts already have formal collective bargaining agreements with their principals.

For the purpose of this study, attitudes shall be defined as predispositions to classify sets of objects or events and to react to them with some degree of evaluative consistency (7). While attitudes are inferred, they quite obviously are not objectively observable.

Some authorities see the critical distinction between attitudes and a number of other terms to reside in their relative inclusiveness. All are predispositions to group objects and respond to them in a similar evaluative way. They can be arranged in a hierarchy based on their degree of specificity or exclusiveness. "Values" are said to represent very broad tendencies of this type, "interests" being slightly less inclusive and "sentiments" narrower still; "attitudes" are viewed as still more narrow predispositions, with "beliefs" and "opinions" being progressively the most specific members of this hierarchy. According to this terminology the difference is one of degree rather than of kind. (7)

Related literature suggests that salary was not the most important reason for school administrators considering unionization. A voice in management decisions and erosion of authority due to teacher negotiations were listed ahead of personal financial gain. This study addressed such

issues.

This study further attempted to determine the extent of the reported trend of middle management toward unionization. A determination of the underlying causes, if any, for dissatisfaction of principals was sought. Furthermore, it was posited that dissatisfactions might be strong enough to move Iowa principals closer to collective bargaining.

Need for the Study

In a recent nation-wide study, conducted by the American School Board Journal in conjunction with Virginia Polytechnic Institute and State University, collective bargaining with teachers was listed as the greatest management concern of school board members (50). Having to bargain with its middle management would only broaden the scope of that which is already perceived to be the most difficult problem boards of education face.

Knowledge of the present attitudes of board members, superintendents and principals could be extremely helpful to all involved in the management of public schools today. Related literature has suggested a number of reasons given by principals in other states for feeling the need to unionize. This study surveyed attitudes relating to ten such reasons:

- 1) Unfavorable interpersonal relationships
- 2) No voice in decision-making
- 3) Erosion of power/authority
- 4) Decline in morale
- 5) Inadequate communication

- 6) Lack of clarity in roll definitions
- 7) Inadequate salary and fringe benefits
- 8) Protection/security
- 9) Esteem
- 10) Changed political environment

The results of this study could provide board members and school administrators with some interesting perceptions regarding one another. Hopefully, the results will also identify some commonalities among the various groups--helping to provide some foundations of strength on which better management team relationships can be built.

Hypotheses

The major thrust of this study included the examination and comparison of attitudes of principals, superintendents, and board presidents regarding collective bargaining by principals. To provide direction and framework for this study, the following ten empirical hypotheses were formulated:

1. There will be no significant differences in attitudes relating to collective bargaining by principals between the groups of Iowa elementary principals, secondary principals, superintendents and board presidents.
2. There will be no significant differences in attitudes relating to collective bargaining by principals among groups of Iowa elementary principals, secondary principals, superintendents and board presidents in the one hundred largest schools as compared to those from the 150 smallest school districts.
3. There will be no significant differences in attitudes relating to collective bargaining by principals among Iowa elementary principals, secondary principals, superintendents and board presidents relative to the number of years of administrative or board experience.

4. There will be no significant differences in attitudes relating to collective bargaining by principals among Iowa elementary principals, secondary principals, superintendents and board presidents relative to the age of the respondent.
5. There will be no significant differences in attitudes relating to collective bargaining by principals among Iowa elementary principals, secondary principals and superintendents relative to whether they indicate satisfaction with their present salary and fringe benefits.
6. There will be no significant differences in attitudes relating to collective bargaining by principals among Iowa elementary principals, secondary principals and superintendents relative to their perceived salary and fringe benefit status for the coming school year.
7. There will be no significant differences in attitudes relating to collective bargaining by principals among Iowa elementary principals, secondary principals, superintendents and board presidents relative to whether their respective school districts presently deal with formal teacher bargaining units.
8. There will be no significant differences in attitudes relating to collective bargaining by principals among Iowa elementary principals, secondary principals, superintendents and board presidents relative to whether a management team concept exists in their respective districts.
9. There will be no significant differences in attitudes relating to collective bargaining by principals among Iowa elementary principals, secondary principals, superintendents and board presidents relative to whether their district's management team concept has been included as a part of board policy.
10. There will be no significant differences in attitudes relating to collective bargaining by principals between Iowa principals, superintendents and board presidents and their Connecticut counterparts.

Delimitations

This study was limited to a random sample of the groups being surveyed including board presidents, superintendents, and both elementary and secondary principals. The individuals surveyed were selected from

the public schools in the states of Iowa and Connecticut.

The time frame of the attitudes data collected in this study was limited to the period of time used to complete the survey. No attempt was made to make assumptions about the attitudes toward the management team versus unions among principals, superintendents and board presidents beyond those found in Iowa and Connecticut. In addition, the attitudes of the respondents may, at any point in time since the survey, have been altered by additional positive and/or negative experiences of the respondents.

The respondents were categorized according to their perceptions of the salaries received by principals in their district as well as according to tenure in their present position. In addition, they were categorized according to their individual perceptions of salary and fringe benefits received by principals in their district last spring.

Sources of Data

Principals, superintendents, and board presidents were randomly selected from both large and small public school districts in Iowa and Connecticut. To encourage a higher percentage response from the subjects being surveyed, personal and/or written contact was made with the executive secretaries of each of the professional organizations representing principals, superintendents and board presidents in both Iowa and Connecticut. Those contacted included: Gaylord Tryon, Executive Secretary of Iowa Association of Elementary School Principals, Robert Fitzsimmons, Executive Secretary of Iowa Association of Secondary School Principals;

Lyle Kehm, Executive Secretary of Iowa Association of School Administrators; Ted Davidson, Executive Director of Iowa Association of School Boards; John Conard, Executive Secretary of Connecticut Association of School Administration; and Robert Gister, Executive Director of Connecticut Association of Board of Education, Inc. The purpose of the study was explained to them and each was asked to provide a letter of recommendation to their membership encouraging them to assist with the study by completing and returning the questionnaire. Specific letters of endorsement from these respective professional organizations were then included with the mailing of each questionnaire (Appendix B).

Much of the material for the review of literature was obtained through the Educational Resources Information Center (ERIC) and the Iowa Network For Obtaining Resource Materials For Schools (INFORMS). Related dissertations from the Iowa State University library proved to be valuable resource material, as well.

The survey instrument (Appendix A) used in this study was developed with the assistance of Richard P. Manatt, Professor of Education at Iowa State University and graduate students in one of his administration classes. The instrument was field tested through a pilot study under the supervision of Anton J. Netusil, Professor of Education at Iowa State University. The survey was administered to a randomly selected sample via the U.S. mail.

CHAPTER II. REVIEW OF RELATED LITERATURE

Introduction

In recent years, principals have found themselves engaged in a struggle to determine their place in the educational hierarchy. The principal has found himself/herself searching the alternatives emanating from such a struggle--a management team, collective bargaining for middle management, or perhaps some combination of the two?

This chapter provides a review of the literature pertaining to the principalship as it relates to (1) collective bargaining and (2) the management team concept. In addition, a special section has been devoted specifically to a discussion of such relationships in Iowa.

Collective Bargaining

In January of 1976, The American School Board Journal (11) reported an overwhelming 86 percent of responding principals were in favor of state laws guaranteeing principals the right to bargain directly with school boards and forcing boards to negotiate in good faith with principals. One of the bitterest comments evoked by the study was offered by a Michigan High School principal:

School boards and their mouthpiece superintendents had their chance to win us over and they flubbed it. They've given us volumes of empty talk about our being "managers" but absolutely no real authority to manage anything. They've left us alone and unsupported while they've signed away everything to the teachers. And they've done it all directly--hardly even consulting us. Now they don't just want us to live with their actions; they actually expect us to enforce them. For principals, the handwriting on the wall is in

capital letters. It says: FORM YOUR OWN TOUGH UNION, OR
DIE ON THE VINE! (11)

A decade ago, administrative unions were virtually nonexistent (29). The National Association of Secondary School Principals (NASSP) reported in 1976 that a survey of their membership found 48 percent in favor of collective bargaining, 28 percent opposed, and 24 percent uncertain (35). In a 1974-75 publication, Cooper (17) noted that there were approximately 1,015 public school administrator unions. Eight states accounted for 998 of these. In 1976, he (18) reported some 1,276 in existence. Cooper also indicated that some 9,545 school principals, directors and supervisors were members of the American Federation of School Administrators (AFSA) --a national labor organization directly affiliated with the AFL-CIO.

By 1976, school boards in 24 states and the District of Columbia found themselves bargaining formally with middle management (17). This action appeared somewhat unusual in that the Taft-Hartley Act forbid supervisors in industry from bargaining collectively without the approval of top management. Connecticut, New Jersey, Washington, New York and Massachusetts headed the list of those states reported (18) to be somewhat highly unionized with percentages of districts unionized listed at 80, 53, 37, 31, and 28, respectively. Such organizations appeared most frequently in the Northeast, with Michigan, Ohio, and Washington also reporting a considerable number.

Many reasons have been given for the formation of bargaining units for school middle management. Erosion of authority through teacher negotiations (4, 5, 21, 24, 26, 60, 61, 67, 73) was the most often cited reason. Smith (62) found that low administrator morale resulting from having

little or no impact in the decision-making processes encouraged a push toward unionism. Inadequate communication with both the board and the superintendent has been cited as a reason (4, 49, 67). Unclear role definitions (51, 73) has affected the relationship between principals and their superiors. A number of researchers (5, 12, 26, 62, 78) have cited the desire for improvement in salaries and fringe benefits as a motivating force. Cooper (17) suggested that two trends have converged to make unionism among principals possible: "a perceived need and desire to become unionists, based on a changed political environment; and a favorable climate created by state governments and local boards of education." Epstein (24) indicated that this new force grew "out of a period of cataclysmic upheavals, power struggles, embittered confrontation, and continuous crises." Some administrators (67) have felt that changes in education--such as collective bargaining by teachers--prompted such action by principals. Others (18) questions the principal's effectiveness without the protection of a negotiated contract, fearing that principals were too vulnerable to top management and pressure groups.

A number of advantages for administrators from collective bargaining have been suggested. Degan (20) suggested that by careful delineation of the rights and responsibilities of all parties involved, as well as methods for dealing with disputes, a negotiated contract could make possible the exercise of independent judgment by principals. It was inferred by Smith (62) that formal negotiations could result in greater formal power, as well as improved salaries, working conditions and fringe benefits. Improved communications between boards and administrators through

negotiations has been offered as a potential advantage (67).

Randles (51) pointed out that the disadvantages of collective bargaining by administrators might outweigh the advantages. Some writers warned of adversary relationships developing within the school district (67, 47, 5, 63). Another feared the board might need to seek outside assistance with negotiations, which could eventually result in additional adversary relationships (67). Anderson (5) suggested that "communication between adversaries is likely to become secretive and extremely superficial." He further implied that cooperative working relationships could become so disrupted that the morale of the entire administrative organization of the district might deteriorate. Yamashita noted that administrator accountability, under such circumstances, would be questioned (79).

The future of educational middle management unions remains questionable. Cooper states:

middle management unions are here to stay in spite of the wishes of some school executives who might long for the old days of management solidarity. Rather than moaning and groaning, we should understand the functions of collective bargaining and use this new knowledge to strengthen school operations. With understanding comes the opportunity for organization improvement. (19)

The Management Team

Although the management team concept has been both cussed and discussed in most professional journals of educational administration, few authors concur as to a specific definition of the term. In fact, writers of journal articles have allowed the interchanging of "management team"

with other terms, such as "administrative team" and "leadership team."

A number of authors have attempted to provide a definition for the term: management team. Swift (69) referred to team management as "an organizational pattern in which administrators share power and responsibilities with each other and with subordinates." Anderson (5) simply defined the team as a group of people coming to grips with various problems. The management team, according to Erickson and Rose (25), refers to the structure resulting when two or more people are "engage, together, in tasks of management." McNally (46) is careful to point out that the management team is not an informal social group or an "inner circle" without definitive status. "Any body that excludes principals is inconsistent with the true idea of the team," concludes the former elementary principal. McNally envisions the team as a group recognized by the board of education and superintendent as part of the "formal administrative structure of the school system." Richard Wynn (78) defines the administrative team to be "a group formally constituted by the board of education and the superintendent, comprising both central office and middle echelon administrative-supervisory personnel with expressly stated responsibility and authority for participation in school system decision-making."

According to Swift (69), team management has come about for a number of reasons. School administrators' general fascination with business management techniques was listed as a reason. The primary reason given was that school administration is now acknowledged to be more of a "management" task than it is a "teaching" task. Swift further purported that

the field was becoming more specialized, with "growing levels of professional expertise and a realization of the need to understand complex organizational patterns." Swift was in agreement with Erickson and Rose (25) when he indicated that the existence of permanent conflicts within school districts have given cause for the growth of the management team concept.

The superintendent's interest in the management team concept has been prompted by pressures they experience from the board, teachers, and today's complex school problems.

Elementary and secondary principals' interest in team management was prompted by feelings of "being in the middle" and not being heard while school boards' interest was prompted by collective bargaining (25).

A number of authors have attempted to characterize the management team concept. Swift (69) indicated that teams were more than just committees. Malone (44) saw the function of the management team to be one of shared responsibility within the school community--utilizing the expertise of coequals--to enable shared decision-making. "The creation of the administrative team has brought us to the point where we are talking with each other--not to each other." Menz (48) suggested that the management team must include the following characteristics:

1. Decentralization of authority.
2. Written job descriptions for each team member.
3. Clearly stated goals and objectives.
4. Team and individual evaluation based on performance objectives previously stated and mutually arrived at.
5. Good working relationships with peers, subordinates, and superiors.

6. Effective communication to resolve differences and to insure general concensus and unified support.
7. Solid team support of and by the superintendent. Most important, once a decision is reached, all team members must support the action and make positive contributions toward its success regardless of personal feelings.
8. Reasonably consistent pattern of involving team members in the decision-making process.

According to Schmuck (56), the size of the team is crucial. He indicated that the team should be large enough to encompass representatives from all subsystems and still be small enough for face-to-face discussions and collaboration. Under no circumstances should the total number exceed fifteen. In discussing the composition of the team, McNally (46) suggested that it include both central office and middle management administrator-supervisory personnel. He further emphasized that the management team possess formally recognized responsibility and authority for making important decisions on school system policy interpretation and operational matters.

A number of advantages of the management team concept have been offered.

1. "The hierarchy gains commitment, identification, and flexibility, while the subordinates gain power, even autonomy, in their particular domain." (69)
2. The sharing of information was listed as one of the strengths. (69)
3. The quality of decisions have been found to be better when several administrators shared in the decision-making process. (25)
4. Those affected by certain decisions can be given the opportunity to be a part of such decision-making. (25)

5. Increased input from all parts of the school district can provide "an increased understanding of how the district structure works." (56)
6. "A group decision is more likely to be implemented than a decision that is merely shuttled down from district headquarters." (56)

Two disadvantages of the team management concept were suggested.

1. The team management process of decision-making requires more time than does the traditional approach. (25)
2. The superintendent is not always willing to give up some of his vested power and authority to allow such a concept to work. (25)

As I see it, the administrative team concept is an outgrowth of the same fallacy that often underlies the teacher union approach to collective bargaining. The fallacy is that a democratic school system is one run by the employees or one that maximizes employee participation in management--regardless of circumstances. In my opinion, employee participation in the policy-making process is a means to an end. Like any other means, it has limits and conditions that should be subject to managerial discretion. Whether such discretion is exercised "democratically" depends as much on its relationship to the community as it does to its acceptability to middle management or other employees. (1)

In March of 1978, the Educational Leaders Consortium (13) provided a synopsis of various association positions relating to the administrative team. The following is a summary of those positions:

- 1) The American Association of School Administrators points out that the superintendent plays a key role in making the team concept work. Job descriptions and clearly articulated policies are essential:

AASA recommends that superintendents take the initiative in working with their administrative staffs as teams. AASA recommends that: Administrative teams be established in each school district; these teams represent every category of administrator and supervisor; there be a carefully designed structure in which the rights and responsibilities of each party are clearly articulated and guaranteed and in

which each party contributes to decisions on real issues, sharing information and planning together. (Adopted by the AASA Delegate Assembly, February 28, 1977, Las Vegas)

- 2) The American Association of School Personnel Administrators lists three components essential for an effective management team:

The Management Team: AASPA believes there are three very important aspects of the management team concept that require recognition. In our opinion, the management team is composed of the local school board, its administrators, and their state and national associations working in cooperation.

AASPA defines the role of the school board members as the trustees of public education who are responsible for establishing policies for the governing of the school system. The role of school administration is to establish, implement, and administer procedures for translating the board-established policies into action.

AASPA recognizes that another important aspect of the management team concept is the amount of cooperation between those state and national organizations representing the various levels of school administration and school board members. This recognition is expressed in the Continuing Resolution, "Relationship with Other Organizations." (Adopted by AASPA Membership, October, 1976, Washington, D.C.)

- 3) The Association of School Business Officials, like the AASA, views the superintendent as the person who determines the success of the team approach. In addition, it addresses a concern about collective bargaining by administrators head-on:

ASBO recommends that superintendents take the initiative in working with their administrative staffs as teams. ASBO recommends that: Administrative teams be established in each school district. These teams represent every category of administrator and supervisor. There must be a carefully designed structure in which the rights and responsibilities of each party are clearly defined and guaranteed and in which each party contributes to decisions, sharing information and planning together.

The economic and welfare concerns of members be among the issues the team confronts; that agreement on these issues be reached with the board of education through a collaborative

rather than an adversary negotiating procedure. (Adopted by the ASBO Board of Directors, October 6, 1977, Boston)

- 4) Executive Directors of both the Association for Supervision and Curriculum Development and the Council of Educational Facility Planners International indicated support of their organizations for the team approach to school management:

A resolution dealing with the administrative team will be considered by the ASCD Board of Directors at their San Francisco Conference in March 1978. However, ASCD believes that all those persons who are affected by a decision should be involved in the decision-making process. (Gordon Cawalti, Executive Director, ASCD) (In Cawalti, 13)

CEFPI has continuously espoused the team approach to planning which supports the administrative team concept. There should be an administrative team for all operational aspects of educational administration including educational facility planning. (Dwayne E. Gardner, Executive Director, CEFPI) (In Cawalti, 13)

- 5) One of the first organizations to adopt a position regarding the team approach was the National Association of Elementary School Principals. In 1973, the general membership of the NAESP approved the following resolution at their national meeting in Detroit:

Each community has a right to demand quality leadership from the total administrative staff. The administrative team concept is a promising approach for providing this leadership. The administrative team, consisting of elementary school principals and other administrators, is a formally-constituted de jure body of administrators who exercise collaboratively all the administrative functions: goal setting, organizing, planning, communicating, decision-making, coordinating, and evaluating. However, with rare exceptions, it does not direct programs within specific administrative jurisdictions. NAESP believes this concept is more than an organizational system for shared management and decision-making. It establishes a humanistic climate in which people are able to experience a feeling of belonging and a sense of identity.

The Association strongly urges that the administrative team concept be adopted in each school system to facilitate

the formulations, implementation, and attainment of system-wide goals.

- 6) Sam Mikaelian, past president of the National Association of Pupil Personnel Services, lent support to the concept by emphasizing that success of pupil personnel departments requires a team approach:

The Pupil Personnel Services Department is an integral part of a school organization, serving as a support system for the entire organization. Under the direction of the pupil personnel administrator, specialists (psychologists, social workers, counselors, nurses, attendance officers, speech and language therapists, special education staff) aid students in their personal, social, and academic development, providing a sound basis on which to build learning skills and to absorb and retain facts and understanding. By and large, the degree to which pupil personnel departments are successful rests upon the pupil personnel administrator's inclusion in, and participation on the administrative team. By the team working together, the whole of the organization's components is greater than the sum of its parts. Therefore, the National Association of Pupil Personnel Administrators strongly endorses the administrative team structure. The recognition and support of an administrative team by school leaders can lead to an improved educational climate. (Sam Mikaelian, President, NAPPA) (In Cawalti, 13)

- 7) Another pioneer organization in support of the team concept in educational administration was the National Association of Secondary School Principals when they adopted a resolution in February of 1973:

RESOLVED, that the administrative team concept enunciated by NASSP be further developed with encouragement to the several states and regions to adapt and implement cooperative structures which give promise of strengthening the secondary schools of the nation.

- 8) In March of 1979, the Delegate Assembly of the National School Boards Association approved resolutions supporting the administrative team. At their national meeting in Houston the group emphasized the need for including their management personnel in the overall planning process along with establishment of specific procedures

for communication among administrators and the board:

NSBA adopted resolutions specifically supporting the creation of an "administrative team in each school system" that would include "all supervisory, confidential, and managerial employees." This team, under the leadership of the Superintendent, would "have an opportunity to initiate, review, and recommend policies to the school board, thus helping assure sound administration of the school system." It is also recommended that local school boards should: (a) "include their personnel in the over-all planning process"; and, (b) "set up satisfactory procedures for communication with all personnel" in establishing "general policies relating to the operation of schools, handling of personnel problems, and the general welfare of all personnel."

- 9) John H. Wherry, Executive Director of the National School Public Relations Association stressed that the team process should be utilized in meeting both the expectations and needs of their publics:

The National School Public Relations Association supports the Administration Team approach in school district management. If schools are to meet their public relations responsibility, there must be regular examination and adjustment of district policies, procedures, and activities in light of public expectations and needs. The Administrative Team involvement process encourages meeting this responsibility.

The Management Team in Iowa

In October of 1976, the Iowa Association of School Boards Delegate Assembly adopted the following resolution:

A management team composed of the superintendent, principals, and supervisory personnel working with the school board is necessary for the efficient operation of the school district.

The preceding resolution was adopted again in 1977. In the 1978 edition of The Iowa School Board Member--A Guide to Better Boardmanship, it was suggested that management teams might be used to:

1. Coordinate district-wide job responsibilities and execute the school district's policies.
2. Serve as designers and implementers of accountability systems.
3. Encourage involvement in the policy-development process.

At its meeting November 17, 1976, the IASB Board of Directors affirmed its support for (a) the management team concept and (b) the formalization of procedures to implement the team approach, and adopted the following resolution (70):

- I. We affirm our support for the team management concept in school administration because it provides the opportunity for improved communications and participation in the decision-making process and can lead to better education decisions.

The board of directors of local school districts, AEA's and merged area schools are encouraged to adopt a management team policy. Such a policy should be mutually developed on the local level by all members of the team. The development of the team management concept is recognized to be an evolutionary process subject to annual review and revisions.

The management team includes the school district's board of directors, the superintendent of schools (who functions as the executive officer of the board), elementary principals, secondary principals, and other school district administrators.

- II. Good administrative efforts should be rewarded with a reasonable and equitable salary and fringe benefit program.

School district boards of directors are encouraged to establish written procedures whereby representatives of the principals can meet directly with the board, a committee of the board, the school district's negotiating team, the superintendent, or other designee of the board to discuss matters of concern pertaining to salaries and certain other terms and conditions of employment for the purpose of reaching a mutual agreement.

Executives of the three Iowa school administrator organizations were asked to provide opinions of the management team concept, reflecting the

attitudes of the organizations they represent. The following excerpts were taken from the July/August, 1978, issue of Dialogue, the official publication of the Iowa Association of School Boards:

Robert Fitzsimmons, Executive Director of the Iowa Association of Secondary School Principals, observed that

the proliferation of printed material concerning the administrative/management team has reached its peak. Action must now be substituted for exhortation.

We have observed, with increasing concern, a chasm widening between "managers" and "policy-makers" of school districts in many states of the nation. The trend has so intensified in the past few years that it could be called a national pattern.

Iowa need not follow that pattern! And it will not if "talking the management team game" is replaced by specific board policies--mutually developed by all administrators and all board members--which grant appropriate rights and designate specific responsibilities for all. A unique opportunity has been presented to all of us for this school year.

If the management team is to be successful, it must be developed NOW! (27)

Gaylord Tryon, Executive Director of the Iowa Association of Elementary School Principals commented that

ELEMENTARY PRINCIPALS occupy a unique position from which to affect the education of youngsters. Because of their intermediary position, they have the most knowledge about the needs and concerns of the students, parents, and teachers in the attendance areas they serve. Decisions made without their input are decisions made without all the necessary information and discussion.

The complexities and pressures of operating a school district today require close cooperation and support among board members, superintendents, building principals, and central office administrators. Each group, vested with the authority and responsibility of providing a quality educational program, must recognize the urgent need for bringing more collective thought, discussion, expertise, information,

perspective, and judgment to bear on the decisions being made that affect the overall school district.

The management team concept is sound educational philosophy. However, it is imperative that this concept be developed and implemented beyond the rhetorical level. Board members and superintendents (as well as building principals) can ill afford to delay the full implementation of this process any longer.

Principals cannot be asked to support something that doesn't exist; they should not be expected to wait forever. If principals do not achieve some semblance of voice and influence through an active and effective management team approach, out of frustration they will be forced to seek input and involvement through some other means.

Fortunately, there is a positive climate in Iowa right now for the team management process to be developed and truly implemented. Board members, superintendents, central office administrators, and building principals must capitalize on this feeling of cooperation and openness and do something soon.

Strong and effective leadership can only bring about a quality educational program. The team management concept is the best approach to allow and encourage this kind of leadership to evolve. (71)

Lyle Kehm, Executive Secretary of the Iowa Association of School Administrators, emphasized that

YOU CAN'T ORDER a management or administrative team into existence. All the board policies, rules and regulations, guidelines, organization charts, and "democratic" meetings in the world won't make a team unless its members have a true human relational feel toward working with each other, unless they know and agree on the organization's goals, and unless they have played a recognized part in successfully making and implementing decisions.

True team members do not feel threatened by each other --their individual feelings of self-worth allow them to have confidence in others. Decision-making and administrative follow-up are more typically accomplished by delegating tasks than by "democratic" participation. . . .

The team approach to management is no panacea, nor

is it easy to achieve. On the one hand it requires talented, secure, and "humane" superintendents and board members. On the other hand it requires expert building principals and central office administrators with shoulders broad enough to carry real responsibility.

Team management is worth the effort. It rewards its members individually with the satisfying feeling of belonging and contributing to a successful endeavor, and it rewards the organization with capable management to meet today's complex demands. (40)

Recent Collective Bargaining Research in Iowa

In 1968, H. J. Borger (10), surveyed 115 school board members and 115 superintendents, using a stratified cluster sampling technique so as to include representation of various sized school districts. Through the use of a questionnaire, Borger surveyed attitudes regarding collective bargaining by teachers in Iowa prior to the advent of a formal negotiations law in the state. The survey instrument, itself, was divided into three parts. The first part sought perceptions of the content of collective negotiations, while the second part questioned the role of board members. The third part surveyed superintendents' perceptions of collective bargaining. He reported that 82 percent of the board members and 87 percent of the superintendents surveyed agreed that teachers should have the right to bargain collectively with their local school board. Borger concluded from this study that superintendents believed more strongly than board members that the state legislature should enact a statute prescribing the content of collective negotiations for local school systems. At the same time, he found that superintendents seemed quite undecided as to the role they should play in such negotiations.

In 1977, nine years later, Harlan Else (23) surveyed some 405 teachers, 41 superintendents and 34 board members in Iowa with the major purpose of the investigation being to determine if there were significant differences in the expected instructional and noninstructional long-range outcomes of the Iowa Public Employment Relations Act. A questionnaire was used with respondents being grouped for statistical comparison according to school district enrollment and position. Else reported that both superintendents and board members believed that collective bargaining by teachers will be generally detrimental to education.

While no significant differences in attitude between superintendents and board members were found, a number of highly significant differences were noted between teachers and the previous two groups. Superintendents did indicate significantly stronger feelings than even board members that bargaining would reduce the power of boards of education in making decisions regarding the operation of the schools. Else reported that superintendents and board members agreed that teacher collective bargaining would reduce job satisfaction for teachers, as well as for themselves. Teachers, on the other hand, felt that collective bargaining would have a positive effect on their job satisfaction. All groups expected that substantially higher salaries and fringe benefits would result from the collective bargaining law.

Else noted few significant attitudinal differences between board members in small and large school districts. Generally, those in the smaller districts felt less pessimistic regarding the long-range effects of teacher collective bargaining than did those in the larger districts.

Large district board members predicted a more negative public opinion toward teachers as a result of collective bargaining than did the typical small district board member. It was noted that large school superintendents felt significantly stronger than their small school colleagues that bargaining would adversely effect classroom instruction. Differences between superintendents and board members from bargaining districts and those from nonbargaining districts were very slight.

Finally, Else compared attitudinal responses among superintendents relative to years of experience as a superintendent and found the only area in which there was disagreement was that of job satisfaction. The superintendents with 0-5 years of experience were significantly less inclined to believe that collective bargaining will reduce job satisfaction.

A third related study was conducted by the Association of Iowa Educational Administrators--an umbrella organization composed of the separate educational administrative organizations in Iowa. Some 1068 questionnaires were returned out of an estimated 1800 mailed to the total membership in the state. The statistical treatment of data utilized in this study was basically one of listing frequencies of specific responses along with percentages of each. Eighty-four percent of all respondents indicated that the administrative team concept exists in their school districts. Central office personnel and superintendents showed the highest percentage "yes" responses (93 and 88 percent) when asked if the team concept existed in their district and middle school principals exhibited the lowest "yes" response (77 percent) when asked the same question.

According to the AIEA study "too many (administrators) expressed concern about the lack of support by the boards of education regarding the administrative team practice." Each respondent was afforded an opportunity to provide personal comments regarding the management team in their district. Such comments offered reasons why the team concept was working in their district or, perhaps, why it was not working. Suggestions were also provided as to how the team could be improved. The study provided somewhat of a hint that perhaps all was not well with regards to relationships within the management team.

Business/Industrial Research Regarding the Management Team

Participatory leadership served as one of the cornerstones of the human relations movement. In 1959, Schachter et al. (54) pointed out that interaction with one's peers in a quasi-primary group tends to alleviate the negative impact of those uncertainties and fears. They reasoned that the sharing of leadership would increase the worker's opportunity for both esteem and self-actualization, thereby resulting in higher productivity. Berkowitz (8) found, however, that the sharing of leadership may actually reduce cohesion and satisfaction among group members, for with the sharing of leadership responsibilities came the development of status competition among the group. Fleishman (28) reported in 1965 the results of an experiment in which he hypothesized that participation in deciding how the job ought to be done should result in increased productivity. In fact, the productivity of the control group, which did not have the opportunity for discussion, was indistinguishable in all respects from

that of the experimental group by the end of the experiment.

In general, the team approach is applauded by some and scoffed at by others in both business and industry. While some have viewed this management practice as an avenue for providing cohesiveness for the organization, others view it as a weak attempt to guarantee company loyalty and, in the process, reduce actual productivity of its organization.

Summary

Related research reveals a definite trend toward the unionization of middle management in public schools despite the attitudes and efforts of superintendents and boards of education today. Recent studies hint that attitudes of principals in Iowa closely parallel such a trend. The management team has emerged during the past decade as a common concept in educational administration with as many different definitions, quite frankly, as there are management teams. A positive, productive team concept, however, is viewed by many as the alternative to unionization of principals.

CHAPTER III. METHODS AND PROCEDURES

The major purpose of this study was to gather data so as to determine if there were significant differences in attitudes relating to collective bargaining for principals between and among randomly selected samples of board presidents, superintendents and principals in Iowa and Connecticut. This chapter describes the methods and procedures that were used to gather and analyze the data required for the study.

Development of the Questionnaire

The survey instrument was constructed in three parts. The first section called for specific information pertaining to the respondent: the respondent's state, present position with the school district, the district enrollment, the respondent's age, and total years of experience in administration or on the board. The second portion dealt with the respondent's perceptions relative to: the management team in his/her district, existence of a teacher bargaining unit in the respondent's district and his/her attitude toward present salaries of principals in the district. The third and major portion of the questionnaire required responses on a five-point Likert scale to some fifty attitudinal statements relating to collective bargaining by principals. Five statements were developed to test each of the reasons listed by principals in related literature for wanting to consider collective bargaining as an alternative to the management team.

The first draft of the survey instrument was submitted to the

following persons for review and suggestions:

- Richard P. Manatt: Professor of Education Administration
Iowa State University
Ames, Iowa
- Lyle Kehm: Executive Secretary
Iowa Association of School Administrators
Des Moines, Iowa
- Robert Fitzsimmons: Executive Secretary
Iowa Association of Secondary School Principals
Des Moines, Iowa
- Gaylord Tryon: Executive Secretary
Iowa Association of Elementary School Principals
Des Moines, Iowa
- Ted Davidson: Executive Director
Iowa School Boards Association
Des Moines, Iowa

Suggestions from these persons were used in refining the survey instrument used in the pilot study.

The Pilot Study

Administrators in the following Iowa school districts participated in the pilot test of the survey instrument: Carroll Community School District; Charter Oak-Ute Community School District; Denison Community School District; Ida Grove Community School District; Jefferson Community School District; and Manning Community School District. Upon return of the questionnaires, suggestions provided by the respondents were considered with several changes being made in the form and content of the instrument. As a result of the pilot study, the original plans for statistical analysis were revised. A second pilot test was then conducted utilizing students in a graduate administration class at Iowa State University.

Selection of the Sample

Selection of the sample of elementary principals, secondary principals, superintendents and board presidents was made from the population of principals, superintendents and board presidents as follows:

1. 35 elementary principals randomly selected from the smallest 150 school districts in Iowa,
2. 35 secondary principals randomly selected from the smallest 150 school districts in Iowa,
3. 35 superintendents randomly selected from the smallest 150 school districts in Iowa,
4. 35 board presidents randomly selected from the smallest 150 school districts in Iowa,
5. 35 elementary principals randomly selected from the largest 100 school districts in Iowa,
6. 35 secondary principals randomly selected from the largest 100 school districts in Iowa,
7. 35 superintendents randomly selected from the largest 100 school districts in Iowa.
8. 35 board presidents randomly selected from the largest 100 school districts in Iowa,
9. 35 elementary principals randomly selected from all school districts in Connecticut,
10. 35 secondary principals randomly selected from all school districts in Connecticut,
11. 35 superintendents randomly selected from all school districts in Connecticut,
12. 35 board presidents randomly selected from all school districts in Connecticut.

It was projected that, with a return of sixty percent of the questionnaires, a sample of this size would yield sufficient numbers of respondents to provide data which might accurately represent the population.

Collection of the Data

Two hundred eighty questionnaires were mailed to the selected sample of elementary principals, secondary principals, superintendents and board presidents in Iowa and 140 were mailed to their Connecticut counterparts. Two weeks later, a follow-up letter (Appendix C) with another copy of the questionnaire was mailed to those from whom no response had been received. Seventy-seven percent, or 325 of the 420 included in the study, responded by completing and returning the questionnaire.

Treatment of the Data

An attempt was made via the questionnaire to describe each respondent. All data collected were categorized into cells according to: (1) state, (2) present position, (3) school district enrollment, (4) age, (5) total years of experience in administration or on the board, (6) whether the respondent perceived that a management team concept existed in their respective districts, (7) whether their district's management team concept had been included as a part of board policy, (8) whether their respective school districts presently dealt with formal teacher bargaining units, (9) whether they indicated satisfaction with their principals' present salaries and fringe benefits, and (10) their perceptions of their principal's salary and fringe benefit status for the coming school year.

Chapter II provided numerous reasons given by middle management for dissatisfaction with their present working conditions and, in some cases, for wanting to unionize. Attitude statements were developed into ten

different categories relating to the ten most often stated reasons by principals for considering unionization: (1) unfavorable interpersonal relationships, (2) no voice in decision-making, (3) erosion of authority/power, (4) decline in morale, (5) inadequate communication, (6) lack of clarity in role definitions, (7) inadequate salary and fringe benefits, (8) protection/security, (9) esteem, and (10) a changed political environment.

While five attitude statements were developed for each of the above reasons, only one from each of the ten categories could be used in the statistical analysis of data. Pearson correlation coefficients were computed for each attitude statement to determine that item's correlation with the remaining four in each category.¹ The items with the highest positive correlation coefficients from each of the ten attitude categories (11, 52, 53, 54, 55, 56, 57, 58, 59, 60) were then selected for further analysis. These ten statements were selected as being most representative of the attitudes of those subjects being studied.

All remaining data were analyzed using parametric statistical treatments. Mean scores were computed for each of the attitude responses by assigning a value of 1 to the "strongly agree" response, a value of 2 to the "agree" response, a value of 3 to the "undecided" response, a value of 4 to the "disagree" response, and a value of 5 to the "strongly disagree" response. An analysis of variance was then conducted, with the F-ratio being used to test the hypotheses. To determine which groups of respondents were significantly different from one another, Duncan's Multiple Range Test was used in conjunction with each of the hypotheses.

¹Analyses and correlations are on file in the Educational Administration Section Offices, 230 Curtiss Hall, Iowa State University, Ames, Iowa 50011.

CHAPTER IV. FINDINGS

The purpose of this study was to determine if there were significant differences in attitudes relating to collective bargaining by principals. Null hypotheses were developed to test for such differences among elementary principals, secondary principals, superintendents and board presidents in Iowa. The tenth and final hypothesis was developed to study differences between administrators and board presidents in Iowa and their counterparts in Connecticut. The statistical treatment and analyses of these data are reported in this chapter.

Profile of Respondents

A total of 56 elementary principals, 56 secondary principals, 62 superintendents and 53 board presidents represented Iowa in the study. Respondents were asked to list their age, experience in their present administrative position, and their district and total enrollment. In addition, they were asked whether their district administration utilized the management team approach and, if so, was it a part of board policy. All respondents were asked if their district was presently involved in formal collective bargaining with their teachers. Each subject surveyed was asked whether s/he was satisfied with the salaries and fringe benefits of principals in their district and if s/he would classify those salaries and fringe benefits as being below average, average, or above average. Table 1 illustrates the number and percent of response for each of the variables. It should be noted that 90.3 percent of the Iowa

Table 1. Profile of Iowa respondents

| Variables | Elem. principals | | Sec. principals | | Superintendents | | Board presidents | |
|----------------------------|------------------|--------------|-----------------|--------------|-----------------|--------------|------------------|--------------|
| | Number | Percent | Number | Percent | Number | Percent | Number | Percent |
| District enrollment | | | | | | | | |
| 1- 299 | 8 | 14.3 | 9 | 15.3 | 13 | 21.0 | 10 | 18.9 |
| 300- 999 | 18 | 32.1 | 24 | 40.7 | 18 | 29.0 | 17 | 32.1 |
| 1000-1999 | 6 | 10.7 | 13 | 22.0 | 20 | 32.3 | 12 | 22.6 |
| 2000 and more | 24 | 42.9 | 13 | 22.0 | 11 | 17.7 | 14 | 26.4 |
| | <u>56</u> | <u>100.0</u> | <u>59</u> | <u>100.0</u> | <u>62</u> | <u>100.0</u> | <u>53</u> | <u>100.0</u> |
| Age of respondent | | | | | | | | |
| 20-29 | 4 | 7.1 | 0 | 0.0 | 1 | 1.6 | 0 | 0.0 |
| 30-39 | 12 | 21.4 | 20 | 33.9 | 13 | 21.0 | 11 | 20.8 |
| 40-49 | 20 | 35.7 | 22 | 37.3 | 23 | 37.1 | 26 | 49.1 |
| 50-59 | 18 | 32.2 | 15 | 25.4 | 19 | 30.6 | 15 | 28.4 |
| 60 and over | 2 | 3.6 | 2 | 3.4 | 6 | 9.7 | 1 | 1.9 |
| | <u>56</u> | <u>100.0</u> | <u>59</u> | <u>100.0</u> | <u>62</u> | <u>100.0</u> | <u>53</u> | <u>100.0</u> |
| Experience | | | | | | | | |
| 0- 5 | 12 | 21.8 | 18 | 31.6 | 6 | 10.0 | 26 | 49.1 |
| 6-10 | 13 | 23.6 | 16 | 28.1 | 12 | 20.0 | 20 | 37.7 |
| 11-15 | 12 | 21.8 | 11 | 19.3 | 12 | 20.0 | 7 | 13.2 |
| more than 15 | 18 | 32.7 | 12 | 21.1 | 30 | 50.0 | 0 | 0.0 |
| | <u>55</u> | <u>100.0</u> | <u>57</u> | <u>100.0</u> | <u>60</u> | <u>100.0</u> | <u>53</u> | <u>100.0</u> |
| Management team | | | | | | | | |
| Yes | 45 | 80.4 | 33 | 55.9 | 56 | 90.3 | 38 | 73.1 |
| No | 8 | 14.3 | 21 | 35.6 | 3 | 4.8 | 10 | 19.2 |
| Don't know | 3 | 5.4 | 5 | 8.5 | 3 | 4.8 | 4 | 7.7 |
| | <u>56</u> | <u>100.0</u> | <u>59</u> | <u>100.0</u> | <u>62</u> | <u>100.0</u> | <u>52</u> | <u>100.0</u> |

| | | | | | | | | |
|------------------------------------|----------|-------------|----------|-------------|----------|------------|----------|-------------|
| Team concept in board policy | | | | | | | | |
| Yes | 15 | 30.0 | 11 | 27.5 | 17 | 28.8 | 24 | 54.5 |
| No | 28 | 56.0 | 25 | 62.5 | 41 | 69.5 | 14 | 31.8 |
| Don't know | <u>7</u> | <u>14.0</u> | <u>4</u> | <u>10.0</u> | <u>1</u> | <u>1.7</u> | <u>6</u> | <u>13.6</u> |
| | 50 | 100.0 | 40 | 100.0 | 59 | 100.0 | 44 | 100.0 |
| Certified bargaining unit | | | | | | | | |
| Yes | 44 | 78.6 | 41 | 69.5 | 40 | 64.5 | 37 | 69.8 |
| No | 12 | 21.4 | 18 | 30.5 | 21 | 33.9 | 16 | 30.2 |
| Don't know | <u>0</u> | <u>0.0</u> | <u>0</u> | <u>0.0</u> | <u>1</u> | <u>1.6</u> | <u>0</u> | <u>0.0</u> |
| | 56 | 100.0 | 59 | 100.0 | 62 | 100.0 | 53 | 100.0 |
| Satisfaction with present salaries | | | | | | | | |
| Yes | 45 | 80.4 | 41 | 69.5 | 51 | 82.3 | 51 | 96.2 |
| No | 11 | 19.6 | 18 | 30.5 | 11 | 17.7 | 2 | 3.8 |
| Don't know | <u>0</u> | <u>0.0</u> | <u>0</u> | <u>0.0</u> | <u>0</u> | <u>0.0</u> | <u>0</u> | <u>0.0</u> |
| | 56 | 100.0 | 59 | 100.0 | 62 | 100.0 | 53 | 100.0 |
| Comparison to other districts | | | | | | | | |
| Below average | 9 | 16.1 | 16 | 27.1 | 5 | 8.2 | 3 | 5.7 |
| Average | 25 | 44.6 | 28 | 47.5 | 31 | 50.8 | 33 | 62.3 |
| Above average | 20 | 35.7 | 14 | 23.7 | 23 | 37.7 | 16 | 30.2 |
| Don't know | <u>2</u> | <u>3.6</u> | <u>1</u> | <u>1.7</u> | <u>2</u> | <u>3.3</u> | <u>1</u> | <u>1.9</u> |
| | 56 | 100.0 | 59 | 100.0 | 61 | 100.0 | 53 | 100.0 |

superintendents surveyed believe that a management team exists in their district, while 80.4 percent of the elementary principals and only 55.9 percent of the secondary principals surveyed concur with such a response. On the same subject, 54.5 percent of the board presidents believed that the team concept was included as a part of district board policy while a lesser percentage of superintendents and principals reported this to be the case. Of the 53 board presidents surveyed, 51 or 96.2 percent indicated satisfaction with the salaries of principals in their school district. Less than 70 percent of the sample of secondary principals in Iowa responded positively to the same question.

Table 2 provides a similar profile of school administrators and board presidents from Connecticut. The sample from Connecticut, a more heavily populated state, includes a higher percentage of subjects associated with school districts with enrollments of more than 2000. None of the 95 respondents from Connecticut were between the ages of twenty and 29. The experience level of this sample was found to be even greater than that of Iowa. Board presidents and administrators seemed to be in agreement as to the existence of a management team in their respective districts. A greater percentage of the Connecticut respondents expressed dissatisfaction with present salaries and fringe benefits of its principals. The only difference between the Iowa and Connecticut survey instruments was the question dealing with whether the district currently negotiates with a certified bargaining unit. The latter survey referred to principal bargaining units while the Iowa survey addressed its question to formal teacher negotiations. Between 52.0 (superintendents) and

Table 2. Profile of Connecticut respondents

| Variables | Elem. principals | | Sec. principals | | Superintendents | | Board presidents | |
|---------------------|------------------|--------------|-----------------|--------------|-----------------|--------------|------------------|--------------|
| | Number | Percent | Number | Percent | Number | Percent | Number | Percent |
| District enrollment | | | | | | | | |
| 1- 299 | 1 | 3.7 | 0 | 0.0 | 1 | 3.8 | 0 | 0.0 |
| 300- 999 | 3 | 11.1 | 5 | 22.7 | 1 | 3.8 | 2 | 10.0 |
| 1000-1999 | 8 | 29.6 | 3 | 13.6 | 7 | 26.9 | 5 | 25.0 |
| 2000 and more | 15 | 55.6 | 14 | 63.6 | 17 | 65.4 | 13 | 65.0 |
| | <u>27</u> | <u>100.0</u> | <u>22</u> | <u>100.0</u> | <u>26</u> | <u>100.0</u> | <u>20</u> | <u>100.0</u> |
| Age of respondent | | | | | | | | |
| 20-29 | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 |
| 30-39 | 7 | 25.9 | 0 | 0.0 | 1 | 3.8 | 1 | 5.0 |
| 40-49 | 10 | 37.0 | 13 | 59.1 | 11 | 42.3 | 13 | 65.0 |
| 50-59 | 9 | 33.3 | 9 | 40.9 | 10 | 38.5 | 6 | 30.0 |
| 60 and over | 1 | 3.7 | 0 | 0.0 | 4 | 15.4 | 0 | 0.0 |
| | <u>27</u> | <u>100.0</u> | <u>22</u> | <u>100.0</u> | <u>26</u> | <u>100.0</u> | <u>20</u> | <u>100.0</u> |
| Experience | | | | | | | | |
| 0- 5 | 1 | 3.7 | 0 | 0.0 | 2 | 7.7 | 7 | 35.0 |
| 6-10 | 8 | 29.6 | 5 | 22.7 | 3 | 11.5 | 11 | 55.0 |
| 11-15 | 7 | 25.9 | 12 | 54.5 | 11 | 42.3 | 0 | 0.0 |
| more than 15 | 11 | 40.7 | 5 | 22.7 | 10 | 38.5 | 2 | 10.0 |
| | <u>27</u> | <u>100.0</u> | <u>22</u> | <u>100.0</u> | <u>26</u> | <u>100.0</u> | <u>20</u> | <u>100.0</u> |
| Management team | | | | | | | | |
| Yes | 13 | 50.0 | 13 | 61.9 | 16 | 61.5 | 9 | 45.0 |
| No | 9 | 34.6 | 6 | 28.6 | 10 | 38.5 | 2 | 10.0 |
| Don't know | 4 | 15.4 | 2 | 9.5 | 0 | 0.0 | 9 | 45.0 |
| | <u>26</u> | <u>100.0</u> | <u>21</u> | <u>100.0</u> | <u>26</u> | <u>100.0</u> | <u>20</u> | <u>100.0</u> |

| | | | | | | | | |
|------------------------------------|-----------|--------------|-----------|--------------|-----------|--------------|-----------|--------------|
| Team concept in board policy | | | | | | | | |
| Yes | 3 | 18.8 | 4 | 30.8 | 7 | 38.9 | 6 | 37.5 |
| No | 9 | 56.3 | 8 | 61.5 | 11 | 61.1 | 7 | 43.8 |
| Don't know | 4 | 25.0 | 1 | 7.7 | 0 | 0.0 | 3 | 18.8 |
| | <u>16</u> | <u>100.0</u> | <u>13</u> | <u>100.0</u> | <u>18</u> | <u>100.0</u> | <u>16</u> | <u>100.0</u> |
| Certified bargaining unit | | | | | | | | |
| Yes | 21 | 77.8 | 16 | 72.7 | 13 | 52.0 | 15 | 75.0 |
| No | 6 | 22.2 | 6 | 27.3 | 11 | 44.0 | 5 | 25.0 |
| Don't know | 0 | 0.0 | 0 | 0.0 | 1 | 4.0 | 0 | 0.0 |
| | <u>27</u> | <u>100.0</u> | <u>22</u> | <u>100.0</u> | <u>25</u> | <u>100.0</u> | <u>20</u> | <u>100.0</u> |
| Satisfaction with present salaries | | | | | | | | |
| Yes | 15 | 55.6 | 11 | 50.3 | 16 | 64.0 | 18 | 90.0 |
| No | 12 | 44.4 | 11 | 50.0 | 6 | 24.0 | 2 | 10.0 |
| Don't know | 0 | 0.0 | 0 | 0.0 | 3 | 12.0 | 0 | 0.0 |
| | <u>27</u> | <u>100.0</u> | <u>22</u> | <u>100.0</u> | <u>25</u> | <u>100.0</u> | <u>20</u> | <u>100.0</u> |
| Comparison to other districts | | | | | | | | |
| Below average | 6 | 22.2 | 6 | 27.3 | 8 | 30.8 | 2 | 10.0 |
| Average | 13 | 48.1 | 12 | 54.5 | 7 | 26.9 | 12 | 60.0 |
| Above average | 8 | 29.6 | 4 | 18.2 | 9 | 34.6 | 6 | 30.2 |
| Don't know | 0 | 0.0 | 0 | 0.0 | 2 | 7.7 | 0 | 0.0 |
| | <u>27</u> | <u>100.0</u> | <u>22</u> | <u>100.0</u> | <u>26</u> | <u>100.0</u> | <u>20</u> | <u>100.0</u> |

77.8 percent (elementary principals) of the respondents indicated that their district dealt with principals through a certified bargaining unit.

Hypothesis Number One

There will be no significant differences in attitudes relating to collective bargaining by principals between the groups of Iowa elementary principals, secondary principals, superintendents and board presidents.

Analysis of variance was used to test for significant differences between the four groups surveyed. Table 3 provides a summary of the respondent's mean scores for each of the ten attitudinal statements. It should be noted that mean scores were computed by assigning a value of 1 to the "strongly agree" response, a value of 2 to the "agree" response, a value of 3 to the "undecided" response, a value of 4 to the "disagree" response and a value of 5 to the "strongly disagree" response. In Table 3, the 56 elementary principals had a mean score of 3.5 for the attitude statement dealing with interpersonal relationships, indicating that the sample of Iowa elementary principals tends to somewhat disagree with the statement that collective bargaining would improve principal/superintendent/board relationships in this state. The mean score of this same item for secondary principals was 3.1. Such a mean score points out that secondary principals are quite undecided as to the effects collective bargaining might provide. Both superintendents and board presidents scored means which were solidly in disagreement with such a statement with superintendents disagreeing the strongest.

Highly significant differences (.001 level) were found for each of the ten attitude categories as noted by F-ratios in Table 3. To further

Table 3. Tests for significant attitudinal differences between groups by position

| Attitudes | Elementary principals (n=56) | Secondary principals (n=58) | Superintendents (n=62) | Board presidents (n=53) | F-ratio |
|-----------------------------|---------------------------------|--------------------------------|---------------------------|----------------------------|----------|
| Interpersonal relationships | 3.5 | 3.1 | 4.3 | 4.2 | 20.056** |
| Voice in decision-making | 2.9 | 2.7 | 3.6 | 3.5 | 10.608** |
| Erosion of authority/power | 2.8 | 2.7 | 3.7 | 3.7 | 17.984** |
| Decline in morale | 2.9 | 2.8 | 3.7 | 3.7 | 14.201** |
| Inadequate communication | 2.9 | 2.7 | 3.5 | 4.1 | 20.899** |
| Clarity in role definitions | 2.4 | 2.1 | 3.0 | 3.3 | 16.497** |
| Salary and fringe benefits | 3.0 | 2.7 | 3.7 | 3.6 | 12.966** |
| Protection/security | 2.7 | 2.9 | 3.8 | 3.4 | 12.771** |
| Esteem | 3.4 | 3.4 | 4.0 | 4.1 | 9.050** |
| Political environment | 3.0 | 2.7 | 4.2 | 4.4 | 35.455** |

** Significant at the .001 level.

examine such differences, Duncan's Multiple Range Test was applied. The results are provided in Table 4. In this table, group 1 represents elementary principals, group 2 represents secondary principals, group 3 represents superintendents and group 4 represents board presidents. In studying Table 4 and similar tables throughout Chapter IV, it should be noted that any group means not underscored by the same line are significantly different and any mean scores underscored by the same line are not significantly different.

It was noted that a highly significant difference exists between the mean responses of secondary and elementary principals with regard to whether they believe collective bargaining would have a positive effect on the interpersonal relationships among levels of management. In addition, the data indicate a highly significant difference between means of each of the principal groups and the superintendents and board presidents. No significant difference was noted between superintendents and board presidents.

For the remaining nine categories, highly significant mean scores existed between principals and their superiors. Principals showed a slight tendency (2.7 and 2.9) to agree with the statement that collective bargaining would provide principals with a stronger voice in the decision-making process in the district while board presidents (3.5) and superintendents (3.6) indicated some disagreement with the statement. Similar attitudes existed for the category relating to erosion of authority and/or power. Principals suggested that bargaining units might prevent further erosion of authority, but superintendents and board presidents

Table 4. Duncan's Multiple Range^a Test to determine differences in attitudes among Iowa groups

| Attitudes | Group means ^b in ranges from smallest to largest ^c | | | |
|-----------------------------|--|-----------------------|-----------------------|-----------------------|
| Interpersonal relationships | Group 2 <u>3.1</u> | Group 1 <u>3.5</u> | Group 4 <u>4.2</u> | Group 3 <u>4.2</u> |
| Voice in decision-making | Group 2 <u>2.7</u> | Group 1 <u>2.9</u> | Group 4 <u>3.5</u> | Group 3 <u>3.6</u> |
| Erosion of authority/power | Group 2 <u>2.7</u> | Group 1 <u>2.8</u> | Group 4 <u>3.7</u> | Group 3 <u>3.7</u> |
| Decline in morale | Group 2 <u>2.8</u> | Group 1 <u>2.9</u> | Group 3 <u>3.7</u> | Group 4 <u>3.7</u> |
| Inadequate communication | Group 2 <u>2.7</u> | Group 1 <u>2.9</u> | Group 3 <u>3.5</u> | Group 4 <u>4.1</u> |
| Clarity in role definitions | Group 2 <u>2.1</u> | Group 1 <u>2.4</u> | Group 3 <u>3.0</u> | Group 4 <u>3.3</u> |
| Salary and fringe benefits | Group 2 <u>2.7</u> | Group 1 <u>3.0</u> | Group 4 <u>3.6</u> | Group 3 <u>3.7</u> |
| Protection/security | Group 1 <u>2.7</u> | Group 2 <u>2.9</u> | Group 4 <u>3.4</u> | Group 3 <u>3.8</u> |
| Esteem | Group 1 <u>3.4</u> | Group 2 <u>3.4</u> | Group 3 <u>4.0</u> | Group 4 <u>4.1</u> |
| Political environment | Group 2 <u>2.7</u> | Group 1 <u>3.0</u> | Group 3 <u>4.2</u> | Group 4 <u>4.4</u> |

^aGroups: Elementary principals = Group 1; secondary principals = Group 2; superintendents = Group 3; board presidents = Group 4.

^bRating scale: Strongly agree = 1; Agree = 2; Undecided = 3; Disagree = 4; Strongly disagree = 5.

^cAny group means not underscored by the same line are significantly different at the .001 level. Any means underscored by the same line are not significant at the .05 level.

disagreed.

The statement that collective bargaining would improve morale of principals in the district found both superintendents and board presidents with mean scores of 3.7, indicating disagreement. Principals, on the other hand, tended to believe that perhaps bargaining would improve morale. When considering the communications category, both groups of principals responded with means which suggested that collective bargaining might force boards of education to be more honest with principals in their districts. The mean score for superintendents was 3.5, not only denoting some disagreement with such a statement, but resulting in a highly significant difference with both the principals and board presidents. Board presidents averaged a 4.1 on the attitude scale, hence, were very much in disagreement with such a statement.

In general, both groups of principals tended to agree that collective bargaining would help to clarify the responsibilities of each of the administrators in the district while superintendents tended to remain somewhat uncommitted. Board presidents responded with slight disagreement regarding the statement. Secondary principals indicated slight agreement (2.7) with the hypothesis that collective bargaining would have assisted them in obtaining a better salary increase for the coming school year. Elementary principals (3.0) were undecided on that particular issue. The differences between the means of principal responses and superintendent/board president responses, however, were highly significant at the .001 level. Both superintendents and board presidents exhibited response means depicting disagreement (3.6 and 3.7).

Elementary principals recorded the lowest mean score on the item purporting that collective bargaining would afford principals with more protection and job security. Their score of 2.7 suggests some agreement with the statement. Secondary principals (2.9) expressed less agreement. Board presidents (3.4) and superintendents (3.8) tended to disagree with such a contention.

None of the four groups surveyed felt that bargaining would improve the image of the principalship, as viewed by the patrons of a district. However, there existed a highly significant difference in the means recorded for principals and those of the remaining two groups. Superintendents (4.0) and board presidents (4.1) disagreed more than did the principals (3.4).

The greatest difference occurred with the last statement on the questionnaire: "Formal collective bargaining by principals in our state would be supported by me if such legislation were proped today or in the near future." The mean response for secondary principals was 2.7 indicating slight agreement with such a proposal. Elementary principals were undecided and both superintendents (4.2) and board presidents (4.4) elicited response means which illustrated disagreement to strong disagreement with such legislation.

Hypothesis Number Two

There will be no significant differences in attitudes relating to collective bargaining by principals among groups of Iowa elementary principals, secondary principals, superintendents and board presidents in the one hundred largest schools as compared to those from the 150 smallest school districts.

A t-test was used to determine the significance of mean response differences between elementary principals, secondary principals, superintendents and board presidents in small school districts and those in large school districts.

Table 5 provides the results of the t-tests used in determining significant differences in attitudes relating to collective bargaining between elementary principals in small and large school districts in Iowa. Of those responding, 26 were from a sample of the smallest 150 school districts and 30 were employed by the 100 largest districts in Iowa. The mean response of small district elementary principals was 3.2 or somewhat in disagreement when it was suggested that collective bargaining would help to prevent further erosion of the authority of principals while their counterparts in the large school districts recorded a mean of 2.5, which would suggest some agreement with the statement.

Significant differences at the .05 level were noted on the next two attitudinal scales listed in Table 5 as well. Elementary principals from large school districts tended to agree that collective bargaining would improve both morale and communications within their districts, while those in the smaller districts indicated a degree of disagreement with those items.

Thirty-two secondary principals from small districts and 26 secondary principals from larger districts provided the results listed in Table 6. T tests were again used to measure significant mean differences in responses. While secondary principals from both large and small school districts agree that collective bargaining would help to clarify role

Table 5. Tests for significant attitudinal differences between Iowa elementary principals from large and small districts

| Attitudes | Small district (n=26) | Large district (n=30) | t-value |
|-----------------------------|--------------------------|--------------------------|---------|
| Interpersonal relationships | 2.9 | 2.9 | 0.21 |
| Voice in decision-making | 3.2 | 2.7 | 1.82 |
| Erosion of authority/power | 3.2 | 2.5 | 2.43* |
| Decline in morale | 3.3 | 2.5 | 2.92* |
| Inadequate communication | 3.3 | 2.5 | 2.47* |
| Clarity in role definitions | 2.4 | 2.4 | -0.04 |
| Salary and fringe benefits | 3.0 | 3.0 | 0.00 |
| Protection/security | 2.8 | 2.6 | 0.70 |
| Esteem | 3.5 | 3.2 | 0.96 |
| Political environment | 3.2 | 2.8 | 1.17 |

* Significant at the .05 level.

Table 6. Tests for significant attitudinal differences between Iowa secondary principals from large and small districts

| Attitudes | Small district (n=32) | Large district (n=26) | t-value |
|-----------------------------|--------------------------|--------------------------|---------|
| Interpersonal relationships | 2.8 | 3.3 | -1.53 |
| Voice in decision-making | 2.5 | 2.9 | -1.50 |
| Erosion of authority/power | 2.5 | 2.9 | -1.25 |
| Decline in morale | 2.8 | 2.9 | -0.34 |
| Inadequate communication | 2.5 | 3.0 | -1.41 |
| Clarity in role definitions | 1.9 | 2.4 | -2.28* |
| Salary and fringe benefits | 2.6 | 3.0 | -1.50 |
| Protection/security | 2.6 | 3.3 | -2.63* |
| Esteem | 3.3 | 3.7 | -1.50 |
| Political environment | 2.6 | 2.9 | -0.81 |

* Significant at the .05 level.

definitions in their districts, the secondary principals from the larger districts reported a significantly stronger "agree" response. The large school secondary principals also agreed that bargaining would provide them more protection and job security, while those from the smaller districts disagreed somewhat with that same attitude item. Hence, the null hypothesis was rejected for the attitudinal items Clarity in Role Definitions and Protection/Security. The null hypothesis was not rejected for all other items since there was not a significant difference. In fact, identical mean scores were reported by elementary principals from both small and large districts for the categories of Interpersonal Relationships, Clarity in Role Definitions and Salary and Fringe Benefits.

Table 7 provides the results of t-tests used to measure for significant differences in attitudes of superintendents from both large and small school districts in Iowa. It was determined that there were no significant differences between the mean responses of those two groups and therefore, the null hypothesis was not rejected.

Similarly, no significant differences were noted in Table 8 which provides the results of t-tests measuring for significant differences between board presidents from large and small school districts. The null hypothesis was not rejected for any of the ten attitude items listed

Hypothesis Number Three

There will be no significant differences in attitudes relating to collective bargaining by principals among Iowa elementary principals, secondary principals, superintendents and board presidents relative to the number of years of administrative or board experience.

Table 7. Tests for significant attitudinal differences between Iowa superintendents from large and small districts

| Attitudes | Small district (n=31) | Large district (n=31) | t-value |
|-----------------------------|--------------------------|--------------------------|---------|
| Interpersonal relationships | 4.2 | 4.4 | -1.03 |
| Voice in decision-making | 3.5 | 3.7 | -1.26 |
| Erosion of authority/power | 3.6 | 3.8 | -0.92 |
| Decline in morale | 3.5 | 3.8 | -1.25 |
| Inadequate communication | 3.6 | 3.4 | 0.80 |
| Clarity in role definitions | 2.9 | 3.2 | -0.83 |
| Salary and fringe benefits | 3.6 | 3.8 | -0.82 |
| Protection/security | 3.6 | 3.9 | -1.03 |
| Esteem | 4.2 | 3.8 | 1.41 |
| Political environment | 4.0 | 4.4 | -1.61 |

Table 8. Tests for significant attitudinal differences between Iowa board presidents from large and small districts

| Attitudes | Small district (n=27) | Large district (n=26) | t-value |
|-----------------------------|--------------------------|--------------------------|---------|
| Interpersonal relationships | 4.2 | 4.2 | -0.03 |
| Voice in decision-making | 3.3 | 3.6 | -0.93 |
| Erosion of authority/power | 3.5 | 3.8 | -1.54 |
| Decline in morale | 3.8 | 3.7 | 0.38 |
| Inadequate communication | 4.1 | 4.2 | -0.37 |
| Clarity in role definitions | 3.0 | 3.5 | -1.93 |
| Salary and fringe benefits | 3.6 | 3.6 | -0.11 |
| Protection/security | 3.3 | 3.5 | -0.63 |
| Esteem | 3.9 | 4.3 | -1.96 |
| Political environment | 4.3 | 4.4 | -0.37 |

Analysis of variance was used to measure mean differences between groups of Iowa elementary principals with respect to their attitudes relating to collective bargaining by principals according to years of experience. Table 9 provides mean scores for each of the subgroups of elementary principals. Only on the scales of statements relating to Interpersonal Relationships, Voice in Decision-making, Erosion of Authority/Power and Decline in Morale were there significant differences at the .05 level and, hence, for those four categories, the null hypothesis was rejected.

Table 10 provides Duncan's Multiple Range Test to determine which group means were significantly different. A significant difference at the .05 level between elementary principals with eleven or more years of experience and those with zero to five years of experience was noted when considering attitudes relating to Interpersonal Relationships.

The principals with zero to five years experience definitely disagreed with the statement that collective bargaining would provide a positive step toward improved principal/superintendent/board relationships, while those in the experience groups of eleven to fifteen and more than fifteen years tended to be more undecided. Elementary principals with eleven to fifteen years of experience were somewhat in agreement that collective bargaining would provide principals with a stronger voice in the decision-making process while the attitudes of their cohorts with ten or less years of experience reported a mean response of 3.3 to 3.4 indicating disagreement with the statement.

A significant difference (.05 level) in attitudes of elementary

Table 9. Tests for significant attitudinal differences between Iowa elementary principals by experience

| Attitudes | Elementary principals in Iowa with: | | | | F- |
|-----------------------------|-------------------------------------|------------------------------------|-------------------------------------|-----------------------------------|--------|
| | 0-5 years experience (n=12) | 6-10 years experience (n=13) | 11-15 years experience (n=12) | 15+ years experience (n=18) | |
| Interpersonal relationships | 4.2 | 3.8 | 3.2 | 3.2 | 2.976* |
| Voice in decision-making | 3.3 | 3.4 | 2.3 | 2.8 | 2.959* |
| Erosion of authority/power | 3.3 | 3.3 | 2.3 | 2.7 | 3.941* |
| Decline in morale | 3.4 | 3.3 | 2.6 | 2.6 | 3.002* |
| Inadequate communication | 3.3 | 3.2 | 2.6 | 2.7 | 1.317 |
| Clarity in role definitions | 2.9 | 2.7 | 2.0 | 2.3 | 2.742 |
| Salary and fringe benefits | 3.5 | 3.1 | 2.8 | 2.9 | 1.032 |
| Protection/security | 3.0 | 2.9 | 2.3 | 2.7 | 1.281 |
| Esteem | 3.8 | 3.5 | 3.3 | 3.1 | 1.115 |
| Political environment | 3.5 | 2.9 | 2.8 | 2.9 | 0.830 |

*Significant at the .05 level.

Table 10. Duncan's Multiple Range Test to determine differences in attitudes among Iowa elementary principals classified according to experience^a

| Attitudes | Group means ^b in ranges from smallest to largest ^c | | | |
|-----------------------------|--|----------------|----------------|----------------|
| Interpersonal relationships | Group 3 3.2 | Group 4 3.2 | Group 2 3.8 | Group 1 4.2 |
| Voice in decision-making | Group 3 2.3 | Group 4 2.8 | Group 1 3.3 | Group 2 3.4 |
| Erosion of authority/power | Group 3 2.3 | Group 4 2.7 | Group 1 3.3 | Group 2 3.3 |
| Decline in morale | Group 4 2.6 | Group 3 2.6 | Group 2 3.3 | Group 1 3.4 |

^aExperience: 0-5 years = Group 1; 6-10 years = Group 2; 11-15 years = Group 3; more than 15 years = Group 4.

^bRating scale: Strongly agree = 1; Agree = 2; Undecided = 3; Disagree = 4; Strongly disagree = 5.

^cAny group means not underscored by the same line are significantly different at the .05 level. Any means underscored by the same line are not significantly different at the .05 level.

principals was noted when considering category Erosion of Authority/Power. Those with eleven to fifteen years of experience agreed (2.25) that formal bargaining would help to prevent further erosion, while those with zero to five years of experience indicated disagreement with the statement with a mean response of 3.4.

Table 11 reports the mean scores of secondary principals in Iowa according to years of experience in administration and relating to their attitudes toward collective bargaining by principals. The null

Table 11. Tests for significant attitudinal differences according to years of experience of Iowa secondary principals

| Attitudes | Secondary principals in Iowa with: | | | | F-ratio |
|-----------------------------|------------------------------------|------------------------------|-------------------------------|-----------------------------|---------|
| | 0-5 years experience (n=18) | 6-10 years experience (n=16) | 11-15 years experience (n=10) | 15+ years experience (n=12) | |
| Interpersonal relationships | 2.9 | 3.6 | 3.3 | 2.6 | 1.679 |
| Voice in decision-making | 2.8 | 2.6 | 3.2 | 2.3 | 1.349 |
| Erosion of authority/power | 2.8 | 2.7 | 3.1 | 2.4 | 0.751 |
| Decline in morale | 2.8 | 3.0 | 3.0 | 2.5 | 0.498 |
| Inadequate communication | 2.4 | 2.7 | 3.3 | 2.8 | 1.140 |
| Clarity in role definitions | 1.8 | 2.4 | 2.3 | 2.1 | 1.575 |
| Salary and fringe benefits | 2.7 | 2.8 | 3.1 | 2.6 | 0.514 |
| Protection/security | 2.9 | 2.9 | 3.5 | 2.7 | 1.184 |
| Esteem | 3.3 | 3.6 | 3.7 | 3.3 | 0.662 |
| Political environment | 2.7 | 3.1 | 3.0 | 2.2 | 1.508 |

hypothesis was not rejected for any of the ten attitude categories when considering experience level of secondary principals.

Superintendents with five or fewer years of experience tend to disagree that collective bargaining would provide a positive step toward improved principal/superintendent/board relationships, but not nearly as strongly as principals and board presidents. Table 12 provides a summary of mean responses of superintendents in Iowa according to years of experience as superintendent. A significant difference at the .05 level was found to exist between chief administrators with zero to five years experience and those with six to ten years as well as those with fifteen or more years experience. Both of the latter groups expressed strong disagreement with the statement regarding interpersonal relationships.

Table 13 contains the results of Duncan's Multiple Range Test to determine significant differences in group means. It reports a significant difference between superintendents with zero to five years experience and those with six to ten or more than fifteen years of experience when considering the effects collective bargaining might have on interpersonal relationships among administrators. Those superintendents with more experience tended to believe more strongly that such bargaining would have a detrimental influence on such relationships.

Table 14 lists the computed mean scores and F-ratios for board presidents in Iowa according to experience and relating to their attitudes toward collective bargaining by principals. It should be noted that there were no board presidents in the sample with fifteen or more years of experience as board members. No real differences in attitudes of board

Table 12. Tests for significant attitudinal differences according to years of experience of Iowa superintendents

| Attitudes | Superintendents in Iowa with: | | | | F-ratio |
|-----------------------------|-------------------------------|------------------------------|-------------------------------|-----------------------------|---------|
| | 0-5 years experience (n=6) | 6-10 years experience (n=12) | 11-15 years experience (n=12) | 15+ years experience (n=30) | |
| Interpersonal relationships | 3.5 | 4.6 | 4.2 | 4.4 | 3.763* |
| Voice in decision-making | 2.8 | 3.5 | 3.7 | 3.7 | 1.639 |
| Erosion of authority/power | 3.0 | 3.8 | 3.7 | 3.8 | 1.487 |
| Decline in morale | 3.8 | 3.6 | 3.8 | 3.6 | 0.222 |
| Inadequate communication | 3.0 | 3.3 | 3.6 | 3.5 | 0.658 |
| Clarity in role definitions | 2.7 | 3.3 | 3.2 | 3.0 | 0.458 |
| Salary and fringe benefits | 3.2 | 4.0 | 3.8 | 3.6 | 1.182 |
| Protection/security | 3.3 | 3.8 | 3.9 | 3.7 | 0.625 |
| Esteem | 3.5 | 4.2 | 4.3 | 3.9 | 1.160 |
| Political environment | 3.3 | 4.4 | 4.4 | 4.1 | 2.619 |

* Significant at the .05 level.

Table 13. Duncan's Multiple Range Test to determine differences in attitudes among Iowa superintendents classified by experience^a

| Attitudes | Group means ^b in ranges from smallest to largest ^c | | | |
|-----------------------------|--|----------------|----------------|----------------|
| Interpersonal relationships | Group 1 3.5 | Group 3 4.2 | Group 4 4.4 | Group 2 4.6 |

^aExperience: 0-5 years = Group 1; 6-10 years = Group 2; 11-15 years = Group 3; more than 15 years = Group 4.

^bRating scale: Strongly agree = 1; Agree = 2; Undecided = 3; Disagree = 4; Strongly disagree = 5.

^cAny group means not underscored by the same line are significantly different at the .05 level. Any means underscored by the same line are not significantly different at the .05 level.

presidents were evident when experience was used as the dependent variable.

Hypothesis Number Four

There will be no significant differences in attitudes relating to collective bargaining by principals among Iowa elementary principals, secondary principals, superintendents and board presidents relative to the age of the respondent.

Analysis of variance was used to test for significant differences in attitudes of elementary principals, secondary principals, superintendents and board presidents in Iowa as they relate to collective bargaining by principals with age being used as the dependent variable.

The fifty-six elementary principals included in the study represented a broad range of ages. The null hypothesis was not rejected for eight

Table 14. Tests for significant attitudinal differences according to years of experience of Iowa board presidents

| Attitudes | Board presidents in Iowa with: | | | F-ratio |
|-----------------------------|--------------------------------|---------------------------------|--------------------------------|---------|
| | 0-5 years experience (n=26) | 6-10 years experience (n=20) | 11 or more experience (n=7) | |
| Interpersonal relationships | 4.3 | 4.1 | 4.0 | 0.519 |
| Voice in decision-making | 3.6 | 3.4 | 3.1 | 0.613 |
| Erosion of authority/power | 3.6 | 3.6 | 4.1 | 1.268 |
| Decline in morale | 4.0 | 3.5 | 3.6 | 2.073 |
| Inadequate communication | 4.1 | 4.1 | 4.1 | 0.008 |
| Clarity of role definitions | 3.2 | 3.4 | 3.1 | 0.120 |
| Salary and fringe benefits | 3.7 | 3.4 | 3.8 | 0.735 |
| Protection/security | 3.0 | 3.5 | 4.3 | 2.933 |
| Esteem | 4.2 | 4.0 | 4.1 | 0.230 |
| Political environment | 4.4 | 4.3 | 4.6 | 0.606 |

of the ten attitudinal items considered in the study. Table 15 reports the results of the tests for significant differences according to age categories among Iowa elementary principals. While no significant differences were noted, elementary principals between the ages of 20 and 39 consistently provided responses which were more opposed to collective bargaining.

Table 16 points out significant differences in mean responses of Iowa secondary principals in five categories. Table 17, Duncan's Multiple Range Test, provides evidence of those differences. A significant difference at the .05 level existed between secondary principals in the 20-39-year age group and both the 50 years of age and older group. The latter group agreed that collective bargaining by principals would improve interpersonal relationships while those between 20 and 39 years of age tended to disagree. A significant difference was noted between those same groups when considering attitudes involving authority and morale. The younger principals reported slight disagreement while the older group felt that collective bargaining would improve morale in their districts as well as returning some of the authority they once had. In addition, a significant difference was noted between groups one and three.

Significant differences were noted in each of the last two attitude categories listed in Table 17. In both cases those differences existed between the younger groups and the older ones. The null hypothesis was rejected for the attitude categories of Interpersonal Relationships, Erosion of Authority/Power, Decline in Morale, Esteem, and Political Environment. For all others, the null hypothesis could not be rejected.

Table 15. Tests for significant attitudinal differences among Iowa elementary principals classified by age

| Elementary principals in Iowa categorized by age | | | | |
|--|-----------------|-----------------|-----------------------|-------------|
| Attitudes | 20-39 (n=16) | 40-49 (n=20) | 50 and over (n=20) | F- ratio |
| Interpersonal relationships | 3.5 | 3.1 | 3.1 | 0.840 |
| Voice in decision-making | 3.0 | 2.7 | 2.8 | 0.578 |
| Erosion of authority/power | 3.1 | 2.6 | 2.8 | 1.654 |
| Decline in morale | 3.1 | 2.7 | 2.5 | 2.247 |
| Inadequate communication | 3.1 | 2.6 | 2.4 | 2.441 |
| Clarity in role definitions | 2.4 | 2.2 | 2.2 | 0.747 |
| Salary and fringe benefits | 2.3 | 2.9 | 2.8 | 1.294 |
| Protection/security | 2.9 | 2.7 | 2.7 | 0.093 |
| Esteem | 3.7 | 3.2 | 3.1 | 1.690 |
| Political environment | 2.8 | 2.7 | 2.7 | 0.064 |

Table 16. Tests for significant attitudinal differences among Iowa secondary principals classified by age

| Secondary principals in Iowa categorized by age | | | | |
|---|-----------------|-----------------|-----------------------|-------------|
| Attitudes | 20-39 (n=19) | 40-49 (n=22) | 50 and over (n=17) | F- ratio |
| Interpersonal relationships | 3.5 | 3.1 | 2.4 | 5.317* |
| Voice in decision-making | 2.8 | 2.8 | 2.3 | 2.212 |
| Erosion of authority/power | 3.0 | 2.7 | 2.2 | 4.398* |
| Decline in morale | 3.2 | 2.8 | 2.2 | 4.413* |
| Inadequate communication | 2.9 | 2.7 | 2.3 | 1.807 |
| Clarity of role definitions | 2.3 | 2.3 | 1.8 | 2.659 |
| Salary and fringe benefits | 3.0 | 2.7 | 2.4 | 1.952 |
| Protection/security | 3.1 | 2.9 | 2.7 | 0.551 |
| Esteem | 3.8 | 3.3 | 2.8 | 4.543* |
| Political environment | 3.3 | 2.5 | 2.0 | 6.522* |

*Significant at the .05 level.

Table 17. Duncan's Multiple Range Test to determine differences in attitudes among Iowa secondary principals according to age^a

| Attitudes | Group means ^b in ranges from smallest to largest ^c | | |
|-----------------------------|--|-----------------------|-----------------------|
| Interpersonal relationships | Group 3 <u>2.4</u> | Group 2 <u>3.1</u> | Group 1 <u>3.5</u> |
| Erosion of authority/power | Group 3 <u>2.2</u> | Group 2 <u>2.7</u> | Group 1 <u>3.0</u> |
| Decline in morale | Group 3 <u>2.2</u> | Group 2 <u>2.8</u> | Group 1 <u>3.2</u> |
| Esteem | Group 3 <u>2.8</u> | Group 2 <u>3.3</u> | Group 1 <u>3.8</u> |
| Political environment | Group 3 <u>2.0</u> | Group 2 <u>2.5</u> | Group 1 <u>3.3</u> |

^aAge: 20-39 years = Group 1; 40-49 years = Group 2; 50 years and older = Group 3.

^bRating scale: Strongly agree = 1; Agree = 2; Undecided = 3; Disagree = 4; Strongly disagree = 5.

^cAny group means not underscored by the same line are significantly different at the .05 level. Any means underscored by the same line are not significantly different at the .05 level.

Table 18 provides the results of tests for significant differences according to age among Iowa superintendents with respect to their attitudes relating to formal collective bargaining by principals. Table 19 reports the results of the Duncan's Multiple Range Test, which is used to determine which group means were significantly different. A significant difference at the .05 level existed for the category Voice in

Table 18. Tests for significant attitudinal differences among Iowa superintendents classified by age

| Attitudes | Superintendents in Iowa categorized by age | | | F-ratio |
|-----------------------------|--|-----------------|-----------------------|---------|
| | 20-39 (n=14) | 40-49 (n=23) | 50 and over (n=25) | |
| Interpersonal relationships | 3.9 | 4.4 | 3.8 | 2.694 |
| Voice in decision-making | 3.0 | 3.8 | 3.4 | 4.611* |
| Erosion of authority/power | 3.3 | 3.7 | 3.5 | 1.166 |
| Decline in morale | 3.3 | 3.8 | 3.2 | 3.393* |
| Inadequate communication | 2.9 | 3.7 | 3.2 | 4.675* |
| Clarity in role definitions | 2.7 | 3.3 | 2.8 | 2.467 |
| Salary and fringe benefits | 3.5 | 3.9 | 3.6 | 1.464 |
| Protection/security | 3.5 | 3.9 | 3.7 | 1.063 |
| Esteem | 3.8 | 4.3 | 3.7 | 4.489* |
| Political environment | 3.8 | 4.3 | 3.6 | 4.867* |

* Significant at the .05 level.

Table 19. Duncan's Multiple Range Test to determine differences in attitudes among Iowa superintendents according to age^a

| Attitudes | Group means ^b in ranges from smallest to largest ^c | | |
|--------------------------|--|-----------------------|----------------|
| Voice in decision-making | Group 1 <u>3.0</u> | Group 3 <u>3.4</u> | Group 2 3.8 |
| Decline in morale | Group 3 <u>3.2</u> | Group 1 <u>3.3</u> | Group 2 3.8 |
| Inadequate communication | Group 1 <u>2.9</u> | Group 3 <u>3.2</u> | Group 2 3.7 |
| Esteem | Group 3 <u>3.7</u> | Group 1 <u>3.8</u> | Group 2 4.3 |
| Political environment | Group 3 <u>3.6</u> | Group 1 <u>3.8</u> | Group 2 4.3 |

^aAge: 20-39 years = Group 1; 40-49 years = Group 2; 50 years and older = Group 3.

^bRating scale: Strongly agree = 1; Agree = 2; Undecided = 3; Disagree = 4; Strongly disagree = 5.

^cAny group means not underscored by the same line are significantly different at the .05 level. Any means underscored by the same line are not significantly different at the .05 level.

Decision-making between superintendents in the age groups of 20-39 and those between the ages of 40 and 49. The younger superintendents tended to not disagree as strongly as did their older counterparts. Superintendents in the 20-39 and 50 and over age groups disagreed (3.3) that collective bargaining would improve the morale of principals in their districts but those superintendents between the ages of 40 and 49 disagreed

much more strongly (3.8). That same age group (40-49) responded significantly different regarding collective bargaining and its effect on communications in the district. The 40-49-year-old group provided a mean response of 3.7 while Group 1 (ages 20-39) reported a mean response of 2.9.

Superintendents, in general, doubted that collective bargaining would improve the image of the principalship. Those between the age of 40 and 49 indicated significantly stronger feelings about the issue. None of the various age groups of superintendents indicated that they would support legislation favoring collective bargaining for principals in this state. However, a significant difference existed between the age groups of 50 and over and 40-49, with the latter disagreeing the strongest.

Significant differences in attitudes of Iowa board presidents were reported in three categories when using age as the dependent variable. Table 20 lists those differences in terms of group means and F-ratios. Since no significant differences were reported, the null hypothesis could not be rejected. No board presidents in the sample for this study were between the ages of 20 and 29.

In general, all board presidents tended to disagree with any suggested advantages of collective bargaining for principals in Iowa.

Table 20. Tests for significant attitudinal differences among Iowa board presidents classified by age

| Attitudes | Board presidents in Iowa categorized by age | | | F-ratio |
|-----------------------------|---|-----------------|-----------------------|---------|
| | 30-39 (n=11) | 40-49 (n=26) | 50 and over (n=16) | |
| Interpersonal relationships | 4.3 | 4.3 | 4.1 | 0.513 |
| Voice in decision-making | 3.7 | 3.5 | 3.3 | 0.317 |
| Erosion of authority/power | 3.6 | 3.7 | 3.7 | 0.077 |
| Decline in morale | 3.9 | 3.8 | 3.5 | 0.325 |
| Inadequate communication | 3.9 | 4.2 | 4.3 | 0.433 |
| Clarity in role definitions | 3.1 | 3.4 | 3.3 | 0.237 |
| Salary and fringe benefits | 4.0 | 3.5 | 3.7 | 0.619 |
| Protection/security | 3.3 | 3.3 | 3.5 | 0.187 |
| Esteem | 4.1 | 4.2 | 3.9 | 0.175 |
| Political environment | 4.5 | 4.4 | 4.5 | 0.083 |

Hypothesis Number Five

There will be no significant differences in attitudes relating to collective bargaining by principals among Iowa elementary principals, secondary principals and superintendents relative to whether they indicate satisfaction with their present salary and fringe benefits.

Once again, t-tests were used to test for significant differences in attitudes relating to collective bargaining by principals with respect to whether the respondents indicated satisfaction or dissatisfaction with their district's present salaries and fringe benefits for principals. The respondents included elementary principals, secondary principals, superintendents and board presidents.

A significant difference was noted in testing the mean responses for seven of the ten attitude categories. For those seven categories, the null hypothesis was rejected. In reviewing Table 21, elementary principals indicating dissatisfaction with the salaries of principals in their districts generally agreed that collective bargaining would improve their position in their district. The mean responses for the ten categories ranged from 2.1 to 2.9 with a 2.0 equaling a solid "agree" response and a 3.0 representing an "undecided" response. All scores between 2.0 and 3.0 represent some agreement with the strength dependent upon the proximity of 2.0.

The forty-five elementary principals satisfied with the salaries of principals in their districts generally disagreed with statements suggesting that collective bargaining would improve working conditions related to the ten attitude categories listed. It should be noted that those elementary principals indicating dissatisfaction with present

Table 21. Tests for significant differences in Iowa elementary principals' attitudes with respect to whether they indicate satisfaction or dissatisfaction with their district's present salaries and fringe benefits for principals

| Attitudes | Satisfied (n=45) | Dissatisfied (n=11) | t- value |
|-----------------------------|---------------------|------------------------|-------------|
| Interpersonal relationships | 3.6 | 2.9 | 2.05* |
| Voice in decision-making | 3.0 | 2.4 | 1.88 |
| Erosion of authority/power | 3.0 | 2.2 | 2.49* |
| Decline in morale | 3.1 | 2.2 | 2.62* |
| Inadequate communication | 3.1 | 2.1 | 2.63* |
| Clarity in role definitions | 2.5 | 2.1 | 1.35 |
| Salary and fringe benefits | 3.2 | 2.1 | 3.65** |
| Protection/security | 2.8 | 2.3 | 1.49 |
| Esteem | 3.5 | 2.7 | 2.34* |
| Political environment | 3.2 | 2.1 | 2.78* |

* Significant at the .05 level.

** Significant at the .001 level.

salaries and fringe benefits definitely felt that collective bargaining would improve that situation. A highly significant difference in attitude was reported by those elementary principals reported as being satisfied with their present salary, as they were in disagreement with the statement that collective bargaining would have improved their salaries and fringes.

Secondary principals provided mean responses (Table 22) such that significant differences at the .05 level existed for five separate categories: Clarity in Role Definitions, Salary and Fringe Benefits, Protection/Security, Esteem, and Political Environment. For these five categories, the null hypothesis was rejected. Secondary principals who were dissatisfied with their present salary tended to favor collective bargaining. The null hypothesis was not rejected for the remaining five categories.

Only one significant difference in attitude was recorded for superintendents when considering the respondents' satisfaction with present salaries and fringe benefits of principals in their districts. In Table 23, superintendents reporting satisfaction with present salaries of principals tended to disagree more strongly with a mean response of 4.3 than did those indicating dissatisfaction, having a mean response of 3.6.

Significant difference at the .05 level was noted in Table 24 for the categories of Erosion of Power/Authority, Decline in Morale, and Clarity in Role Definitions when testing the response means of Iowa board presidents. For those three attitude items, the null hypothesis was

Table 22. Tests for significant differences in Iowa secondary principals' attitudes with respect to whether they indicate satisfaction or dissatisfaction with their district's present salaries and fringe benefits for principals

| Attitudes | Satisfied (n=41) | Dissatisfied (n=17) | t- value |
|-----------------------------|---------------------|------------------------|-------------|
| Interpersonal relationships | 3.2 | 2.7 | 1.43 |
| Voice in decision-making | 2.8 | 2.5 | 1.00 |
| Erosion of authority/power | 2.8 | 2.4 | 1.27 |
| Decline in morale | 3.0 | 2.5 | 1.29 |
| Inadequate communication | 2.9 | 2.4 | 1.32 |
| Clarity in role definitions | 2.3 | 1.8 | 2.31* |
| Salary and fringe benefits | 3.0 | 2.2 | 2.89* |
| Protection/security | 3.1 | 2.5 | 2.07* |
| Esteem | 3.6 | 3.0 | 2.12* |
| Political environment | 3.0 | 2.1 | 2.67* |

* Significant at the .05 level.

Table 23. Tests for significant differences in Iowa superintendents' attitudes with respect to whether they indicate satisfaction or dissatisfaction with their district's present salaries and fringe benefits for principals

| Attitudes | Satisfied (n=51) | Dissatisfied (n=11) | t- value |
|-----------------------------|---------------------|------------------------|-------------|
| Interpersonal relationships | 4.4 | 4.0 | 1.61 |
| Voice in decision-making | 3.7 | 3.3 | 1.30 |
| Erosion of authority/power | 3.8 | 3.3 | 1.83 |
| Decline in morale | 3.7 | 3.5 | 0.59 |
| Inadequate communication | 3.6 | 3.1 | 1.52 |
| Clarity in role definitions | 3.1 | 2.8 | 0.79 |
| Salary and fringe benefits | 3.8 | 3.3 | 1.75 |
| Protection/securiry | 3.8 | 3.5 | 1.29 |
| Esteem | 4.0 | 3.9 | 0.36 |
| Political environment | 4.3 | 3.6 | 2.33* |

*Significant at the .05 level.

Table 24. Tests for significant differences in Iowa board presidents' attitudes with respect to whether they indicate satisfaction or dissatisfaction with their district's present salaries and fringe benefits for principals

| Attitudes | Satisfied (n=51) | Dissatisfied (n=2) | t- value |
|-----------------------------|---------------------|-----------------------|-------------|
| Interpersonal relationships | 4.2 | 5.0 | -1.38 |
| Voice in decision-making | 3.4 | 4.0 | -0.83 |
| Erosion of authority/power | 3.6 | 5.0 | -2.29* |
| Decline in morale | 3.7 | 5.0 | -2.34* |
| Inadequate communication | 4.1 | 5.0 | -1.68 |
| Clarity in role definitions | 3.2 | 5.0 | -2.55* |
| Salary and fringe benefits | 3.6 | 5.0 | -1.63 |
| Protection/security | 3.3 | 5.0 | -1.61 |
| Esteem | 4.1 | 5.0 | -1.66 |
| Political environment | 4.4 | 5.0 | -1.20 |

*Significant at the .05 level.

rejected. It was not rejected for the remaining seven categories.

Hypothesis Number Six

There will be no significant differences in attitudes relating to collective bargaining by principals among Iowa elementary principals, secondary principals and superintendents relative to their perceived salary and fringe benefit status for the coming school year.

Analysis of variance was used to test for significant differences in attitudes relating to collective bargaining by principals according to each respondent's perceived salary and fringe benefit status for the coming school year.

Table 25 provides the mean scores for each of the perceived status categories for elementary principals. Significant differences are indicated with regard to the categories of Interpersonal Relationships and Salary and Fringe Benefits. Duncan's Multiple Range Test (Table 26) verifies these differences. Those elementary principals who perceived their salaries as being below average reasoned that collective bargaining by principals would improve interpersonal relationships within their districts. Those elementary principals who perceived their salaries as being average or above could not agree with such reasoning. They felt it would harm existing relationships.

Elementary principals who rated their salary and fringe benefit package as being average or below suggested that collective bargaining would have assisted them in achieving more financial gain. Those who believe that their financial remuneration is already above average disagreed.

Table 27 provides the tests for significant differences in attitudes

Table 25. Tests for significant differences in attitudes among Iowa elementary principals grouped according to their perceived salary and fringe benefits status for the coming year

| Attitudes | Perceived salary status of Iowa elementary principals | | | F-value |
|-----------------------------|---|-------------------|-------------------------|---------|
| | Below average (n=9) | Average (n=25) | Above average (n=20) | |
| Interpersonal relationships | 2.4 | 3.3 | 3.5 | 3.930* |
| Voice in decision-making | 2.4 | 2.9 | 2.9 | 1.385 |
| Erosion of authority/power | 2.3 | 2.9 | 2.9 | 2.120 |
| Decline in morale | 2.3 | 2.9 | 2.7 | 1.412 |
| Inadequate communication | 2.1 | 2.8 | 2.8 | 2.584 |
| Clarity in role definitions | 1.9 | 2.3 | 2.3 | 1.600 |
| Salary and fringe benefits | 2.3 | 2.8 | 3.4 | 7.002* |
| Protection/security | 2.5 | 2.8 | 2.7 | 0.642 |
| Esteem | 2.8 | 3.4 | 3.4 | 2.054 |
| Political environment | 2.3 | 2.9 | 2.8 | 1.462 |

*Significant at the .05 level.

Table 26. Duncan's Multiple Range Test to determine differences in attitudes among Iowa elementary principals grouped according to their perceived salary and fringe benefit status^a

| Attitudes | Group means ^b in ranges from smallest to largest ^c | | |
|-----------------------------|--|-----------------------|-----------------------|
| Interpersonal relationships | Group 1 <u>2.4</u> | Group 2 <u>3.3</u> | Group 3 <u>3.4</u> |
| Salary and fringe benefits | Group 1 <u>2.3</u> | Group 2 <u>2.8</u> | Group 3 <u>3.4</u> |

^aSalary status: Below average = Group 1; Average = Group 2; Above average = Group 3.

^bRating scale: Strongly agree = 1; Agree = 2; Undecided = 3; Disagree = 4; Strongly disagree = 5.

^cAny group means not underscored by the same line are significantly different at the .05 level. Any means underscored by the same line are not significantly different at the .05 level.

among Iowa secondary principals with regard to their perceived salary and fringe benefit status for the coming year. Significant differences can be noted in six of the ten attitude categories. Duncan's Multiple Range Test (Table 28) suggests that secondary principals who feel that their present salary and fringe benefits are below average believe that collective bargaining could help their financial situation. In general, those viewing their financial status as above average when compared to their peers in other districts tend to disagree. Tables 27 and 28 provide some of the strongest pronoun responses in the study. Secondary principals who feel that they are underpaid, disagreed significantly from fellow secondary principals who classified their salaries as above average.

Table 27. Tests for significant differences in attitudes among Iowa secondary principals grouped according to their perceived salary and fringe benefits status for the coming year

| Attitudes | Perceived salary status of Iowa secondary principals | | | F-value |
|-----------------------------|--|-------------------|-------------------------|----------|
| | Below average (n=15) | Average (n=28) | Above average (n=14) | |
| Interperson relationships | 2.8 | 3.0 | 3.1 | 0.437 |
| Voice in decision-making | 2.4 | 2.7 | 2.8 | 0.900 |
| Erosion of authority/power | 2.3 | 2.7 | 2.9 | 1.974 |
| Decline in morale | 2.2 | 2.8 | 3.1 | 3.540* |
| Inadequate communication | 2.1 | 2.7 | 3.0 | 3.206* |
| Clarity in role definitions | 2.0 | 2.2 | 2.5 | 1.993 |
| Salary and fringe benefits | 1.9 | 2.8 | 3.4 | 14.276** |
| Protection/security | 2.4 | 3.0 | 3.2 | 3.077* |
| Esteem | 2.7 | 3.5 | 3.5 | 3.659* |
| Political environment | 1.9 | 2.8 | 2.9 | 5.671* |

*Significant at the .05 level.

**Significant at the .001 level.

Table 28. Duncan's Multiple Range Test to determine differences in attitudes among Iowa secondary principals grouped according to perceived salary and fringe benefit status^a

| Attitudes | Group means ^b in ranges from smallest to largest ^c | | |
|----------------------------|--|-----------------------|-----------------------|
| Decline in morale | Group 1 <u>2.2</u> | Group 2 <u>2.8</u> | Group 3 <u>3.1</u> |
| Inadequate communications | Group 1 <u>2.1</u> | Group 2 <u>2.7</u> | Group 3 <u>3.0</u> |
| Salary and fringe benefits | Group 1 <u>1.9</u> | Group 2 <u>2.8</u> | Group 3 <u>3.4</u> |
| Protection/security | Group 1 <u>2.4</u> | Group 2 <u>3.0</u> | Group 3 <u>3.2</u> |
| Esteem | Group 1 <u>2.7</u> | Group 2 <u>3.5</u> | Group 3 <u>3.5</u> |
| Political environment | Group 1 <u>1.9</u> | Group 2 <u>2.8</u> | Group 3 <u>2.9</u> |

^aSalary status: Below average = Group 1; Average = Group 2, Above average = Group 3.

^bRating scale: Strongly agree = 1; Agree = 2; Undecided = 3; Disagree = 4; Strongly disagree = 5.

^cAny group means not underscored by the same line are significantly different at the .05 level. Any means underscored by the same line are not significantly different at the .05 level.

Table 29 provides the tests for significant differences in attitudes among Iowa superintendents, grouped according to their perceptions of the salaries and fringe benefits status of principals in their district for the coming school year. No significant differences were noted. In

Table 29. Tests for significant differences in attitudes among Iowa superintendents grouped according to their perceptions of the salaries and fringe benefits status of principals in their district for the coming year

| Attitudes | Iowa superintendents' perceptions of salary status of their respective district's principals | | | F-value |
|-----------------------------|--|----------------|----------------------|---------|
| | Below average (n=5) | Average (n=31) | Above average (n=23) | |
| Interpersonal relationships | 3.5 | 4.2 | 4.3 | 2.815 |
| Voice in decision-making | 3.4 | 3.6 | 3.6 | 0.396 |
| Erosion of authority/power | 3.1 | 3.7 | 3.6 | 3.021 |
| Decline in morale | 3.2 | 3.5 | 3.6 | 0.785 |
| Inadequate communication | 3.2 | 3.4 | 3.4 | 0.484 |
| Clarity in role definitions | 2.8 | 3.0 | 3.1 | 0.566 |
| Salary and fringe benefits | 3.5 | 3.8 | 3.8 | 0.868 |
| Protection/security | 3.6 | 3.7 | 3.9 | 0.943 |
| Esteem | 3.9 | 3.9 | 4.1 | 0.271 |
| Political environment | 3.8 | 4.0 | 4.1 | 0.412 |

general, all superintendents responding to the survey were opposed to the concept of principals bargaining collectively. It should be noted that, although not statistically significant, those superintendents who felt their principals were receiving below average salaries and fringe benefits tended to not disagree as strongly as those indicating satisfaction with their principals' present salary.

Table 30 provides the mean responses and F-values of attitudes of Iowa board presidents with respect to their perceptions of salaries and fringe benefits of principals in their respective school districts. While board presidents who felt their principals were below average in terms of salary provided mean responses which were not as strong in opposition as most, their anticollective bargaining attitudes remained quite prominent. When considering the attitudes of board presidents, the null hypothesis could not be rejected.

Hypothesis Number Seven

There will be no significant differences in attitudes relating to collective bargaining by principals among Iowa elementary principals, secondary principals, superintendents and board presidents relative to whether their respective school districts presently deal with formal teacher bargaining units.

Using t-tests, it was determined that there were no significant differences among the mean responses of elementary principals, secondary principals and superintendents. The comparison of mean differences and t-values are shown for those groups in Tables 31, 32, and 33, respectively. Table 34 provides the mean scores and t-values for Iowa board presidents. Significant response differences of presidents were noted

Table 30. Tests for significant differences in attitudes among Iowa board presidents grouped according to their perceptions of the salaries and fringe benefits status of principals in their districts for the coming year

| Attitudes | Perceived salary status of Iowa board presidents | | | F-value |
|-----------------------------|--|-------------------|-------------------------|---------|
| | Below average (n=3) | Average (n=33) | Above average (n=16) | |
| Interpersonal relationship | 3.7 | 3.9 | 4.7 | 1.858 |
| Voice in decision-making | 2.7 | 3.3 | 3.9 | 2.106 |
| Erosion of authority/power | 3.3 | 3.5 | 4.1 | 2.464 |
| Decline in morale | 3.7 | 3.7 | 3.9 | 0.677 |
| Inadequate communication | 4.0 | 4.0 | 4.4 | 1.479 |
| Clarity in role definitions | 2.7 | 3.1 | 3.8 | 2.396 |
| Salary and fringe benefits | 3.0 | 3.6 | 3.8 | 2.396 |
| Protection/security | 4.0 | 3.0 | 3.8 | 0.602 |
| Esteem | 4.0 | 4.0 | 4.4 | 2.000 |
| Political environment | 4.3 | 4.3 | 4.7 | 2.432 |

Table 31. Tests for significant differences in Iowa elementary principals' attitudes with respect to whether their district presently deals with a formal teacher bargaining unit

| Attitudes | Does the school district have a certified teacher bargaining unit? | | t-value |
|-----------------------------|--|--------------|---------|
| | Yes (n=44) | No (n=12) | |
| Interpersonal relationships | 3.5 | 3.6 | -0.29 |
| Voice in decision-making | 2.8 | 3.3 | -1.21 |
| Erosion of authority/power | 2.7 | 3.2 | -1.37 |
| Decline in morale | 2.8 | 3.4 | -1.99 |
| Inadequate communication | 2.7 | 3.4 | -1.86 |
| Clarity in role definitions | 2.3 | 2.8 | -1.36 |
| Salary and fringe benefits | 3.0 | 3.0 | 0.00 |
| Protection/security | 2.7 | 2.7 | -0.13 |
| Esteem | 3.3 | 3.5 | -0.54 |
| Political environment | 2.9 | 3.4 | -1.36 |

Table 32. Tests for significant differences in Iowa secondary principals' attitudes with respect to whether their district presently deals with a formal teacher bargaining unit

| Attitudes | Does the school district have a certified teacher bargaining unit? | | t-value |
|-----------------------------|--|-----------|---------|
| | Yes (n=41) | No (n=17) | |
| Interpersonal relationships | 3.0 | 3.2 | -0.54 |
| Voice in decision-making | 2.7 | 2.8 | -0.34 |
| Erosion or authority/power | 2.6 | 2.9 | -1.15 |
| Decline in morale | 2.7 | 3.1 | -1.25 |
| Inadequate communication | 2.7 | 2.9 | -0.66 |
| Clarity in role definitions | 2.1 | 2.2 | -0.22 |
| Salary and fringe benefits | 2.7 | 2.8 | -0.39 |
| Protection/security | 2.9 | 2.9 | 0.14 |
| Esteem | 3.5 | 3.4 | 0.37 |
| Political environment | 2.6 | 3.1 | -1.55 |

Table 33. Tests for significant differences in Iowa superintendents' attitudes with respect to whether their district presently deals with a formal teacher bargaining unit

| Attitudes | Does the school district have a certified teacher bargaining unit? | | t-value |
|-----------------------------|--|-----------|---------|
| | Yes (n=40) | No (n=21) | |
| Interpersonal relationships | 4.3 | 4.4 | -0.89 |
| Voice in decision-making | 3.7 | 3.5 | 0.80 |
| Erosion of authority/power | 3.7 | 3.6 | 0.36 |
| Decline in morale | 3.7 | 3.7 | -0.16 |
| Inadequate communication | 3.4 | 3.7 | -1.42 |
| Clarity in role definitions | 3.1 | 3.1 | -0.16 |
| Salary and fringe benefits | 3.8 | 3.6 | 0.72 |
| Protection/security | 3.8 | 3.7 | 0.42 |
| Esteem | 4.0 | 4.1 | -0.59 |
| Political environment | 4.2 | 4.2 | -0.06 |

Table 34. Tests for significant differences in Iowa board presidents' attitudes with respect to whether their district presently deals with a formal teacher bargaining unit

| Attitudes | Does the school district have a certified teacher bargaining unit? | | t-value |
|-----------------------------|--|-----------|---------|
| | Yes (n=37) | No (n=16) | |
| Interpersonal relationships | 4.2 | 4.1 | 0.35 |
| Voice in decision-making | 3.6 | 3.1 | 1.68 |
| Erosion of authority/power | 3.8 | 3.3 | 2.34* |
| Decline in morale | 3.7 | 3.8 | -0.08 |
| Inadequate communication | 4.2 | 4.0 | 0.69 |
| Clarity in role definitions | 3.5 | 2.8 | 2.21* |
| Salary and fringe benefits | 3.5 | 3.8 | -0.90 |
| Protection/security | 3.3 | 3.5 | -0.72 |
| Esteem | 4.1 | 4.1 | 0.20 |
| Political environment | 4.3 | 4.5 | -0.74 |

*Significant at the .05 level.

in the categories of Erosion of Authority/Power and Clarity in Role Definitions. Board presidents who are presently experiencing formal collective bargaining with teachers disagreed more strongly than did those who do not presently deal with such bargaining units. With the exception of those two items, the null hypothesis was not rejected.

Although no significant differences were noted, both elementary and secondary principals who are presently dealing with formal teachers' bargaining units tended to be more in agreement with the advantages of collective bargaining for principals than did those not presently dealing with such bargaining units. Board presidents provided a different response in that those presently dealing with teacher units disagreed more strongly than did those not now facing such problems.

Hypothesis Number Eight

There will be no significant differences in attitudes relating to collective bargaining by principals among Iowa elementary principals, secondary principals, superintendents and board presidents relative to whether a management team concept exists in their respective districts.

No significant differences were found among the mean scores of elementary principals, superintendents and board principals relative to whether a management team concept exists in their respective district. The comparison of mean scores and t-values for each of the attitude categories are shown for elementary principals, superintendents and board presidents in Tables 35, 36, and 37, respectively.

A number of significant differences in attitudes of Iowa secondary principals regarding this item are reported in Table 38. Twenty of the

Table 35. Tests for significant differences in Iowa elementary principals' attitudes with respect to whether they perceive a management team as existing in their district

| Attitudes | Does the management/administrative team concept exist in your district? | | |
|-----------------------------|---|-------------|---------|
| | Yes (n=45) | No (n=8) | t-value |
| Interpersonal relationships | 3.5 | 3.4 | 0.27 |
| Voice in decision-making | 2.9 | 3.1 | -0.55 |
| Erosion of authority/power | 2.8 | 3.1 | -0.84 |
| Decline in morale | 2.9 | 3.0 | -0.27 |
| Inadequate communication | 2.8 | 3.1 | -0.61 |
| Clarity in role definitions | 2.4 | 2.6 | -0.68 |
| Salary and fringe benefits | 3.0 | 3.0 | 0.00 |
| Protection/security | 2.8 | 2.4 | 0.98 |
| Esteem | 3.4 | 3.0 | 1.04 |
| Political environment | 3.0 | 3.0 | -0.04 |

Table 36. Tests for significant differences in Iowa secondary principals' attitudes with respect to whether they perceive a management team as existing in their district

| Attitudes | Does the management/administrative team concept exist in your district? | | |
|-----------------------------|---|--------------|---------|
| | Yes (n=33) | No (n=20) | t-value |
| Interpersonal relationships | 3.5 | 2.3 | 3.99* |
| Voice in decision-making | 2.9 | 2.3 | 1.99 |
| Erosion of authority/power | 2.8 | 2.4 | 1.58 |
| Decline in morale | 3.0 | 2.5 | 1.80 |
| Inadequate communication | 3.0 | 2.2 | 2.46* |
| Clarity in role definitions | 2.3 | 1.9 | 1.80 |
| Salary and fringe benefits | 2.8 | 2.6 | 0.81 |
| Protection/security | 3.2 | 2.5 | 2.34* |
| Esteem | 3.7 | 2.9 | 3.06* |
| Political environment | 3.0 | 2.3 | 2.16* |

* Significant at the .05 level.

** Significant at the .001 level.

Table 37. Tests for significant differences in Iowa superintendents' attitudes with respect to whether they perceive a management team as existing in their district

| Attitudes | Does the management/administrative team concept exist in your district? | | t-value |
|-----------------------------|---|-------------|---------|
| | Yes (n=56) | No (n=3) | |
| Interpersonal relationships | 4.3 | 4.3 | 0.01 |
| Voice in decision-making | 3.7 | 3.0 | 1.23 |
| Erosion of authority/power | 3.7 | 3.3 | 0.69 |
| Decline in morale | 3.8 | 3.0 | 1.44 |
| Inadequate communication | 3.5 | 3.3 | 0.26 |
| Clarity in role definitions | 3.1 | 2.7 | 0.73 |
| Salary and fringe benefits | 3.7 | 3.0 | 1.33 |
| Protection/security | 3.8 | 3.3 | 0.85 |
| Esteem | 4.0 | 4.3 | -0.61 |
| Political environment | 4.2 | 4.7 | -0.97 |

Table 38. Tests for significant differences in Iowa board presidents' attitudes with respect to whether they perceive a management team as existing in their district

| Attitudes | Does the management/administrative team concept exist in your district? | | |
|-----------------------------|---|--------------|---------|
| | Yes (n=38) | No (n=10) | t-value |
| Interpersonal relationships | 4.3 | 3.9 | 1.18 |
| Voice in decision-making | 3.5 | 3.2 | 0.85 |
| Erosion of authority/power | 3.8 | 3.4 | 1.17 |
| Decline in morale | 3.7 | 3.9 | -0.72 |
| Inadequate communication | 4.6 | 4.3 | -0.54 |
| Clarity in role definitions | 3.4 | 2.9 | 1.21 |
| Salary and fringe benefits | 3.7 | 3.7 | -0.03 |
| Protection/security | 3.3 | 3.5 | -0.48 |
| Esteem | 4.1 | 4.1 | 0.12 |
| Political environment | 4.5 | 4.4 | 0.22 |

secondary principals surveyed indicated that they did not have a management team in their district while thirty-three believed they did. A highly significant difference is noted for the category of Interpersonal Relationships. Significant differences were also found for the categories of Inadequate Communication, Protection/Security, Esteem and Political Environment. For the five categories mentioned above, the null hypothesis was rejected.

Hypothesis Number Nine

There will be no significant differences in attitudes relating to collective bargaining by principals among Iowa elementary principals, secondary principals, superintendents and board presidents relative to whether their district's management team concept has been included as a part of board policy.

Using t-tests, it was determined that there were no significant differences in attitudes among the mean responses of elementary principals, secondary principals, superintendents and board presidents regarding the team approach being established by policy. The comparison of mean differences and t-values for each of the categories are shown in Tables 39, 40, 41, and 42, respectively. Hence, the null hypothesis was not rejected.

No significant differences existed in the attitudes of elementary principals, superintendents and board presidents when the variable of an existent or nonexistent management team was considered. It mattered very little as to whether the team concept was a part of board policy. However, secondary principals who viewed the management team as nonexistent in their particular districts, reacted significantly more agreeable

Table 39. Tests for significant differences in Iowa elementary principals' attitudes with respect to whether their district has a written policy pertaining to the management team

| Attitudes | Written board policy on the management team | | t- value |
|-----------------------------|--|--------------|-------------|
| | Yes (n=15) | No (n=28) | |
| Interpersonal relationships | 3.6 | 3.5 | 0.37 |
| Voice in decision-making | 2.8 | 2.9 | -0.17 |
| Erosion of authority/power | 2.6 | 2.8 | -0.72 |
| Decline in morale | 2.7 | 2.9 | -0.49 |
| Inadequate communication | 2.7 | 2.9 | -0.34 |
| Clarity in role definitions | 2.7 | 2.4 | 0.98 |
| Salary and fringe benefits | 2.9 | 2.9 | -0.17 |
| Protection/security | 2.8 | 2.6 | 0.64 |
| Esteem | 3.7 | 3.3 | 1.31 |
| Political environment | 3.2 | 2.9 | 0.85 |

Table 40. Tests for significant differences in Iowa secondary principals' attitudes with respect to whether their district has a written policy pertaining to the management team

| Attitudes | Written board policy on the management team | | t-value |
|-----------------------------|---|--------------|---------|
| | Yes (n=11) | No (n=25) | |
| Interpersonal relationship | 3.5 | 3.4 | 0.21 |
| Voice in decision-making | 2.9 | 2.8 | 0.18 |
| Erosion of authority/power | 2.8 | 2.8 | 0.05 |
| Decline in morale | 3.0 | 3.0 | 0.00 |
| Inadequate communication | 2.6 | 3.0 | -0.88 |
| Clarity in role definitions | 2.4 | 2.2 | 0.64 |
| Salary and fringe benefits | 2.7 | 2.9 | -0.42 |
| Protection/security | 3.0 | 3.1 | -0.30 |
| Esteem | 3.5 | 3.8 | -0.64 |
| Political environment | 2.7 | 3.0 | -0.50 |

Table 41. Tests for significant differences in Iowa superintendents' attitudes with respect to whether their district has a written policy pertaining to the management team

| Attitudes | Written board policy on the management team | | t-value |
|-----------------------------|---|-----------|---------|
| | Yes (n=17) | No (n=41) | |
| Interpersonal relationships | 4.2 | 4.3 | -0.48 |
| Voice in decision-making | 3.6 | 3.7 | -0.27 |
| Erosion of authority/power | 3.5 | 3.8 | -0.96 |
| Decline in morale | 3.8 | 3.7 | 0.53 |
| Inadequate communication | 3.3 | 3.6 | -0.96 |
| Clarity in role definitions | 3.3 | 3.0 | 0.96 |
| Salary and fringe benefits | 3.8 | 3.7 | 0.22 |
| Protection/security | 3.8 | 3.7 | 0.37 |
| Esteem | 3.6 | 4.1 | -1.81 |
| Political environment | 4.1 | 4.2 | -0.52 |

Table 42. Tests for significant differences in Iowa board presidents' attitudes with respect to whether their district has a written policy pertaining to the management team

| Attitudes | Written board policy on the management team | | t-value |
|-----------------------------|---|-----------|---------|
| | Yes (n=24) | No (n=14) | |
| Interpersonal relationships | 4.4 | 3.9 | 1.49 |
| Voice in decision-making | 3.7 | 3.2 | 1.43 |
| Erosion of authority/power | 3.9 | 3.6 | 0.93 |
| Decline in morale | 3.9 | 3.5 | 1.36 |
| Inadequate communications | 4.3 | 3.9 | 1.30 |
| Clarity in role definitions | 3.5 | 3.4 | 0.15 |
| Salary and fringe benefits | 3.7 | 3.5 | 0.42 |
| Protection/security | 3.3 | 3.5 | -0.49 |
| Esteem | 4.1 | 4.1 | -0.19 |
| Political environment | 4.6 | 4.1 | 1.96 |

to the attitudinal statements favoring collective bargaining by principals. In fact, a highly significant difference was noted in regard to whether collective bargaining would provide a positive step toward relationships among administrators and the board.

Hypothesis Number Ten

There will be no significant differences in attitudes relating to collective bargaining by principals between Iowa principals, superintendents and board presidents and their Connecticut counterparts.

Table 43 provides the results of t-tests used to test for significant differences in attitudes of Iowa elementary principals and their counterparts from Connecticut. A highly significant difference at the .001 level was noted for the category of Interpersonal Relationships. Elementary principals from Connecticut tend to agree that collective bargaining by principals would provide a positive step toward improving principal/superintendent/board relationships while elementary principals from Iowa disagree somewhat with that premise. Significant differences in the mean scores of elementary principals were also noted for the attitude items of Decline in Morale, Inadequate Communication, Clarity in Role Definitions, and Political Environment.

Significant differences in mean attitudinal responses of secondary principals are shown in Table 44. Connecticut secondary principals are in slight agreement that collective bargaining would improve the image of principals as viewed by patrons of the district, while Iowa secondary principals find disagreement with it. Secondary principals from Iowa report some intentions of being supportive if legislation for collective

Table 43. Tests for significant differences in Iowa and Connecticut elementary principals' attitudes

| Attitudes | Elementary principals | | t-value |
|-----------------------------|-----------------------|-----------------------|---------|
| | Iowa (n=56) | Connecticut (n=27) | |
| Interpersonal relationships | 3.5 | 2.6 | 3.45** |
| Voice in decision-making | 2.9 | 2.7 | 0.93 |
| Erosion of authority/power | 2.8 | 2.8 | 0.03 |
| Decline in morale | 2.9 | 2.4 | 2.12* |
| Inadequate communication | 2.9 | 2.3 | 2.35* |
| Clarity in role definitions | 2.4 | 1.9 | 2.88* |
| Salary and fringe benefits | 3.0 | 2.8 | 0.89 |
| Protection/security | 2.7 | 2.9 | -0.63 |
| Esteem | 3.4 | 3.2 | 0.54 |
| Political environment | 3.0 | 2.3 | 2.47* |

*Significant at the .05 level.

**Significant at the .001 level.

Table 44. Tests for significant differences between Iowa and Connecticut secondary principals' attitudes

| Attitudes | Secondary principals | | t-value |
|-----------------------------|----------------------|-----------------------|---------|
| | Iowa (n=58) | Connecticut (n=22) | |
| Interpersonal relationships | 3.1 | 2.6 | 1.39 |
| Voice in decision-making | 2.7 | 2.5 | 0.68 |
| Erosion of authority/power | 2.7 | 2.4 | 1.07 |
| Decline in morale | 2.8 | 2.3 | 1.77 |
| Inadequate communication | 2.7 | 2.3 | 1.43 |
| Clarity in role definitions | 2.1 | 2.2 | -0.40 |
| Salary and fringe benefits | 2.7 | 2.4 | 1.28 |
| Protection/security | 2.9 | 2.7 | 0.65 |
| Esteem | 3.4 | 2.8 | 2.39* |
| Political environment | 2.7 | 2.0 | 2.55* |

* Significant at the .05 level.

bargaining were initiated. Their counterparts from Connecticut provided a significantly stronger mean response which would definitely support such a move.

Highly significant differences existed in the mean scores of superintendents from the two states in the categories of Interpersonal Relationships, Decline in Morale and Political Environment (Table 45). Superintendents from Connecticut did not believe that bargaining would improve interpersonal relationships in their districts, but not nearly so strongly as did those from Iowa. Likewise, Iowa superintendents viewed principal bargaining as more adversely affecting morale and communication than did their Connecticut counterparts. Significant differences at the .05 level are shown for the attitude items Erosion of Authority/Power and Inadequate Communications, with Iowa superintendents, again, providing stronger disagreement. For the above-mentioned five categories, the null hypothesis was rejected. It was not rejected for the remaining five.

Table 46 provides the results of tests for significant differences in attitudes of board presidents from both Iowa and Connecticut. Significant differences were found in seven of the ten categories. In most all cases, Iowa board presidents disagreed more strongly with the advantages of collective bargaining than did the board presidents from Connecticut. The one exception to such a statement dealt with the item, Protection/Security. Connecticut board presidents believed more strongly that collective bargaining would not afford more security.

Table 45. Tests for significant differences between Iowa and Connecticut superintendents' attitudes

| Attitudes | Superintendents | | t-value |
|-----------------------------|-----------------|-----------------------|---------|
| | Iowa (n=62) | Connecticut (n=26) | |
| Interpersonal relationships | 4.3 | 3.3 | 3.53** |
| Voice in decision-making | 3.6 | 3.3 | 1.58 |
| Erosion of authority/power | 3.7 | 3.2 | 2.41* |
| Decline in morale | 3.7 | 2.8 | 4.23** |
| Inadequate communication | 3.5 | 2.9 | 2.64* |
| Clarity in role definitions | 3.0 | 2.8 | 1.17 |
| Salary and fringe benefits | 3.7 | 3.7 | 0.21 |
| Protection/security | 3.8 | 3.7 | 0.32 |
| Esteem | 4.0 | 3.8 | 0.99 |
| Political environment | 4.2 | 3.3 | 3.98** |

* Significant at the .05 level.

** Significant at the .001 level.

Table 46. Tests for significant attitudinal differences between Iowa and Connecticut board presidents

| Attitudes | Board presidents | | t-value |
|-----------------------------|------------------|-----------------------|---------|
| | Iowa (n=53) | Connecticut (n=19) | |
| Interpersonal relationships | 4.2 | 3.7 | 2.14* |
| Voice in decision-making | 3.5 | 3.4 | 0.13 |
| Erosion of authority/power | 3.7 | 3.3 | 1.64 |
| Decline in morale | 3.7 | 2.9 | 2.70* |
| Inadequate communication | 4.1 | 3.1 | 4.49** |
| Clarity in role definitions | 3.3 | 2.6 | 2.35* |
| Salary and fringe benefits | 3.6 | 3.5 | 0.13 |
| Protection/security | 3.4 | 4.5 | -2.12 |
| Esteem | 4.1 | 3.7 | 2.37* |
| Political environment | 4.4 | 3.2 | 3.11* |

*Significant at the .05 level.

**Significant at the .001 level.

CHAPTER V. SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

Summary

The Iowa Public Employment Relations Act, which became effective on July 1, 1975, provided the necessary framework for principals and/or middle management to someday realize the same benefits/privileges/levers as the classroom teacher. School employers must understand that they are dealing with the perceptions of those employed by them and not objective data. If principals perceive a problem to exist, then there is, in fact, a problem! This investigation has provided data which indicates differences in attitudes among the various factions of management.

A sample of some 230 public school principals, superintendents and board presidents from Iowa responded to a questionnaire which was developed to determine differences in attitudes relating to principal unions among the various levels of management in the public schools of the state. In addition, a sample of 95 public school principals, superintendents and board presidents from Connecticut were surveyed so that a comparison of attitudes might be studied. Iowa Code presently forbids principals from bargaining collectively while approximately eighty percent of the public school districts in Connecticut bargain formally with their principals. This study, then, attempted to determine differences, if any, in attitudes relating to collective bargaining by principals by first of all comparing attitudes of Iowa elementary principals, secondary principals, superintendents and board presidents, and then the attitudes of Iowa school people with those working in a state that is already quite highly

unionized.

Highly significant differences in attitudes existed between Iowa principals and their superiors. In general, both elementary and secondary principals tended to indicate some agreement with formal collective bargaining while superintendents and board presidents left little doubt as to their opposition to such a movement.

Size of school district appeared to have little significance when analyzing the attitudes of superintendents and board presidents in Iowa. Size of district does appear to have some bearing on the principals' attitudes relating to collective bargaining. An interesting interaction was noted, viz., elementary principals from larger school districts tended to agree more with the advantages of collective bargaining than did those from smaller districts while secondary principals from the smaller districts reported more agreeable responses than did their large district associates.

The more experienced elementary principals tended to be more in agreement with proposed advantages of unionization while those with less than ten years of experience disagreed. Little difference in attitudes of secondary principals, superintendents and board presidents was noted when considering years of experience.

Age appears to have been a significant variable when examining attitudes of school people. Younger principals tended to elicit stronger opposition to the idea of collective bargaining while those over fifty tended to be supportive. The older superintendents disagreed more strongly with the idea of principal unions than did their younger cohorts.

The study suggested that, generally, administrators who perceived principals' salaries and fringe benefits as being average or better expressed a more negative attitude toward principal unions than did those viewing such salaries and fringes as being below average. Only two of the fifty-three Iowa board presidents surveyed expressed dissatisfaction with the present salaries of the principals in their district, while 20-30 percent of the principals surveyed indicated such.

Little evidence existed in the data from this study to support the belief that those presently working with collective bargaining, regardless of position, would differ in attitudes from those not experiencing such tasks.

One of the major findings in this study deals with the significant difference in attitudes between secondary principals and superintendents with regard to whether a management team concept even exists in the district. The strongest prounion responses in the entire study came from secondary principals who had indicated that they were not part of a real management team.

Finally, the responses from Iowa school administrators and board presidents were considered in light of those from their counterparts in Connecticut--the most highly unionized state in the country. Connecticut principals seemed to be telling their Iowa counterparts that formal collective bargaining is really a better process than Iowa principals envision it to be, and at the same time, superintendents and board presidents from the New England state were telling their Iowa associates that even though they still do not approve of the process, bargaining with

principals really isn't as bad as they might think it to be.

There is little doubt, after completing a review of the literature and analyzing the data of this investigation, that principal collective bargaining is being considered as one alternative through which principals might improve present employment conditions. This study has provided some interesting and revealing insights of educational leaders in Iowa. One implication of this study appears obvious--all is not well with the management team.

Limitations

This study investigated the present status of the management team concept as viewed by principals, superintendents and board presidents in the public schools of Iowa. In addition, it examined attitudes relating to the possibility of formalized collective bargaining by public school principals. And finally, it compared such attitudes with those of human subjects in similar positions, but in a state that was already experiencing formal collective bargaining by principals.

1. The study included samples of elementary principals, secondary principals and superintendents from the public school districts of Iowa and Connecticut. It did not include assistant principals or central office administrators. Hence, attitudes and influences of the latter two groups are not included in the study. Yet these lesser paid and more junior administrators may be the ones to spearhead the union movement.

2. Additional comments on some of the returned survey forms suggested collective bargaining by principals might be an emotionally

charged issue. The conclusions of this study are based on somewhat less than objective data since the respondents more than likely completed the questionnaires on the basis of personal values.

3. Approximately one-half of the Iowa respondents were selected from the 150 smallest school districts in the state and the other half was selected from the largest 100 school districts in the state. Connecticut respondents, on the other hand, were selected randomly from the total population of that state with no attempt made to sample by school size.

4. It was not determined to what extent the respondents differed in terms of knowledge and experience in working with collective bargaining prior to completing the questionnaire.

Conclusions

The findings of this study indicate that Iowa principals differ significantly from superintendents and board presidents in their attitudes relating to formal collective bargaining by principals. While strong, solid principal support for collective bargaining cannot be substantiated by the data collected for this investigation, some interesting conclusions can be made.

Most Iowa superintendents believe that they are presently providing a leadership style in their districts which encompasses the concept of team management. Eighty percent of the elementary principals in Iowa buy their story and less than fifty-six percent of the Iowa secondary principals in Iowa are believers. Herein lies one of the real problems uncovered by this study. Superintendents in Iowa are not in agreement

(and possibly not in touch) with the perceptions of those administering buildings in their districts with regard to the feelings and needs of their subordinates for involvement.

There appears to be no one specific relationship among attitudes of principals who have become disenchanted with the system, but rather a combination of many. Such attitudes vary somewhat with factors such as position, size of district, age and perceptions of present salaries of the building administrators.

In Connecticut, a state in which districts have bargained with its principals for a number of years, all groups surveyed tended to have become more mellow than their Iowa counterparts in their attitudes toward collective bargaining. All four groups of respondents provided data suggesting attitudes more favorable to bargaining than did their Iowa counterparts.

It was generally agreed that collective bargaining by Iowa principals would not provide a positive step toward improved principal/superintendent/board relationships, nor would such a move uphold the image of the principalship as viewed by patrons of the district. In spite of this, however, only 38 percent of the Iowa elementary principals and 26 percent of the Iowa secondary principals indicated a willingness to oppose collective bargaining legislation for principals should such be proposed.

The younger, less-experienced principal tended to be more satisfied with his/her working conditions than did the more-experienced ones. Likewise, the principals with greater lengths of service tended to support the concept of collective bargaining for principals with more zeal than

did their less-experienced cohorts. From such data, it might be concluded that the typical classroom teacher moving into a principalship finds himself/herself in a position of, first of all, a much better salary, more unstructured time and the opportunity to exert real educational leadership. After five or ten years as principal, this same person has witnessed personal salary increases that have not kept pace with those of teachers, longer work days and work weeks, more responsibilities, less authority to carry out those responsibilities, etc. until he/she finally becomes disenchanted with the principalship. Today the disenchanted principal is searching for a reasonable solution for such a dilemma. While the management team has been offered as one alternative, the principal union appears to be emerging as another!

Discussion

In 1968, Borger (10) reported that 82 percent of the Iowa board members and 87 percent of the Iowa superintendents surveyed agreed that teachers should have the right to bargain collectively with their local school boards. Furthermore, he concluded that superintendents believed even more strongly than board members that the state legislature should enact legislation providing such a process. Ten years later, Else (23) reported a change in attitude of these same people. After having experienced the bargaining process first-hand, few superintendents or board members were satisfied with the outcomes. This investigation suggests that 88 percent of the board presidents and 79 percent of the superintendents would oppose similar legislation for principals in this state. An

additional ten to fifteen percent remain undecided on the issue.

A review of related literature suggests that some principals in the public schools are not satisfied with their present lot. A number of reasons are advanced by principals for such discontent. This investigation reaffirmed the results of several studies mentioned in the review of literature. All four groups of school people studied provided the strongest "agree" response when considering the positive effect collective bargaining might have in clarifying the responsibilities of each of the administrators in their districts. Responses of those surveyed also revealed agreement that collective bargaining by principals in Iowa would result in them having a stronger voice in the decision-making process. In addition, it was felt that unionization would probably help to prevent any further erosion of authority of principals.

Few studies have purported that inadequate salaries, alone, are the root of principals' dissatisfaction with their jobs. On the contrary, most of the related studies discussed as a part of this research include salary considerations as one of the concerns of disgruntled middle management. This results from this investigation have certainly echoed such sentiments. Principals in Iowa who are dissatisfied with present salaries and fringe benefits agreed more strongly with the benefits of collective bargaining than did those indicating satisfaction with their present financial packages.

Few would argue that time demands on the typical public school principal have increased over the past decade with the advent of special education "staffings," expanded student activity programs, collective

bargaining with teachers and the like. Tasks which were once handled by classroom teachers have been passed across the bargaining table to the building principal. Undoubtedly, the typical work day and work week for principals has been increasing, and probably at a rate which is greater than one might think. It would provide an interesting area for further research.

In a private interview with Greg Wuhs, Director of Personnel for the Sundstrand Corporation for seven midwestern states, he related that the Taft-Hartley Act, in and of itself, does not prohibit second-level management and/or supervisors from unionizing provided top management does not object. "However," he states, "such employees can be relieved of their positions for such action." Wuhs pointed out that the best method in industry for avoiding unions is to treat people fairly. ". . . The only need for a union is when management has created a void." Wuhs suggested that school districts should provide principals with reasonable employment guidelines along with a fair method of appeal. Treating people with integrity and concern were cited as being extremely important. Superintendents and boards of education need to work at creating a condition which eliminates the need for principals to seek outside help.

It would be unfair for this study to place total blame for the plight of the management team on superintendents and boards of education. This investigation has not addressed many of the problems facing superintendents of public school districts. When boards of education become disenchanted with the results and/or outcomes of educational programs in their districts, superintendents are fired--not principals! Without

question, this phenomenon has caused many a superintendent to abandon the democratic "team" concept in favor of a more authoritarian approach for decision-making. Furthermore, the decision-making power of local boards of education in Iowa have been greatly eroded by legislation over the past five to ten years.

Recommendations for Further Research

(1) Further research needs to be conducted with regard to procedures used by boards of education in determining financial remuneration for principals. Specific procedures used by school districts in making annual salary determinations should be compiled. Such procedures might then be compared and contrasted between those districts providing above- and below-average principal salaries and fringe benefits. A suggested H_0 might be: There will be no significant procedural differences in determining principal salaries between school districts that presently provide above-average salaries for its principals and those that provide below-average salaries when comparing districts of similar size.

(2) Research is needed to compare the number of hours worked per week among principals in the public schools. Such data might then be contrasted with comparable positions in industry. A suggested H_0 might be (a) There will be no significant differences in hours worked per week between elementary, junior high and high school principals. (b) There will be no significant differences in hours worked per week between public school principals and managers/supervisors filling comparable positions in industry.

(3) It has been suggested that treating principals fairly and providing them with reasonable guidelines might be approaches to use in avoiding principal unions. Further research needs to be conducted to establish both a concept and an understanding of what constitutes "fair play" as it relates to the employment, working conditions and termination of principals in the public schools of Iowa. Some commonly adopted ground rules--acceptable to both principals and top management--could stave off unionization by middle managers.

(4) Fifty-six percent of the secondary principals and eighty percent of the elementary principals surveyed believe they are presently working as a management team. A further study might investigate the make-up of those districts where principals believe they are a part of the team, attempting to determine what specific activities and/or characteristics exist which tend to provide the "team" climate.

Recommendations for Practice

(1) Superintendents and boards of education need to study and re-evaluate the processes presently used in the determination and settling of administrative salaries and contracts. Timelines, length and terms of contracts, hours worked per week, salaries and fringe benefit packages should be reviewed carefully. Most important, top management should reassure themselves that principals are being provided a real voice in making such determinations.

(2) The management team concept should be a part of every districts' board policy, if the board believes and accepts such a philosophy

regarding the management of their district. It should not be a copied document, but rather one personalized for each particular district--constructed through the efforts of many with much careful thought and discussion having been given.

(3) Realizing that almost half of the secondary principals in Iowa do not believe that team management exists in their districts, all superintendents need to step back and take a good look at their management style. The Iowa Association of School Administrators and the Iowa School Boards Association could provide some much needed inservice in this area. Furthermore, outside consultant assistance should be considered by local school districts when contemplating organizational renewal activities.

(4) Realizing that public schools are supported and controlled in part by people in the local communities, much effort should be exerted to help the general public understand potential effects, should collective bargaining by principals ever become a legislative issue.

(5) Realizing that attitudinal differences do exist between elementary and secondary principals and realizing that job descriptions and expectations are different, separate strategies need to be considered by boards of education and superintendents when dealing with principals in each district.

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ACKNOWLEDGMENTS

The writer is indebted to many individuals who have provided advice, expertise and valued time. It is with a deep sense of gratitude that his appreciation is acknowledged. Thanks to Dr. Richard P. Manatt for his valuable assistance in the development and completion of this study.

Special appreciation is offered to this writer's wife, Nancy, and children, Tammy, Michael and Jackie, for their sacrifices and words of encouragement throughout this writer's entire graduate program.

APPENDIX A: LETTER ACCOMPANYING QUESTIONNAIRE
AND QUESTIONNAIRE

Formal collective bargaining by principals in our state would:

| | SA | A | U | D | SD |
|---|----|---|---|---|----|
| 35. ...result in more honest discussion between principals and superintendents. | | | | | |
| 36. ...result in specific job descriptions being written for all administrators in a district. | | | | | |
| 37. ...result in principals being paid overtime for attending evening and weekend school functions. | | | | | |
| 38. ...result in extended tenures for principals. | | | | | |
| 39. ...result in the principalship being viewed as less of a profession by the general public. | | | | | |
| 40. ...be supported by the state teachers' association if proposed as legislation. | | | | | |
| 41. ...serve as an unworkable alternative to the management team concept. | | | | | |
| 42. ...discourage superintendents from becoming involved with building-level decisions. | | | | | |
| 43. ...tend to shift some of the power from the superintendency to the principalship. | | | | | |
| 44. ...result in less tenure for superintendents in a particular school district. | | | | | |
| 45. ...result in improved communications between boards of education and principals. | | | | | |
| 46. ...weaken the principal's role as an instructional leader. | | | | | |
| 47. ...have prevented the principals in our district from having to accept a lesser percentage salary increase than that given to our teachers this yr. | | | | | |
| 48. ...provide principals with more job security during these times of declining enrollment. | | | | | |
| 49. ...result in the state principals' associations being viewed by the public more as labor unions than as professional organizations. | | | | | |
| 50. ...be supported by the state principals' associations if proposed as legislation. | | | | | |
| 51. ...be supported by me if I were to become disillusioned with the progress of the team concept. | | | | | |
| 52. ...result in the principal having a stronger voice in the decision-making process in our district. | | | | | |
| 53. ...help to prevent any further erosion of the authority of principals in our district. | | | | | |
| 54. ...improve the morale of the principals in our district. | | | | | |
| 55. ...force boards of education to be more honest with principals in their districts. | | | | | |
| 56. ...help to clarify the responsibilities of each of the administrators in our school district. | | | | | |
| 57. ...have assisted me in obtaining a better salary increase for the coming year. | | | | | |
| 58. ...provide me with more protection and job security than I presently have. | | | | | |
| 59. ...improve the image of the principalship, as viewed by patrons of our district. | | | | | |
| 60. ... would be supported by me if such legislation were proposed today or in the near future. | | | | | |

College of Education
 Educational Administration
 230 Curtiss Hall
 Ames, Iowa 50011
 Telephone 515-294-5450

IOWA STATE UNIVERSITY

Dear Colleagues:

As part of a research project being conducted at Iowa State University, an attempt is being made to determine attitudes of principals, superintendents, and board presidents as they relate to formalized collective bargaining by principals.

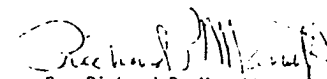
Research suggests a growing trend toward the formation of administrative unions. There are states which already report more than fifty percent of its districts as having formal collective bargaining agreements with its principals. Some view this with alarm and would be interested in reversing the trend. Others envision this as being desirable. This study will attempt to determine the attitudes of both administrators and board members. Won't you please help? In return for your assistance we will send a summary of our conclusions and recommendations to the executive secretaries of your state's associations.

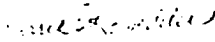
In order to collect the necessary data for this project, the enclosed questionnaire was developed and field tested. You are now being asked to participate in this study by completing the survey and returning it in the envelope provided.

Your responses will remain anonymous and all data collected will be studied as group data.

Thank you very much for your assistance in this important study.

Sincerely,


 Dr. Richard P. Manatt
 Educational Administration


 Larry G. Rowedder
 Researcher

APPENDIX B: LETTERS OF ENDORSEMENT



Dear CABE Member:

In an effort to support our fellow board members and superintendents elsewhere in the United States and in an attempt to gain more insight for ourselves, we ask you to take a few moments of your time to fill out the attached materials from Larry Rowedder, Superintendent of the Dennison Community Schools, Iowa. Iowa does not, at present, have any collective bargaining with their middle management administrators. Mr. Rowedder's study will hopefully avoid for Iowa any problems which he can identify states such as Connecticut have encountered because of such collective bargaining.

We hope and believe that Mr. Rowedder's study will reveal some clear cut and negative implications for both local school districts and middle management administrators as a result of this type of collective bargaining. Any information we do receive will help us work for a more effective law in Connecticut.

Again, we urge your cooperation. Our experience can be very helpful to Iowa and other states and the results of this study will be helpful to us.

Sincerely yours,

Ronald S. Gister
Executive Director

RSG:rtc

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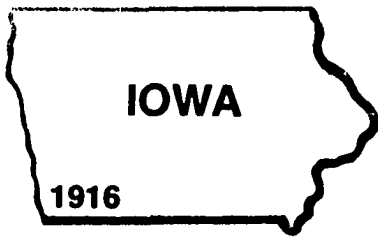
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ASSOCIATION of SECONDARY SCHOOL PRINCIPALS

126
2900 GRAND AVENUE • DES MOINES, IOWA 50312 • (515) 288-9741

May 2, 1979

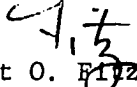
Larry G. Rowedder
Denison Community Schools
Denison, Iowa 51442

Dear Larry:

I have examined your questionnaire concerning attitudes toward collective bargaining. The data that you collect will be valuable to us in determining the effectiveness of the administrative/management team in Iowa.

With all best wishes.

Very sincerely,


Robert O. Fitzsimmons
Executive Director



IOWA ASSOCIATION OF SCHOOL BOARDS ¹²⁷

707 SAVINGS & LOAN BUILDING
6th AVENUE AT MULBERRY
DES MOINES, IOWA 50309
TELEPHONE 515-288-1991

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603 E. Washington
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EXECUTIVE DIRECTOR

T. E. Davidson

May 14, 1979

Hello Larry:

Thank you very much for sharing with us information regarding your doctoral study on principal unions.

It appears to me that this will be a very worthwhile study into a topic which should be of great interest to local boards. I hope that you will receive 100% cooperation and response from the people surveyed.

Sincerely,

T. E. Davidson
Executive Director

TED:ts

Mr. Larry Rowedder
Superintendent of Schools
Denison, Iowa 51442



IOWA ASSOCIATION OF SCHOOL ADMINISTRATORS

128
422 Capital City Bank Building, Des Moines, Iowa 50309
Telephone (515) 244-1398

May 3, 1979

To Iowa School Superintendents:

Superintendent Larry Rowedder of Denison is beginning work on his Ph. D. dissertation at Iowa State University, and will soon be mailing to a sampling of you a brief questionnaire which will take a few minutes of your time to complete and return to him.

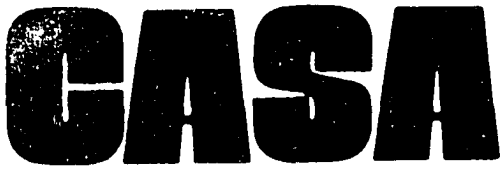
The topic of his study is a comparison of the attitudes of board presidents, superintendents, and principals in Iowa with their counterparts in another state where middle-management unionization and bargaining already exist, on the topic of school principal unionization and bargaining.

The results of this study will be of interest to all of us. Larry has promised to share his findings with IASA, and we will in turn pass them on to you.

Please give Larry all the help you can by completing and returning the questionnaire to him promptly.

Sincerely,

Lyle Kehm
Executive Secretary



CONNECTICUT ASSOCIATION OF SCHOOL ADMINISTRATORS, INC.

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April 24, 1979

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To Whom It May Concern

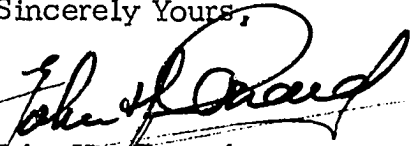
Dear Superintendent:

The State of Iowa does not now have collective bargaining amongst middle management administrators. Larry Rowedder, Superintendent of the Dennison Community Schools, has undertaken a study which will hopefully avoid, for Iowa, problems encountered in those states which do have such collective bargaining.

As part of this study a short survey instrument has been prepared for a sampling of superintendents and others from states with long experience in collective bargaining. You are a part of that sample.

Your cooperation is urged. Connecticut's experience can be very helpful to Iowa and other states.

Sincerely Yours,


John H. Conard
Executive Secretary

JHC:bmr

APPENDIX C: FOLLOW-UP LETTER

IOWA STATE
UNIVERSITY

Telephone 515-294-5450

June 1, 1979

Dear Colleague:

Two weeks ago you received a "Collective Bargaining Survey" like the one enclosed. If you completed and returned the one sent earlier, disregard this letter. If not, we would really appreciate your spending the ten minutes necessary to complete this questionnaire.

Because of the small number of people being asked to participate in this study, it is very important that each person respond. Your responses will remain anonymous and all data collected will be studied as group data.

Thank you for your cooperation in this study.

Sincerely,

Larry G. Rowedder
Researcher