

THE UNIVERSITY OF MANITOBA

IDENTIFICATION AND ANALYSIS OF PRESSURES  
UPON THE SECONDARY SCHOOL PRINCIPAL

BY

WILLIAM ROSS MURISON

A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES  
IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE  
OF  
MASTER OF EDUCATION

DEPARTMENT OF EDUCATIONAL ADMINISTRATION

WINNIPEG, MANITOBA

October, 1974

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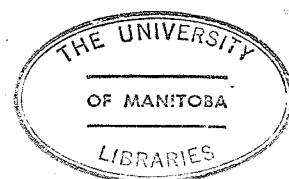
A dissertation submitted to the Faculty of Graduate Studies of  
the University of Manitoba in partial fulfillment of the requirements  
of the degree of

MASTER OF EDUCATION

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## ABSTRACT

The author had been teaching for less than two years when he realized that the principal was burdened by pressures from various groups, some only remotely connected with education. What puzzled the writer, was the question of why principals, who are trying to do a professional job, and charged with the responsibility of educating children, have to face such a variety of pressure. Certainly their responsibility will inevitably lead to some degree of tension; but why to the point of making such a challenging and supposedly rewarding job such a stressful and burdensome one to many of those attempting to give leadership in education.

It was the main purpose of this study to investigate these conditions and if possible, find some solutions that would make the principal's task easier and more pleasant. Of course not all principals are upset by the pressures which they face and it is this unequal experience of pressure that prompted the author to carry out the study.

Principals from twelve high schools in Manitoba were interviewed on the basis of a questionnaire, in the hope of finding a variety of methods by which principals were able to successfully interact with pressure groups. Some of the methods used by principals who felt they were personally and professionally satisfied in achieving their educational

objectives, were compared to those methods used by principals who did not feel as successful. Principals from three urban, four ethnic, and five rural communities were included in the study.

In order to compare the procedures used by the various principals, additional information was necessary:

- (1) to identify the pressure groups,
- (2) to identify the kinds and amounts of pressure exerted, and
- (3) to analyze the methods used by each group to exert its influence.

To complete the interview, each principal was asked to rate himself on the following three criteria:

- (1) the rating of the accomplishment of his educational objectives (0, 1, 2, or 3; from none to well-satisfied),
- (2) the degree of community satisfaction with his performance (0, 1, or 2), and
- (3) principal's own level of satisfaction with his performance (0 or 1).

The total of these three scores was found for each principal who was then categorized as being "Successful," "Moderately Successful," or "Unsuccessful" depending on his score. The categories were: Successful (5 or 6 points), Moderately Successful (4 points), and Unsuccessful (0 - 3 points). On the basis of their scores, four princi-

pals were placed in each category and the methods of handling pressure groups used by these four Successful principals, were compared to the methods used by the four Unsuccessful principals.

The attempt to classify a principal as being successful or not, involved a certain amount of risk. "Success," as used in this paper, referred to the principal in his political role, i.e., his relationships with all groups involved in education. Success was not intended to include the actual principal's ability demonstrated in his everyday administrative tasks, since this was largely an unknown quantity in affecting his success in the political role. The ratings of "Success" on the above three criteria, depended solely on the opinion of each principal. The community groups were not interviewed in this study and this makes the evaluation of success subjective since it is largely dependent on the principal's perceptions and feelings at the time of the interview.

There are several major problems with these criteria:

- (1) The principal might not have accurately perceived his position politically in relation to the pressure groups surrounding him.
- (2) Some principals have a higher tolerance level for pressure than others.
- (3) The principal by accident or design, might have shielded himself from many pressures by having the school board, superintendent or secretary

handling some of them.

Two significant problems also arose during the interview when the principal indicated how much pressure he received from each group. Principals generally found it difficult to determine the frequency and extent of pressure because stresses come in so many varied and subtle forms. Then too, several principals tended to feel only negative pressures, thus overlooking those of a positive nature.

Following are some of the most significant conclusions:

Parent-Teacher Associations are no longer viable organizations to promote better school understanding between school personnel and parents. Service clubs, on the other hand, could be a potential ally and membership by a principal could be advantageous.

The news media are powerful organizations in terms of the size of their reading or listening public. Each principal should establish a good working relationship with his local newspaper or radio station.

Those groups most accessible to the principal create the most pressure but need not be the most influential in the community.

Friendliness towards the various groups reduces negative pressure but encourages groups to seek out the principal many more times than they otherwise would. Good or bad relationships appear to have little influence on the principal's decisions during a conflict between groups.

Most principals will support certain groups over all others, no matter what the circumstances.

In order to maintain the confidence of all, the principal should not openly align himself with any group.

The principal should avoid taking a stand on an issue unless he believes firmly in that issue. Such tactics can polarize opinions and leave the principal in a difficult position. The principal must be involved and well informed at all times. He may allow others to make decisions but should not delegate decision making authority to anyone, if there is a chance that their decisions will be intolerable.

Successful principals tended to be conservative in their approach to people and ideas. Those working with the principal seemed to know what was expected of them and acted accordingly. They were often free to try new ideas or to speak their minds but did so with a cautious optimism. Liberal minded principals tended to find themselves burdened with requests because of their open receptiveness to new ideas.

Finally, in today's society, students are one of the principal's strongest pressure groups. They are constantly seeking reform and strong sympathy on the part of the principal can only lead to increasing demands for more of the same until students no longer accept any restraints.

During the course of this investigation, no one principal followed all the procedures as outlined in the

Conclusions and Implications, and many did not use any special techniques. However, there appeared to be certain differences in the methods of "Successful" as compared to "Unsuccessful" principals. It appeared the amount of pressure faced by the various principals was nearly equal, however, each principal's methods of coping greatly determined his degree of success.

In conclusion, it appears that the principal should approach his administrative responsibilities with a well-thought-out strategy of political interaction between himself and the community. While he must be sensitive to the feelings and ideas of the people, he cannot be governed by sentiment. When controlled and utilized, these community tensions can often be put to a useful purpose, and most school situations will prove to be manageable and sometimes a force for positive change.



## ACKNOWLEDGEMENTS

The completion of this paper has depended upon a number of people whom the author would like to acknowledge for their generous support, encouragement, time and effort.

First, I would thank my committee chairman, Dr. Carl Bjarnason, for his understanding of the problem and his assistance in using the data to achieve more valuable insights and conclusions.

Secondly, I express my sincere appreciation to Dr. Harold May and Prof. Gordon Leckie for taking time from their busy schedules to serve as committee members and for making innumerable suggestions.

Thirdly, I acknowledge the effort of Dr. Norman Isler, who, in the early stages of this study helped me through the difficult process of formulating an approach and direction for the study.

Next, I extend thanks to the twelve principals, who gave me much more of their time than initially sought and whose suggestions helped me to reach more meaningful conclusions.

Finally to my wife, Esther, and my parents for their support and encouragement in a sometimes trying situation, I express my thanks and boundless appreciation.

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## CHAPTER I

### INTRODUCTION

When someone is promoted to any level of authority in an organization, he is immediately confronted with certain political forces that influence his decisions. The school principal, in particular, finds upon accepting his position, that these forces soon begin to develop within the local school community or they continue from the previous administration.

The political situation surrounding the principal is often characterized by the alternation between long periods of stability and shorter periods of abrupt change.<sup>1</sup>

. . . the majority of the people in the community are normally inactive and acquiescent to the school program but this group becomes active in two ways: (1) a change in the general climate of public opinion created through a change in events often reinforced by mass media, and (2) the school administration commits a series of 'blunders' in important educational matters.<sup>2</sup>

Such interest in school administration can lead to

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<sup>1</sup>Laurence Iannaccone, Politics in Education (New York: The Center for Applied Research in Education Inc.), p. 15.

<sup>2</sup>James S. Coleman, Community Conflict (New York: The Free Press of Glencoe, A Publication of the Bureau of Applied Social Research, Columbia University), p. 48.

interference with the principal's responsibilities even though that interference be a sincere attempt to help. On the other hand, such interference can be the result of a selfish, vested interest. Often these are easy to recognize but frequently they may go unnoticed by the unsuspecting principal.

Some principals seem able to cope with these pressures, but others fail in spite of their basic administrative skills. Many groups or individuals are very influential in the community and their decisions may be accepted by the local people either through the prominence of their position in the community or the respect of the community which has been built up over the years. It would be wise for school administrators who are promoting any educational projects, to win the approval of this "power elite" to insure the success of that project.<sup>3</sup> Whenever a critical decision arises, the principal must consider what is best for education but he cannot dismiss the interest of these political forces for fear of their disapproval.

The writer feels that the principal's success in the political aspect of administration, quite apart from the routine administrative tasks,<sup>4</sup> will depend on his ability

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<sup>3</sup>Ralph B. Kimbrough, Political Power Structure and Educational Decision Making (Chicago, Illinois: Rand McNally & Company, 1964), pp. 194 - 219.

<sup>4</sup>Routine administrative tasks include plant management, teacher supervision, curriculum development and the business aspects of administration.

to interact successfully with all influential groups and to maintain a satisfactory relationship with them. This means more than a better-planned public-relations program; it means that a whole aspect of communication and social relationships is involved in determining the success of any relationship between the principal and the various pressure groups.

Personality might also play a significant role in determining the political success of any principal. Griffith<sup>5</sup> claims that if the authority of the administrator is great, then attempts to influence him will be indirect; but if the authority of the administrator is small, then attempts to influence him will be direct. Zander, Cohen, and Statland believe that some people perceive their power to be great in relation to certain people, while others feel that it is rather limited. Those who feel that their power is great will believe that they can determine what others think and do. Those who feel that their power is small will believe that they can have little effect on more powerful people.<sup>6</sup> This is not to imply that a confident principal is

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<sup>5</sup>Daniel E. Griffith, "Toward a Theory of Administrative Behaviour," in Administrative Behaviour in Education ed. by Ronald F. Campbell and Russell T. Gregg (New York: Harper & Brothers, Publishers, Inc., 1957), pp. 387 - 388.

<sup>6</sup>Alvin Zander, Arthur R. Cohen and Ezra Statland; "Power and the Relations Among the Professions," in Studies in Social Power, ed. by Darwin Cartwright (Ann Arbor: University of Michigan, 1959), p. 17.

the most successful but he has the personality that distinguishes him as a leader in the community.

## I. STATEMENT OF THE PROBLEM

The problem under investigation in this study is; "Why do some principals fail in their administrative functions in the face of political pressures, while other principals of apparently similar competence succeed?"

## II. PURPOSE OF THE STUDY

The main purpose of this study is to compare the methods used by successful<sup>7</sup> principals in coping with the various pressure groups, with those methods used by unsuccessful principals. In this way certain solutions may be offered in an attempt to help the principal deal more satisfactorily with these pressure groups.

This study also has a threefold secondary purpose:

- (1) to identify groups in the community which attempt to influence the principal,
- (2) to identify the kinds of pressures exerted by these groups, and
- (3) to analyze the methods used to exert these pressures.

In order to understand clearly the kinds of pressures that principals are involved with, these three secondary purposes

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<sup>7</sup>See Definition of Terms, p. 10.

must be dealt with before the primary purpose is considered.

### III. SIGNIFICANCE OF THE STUDY

The principal, in making various decisions on educational matters, often faces opposition from a number of groups. Sometimes this opposition is based on substance and sometimes it is merely "back biting" from a few individuals who take their dissatisfaction personally. Ideally, education should serve the actual needs of the community and educators should be sensitive to these needs. But it is often difficult for the principal not to be swayed by those segments of the community which are more active and vocal than others. When the principal reaches any decision, he must know whether the pressures exerted are generally representative, whether they serve the best interests of the community, or whether they are merely the selfish interests expressed by a vocal minority. Because of these difficulties encountered by many administrators in dealing with pressure groups, a principal's ability to withstand such stress depends greatly in his accurate assessment of the situation.

Poor or inappropriate leadership can breed discontent and discontent in turn, breeds more pressure. Socio-economic disparities in the community, as well as local needs and expectations, create pressures. Almost any time groups get together, whether a level of government finances some new service, or when people's children are

involved in some minor dispute, pressures inevitably result.

These are the kinds of pressures that form the basis of this investigation. Such stresses are the result of political structures in the community. Information gathered from twelve community studies has made it possible within limits, to determine how successful principals handle pressure groups as compared to those principals who are less successful in coping with them. From these comparisons of principal-behaviour, conclusions are reached as to the methods most likely to succeed.

Awareness of political activity and the ability to cope with the resultant tensions are essential both for the principal's administrative survival and for the best interests of education.

#### IV. STATEMENT OF DELIMITATIONS

The survey was limited to twelve secondary school principals in Manitoba. The communities were classified as urban, rural and ethnic.

No study of formal community politics was provided in the study. Only that aspect of community politics which affected the principal directly was considered.

The principals were interviewed during late spring thus affording them a chance to reflect upon the year's activities.

The results of this study depend entirely upon a principal's honesty and perception of the community's

attitudes toward his administration as well as his own unbiased evaluation of his accomplishments and his appreciation for his job. The community groups were not consulted during the study.

#### V. STATEMENT OF LIMITATIONS

Because each community was arbitrarily chosen, the selection may not be a true reflection of the category which it represents. A choice had to be made on each community since the selection was limited to twelve school areas. The four ethnic areas chosen were rural communities and may, for this reason, have characteristics similar to the agricultural areas.

The principal's description of the community may be less reliable than that which could have been obtained from a community survey because of his personal bias or misperception of the actual political situation.

Principals, newly appointed to their positions, had too little time to fully perceive or interpret the political interplay about them.

An organization's pressures upon the principal may have been controlled by one or two of its most influential members. Thus, it may have been difficult for an outside observer or the principal to see that an organization is being controlled by the pressures of a few.

The effect of pressure from groups within the community will vary with the different principals. Some



may have been able to withstand greater amounts of pressure than others.

For the purpose of this study, the term "success" was used in a special connotation. It was distinguished from "effectiveness" in that effectiveness implies an overall achieving of the goals of the organization. This obviously was complicated by the particular circumstances and value systems of the persons involved. Effectiveness is determined over a long period of time and possibly few organizations are completely effective, because the ultimate goals are seldom if ever achieved. However, "success" in this study, required that more restricted criteria be used, and these, within reasonable limits, could be appraised.

Success, therefore, revolved around three rather specific criteria, and on these criteria, principals were asked to estimate the "success" of their performance. The principal was asked to rate himself, based on his perception of his own success, on the following criteria:

(a) The Principal's Achievement of His Own Professional Educational Objectives. As a professional, the principal may have been faced with such issues as contraception, abortion, religion, curriculum or family planning. But to feel personally successful, he might have wished to avoid any controversy or to ignore the problems altogether. If such a discrepancy existed, the principal had to reconcile these differences so that his personal and professional objectives were congruent with each other.

(b) The Principal's Perception of the Community's Assessment of His Performance. Each group in the community probably had its own criteria on which to judge the principal's actions. Whether they judged the principal on the basis of the percentage of students who graduated from the school, the students' likes or dislikes for him, his achievement of each group's objectives or the type of person he appeared to be in the community, it was not intended to make any difference to the principal's evaluation of the community's assessment of his performance. The rating which each principal gave himself was to include all these reactions.

(c) The Principal's Personal Satisfaction with His Job. For some people, success might be defined as happiness. A principal should enjoy the responsibilities of his position but only if he faces all these responsibilities. If the principal was happy because he ignored the problems and did nothing, overlooked them by claiming that the problems were insignificant, or had several individuals such as superintendent or secretary to handle the problems, then the criterion became valueless and was, therefore, limited to the honesty and integrity of the principal.

The investigator acknowledges that there exist many forces and relationships which affect the success of the principal. Consequently, any findings are only tentative, since they may be rejected if the many external factors are considered. The complexity and nature of these

factors make it necessary to recognize the obvious limitations of absolute success.

## VI. DEFINITION OF TERMS

Many of the following terms scarcely need explanation. They are presented here with the purpose of limiting their meaning to the use implied in this paper. Other words might appear vague to the reader and need some clarification.

Charismatic power - leadership through devotion to the personal qualities of the power-holder.

Coercion - the use of physical or moral force to compel one to act; power that is not acknowledged by subordinates but they realize that it exists. Sometimes it implies unethical, unjust compulsion as by a threat or deception.

Domination - supremacy by reason of superior power or authority; control through explicit orders, commands or requests.

Ethnic groups - a group of people with particular language or customs. Ethnic communities were chosen on the basis of whether or not there existed a predominant ethnic group.

Force - physical manipulation. For the purpose of this paper, it includes threats by groups or individuals exerting pressure upon the principal.

Influence - the power of producing an effect without apparent exertion of tangible force, often without deliber-

ate effort or intent. An example might be the attempt to sway (the principal's) decisions through position in the community.

Legal power - recognition of legitimacy through legality of laws. The power holder is given the right to leadership because of the authority granted to him by his superiors.

Legitimate power - authority if the exercise of power is acknowledged by subordinates. Sources of power could be charismatic, legal or traditional.

Manipulation - influence without making explicit the behaviour to be performed. It may be exercised by utilizing symbols or acts. It often implies control, managing or playing upon by artful, unfair or disiduous means especially for one's own advantage. Propaganda is a major form. The undermining of confidence by sabotaging [the principal's] activities is also an example.<sup>8</sup>

Political action - shrewd or skillfully contrived actions. For the purpose of this paper, it refers to the interplay of power between opposing forces in the community, both friendly and unfriendly with the principal.

Pressure - the term pressure which is used consistently throughout the study, refers to the demands, requests, etc. upon the principal requiring his attention

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<sup>8</sup>Herbert Coldhammer and Edward A. Shils, "Types of Power and Status," The American Journal of Sociology, XLV (September, 1939), pp. 171 - 173.

and causing him some mental distress from time to time. Pressures include special or vested group interests known to the principal as well as to the methods used to exert these demands or interests upon him. When distinctions are to be made between the demands or interests and the methods used to exert these demands or interests, the following terms will be used. Kinds of pressure will refer specifically to those demands and interests made upon the principal. Methods of pressure will refer to those methods or techniques used to exert the kinds of pressure, such as coercion, threats, manipulation, force or influence, and includes the medium of communication used such as letters, visits or telephone.

Pressure group - a term referring to organizations or a collection of individuals who attempt to exert pressure upon the principal.

Pressure threshold - that point where pressures begin to cause some degree of mental distress upon the principal.

Success - the degree or measure of obtaining a desired end. For the purpose of this study, success will refer to perceived success on the part of the principal. The principal was considered successful if he felt that he was able to make decisions in the best interests of education as determined by his own professional educational objectives whether he be maintenance or task oriented; if the community was satisfied with the performance of his

administration; and if he was personally satisfied with his job.

Traditional power - belief in the sanctity of traditions; an inherited or established way of thinking, feeling or doing.

## CHAPTER II

### REVIEW OF LITERATURE

The literature is categorized into four main areas. Part I reviews literature identifying possible influential forces in the community; Part II provides a brief analysis of community involvement in education; Part III describes the pressures exerted by the various groups to influence the principal; and Part IV reports methods used by principals to cope with the various groups.

#### I. IDENTIFICATION OF PRESSURE GROUPS

It is a rare school in which some group in the community does not make requests or demands on the school to serve its purposes. It is to be expected that pressure groups in the community will undertake to influence the school, since the school is a social institution which reflects the demands of society for the growing generation. However, the principal must be prepared to deal with these organizations by policy rather than by handling each of them as an emergency issue.<sup>1</sup>

Kimbrough<sup>2</sup> believes that people vary in their degree

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<sup>1</sup>Paul B. Jacobson, William C. Reavis and James D. Logsdon, The Effective School Principal: In Elementary and Secondary Schools (Englewood Cliffs: Prentice-Hall Inc., 1954), p. 556.

<sup>2</sup>Kimrough, Political Power Structure and Educational Decision-Making, pp. 194 - 219.

of influence on educational decisions because of the variance in their control of certain power resources and the effectiveness with which they use these resources. Informal groups are often more effective in utilizing those resources at their disposal and become more influential than do formal groups. He states also that "decisive power" is exercised by only a few persons who hold high influential positions in the informal community structure.

#### A. Potential Pressure Groups

Neal Gross, in a study of pressures on superintendents and school boards, listed a number of prevalent pressure groups. The first five mentioned were:

- (1) parents or P.T.A.,
- (2) individual school board members,
- (3) teachers,
- (4) taxpayer's associations, and
- (5) town finance committee or city council.<sup>3</sup>

(See Appendix E for his complete list).

Reavis's investigation reports basically the same segments of the community as being pressure groups but he listed them under different categories such as civic, temperance, professional, racial, etc.<sup>4</sup>

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<sup>3</sup>Neal Gross, Who Runs Our Schools? (New York: John Wiley and Sons, Inc., 1958), p. 50.

<sup>4</sup>Jacobson, Reavis and Logsdon, The Effective School Principal, p. 19.



In large urban areas, the greatest source of influence comes from organizations. Banfield reveals this in his Chicago study which stated that the city was economically controlled by certain organizations and that these organizations were controlled by four men. He calls these "affected organizations" because of their "customer type" interest rather than "civil interest" in community affairs.<sup>5</sup>

#### B. Changing Conditions

As people move and ideas change, so does the focus of community pressure:<sup>6</sup>

1. Changing socio-economic conditions lead to changing values, aspirations and interests in the community.
2. These changing values, aspirations and interests lead to competition for control of the decision-making processes.
3. If these new values have enough supporters to make an impact on the formal and informal power centers, conflict will result through competition for control of the power structure.
4. The school board will be one focal point of this conflict as membership changes will reflect changes in the community power groups.

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<sup>5</sup>Edward C. Banfield, Political Influence (New York: The Free Press of Glencoe, 1946), pp. 265 - 268.

<sup>6</sup>Iannaccone, Politics in Education, pp. 88 - 89.

5. The top local school administrator's tenure will then be affected by changes in the school board.

The central control over principals varies from district to district and from time to time. In many school systems, the principal is only a figure-head because of tight central office controls and regulations, and because of the necessity for consulting superior administrative officers before making an important decision. Other systems grant the principal large autonomy, often designating him as responsible head of his school and holding him accountable only for results.<sup>7</sup>

Woodring<sup>8</sup> states:

Recent reforms in education have not been due to psychological discoveries but to social and political pressures. It will be educational administrators not educational theorists who determine the direction for education.

## II. ANALYSIS OF COMMUNITY PRESSURE GROUPS

The greatest majority of people want to participate in education because of genuine interest. Opinion polls and

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<sup>7</sup>Jacobson, Reavis and Logsdon, The Effective School Principal, p. 19.

<sup>8</sup>Paul Woodring, "Reform Movements from the Point of View of Psychological Theory," Theories of Learning and Instruction, Sixty-Third Yearbook, National Society for the Study of Education, Part I (Chicago: University of Chicago Press, 1964), Ch. 12.

surveys indicate that the majority of people favor the public schools.<sup>9</sup> A detailed analysis of interest groups and the pressures they exert can be found in Corwin<sup>10</sup> and Campbell et al.<sup>11</sup> Their description and analysis of those groups involved in education are similar to the statements made in the following section.

#### A. Groups Organizing to Meet a Need

It has happened that through the years and particularly in a time of crisis, various groups have been organized to promote certain objectives, to encourage progressive ideas or to improve the effectiveness of the schools. One example, in the United States, was the Roundtable of Public Schools formed March, 1957 to improve the effectiveness of the school.<sup>12</sup> A second example was the

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<sup>9</sup>W. Bell, R. J. Hill, and C. R. Wright, Public Leadership (San Francisco: Chandler, 1961), Ch. 9 cited by Ronald F. Campbell and John A. Ramseyer, The Dynamics of School-Community Relationships (New York: Allyn and Bacon, Inc., 1955), p. 25.

<sup>10</sup>Ronald G. Corwin, A Sociology of Education: Emerging Patterns of Class, Status, and Power in the Public Schools (New York: Appleton-Century-Crafts, 1965).

<sup>11</sup>Ronald F. Campbell, Luvern L. Cunningham, and Roderick F. McPhee, The Organization and Control of American Schools (Columbus, Ohio: Charles E. Merrill, Publishing Company, 1965).

<sup>12</sup>Stephen J. Knezevich, Administration of Public Education (2nd ed.; New York: Harper & Row Publishers, 1969), p. 467.

National Citizens' Commission for the Public Schools (NCCPS) formed May 16, 1949, amidst difficulties and growing criticisms. The group involved businessmen, labor people, lawyers and publishers, and tried to show that the quality of public schools was important.<sup>13</sup> Conant<sup>14</sup> describes other organizations with these same interests in education.

#### B. Parent-Teacher Associations

The P.T.A. has very manifest and definite educational objectives. By united efforts between parents and teachers, they have attempted to promote the welfare of children.<sup>15</sup> Certain latent objectives have been observed at times also:

- (1) fund raising bake sales which produce a chance to display culinary abilities,
- (2) coffee hours for conversation which help public relations, and
- (3) lectures by the juvenile office or a charm school teacher to help home environment but might at the same time encourage middle class standards on the other sections of the community.<sup>16</sup>

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<sup>13</sup>Ibid., p. 446.

<sup>14</sup>James Bryant Conant, Shaping Educational Policy (New York: McGraw-Hill Book Company, 1964), pp. 16 - 48.

<sup>15</sup>Knezevich, Administration of Public Education, p. 465.

<sup>16</sup>Richard W. Saze, "Manifest and Latent Functions in Educational Activities," The Bulletin of the National Association of Secondary School Principals, 54 (January, 1970), pp. 41 - 48 citing "A Teacher's Guide to the P.T.A. (Chicago: National Congress of Parents and Teachers, 1962).

### C. Temperance Groups

These groups are not prevalent in today's society but have

- (1) insisted that the evils of alcohol and tobacco be taught,
- (2) urged the principal to sponsor temperance essays or poster contests, and
- (3) insisted that lecturers representing temperance groups be permitted to address school assemblies.<sup>17</sup>

### D. Voters

Small voter turn-outs make it easier for particular community factions to gain control.<sup>18</sup> Vidich found that school culture did not have much influence when the socio-economic level was controlled, thus supporting his findings that social class is a significant determinant of behaviour in schools regardless of cultural orientation.<sup>19</sup> Hefferman, however, found no evidence to prove that economic status determined attitudes towards school.<sup>20</sup>

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<sup>17</sup>Jacobson, Reavis and Logsdon, The Effective School Principal, p. 558.

<sup>18</sup>Iannaccone, Politics in Education, p. 7.

<sup>19</sup>Arthur J. Vidich and Joseph Bensman, Small Town in Mass Society: Class, Power and Religion in a Rural Community (Garden City, New York: Anchor Books, Doubleday and Company, Inc., 1960), p. x.

<sup>20</sup>Maurice Hefferman, "An Analysis of Students Attitudes Toward Education in Communities of Different Socio-Economic Status" (Ph.D. dissertation, University of Connecticut, 1962).

An Oregon study of local elections and the effect of various educational levels supports Vidich. Table 2:01 illustrates how higher educated people with their own objectives could dominate less educated people.

Table 2:01

VOTING RATES IN LOCAL ELECTIONS IN OREGON  
IN 1953 AND 1959 BY EDUCATIONAL  
LEVELS (includes citizens who  
always or sometimes vote)

Education	1953 %	1959 %
High	84	90
Medium	68	72
Low	63	69

Source: Robert E. Agger, Daniel Goldrich, and Bert E. Swanson, The Rulers and the Ruled: Political Power and Importance in American Communities (New York: John Wiley & Sons, Inc., 1964), pp. 323 - 379.

During school issues there are two primary types of attacks:

- (1) those where the school is honestly thought to be doing a poor job, and
- (2) those malicious in character.

Attacks of the first type may be caused by a lack of understanding, by poor school-community relations, etc. The second type may be caused by persons seeking tax reductions, those desiring publicity, opponents of public education,

and disgruntled school patrons.<sup>21</sup>

#### E. School Boards

The school board, through elections, is the voice of society.<sup>22</sup> "Capable trustees are hard to find, often running because 'they could not find anyone else.' Many do a fine job, but it is easy for the troublesome to find positions."<sup>23</sup>

#### F. Superintendents

Griffiths<sup>24</sup> and Hencley<sup>25</sup> provide some insight into the superintendency and the relationship with the principal. The functions of the superintendent give him direct control over many issues and problems.<sup>26</sup> With such tremendous

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<sup>21</sup>Jacobson, Reavis, and Logsdon, The Effective School Principal, p. 558.

<sup>22</sup>S. G. McCurdy, Legal Status of the Canadian School Teacher (Toronto: The MacMillan Company of Canada Limited, 1968), p. 34.

<sup>23</sup>Frank MacKinnon, The Politics of Education: A Study of the Political Administration of Public Schools (Toronto: The MacMillan Company of Canada, Limited, 1968), p. 17.

<sup>24</sup>Daniel E. Griffith, Human Relations in School Administration (New York: Appleton-Century-Crafts, Inc., 1956), p. 326.

<sup>25</sup>Stephen P. Hencley, The Study of Community Politics and Power in The Politics of Education, ed. by Robert S. Cahill and Stephen P. Hencley (Danville, Illinois: The Interstate Printers and Publishers, Inc., 1964), pp. 5 - 25.

<sup>26</sup>M. Kent Jennings, Community Influentials: The Elites of Atlanta (New York: The Free Press of Glencoe, 1964), pp. 164 - 165.

control, a superintendent could make a principal's task very difficult if that superintendent was a poor administrator.<sup>27</sup>

The appointment of the superintendent has immediate effects on the principal. An outside appointee is often given a mandate for change.<sup>28</sup> Insiders are nominated when the board is satisfied with the situation. School boards hope for creative performance from outsiders but are happy with a stabilizing performance from insiders.<sup>29</sup>

Knedlik,<sup>30</sup> in his study claimed that administrative succession has a significant effect upon the school's adoption of new practices; however, that effect is due to differences between outside and inside superintendents rather than to differences between outside and inside principals. There was no difference in adoption of new practices between outside and inside principals. That the superintendent is the real change agent, Walton would agree.<sup>31</sup>

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<sup>27</sup>See Appendix E.

<sup>28</sup>Richard O. Carlson, Executive Succession and Organizational Change (Chicago, Illinois: Mid-West Administration Center, University of Chicago, 1962), p. 20.

<sup>29</sup>Ibid., pp. 69 - 70.

<sup>30</sup>Stanley M. Knedlik, "The Effects of Administrative Succession Pattern Upon Educational Innovation in Selected Secondary Schools" (Unpublished Ph.D. dissertation, New York University, 1967).

<sup>31</sup>John Walton, Administration and Policy-Making in Education (Revised Edition; Baltimore: The John Hopkins Press, 1969), pp. 71 - 75.



### G. Teachers

Teachers feel that ambiguous expectations cause much of their tension and dissatisfaction. In a study by Bidwell,<sup>32</sup> it was found that dissatisfied teachers could not predict how their principals would act. These teachers felt that the principals changed procedures from day to day and the resultant insecurity generalized to widespread dissatisfaction with the whole system including students, fellow staff members, and local supporters. Expectations vary from system to system but surveys have identified some of the more common expectations.<sup>33</sup> Teachers are constantly evaluating the principal's leadership.<sup>34</sup>

Substantial agreement between teacher and principal on the teacher's role tends to result in greater teacher satisfaction and "the degree of consequence in value between teachers and principals is directly related to the teacher's confidence in the principal's leadership."<sup>35</sup> When the

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<sup>32</sup>Charles E. Bidwell "Some Causes of Conflicts and Tensions Among Teachers" Administrators Notebook, 4 (March, 1956), cited by Knezevich, Administration of Public Education, pp. 106 - 107.

<sup>33</sup>See Appendix G.

<sup>34</sup>Francis S. Chase, "Professional Leadership and Teacher Morale," Administrators Notebook, Vol. I, No. 8, 1953, cited by Gauerke, Legal and Ethical Responsibilities of School Personnel, pp. 136 - 137.

<sup>35</sup>M. V. Campbell, "Teacher-Principal Agreement on the Teacher Role," Administrators Notebook (February, 1959), cited by Dale M. Baughman et al, Administration and Supervision of Modern Secondary Schools (West Nyack, New York: Parker Publishing Company, Inc., 1969), p. 7.

principal is considered a "fellow worker" the teacher tends to have his expectations fulfilled.<sup>36</sup> However, Epstein claims, "Teachers look upon principals and school superintendents less as colleagues or educational leaders and more as managerial representatives of the employer."<sup>37</sup>

These feelings were echoed at the 1966 National Education Association's annual convention:

A teacher wants the role of a full partner in education. He is no longer content just to teach, but wants to help mold the curriculum, set academic standards, work on building plans and wrestle with budget.<sup>38</sup>

Gouldner identified two groups among the staff. One group which he called "cosmopolitans" was oriented towards its professional organizations. Its members' chief goal was eminence in their own subject areas. The second group, called "locals" endorsed the values of the institution, and its chief goal was stature within the institution. Also, these members did not share the first group's identi-

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<sup>36</sup>Warren E. Gauerke, Legal and Ethical Responsibilities of School Personnel (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1959), pp. 136 - 137.

<sup>37</sup>Epstein, The Chicago Tribune, June 28, 1966, p. 12, cited by William R. Beck, "The Teachers and the Principal," in Perspectives on the Changing Role of the Principal, ed. by Richard W. Saxe (Springfield, Illinois: Charles C. Thomas, Publisher, 1968), p. 85.

<sup>38</sup>Bagish, The Chicago Tribune, June 28, 1966, p. 12, cited by William R. Beck, "The Teachers and the Principal," in Perspectives on the Changing Role of the Principal, p. 85.

fication with professional organizations.<sup>39</sup> Griffiths emphasizes the importance of stable and relatively structured informal groups on staff.<sup>40</sup>

The influence of teachers' associations in professional matters has tended to limit individual initiative.<sup>41</sup> Militancy on the part of teachers has been one answer to growing frustrations. Strom accepted eight hypothesis in his study about growing teacher militancy. Militancy is related to:

1. An inadequate teacher's voice in decision-making.
2. Inadequate teacher's salaries.
3. The lack of communication between boards and teachers.
4. A financial crisis of school districts.
5. Archaic school tax structure.
6. Non-economic decision-making policies (e.g., in teacher evaluation and principal selection).
7. The changing sex ratios among teachers.

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<sup>39</sup>Alvin W. Gouldner, "Cosmopolitans and Locals: Towards an Analysis of Latent Social Roles," Administrative Science Quarterly, 2 (1957 - 1958), pp. 287 - 292.

<sup>40</sup>Daniel E. Griffiths et al, Organizing Schools for Effective Education (Danville, Illinois: The Interstate Publishers, Inc., 1962), p. 286.

<sup>41</sup>W. D. Neal, "Centralization and Decentralization," The Canadian Administrator, III (May, 1964), p. 32.

8. The changing age composition of the teacher core.<sup>42</sup>

#### H. Provincial Legislation

There appears to be an increasing interest of the legislature in curriculum development as other groups have failed.<sup>43</sup> However, this comment may not apply to our Manitoba situation, as there has been a tendency to turn over much of this control to the local school districts.

#### I. Business or Economic Groups

Pressures from these groups generally take the form of:

- (1) support for the school with no favours asked,
- (2) insistence that the school purchase local supplies, and
- (3) carrying on advertising campaigns which penetrate the classrooms.

Actions taken by this group are usually direct, easy to detect, and not difficult to deal with.<sup>44</sup>

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<sup>42</sup>David W. Strom, "Analysis of Trends in Power Relationships Between Boards of Education and Teacher Organizations," (Unpublished Ed.D. dissertation, Wayne State University, 1967).

<sup>43</sup>M. A. McGhehey, "Legislation and Curriculum," The Bulletin of the National Association of Secondary Schools, 54 (May, 1970), p. 67.

<sup>44</sup>Jacobson, Reavis and Logsdon, The Effective School Principal, p. 558.

#### J. Professional Persons

Kimbrough found with noticeable exceptions, that professional involvement was weak. Lawyers were often influential and performed various power-related functions. Physicians and ministers, however, seldom appeared strong.<sup>45</sup>

#### K. Religious Groups

Smaller Protestant communities often demand that certain clergymen appear at commencement or other school functions or that commencement be held in the church in order to give it the benefit of "proper religious sanction." Another type of pressure is that the Bible should be used in the school although pressures from such groups are not very great except in some smaller communities.<sup>46</sup>

#### L. Patriotic Organizations

These organizations are almost unknown in Canada in the form which they appear in the United States. Our equivalent might be the Canadian Legion. Their chief request is to have children write essays on patriotic subjects. They also seek to engage in school programs on national holidays. They are usually conservative and have a sincere interest in education, seldom exerting direct pressure

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<sup>45</sup> Kimbrough, Political Power Structure and Conventional Decision-making, p. 206.

<sup>46</sup> Jacobson, Reavis and Logsdon, The Effective School Principal, p. 558.

on the administration or causing any problems.<sup>47</sup>

M. Service Clubs

Clubs such as Rotary, Kiwanis and Lions aim to promote the welfare of mankind. They seek out community leaders as members but work for youth, the aged and the underprivileged. "Membership by a principal would afford him the opportunity to interpret school policy to the community leaders through casual social contact."<sup>48</sup>

N. Civic Organizations

These organizations generally include the following activities in their programs:

- (1) sponsoring essay contests,
- (2) awarding scholastic and merit prizes to superior pupils,
- (3) urging the school to participate in community clean-up campaigns,
- (4) seeking to use the school to collect food and clothing for the poor in the community,
- (5) giving a free banquet to the football team at the end of the season, and
- (6) seeking to use the school as a collecting agency for outside purposes.<sup>49</sup>

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<sup>47</sup>Ibid.

<sup>48</sup>Ibid., p. 560.

<sup>49</sup>Ibid., p. 558.

#### O. School Secretary

The school secretary also can be a key person in good public relations through the polite manners she uses on the phone or to school visitors. The voice of the secretary over the phone is the "first school voice" and sets the tone of the ensuing conversation. The method used has a direct bearing upon the attitudes of the public to the whole school organization.<sup>50</sup>

#### P. Students

Students likewise are becoming an increasing force in education particularly through activist movements. "The principal must recognize the dangers of excessive dissent particularly if he or she advocates dissent at all."<sup>51</sup> Drugs have become a big issue lately in some schools and the "drug culture" continues to increase pressure upon the principal so that no principal today is immune.<sup>52</sup>

#### Q. Custodian

Another influential position in the school system

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<sup>50</sup>Gauerke, Legal and Ethical Responsibilities, p. 116.

<sup>51</sup>Robert J. Sullivan, "The Overrated Threat," The Bulletin of the National Association of Secondary School Principals, 53 (September, 1969), p. 23.

<sup>52</sup>Frank M. Ochberg, "Drug Problems and the High School Principal," The Bulletin of the National Association of Secondary School Principals, 54 (May, 1970), pp. 52 - 56.

is often occupied by the custodian. He can be a "potential ally" or a "thorn in the administrator's side." Since he moves freely about the school, he often makes judgements about personnel performances and is able to transmit his attitudes to the community.<sup>53</sup> But teachers come to depend on him for probing many problems and being a resident, he understands the mores of the community. When he is a respected worker in the locality, his opinions carry much weight.<sup>54</sup> This, therefore, makes it important that he regards the principal as a professional and views the school as a good place for children.<sup>55</sup>

#### R. Community Power Structure

People in large cities tend to find fewer issues for involvement than do those living in small, self-sufficient towns.

In a large city, a man works outside his neighborhood. In extreme cases the neighbourhood is indistinguishable. Therefore, in large cities, involvement in controversy is usually least widespread, often confined to a few activists. In the stratified, self-contained communities, participation in the controversy will ordinarily be restricted to the upper and middle strata, while in the one-class commuting towns it will be more evenly spread throughout the community.<sup>56</sup>

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<sup>53</sup>Campbell, Cunningham and McPhee, The Organization and Control of American Schools, pp. 303 - 304.

<sup>54</sup>Gauerke, Legal and Ethical Responsibilities, p. 116.

<sup>55</sup>Ibid., p. 207.

<sup>56</sup>Coleman, Community Conflict, p. 3.



Thus, the community power structure is generally of two categories:

- (1) monopolistic or single structure, and
- (2) pluralistic or fragmented structure which is the most prevalent type.

The monopolistic power structure of a community consisting primarily of businessmen, seems to influence the school system by frequently supporting the status quo. The pluralistic system has a diversity of groups but here again businessmen play a dominant role.<sup>57</sup>

A form of "political paralysis" arises when these groups can not agree and no action is taken on an issue, or certain group pressure stifles initiative on some educator's behalf.<sup>58</sup> The school no longer operates within a society containing an objective and unified value system. Yet education to be sound, must operate within a well structured value system. Conflicts in the choice of values are inevitable but not wholly undesirable.<sup>59</sup> Since it is necessary for the school to have good relations with these various groups, the school is a logical co-ordinator for improving community relations.<sup>60</sup>

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<sup>57</sup>Edwin M. Bridges, "The Principal and the Teachers: The Problem of Organizational Change," in Perspectives on the Changing Role of the Principal, p. 66.

<sup>58</sup>Vidich, Small Town in Mass Society, pp. 124 - 125.

<sup>59</sup>Harold B. Dunkel, "Value Decisions and the Public Schools," School Review, 70 (Summer, 1962), pp. 166 - 167.

<sup>60</sup>Dale Baughman et al., Administration and Supervision of Modern Secondary Schools (West Nyack, New York: Parker Publishing Company, Inc., 1969), p. 206.

The quality of communication plays a role in determining this relationship between the principal and the community. Berelson and Steiner have listed certain points which facilitate this communication. Of particular interest is the statement that people appear to be selectively receptive to issues which are congruent with that person's own feelings.<sup>61</sup>

### III. KINDS OF PRESSURES EXERTED

The principal, when involved in a change process, is met with certain driving forces which help to initiate change and restraining forces which retard the movement thus preserving the status quo.<sup>62</sup>

#### A. Types of Pressure

Griffiths has indicated three types of pressures exerted through various power positions in the field of education:

Force - influence is brought to bear through the use of physical force.

Domination - influence is brought to bear through the use of commands or requests.

Manipulation - influence is brought to bear without

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<sup>61</sup>See Appendix H for points which facilitate communication.

<sup>62</sup>Bridges, "The Principal and the Teachers," in Perspectives on the Changing Role of the Principal, p. 62.

making explicit the behaviour the power-holder wants the subordinate to perform.<sup>63</sup>

B. Pressures

The following list of pressures (see Table 2:02), as reported by superintendents and school board members, was used as the source of pressures to be identified by the principals in this study:

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<sup>63</sup>Griffiths, Human Relations in School Administration, pp. 102 - 103.

Table 2:02

PERCENTAGE OF SUPERINTENDENTS AND SCHOOL BOARD  
MEMBERS EXPOSED TO SPECIFIC PRESSURES

Pressures	Superin- tendents	School Board Members
1. Demands that the school should place more emphasis on the three R's.	59	53
2. Demands that the school should teach more courses and subjects	64	47
3. Protests about the use of particular text books	19	19
4. Protests about the views expressed by teachers	49	41
5. Demands that teachers should express certain views	13	12
6. Protesting school tax increases or bond issues	73	70
7. Demanding more money for the general school program	66	52
8. Protesting the introduction of new services (in additon to academic instruction) for pupils	39	35
9. Demanding the introduction of new services (in addition to academic instruction) for pupils	63	49
10. Demands that school contracts be given to certain firms	46	24
11. Demands that teachers be appointed or dismissed for reasons other than competence	46	24
12. Demanding the introduction of new teaching methods	29	35
13. Protesting the introduction of new teaching methods	43	28
14. Demanding that greater emphasis be placed on athletic program	58	52

Table 2:02 (Continued)

Pressures	Superin- tendents	School Board Members
15. Demanding that less emphasis be placed on the athletic program	40	38

Source: Neal Gross, "Who Applies What Kind of Pressure, in Governing Education: A Reader in Politics, Power and Public School Policy, ed. by Alan Rosenthal (Garden City, New York: Anchor Books, Doubleday & Company, Inc., 1969), p. 91.

#### IV. METHODS USED BY PRINCIPALS TO HANDLE PRESSURE GROUPS

The personal characteristics of a principal are an important aspect of the functioning of the leader. There is, however, no universal set of personality traits. The placement of a particular principal should be analyzed in terms of community needs and the type of personality required by the principal to meet the needs of the situation.<sup>64</sup>

The principal is caught in a crossfire of multiple pressure groups asserting divergent, inconsistent, incompatible and sometimes nebulous demands.<sup>65</sup> Society has certain expectations of performance by the principal, but these are not delegations of power. Therefore, the principal can seldom say that the regulations demand that he do a certain thing, nor can he always distribute the responsibility among his colleagues and let them face the consequences. These actions may be appropriate at times but the principal must be dynamic as well as ministerial. As a professional educator, the principal has creative opportunities for which he will be respected and judged.<sup>66</sup>

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<sup>64</sup>Glen F. Ovard, Administration of the Changing Secondary School (New York: MacMillan Co., 1966), p. 6.

<sup>65</sup>William E. Griffiths, "Student Constitutional Rights: The Role of the Principal," The Bulletin of the National Association of Secondary School Principals, 52 (September, 1968), p. 31.

<sup>66</sup>Ovard, Administration of the Changing Secondary School, p. 29.

## A. Methods

The principal is the key person in the operation of the school.<sup>67</sup> He can be an initiator or a restraining force since he is an organizer. A smooth operation can be achieved by routinizing many tasks so that mass confusion will not occur during his absence. To establish such a confident atmosphere, the principal must have a strong belief in the value of all human beings and this belief should be manifest in his actions.<sup>68</sup>

Filmore claims that the good administrator is not a boss but a captain of a team. He is first an educator rather than a manager. He should work with his staff, not above them, to establish respect, understanding and cooperation.<sup>69</sup>

This type of institutional authority is charisma. Under these conditions, the subordinates are willing to accept or believe in their leader's extraordinary powers which need demonstrating from time to time. There seldom are any limitations to their leader's authority and no one has any authority unless the leader designates it.<sup>70</sup>

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<sup>67</sup>Ibid., pp. 377 - 378.

<sup>68</sup>Daniel E. Griffiths, Human Relations in School Administration, p. 14.

<sup>69</sup>C. L. Filmore, "School Administrators--Managers or Educators." The Nova Scotia Teacher, XL (June, 1964), cited by McCurdy, The Legal Status of the Canadian School Teacher, p. 148.

<sup>70</sup>James G. Anderson, Bureaucracy in Education (Baltimore: The John Hopkins Press, 1968), p. 2.

One study demonstrates that with supervisors who are liked and respected by their subordinates, attempts to influence them are more frequent, and they are more successful than unpopular superiors.<sup>71</sup>

Pelz's research found that the most successful supervisors were found to be more nearly autonomous in the performance of their supervisory duties than supervisors who themselves were subject to close supervision. Supervisors are men caught in the middle, subject to pressure from above and below that may destroy their effectiveness.<sup>72</sup>

Thompson<sup>73</sup> suggests that the greatest tension arises when administrators attempt to supervise and control subordinates whose technical competence differs significantly from their own. Since administrators are increasingly dependent upon highly skilled professionals, one of the most typical characteristics of modern organizations is conflict between authority of position and authority generated by professional competence and expertise. Subordinates see themselves as experts in their fields and

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<sup>71</sup>John R. P. French, Jr. and Richard Snyder, "Leadership and Interpersonal Power" in Studies in Social Power, ed. by Dorwin Cartwright (Ann Arbor: Institute for Social Research, University of Michigan, 1959), pp. 118 - 119.

<sup>72</sup>Donald C. Pelz, "Influence: A Key to Effective Leadership in the First Line Supervisor," Personal, 2 (1952), pp. 209 - 217, cited by Anderson, Bureaucracy in Education, p. 11.

<sup>73</sup>Victor A. Thompson, "Hierarchy, Specialization, and Organizational Conflict," Administrative Science Quarterly, 5 (March, 1961), pp. 497 - 499.



they want a voice in the decisions which depend on their expertise.<sup>74</sup>

Since most school administrators began as teachers, they are expected to serve as classroom teachers and to retain a primary interest in education.<sup>75</sup> This expectation plus others adds up to a multiple functioning which requires that administrators possess unique preparation, skill and vision.

The expectations of the teachers and the expectations of the superintendent may be in conflict on essentially the same function which the principal is expected to perform. If the principal enforces policies expected by the superintendent, he alienates himself from the teachers. Conversely, if the principal enforces a certain policy in the teachers favour, the superintendent may not feel the principal is performing effectively.<sup>76</sup>

The principal's relationship with the superintendent gives him little more than a nodding acquaintance with the trustees who decide his school's policy. This is because, in our present school system, the principal is directly responsible to the superintendent. "Should he wish to offer them

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<sup>74</sup>Fred T. Wilhelms, "The Principal on the Spot," The Bulletin of the National Association of Secondary School Principals, 51 (November, 1967), p. 69.

<sup>75</sup>Baughman, Administration and Supervision of the Modern Secondary School, p. 5.

<sup>76</sup>Lutz, Kleinman, and Evans, Grievance and Their Resolution, p. 112.

advice, it must be carefully screened through the superintendent, and should anything go wrong in his school, the screen dodges and he must take the full blame."<sup>77</sup>

Students are another important force directly involved in the school. Many students today are making their wishes known through protests and the principal needs new techniques to relate to these groups. Carmelo feels that the principal, if he is professionally honest with himself, must be concerned more with helping the student and less with managing the institution. His primary purpose should be to provide a healthy and stable climate to encourage learning.<sup>78</sup>

Sullivan<sup>79</sup> advocates freedom of speech for minors even when it disturbs the taxpayer, the school board, or administrators. He believes that a rational, logical, and understanding approach to the critical student's desire to express himself can achieve the desired results. "Three methods of dealing with an underground student newspaper (prevention, toleration, and pre-emption) are preferred over the 'knock-out punch' approach used by some administrators."

In trying to reconcile individual student rights

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<sup>77</sup>Mackinnon, The Politics of Education, p. 51.

<sup>78</sup>Carmelo V. Sapone, "Education or Revolution?" The Bulletin of the National Association of Secondary School Principals, 53 (December, 1969), p. 77.

<sup>79</sup>Sullivan, "The Overrated Threat," p. 36.

with the mores of the community and the pressure of superintendents and school boards to refrain from "rocking the boat," the secondary school principal is caught in an awkward position between legality, morality, and vested interest.<sup>80</sup>

The final group directly involved within the school are the custodians. It is the principal and not the teacher who directs and supervises the work of the custodian.<sup>81</sup> This relationship is, however, different from that of a foreman and a worker.<sup>82</sup>

Principals, when asked for suggestions to improve relations with their custodians through a survey, responded as follows:<sup>83</sup>

- (i) Require custodians to take an educationally oriented course to bring about better understanding of the goals of the school.
- (ii) Meetings should be held at the beginning of the year for all custodians, pointing out their importance and role in supporting the educa-

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<sup>80</sup>Griffiths, "Student Constitutional Rights," p. 31.

<sup>81</sup>Gauerke, Legal and Ethical Responsibilities of School Personnel, p. 204.

<sup>82</sup>Ronald F. McPhee, The Organization and Control of American Schools (Columbus, Ohio: Charles E. Merrill Publishing Company, 1965), pp. 300 - 305.

<sup>83</sup>Richard W. Saxe, "The Principals and Custodians," in Perspectives on the Changing Role of the Principal, p. 193.

tional program. Further, at this meeting, the custodians should be advised to who their immediate supervisors are.

- (iii) To reinforce the negative possibilities inherent in the dual-control organization, the school system prevents principals from rating, approving or rejecting, or controlling the custodians in any way. The principals should be involved in this internal matter.

Vidich<sup>84</sup> states that the position of the principal, in relation to the total educational community, is the focal point around which a large segment of politics takes place and his ability to evade, bypass, and manipulate "invisible government" determines his success as principal and the continuance of his appointment.

Vidich found in his study that the council of the P.T.A. usually delayed its decisions until unanimity of agreement occurred. The principal in this community took an active part in the P.T.A. and played a dominant and controlling role in the organization.<sup>85</sup>

Parents are noted for making many phone calls to the principal and he in turn should recognize their right to do so. Education is a public enterprise, and every person has the right to question, explore or condemn any feature

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<sup>84</sup>Vidich and Bensman, Small Town in Mass Society, p. 190.

<sup>85</sup>Ibid., p. 193.

of the establishment. Although the principal may deplore such public outcry, it will make his job much easier if he accepts it.<sup>86</sup> A certain number of phone calls are born of discontent and may contain certain warning signals. There is a great temptation to magnify the importance of the calls or dismiss the grievance as just another call. Therefore, it is important to be able to distinguish between the important and the unimportant calls.

The role of the principal represents a unique and unusual factor in local politics. He expresses himself politically through his specialized interests in education, but must deal with and through political forces to accomplish his ends.<sup>87</sup> Vidich also found in his study that most principals agree with the dominant pressure group.<sup>88</sup>

Griffiths supports the concept that certain public officials wield great power because he has found in his research that numerous educational leaders and other professionals occupy a rather low position in the power structure. The school administrator should know the power structure of his community because:

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<sup>86</sup>Peter A. Soderbergh, "Parents, the Phone, and the New Principal" The Bulletin of the National Association of Secondary School Principals, 50 (November, 1966), p. 115.

<sup>87</sup>Arthur J. Vidich and Joseph Bensman, "The Clash of Interests in School Politics," in Governing Education, edited by Rosenthal, p. 241.

<sup>88</sup>Vidich and Bensman, Small Town in Mass Society, pp. 199 - 200.

1. The ultimate direction of the school will be influenced to a great extent by the community power-holders.
2. Members of the board of education are generally either power-holders or representatives of power-holders.
3. The school administrator will be unable to exercise community leadership without the aid of the power-holder.
4. Since decisions affecting the community as a whole will be made by a small group of power-holders, the school administrator needs to know who they are and how they operate in order to assess public opinion.<sup>89</sup>

The administrator can also determine the will of the community by:

- (a) a special intuitive ability,
- (b) prolonged residence in the community,
- (c) community survey and public opinion polls,  
and
- (d) citizen's committees.<sup>90</sup>

By developing wholesome relations with the community, a wise principal forestalls many demands that might

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<sup>89</sup>Griffiths, Human Relations in School Administration, pp. 99 - 110.

<sup>90</sup>Walton, Administration and Policy-Making in Education, p. 92.

be made on the school by individual citizens and by organizations. As an active member in the school community, the principal acquires a status that tends to make him immune to certain kinds of pressure. This immunity comes only through the expenditure of much time and energy in community service.<sup>91</sup>

The key to successful relations with those groups concerned with education should be the "First Commandment of the Public School Administrator: Thou shall not alienate teachers, parents, superiors, or professional colleagues."<sup>92</sup> As a result, he publicly tends to agree with everyone and his public statements are of sufficient generality as to be satisfactory to almost all groups. However, when pressed, he agrees most, in terms of his rhetoric, with the dominant interest groups with which he works.<sup>93</sup>

#### B. Conclusions

A school administrator is faced with two great problems. On the one hand, he depends heavily on the co-

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<sup>91</sup>Jacobson, Reavis, and Logsdon, The Effective School Principal, p. 20.

<sup>92</sup>Robert A. Dahl, Who Governs? Democracy and Power in an American City (New Haven, Connecticut: Yale University Press, 1961), p. 152.

<sup>93</sup>Vidich and Bensman, "The Clash of Interests in School Politics," p. 250.

operation of others to get the resources he needs to run the school in a fashion that will insure his professional recognition and advancement. On the other hand, to maintain his professional standards and reputation, he must oppose outside interference in the school system, particularly by politicians. Sometimes it is difficult to reconcile these two needs.<sup>94</sup>

Since the possibility always exists of redirecting the effects of these groups and individuals in line with the aims of education, the principals may be warranted in devoting considerable time and effort to finding satisfactory solutions for the problems thus presented.<sup>95</sup>

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<sup>94</sup>Dahl, Who Governs? pp. 152 - 153.

<sup>95</sup>Jacobson, Reavis, and Logsdon, The Effective School Principal, p. 20.



## CHAPTER III

### METHODOLOGY

This chapter comprises the population, instrumentation, and treatment of data.

#### I. PURPOSE

The purpose of this study was to find some solutions or ways to help the school principal in dealing with one of the most difficult aspects of his job: the handling of pressures and pressure groups. To accomplish this, it was necessary to determine the kinds and amounts of pressures a principal faces in order to help him view the existing problem, or problems, in their true magnitude. Once this was accomplished, the study focussed on the pressure groups and the methods they used to exert their pressures. With the pressures recognized, the pressure groups identified, and their methods understood, it was possible to center the study around the principal himself.

#### II. DESIGN OF THE STUDY

The task of the administrator at the principal's level, has been separated into two areas:

- (1) routine administrative duties in caring for the school plant and its functioning, and
- (2) political responsibilities including all socio-political relationships with those groups involved in education.

The study was concerned with this latter area of administration, that of political responsibilities. It was not concerned with the principal's success in his routine tasks, because it was assumed by the investigator that the criteria chosen to evaluate political success were not significantly affected by the principal's degree of success in the day-to-day practices of administration.

Each principal was questioned about his techniques used in dealing with the whole aspect of pressure. How did he create his political environment? How did he handle immediate pressures and crises? How did he defend his position when exposed to criticism? Each principal was asked to consider his principalship in the light of the amount and affects of the pressures he had received. In order to determine whether or not methods used by the principal were effective in dealing with this problem, it was necessary to ask each principal to evaluate himself according to the criteria presented to him. This evaluation was a simple request of the principal, through the assistance of several questions, to determine whether pressures in general had little or no effect on him, whether they were troublesome but he could handle them, or whether they were very burdensome. Along with the principal's

comments on the community's satisfaction with his administration, and his own personal satisfaction with his administration, each principal was deemed to be "Successful," "Moderately successful," or "Unsuccessful," and was categorized as such. The methods used by each category of principal in handling pressure groups were considered successful, average, or unsuccessful.

The selected principals alone were relied upon for this information, as an in-depth study of any one community would have required years of involvement to accurately assess their ways and means of exerting pressure.

#### A. Population

To satisfy the sampling problems of Manitoba's varied urban, ethnic and agricultural composition, the twelve communities selected in the study included principal samples from each of the following categories:

- (1) Three principals from urban areas were chosen so that one could be selected from each of central Winnipeg, suburban Winnipeg and Brandon.
- (2) Four principals from ethnic areas were chosen so as to get one sample each of communities dominated by Manitoba's leading cultural groups by population other than those from the United Kingdom. The most prevalent ethnic groups in Manitoba are Ukrainian, German Mennonite, Icelandic and French. All ethnic

communities were located in rural Manitoba.

- (3) Five principals from agricultural communities were selected. Although Manitoba's population is half rural and half urban, there are far more smaller rural communities than the few large urban centers. Because of the larger number of agricultural communities and the possible variety of conditions, the largest sample was chosen from agricultural areas.

Since the four ethnic communities were also rural, this made a total of seven rural communities in all. It was felt that there were significant differences between the ethnic and agricultural communities. To distinguish the ethnic communities from the agricultural communities, ethnic communities had to have a noticeable ethnic group while the agricultural areas did not.

A total of twelve principals were thus interviewed.

#### B. Instrumentation

Data were collected during an interview with each of the twelve selected principals. The interview rigidly followed a prepared questionnaire (See Appendix A).

At the beginning of the interview, it was explained to the principal that any suggestions offered as to possible solutions to the problems presented or any generally pertinent comments would be appreciated and would be included in a brief case study report. Also, since frank and honest answers were required, it was made clear to the principal

that all personal responses would be held in confidence and that no attempt would be made to double check these responses by going into the community.

Finally, the purposes of the study were explained to each principal so that he could fully understand the problem under investigation.

The interview began with a few questions about the community which, not only put the principal at ease but also supplied necessary data about the community.

The main emphasis during the course of the interview, was placed upon the identification of pressure groups, the kinds of pressure they exert and the methods by which these groups operate. More discussion was encouraged when the principal was quizzed on the techniques he used. In this way he would not be restricted in commenting on his individual initiative.

The section on the principal's evaluation was de-emphasized in the interview so that the principal would not feel that he was "put on the spot" in determining his own success.

For certain questions in which the principal was asked to rank groups according to the amount of pressure exerted, kinds of pressure exerted and methods of exerting pressure, the investigator turned the questionnaire over to the principal in order that he might complete the list himself.

The questionnaire was organized and presented to

the principals as follows:

- (1) descriptive information about the community (introductory section on general information, questions 1 - 6),
- (2) identification of pressure groups and certain characteristics such as educational objectives, etc. (Identification of Pressure Groups, questions 1 - 3),
- (3) identification of the most common kinds of pressure (Identification of Kinds of Pressure, questions 1 - 4),
- (4) identification of the most common methods of exerting pressure (Identification of Methods of Exerting Pressure, questions 1 - 2),
- (5) the principal's methods of handling the various groups (Principal's Methods of Handling Groups, questions 1 - 17), and
- (6) determination of the principal's success in the political aspects of his job (Evaluation of Principal's Success, questions 1 - 2).

The principal was allowed to indicate suggestions as to how he felt he would change if he were given another opportunity.

The entire line of questioning was subjective because the responses depended on the principal's perception of his working environment, personal goals, and values.

### C. Treatment of Data

The data collected were subjective and descriptive in nature. No statistical treatment of data other than categorization and ranking of results were used. Information pertinent to the study but not specifically involved with the major questions under investigations was included in a case study (See Appendix C).

#### (i) Case Studies

A case report was included for all twelve communities studied. The description provides an insight into each community explaining its similarities as well as its variations from the category in which it was used for the study.

To understand the political activities of those groups exerting pressure upon the principal, it is necessary to understand the environment where these forces operate. Because of a time element these questions had to be kept to a minimum as other questions were felt to be more important.

The principal's comments and ideas peculiar to his situation were included in these case reports. They could not be included with the main data of the study because of the previously structured organization set up to report this data.

#### (ii) Classification of Data

Data presented on charts in Chapter Four illustrate

the number of different responses for each question and the rankings according to the number of responses received. In two cases where the principals had to choose between answers of often, some or none, the response of "often" was counted as two responses whereas a response of "some" counted as one. This was done to illustrate more accurately the importance of each criteria evaluated. The two questions requiring this type of answer were the identification of pressure groups and the kinds of pressure they exerted.<sup>1</sup> All other results were ranked according to the number of principals responding to the questions.

All data were grouped under six categories: Urban, Ethnic, Agricultural, Total, Successful Principals and Unsuccessful Principals. The Total category was the combined results of the Urban, Ethnic and Agricultural areas. The Successful and Unsuccessful Principal categories were determined by a procedure outlined below in Part III.

Based upon the most common and least common responses, conclusions were made as to the most characteristic or least characteristic pressure groups, kinds of pressure, methods of exerting pressure and actions taken by the principal in each of the six categories.

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<sup>1</sup>As an example, where four principals were interviewed, there might be four responses. This could indicate that all four principals indicated "some" or that two principals indicated "often" and two indicated no response. In these cases, tables are provided to indicate the number of principals responding regardless of the weight of their response.



## III. EVALUATION OF PRINCIPAL'S SUCCESS

A. Evaluation Criteria

The level of success for each principal as determined by his own evaluation was based on a scale devised by the investigator for each of three criteria.

The three criteria and the rating scale for each were as follows:

1. Principal's Achievement of His Own Professional Objectives: (maximum of three points)  
Great Achievement (3)  
Satisfactory Achievement (2)  
Little Achievement (1)  
No Achievement (0)
2. Principal's Perception of the Community's Assessment of His Performance: (Maximum of two points)  
Well-satisfied (2)  
Satisfied (1)  
Unsatisfied (0)
3. Principal's Personal Satisfaction With His Job:  
Satisfied (1)  
Unsatisfied (0)

If the principal scored a total of five or six points on the three criteria, he was considered successful; a score of four was considered moderate (not implying that such a score is average for a principal but that he is neither very successful nor very unsuccessful); and a score of three or less was considered unsuccessful.

## B. Rationale Behind Evaluation System

The investigator felt that the most important criterion to evaluate a principal's political success should be the attainment of the best needs of education (assumed to be the principal's own objectives). This criterion has consequently been given the greatest number of possible points.

Receiving a maximum of two credits was the community's satisfaction with the principal. To be politically successful, the community must support the principal but the principal can not sacrifice professional educational interests to win the approval of the community. Because achievement of community satisfaction should be less important than accomplishment of personal educational goals, it receives fewer maximum credits. Group satisfaction may seem like an evaluation of public relations but actually it is much more. Good public relations would be one important factor in the political environment to improve community satisfaction but it is a rather nebulous term. Other factors would be those listed in this study under Principal's Methods of Handling Groups (utilization of group energies, principal's membership in organizations, etc.).

The third criteria was the principal's satisfaction with his job. Personal satisfaction would depend to a large extent on the principal's attainment of the first two criteria and because of the problems outlined below, receives the fewest maximum possible credits. The main

concern with this criteria is that it is possible that a principal with a high pressure threshold might enjoy his job even though groups about him do not appreciate the job he is doing and indeed create a great deal of pressure unknown to him. He might also have shielded himself from much of the pressure by having certain individuals handle some of the pressure groups for him.

No other criteria were used to evaluate the principal's political success.

## CHAPTER IV

### PRESENTATION OF DATA

The following chapter contains the data collected from the twelve interviews. The following series of tables are presented in such a way so as to illustrate the number of responses to the various questions.

Where ranking is used for questions requiring answers of often, some or none, two points are given for the responses of often and one point for some. A note is made where all principals reported at least a response of some. Where ranking is employed for answers providing first, second, and third choices, three points are given for the first choice, and two and one points are given for the second and third choices respectively.

The data in this chapter is presented in the same order as that of the rest of the study. Tables are organized under the following headings: General Information, Identification of Pressure Groups, Identification of Kinds of Pressure, Identification of Methods of Exerting Pressure, and Principal's Methods of Handling Groups. Each of these five stages has been divided into six categories: Urban, Ethnic, Agricultural, Total, Successful Principals, and Unsuccessful Principals.

After the twelve principals were evaluated, it was found that four principals scored more than four points and were classified as Successful, four principals scored four points and were classified as Moderately Successful and four principals scored less than four points and were classified as Unsuccessful. Data from the Moderately Successful principals were not included as a separate category but were included instead in the Total category. Several principals had lower scores than they might otherwise have had because they were not accomplishing their objectives as fast as they would have liked to, possibly due to their rather ambitious plans and modesty of accomplishment.

Table 4:01

## SUMMARY OF PRINCIPAL EVALUATION

Category	Successful	Moderately Successful	Unsuccessful
Urban	0	3 <sup>a</sup>	0
Ethnic	1	1	2
Agricultural	3	0	2
Total	4	4	4

<sup>a</sup>All the principals in that category.

All Successful and Unsuccessful principals worked in rural communities. Three of the Successful principals lived and worked in agricultural communities as did two Unsuccessful principals. As for ethnic area principals, one was Successful and two were Unsuccessful. All three urban principals achieved an average rating.

## I. COMMUNITY INFORMATION

The Successful principals all worked in a community ranging in size from 1,000 to 5,000 people. No urban principal who worked in a large community was considered Successful. Neither were the two Unsuccessful principals who worked in the smallest two communities of the study.

At first it might appear that being principal in a smaller community might have some advantages. However both Successful and Unsuccessful principals found their communities to be rather apathetic towards education as Table 4:03 indicates. These principals all worked in rural areas whereas no urban principal felt his community was apathetic.

Table 4:02

PRINCIPALS AND THEIR COMMUNITY SIZE<sup>a</sup>

Size	Urban	Ethnic	Agricul- tural	Total	Success- ful	Unsuc- cessful
Less than 300			1	1		1
300 - 999		1		1		1
1,000 - 2,499		1	2	3	2	
2,500 - 4,999	1	2	2	5	2	2
5,000 - 14,999						
15,000 - 29,999						
30,000 and over	2			2		

<sup>a</sup>Number of schools in each category.

Table 4:03

PRINCIPALS AND THE ATTITUDES OF THEIR COMMUNITIES<sup>a</sup>

Attitude	Urban	Ethnic	Agri-cultural	Total	Successful	Unsuccessful
Interested	1	1	1	3	1	1
Average	2	2	2	6	1	2
Apathetic	0	1	2	3	2	1

<sup>a</sup>The number of communities in each category.

School size proved very interesting. All Successful principals taught in schools with 250 - 500 students. Two Unsuccessful principals taught in smaller schools and two taught in schools that were larger.

Table 4:04

PRINCIPALS AND THEIR SCHOOL SIZE<sup>a</sup>

Size	Urban	Ethnic	Agri-cultural	Total	Successful	Unsuccessful
Less than 100			1	1		1
100 - 249		1		1		1
250 - 499	2	2	3	7	4	
500 - 749	1	1	1	3		2
750 - 999						
1,000 and over						

<sup>a</sup>The number of schools in each category.

Teaching staff size is partly reflected in student enrolment although one urban school had a much larger staff size in proportion to the number of students than did any of the other schools. Nine of the twelve schools had staff sizes in excess of 21 teachers. No Successful principal had fewer than 20 teachers.

Table 4:05  
TEACHING STAFF SIZE<sup>a</sup>

Size	Urban	Ethnic	Agri-cultural	Total	Success-ful	Unsuc-cessful
Less than 5			1	1		1
5 - 12		1		1		1
13 - 20			1	1	1 <sup>b</sup>	
21 and over	3	3	3	9	3	2

<sup>a</sup>Number of schools in each category.

<sup>b</sup>This school had 20 teachers.

The following series of three tables illustrate certain characteristics about the teaching staffs. The rural schools (ethnic and agricultural) had comparatively younger staffs than the urban schools. Rural teachers appeared more mobile, many coming to the country to get started. Urban teachers needed many more years of teaching experience to earn a favourable position through seniority.



Table 4:06

TEACHING STAFF AGE<sup>a</sup>

Age	Urban	Ethnic	Agricultural	Total	Successful	Unsuccessful
Young	1	4	5	10	4	4
Average	1			1		
Older	1			1		

<sup>a</sup>Number of schools in each category.

Most of the rural schools had predominantly male staffs with the exception of one staff composed mostly of women. The urban schools had more balance with two of the three principals interviewed indicating that they had similar numbers of males and females on staff.

Table 4:07

TEACHING STAFF SEX RATIOS<sup>a</sup>

Sex	Urban	Ethnic	Agricultural	Total	Successful	Unsuccessful
Male (Majority)	1 <sup>a</sup>	3	3	7	3	2
Even	2	1	1	4	1	1
Female (Majority)			1	1		1

<sup>a</sup>Number of schools in each category.

Most principals liked to think that their staffs were fairly progressive. Many staffs were divided with the younger members being somewhat more progressively

minded than the older more static members. The staffs which were divided along these lines were classified as average if the split was fairly even. Successful principals tended to feel that their staffs were somewhat more conservative than the other groups of principals, however, some principals believed that although elements of their staffs were conservative, they held a positive attitude towards innovation and change.

Table 4:08

TEACHING STAFF ATTITUDES<sup>a</sup>

Attitudes	Urban	Ethnic	Agri-cultural	Total	Success-ful	Unsuccessful
Progressive	1	3	1	5	1	2
Average	2	1	3	6	2	2
Conservative	0	0	1	1	1	0

<sup>a</sup>Number of school staffs in each category.

## II. IDENTIFICATION OF PRESSURE GROUPS

Each of the twenty suggested pressure groups was identified by at least one principal. The greatest variety of groups were identified in agricultural areas with 18 out of the twenty groups having exerted pressure at one time or another. Only 80 per cent of the groups were identified in ethnic areas. This was partly due to the fact that several groups did not exist in some of the communities, the main example being the absence of the Canadian Legion.

Another group that did not exist in many communities was the P.T.A. Only two principals in the entire study were involved with such a group.

Both categories of Successful and Unsuccessful principals identified more pressure groups exerting pressure on them at one time or another than did any of the other categories. Retired teachers were not identified as a pressure group for either Successful or Unsuccessful principals, although they were recognized in all communities except one. Politicians were the other group not identified by Successful principals.

Table 4:10 indicates the extent of pressure exerted by the various groups. The figures indicate the number of principals responding to each group. However, the responses were weighted to indicate the degree of pressure exerted. Responses of "often" were given two points while a response of "some" was given one.

One urban principal was the only one identifying a group other than those listed in the survey. He felt the universities exerted certain academic pressures and the Department of Education, particularly the Finance Department, exerted certain crowding and regressive steps by considering that a relatively new school needed no more financial support.

When considering the weighted responses, it can be noted that the ethnic areas had the least pressure with an average of 12 responses per principal and was the only

area of the three (urban, ethnic and agricultural) studied to be under the Total category average of 14.75. The urban areas received the greatest amount of pressure with an average of 18.67 weighted responses. Two of the three urban principals remarked that the women's organizations creating the most pressure for them were factions of "Womens Liberation."

In terms of the number of weighted responses (see Table 4:10) the Successful principals had a category average less than the Total Category average while the average for the Unsuccessful principals was more than the Total category average. It must be kept in mind that the majority of Successful principals were from agricultural communities and the Agricultural category average was higher than the Total category average indicating that the Successful principals from the agricultural communities had the lowest pressure scores in this category. The opposite is the case with the Unsuccessful principals. Although their category average was the same as the Total category average, half of their groups were from ethnic areas which in turn were far below the Total category average indicating that Unsuccessful principals from ethnic areas had the most pressure. These two points tend to substantiate the assumption that the Successful principals, as identified in this study do actually receive less pressure than do the Unsuccessful Principals.

Table 4:09

PERCENTAGE OF PRINCIPALS INDICATING PRESSURE  
FROM THE VARIOUS GROUPS

Groups	Urban N = 3		Ethnic N = 4		Agricultural N = 5		Total N = 12		Successful N = 4		Unsuccessful N = 4		Group Exists in Community <sup>a</sup>
P.T.A.	0	50	0	16.7	25	36	16.7%						
Parents	100	100	100	100.0	100	100	100.0						
Trustees	67	75	100	83.3	100	100	100.0						
Superiors	100	75	100	91.7	100	75	100.0						
Teachers	100	100	100	100.0	100	100	100.0						
Retired													
Teachers	33	0	0	8.3	0	0	91.7						
Town Council	0	0	60	25.0	75	50	100.0						
Politicians	0	0	20	8.3	0	25	100.0						
Businessmen	67	75	80	75.0	75	75	100.0						
Professionals	67	75	80	75.0	75	75	100.0						
Friends	67	50	80	66.7	50	100	100.0						
News Media	100	50	80	75.0	100	50	100.0						
Religious													
Groups	100	75	100	91.7	100	100	100.0						
Veterans	33	0	80	41.7	50	50	83.7						
Service Clubs	100	50	80	75.0	100	25	91.7						
Women's Org.	67	25	40	58.3	25	50	100.0						
Ethnic Groups	67	100	40	66.7	50	75	100.0						
Secretary	67	50	40	50.0	50	25	91.7						
Students	100	100	100	100.0	100	100	100.0						
Custodian	67	50	80	66.7	50	75	100.0						
Other	33	0	0	8.3	0	0	8.3						
% of groups <sup>a</sup>	85	80	90	100.0	90	95	-						

<sup>a</sup>Percentage of the communities in the study containing each of the pressure groups.

Table 4:10

NUMBER OF RESPONSES REPORTING PRESSURE  
FROM VARIOUS GROUPS<sup>a</sup>

Groups	Urban N = 3	Ethnic N = 4	Agricultural N = 5	Total N = 12	Successful N = 4	Unsuccessful N = 4
P.T.A.	0	2	0	2	1	1
Parents	5	4	6	15	5	4
Trustees	2	3	6	11	4	5
Superiors	5	4	7	16	6	4
Teachers	5	6	8	19	5	7
Retired Teachers	1	0	0	1	0	0
Town Council	0	0	3	3	1	2
Politicians	0	0	1	1	0	1
Businessmen	2	3	4	9	2	3
Professionals	2	3	4	9	3	3
Friends	2	2	4	8	2	4
News Media	3	2	4	9	4	2
Religious Groups	3	3	5	11	4	4
Veterans	1	0	4	5	2	2
Service Clubs	3	2	4	9	4	1
Women's Org.	2 <sup>b</sup>	1	2	5	1	2
Ethnic Groups	2	5	2	9	2	3
Secretary	2	2	2	6	2	1
Students	5	5	7	17	4	7
Custodian	2	2	4	8	2	3
Other (Dept. of Ed.)	2	0	0	3	0	0
University	1	0	0	1	0	0
$\Sigma$	50	48	77	177	54	59
$\bar{X} = \frac{\Sigma}{N}$	18.67	12.00	15.40	14.75	13.50	14.75

<sup>a</sup>Total responses are weighted: two for a response "often and one for a response of "some."

<sup>b</sup>Both metropolitan Winnipeg principals indicated pressure from Women's Liberation people.

Table 4:11 illustrates the rankings of the twenty pressure groups according to the pressures they exerted as determined by the weighted responses for each of the six categories.

Teachers were the only group to be found consistently heading the list of pressure groups in all categories except one, the exception being Successful principals where superiors alone were listed at the top.

The urban principals found students, teachers, parents, and superiors as the groups exerting the most pressure. In ethnic areas, along with teachers and students as the strongest pressure groups, there were the ethnic groups themselves. Ethnic groups were ranked further down the list for agricultural and urban areas. In the Agricultural category, teachers alone headed the list of pressure groups with superiors and students tied for second.

In contrasting rural and urban areas, the urban principals tended to rank the students above teachers as the dominant pressure group. In rural areas, teachers were more often ranked first as was true for the Total category.

However, when the responses were divided into Successful and Unsuccessful categories, an interesting change occurred. Superiors were listed alone at the top for Successful principals, with parents and teachers tied for second. Students were less noticeable, Unsuccessful principals found teachers and students to be the most common pressure

groups. Superiors were ranked down the list.

One other disparity between Successful and Unsuccessful principals was that Successful principals found service clubs as an important pressure group while friends were far less evident. The exact opposite was true for Unsuccessful principals.

The following table illustrates that superiors were the first group to attempt to influence the principal in all categories except for Unsuccessful principals. Each of the four unsuccessful principals identified a different group.

Table 4:13 illustrates the groups identified as the most influential in the community. Of note is the fact that three of the four successful principals could not identify the most influential community group. These three principals were from agricultural areas. Otherwise the table indicates a diversity of groups in the different categories.

### III. IDENTIFICATION OF KINDS OF PRESSURE

The ten pressures listed in the study covered all the pressures which the principals had perceived. The pressures received came in many different ways but they could be classified under one of the ten listed pressures.

The only pressure not identified by two of the categories was the demand that teachers should express certain views. The two categories were Ethnic and Unsuccessful principals.



Table 4:11

RANKING OF PRESSURE GROUPS ACCORDING TO  
THE AMOUNT OF PRESSURE EXERTED<sup>a</sup>

<u>Urban</u>		<u>Ethnic</u>		<u>Agricultural</u>	
Students	( 2.5)	Teachers	( 2.0)	Teachers	( 1.0)
Teachers	( 2.5)	Ethnic Groups	( 2.0)	Superiors	( 2.5)
Parents	( 2.5)	Students	( 2.0)	Students	( 4.5)
Superiors	( 2.5)	Parents	( 4.5)	Parents	( 4.5)
News Media	( 6.0)	Superiors	( 4.5)	Trustees	( 4.5)
Religious Groups	( 6.0)	Trustees	( 7.5)	Religious Groups	( 6.0)
Service Clubs	( 6.0)	Businessmen	( 7.5)	News Media	(10.0)
Dept. of Educ.	(12.0) <sup>c</sup>	Professionals	( 7.5)	Custodian	(10.0)
Trustees	(12.0)	Religious Groups	( 7.5)	Businessmen	(10.0)
Businessmen	(12.0)	P.T.A.	(12.5)	Profession- als	(10.0)
Professionals	(12.0)	Friends	(12.5)	Friends	(10.0)
Ethnic	(12.0)	News Media	(12.5)	Veterans	(10.0)
Secretary	(12.0)	Service Clubs	(12.5)	Service Club	(10.0)
Custodian	(12.0)	Secretary	(12.5)	Town Council	(14.0)
Women's Org.	(12.0)	Custodian	(12.5)	Ethnic	(16.0)
Veterans	(18.0)	Women's Org.	(16.0)	Women's Org.	(16.0)
Retired Teachers	(18.0)	Retired Teachers	( )	Secretary	(16.0)
Universities	(18.0) <sup>c</sup>	Town Council	( )	Politicians	(18.0)
P.T.A.	( ) <sup>b</sup>	Politicians	( )	P.T.A.	( )
Town Council	( )	Veterans	( )	Retired Teachers	( )
Politicians	( )				

<sup>a</sup>Rankings are in accordance with scores from Table 4:03.

<sup>b</sup>Empty space indicates no responses.

<sup>c</sup>Not on list but felt to be important by the principal concerned.

Table 4:11 (Continued)

<u>Total</u>	<u>Successful</u>	<u>Unsuccessful</u>
Teachers	( 1.0) Superiors	( 1.0) Teachers ( 1.5)
Students	( 2.0) Parents	( 2.5) Students ( 1.5)
Superiors	( 3.0) Teachers	( 2.5) Trustees ( 3.0)
Parents	( 4.0) Trustees	( 6.0) Parents ( 5.5)
Trustees	( 5.5) News Media	( 6.0) Superiors ( 5.5)
Religious Groups	( 5.5) Religious Groups	( 6.0) Friends ( 5.5)
Professionals	( 9.0) Students	( 6.0) Religious Groups ( 5.5)
News Media	( 9.0) Service Clubs	( 6.0) Businessmen ( 9.5)
Ethnic	( 9.0) Professionals	( 9.0) Professionals ( 9.5)
Businessmen	( 9.0) Businessmen	(12.0) Ethnic ( 9.5)
Service	( 9.0) Friends	(12.0) Custodian ( 9.5)
Custodian	(12.5) Veterans	(12.0) Town Council(13.5)
Friends	(12.5) Ethnic	(12.0) News Media (13.5)
Secretary	(14.0) Custodian	(12.0) Veterans (13.5)
Veterans	(15.5) Secretary	(12.0) Women's Org.(13.5)
Women's Org.	(15.5) P.T.A.	(16.0) P.T.A. (17.5)
Town Council	(17.5) Town Council	(16.0) Politicians (17.5)
Other	(17.5) Women's Org.	(16.0) Service Club 17.5)
P.T.A.	(19.0) Retired Teachers	( ) Secretary (17.5)
Politicians	(20.5) Politicians	( ) Retired ( ) Teachers
Retired Teachers	(20.5)	

Table 4:12

NUMBER OF RESPONSES AND RANKINGS OF PRESSURE GROUPS  
WHO ATTEMPTED TO INFLUENCE PRINCIPAL FIRST

Categories	Nos. of Responses	Ranking
Urban		
Students	2	1.0
Unidentified <sup>a</sup>	1	
Ethnic		
Superiors	2	1.0
Students	1	2.5
Trustees	1	2.5
Agricultural		
Superiors	2	1.0
Vice-Principal	1	3.0
Health Unit	1	3.0
Staff	1	3.0
Total		
Superior	6	1.0
Students	1	4.0
Trustees	1	4.0
Vice-Principal	1	4.0
Staff	1	4.0
Health Unit	1	4.0
Unidentified	1	4.0
Successful		
Superior	3	1.0
Vice-Principal	1	2.0
Unsuccessful		
Superiors	1	2.5
Trustee	1	2.5
Staff	1	2.5
Health Unit	1	2.5

<sup>a</sup>Principal could not recall.

Table 4:13

NUMBER OF RESPONSES AND RANKINGS OF PRESSURE GROUPS  
ACCORDING TO INFLUENTIAL POSITION IN COMMUNITY

Categories	Nos. of Responses	Ranking
Urban		
Parents	1	2.0
Students	1	2.0
Staff	1	2.0
Ethnic		
Trustees	2	1.0
Service Club	1	2.0
Unidentified <sup>a</sup>	1	
Agricultural		
Parents	1	1.5
Trustees	1	1.5
Unidentified	3	
Total		
Trustees	3	1.0
Parents	2	2.0
Students	1	4.0
Staff	1	4.0
Service Club	1	4.0
Unidentified	4	
Successful		
Trustees	1	1.0
Unidentified	3	
Unsuccessful		
Trustees	1	2.0
Parents	1	2.0
Service Club	1	2.0
Unidentified	1	

<sup>a</sup>Principal could not identify the most influential group in the community.

Table 4:14 illustrates the percentages of the principals in each category indicating that they had received each of the various pressures at one time or another, regardless of the amount of each kind of pressure.

The only pressure in all six categories to be identified by all principals was the demand for more courses. Only two pressures, that of demanding that teachers express certain views and demands that teachers should be hired or fired for reasons other than competence, were identified by fewer than half of the principals.

Generally the extremes in percentages of principals indicating having received certain pressures lay between Urban and Ethnic categories particularly for four pressures. One hundred per cent of the urban principals received the following four pressures while only 25 per cent of the ethnic area principals indicating having received any:

- (1) demands for a return to the more traditional three R's type curriculum,
- (2) protesting the use of certain textbooks,
- (3) protesting the introduction of new teaching methods, and
- (4) demanding less emphasis on the athletic program.

Table 4:15 indicates the number of weighted responses to each of the ten kinds of pressures listed. Several principals felt that the amount of a certain pressure they

received was between "some" and "often" or between "some" and "none" so that the havles were employed.

Table 4:16 is a series of rankings of the ten listed pressures based on Table 4:15.

One pressure dominated all six categories of principals. More courses were demanded in all areas, although in the agricultural areas it was tied with protests against new teaching methods and demands for less emphasis on the athletic program. It is not so much that "farm boys don't need any physical education" but that "extra curricular time and distances travelled are too much."

The pressures exerted in the urban areas appear to be strongest against the progressive system. Urban areas have usually been the leaders in new ideas and facilities but grouped behind the aforementioned demand for more courses are: demands for a return to the three R's type curriculum; protests against new teaching methods; and demands for less emphasis on the athletic program whereas demands for new teaching methods and more physical education are well down the list.

The exact opposite is true for demands for or against physical education in ethnic areas. The demand for physical education was the second strongest while demands for less physical education ranked last. The Agricultural category appears somewhere between the Urban and Ethnic categories.

Table 4:14

PERCENTAGE OF PRINCIPALS HAVING RECEIVED  
A PARTICULAR PRESSURE

Pressures	Urban	Ethnic	Agricul- tural	Total	Success- ful	Unsuc- cessful
Demanding more three R's	100	25	80	66.7	75	50
Demanding more courses	100	100	100	100.0	100	100
Protesting use of certain text- books	100	25	40	50.0	25	50
Protesting views expressed by teachers	67	75	40	58.3	50	50
Demands that teacher should express views	33	0	20	16.7	25	0
Demand hiring or firing for other than competence	33	50	40	41.7	25	50
Demanding intro- duction of new teaching meth- ods	33	50	60	50.0	25	75
Protesting intro- duction of new teaching methods	100	25	80	66.7	50	50
Demanding greater emphasis on ath- letic program	33	75	60	58.3	50	75
Demanding less emphasis on athletic pro- gram	100	25	80	66.7	75	50
Nos. of principals	3	4	5	12	4	4
% of pressures identified	100	90	100	100.0	100	90

<sup>a</sup>Percentage of pressures identified by at least one member of each group.

Table 4:15

 NUMBER OF RESPONSES INDICATING AMOUNT  
 OF EACH KIND OF PRESSURE<sup>a</sup>

Pressures	Urban	Ethnic	Agricul- tural	Total	Success- ful	Unsuc- cessful
Demanding three R's	3	2	3.5	8.5	4	1.5
Demanding more courses	4	7	5	16	5	6
Protesting certain texts	2.5 <sup>b</sup>	1	3	6.5	3	2
Protesting certain views	2	3	1.5	6.5	1.5	2
Demanding certain views	1	0	2	3	2	0
Demanding hiring or firing	1	2	2	5	1	2
Demanding introduction of new methods	1	2	4	7	2	3
Protesting introduction of new methods	3	1	5	9	2	3
Demanding greater athletic program	1	4.5	4	9.5	3	4.5
Demanding less athletic program	3	1	5	9	3	2

<sup>a</sup>Total responses are weighted: Two for a response of "often" and one for a response of "some."

<sup>b</sup>Principal indicated answers between "none-some" or "some-often."



Successful principals claimed that second to the demands for more courses, was the demand for a more traditional three R's approach which amounts to a return to fewer basic courses, partly with the hope of reducing education costs. For Unsuccessful principals the second strongest pressure was for more emphasis on physical education, second to a demand for more courses. Insistence on a return to the three R's curriculum and on less physical education were ranked at the bottom of the list.

Very noticeable too is the occurrence of equal or nearly equal opposing pressures. Examples are: for urban principals--more courses and greater three R's type curriculum; for ethnic areas--protests against and demands for new teaching methods; for agricultural areas--more and less emphasis on physical education, protests against and demands for views to be expressed by teachers, and protests against and demands for new teaching methods. For Successful principals, there are four such pairings: demands for more and less courses, demands for more and less physical education, demands for and protests against certain views expressed by teachers, and demands for and protests against new teaching methods. Unsuccessful principals had only the one pair of equally opposing views, that of demands for and protests against new teaching methods.

Principals in several communities had difficulty in identifying the educational objectives of the groups about them. Some groups appeared not to have any real

Table 4:16

RANK ORDER OF AMOUNT OF EACH KIND  
OF PRESSURE EXERTED<sup>a</sup>

<u>Urban</u>	<u>Ethnic</u>	<u>Agricultural</u>
More Courses ( 1.0)	More Courses ( 1.0)	More Courses ( 2.0)
More three R's ( 3.0)	Demand P.E. ( 2.0)	Protest new methods ( 2.0)
Protest new methods ( 3.0)	Protest views ( 3.0)	Less P.E. ( 2.0)
Less P.E. ( 3.0)	More three R's ( 5.0)	More P.E. ( 4.5)
Protest texts ( 5.0)	Demand hiring or firing ( 5.0)	Demand new methods ( 4.5)
Protest views ( 6.0)	Demand new methods ( 5.0)	More three R's ( 6.0)
Demand views ( 8.5)	Protest texts ( 8.0)	Protest texts ( 7.0)
Demand new methods ( 8.5)	Protest new methods ( 8.0)	Demand views ( 8.5)
More P.E. ( 8.5)	Less P.E. ( 8.0)	Demand hiring or firings ( 8.5)
Demand hirings or firings ( 8.5)	Demand views ( )	Protest views (10.0)

<sup>a</sup>Only the top ten used.

Table 4:16 (Continued)

<u>Total</u>		<u>Successful</u>		<u>Unsuccessful</u>	
More courses	( 1.0)	More courses	( 1.0)	More courses	( 1.0)
More P.E.	( 2.0)	More three R's	( 2.0)	More P.E.	( 2.0)
Protest new methods	( 3.5)	Protest texts	( 4.0)	Demand new methods	( 3.5)
Less P.E.	( 3.5)	More P.E.	( 4.0)	Protest new methods	( 3.5)
More three R's	( 5.0)	Less P.E.	( 4.0)	Protext texts	( 6.5)
Demand new methods	( 6.0)	Demand views	( 7.0)	Protest views	( 6.5)
Protext texts	( 7.5)	Demand new methods	( 7.0)	Demand hiring or firing	( 6.5)
Protest views	( 7.5)	Protest new methods	( 7.0)	Less P.E.	( 6.5)
Demand hiring or firings	( 9.0)	Protest views	( 9.0)	More three R's	( 9.0)
Demand views	(10.0)	Demand hiring or firing	(10.0)	Demand views	( )

objectives; others were unclear and still other groups were split on their objectives. Where the principal could not determine the dominant objective, both objectives were included. This occurred with teachers, businessmen, friends and religious groups in the ethnic and agricultural areas once each.

Urban principals believed that by far the most groups felt education should be designed to develop the entire child socially, emotionally, physically, and intellectually. Education for knowledge and for future jobs was a distant second in the rankings.

In rural areas, this was not the case. Although close in number of responses, ethnic area principals felt that slightly more groups wanted education to prepare students for a job. This was overwhelmingly so in agricultural areas.

In the Total category, there were six indications that a group wanted morals to be taught in education, four from religious groups and one each from friends and teachers.

Successful principals indicated that a majority of groups wanted education to develop an all round child. This is in contrast to agricultural areas from which three of these principals were chosen. Agricultural area principals felt most groups wanted an education for a job. Unsuccessful principals felt twice as many groups wanted education for the sake of getting a job later in life rather than for the sake of developing an all-round student.

Table 4:17

MOST DOMINANT GROUP EDUCATIONAL OBJECTIVES<sup>a</sup>

Groups	Urban				Ethnic				Agricultural			
	Jobs	Fuller Life	Knowledge	Morals	Jobs	Fuller Life	Knowledge	Morals	Jobs	Fuller Life	Knowledge	Morals
PTA	-	-	-	-	1	1	-	-	-	-	-	-
Parents	2	-	1	-	4	-	-	-	5	-	-	-
Trustees	1	1	1	-	3	-	-	-	-	2	-	-
Superiors	-	1	-	-	-	1	-	-	-	-	-	-
Teachers	1	2	-	-	2	4	-	1	3	5	-	-
Retired Teachers	-	1	-	-	-	-	-	-	1	-	-	-
Town Council	-	-	-	-	-	-	-	-	2	-	-	-
Politicians	-	-	-	-	-	-	-	-	-	-	-	-
Businessmen	2	-	-	-	3	3	-	-	4	-	-	-
Professional	1	-	-	-	-	2	1	-	1	1	-	-
Friends	-	2	1	-	2	1	1	1	1	3	-	-
News Media	-	1	1	-	2	-	-	-	-	-	-	-
Religious Groups	-	-	1	1	-	1	-	3	2	1	-	-
Veterans	-	1	1	-	-	1	-	-	3	-	-	-
Service Clubs	-	1	1	-	-	2	-	-	2	-	-	-
Womens Org.	-	-	1	-	1	2	-	-	2	-	-	-
Ethnic Groups	-	-	-	-	2	1	-	-	3	-	-	-
Secretary	-	-	-	-	1	1	-	-	1	-	-	-
Students	-	3	-	-	3	1	-	-	3	2	-	-
Custodians	-	-	-	-	2	1	-	-	1	-	-	-
Other												
Total Responses	7	13	8	1	26	22	2	5	34	14	0	0

<sup>a</sup>Number of principals responding.

Table 4:17 (Continued)

Groups	Total <sup>a</sup>				Successful				Unsuccessful			
	Jobs	Fuller Life	Knowledge	Morals	Jobs	Fuller Life	Knowledge	Morals	Jobs	Fuller Life	Knowledge	Morals
PTA	1	1	-	-	-	1	-	-	1	-	-	-
Parents	11	-	1	-	4	-	-	-	4	-	-	-
Trustees	4	3	1	-	1	2	-	-	2	2	-	-
Superiors	-	2	-	-	-	-	-	-	-	1	-	-
Teachers	6	11	-	1	1	3	-	-	2	2	-	1
Retired Teachers	1	1	-	-	-	-	-	-	1	-	-	-
Town Council	2	-	-	-	1	-	-	-	1	-	-	-
Politicians	-	-	-	-	-	-	-	-	-	-	-	-
Businessmen	9	3	-	-	2	1	-	-	4	-	-	-
Professionals	2	3	1	-	-	1	1	-	1	1	-	-
Friends	3	6	2	1	-	4	-	-	2	-	1	-
News Media	2	1	1	-	-	1	-	-	1	1	-	-
Religious Groups	2	2	1	4	-	-	-	1	1	1	-	1
Veterans	3	2	1	-	2	-	-	-	1	-	-	-
Service Clubs	2	3	1	-	1	1	-	-	-	-	-	-
Women's Org.	3	2	1	-	-	-	-	-	1	2	-	-
Ethnic Groups	5	1	-	-	1	-	-	-	1	2	-	-
Secretary	2	1	-	-	-	-	-	-	1	1	-	-
Students	6	6	-	-	1	3	-	-	3	1	-	-
Custodian	3	1	-	-	-	1	-	-	3	-	-	-
Other	-	-	-	-	-	-	-	-	-	-	-	-
Total Response	67	51	10	6	14	18	1	1	30	14	1	2

<sup>a</sup>Where responses for the Total group does not total 12 or the successful and unsuccessful responses do not total 4 for each pressure group, the principal was unable to identify their educational objective. If more than 12, 4 or 4 resp. than some principals identified some groups as evenly split on several objectives (e.g., teachers).

The following table illustrates the solidarity of school boards on most voting issues. There were only three principals who indicated that their boards were often split on important issues.

Table 4:18

SOLIDARITY OF VOTING BY SCHOOL BOARDS<sup>a</sup>

Categories	Total			Successful			Unsuccessful		
	Great	Average	Little	Great	Average	Little	Great	Average	Little
Urban	1	2	0						
Ethnic	1	2	1		1		2	1	1
Agricultural	3	0	2	2		1			
Overall	5	4	3	2	1	1	2	1	1

<sup>a</sup>Figures indicate number of principals responding.

When the board was divided, it was over a number of issues peculiar to the particular area. The most common issues were regional splits where each local area promoted its own self interests. Regionalism along with centralization and transportation were the major issues in the rural areas.

Urban issues leading the list were smoking in school grounds and construction of facilities.

Successful and Unsuccessful principals indicated a wide range of issues on which their school boards found difficulty in reaching unanimous conclusions.

Table 4:20 illustrates the pressures arising when the school board decided to reduce expenditures. Principals are the ones forced to find many of the ways to save taxpayers money. Teachers were the first item to be reduced in all six categories; supplies were second or tied for first and courses were third except for Successful and Unsuccessful principals. For Successful principals, supplies and courses were reversed. For Unsuccessful principals, it was supplies and equipment as second and third. Ethnic areas were the only ones mentioning sports as a possible cut-back.

#### IV. IDENTIFICATION OF METHODS OF EXERTING PRESSURE

Table 4:21 illustrates the number of groups in each community whose majority used each type of communication. Urban Winnipeg was the only community studied where there seemed to be a balance of written correspondence, personal visits and telephone calls to exert pressure. The use of personal visits was even more evident in the rural areas where greater average physical distance seemed to make little difference. In fact, visits either by deliberate appointments made at the school office, special meetings, or by casual conversations around the community after school hours were far more popular in agricultural areas than in any other. Telephone calls and letters were less frequent than they were in ethnic areas which in turn were less than in the urban areas. There was not as



Table 4:19

## ISSUES WHERE SCHOOL BOARDS HAVE BEEN DIVIDED

<u>Ranking</u>	<u>Issues</u>
	<u>Urban</u> <sup>a</sup>
1.5	Smoking on school grounds
1.5	Building construction
3.0	Personnel
	<u>Ethnic</u>
2.5	Regionalism on issues
2.5	Centralization
2.5	School dances
2.5	Staff attitude
5.0	Special programs (guidance, physical education, religion and slow learners).
	<u>Agricultural</u> <sup>b</sup>
1.0	Regionalism on issues
2.0	Transportation
3.0	Janitorial services
	<u>Total</u>
1.0	Regionalism on issues
4.5	Transportation
4.5	Smoking on school grounds
4.5	Building construction
4.5	Centralization
4.5	School dances
4.5	Janitorial services
4.5	Staff attitude
9.0	Personnel

Table 4:19 (Continued)

<u>Successful</u> <sup>b</sup>	
1.5	School dances
1.5	Regionalism
3.0	Transportation
<u>Unsuccessful</u>	
2.5	Centralization
2.5	Staff attitude
2.5	Regionalism
2.5	Janitorial services
5.5	Transportation
5.5	Special programs

<sup>a</sup>One principal did not indicate issues.

<sup>b</sup>Two principals did not indicate issues.

Table 4:20

PRESSURES ARISING THROUGH SCHOOL BOARD BUDGET REDUCTIONS  
(Those items identified as first to go)

Area	Total Responses <sup>a</sup>	Rank Order
<u>Urban</u>		
Teachers over grant	7	1.5
Supplies	7	1.5
Courses	2	3.5
Equipment	2	3.5
<u>Ethnic</u>		
Teachers	9	1.0
Supplies	5	2.0
Courses	4	3.0
Sports	2	4.0
Furnishings	1	5.0
<u>Agricultural</u>		
Teachers over grant	9	1.0
Supplies	5	2.5
Courses	5	2.5
Equipment	4	4.0
Furnishings	3	5.0

Table 4:20 (Continued)

Area	Total Responses <sup>a</sup>	Rank Order
<u>Total</u>		
Teachers	25	1.0
Supplies	17	2.0
Courses	11	3.0
Equipment	6	4.0
Furnishings	4	5.0
Sports	2	6.0
<u>Successful</u>		
Teachers	6	1.5
Courses	6	1.5
Supplies	5	3.0
Furnishings	3	4.0
Equipment	2	5.0
<u>Unsuccessful</u>		
Teachers	9	1.0
Supplies	5	2.0
Equipment	2	3.5
Sports	2	3.5
Furnishings	1	5.0

<sup>a</sup>Weighted response: Three for first, two for second and one for third.

Table 4:21

MEANS OF COMMUNICATING PRESSURE  
TO THE PRINCIPAL BY AREAS<sup>a</sup>

	Total			Successful			Unsuccessful		
	Letter	Visit	Telephone	Letter	Visit	Telephone	Letter	Visit	Telephone
Winnipeg	4	7	6						
Suburban	1	10	6						
Brandon	1	8	1						
French	1	7	3				1	7	3
Ukrainian	2	10	3				2	10	3
Icelandic	3	9	3						
German	0	8	0	0	8	0			
Agri. 1	0	10	6	0	10	6			
Agri. 2	4	11	0	4	11	0			
Agri. 3	1	15	0				1	15	0
Agri. 4	0	17	0				0	17	0
Agri. 5	0	11	1	0	11	1			
Urban	6	25	13	0	0	0	0	0	0
Ethnic	6	34	9	0	8	0	3	17	6
Agricultural	5	64	7	4	32	7	1	32	0
Overall	17	123	29	4	40	7	4	49	6

<sup>a</sup>The number of groups using each means of communication.

Table 4:22

MEANS OF COMMUNICATING PRESSURE  
TO THE PRINCIPAL BY GROUPS

Groups	Urban			Ethnic			Agricultural		
	Letter	Visit	Telephone	Letter	Visit	Telephone	Letter	Visit	Telephone
PTA	0	0	0	0	2	0	0	1	0
Parents	0	1	2	0	1	3	0	4	1
Trustees	0	1	1	0	2	3	1	4	0
Superiors	0	1	2	0	4	0	0	5	0
Teachers	0	3	0	0	3	0	0	5	0
Retired Teachers	0	1	0	1	0	0	0	1	1
Town Council	0	0	1	0	1	0	1	3	0
Politicians	0	0	0	0	0	0	0	2	0
Businessmen	1	6	1	0	0	2	0	2	1
Professionals	1	1	0	0	2	0	0	4	1
Friends	0	2	0	0	4	0	0	5	0
News Media	0	1	2	0	1	0	0	3	0
Religious Groups	0	1	1	0	1	0	0	4	1
Veterans	1	0	2	0	1	0	2	1	2
Service Clubs	0	1	1	1	1	0	1	2	0
Womens Org.	0	2	0	2	0	1	0	3	0
Ethnic Groups	1	1	0	2	1	0	0	1	0
Secretary	0	3	0	0	3	0	0	4	0
Students	0	3	0	0	4	0	0	5	0
Custodian	0	3	0	0	3	0	0	5	0
Other (Dept. of Ed.)	1	0	0						
(University)	1	0	0						
Total Responses	6	25	13	6	34	9	5	64	7

Table 4:22 (Continued)

Groups	Urban			Ethnic			Agricultural		
	Letter	Visit	Telephone	Letter	Visit	Telephone	Letter	Visit	Telephone
PTA	0	2	0	0	1	0	0	1	0
Parents	0	6	6	0	3	1	0	2	2
Trustees	1	6	4	1	3	0	0	2	2
Superiors	0	10	2	0	4	0	0	4	0
Teachers	0	12	0	0	4	0	0	4	0
Retired Teachers	1	2	1	0	0	1	0	1	0
Town Council	1	4	1	1	2	0	0	2	0
Politicians	0	2	0	0	1	0	0	1	0
Businessmen	1	2	4	0	0	1	0	2	1
Professionals	1	7	1	0	1	1	0	3	0
Friends	0	11	0	0	4	0	0	4	0
News Media	0	5	2	0	2	0	0	2	0
Religious Groups	0	6	2	0	2	1	0	3	0
Veterans	3	2	4	1	0	2	1	1	0
Service Clubs	2	4	1	1	1	0	0	2	0
Womens Org.	2	5	1	0	1	0	1	2	1
Ethnic Groups	3	4	0	0	1	0	2	1	0
Secretary	0	10	0	0	3	0	0	4	0
Students	0	12	0	0	4	0	0	4	0
Custodian	0	11	0	0	3	0	0	4	0
Other (Dept. of Ed.)	1	0	0						
(University)	1								
Total Responses	17	123	29	4	40	7	4	49	6

much difference between Urban and Ethnic areas as there was between Ethnic and Agricultural areas.

Table 4:22 uses the same information as the above mentioned table but breaks down the responses by the groups rather than by the twelve areas. This table shows the most popular communication techniques used by each group.

For almost all groups the medium chosen was visits. A few exceptions were: parents, superiors, news media, and veterans, who made greater use of the telephone in most urban areas, as did parents, trustees, and businessmen in the ethnic areas. The only exceptions were the veterans in the agricultural areas. For no group, did the use of letters become the dominant method of communication.

The information from these two tables does not mean that the principal receives more visits than he does letters or telephone calls but that when some form of pressure is being attempted, visits are most popular. Groups physically close to the principal such as students, teachers, secretary, and custodian are able to just drop into the office. Parents, trustees, businessmen and veterans were the greatest users of the telephone in the overall study. However, when responses were divided into Successful and Unsuccessful categories, veterans were the only exception using the telephone to speak to the Successful principals while visits were not the most popular. Telephone calls received equal responses by parents and trustees in the Unsuccessful category. Two principals



indicated that these groups use the telephone most often.

Other groups used the telephone or letters for reasons other than exerting pressure. One of the many uses was to make appointments to see the principal in person.

Table 4:23 indicates that domination in the form of requests and demands is by far the most popular means of exerting pressure in all areas of the study. In urban Winnipeg, principals noted a great amount of manipulation particularly in the form of propaganda. People working behind the scenes in some areas were occasionally observed trying to promote some cause.

Force was uncommon. Two ethnic principals identified parents using force on occasion. In the Agricultural category, the three responses for force being used were indicated by one principal who was also evaluated as a successful principal in the study. He noticed parents, businessmen, and professional people using force (threats) on occasion.

Table 4:24 illustrates that domination is the most common form of pressure for all groups in all areas, simply because making simple requests or asking favours is so much easier to do. Unless the discussions turned into bitter arguments where threats of some sort were made in the midst of the proceedings, there were few real threats.

Table 4:25 presents the number of principals' responses indicating that certain groups, particularly a

Table 4:23

## FORMS OF PRESSURE BY AREAS

	Total			Successful			Unsuccessful		
	Domination	Manipulation	Force	Domination	Manipulation	Force	Domination	Manipulation	Force
Winnipeg	4 <sup>a</sup>	6	0						
Suburban	11	4	0						
Brandon	9	0	0						
French	6	0	1				6	0	1
Ukrainian	15	0	0				15	0	0
Icelandic	9	0	1						
German	12	0	0	12	0	0			
Agri. 1	10	2	0	10	2	0			
Agri. 2	12	0	3	12	0	3			
Agri. 3	15	0	0				15	0	0
Agri. 4	14	0	0				14	0	0
Agri. 5	10	2	0	10	2	0			
Urban	24	10	0	-	-	-	-	-	-
Ethnic	42	0	2	12	0	0	21	0	1
Agricultural	61	4	3	32	4	3	29	0	0
Overall	127	14	5	44	4	3	50	0	1

<sup>a</sup>The number of groups identified by each principal.

Table 4:24

FORMS OF PRESSURE BY GROUPS<sup>a</sup>

Groups	Urban			Ethnic			Agricultural		
	Domination	Manipulation	Force	Domination	Manipulation	Force	Domination	Manipulation	Force
PTA	0	0	0	2	0	0	0	0	0
Parents	3	0	0	2	0	2	2	2	1
Trustees	1	1	0	3	0	0	5	0	0
Superiors	0	0	0	3	0	0	5	0	0
Teachers	3	0	0	4	0	0	5	0	0
Retired Teachers	0	0	0	0	0	0	0	0	0
Town Council	0	0	0	0	0	0	3	0	0
Politicians	0	0	0	0	0	0	1	0	0
Businessmen	2	0	0	3	0	0	3	0	1
Professionals	1	0	0	3	0	0	3	0	1
Friends	2	1	0	2	0	0	4	0	0
News Media	1	1	0	2	0	0	3	1	0
Religious Groups	0	1	0	3	0	0	5	0	0
Veterans	2	0	0	0	0	0	4	0	0
Service Clubs	2	0	0	2	0	0	4	0	0
Womens Org.	1	1	0	1	0	0	2	0	0
Ethnic Groups	0	1	0	4	0	0	2	0	0
Secretary	1	1	0	2	0	0	2	0	0
Students	1	2	0	4	0	0	4	1	0
Custodian	2	1	0	2	0	0	4	0	0
Other (Dept. of Ed.)	1	0	0						
(University)	1	0	0						
Total Responses	24	10	0	42	0	2	61	4	3

Table 4:24 (Continued)

Groups	Total			Successful			Unsuccessful		
	Domination	Manipulation	Force	Domination	Manipulation	Force	Domination	Manipulation	Force
PTA	2	0	0	1	0	0	1	0	0
Parents	7	2	3	1	2	1	3	0	1
Trustees	9	1	0	4	0	0	4	0	0
Superiors	8	0	0	4	0	0	3	0	0
Teachers	12	0	0	4	0	0	4	0	0
Retired Teachers	0	0	0	0	0	0	0	0	0
Town Council	3	0	0	1	0	0	2	0	0
Politicians	1	0	0	0	0	0	1	0	0
Businessmen	8	0	1	2	0	1	3	0	0
Professionals	7	0	1	2	0	1	3	0	0
Friends	8	1	0	2	0	0	4	0	0
News Media	6	2	0	3	1	0	2	0	0
Religious Groups	8	1	0	4	0	0	4	0	0
Veterans	6	0	0	2	0	0	2	0	0
Service Clubs	8	0	0	4	0	0	1	0	0
Womens Org.	4	1	0	1	0	0	2	0	0
Ethnic Groups	6	1	0	2	0	0	3	0	0
Secretary	5	1	0	2	0	0	1	0	0
Students	9	3	0	3	1	0	4	0	0
Custodian	8	1	0	2	0	0	3	0	0
Other (Dept. of Ed.)	1	0	0						
(University)	1	0	0						
Total Responses	127	14	5	44	4	3	50	0	1

<sup>a</sup>Number of principals indicating most common method of exerting pressure.

<sup>b</sup>All from one agricultural area.



Table 4:25 (Continued)

Groups	Total			Successful			Unsuccessful		
	Yes	No	Total	Yes	No	Total <sup>c</sup>	Yes	No	Total
PTA									
Parents			3			1			1
Trustees									
Superiors									
Teachers			1						1
Retired Teachers									
Town Council									
Politicians									
Businessmen			1			1			
Professionals			1			1			
Friends									
News Media									
Religious Groups									
Veterans									
Service Clubs									
Womens Org.									
Ethnic Groups									
Secretary									
Students			1						1 <sup>d</sup>
Custodian									
Other									

<sup>a</sup>If no response is given, the principal felt no threat from retaliation.

<sup>b</sup>All responses from one principal.

<sup>c</sup>All responses from one principal.

<sup>d</sup>Concerned.

few individuals within the groups could, if the occasion arose, take such reactionary or retaliatory actions. Parents were the group most often named. One principal indicating businessmen said that the problem was over student competition in selling drinks and chips, etc. One principal also indicated some concern about his student body.

#### V. PRINCIPAL'S METHODS OF HANDLING GROUPS

Tables 4:26 and 4:27 indicate that teachers were the most popular group consulted by the principals before making an important decision. Urban principals named vice-principals as their second most popular choice while principals from both rural areas (ethnic and agricultural) referred to superiors second most often behind teachers. Vice-principals were the third choice.

Successful and Unsuccessful principals were all from rural areas and their choices for consultants were similar. Successful principals chose teachers first while superiors, vice-principals, department heads, and students were all named equally as second.

Of note is the fact that Unsuccessful principals never indicated consulting students or student councils on educational matters.

Table 4:28 lists the number of principals responding "often," "some" or "none" when asked if they really listened to the opinions of others. Nine replied "often"

and three replied "some" in the total study. Of note too is the point that only two Successful principals said they listened "often" to what other groups had to say.

Table 4:29 illustrates the number of principals responding to the method they used to solve the conflicts between opposing groups. The majority of the principals said they would listen to one party and then speak to the other party concerned. The example used in the interview was that of a parent complaining about the actions of some teacher. All Successful principals used the above method while only one Unsuccessful principal indicated using this method most of the time. Two other Unsuccessful principals said that they had no policy to deal with this type of problem and the technique they used would depend on the situation.

Table 4:30 presents a number of pairs of pressure groups and indicates the group which the principal would most often support during a conflict between the two groups. Teachers feel that the principal should support them over all other groups, while school boards, superintendents, and parents feel that the principal should be on their side. The principal, therefore, is caught in the middle. Some principals in the study had a difficult time indicating whose side they were on. Wanting to be fair, they felt that when they chose sides on an issue, they wanted to know all the facts.

Since it was important to determine which side the



Table 4:26

GROUP(S) CONSULTED BY THE PRINCIPAL BEFORE  
MAKING AN IMPORTANT DECISION<sup>a</sup>

Groups	Urban	Ethnic	Agri- cultural	Total	Sucess- ful	Unsuc- cessful
Teachers	7	10	9	26	9	7
Superiors		3	6	9	3	6
Vice-Principal	3	3	6	12	3	6
Students	2		3	5	3	
Trustees		3	3	6	1	5
Parents			2	2	1	1
Veterans			1	1	1	
Service Club			1	1	1	
Friends			1	1		1
Student Council	1		1	2	1	
Dept. Heads	2	3		5	3	
Teacher Liason			1	1		

<sup>a</sup>Responses weighted at 3 for first, two for second and 1 for third. Some principals indicated three in order of preference.

Table 4:27

RANK ORDER OF GROUPS CONSULTED BY PRINCIPAL  
BEFORE MAKING AN IMPORTANT DECISION

Urban		Ethnic		Agricultural	
Teachers	( 1.0)	Teachers	( 1.0)	Teachers	( 1.0)
Vice- Principals	( 2.0)	Superiors	( 3.5)	Superiors	( 2.5)
Dept. Heads	( 3.5)	Vice- Principals	( 3.5)	Vice- Principals	( 2.5)
Students	( 3.5)	Trustees	( 3.5)	Students	( 4.5)
Student Council	( 5.0)	Dept. Heads	( 3.5)	Trustees	( 4.5)
				Parents	( 6.0)
				Veterans	( 9.0)
				Service Clubs	( 9.0)
				Friends	( 9.0)
				Student Council	( 9.0)
				Teacher Liason	( 9.0)
<hr/>		<hr/>		<hr/>	
Total		Successful		Unsuccessful	
Teachers	( 1.0)	Teachers	( 1.0)	Teachers	( 1.0)
Vice- Principal	( 2.0)	Superiors	( 3.5)	Superiors	( 2.5)
Superiors	( 3.0)	Vice- Principals	( 3.5)	Vice- Principals	( 2.5)
Trustees	( 4.0)	Dept. Heads	( 3.5)	Trustees	( 4.0)
Students	( 5.5)	Students	( 3.5)	Parents	( 5.5)
Dept. Heads	( 5.5)	Trustees	( 8.5)	Friends	( 5.5)
Parents	( 7.5)	Parents	( 8.5)		
Student Council	( 7.5)	Veterans	( 8.5)		
Veterans	(10.5)	Service Clubs	( 8.5)		
Service Clubs	(10.5)	Teacher Liason	( 8.5)		
Friends	(10.5)	Student Council	( 8.5)		
Teacher Liason	(10.5)				

Table 4:28

DEGREE TO WHICH PRINCIPAL LISTENS  
TO OPINIONS OF OTHERS

Communities	Total			Successful			Unsuccessful		
	Often	Some	None	Often	Some	None	Often	Some	None
Winnipeg	1								
Suburban	1								
Brandon	1								
French	1						1		
Ukrainian	1						1		
Icelandic		1							
German	1			1					
Agri. 1		1			1				
Agri. 2	1			1					
Agri. 3	1						1		
Agri. 4	1						1		
Agri. 5		1			1				
Urban	3	0	0	-	-	-	-	-	-
Ethnic	3	1	0	1	0	0	2	0	0
Agricultural	3	2	0	1	2	0	2	0	0
Overall	9	3	0	2	2	0	4	0	0

Table 4:29

PRINCIPAL'S METHODS OF HANDLING  
CRITICISM OF OTHERS

Communities	Total					Successful					Unsuccessful				
	Mediate	Redirect	Listen	Ignore	No Policy	Mediate	Redirect	Listen	Ignore	No Policy	Mediate	Redirect	Listen	Ignore	No Policy
Winnipeg			1												
Suburban	1														
Brandon	1														
French					1										1
Ukrainian			1										1		
Icelandic			1												
German			1					1							
Agri. 1			1					1							
Agri. 2			1					1							
Agri. 3					1										1
Agri. 4		1										1			
Agri. 5			1					1							
Urban	2	0	1	0	0	0	0	0	0	0	0	0	0	0	0
Ethnic	0	0	3	0	1	0	0	1	0	0	0	0	1	0	1
Agricultural	0	1	3	0	1	0	0	3	0	0	0	1	0	0	1
Overall	2	1	7	0	2	0	0	4	0	0	0	1	1	0	2

principal would take, even subconsciously, the principal was asked to think of two parties coming through his office door engaged in an argument. Which side would he tend to support before he knew all the facts? This made it easier for some but a few still could not decide.

There were eight pairs of groups presented. Of these, there were two unanimous choices in the overall study. All twelve principals said they tended to support teacher over pupil and custodian over pupil. All but one urban principal, who said he just could not say, supported teacher over parent.

Urban principals unanimously chose in addition to the above: superior over parent except for one principal who could not say; superior over board; teacher over board; and teacher over secretary. The ethnic area principals were slightly different. Groups unanimously supported, in addition to that of the Total group, were teacher over custodian and teacher over secretary. The agricultural area principals made no unanimous choices other than those made by the Total group.

Although three of the four Successful principals were from agricultural areas, they supported pairs of groups similar to the ethnic areas in their unanimous choices. They supported; teacher over parent, teacher over pupil, teacher over custodian, teacher over secretary, and custodian over pupil.

Table 4:30

TENDENCY TO CHOOSE SIDES DURING  
INITIAL OUTBREAK OF CONFLICT

Communities	Teacher		Parent		Pupil		Teacher		Parent		Superior		Superior		Board		Board		Teacher		Custodian		Teacher		Teacher		Secretary		Pupil		Custodian	
Winnipeg	- <sup>a</sup>	-		1	-	-	1									1															1	
Suburban	1			1			1	1								1						1	1								1	
Brandon	1			1			1	1								1						1	1								1	
French	1			1			1	1							1							1	1								1	
Ukrainian	1			1			1		1					1		1						-	-	1							1	
Icelandic	1			1			1		-					-		1						1	1								1	
German	1			1		1									1							1	1								1	
Agri. 1	1			1			1								1	1						1	1								1	
Agri. 2	1			1			1	1							1							1	1								1	
Agri. 3	1			1		1									1							1	1								1	
Agri. 4	1			1			1	1							1							1	1								1	
Agri. 5	1			1			1								1	1						1	1								1	
Urban	2	0	0	3	0	2	3	0	0	3	1	1	2	0	3	1	1	2	0	3	4	4	1	2	0	0	0	0	3	3		
Ethnic	4	0	0	4	1	2	1	2	1	3	0	3	3	0	4	4	4	4	4	1	2	0	4	4	0	0	0	4	4	4		
Agricultural	5	0	0	5	1	4	2	2	2	3	1	4	4	1	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	
Overall	11	0	0	12	2	8	6	4	3	9	2	8	9	1	12	12	12	12	12	12	12	12	12	12	12	12	12	12	12	12	12	
Successful	4	0	0	4	1	3	1	3	2	2	0	4	4	0	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4
Unsuccessful	4	0	0	4	1	3	2	1	1	3	1	2	3	1	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4

<sup>a</sup>Principal could not choose sides.

Both Successful and Unsuccessful principals supported superiors over parents three to one. The only major difference between the two categories of principals was that successful principals supported board over superiors three to one while unsuccessful principals supported superiors over school board two to one with one not able to decide.

Table 4:31 deals with the principals' reactions to a controversial issue. Each principal was asked whether he took a stand on most issues thus letting others know where he stood, assuming that he had most of the relevant facts first; or remained apart from the conflict and let others settle the dispute; or showed others that he was involved by speaking on the issue but in such a way so as not to reveal his position.

Only two choices were identified. Nine principals indicated that they took a stand while three said they spoke on most issues but did not take a stand. Successful principals were evenly divided, two saying they usually took a stand while two spoke out but did not reveal their position. All four Unsuccessful principals took a stand on most issues.

Table 4:32 illustrates the educational objectives of the principals. The intent was to see if the principals' objectives were congruent with those of the community. However, eleven of the twelve principals stated that their primary objective was to develop the total student and

Table 4:31

## PRINCIPALS' REACTIONS TO CONTROVERSIAL ISSUES

Communities	Total			Successful			Unsuccessful		
	Take Stand	Remain Apart	Take No Stand <sup>a</sup>	Take Stand	Remain Apart	Take No Stand	Take Stand	Remain Apart	Take No Stand
Winnipeg			1						
Suburban	1								
Brandon	1								
French	1						1		
Ukrainian	1						1		
Icelandic	1								
German	1			1					
Agri. 1			1			1			
Agri. 2	1								
Agri. 3	1						1		
Agri. 4	1			1			1		
Agri. 5			1			1			
Urban	2	0	1	0	0	0	0	0	0
Ethnic	4	0	0	1	0	0	2	0	0
Agricultural	3	0	2	1	0	2	2	0	0
Overall	9	0	3	2	0	2	4	0	0

<sup>a</sup>Principal was involved but did not reveal his position.



Table 4:32

## PRINCIPALS' EDUCATIONAL OBJECTIVES

Communities	Total				Successful				Unsuccessful			
	Jobs	Fuller Life	Knowledge	Morals <sup>a</sup>	Jobs	Fuller Life	Knowledge	Morals	Jobs	Fuller Life	Knowledge	Morals
Urban	0	3	0	0								
Ethnic		4			1				2			
Agricultural		4	1		3				1			1
Overall		11	1		4				3			1

<sup>a</sup>Attitudes.

prepare the student for life ahead. One principal in partial agreement with this, felt that education should concentrate more on teaching values or what the table indicates as morals. Therefore, there appears to be little or no difference between Successful and Unsuccessful principals on educational objectives.

The following table identifies the principal's and superintendents' previous appointments. The intention of such a question was to determine the effects and resultant pressures from the difference between outside and

Table 4:33

NUMBER OF INSIDE AND OUTSIDE APPOINTED  
PRINCIPALS AND SUPERINTENDENTS

Communities	PRINCIPAL						SUPERINTENDENT					
	Total		Suc- cess- ful		Un- Suc- cess- ful		Total		Suc- cess- ful		Un- suc- cess- ful	
	Inside	Outside	Inside	Outside	Inside	Outside	Inside	Outside	Inside	Outside	Inside	Outside
Winnipeg	1							1				
Suburban	1							1				
Brandon		1					1					
French	1				1		1				1	
Ukrainian	1				1			1				1
Icelandic	1							1				
German		1		1			-	-	-	-		
Agri. 1	1		1					1		1		
Agri. 2		1		1				1		1		
Agri. 3	1				1			1				1
Agri. 4		1				1					1	
Agri. 5		1		1				1		1		
Urban	2	1					1	2	0			
Ethnic	3	1		1	2		1	2	0		1	1
Agricultural	2	3	1	2	1	1	1	4	0	3	1	1
Overall	7	5	1	3	3	1	3	8	0	3	2	2

inside appointed principals and superintendents. Carlson<sup>1</sup> had found that outside appointed superintendents were generally given a mandate for change thus creating certain pressures on the schools to make these changes. Knedlik<sup>2</sup> found that the principal's appointment whether from inside or outside the division made little difference.

The results were as follows. Eight out of eleven superintendents were outside appointees. Successful principals all had outside superintendents except for one principal who had no superintendent. Superintendents of Unsuccessful principals were evenly divided between being outside or inside appointees.

With regard to principal's previous appointments, three out of four Successful principals were outside appointees while three out of four Unsuccessful principals were inside appointees.

Table 4:34 identifies the type of authority used by the principals to exert their power as principals over groups such as teachers, students, etc. There were four possible choices. Coercion, which is "authority or power over subordinates that is not acknowledged" was included in the four choices as a possibility. All responses, however, were restricted to legal, traditional or charismatic

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<sup>1</sup>Carlson, Executive Succession and Organizational Change, p. 20.

<sup>2</sup>Knedlik, "The Effects of Administrative Succession," Abstract.

techniques, particularly the last two.

The real difference was noticed between Successful and Unsuccessful principals. Three out of four Successful principals used a traditional approach backed up most of the time by a certain amount of charisma. One principal depended chiefly on his charisma to exert his leadership. The opposite was the case for Unsuccessful principals. Three out of four principals said they used a charismatic approach initially while one was a traditional type leader. Most traditional leaders supported their authority with some degree of charisma although several used the legal responsibilities of their position.

Table 4:34 indicates to what extent each principal attempted to provide noticeable leadership to the educational community. Seven of the twelve principals interviewed said that they did "often," four said they did "sometimes" and one said "none" when asked this question. Three out of four Successful principals said they "often" attempted to provide direct leadership and one said that he did "sometimes." The Unsuccessful principals were evenly divided between responses of "some" and "often."

Table 4:36 illustrates how each of the principals preferred to exert his leadership. There were few differences in the principals' responses. Only one principal of the twelve said that he preferred to be a policy maker and he was classified as one of the Successful principals. All other principals preferred to be an influence by help-

Table 4:34

TYPE OF AUTHORITY USED BY PRINCIPAL<sup>a</sup>

Communities	Total				Successful				Unsuccessful			
	Coercion	Legal	Traditional	Charismatic	Coercion	Legal	Traditional	Charismatic	Coercion	Legal	Traditional	Charismatic
Winnipeg				1								
Suburban				1								
Brandon		1										
French			1							1		
Ukrainian				1								1
Icelandic			1									
German			1				1					
Agri. 1			1				1					
Agri. 2				1				1				
Agri. 3				1								1
Agri. 4				1								1
Agri. 5			1				1					
Urban	-	1	-	2								
Ethnic	-	-	3	1								
Agricultural	-	-	2	3								
Overall	-	1	5	6			3	1			1	2

<sup>a</sup>Authority is often categorized into two types: Coercion--meaning authority used in which the subordinates do not accept leadership and Legitimate--where subordinates accept authority (Legal, Traditional and Charismatic).

Table 4:35

NUMBER OF PRINCIPALS ATTEMPTING TO PROVIDE  
DIRECT LEADERSHIP TO THE COMMUNITY

Communities	Total			Successful			Unsuccessful		
	Often	Some	None	Often	Some	None	Often	Some	None
Winnipeg	1								
Suburban	1								
Brandon	1								
French	1						1		
Ukrainian		1						1	
Icelandic		1							
German	1			1					
Agri. 1		1			1				
Agri. 2	1			1					
Agri. 3		1						1	
Agri. 4	1						1		
Agri. 5			1	1					
Urban	3	0	0	0	0	0	0	0	0
Ethnic	2	2	-	1	0	0	1	1	0
Agricultural	2	2	1	2	1	0	1	1	0
Overall	7	4	1	3	1	0	2	2	0

Table 4:36

NUMBER OF PRINCIPALS PREFERRING TO BE AN  
INFLUENCE OR POLICY MAKER

Communities	Total			Successful			Unsuccessful		
	Influence	Policy Maker	Do not Know	Influence	Policy Maker	Do Not Know	Influence	Policy Maker	Do Not Know
Winnipeg	1								
Suburban	1								
Brandon	1								
French	1						1		
Ukrainian	1						1		
Icelandic	1								
German	1			1					
Agri. 1		1			1				
Agri. 2	1			1					
Agri. 3	1						1		
Agri. 4	1						1		
Agri. 5	1			1					
Urban	3	-	-	0	0	0	0	0	0
Ethnic	4	-	-	1	0	0	2	0	0
Agricultural	4	1	0	2	1	0	2	0	0
Overall	11	1	-	3	1	0	4	0	0

ing to form opinions and policies rather than creating these policies themselves.

Table 4:37 reports the responses of principals indicating whether or not they felt they were dominant educational forces in their communities. Half of the principals interviewed said that they felt they were important recognizable forces, three said they were somewhat of a force and one said that he was definitely not an important educational force.

Three of the four Successful principals reported that they felt they were a dominant force while one principal felt he was to a lesser extent. Unsuccessful principals were similar except only two indicated feeling they were a strong educational force in the community while one said he was not a force. This principal did at times provide leadership to his community usually in the form of an influence. This response might have possibly been determined by a very modest attitude.

Principals were then asked what form of leadership they used. They were given five choices and their responses are shown in Table 4:38. The choice of leader means that the principal is involved in determining direction of policies, etc. The choice of speaker implies that he is the mouthpiece for school board or superiors; the choice of resource person implies that the principal wishes to be respected for his knowledge on the issues at stake; and the choice of advisor implies that he usually offers his advice not just his knowledge.



No principal felt he was a public relations person speaking to groups on school policy. Responses between the categories were similar. The twelve principals were fairly evenly divided between leader, resource person and advisor. Of the Successful principals, two felt they were resource people, one was a leader and one was an advisor. Of the Unsuccessful principals, two were leaders, one was an advisor, and one had no particular role while no one indicated being a resource person.

Table 4:39 represents the number of responses of principal's relationships to the groups in each of their communities. The averages at the bottom of the chart give the best impression of the number of groups with which each principal had a certain type of social relationship. The averages for the Total, Successful and Unsuccessful principals are very similar indicating that principals have generally the same type of community relationships.

Certain principals had exceptionally friendly relationships in some cases as compared to the other principals in their category. For example the principal in one ethnic community had by far the highest responses to close relationships with the various groups. This could either mean that the principal was quite friendly and had exceptionally good relations with the community or else he had the wrong impression of his relationships. In this case, the principal appeared to have exceptionally good community relations.

Table 4:37

NUMBER OF PRINCIPALS WHO FEEL THEY ARE A DOMINANT  
EDUCATIONAL FORCE IN THEIR COMMUNITY

Communities	Total				Successful				Unsuccessful			
	Yes	Some	No	Do Not Know	Yes	Some	No	Do Not Know	Yes	Some	No	Do Not Know
Winnipeg		1										
Suburban	1			1								
Brandon												
French	1								1			
Ukrainian		1								1		
Icelandic				1								
German	1				1							
Agri. 1		1				1						
Agri. 2	1				1							
Agri. 3			1								1	
Agri. 4	1								1			
Agri. 5	1				1							
Urban	1	1	0	1	0	0	0	0	0	0	0	0
Ethnic	2	1	0	1	1	0	0	0	1	1	0	0
Agricultural	3	1	1	0	2	1	0	0	1	0	1	0
Overall	6	3	1	2	3	1	0	0	2	1	1	0

Table 4:38

THE ROLE ASSUMED BY EACH PRINCIPAL ON EDUCATION  
MATTERS IN HIS COMMUNITY

Communities	Total					Successful					Unsuccessful				
	Leader	Speaker	Resource	Advisor	No Role	Leader	Speaker	Resource	Advisor	No Role	Leader	Speaker	Resource	Advisor	No Role
Winnipeg			1												
Suburban	1														
Brandon				1											
French	1										1			1	
Ukrainian				1											
Icelandic				1											
German				1					1						
Agri. 1	1					1									
Agri. 2			1					1							
Agri. 3					1										1
Agri. 4	1										1				
Agri. 5			1					1							
Urban	1	0	1	1	0	0	0	0	0	0	0	0	0	0	0
Ethnic	1	0	0	3	0	0	0	0	1	0	1	0	0	1	0
Agricultural	2	0	2	0	1	1	0	2	0	0	1				1
Overall	4	0	3	4	1	1	0	2	1	0	2	0	0	1	1

Table 4:39

THE NUMBER OF GROUPS IN EACH COMMUNITY WITH  
WHICH THE PRINCIPAL HAD A CERTAIN  
TYPE OF RELATIONSHIP

Communities	Total N = 12				Successful N = 4				Unsuccessful N = 4			
	Close	Average	Business	None	Close	Average	Business	None	Close	Average	Business	None
Winnipeg	6	6	1	6								
Suburban	5	9	1	4								
Brandon	2	8	3	6								
French	4	2	9	1					4	2	9	1
Ukrainian	6	9	0	4					6	9	0	4
Icelandic	2	10	1	5								
German	13	1	1	3	13	1	1	3				
Agri. 1	4	11	0	3	3	11	0	3				
Agri. 2	1	18	0	0	1	18	0	0				
Agri. 3	1	17	1	0					1	17	1	0
Agri. 4	3	9	0	7					3	9	0	7
Agri. 5	3	10	0	6	3	10	0	6				
Urban	13	23	5	16	0	0	0	0	0	0	0	0
Ethnic	25	22	11	13	13	1	1	3	10	11	9	5
Agricultural	12	66	1	16	8	39	0	9	4	26	1	7
$\Sigma$	50	111	17	45	21	40	1	12	14	37	10	12
$\bar{X} = \frac{\Sigma}{N}$	4	9	1.5	4	5	10	0	3	4.5	9	2.5	3

Table 4:40

THE NUMBER OF PRINCIPALS WITH WHICH EACH GROUP  
HAD A CERTAIN TYPE OF RELATIONSHIP

	Total				Successful				Unsuccessful			
	Close	Average	Business	None	Close	Average	Business	None	Close	Average	Business	None
PTA	2				1				1			
Parents	4	6	2		2	2			1	2	1	
Trustees	2	9	1		1	3				3	1	
Superiors	2	8	1		1	2			1	2	1	
Teachers	5	7			2	2			1	3		
Retired Teachers		4		6		1		3		1		1
Town Council		3		9		2		2		1		3
Politicians		2	1	9		1		3		1	1	2
Businessmen	2	6	2	2	1	3			1	2	1	
Professionals	1	7	2	2		2	1	1	1	2	1	
Personal Friends	12				4				4			
News Media	1	9		2	1	3				4		
Religious Groups	2	6		4	1	3				3		1
Veteran's Org.	1	5	2	2		3				1		2
Service Clubs	2	9			1	3			1	2		
Women's Org.		5	3	4		2		2		2	1	1
Ethnic Groups	1	4	1	5	1	1		1		1	1	2
Secretary	3	8	1		1	3			1	2	1	
Students	4	7	1		1	3			1	2	1	
Custodian	6	6			3	1			1	3		
$\Sigma$	50	111	17	45	21	40	1	12	14	37	10	12

Table 4:41

PRINCIPAL'S METHODS OF HANDLING GROUPS MAKING  
A REQUEST TO BEGIN SOME PROJECT

Communities	Total				Successful				Unsuccessful			
	Listen <sup>a</sup>	Ignore	Utilize	Advice	Listen	Ignore	Utilize	Advice	Listen	Ignore	Utilize	Advice
Winnipeg			1									
Suburban			1									
Brandon			1									
French				1								1
Ukrainian	1										1	
Icelandic			1									
German			1				1					
Agri. 1			1				1					
Agri. 2			1				1					
Agri. 3	1											
Agri. 4			1									
Agri. 5	1				1							
Urban	0	0	3	0	0	0	0	0	0	0	0	0
Ethnic	1	0	2	1	0	0	1	0	0	0	1	1
Agricultural	2	0	3	0	1	0	2	0	1	0	1	0
Overall	3	0	8	1	1	0	3	0	1	0	2	1

<sup>a</sup>Listen means to listen to what the groups have to say but leave it at that. Ignore means not to bother listening to the group's ideas. Utilize means to deliberately find something for them to do to utilize their energies. Advice means to suggest ways in which groups could become involved if they should wish to.

Table 4:40 includes the same information as the previous table except that the data is arranged so as to reveal what kind of relations each of the groups had with the principals in their community. Successful and Unsuccessful principals were very similar when the relationships were broken down per pressure group. The greatest difference was with custodians where Successful principals were much closer. Generally Successful principals had closer or at least average relationships with more groups than did Unsuccessful principals. Successful principals had only one business relationship response and that was to a doctor. Unsuccessful principals had a much higher number of these responses with one business relationship response to teachers, trustees, superiors, secretary and students. The Successful principals, as mentioned earlier, had no businesslike relationships with those groups with whom they were working.

Table 4:41 reports how each principal responded to his method of dealing with groups who want to become involved and are looking for a way to do so. The table indicates how valuable the principal believes it is to utilize the energies of the groups. The principals' responses were similar for the three categories in attempting to utilize the groups where possible. The Successful principals had one more response to utilizing group willingness to help than did Unsuccessful principals.

The following five tables contain responses to

summary type questions.

Table 4:42 indicates the responses to the question "Does friendliness towards the community groups generally assist in the agreement of educational objectives?" Responses were similar for the three categories. No principal claimed that being friendly to a group hindered any agreement in objectives.

Table 4:43 indicates the principals' responses to the question, "Does agreement of educational objectives with groups in the community reduce pressure?" Answers between all three categories were the same. Each category was evenly divided between stating that agreement did reduce pressure and the second choice of making no difference. No one said that agreement of objectives increased pressures.

Table 4:44 indicates the principals' responses to the question, "Does friendliness between the principal and the community groups mean more pressure?" Again the responses between the three categories were similar except Successful principals had one more affirmative response than Unsuccessful principals. Out of the twelve principals eight said it made no difference.

The principals were asked to comment on the degree of concern they held for the groups listed in the study. The question was not to imply real worry about the groups, but that he as a principal should be aware of the groups' activities. Responses were similar for all categories and



nearly all principals agreed they should be aware. One principal indicated that he was truly concerned about student activism.

Table 4:46 determines what effect pressure groups have on administrative progress. Two Successful principals claimed that pressure groups stimulate ideas and people and therefore encourage progress. One principal said it impeded his administration and one said it had no effect. Three Unsuccessful principals, on the other hand, claimed the groups impeded progress of the principal's objectives and one said it had no effect.

Table 4:42

THE EFFECT OF FRIENDLINESS ON THE AGREEMENT  
OF EDUCATIONAL OBJECTIVES BETWEEN THE  
PRINCIPAL AND HIS COMMUNITY<sup>a</sup>

Communities	Total			Successful			Unsuccessful		
	Positive	No Difference	Negative	Positive	No Difference	Negative	Positive	No Difference	Negative
Winnipeg	1								
Suburban		1							
Brandon		1							
French	1						1		
Ukrainian		1						1	
Icelandic		1							
German		1			1				
Agri. 1	1			1					
Agri. 2	1			1					
Agri. 3		1						1	
Agri. 4		1						1	
Agri. 5		1			1				
Urban	1	2	0	0	0	0	0	0	0
Ethnic	1	3	0	0	1	0	1	1	0
Agricultural	2	3	0	2	1	0	0	2	0
Overall	4	8	0	2	2	0	1	3	0

<sup>a</sup>Does friendliness with a group mean greater agreement of educational objectives (positive); it makes no difference; or does friendliness promote a disagreement of objectives (negative)?

Table 4:43

THE EFFECT OF AGREEMENT OF EDUCATIONAL OBJECTIVES  
BETWEEN THE PRINCIPAL AND THE COMMUNITY  
ON THE AMOUNT OF PRESSURE EXERTED  
BY THE COMMUNITY

Communities	Total			Successful			Unsuccessful		
	Less Pressure	No Difference	More Pressure	Less Pressure	No Difference	More Pressure	Less Pressure	No Difference	More Pressure
Winnipeg		1							
Suburban	1								
Brandon	1								
French	1						1		
Ukrainian	1						1		
Icelandic		1							
German		1			1				
Agri. 1	1			1					
Agri. 2	1			1					
Agri. 3		1						1	
Agri. 4		1						1	
Agri. 5		1			1				
Urban	2	1	0	0	0	0	0	0	0
Ethnic	2	2	0	0	1	0	2	0	0
Agricultural	2	3	0	2	1	0	0	2	0
Overall	6	6	0	2	2	0	2	2	0

Table 4:44

THE EFFECT OF FRIENDLINESS TOWARDS THE VARIOUS  
PRESSURE GROUPS ON THE AMOUNT  
OF PRESSURE THEY EXERT

Communities	Total			Successful			Unsuccessful		
	Less Pressure	No Difference	More Pressure	Less Pressure	No Difference	More Pressure	Less Pressure	No Difference	More Pressure
Winnipeg		1							
Suburban	1								
Brandon		1							
French		1						1	
Ukrainian	1						1		
Icelandic		1							
German	1			1					
Agri. 1	1			1					
Agri. 2		1			1				
Agri. 3		1						1	
Agri. 4		1						1	
Agri. 5		1			1				
Urban	1	2	0	0	0	0	0	0	
Ethnic	2	2	0	1	0	0	1	1	0
Agricultural	1	4	0	1	2	0	0	2	0
Overall	4	8	0	2	2	0	1	3	0

Table 4:45

PRINCIPALS' CONCERN FOR OUTSIDE PRESSURE GROUPS<sup>a</sup>

Communities	Total			Successful			Unsuccessful		
	Yes	No	Do Not Know	Yes	No	Do Not Know	Yes	No	Do Not Know
Winnipeg	1								
Suburban		1							
Brandon	1								
French	1						1		
Ukrainian	1						1		
Icelandic	1								
German	1			1					
Agri. 1	1			1					
Agri. 2	1			1					
Agri. 3			1						1
Agri. 4	1						1		
Agri. 5	1			1					
Urban	2	1	-	0	0	0	0	0	0
Ethnic	4	-	0	1	0	0	2	0	0
Agricultural	4	-	1	3	0	0	1	0	1
Overall	10	1	1	4	0	0	3	0	1

<sup>a</sup>Feels he or she must be aware of pressure groups and their activities (does not necessarily mean worry about these groups).

Table 4:46

## THE EFFECT OF PRESSURE GROUPS ON THE PRINCIPAL

Communities	Total			Successful			Unsuccessful		
	Aides	Impedes	No Effect	Aides	Impedes	No Effect	Aides	Impedes	No Effect
Winnipeg		1							
Suburban	1								
Brandon		1							
French		1						1	
Ukrainian		1						1	
Icelandic		1							
German		1			1				
Agri. 1	1			1					
Agri. 2			1			1			
Agri. 3			1						1
Agri. 4		1						1	
Agri. 5	1			1					
Urban	1	2	0	0	0	0	0	0	0
Ethnic	0	4	0	0	1	0	0	2	0
Agricultural	2	1	2	2	0	1	0	1	1
Overall	3	7	2	2	1	1	0	3	1

## CHAPTER V

### SUMMARY, CONCLUSIONS, IMPLICATIONS AND SUGGESTIONS FOR FURTHER RESEARCH

#### I. SUMMARY

Many principals feel that their job is a thankless one because so many interest groups are either upset with some aspect of the school system or are attempting to initiate some activity in the school. The principal finds himself bound by certain limits within which the power groups allow limited leeway. However, as soon as the principal tries to initiate new projects not approved by these power holders, he meets tremendous resistance. These and many everyday pressures place an added burden upon the duties of the principal.

It has been the main purpose of this study to determine if there exists any means of helping principals to reduce these pressures, or at least to cope more ably with them. To do this, it has been necessary to separate the principal's political role from his routine administrative duties. This has been accomplished by restricting questions to the principal's relations with groups and how these community groups affect his administration, rather than asking questions based on his routine administrative tasks.

The approach has been to determine which principals have been successful in dealing with community pressure groups and which principals have not. A simple rating scale was devised to measure the effect these groups had on each principal. Those achieving a score greater than four were deemed successful because the pressure groups appeared to have little effect on the principal's administration. Those principals receiving a score of less than four were more dissatisfied with their political situation because of the effects these groups had on their administration. A score of four was considered average, meaning that the principal was neither very successful politically, nor did he have serious difficulty with community groups.

The principal's final evaluation score depended on the sum of the scores on the rating scales for each of the following three questions:

- (1) principal's degree of accomplishment of his personal educational objectives,
- (2) community satisfaction with his administration and
- (3) the principal's personal satisfaction with his job.

Twelve principals were then selected from the communities which were deemed by the investigator to be representative of urban, ethnic, and agricultural areas. Although all the ethnic areas chosen were in rural Manitoba, they had to have a dominant and active ethnic group or groups whereas agricultural communities did not. There



were only two communities in Manitoba large enough to be classified as cities. They were Brandon and Winnipeg. Three principals were selected from these two cities, one from Brandon, one from central Winnipeg and one from a suburban area of Winnipeg. Four principals were chosen from communities representing our four most dominant ethnic cultures: French, Ukrainian, Icelandic, and German Mennonite. Five agricultural communities were chosen in various separated parts of the province. Five examples were used because there are so many agricultural communities in the province. The term rural was used whenever ethnic and agricultural communities were considered together.

Secondary purposes, but essential to the study, were to:

- (1) identify the various community pressure groups,
- (2) to identify the kinds of pressure they exerted,  
and
- (3) to analyze the methods that these groups used  
to exert pressure on the principal.

A review of the literature was helpful in determining a number of potential pressure groups. Most literature was based on the political environment of superintendents and school boards. Therefore, it was necessary to speculate on which pressures would reach the principal and since the principal is the chief local administrator, it was necessary

to determine which pressure groups would find him more accessible. In fact, this was one of the important findings of the study. The groups finding the principal more accessible through everyday contact, were identified as the groups exerting the most pressure, although they may not always have been the strongest or most influential. Examples are teachers, students, parents, and superiors.

The principals identified as being politically successful or unsuccessful all worked in rural Manitoba. Three of the four successful principals worked in agricultural communities while the unsuccessful principals were evenly divided between ethnic and agricultural communities. The three urban principals and one ethnic area principal were considered average on the political achievement scale.

The following section contains the conclusions drawn during the investigation.

## II. CONCLUSIONS

The findings of this study cannot be generalized to be typical of all urban, ethnic and agricultural areas in Manitoba because the sample of twelve administrators was too small and was not randomly selected. Instead they were deliberately chosen to insure that they would truly represent the type of community required to meet the needs of the study. However, the results may be fairly representative of similar communities.

## A. The Community

1. Principals, who are politically successful in their administration, generally work in larger rural, agriculturally oriented communities. Principals less successful in the amount of political pressure that they face, work in smaller rural and larger urban areas. The most difficult communities in which to work are the ethnic-rural and small agricultural towns. Pressures and pressure groups in these areas are more difficult to contend with.

2. There seems to be little difference in the attitudes of the communities towards education when considered in terms of successful or unsuccessful principals. However, there is a definite difference between rural and urban communities.

Most agricultural and ethnic area principals found their communities to be apathetic towards the school and education in general. Urban principals, on the other hand, found their communities to be more interested in educational affairs.

3. School size stood out as a prominent factor in the study. A student enrolment of 420 - 480 students appears to coincide with political success. Schools smaller and larger than these limits did not fare as well in terms of the principal's success. Figure 1 on page 139 illustrates this relationship between school enrolment and principal's success.

4. The teaching staffs of Successful principals

were felt by their principals to be more conservative in their attitudes than were the staffs of other principals. No such staff refused to accept new teaching methods, tests, etc. but rather were reluctant to introduce such innovations until they had been evaluated.

Insistence by a staff on introducing or experimenting continuously with new ideas or techniques creates an added burden on the principal in terms of the number of groups seeking certain objectives besides the additional financial problems created.

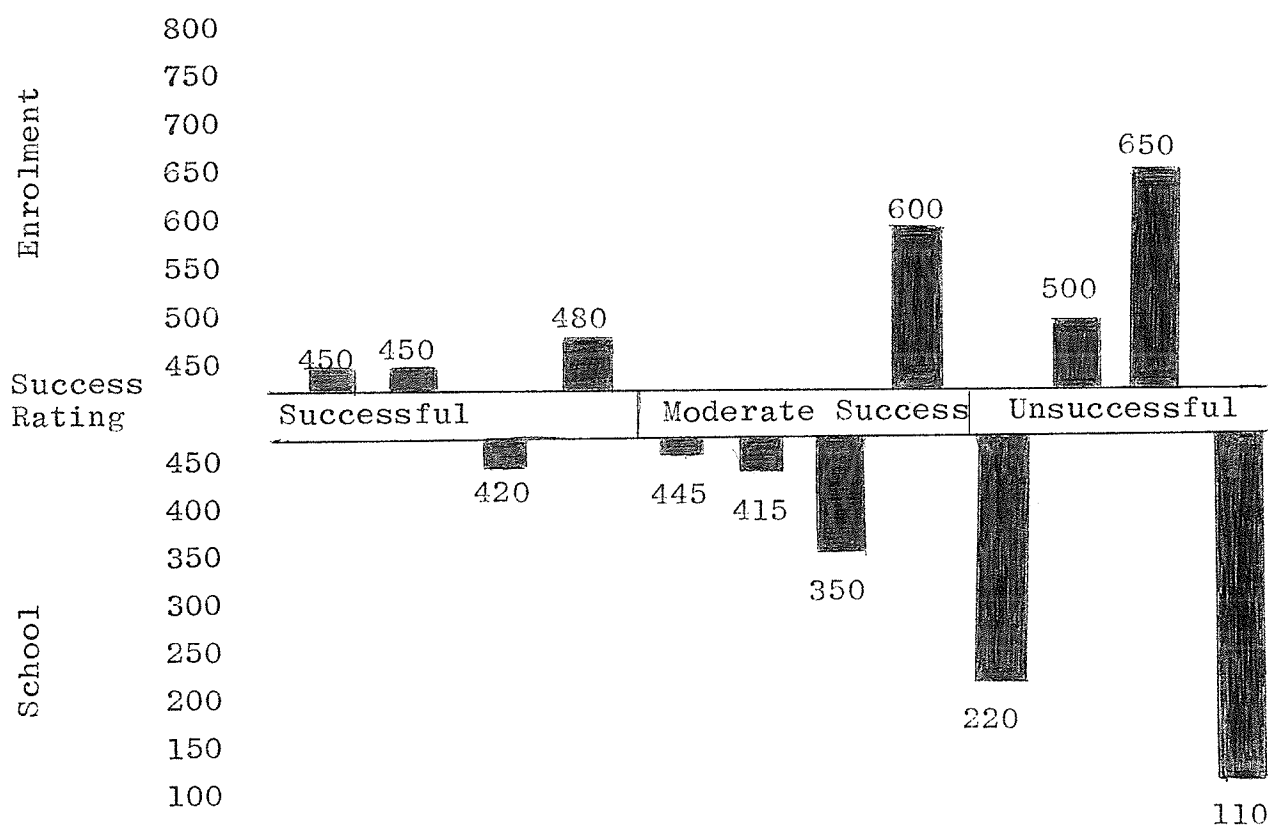


Figure 1. School enrolment according to the political success of each principal.

## B. Pressure Groups

1. Parent-Teachers Associations no longer appear to be important forces for the improvement of education. Only two associations existed in this study and only one principal found his local association very active. If the associations were created to promote understanding and cooperation between the school and the community as a primary objective; it is no longer apparent.

2. Service clubs were active in most of the communities where Successful principals were identified. This was not the case for Unsuccessful principals. Being well organized and active, these groups could be a great resource for education if aligned with the school's objectives.

3. The news media, particularly the local newspaper, is a powerful informational organization in most communities. Most Successful principals used and had good working relationships with their newspapers. Radio stations existed in three communities but carried little educational content.

4. Generally friends were a subtle form of pressure. Unless they strongly disagreed on matters discussed, their influence was hardly noticeable. On the other hand, all Successful principals indicated that their friends were a source of pressure and the main area of disagreement was over the objective of education.

5. Accessibility of groups facilitated the exertion of pressure. Just how much effect these groups had depended upon the principal and to what extent he encouraged these groups; and whether he dominated or was dominated by them.

All groups identified initially in this study were potential pressure groups but the most important groups were: students, teachers, parents, superiors, and trustees.

Those principals who were themselves faced with a lot of pressure found teachers, students, and trustees as the most predominant groups, while principals who felt they bear less pressure, tended to dominate these groups and found themselves instead, influenced by parents and superiors.

6. Groups exerting the most pressure whether successful or not, were not usually the most influential groups in the community. This appears to indicate that the groups creating the most disturbance are not the groups controlling the political scene and the principal should deal with them as individuals with individual problems rather than representatives of public opinion.

### C. Kinds of Pressure

1. There is a definite rural-urban split in terms of the need for reform measures versus a hold-the-line policy. Urban schools have generally been the educational leaders in facilities and equipment and this leadership creates a certain amount of community resistance. This

is substantiated by two urban principals claiming to have received a great deal of pressure for a return to a three R's type curriculum, protests against the introduction of new teaching methods and demands for less emphasis on the athletic program. Contrary pressures were only noted by one of the three urban principals. However, additional courses ranked first for all groups of principals.

Rural areas, on the other hand, have generally lagged behind their urban counterparts in program and facilities and the principals felt a greater public insistence for progressive measures.

2. Table 5:01 indicates that Successful principals held the same fundamental educational objectives as the majority of the groups in the community (education to give the child a fuller and richer life), while none of the Unsuccessful principals agreed with the main educational objectives (education for employment) of the majority of the groups in their communities. We might assume that this conflict in educational interests would lead to an increase in amount of pressure exerted upon the unsuccessful principals. However, the table also indicates, by the response of principals to the question of pressure exerted, that, in fact, differing educational objectives had no effect, or very little, upon the amount of pressure exerted.

3. Educational objectives at the superintendent-principal level have little effect on pressure existing between these two groups. Most principals did not truly

Table 5:01

COMPARISON OF MAIN EDUCATIONAL OBJECTIVES  
BETWEEN SUCCESSFUL AND UNSUCCESSFUL  
PRINCIPALS TO THEIR COMMUNITIES  
AND THE RESULTANT AMOUNT  
OF PRESSURE

Groups	Successful						Unsuccessful							
	Group Objectives				Amount of Pressure			Group Objectives				Amount of Pressure		
	Jobs	Fuller Life	Knowledge	Morals	Often	Some	None	Jobs	Fuller Life	Knowledge	Morals	Often	Some	None
P.T.A.		1				1		1					1	
Parents	4				1	3		4					4	
Trustees	1	2				4		2	2			1	3	
Superiors					2	2			1			1	2	1
Teachers	1	3		1	1	3		2	2			3	1	
Retired Teachers							4	1						3
Town Council	1					1	3	1					2	2
Politicians							4						1	3
Businessmen	2	1				3	1	4					3	1
Professionals		1	1			2	2	1	1				3	1
Friends		4				2	2	2		1			4	
News Media		1				4		1	1				2	2
Religious Groups				1		4		1	1		1		4	
Veterans	2					2	1	1					2	1
Service Clubs	1	1				4							1	2
Women's Org.						1	3	1	2				2	2
Ethnic Groups	1					2	2	1	2				3	1
Secretary						2	2	1	1				1	3
Students	1	3				4		3	1			3	1	
Custodian		1				2	2	3					3	1
<b>Total</b>														
Responses	14	18	1	2	4	46	26	30	14	1	1	8	43	23
Principal's Objectives		4							3		1			



understand what their superintendent's philosophical objectives were. The objectives most often felt were those of system maintenance as shown by Table 5:02 below.

Table 5:02

## SUPERINTENDENTS' EDUCATIONAL OBJECTIVES

Communities	Total					Successful					Unsuccessful				
	System <sup>a</sup>	Jobs	Fuller Life	Knowledge	Morals	System	Jobs	Fuller Life	Knowledge	Morals	System	Jobs	Fuller Life	Knowledge	Morals
Urban	2		1												
Ethnic	2		1								1		1		
Agricultural	2					1					1				
Overall	6	0	2	0	0	1	0	0	0	0	2	0	1	0	0

<sup>a</sup>System oriented superintendents were more concerned with keeping the school division operating than promoting a particular educational objective (system maintenance rather than task oriented).

The absence of philosophical debate over objectives created a certain freedom. This freedom for the principal to operate the school as he saw fit removed much potential tension.

4. School boards, having been elected to provide what the community desires whenever economically feasible, are faced with numerous opposing views. This confusion on behalf of the public was reflected in the school boards'

relations with the school. The strongest pressure noted by all principals was for the school to offer additional courses. The continuing economic squeeze has forced most boards to reduce the number of teachers to cut costs. This condition of "offering the most for the least" will always exist and create a burden on all principals.

5. Equally strong but diametrically opposing pressures retard the movement of the school system in any particular direction. Most people want progress; others do not and whether it be pressures for new techniques or budget restrictions, the school administrator is caught in the middle of opposing forces, unable to move very far in any direction. Straying far from the original position creates increasingly stronger opposition. Successful principals in this study were more conservative in their attitudes towards moving in any direction and therefore avoided much of this type of opposition.

#### D. Methods of Exerting Pressure

1. Although the telephone has often received tremendous emphasis as the medium in which to exert pressure, particularly by parents, the principals receive more pressure from the various groups during personal confrontations.

It appears that it is easier to discuss interests and ideas more freely where there is immediate back and forth dialogue. Written correspondence does not provide this opportunity. Complaints may be common over the tele-

phone but requests, demands or favours are more common during visitations. The telephone is more often used to arrange visits.

2. Types of pressure for the purpose of this study have been limited to domination (demands, requests, and favours), manipulation (propaganda, sabotage, etc.), and force (threats). All principals in all areas faced the dominating type of pressures most often. This could have been expected but what could not have been expected was the extent of manipulation used by certain groups. Depending on the personalities involved, and limited to only a few areas, manipulation was a popular method of bringing pressure to bear on the principal. The classic example is that of pupils going through the teacher to circumvent the principal in the hope of obtaining some objective.

#### E. Comparison of Principals' Methods

1. Successful principals are definitely reserved in their acceptance of others' opinions. Although reluctant to accept others' opinions very often, they do consult students, particularly on issues where the students are concerned and well informed.

This was not the case with those principals who were more dissatisfied with their situation. They were more open to opinions from other people although none indicated consulting students. The investigator assumes that they did so from time to time.

2. Friendship between the principal and the various groups has little to do in deciding which group the principals support during conflict. Instead, this support appears to be predetermined as if the educational system had its own code of ethics. An important example of this is that teachers are consistently supported over parents, pupils, custodians and secretaries. Even though Successful principals indicated being more friendly to their custodians than to their staff as a whole, they still supported teachers first.

Friendship with groups does not affect the amount of pressure on the principal but does affect the kind of pressure groups opposed to the administration often voice negative complaints while those friendly to the administration may often differ in opinion but do so in a positive manner.

3. The principal is caught between teachers and the school board or superintendent when it comes to declaring where his support lies. Each group feels the principal's allegiance belongs to them. Where feasible and as much as possible the principal should share his support. The principal cannot afford to alienate any of these groups.

A choice between board and superintendent might be less critical but the results of this study are interesting. Three out of four Successful principals supported the board while their Unsuccessful counterparts tended to support their superintendents.

4. Taking a stand on controversial issues is a questionable practice. Some groups may find a degree of security in the knowledge of the principal's position but generally this puts the principal in a political position where it is difficult to maneuver.

5. In regard to whether or not inside or outside appointments of principals or superintendents had any effect on the type of pressures they received or exerted, there was generally little difference. However, when this information is organized into the categories of Unsuccessful, Successful and Moderately Successful Principals, the results occur as shown in Table 5:03.

In the study there were eight superintendents appointed from outside their present school division and three from within. Two of the three inside appointees were superintendents for Unsuccessful principals. Six outside superintendents made specific requests to the principals interviewed in this study immediately after their appointment. None of the three inside superintendents made any specific requests of their principals.

As was noted earlier, superintendents in the school divisions of the Successful principals were all appointed from outside their present divisions while only two of the four superintendents for Unsuccessful principals were outside appointees.

Table 5:03

THE EFFECTS OF INSIDE AND OUTSIDE PRINCIPAL  
AND SUPERINTENDENT APPOINTMENTS

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SUCCESSFUL PRINCIPALS

Demands Made On Principals

Outside Appointees

Inside Appointees

a

Reduce turmoil

More flexible program

Demands Made From Superintendents<sup>b</sup>

Outside Appointees

Inside Appointees

Responsibility and policy  
determined

---

MODERATELY SUCCESSFUL PRINCIPALS

Demands Made on Principals

Outside Appointees

Inside Appointees

Completely re-  
organize

Discipline

Demands Made From Superintendents

Outside Appointees

Inside Appointees

Greater Liberalism

Change is wanted

New evaluation reporting and  
meetings with principals  
needs.

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(Continued)

Table 5:03 (Continued)

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UNSUCCESSFUL PRINCIPALS	
Demands Made On Principals	
Outside Appointees _____	Inside Appointees Maintain stability Discipline _____
Demands Made From Superintendents	
Outside Appointees More liberalism Outlined his duties	Inside Appointees _____ _____

---

<sup>a</sup>A line indicates that no change or request was made.

<sup>b</sup>One principal did not have a superintendent.

Three of the four Successful principals were appointed from positions outside their present divisions while the opposite was true for the Unsuccessful principals. It would definitely appear that coming into an administrative job from the outside enhances a new administrator's chances of political success. Two out of three principals, for each of the inside appointed Moderately Successful and Unsuccessful principals received special requests from their superiors. No outside appointees received requests. However, two out of three outside appointed Successful principals did receive pressure for change. There was only one

inside appointed Successful principal and he did not receive any request for change. This appears to support the following statement. It is difficult for inside appointed superintendents to make changes whereas outsiders often do request certain changes and can do so or not with more political freedom. For principals, this situation appears to make little difference.

6. Most principals felt that to some extent at least, they were able to dominate certain groups about them. This ability as a leader to dominate others was particularly evident with Successful principals. Whether or not a principal actually dominates these groups might not be as important as the principal's confidence in himself that he does. This domination does not necessarily have to be an overt type of leadership but can be any degree of influence no matter how subtle.

7. There was a noticeable difference in attitude between Successful and Unsuccessful principals towards the effects that the community groups had on their administrations. The difference basically was between positive and negative attitudes. Successful principals generally felt that the effect of the community groups provided some ideas and impetus for progress and that the pleasant moments outweighed all the negative ones. The opposite was true for Unsuccessful principals. They felt community groups impeded much of their progress.



## F. Other Conclusions Drawn From the Study

During the interviews with the various principals, certain points became evident in addition to those which the study intended to investigate.

1. The principals who were identified as successful were somewhat conservative in their approach to educational matters. Most were careful in listening to opinions of others and hesitant in accepting new unproven techniques. They also believed that their staffs did the same.

2. These same principals portrayed a traditional style of leadership and used the respect given to their position to assist them in their role.

3. The predominantly traditional approach to leadership of the successful principals supported their conservative outlook. They preferred having a direct control of the groups working for them as indicated by three of the four principals. These same principals attempted to exercise this control through influence rather than through being a noticeable policy-maker. This appears to make their leadership style, particularly their control over those groups for whom they are responsible, more subtle than that for Unsuccessful principals. They seemed to have more control over groups like teachers, students, and custodians because these groups although free to make decisions, somehow knew what was expected of them.

The situation for Unsuccessful principals was different. They tended to use a charismatic approach to

their leadership and this charisma was used to influence groups in making their decisions. The groups were given freedom of decision but their decisions were influenced by the degree of principals' charisma and these groups were, therefore, freer to make decisions. This was in contrast to the Successful principals, where groups too were initially free to make decisions but their decisions were ultimately controlled or at least influenced by the principals' expectations implied through a traditional leadership style.

4. Successful principals seemed to realize that pressure could be positive as well as negative, and that it came from "friends and foe" alike. Unsuccessful principals, on the other hand, often seemed to overlook the positive forms of pressure and spoke mostly of negative, complaining types of pressures. For this reason, the amount of pressure they faced might have been less than they claimed because they did not appear to recognize all forms of pressure.

5. It was noticed through the course of the study that those schools where successful principals were identified, were in the process of school construction or had just completed recent additions. One school had no new construction but was in the middle of divisional consolidation plans of which this school was to be the center. Although construction occurs in many school divisions, it appears to be a partial indicator of progress within the division

and to be a boost to the principal's own accomplishments.

### III. IMPLICATIONS

This section presents some of the implications arising from the research conclusions drawn in this study.

1. The characteristics of a successful principal as noted in this limited study indicate that to be a leader, he should be friendly with those around him, and by doing so, make himself somewhat accessible to groups, particularly students, teachers and parents. However, this friendliness and accessibility should be used wisely to prevent the "pressure group" influence from dominating him.

To support his domination or position of control, the principal should maintain some distance between himself and these groups. This can be accomplished through a traditional approach as defined earlier in this study, combined with certain charismatic qualities. Too much dependence on these personal qualities appears to weaken the principal's necessary domination of the groups and, consequently, expose him to more pressure.

2. Large urban areas have generally led in the development of new educational programs and methods, and as a result have received stronger pressures for a return to the fundamental three R's type of curriculum, protests against new teaching methods, and a demand for less emphasis on the athletic program. Perhaps these areas have reached more than satisfactory proportions in the overall curriculum.

Perhaps too, innovational leadership creates particular pressures.

3. The principal is often reminded not to alienate one group against another. Instead, where possible, he should have them working harmoniously together. When two parties are in conflict, it is beneficial in many cases if the principal can keep both sides apart. In this way, the principal as a "go-between" or intermediary, is able to pick out the important, well-founded statements of each group, and prevent the possible outburst of angry, irrational arguments. After tensions have subsided, the two groups may meet together under more relaxed conditions.

By working in this manner, emotional conflict between two opposing groups can be minimized, and the issues can be resolved in less time.

4. Whenever the principal's educational objectives are significantly different from those of the community, the difference can cause much aggravation and disappointment on the part of the principal. This aggravation and disappointment can lead to frustration, particularly in areas of the province where the people appear to want very little out of education. This community attitude is reflected in apathy towards the principal and the school.

A principal, before accepting his position, should understand the situation in the community in which he is about to work. He must decide whether he will sacrifice his objectives so as to be congruent with those around him,

integrate his philosophy with the community, or be prepared for a long campaign to change opinions. This last choice should be made only if the principal is asked to do so.

5. Many outside appointed superintendents are given a mandate for change. This mandate for change could make conditions easier for the principal to make changes of his own. However, the superintendent's direction of change would have to be congruent with the direction of the principal's philosophy for this mandate to be of any value to the principal. It was found in this investigation that all Successful principals had outside appointed superintendents.

From the literature it was thought that appointments of principals from inside or outside the division made little difference to innovation and change. This study found three of the four Successful principals to be outside appointees while three of the four Unsuccessful principals were appointed from within the division, implying at least that an outside appointed principal has a better chance to satisfy his ambitions and goals of educational philosophy.

6. Taking a stand on an issue has certain merits but also creates certain problems. It lets everyone know where the principal stands on an issue but it can also polarize opinions. The decision to be on one side or another also applies in supporting one group over another. Teachers always want to feel that the principal will support them, while the school board members also want to feel that

the principal is on their side.

For a principal, this means that even though he should be involved in controversial issues, he can not take a firm stand because it puts him in an awkward situation where he can not retract from his position. Instead he should be flexible and honestly weigh opinions of others so that he does not polarize groups against himself. In this way, the principal can continue to work with these groups and enlist their support and understanding after the crisis is over.

7. Everyone likes to feel that he is democratic and can listen to what others have to say. However, the principal should know when and whom to ask for advice. If he claims to be willing to entertain the ideas of others, then he must allow these groups to make some decisions. Never to use their ideas might seriously alienate any such group. If he has decided on some issue, then he should not pretend to go through the democratic process for the sake of being "democratic." In cases where the principal has made a decision, there may be sub-issues or further ideas to which the groups concerned can contribute.

8. Conflict or pressure is a normal and often healthy phenomenon. To think otherwise can be very frustrating. A principal who believes he should not be meeting with any resistance to his administration has developed a totally unrealistic impression. Positively directed pressures are easier to tolerate but can also be troublesome at times.

Pressures must be controlled. Controlling them takes skill and they should be planned for rather than merely being allowed to happen. The principal should have a preconceived philosophy for handling pressure groups.

9. The principal is the main link between the local community and school, and as a result he becomes the major focal point when pressures arise. His position often is as political as it is administrative. Handling these political issues takes time and the principal, therefore, must be given time to deal with these problems. How can a business administrator adequately handle this job in place of someone who has come up through the teaching profession and is familiar with the problems? The answer is obvious. He cannot, unless the structure of local education is to change so as to remove the political and personal aspect from administration and leave only the routine administrative tasks.

The following is a list of some important characteristics of "successful" principals as determined by the most popular responses of the four Successful principals in this study. These criteria might be used as a check list for one aspect of administrative analysis of school government:

1. The principal should be friendly with most groups particularly with the business and political community. He should remain somewhat "aloof" from students and teachers in an effort to maintain his position of authority.

2. The principal must have educational objectives congruent with those of the power-holders in the community. If he does, then changes can easily be made in cooperation with these groups. If he does not, the principal must consider the political implications should he decide to
  - (1) compromise his objectives,
  - (2) integrate his objectives with the community, or
  - (3) change the objectives of the community.When possible, this choice should be made before accepting the position.
3. A principal has a greater chance of political success if he works for an outside appointed superintendent.
4. A principal who himself is an outside appointee tends to have greater freedom in which to work.
5. A principal will become involved in controversial educational issues but cannot afford to take sides if he wishes to survive politically.
6. The principal must have control over the decisions made by students and staff. This control usually cannot be overt, but instead must induce cooperation through an awareness of what is expected.
7. The school executive tends to succeed where he openly supports teachers over all other groups



except perhaps with cautious support for superintendents and school boards. Here particular discretion is necessary, because these two groups have the right to expect the principal's support as well.

8. The principal should attempt to work out differences between opposing groups. He must try to keep feuding parties apart during heated hostilities and act as an intermediary. After tempers have subsided, both parties might confront each other more successfully.
9. The principal must be a dominant educational force in order to enhance his leadership, and he should provide much of his leadership as a knowledgeable resource person. If he chooses to be the sole policy maker, he leaves other groups out of the decision-making process, and often causes them to experience frustration and resentment with regard to any new policies.
10. The politically astute principal will attempt to use a traditional approach as his initial and eventually dominant authoritative technique supported to a lesser degree by certain personal qualities. Students, teachers, and parents have time honoured expectations of the principal and will accept his traditional role of authority. Generally charismatically dependent leaders

found students and teachers to be their most common pressure group because the principal's friendliness and accessibility encouraged freedom for expression and consequently encouraged more pressure.

11. A conservative but open and receptive approach to new ideas is important. However, acceptance of new ideas and methods should occur only after careful consideration and evaluation.
12. The principal should consult students only on matters which concern them.

#### IV. SUGGESTIONS FOR FURTHER RESEARCH

The following are some specific areas which raise questions unanswered by this study. These are matters deserving of further research, and are recommended for consideration:

1. The definition of success on the part of the principal remains arbitrary. The criteria for measurement of success depends wholly on the principal's perception of satisfaction both on his behalf and on that of the community. Further research might determine a system of evaluation or measurement of political success as a guideline for principals.

No such evaluation existed at the time of this study, and since it was a small but necessary part of the study, the criteria appear to be somewhat crude.

2. A study of power-holders, political interplay and resultant actions on behalf of the community are difficult to determine through a short visit to any area.

An investigator, therefore, should live in the community for some time and be able to develop a complete picture of the local situation. A thorough case study approach of one community might have provided greater insight.

The investigator did not want to walk into a community as a complete stranger and start prying into the affairs of the local power-structure. It was therefore necessary to restrict the interview to the principal. This immediately limited the effectiveness of the study to how well the principal perceived his situation. A resident of the community or a long term study could have eliminated this problem. It does not take long before the whole community knows what and who are involved in the study. In a small community, at least, this might stir up trouble for the principal which was exactly what the investigator wished to avoid.

3. It was not the purpose of this paper to distinguish between positive and negative pressures. However, many principals could not free themselves from the idea that pressures were negative and, therefore, probably overlooked some of the more personally acceptable positive pressures.

A study of pressures where a distinction is made between positive pressures (pressures with which the princi-

pal is in agreement) and negative pressures (pressures which complain about the school system without offering possible solutions) might indicate which has the most influence on the direction the principal might take.

4. Another approach might be to take a look at the complaints that principals have and determine some of the causes of this discontent with the hope of finding some solutions to these complaints.

This approach would be in contrast to the approach taken in this paper. This investigator identified numerous problems and then compared methods used by principals who were satisfied with their accomplishments to principals who were dissatisfied with their accomplishments. No real solutions to the problems were offered, only methods to go about solving the problems.

5. A paper might be prepared on a comparison and analysis of community educational objectives and financial support. The financial support would include that from the school board and that amount which the community would be willing to spend to determine the total actual expenditure needed for school programs.

6. After previewing the literature, the investigator felt that there were three types of communities with unique pressures; agricultural, urban, and ethnic. However, with the exception of cultural pressures, there existed only two main areas of pressure (rural and urban). All ethnic areas used in the study were rural. A rural-urban study

would be more streamlined because of the fewer categories.

7. While the nature of the research is essentially descriptive, simulation studies or experimentation under laboratory conditions could result in other conclusions. Isolating the variables, by working on one pressure group at a time, might result in a more accurate assessment of the principal's role.

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APPENDICES

APPENDIX A

Following is the questionnaire used during the writer's meeting with each principal. The questionnaire provided the guidelines by which the interview was conducted. Each meeting took place during an informal visit to the principal's office. The questionnaire was handed over to the principal only for those questions in which he was required to rank certain lists of groups or pressures, etc. Although answers were sought for those questions outlined in the instrument, any and all comments which the principal wished to contribute were appreciated. Many of these additional comments are included in Appendix E (Voluntary Additional Responses of Principals) and in Appendix C (Case Study Reports).

The questionnaire was divided into the following six categories:

- (a) General Information - questions pertaining to the general characteristics of the community and school; also intended to put the principal at ease.
- (b) Identification of Pressure Groups - determination of which groups exerted pressure on the principal and who are their group leaders.
- (c) Identification of Kinds of Pressure - determination of the types of pressures; and educational objectives of each group.
- (d) Methods of Exerting Pressure - How are these pressures exerted?

- (e) Principal's Methods of Handling Groups - What actions does the principal take to deal with these groups?
- (f) Evaluation of Principal's Success - How does the principal and the community feel about his accomplishments?



DATA COLLECTION INSTRUMENT

GENERAL INFORMATION

1. Population in community which school is located:  

<input type="checkbox"/> Less than 300	<input type="checkbox"/> 5,00 - 14,999
<input type="checkbox"/> 300 - 999	<input type="checkbox"/> 15,000 - 29,999
<input type="checkbox"/> 1,000 - 2,499	<input type="checkbox"/> 30,000 and over
<input type="checkbox"/> 2,500 - 4,999	
  
2. (a) Main enterprise of the town: \_\_\_\_\_  
(b) Main enterprise of the surrounding community: \_\_\_\_\_
  
3. Community attitudes toward education:  
 Interested       Average       Apathetic
  
4. School student enrolment:  

<input type="checkbox"/> Less than 100	<input type="checkbox"/> 500 - 749
<input type="checkbox"/> 100 - 249	<input type="checkbox"/> 750 - 999
<input type="checkbox"/> 250 - 499	<input type="checkbox"/> 1,000 and over
  
5. Number of teachers on staff:  

<input type="checkbox"/> Less than 5	<input type="checkbox"/> 13 - 20
<input type="checkbox"/> 5 - 12	<input type="checkbox"/> 21 and over
  
6. Classification of staff  

Age	Sex	Attitudes
<input type="checkbox"/> Young	<input type="checkbox"/> Mostly Male	<input type="checkbox"/> Conservative
<input type="checkbox"/> Average	<input type="checkbox"/> Approx. even	<input type="checkbox"/> Average
<input type="checkbox"/> Older	<input type="checkbox"/> Mostly female	<input type="checkbox"/> Progressive

## IDENTIFICATION OF PRESSURE GROUPS

1. (a) Amount of pressure exerted upon the principal by each group:

(b) Rank order of importance for groups indicated as often exerting pressure naming at least the first five:

<u>Groups</u>	<u>Amount</u>			Rank Order
	Often	Some	None	
PTA.....	( )	( )	( ) ...	( )
Parents .....	( )	( )	( ) ...	( )
Individual School Trustees .	( )	( )	( ) ...	( )
Superiors .....	( )	( )	( ) ...	( )
Teachers .....	( )	( )	( ) ...	( )
Retired Teachers .....	( )	( )	( ) ...	( )
Town Council .....	( )	( )	( ) ...	( )
Politicians .....	( )	( )	( ) ...	( )
Businessmen .....	( )	( )	( ) ...	( )
Professional People .....	( )	( )	( ) ...	( )
Personal Friends .....	( )	( )	( ) ...	( )
News Media .....	( )	( )	( ) ...	( )
Religious Groups .....	( )	( )	( ) ...	( )
Veterans Organizations .....	( )	( )	( ) ...	( )
Service Clubs .....	( )	( )	( ) ...	( )
Womens Organizations .....	( )	( )	( ) ...	( )
Ethnic Groups .....	( )	( )	( ) ...	( )
Office Secretary .....	( )	( )	( ) ...	( )
Students .....	( )	( )	( ) ...	( )
Custodian .....	( )	( )	( ) ...	( )
Other .....	( )	( )	( ) ...	( )

2. (a) Group which first attempted to influence the principal: \_\_\_\_\_

(b) Most influential group in the community: \_\_\_\_\_

3. Most powerful members of the groups in terms of:

(a) Position in group (b) position in community.

<u>Groups</u>	<u>Position In Group</u>	<u>Position In Community</u>
PTA	_____	_____
Parents	_____	_____
School Trustees	_____	_____
Teachers	_____	_____
Retired Teachers	_____	_____
Town Council	_____	_____
Politicians	_____	_____
Businessmen	_____	_____
Professional People	_____	_____
Personal Friends	_____	_____
News Media	_____	_____
Religious Groups	_____	_____
Veterans	_____	_____
Service Clubs	_____	_____
Women's Organizations	_____	_____
Ethnic Groups	_____	_____
Office Secretary	_____	_____
Students	_____	_____
Custodian	_____	_____
Other	_____	_____

## IDENTIFICATION OF KINDS OF PRESSURE

1. (a) Amount of each type of pressure exerted:

(b) Rank order of pressures exerted often naming at least the first five:

<u>Specific Pressures</u>	<u>Amount</u>			Rank Order
	Often	Some	None	
Demands that schools should place more emphasis on the three R's	( )	( )	( )	( )
Demands that the schools should teach more courses and subjects	( )	( )	( )	( )
Protests about the use of particular textbooks	( )	( )	( )	( )
Protests about views expressed by teachers	( )	( )	( )	( )
Demands that teachers should express certain views	( )	( )	( )	( )
Demands that teachers should be hired or fired for reasons other than competence	( )	( )	( )	( )
Demands for the introduction of new teaching methods	( )	( )	( )	( )
Protesting the introduction of new teaching methods	( )	( )	( )	( )
Demanding that greater emphasis be placed on the athletic program	( )	( )	( )	( )
Demands that less emphasis be placed on the athletic program	( )	( )	( )	( )
Other _____	( )	( )	( )	( )

2. Group educational objectives indicating the groups  
main educational objectives first:

PTA	i) _____
	ii) _____
	iii) _____
Parents	i) _____
	ii) _____
	iii) _____
School Trustees	i) _____
	ii) _____
	iii) _____
Superiors	i) _____
	ii) _____
	iii) _____
Teachers	i) _____
	ii) _____
	iii) _____
Retired Teachers	i) _____
	ii) _____
	iii) _____
Town Council	i) _____
	ii) _____
	iii) _____
Politicians	i) _____
	ii) _____
	iii) _____

- Businessmen
  - i) \_\_\_\_\_
  - ii) \_\_\_\_\_
  - iii) \_\_\_\_\_
- Professional People
  - i) \_\_\_\_\_
  - ii) \_\_\_\_\_
  - iii) \_\_\_\_\_
- Personal Friends
  - i) \_\_\_\_\_
  - ii) \_\_\_\_\_
  - iii) \_\_\_\_\_
- News Media
  - i) \_\_\_\_\_
  - ii) \_\_\_\_\_
  - iii) \_\_\_\_\_
- Religious Groups
  - i) \_\_\_\_\_
  - ii) \_\_\_\_\_
  - iii) \_\_\_\_\_
- Veterans Organizations
  - i) \_\_\_\_\_
  - ii) \_\_\_\_\_
  - iii) \_\_\_\_\_
- Service Clubs
  - i) \_\_\_\_\_
  - ii) \_\_\_\_\_
  - iii) \_\_\_\_\_
- Womens Organizations
  - i) \_\_\_\_\_
  - ii) \_\_\_\_\_
  - iii) \_\_\_\_\_
- Ethnic Groups
  - i) \_\_\_\_\_
  - ii) \_\_\_\_\_
  - iii) \_\_\_\_\_

- Office Secretary
  - i) \_\_\_\_\_
  - ii) \_\_\_\_\_
  - iii) \_\_\_\_\_
- Students
  - i) \_\_\_\_\_
  - ii) \_\_\_\_\_
  - iii) \_\_\_\_\_
- Custodian
  - i) \_\_\_\_\_
  - ii) \_\_\_\_\_
  - iii) \_\_\_\_\_
- Other
  - i) \_\_\_\_\_
  - ii) \_\_\_\_\_
  - iii) \_\_\_\_\_

3. Pressures arising or programs suffering first if school board has or should instigate cut-backs in expenditures:

- i) \_\_\_\_\_
- ii) \_\_\_\_\_
- iii) \_\_\_\_\_

4. (a) Solidarity of school board on voting issues:

( ) great            ( ) average            ( ) little

(b) Issues on which the school board has voted as factions:

- i) \_\_\_\_\_
- ii) \_\_\_\_\_
- iii) \_\_\_\_\_

## METHODS OF EXERTING PRESSURE

1. Most popular means of communication between groups and the principal:

<u>Groups</u>	<u>Means of Communication</u>		
	Letter	Visit	Telephone
PTA .....	( )	( )	( )
Parents .....	( )	( )	( )
School Trustees .....	( )	( )	( )
Superiors .....	( )	( )	( )
Teachers .....	( )	( )	( )
Retired teachers .....	( )	( )	( )
Town Council .....	( )	( )	( )
Politicians .....	( )	( )	( )
Businessmen .....	( )	( )	( )
Professional People .....	( )	( )	( )
Personal Friends .....	( )	( )	( )
News Media .....	( )	( )	( )
Religious Groups .....	( )	( )	( )
Veterans Organizations .....	( )	( )	( )
Service Clubs .....	( )	( )	( )
Women's Organizations .....	( )	( )	( )
Ethnic Groups .....	( )	( )	( )
Office Secretary .....	( )	( )	( )
Students .....	( )	( )	( )
Custodian .....	( )	( )	( )
Other .....	( )	( )	( )



2. (a) Methods of exerting pressure:

(b) Groups which could react with vengeance if angry  
at the principal:

<u>Groups</u>	Domina- tion (Demands Requests)	Manipu- lation (Propa- ganda)	Force (threats)	Possible Retalia- tion
PTA	( )	( )	( ) ....	( )
Parents	( )	( )	( ) ....	( )
School Trustees	( )	( )	( ) ....	( )
Superiors	( )	( )	( ) ....	( )
Teachers	( )	( )	( ) ....	( )
Retired Teachers	( )	( )	( ) ....	( )
Town Council	( )	( )	( ) ....	( )
Politicians	( )	( )	( ) ....	( )
Businessmen	( )	( )	( ) ....	( )
Professional People	( )	( )	( ) ....	( )
Personal Friends	( )	( )	( ) ....	( )
News Media	( )	( )	( ) ....	( )
Religious Groups	( )	( )	( ) ....	( )
Veteran's Organizations	( )	( )	( ) ....	( )
Service Clubs	( )	( )	( ) ....	( )
Women's Organizations	( )	( )	( ) ....	( )
Ethnic Groups	( )	( )	( ) ....	( )
Office Secretary	( )	( )	( ) ....	( )
Students	( )	( )	( ) ....	( )
Custodian	( )	( )	( ) ....	( )
Other	( )	( )	( ) ....	( )

## PRINCIPAL'S METHODS OF HANDLING GROUPS

1. Groups consulted by the principal before making any important decisions.
  - i) \_\_\_\_\_
  - ii) \_\_\_\_\_
  - iii) \_\_\_\_\_
2. Principal listens to opinions of others
 

( ) often                      ( ) some                      ( ) none
3. Methods of dealing with criticisms of others:
 

( ) Mediate with both parties present.

( ) Redirect caller to party involved.

( ) Listen, then pass message on personally.

( ) Method depends on situation.

( ) Ignore most calls.

( ) No general policy.
4. Groups most often supported over the other immediately at the initial point of crisis:
 

( ) Teacher	-	Parent	( )
( ) Pupil	-	Teacher	( )
( ) Parent	-	Superior	( )
( ) Superior	-	Board	( )
( ) Board	-	Teacher	( )
( ) Custodian	-	Teacher	( )
( ) Teacher	-	Secretary	( )
( ) Pupil	-	Custodian	( )



policy maker.

( ) Influence      ( ) Policy Maker      ( ) Do Not Know

11. Principal feels that he is dominant educational force:

( ) Yes      ( ) No      ( ) Do Not Know

12. (a) Principals role with each group:

<u>Groups</u>	<u>Role</u>
PTA	_____
Parents	_____
School Trustees	_____
Superiors	_____
Teachers	_____
Retired Teachers	_____
Town Council	_____
Politicians	_____
Businessmen	_____
Professional People	_____
Personal Friends	_____
News Media	_____
Religious Groups	_____
Veteran's Organiza- tions	_____
Service Clubs	_____
Women's Organizations	_____
Ethnic Groups	_____
Office Secretary	_____
Students	_____
Custodian	_____
Other _____	_____



14. Method used when group seeks ways to become involved in school affairs.
- Listen to request
  - Utilize their energies
  - Ignore them generally
  - Other \_\_\_\_\_
15. Relationship between principal and pressure groups in agreement of objectives, friendliness, and amount of pressure exerted:
- (a) Agreement of objectives and friendliness
    - more friendly     no difference     less friendly
  - (b) Agreement of objectives and amount of pressure
    - Less pressure     no difference     more pressure
  - (c) Friendliness and amount of pressure
    - Less pressure     no difference     more pressure
16. General differences in pressures exerted from groups friendly and opposed to the local administration:
- i) \_\_\_\_\_
  - ii) \_\_\_\_\_
  - iii) \_\_\_\_\_
17. Principals concern (need to be aware) of outside pressure groups:
- Yes     No     Do Not Know

## EVALUATION OF PRINCIPAL'S SUCCESS

1. (a) Accomplishment of educational objectives:

3      2      1      0  
( )    ( )    ( )    ( )

(b) Community satisfaction:

2      1      0  
( )    ( )    ( )

(c) Principal's satisfaction with position:

1      0  
( )    ( )

2. Effect of forces identified in this study on the administration:

( ) Aids      ( ) Impedes      ( ) No effect

APPENDIX B



## VOLUNTARY ADDITIONAL RESPONSES OF PRINCIPALS

1. "Traditionalism ends at parents, the kids want reform."
2. "Most knocks come from people who just don't understand what the school is trying to do or the problems we face."
3. "To be a force in education, you need a philosophy of life and education."
4. "Don't make a big issue of policy," mentioned when referring to students, teachers, and the like.
5. When referring to the news media and school affairs, one principal said, "I am glad they stay out of it."
6. "The community trusts the school with whatever we teach."
7. "Board office takes more pressure."
8. "The community usually sees the Board first and the message is relayed to the principal."
9. "Pressure groups are all negative. Positive pressure would be welcome."
10. "Students don't know what is best for themselves. I do not believe the students expect you to do exactly what they want."
11. "There is a barrier between the school and the parents. They don't know so they stay away."
12. "Teachers sometimes forget the purpose of education and push their subjects to the hilt."
13. "The principal must guard against being too friendly."
14. "I make use of the Guidance Counsellor and cut the problems off at the pass." This was a comment made during a discussion on student pressure.

15. "The school should show the way."
16. "I listen to the opinions of others but not when the welfare of the school is concerned."
17. When asked whether he wanted to be an influence or a policy-maker, one principal remarked that the question should have been whether the principal preferred domination, compromise, or integration of groups and ideas in his leadership.
18. "Pressures will increase in the future. An administrator is only as good as his staff."
19. "A person should get into administration early in life and then get out."
20. "If people complain through the Board office, the principal never hears it first and might hear it second hand."

APPENDIX C

## CASE STUDY REPORTS

The following is a brief description of each of the twelve communities visited and describes their general characteristics as well as their peculiarities. These characteristics include interests or disinterests of the various groups that make up the educational environment surrounding the school.

The names of the schools or communities are not mentioned, only the categories under which they were considered for the purposes of the study.

### CASE I URBAN WINNIPEG

This urban school catered to approximately six hundred students of mixed socio-economic backgrounds. It included a junior high section and together had a staff of seventy-two teachers. The community appeared to be quite interested in education and the school was able to carry out numerous educational and recreational projects.

The mostly male staff ranged in age from young to old. Their attitudes towards education ranged just as widely as their age. There were the traditional teachers who were satisfied with current or past methods as well as the modern teachers who were constantly seeking and trying out new ideas. The principal was always involved with the various groups in an attempt to co-ordinate and facilitate their energies. Students as well as teachers were involved in numerous projects.

The principal felt that the greatest amount of pressure came from the Department of Education, particularly the Finance Board. Because the school was of recent construction, the Board felt that no new equipment was necessary. Unconsciously, perhaps, they have forced this relatively new school to operate under old conditions.

The students were the second strongest pressure group. One subgroup mentioned was certain members of the "New Left Movement" or what the principal called advocates of Women's Liberation. This group was expected to decrease in activity during the coming year.

Third, in order of pressure they exerted were the teachers. Those teachers exerting the most pressures were not necessarily the ones trying out new ideas but, instead, were the ones classified as having about eight years teaching experience and a second group having the most experience.

The principal mentioned pressure from universities, a source of pressure not mentioned by other principals. Certain pressures to make the curriculum satisfy prerequisite needs of the university were felt.

Other than the above mentioned pressures, no particular pressure was noticed more than others. There seemed to be a vast number of groups and interests. Most communication with the principal was divided evenly between visits and telephone. The principal appeared to be very approachable.

Most groups were thought to have educational ob-

jectives congruent to those of the principal, that of developing the all-round student. The students definitely supported this objective, for education but some of the parents were thought to be more concerned with having their children obtain an education for the sake of education. This, however, was only a small segment.

The principal seldom took sides during a conflict and appeared not to be oriented to any particular group such as teachers or superiors. He preferred to be a facilitator of education and wished to be fairly friendly with those groups with which he associated. He had no associations with businessmen, politicians and others of similar positions.

The principal was a very personable administrator and was enthusiastic about his responsibilities.

#### CASE II SUBURBAN WINNIPEG

The school chosen was a smaller Winnipeg school with 350 students, located in a wealthy area of Winnipeg. There were twenty-one members on staff, most of them young, approximately the same number of male and female; and appeared to have a middle-of-the-road attitude towards education.

The community was neither enthusiastic nor apathetic about education. There were some strong feelings to maintain ethnic prestige. Most groups listed in this study have at one time or another exerted some pressure on the principal. Those groups not listed as a pressure group were business-

men, politicians and veterans.

The most common pressure group was the students. They were the first group to try to influence the principal. Teachers were second, parents were third and superiors were listed as the fourth most common pressure group. These groups were considered by the principal to be exerting a great deal of pressure. The parents were also thought of as the most influential group in the community with regards to education.

Of the ten possible pressures in the survey, none were considered as "often" but only two went unnoticed. These were demands that teachers be hired or fired for reasons other than competence and demands for new teaching methods. Visits and the telephone were the most common forms of communication with the principal. Most pressures were in the form of requests.

Contrary to the central Winnipeg study, most groups were identified as having as their main educational objective the training for university and for a job. The students and the principal's friends had as their main educational objective the development of an all-round person. This was consistent with the principal's objectives. The peculiar fact was that teachers appeared to be job-oriented.

The principal was school-oriented. He strongly supported his staff over all other groups and yet was concerned that the students obtain a good education no matter how all other groups felt. He usually took a stand on issues

and worked hard for what he thought was in the best interests of education.

This school was probably somewhat unique in that it was a very modern but small urban school, and catered to a large portion of wealthy students.

### CASE III BRANDON

The city of Brandon has a population of 34,000 and serves almost the entire needs of the surrounding agricultural areas. It is an educational center as well as a service center. The people were interested in educational matters to some extent but their views tended to be somewhat traditional. "This traditionalism ended at the parents," for the school and the students were more progressively oriented.

The school chosen was one out of four schools in the city, located down-town, thus drawing students strictly from within the town limits. The district served by the school was comprised mostly of business and educational people. As such, they tended to become involved in educational matters, although a number of citizens had no idea of what the school was trying to do or in fact, was actually doing.

The school had 415 students and twenty-six teachers. The teachers were on the average 40 - 45 years of age. They too were somewhat traditionally-minded although all worked in a spirit of co-operation with principal and students.



The students appeared to be the greatest pressure source followed by teachers, parents, and higher administrative officials. This student pressure had been initiated by the principal who had encouraged them to become involved.

The principal had lived in Brandon all of his life as had his family, and they had attended the same collegiate themselves. The principal had previously been a vice-principal in another school in the division.

Pressures ranged from the older traditional element for the maintenance of the basic "three R's" curriculum to a very active portion of the community insisting on a broader spectrum of courses. New teaching methods were generally accepted. The only incidents arose when some students found the courses difficult. The athletic program was generally accepted but a few parents complained that their children were involved in too many activities.

Visits to the principal's office were obviously the most frequent form of communication, in part, because the principal encouraged such dialogue between himself and all groups.

Most groups had applied their pressure through requests. The media had been very good to the school. The school released many of its own news reports; and one of the local newspaper reporters was a parent. The locally operated radio and television station had been very interested in broadcasting school news and in no way had attacked the school, except in the rare case of reporting community

views.

The principal, in encouraging staff and students to work together and to develop an attitude of greater responsibility and freedom, would seek out these groups to discuss important decisions. The students, in their sincere willingness to accept this responsibility and to insure against its abuse by certain individuals, have tended to desire severe punishment, including expulsion, for infractions. The principal has had to discourage this somewhat.

The educational goals of the parents and trustees have tended to want the most from education in what appeared to be an intermediary stage between wanting more education and wanting better education. Parents felt that they wanted their children to have more education than they themselves had, and this was reflected in their attitudes of more education to get a job. Trustees have wanted to educate as many students as possible for the same reasons and have emphasized vocational, work programs rather than academic programs. Others in the community such as businessmen supported the work-job aspect of education emphatically, while personal friends such as other educators supported the theory that education should solve the broader problems and better equip each student for life. The students have differed from their parents and supported the educators for a more meaningful curriculum.

The most powerful members of the community on educa-

tional matters seemed to be Brandon University professors and vocational teachers.

The principal was given a free hand to run the school as he saw fit. The Superintendent was an inside appointee and made no changes when he came to office.

#### CASE IV FRENCH

The community chosen was located in south-central Manitoba. The town, like many rural communities, was a service center for the surrounding agricultural enterprise.

The school had eleven full time and three part-time teachers and a student enrolment of 220. The staff composition appeared to be similar to most rural areas. They were on the whole, young, mostly male and fairly progressive in their attitudes. The community, on the other hand, was apathetic towards education.

Those people most closely connected with the school were regarded as the strongest pressure groups. The teachers were rated at the top, followed by the trustees and finally the students. This community had no P.T.A., service clubs or veteran's organization. The principal identified the board chairman as the person first attempting to exert his influence but it was the board members as a whole who were the most influential group in the community. A second influential group was the wives of the local businessmen although the businessmen themselves were not much of a force.

Two pressures stood out more than any others. They were the feeling that the school should be teaching more courses and requests that greater emphasis be placed on the athletic program. The latter pressure came mainly because the school had no gymnasium. Most requests were communicated to the principal by means of personal visits with a far fewer number of letters and telephone calls.

The Daughters of Isabelle were the most active of the women's groups. Being a religious dominated area, the Sisters and priest exerted most of the religious pressure, particularly in terms of maintaining discipline. The caretaker had been somewhat of a problem for the principal. The community was a mixture of Flemish, Walloon, English, and French of which the latter predominated. There was a certain amount of friction between these groups and certain individuals had the potential to make things very miserable for the principal.

The community as a whole had the educational goal of vocational training strictly for a job. The teachers supported a moralistic and broader role for education. They had a seventy per cent French ethnic group on staff. These moral and social responsibilities seemed important to the religious groups. As for the ethnic groups, particularly the English and French, they generally were united in their outlook on education and supported a social-intellectual role for education but the Flemish people appeared to support a strictly social role without the intellectual or

moral emphasis.

The school board was generally in agreement on school issues but several members were split over the issues of centralization versus decentralization, the value and methods used for teaching slow learners, the value of Guidance and Physical Education programs, and how and whether or not money should be spent for religious co-ordinators. Should budget reductions occur, the principal felt that supplies would be cut first, followed by cut-backs in sports and transportation for sports. No reductions in teachers would occur unless as a last resort.

The administrative situation was fairly stable. Both principal and superintendent were appointed from within the division. The principal came from a different school within the division. The main objective mentioned at the time of his hiring was to increase stability within the school.

Before making an important decision on educational matters, the principal would consult the teachers, superintendent, and board respectively. The principal's main educational objective was to create a stable child; one who could adapt to change such as a family crisis and not suffer any permanent emotional damage after the time of the suffering. The intellectual, social, and physical aspects also play an important part in this objective. He felt that an agreement of objectives increases friendliness between groups and himself but that friends often

thought that they could influence the principal, so that friendliness actually increases the amount of pressure.

He relied on a traditional type of leadership where the principal had certain roles and responsibilities. He listened to the opinions of others but let others know where he stood on most issues. He was a "board-superior man" but would back the teachers over other groups. He sometimes tried to bring feuding groups together to solve mutual problems but not when it came to teachers and parents. He felt he was a dominant educational force in the community and attempted to provide leadership as an influence rather than as a policy-maker. He realized the importance of the political environment of the various pressure groups.

His relationships with most of the groups in the study were strictly business-like. However, he was close to his teachers and his present superintendent. Since he had little involvement with the various groups, his role outside the school was limited. This involvement included chairing staff meetings, Wildlife Association chairman, Chamber of Commerce and Spring Carnival member.

In summary, the principal felt he was generally accomplishing the objectives sought by the community, but not necessarily his own objectives, although he was relatively new in this administrative position. Since he was accomplishing community objectives, the community appeared satisfied with his administration. He enjoyed his job because the principalship afforded him an excellent

opportunity to do something for education. The pressure groups, however, impeded the progress of his own administration.

#### CASE V UKRAINIAN

The town selected was north and east of Winnipeg with a population of 2600. The community has been identified as a Ukrainian community with a large Polish element. It was an agricultural community with a sizeable service center and served many smaller surrounding communities.

The school had a student enrolment of 500 with 26 teachers. The staff was young and similar to other rural areas. There were an even mixture of male and female staff members. The staff was split into two groups: the older conservative and the younger progressive teachers with the former group gradually disappearing. Many teachers were local people and were involved in the community making the liaison between teachers and community fairly good. The community had a fair to average interest in education. The farm people were willing to go along with change as long as it was not initiated too quickly.

The groups exerting the most pressure upon the principal were the students, teachers and superiors. The principal felt that the students were more aware of the changes in society, and would like to see these changes reflected in education, than were their parents who were generally satisfied with the current situation.

The principal was considerate of his staff and consequently they had more influence on him. All other groups were less important in terms of the amount of pressure exerted. The service clubs would probably have been the potentially most influential group in the community if they had wished to exert their influence. The principal belonged to one service club which afforded him much informal contact with the community outside of school meetings. The service clubs became involved with the awarding of trophies and in graduation particularly. The women's organizations were not active but the community did have a W.I. and a Catholic Women's League. The ethnic groups accepted French in the schools and now felt that Ukrainian should be taught. This came from the Polish-Ukrainian element.

The most common pressures exerted were: demands that teachers should express certain views, protesting new teaching methods (both from the older conservative segment of the community and from several teachers), and demands for less emphasis on the sports program. This last pressure received little emphasis after a new gymnasium had been added.

The various groups often sought personal meetings with the principal when discussing educational matters with the exception of the parents and businessmen who used the telephone a great deal.

All pressures came in the form of requests or



demands. No propaganda tactics were evident. The newspaper printed only what news the school provided every Friday. Two groups which the principal suspected might retaliate if they became embittered on some issue were the students and certain teachers.

In making an important educational decision, the principal sought advice from the following in order: his vice-principal, staff, superintendent, and board. The students were consulted if they were involved in an issue. He felt they were well informed.

The groups were perceived as feeling that education at the high school level should be oriented toward preparing the student for a job. The teachers, professional people, some trustees, news media, and women's organizations felt that education meant more. It meant a broader form of education where the total needs of the child were met. The principal agreed with this objective. He felt that the school must educate the whole child providing as many course options as economically feasible. The school should de-emphasize failure and let the child work at his own rate. The student should be taught to think for himself and to learn self-control and self-expression.

If the school board were to make cuts in expenditures, teachers over grant would be the first to go; furnishings second. The board was often split on issues, basically on regional problems involving many of the surrounding communities. The main issue seemed to be concern about the attitudes of certain teachers.

Wives of professional people seemed to influence the P.T.A. while the Chairman of the Board was the most powerful trustee. The secretary of the Ukrainian people's group dominated his organization as did the school president and the student council members dominate the student body.

The principal was appointed from another school within the division and nothing was mentioned to him that needed changing. The superintendent was appointed from outside the division, and, being more liberal-minded than the principals, pushed for changes. There was concern by the principal for student power because of the excessive permissiveness involved.

Agreement between the principal's educational objectives and those of the community was affected very little by the amount of friendliness between them. There were instances, however, where strong disagreement of objectives produced more pressure while it was felt that pressure was reduced as friendliness improved. This principal appeared to continuously feel that pressure was always negative. The community had between ten or twelve smaller ethnic-religious groups. The families appeared large and the principal commented that he felt this made it difficult for outsiders (those outside any group), to be accepted in the community.

The principal attempted to encourage an informal democratic relationship in the maintenance of his authority.

He attempted to use a charismatic style and reverted to legal authority when needed. He preferred to take a stand on issues and let everyone know where he stood. He also preferred to settle disputes between two feuding groups by keeping them apart and settling the conflict himself.

He was obviously a "teacher-man," supporting the teachers over the board, parents and pupils. He did not consider himself a dominant educational force in the community, but did provide some leadership in a policy-making capacity which he preferred, rather than as an influence. He was concerned about staff, superior, and student groups and their possible effects. He maintained a close relationship with parents, P.T.A., professional people, businessmen, and service clubs (being a Lion's member and interested in the Chamber of Commerce). He felt a need to maintain some distance between the groups and himself. His chief role with groups was as an advisor although he was a driving force behind the P.T.A.

He enjoyed his job but felt that the community groups impeded the progress of his administration as he did not feel that he had been accomplishing his objectives as well as he would have liked.

#### CASE VI ICELANDIC

The community chosen was sixty miles north of Winnipeg. It held a rather unique position for, just prior to the study, it had been a Canadian Forces base upon which

much of the local economy depended. There were about two thousand inhabitants in the town which acted as a service center for the surrounding agricultural and fishing industry, as well as the air force base. Community attitude towards education appeared to be average.

The school was a modern composite type collegiate with 445 students and thirty-one teachers. The teachers were mostly male, young, and fairly progressive in their attitudes although there was a conservative element.

The ethnic groups were the ones creating the most pressure upon the principal. Groups of less significance were the teachers, superiors, and students, respectively. The students were the first group who attempted to influence the principal. There were no outstanding pressures felt on the administration but there were numerous requests on the school. For example, the parents at various times demanded more emphasis on the traditional curriculum, protested certain views expressed by teachers, demanding that teachers be hired or fired for reasons other than competence, demanding that less emphasis be placed on athletics and some rejecting new teaching methods. The superintendent had, on the other hand, encouraged new teaching methods. The students also had desires contrary to those of their parents. They wanted more courses and a greater emphasis on athletics. There seemed to be an even proportion of letters and telephone calls making certain requests, but the majority of these requests were made during personal

confrontations. The parents were the only group who might be suspected of using force if they should become angry with the principal.

The community groups seemed split on the purpose of education. Parents, trustees, businessmen, women's organizations, and even some students felt that the purpose of obtaining an education was primarily to ensure job opportunities. There was no involvement of politicians or town council, and no P.T.A. existed; but the remaining groups felt that education had a broader purpose. Individuals most powerful in the various groups were farmers amongst the parents, tradesmen amongst the trustees and the English department amongst the teachers. The parents were the ones who often spoke out individually.

The principal felt that, should the board reduce expenses, teachers over grant would be the first to go followed by extra course options. The board was often split on issues and this split appeared along geographical lines where regional needs were uppermost in their minds.

The principal was a divisional appointee. His main task was to restore discipline. The superintendent was an outside appointee and his first wish was to re-organize the student report card system and to encourage meetings with principals. The principal was able to choose his teachers which, he felt, helped reduce conflict. His educational objectives were to provide the student with the abilities to adapt to society; to become well adjusted. He

often consulted the teachers on important educational matters.

He used a traditional approach to exert his leadership. He took a stand on most issues and did not often consider the opinions of others. He did support the teachers over the parents and the school board. He had never thought of himself as an educational leader but did attempt to provide some leadership as a policy-maker when the need arose. He was concerned about pressure groups and felt that he must be aware of their moods. He maintained an average friendship with those groups he dealt with. Being an athletic type, he was a swimming coordinator for the Legion and had coached several teams in the community.

In summary, the principal felt he had accomplished few of his objectives, but that the community was satisfied with him because he had accomplished their objectives. He was satisfied with his job but would not give up his part-time teaching for fear of losing his one main contact with students.

#### CASE VII GERMAN

The town chosen was a German Mennonite community of twenty-five hundred people. It was basically a service center south of Winnipeg, serving the rich agricultural farm land which had an economically important sunflower oil industry employing many workers. The community seemed to be very interested in education but had come to trust the

ability of the administration to make the best decisions for education.

The school had 480 students and twenty-five teachers. The staff was young and mostly male. They were progressive in their attitudes toward education but the situation was unique. The principal and the various departments within the school were responsible for all hirings. The principal interviewed all applicants and approved those whose philosophy was compatible to that established by the principal. Then each department had final approval, usually on the basis of whether or not the candidate would fit in with the others in that department. Therefore, only progressive-minded teachers were hired.

Only his administrative superiors applied any real pressure on him. Some pressures came from trustees, parents, P.T.A., teachers, businessmen, ethnic organizations, news media, and students. His superiors were the first to attempt to influence him while the trustees' organization was probably the most influential group in the community.

There was only one pressure of any significance. A majority of people wanted more curriculum options but these same people realized that they could not afford this. There were minor protests about views expressed by teachers but these were rare because of the apparent trust in the operation of the school. All communications between the principal and the groups making some request were almost all by visits. Most pressures were channelled through the

Board members with few pressures coming directly to the principal. This was the only division in the study where there was no superintendent . Certain individuals wanted to have religion included in the curriculum but felt that this study should include the study of many religions, not just the predominant local one. The principal felt that in one sense it was unfortunate that many local comments were directed through the Board and he, in turn, received second-hand information.

The educational objectives of the groups in this community varied more than they did for other groups in the remaining eleven communities. Generally, however, the desired direction was for a well-rounded student, that is, much more than just being educated for a job as many of the parents desired. For example, the businessmen regarded it as an opportunity to learn how to cope with change, the professional people regarded it as an intermediary step, religious people agreed that it should be secular but should create an awareness of a "higher power," while the students felt it was a foundation upon which to build a future.

Within the groups, a housewife was the most powerful P.T.A. member and served on the executive council. The English department was the group of teachers exerting the most pressure. A taxpayer's association was also very active. If forced to cut costs, the board would eliminate teachers over grant and extra course options. The board was fairly united on most issues except on the matter of



school dances. The principal's objectives for education were:

- (1) the student should be equipped to cope with change and fit into society,
- (2) he should experience success, and
- (3) recognize merit in people and subject matter.

The principal was an outside appointee with a mandate from the board to run a more flexible program. He used a traditional approach in his leadership. He usually made an attempt to weigh all angles before making a decision. He would never force an issue and consulted his administrative team (department heads serving as vice-principals), staff and board, respectively before making important decisions. Everyone usually knew where he stood on an issue. He definitely supported his teachers over board and parents. He usually dealt with conflicting groups as an intermediary rather than allowing both parties to meet head on. He felt he was an educational force and attempted to provide leadership as a policy-maker. He was aware of group pressures and felt it was necessary to keep ahead of the situation through good communication. He maintained a close personal relationship as much as possible with most groups but had a business relationship with professional people. He served in an advisory capacity with some of the groups such as parents, trustees, students and religious groups.

The principal felt he was accomplishing his educa-

tional objectives but due to his desire to keep moving ahead, he could never totally be satisfied. Peoples' attitudes are slow to change so the community at large found him extremely progressive but they were satisfied with his administration because they seemed to have great faith in the school officials. He enjoyed his job although pressure groups have impeded his progressive aims and he has spent some time speaking to other educators on his philosophy of education.

#### CASE VIII AGRICULTURAL (ONE)

The first agricultural community selected and referred to in the study as Agri. 1 was located north of Winnipeg in the Inter-lake district. The town of twelve hundred people was a service center for the agricultural area and to some extent for the small surrounding communities. It was the central community of the division and was the heart of the current plans for massive centralization which never came to pass.

The Interlake district was unique in that it was declared a designated area by the provincial government and formed into a unitary school division through legislation rather than public referendum. The people of the district have developed a rather apathetic attitude towards educational matters possibly, as was suggested, by the government determining the policy.

The school had five hundred students and thirty-two

teachers. The staff was young and progressive in the sense that it had a healthy attitude towards innovation. This vigorous, positive attitude had a certain conservatism which stabilized their outlook. Most teachers commuted from Winnipeg.

The principal's superiors were the most influential people in the community. Pressures were few but the ones that did occur were:

- (1) more traditional three R's curriculum,
- (2) more vocational or non-academic courses,
- (3) new programs such as IPS, PSSC, and the new mathematics, and
- (4) transportation distance and time spent by students on buses.

The school seemed to have established good rapport with the community. The principal was involved in the community either through curling or at hockey games, etc. The guidance counsellor dealt with many of the student problems thus reducing them for the principal. Most pressure groups communicated their desires to the principal through personal visits.

Most groups had similar educational goals. They wanted to see the students educated to lead a fuller life and to learn to accept the responsibilities of an adult. Some parents, however, felt that education was only for a job. The principal's objectives were compatible with most groups:

- (1) providing opportunities for as many students as possible,
- (2) encouraging responsibility but through a conservative approach, and
- (3) creating a well-founded and adjusted individual.

The most powerful parent was a farmer, while amongst the teachers, the guidance counsellor stood out as a source of pressure.

The board was divided on many issues particularly on major programs where it might be good for one area but not for all. Transportation has been another contentious issue particularly for athletics. If the board were to reduce their budget, special areas such as Home Economics would suffer first. Library, supplies, and teachers would be reduced next.

The superintendent was an outside appointee with no predecessor. His appointment brought changes in the principal's responsibilities, helped to work out school problems and assisted in planning. The principal came up through the ranks from teacher to vice-principal to principal. No changes were required upon his appointment. He felt that an agreement of objectives encouraged friendliness and that friendliness reduced pressure.

He used a traditional approach in his leadership backed up with charismatic qualities. During controversial issues, he would speak out on the issue, informing those involved of all the facts known to him and yet not reveal

his position. Generally, should a conflict between groups arise, he would act as an intermediary, listening to both sides separately. He saw himself as supporting the higher administration over teachers but would support the teachers over other groups. In making an important decision he would again consult his administrative superiors (inspector and superintendent) first, then teachers, parents, and students.

He felt he was somewhat of an educational leader but his leadership was fairly subtle in that he often attempted to integrate policies of others rather than directly provide such policies. In fact, when questioned on this point he suggested that the question should ask whether he uses domination, integration, or compromise. He saw himself as an integrator. He felt that his job was to provide what the community wanted and for this reason should be concerned with the wishes of these various groups. He maintained an average relationship with most groups, that is, he was neither close nor business-like. He liked to have contact with people and had established close contact with many teachers, parents, students, and the custodian.

In the final analysis, he felt he had accomplished many of his educational objectives and that the community was fairly satisfied with him. He also was quite satisfied with his job but added that he felt a person should become involved in administration earlier in life and then leave. He felt that pressures could help the administration

by providing some insight into how these groups feel about education. In closing, he said that an administrator is only as good as his staff.

#### CASE IX AGRICULTURAL (TWO)

The second agricultural community was located in south central Manitoba. The town of two thousand was a typical service town in an agricultural community. The people were a mixture of many races and religions. They were extremely apathetic towards education but rose to the cause many times throughout the year when some important issue arose.

The school was the only secondary school in the division except for a smaller school to the north. There had been pressure to unite into one large area but the residents in the smaller areas strongly resisted any move. The school was in the midst of a giant building program at the time of this study. The school consisted of 420 students and twenty teachers. Facilities were tripling in size while student enrolment was doubling. The staff was mostly young, male and conservative, which was contrary to most of the schools studied.

No group other than the principal's superiors attempted to influence him often. Trustees, parents, students, religious groups, custodian and some professional people attempted to influence the principal at one time or another. The most common pressures in this generally

conservative community were protests against particular textbooks, demands that teachers express certain views and demands for greater emphasis on athletics. Most groups confronted the principal during a visit when making requests.

Most groups made requests upon the principal although some parents, businessmen and professional people had tried threats. The businessmen did not want students selling things such as drinks in school which could hurt their business. Some of the more influential people tried to "bully" their way around.

Some groups had been very helpful. The news media was co-operative and friendly towards the school. The Pentecostals, Catholic Church, Mennonite Church and Church of Christ co-operated. The Canadian and Manitoba Centennial Organizations brought many groups together. Most groups, however, were negative in their attitudes.

The principal was very active in the community, particularly in hockey and recreation. He believed in consulting teachers and students on important educational matters. Service club, Legion, and Chamber of Commerce members had been consulted from time to time. The principal felt that students did not know what was best for them and that they realized this themselves.

Educational objectives of the various groups were a mixture ranging from jobs supported by parents, town council, businessmen, veterans and ethnic groups while an all-round education was generally supported by professional

people, personal friends, students and teachers. The board had a broad objective for a full life, job training, fitting a student into society, a fundamental curriculum and leisure time activities through Physical Education.

The principal's objectives were consistent with those in the CORE report with which he worked closely. He wished to develop reasoning and thinking power; even a spiritual attitude. Leisure time activities for the future were felt necessary also.

The most influential parent was an accountant while one member of the school board, a farmer, appeared to be a powerful force. Amongst the businessmen, a wholesaler was identified as the influential leader as was a lawyer amongst the professional people. The principal felt that positive pressures appeared to be more professional in direction while negative pressures appeared to be somewhat reactionary.

Both the superintendent and the principal were outside appointees and were not asked to make any particular changes in the operation of their departments. The principal found that he had a greater friendship with those groups with educational objectives similar to his own but that this friendship made little difference in the amount of pressure received.

The principal used his personality to effect his leadership; that is, he was a charismatic leader which he supported with his legal rights should the need arise. He



tended to present an idea to a particular group first and then sought that group's approval, further suggestions, etc. rather than having the staff and other groups initiate plans. He definitely considered the opinions of others but let others know where he stood on each issue. He also supported his teachers and would initially support them over parents, students custodian, and Board. When called upon to mediate a dispute between two parties, he usually acted as an intermediary, keeping the two groups apart. He felt he was a dominant educational force partly because the community was so apathetic. He attempted to provide leadership in the form of influence. He realized that he must be aware of the various pressure groups about him.

In evaluating his own success, he felt he had accomplished many of his educational objectives and that the community was generally quite satisfied with the progress of his administration. He enjoyed his job and felt that the pressure groups identified in the study had no real effect on his progress.

#### CASE X AGRICULTURAL (THREE)

The third agricultural community chosen was located in Southwestern Manitoba. The area was mostly used for cattle raising and much of the land was poor pasture land. The town had a population of 250, many retired, others working in the service occupations. The community appeared to be interested in education partly because education in the area

was such a contentious issue.

The school had an enrolment of only 110 students since recent consolidation removed the higher grades. This closure caused deep resentment among the local residents and students, but later opinion was divided with the students being strongly in favour of the move. There were thirty-seven students in Grade Nine and the grade was considered a one-room high school. There were four teachers who shared the Grade Nine course duties along with the lower grades. They were mostly young, female, and not particularly interested in new ideas but rather in doing their job.

There were three pressure groups of note. They were in order of importance: teachers, students, and superiors. Such a small staff had to be fairly close knit and the principal found that the staff was the first group to attempt to influence him. Usually about two of the four teachers had been new on staff each year in recent years. The parents were the most influential group in the community but did not exert much pressure.

Other than the consolidation issue, the strongest pressure was against the new math program. Other pressures were demands for more courses which was an impossibility in that particular situation; protests against certain books, particularly by the Indian Affairs Branch supervisor claiming discrimination; and conflicting views on the role of athletics. Finally a tremendous discipline problem had been encountered which seemed to stem from the poor home life of

many of the students. Most communications between the principal and the community were through visits. The Legion was really the only group communicating by letter. As for hidden or latent objectives, the principal felt that the politicians and Provincial Government, while claiming to increase local autonomy, were really trying to pressure a resisting community into a unitary school division.

The principal, in making an important decision, usually could contact his superiors, trustees and parents, respectively. He was a local product himself and was able to discuss education more freely with the parents.

Every group in the community including teachers considered education strictly for a job. The most dominant parent was a farmer's wife, the mayor was one of the most influential trustees and an English teacher dominated the staff; cafe and lumberyard men stood out as the most influential businessmen as did a doctor amongst the professional people, a housewife amongst the principal's personal friends, the U.C.W. president amongst the women's organizations, and the Co-ordinator of Transportation for the Sioux Indians amongst the ethnic groups. The U.C.W. unit was the group speaking out much on their own as if representing the feelings of the group.

The local elementary school board, which was involved in the high school to some extent as they shared the same building, was united on most issues, the exception being on janitorial duties. The high school board was

split on many issues and their local board member was a frequent dissenter. The board had been operating on a minimal budget and should things get worse, teachers, services, and equipment would be reduced.

The principal's attitudes and values were different from the community at large. He had a Guidance background and felt that the school should be teaching attitudes rather than strictly academic material.

The principal was an inside appointee and a local product. Discipline had always been a problem and was a central issue during his appointment. The superintendent was an outside appointee but since he had no predecessor for several years, he had spent much of his time outlining his duties rather than instituting a philosophy.

The principal was a charismatic leader with a quiet understanding for the students and teachers' problems. He often listened to and considered the opinions of others but definitely took a stand on any controversial issue. The teachers could feel that he would back them over parents, board, students, and secretary. When conflict arose between two groups, no definite method was used. He might have the two parties meet alone but would more likely have acted as an intermediary. He did not consider himself as a dominant force in education but did attempt to provide some educational leadership as an influence. He had not thought of these pressure groups before as outlined in this study. He maintained an average relationship with most

groups, being a very friendly person, but seldom on a first name basis.

In summary, the principal felt that he had accomplished some of his educational objectives particularly in his ability to maintain discipline although the source of the trouble was a deep-rooted social problem. Community satisfaction was average but his satisfaction with the job was minimal. He enjoyed teaching but felt the principalship was a strain. The effect of these pressure groups had not really been felt to the extent that it impeded the progress of his administration.

#### CASE XI AGRICULTURAL (FOUR)

The fourth agricultural community was located 120 miles west and north from Winnipeg. The town was an older community with many retired residents and a population of 3,300. Interest in education was average but there were a number of very interested people.

The school included grades 7 - 12 for a total of 650 students and 37 teachers. The staff was divided into two groups, the "young progressives" and the "old statics." Most teachers were male.

The major groups putting pressure on the school were those groups immediately involved in the school. The teachers must be considered the strongest pressure group followed by trustees and students respectively. Of lesser note were the custodian, service clubs, veterans (track and field), news media, progressional people, businessmen,

superiors, and parents. The health unit was the first source of influence upon the principal and he felt that the divisional principals were the most influential group in the division.

No particular pressures were outstanding but the most common demand was that the schools should be offering more courses, this demand coming particularly from trustees and the local Principal's Association who were pushing for continuous progress. Some pressure in the opposite direction had been noticed. Some irrate parents demanded that certain teachers be fired for reasons other than competence. The principals, trustees and certain parents insisted on new teaching methods while the "static" portion of the staff resisted. These same staff members pushed for de-emphasis of athletics.

Most pressures were communicated to the principal through personal confrontation. The public appeared to want the principal to initiate many of the programs. The principal sought the advice of his vice-principal, staff and several trustees who were particular friends.

Most groups appeared to support a broader role for education except for three groups: the majority of parents; the students were split but were changing as the University Entrance and General Course distinctions were dropped; and the "static staff."

The health unit director was the most influential parent, a housewife was the most influential trustee and

the social studies department dominated the staff, students who were the sons of labourers on the student council, and a teacher among the principal's personal friends were most influential. Groups who had members often speaking out individually were ministers, Lions Club, and town council. The school board was split over regionalism. Local desires took precedence over the best interests of education. Should they reduce their budget, teachers over grant would be the first to go.

The principal's main educational objective was to take students from where they were (socially and emotionally) to some point where they could function adequately in society. Educational matter was of less importance. Students should learn to work on their own.

The superintendent was an inside appointee while the principal was appointed from outside the division. No demands for change were made because the principal's predecessor was appointed superintendent.

He depended on a charismatic type of leadership but fell back on his legal responsibilities when he had to. He usually took a stand on most issues but would go along with the majority even on issues with which he disagreed. He supported teachers over board and parents but could not choose between teachers and secretary. He felt he was an influence in education and had to be aware of the various pressure groups but was not worried about them.

The principal had few contacts with the various

groups. He maintained a close relationship with those parents who were interested enough to come to school. This relationship extended to the students, certain trustees and teachers. With the other groups it was a more business-like relationship.

In the final evaluation, he felt that he had not achieved his objectives but he felt that his ideas must appear radical to the very conservative element of the community. Certain segments of the community were dissatisfied with him, but generally support for him was increasing. He was satisfied with his job because he felt that he was now in a position to be a real educational influence. He did not want to go higher in the administration hierarchy, nor did he want to lose contact with the classroom.

#### CASE XII AGRICULTURAL (FIVE)

The fifth community chosen was located in South-central Manitoba and had a population of 2,500. It was basically a service center for an agricultural area but had many fine recreational features as well. The people were rather traditional in their views on education but their interest and involvement were average.

The school had recently been combined to form a K-12 complex of about 1050 students, 450 of which were high school, and fifty teachers. The teachers were mostly male, young to average age and their attitudes varied from conservative to progressive. Most were not the



dynamic type.

No particular pressures were outstanding, but four did occur fairly often. A traditional element of the community insisted that the school should place more emphasis on the three R's. Opposing this view were a number of people pressing for more course options. The principal felt that there was a barrier between school and parents. Speaking of the parents he said, "They really

know what education is all about so they stay away." One controversial point has been the inclusion of speakers on various political views such as communism and liberalism. Thirdly, the students wanted a greater emphasis on athletics and felt that every student should have the chance to participate, while many staff members, surprisingly enough, felt that there should be less emphasis on the athletic program.

The principal named the following groups in order of the amount of pressure they exerted: teachers, parents, superiors, students and office secretary with lesser groups being custodian, secretary, service club (Kiwanis), women's organizations, religious groups (particularly the Pentacostals), and trustees. The local newspaper usually printed only the information sent from the school.

The first person to attempt to influence the principal was a teaching vice-principal. The most influential group in the community was difficult to identify because the board office received most of the pressure, but the

principal thought it might be the staff and superintendent's office.

Most communication between the principal and the public was through the medium of visits although routine information, questions, etc., were received by letter and telephone. Most pressures appeared to be honestly intended and took the form of simple requests but some pressures from parents and students were detected through a means of manipulation by a teacher. The principal often consulted the vice-principal, some of the teaching staff and the student council through a liaison teacher before making certain decisions.

The entire community including the students had a very traditional objective for education, its sole purpose being for a job. The teachers were mixed on the issue, while the trustees, with their children going to school, felt that education had more to offer. The principal's personal friends were mostly educators and their views were quite liberal. A local doctor was the most powerful parent while the maths and social service department were the leaders amongst the staff. On the school board the most powerful member supported teacher salaries, etc., but because he was a well-paid doctor, he had chosen to stay out of board decisions. Therefore, no board leader was recognized. The professional group consisting of a doctor, dentist and optometrist often spoke out on educational issues.

The principal was a recent appointee. He felt that the board was fairly united on issues. Should they cut their budget, furnishings, hot lunches, teachers over grant, Physical Education program, everything but the three R's would disappear.

The principal's main educational objective was that everyone should receive an education to better equip that person for life.

The superintendent was hired before the principal so he could not say what the superintendent's initial objectives were. The principal was also an outside appointee and his initial task was to reduce turmoil within the school and restore discipline. He felt that friendliness between himself and the groups made no difference on the amount of pressure exerted nor did the agreement of educational objectives have any effect on the amount of pressure exerted or on friendliness between the groups and himself.

The principal depended on a traditional approach to exert his authority. He sometimes listened to opinions of others but often when faced with a problem, he would decide on the solution himself. He often informed his staff of both sides of a controversial issue without indicating his position unless the issue was very important, in which case he would take a stand. He definitely supported his teachers over board and parents. He also acted as an intermediary between conflicting groups by keeping them apart. Being new to this principalship, he had not yet

been able to determine how powerful an educational leader he was and there had been no need to be a real leader in the community because the superintendent was very powerful. He preferred to be an influence rather than a policy-maker. He maintained an average type of relationship with most groups connected directly with the school and had little or no connection with other groups. He felt he would like to know people fairly well but must guard against being too friendly. He chaired all staff meetings, acted as a councillor for students and a resource person for the board.

In summary, the principal felt that he had not achieved many of his educational objectives, partly due to his recent appointment. He felt that the community was satisfied with the job he was doing because he had alleviated most of their greatest concerns. He enjoyed his job and found that those groups with which he had become associated had helped his administration.

APPENDIX D

## PARENTS, THE PHONE AND THE NEW PRINCIPAL

The secondary school principal must anticipate telephoned complaints from parties who have an interest in the educational welfare of his charges, for telephoned complaints are part of the life of every public official who has some degree of responsibility.

The telephone calls were classified as Parent-System Calls and Parent-Teacher Calls. The following conclusions are drawn from a daily recording of the calls received by Soderbergh.<sup>1</sup>

### Synthesis of Parent-System Calls

- They were made during school hours for the most part, and most often by the mother.
- The circumstances which surrounded these calls more frequently involved female pupils than male, although the student body was divided equally between boys and girls.
- Parents were prone to insist that "something be done" usually leaving the "something" to the principal. Implicit in most of these calls, also, was the threat to call down certain power figures on the principal's presumably empty head.

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<sup>1</sup>Peter A. Soderbergh, "Parents, The Phone and the New Principal," The Bulletin for the National Association of Secondary School Principals, 50 (November, 1966), pp. 108 - 115.

- With few exceptions the tone of the calls was highly emotional and, in some cases, violently irrational-- leaving the recipient with little or no choice but to listen. Explanations were generally not requested of the principal, nor were attempted explanations well received.
- The calls revealed a high degree of parent susceptibility to rumors, hearsay evidence, and pupil-based interpretations, as well as the tendency to measure the quality of current affairs by their own adolescent experiences (as they remembered them).
- There was a noticeable dearth of complaints pertinent to "educational" matters (curriculum, school philosophy, libraries, laboratories, etc.) and a high degree of concern with operational-personal incidents.

#### Synthesis of Parent-Teacher Calls

- Only six of every sixteen telephoned complaints (37.5 per cent) were Teacher rather than System oriented.
- The parents were inclined to hold the teacher primarily responsible for a pupils' difficulties and to hold the administration responsible, secondarily, for tolerating the presence of the teacher involved. The most popular solution advanced was of the "teacher must go" variety.
  - Fathers predominated slightly in this category. It is interesting to note that the majority of calls came between 5:15 and 6:00 p.m., leading to one hypothesis that some intrafamily discussions had resulted in the father being elected as spokesman on academic matters.

- The incidence of calls about female pupils was still high but the gap was closed slightly.
- The comments recorded revealed a higher degree of articulateness than those directed at the System. Although no evidence was compiled. This might lend some credence to the theory that those parents most concerned about their children's scholastic welfare came from reasonably well-educated middle and upper-middle groups.
- No academic subject was exempt. The complaints were directed at teachers in all fields, with no one subject receiving noticeably more barbs than any other.
- In no case had the complaining parents made any attempts to see the teacher under fire and thrash out differences prior to making calls to the principal's office. Several meetings were arranged, however, subsequent to these telephone contracts.



APPENDIX E

PERCENTAGE OF SUPERINTENDENTS AND SCHOOL BOARD  
MEMBERS WHO SAID THEY WERE EXPOSED TO  
PRESSURES FROM SPECIFIED INDIVIDUALS  
AND GROUPS

Individuals or Groups Who Exert Pressure	Superin- tendents (N = 105)	School Board Members (N = 508)
1. Parents or P.T.A.	92	74
2. Individual School Board Members	75	51
3. Teachers	65	44
4. Taxpayer's associations	49	31
5. Town finance committee or city council	48	38
6. Politicians	46	29
7. Business or commercial organizations	45	19
8. Individuals influential for economic reasons	44	25
9. Personal friends	37	37
10. The Press	36	19
11. Old line families	30	26
12. Church or religious groups	28	18
13. Veterans organizations	27	10
14. Labor unions	27	5
15. Chamber of Commerce	23	5
16. Service clubs	20	11
17. Fraternal organizations	13	9
18. Farm organizations	12	4
19. Welfare organizations	13	1

<sup>1</sup>Neal Gross, Who Runs Our Schools?, p. 50.

APPENDIX F

RESPONSES OF 175 ELEMENTARY SCHOOL PRINCIPALS TO SIX  
QUESTIONS ABOUT THE MANAGERIAL SUPPORT GIVEN THEM BY  
THEIR IMMEDIATE ADMINISTRATIVE SUPERIORS

To What Extent Does Your Immediate Super- ior Engage in the Following Kinds of Behaviour?	Percentage of Principals Saying					N*
	Always	Almost Always	Occas- sionally	Almost Never	Never	
1. Makes principal's life difficult because of his ad- ministrative ineptitude.	1%	1%	3%	19%	72%	173
2. Runs meetings and conference in a disorganized fashion	1	1	8	25	64	171
3. Has the relevant facts before mak- ing important deci- sions	60	35	4	1	-	166
4. Displays inconsistency in his decisions	1	3	15	32	49	170
5. Procrastinates in his decision making	6	4	20	29	40	159
6. Requires principals to engage in unneces- sary paper work	1	5	30	36	28	172

Source: Neal Gross and Robert E. Herriott, Staff Leadership in Public Schools: A Sociological Inquiry (New York: John Wiley & Sons, Inc., 1965), p. -10.

\*Incomplete data due to the replies of those principals who responded, "I have no way of knowing."

APPENDIX G

The following list includes some of the most common expectations that teachers hold for principals.<sup>1</sup>

1. Consistent, clearly formed policies.
2. Efficient handling of administrative details, leaving time for help and supervision.
3. An aura of confidence and courage.
4. Consultation with staff in planning programs.
5. Accurate interpretation of views, both up and down, between teachers and central administration.
6. The ability to evaluate and rate teachers without "threats."
7. Deep understanding of the needs of children.
8. Ample help for the beginning teacher.
9. Recognition of teacher achievement.
10. Delegated authority commensurate with the execution of assigned responsibility.
11. Tolerance, kindness and respect for the individual.
12. Ready availability for conferences.
13. Support or backing of teachers in their dealings with pupils and parents.
14. Provisions for relief from routine, clerical duties.
15. Firm but constructive control of the faculty resulting in adherence to regulations.
16. Intelligent use of faculty meetings.

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<sup>1</sup>Saxe, Perspectives on the Changing Role of the Principal, pp. 86 - 87.

17. Special provisions for atypical children.
18. Skill and calmness in dealing with irate parents.
19. Correct social distance--impersonal but friendly relationship to the staff.
20. A high degree of skill in human relations.
21. Fair and impartial allocation of rights and duties.
22. Facilitation of instruction--provision of materials, supplies, auxillary services, etc.

APPENDIX H



Berelson and Steiner have summarized the following points in regards to the facilitation of communication:<sup>1</sup>

1. People are likely to seek out congenial individuals (those favourable to their predispositions) in controversial matters just after coming to a decision on the matter.
2. Rumours spread in direct proportion to the receptivity of the audience.
3. If the substance of the rumour is congenial to persons hearing it, it will be passed on to others and/or changed into more personally satisfactory forms.
4. Objective information on the subject that is not tied into the rumour itself is the best counter attack.
5. Misperception and misinterpretation of communication follow one's psychological propensities to evade or distort a message.
6. The effect and use of the printed word in communication are related to the level of education--the higher the education, the greater the performance for oral and visual presentations.
7. People seek out and respond to pervasive communications consistent with their predispositions to believe in an issue.

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<sup>1</sup>Bernard Berelson and Gary A. Steiner, Human Behaviour: An Inventory of Scientific Findings (New York: Harcourt, Brace, and World, Inc., 1964), pp. 527 - 554.

8. Facts are not effective in changing the opinion of an audience whose emotional predispositions run a contrary direction--the stronger the psychological factors, the less the impact of an adverse communication; facts alone are not likely to win any converts where controversial issues are involved.
9. The higher his intelligence, the more likely that the person will gain information from mass media.