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Evaluation of School Superintendents in Nebraska: Practices and Perceptions

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Johnson, Edwin Harold, Ed.D.

The University of Nebraska - Lincoln, 1988

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EVALUATION OF SCHOOL SUPERINTENDENTS IN NEBRASKA:
PRACTICES AND PERCEPTIONS

by

Edwin H. Johnson

A DISSERTATION

Presented to the Faculty of
The Graduate College in the University of Nebraska
In Partial Fulfillment of Requirements
For the Degree of Doctor of Education

Major: Interdepartmental Area of Administration,
Curriculum, and Instruction

Under the Supervision of Professors Robert C. O'Reilly
and Darrell F. Kellams

Lincoln, Nebraska

May, 1968

TITLE

EVALUATION OF SCHOOL SUPERINTENDENTS IN NEBRASKA:

PRACTICES AND PERCEPTIONS

BY

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EVALUATION OF SCHOOL SUPERINTENDENTS IN NEBRASKA:

PRACTICES AND PERCEPTIONS

Edwin H. Johnson, Ed.D.

University of Nebraska, 1988

Advisors: Robert C. O'Reilly and Darrell F. Kellams

The purpose of this study was to investigate the perceptions and practices of the evaluation process of school superintendents in Nebraska as viewed by them. A review of the literature provided the major impetus for this study. The data were collected through administration of a questionnaire mailed to 18 Class A superintendents and 31 randomly selected superintendents each from Classes B, C, and D. Descriptive statistics were used to report quantitative data. A one-way ANOVA and chi-square were used to report Likert scale and mutually exclusive items, respectively.

The findings of the study were:

1. Evaluation of the superintendent's performance in Nebraska was primarily a formal process, occurring in nearly 90 percent of the school districts surveyed.
2. The use of people other than the board of education in the evaluation of the superintendent was not an accepted practice by the superintendents included in this study.
3. No statistically significant differences were found among the four classes of schools in the evaluation practices, procedures, and attitudes of superintendents toward evaluation, $p > .01$.

4. A combination of criteria was used to formally evaluate the superintendent's performance.

5. Respondents were not convinced board members had the necessary understanding of evaluation methodology to evaluate their performance.

6. A statistically significant relationship existed in how superintendents from the four different classes of school districts felt about the priorities of their responsibilities, $p < .01$.

7. School districts in Nebraska were more likely to have a district-adopted policy for the evaluation of teachers than for the evaluation of the superintendent of schools.

8. The most important factor in the development of an adequate evaluation of the superintendent was the presence of a good working relationship between the superintendent and the board of education.

9. Compensation of Nebraska's superintendents based on their evaluation was not a common practice.

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My gratitude and love are extended to my wife, Karin, and my children, Traci, Todd, and Scott who believed in me and gave their support, encouragement, and patience during the period of this study.

Lastly, this study is dedicated to the memory of my parents who instilled in me the desire to strive for excellence and the ethic of work.

EHJ

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CHAPTER I

INTRODUCTION

Context of the Problem

Although public education in the United States is legally and primarily a function and responsibility of the state, the state delegates the duties of establishing and maintaining a free public school system to educational committees at local levels. Each local committee (school boards) along with its chief executive officer (superintendent) directs local public education and ascertains the educational needs and desires of the people in the school district.

Fitzgerald (1975) noted that the school board and the superintendent have equally important roles in providing leadership for the educational community, but the manner in which each fulfills the role differs. School boards are expected to govern school systems by establishing general policies, by distributing resources for instructional programs, and by overseeing the execution of established policies.

The superintendent of schools, as the chief executive officer employed by the board of education, is responsible for the management of the school system: for organizing personnel and activities; for using school resources effectively; and for communicating with parents, board members, and school personnel.

In the execution of their respective duties, Nunnery (1985) noted it is incumbent upon both the board of education and the

superintendent to develop unity and harmony in dealing with school problems, to agree on the particular duties of the board and of the superintendent, to grow in understanding of the educational community being served, and to manifest respect for each other and for the contribution each member makes to the total effort.

Constant attention to school issues and problems and the rapid rate of change in contemporary management technology, however, generate tensions between the board of education and the superintendent, as well as among administrators and personnel at various levels. This necessitates periodic appraisals of the effectiveness of the board's chief executive officer.

Many studies and numerous journal articles have been written on the formal evaluation of the superintendent. These studies have tended to focus on the mechanics of superintendent evaluation and represent a cookbook approach to the formal evaluation process. A qualitative investigation was conducted in Wisconsin public school districts (Intress, 1985). The overall purpose of the study was to discover how formal superintendent evaluation processes affected the educational programs of the school districts. Sonedecker (1984) studied current practices in the evaluation of American public school superintendents as perceived by them. The American Association of School Administrators (AASA) survey was administered to a stratified sample of public school superintendents in the United States. Eggers (1984) conducted a study of the evaluation practices and procedures of school

superintendents in South Dakota. The primary purpose of the study was twofold: (1) to determine the evaluation policies and procedures used for public school superintendents in South Dakota, and (2) to determine the current attitudes of public school superintendents toward the evaluation of the superintendent's performance.

In a study conducted by Sloan (1982), the frequency of and preference for informal, standards, and performance objective-based procedures were studied. The primary purpose of the study was to determine superintendents' preferences regarding the three evaluation procedures and the relationship between school district size and the procedure utilized and preferred. In a study conducted by Fenster (1985), the appraisal and evaluation of superintendents in mid-size Nebraska schools were studied. Fenster focused on the evaluation procedures of superintendents in school districts with a student population of between 600 and 1,400 students.

Handbooks issued by the Nebraska Association of School Boards (NASB) (n.d.) and the Washington State School Directors' Association (WSSDA) (1974) reflected that not only is the selection and appointment of a superintendent the single most important responsibility of the board of education but that, once having employed a superintendent, the board shares the responsibility for the superintendent's success.

In an Educational Research Service (ERS) (1972) circular, it was stated that, "The setting of performance goals against which superintendents will be evaluated is becoming increasingly popular as a means of evaluating the school's chief executive officer."

A majority of State School Boards Association members have guidelines for the evaluation of the school superintendent. The Michigan Association of School Administrators (MASA) (1974-1975) was one of the first groups to have such guidelines. The association recommended that the superintendent and the board design a plan that would include (1) a timetable for the evaluation cycle, (2) a descriptive evaluation of the superintendent's performance, and (3) a review of the objectives of the school program and activities for the year.

Members of the California School Boards Association (CSBA) (1977) asserted that the superintendent has a dual role of working for the school and working for the public, and is directly responsible to the board of education. The CSBA also observed that the superintendent must operate within the guidelines of external entities such as accreditation agencies, state and federal laws, and local school board policies. The association also stated that board members should be cognizant of the many masters which the superintendent serves as the members review the performance of their superintendent. The CSBA emphasized that any evaluation of the superintendent, by the board, is also an expression of the association's own accountability to their constituents.

In a publication sponsored by the AASA and the National School Boards Association (NSBA) (American Association of School Administrators, 1980a), both organizations stressed that regular evaluation of the superintendent is extremely important. A 1977 publication of the

AASA emphasized that the superintendent, who is the manager of the school system, has the right to expect the board of education, whose function is governance, to hold the superintendent accountable for what has happened in the school district and to evaluate the superintendent's job performance.

According to Holt (1981), the expectations of society in general seem to have a direct relationship to socioeconomic pressure within the district. Holt also observed that the impact of economic and environmental conditions is often directly proportionate to administrative success in educational program goal achievement.

In a study designed to learn how the chief executive officers in New York and New Jersey schools were evaluated, Carol (1972) found the greatest percentage (62 percent) of the responding districts employed informal methods of evaluating the superintendent. The study also indicated the informal methods varied even more widely than formal methods of evaluation. According to Carol, more than half of the districts responding to the survey expressed a desire to develop formal evaluation procedures. Her study revealed that school boards are cognizant of the serious and growing problem of providing a system of accountability for their schools.

This study focused on the evaluative procedures presently in use by school districts in the State of Nebraska. The results of this study should provide boards of education with needed criteria and guidelines for evaluating the performance of the superintendent. In

addition, the findings should be helpful in improving the working relationship between the board of education and the superintendent. Hopefully, the findings of this study will provide evidence that will help both parties define the expectations needed to effectively assess and improve the superintendent's performance.

Statement of the Problem

The purpose of the study was to investigate the perceptions and practices of the evaluation process of school superintendents in Nebraska. Specifically, the objectives of this study were to (1) identify the present practices used by Nebraska school districts in the assessment of the performance of the superintendent of schools; (2) assess the current attitudes of superintendents toward the formal evaluation of the superintendent's performance; (3) review the purposes of superintendent evaluation; (4) examine the role and relationship of the board of education and the superintendent in the evaluation process; and (5) identify the procedures, frequency, and methods used in superintendent evaluation. This investigation may be viewed as a descriptive study of the evaluation of the superintendent's performance.

Definition of Terms

Board of education. The duly elected officials who represent the patrons of the district.

Superintendent of schools. The chief executive officer of the school district whose responsibility is to implement, supervise, administer, and endorse policies as adopted by the board of education.

Class A schools. The 31 largest high school districts in Nebraska based on enrollment in grades nine through eleven.

Class B schools. The thirty-second through ninety-second largest high school districts in Nebraska based on enrollment in grades nine through eleven. At the time of the study there were 62 Class B school districts in Nebraska.

Class C schools. The ninety-third through the one hundred and eighty-second largest high school districts in Nebraska based on enrollment in grades nine through eleven. There were 90 Class C school districts when this study was conducted.

Class D schools. The remaining high school districts in Nebraska based on enrollment in grades nine through eleven. These districts are the smallest K-12 school districts in the state and at the time of the study numbered 159.

Formal evaluation. The appraisal of the superintendent's performance based on predetermined objectives and established policies procedures, and criteria.

Informal evaluation. Appraisal of an individual's status or growth by means other than standardized instruments.

Assumptions

Not all school districts use some type of form evaluation of their superintendent, although there are more districts that have adopted and are using a formal evaluation plan to evaluate their superintendent compared to districts using informal procedures. School districts that have adopted a formal evaluation plan will be more likely to respond to a request for information than school districts that have no formal plan. The evaluation procedures currently in use by most school districts do not adequately measure the performance of the superintendent.

Delimitations/Limitations

The school districts involved in this study were limited to the school districts in Nebraska. Only the superintendent of schools in each district was asked to complete the survey instrument. Therefore, the results of this study may or may not be applicable to states with school districts of different sizes and composition.

Significance of the Study

Little has been published on the methods, frequency, procedures, and techniques used in evaluating the public school superintendent in Nebraska. In a publication sponsored by AASA and NSBA (American Association of School Administrators, 1980a), both organizations stressed that regular evaluation of the superintendent is extremely important.

Redfern (1980), who prepared the original manuscript for this publication observed:

Though individual school board members have many opportunities to observe and evaluate a superintendent's performance, it is clear that such informal evaluations cannot provide the board with a complete picture of the superintendent's effectiveness in carrying out his/her complex job. Regular, formal evaluations offer boards the best means of assessing their chief administrator's total performance. (p. 4)

Redfern (1980) further noted it was emphasized in the joint statement of the AASA and NSBA that if superintendent evaluations are conducted properly, they benefit the instructional program of the school district by (1) enhancing the chief administrator's effectiveness; (2) assuring the board that its policies are being carried out; (3) clarifying for the superintendent and individual board members the responsibilities the board relies on the superintendent to fulfill; and (4) strengthening the working relationship between the board and superintendent.

In most school districts, the superintendent of schools is the formally recognized chief executive. He or she is the most visible, vulnerable, and potentially influential member of the organization (Campbell, Cunningham, Nystrand, & Esdan, 1980). Next to the selection of a superintendent, the evaluation of the chief executive officer is an emerging priority in school districts across the country. Superintending is also characterized by a basic condition of symbolic leadership, the attribution of responsibility for organizational performance (Pitner & Ogawa, 1981).

Reopelle (1974) noted that although a continual flow of literature has been produced on the evaluation of the superintendent, not enough has been done to adequately evaluate the person in that office. The growth in the number of states in which the evaluation of public school superintendents has been legislatively mandated brings new importance to the appraisal of the school's chief executive officer (Sonedecker, 1984).

The study was conducted to address the extent, frequency, techniques, and instruments in use in the evaluation of the performance of superintendents in Nebraska. In addition, the variable of school district enrollment was used in the data analysis to determine if a relationship existed between school district size and the evaluation methods involved in the evaluation of the district superintendent.

The results of this study should provide boards of education with needed criteria and guidelines for evaluating the performance of the superintendent. The findings should also be helpful in improving the working relationship between the board of education and the superintendent. Hopefully, the findings of this study should help both the superintendent and the board in defining the evaluative process needed to effectively assess and improve the performance of the school superintendent. Possibly, the Nebraska Legislature may use this study as an impetus to pass legislation which would provide Nebraska superintendents with the same due process rights enjoyed by teachers and principals in the state.

This study will contribute to the knowledge about the emerging profession of the school superintendency and will provide new insights about the evaluation of superintendents, not only for today, but also for the future.

CHAPTER II

REVIEW OF THE RELEVANT LITERATURE

The position of school superintendent in American schools is relatively new in the evolution of education in this country. The foundation of public education and of local control was established as early as 1647 by the Massachusetts Bay Colony. American education existed for 200 years before the first school superintendent was appointed. It was over one-half a century later before an appreciable number of cities decided to hire a school superintendent (Griffiths, 1966).

The review that follows is intended to provide the reader with a representative overview of the literature which relates to the evaluation of the chief executive officers in American public schools. The review is presented under four subheadings reflecting the major categories of the literature examined. The categories include: (1) a discussion of the superintendency from an historical perspective; (2) the purposes of superintendent evaluation; (3) the role and relationship of the board of education and the superintendent in evaluation; and (4) procedures, frequency, and methods of superintendent evaluation.

The Superintendency: An Historical Perspective

Supervision of public schools in America began in the early 1800s, but public high schools did not become an entity requiring some

new administrative functions until the 1820s. The superintendent's position in educational administration was not immediately recognized as tenable by boards of education or the community. Cooper and Fitzwater (1954) concluded that the superintendency developed as a result of the inadequacy of school committees chosen to administer the schools. Most of the public schools during the early part of the nineteenth century were operated by town meetings or by voters at the annual school election.

The concept of local citizen control was established as early as 1647 when the Massachusetts Bay Colony passed the Olde Deluder Satan Act. This act outlined the responsibilities of those charged (selectmen) with overseeing the operation of the community and the schools. Some educational duties were assigned to teachers and appointees but selectmen were mainly in control (Cubberley, 1920).

Supervision of public schools in the United States appeared in the early 1800s and by the 1920s, high schools became an entity requiring some new administrative functions. Cooper and Fitzwater (1954) noted:

The position of superintendent did not suddenly appear or emerge as an integral position in educational administration. In a number of instances, the position gradually evolved out of some other governmental office. (pp. 137-138)

The growth of cities, the movement away from one-room schoolhouse districts, and the inability of lay school board members to meet the growing demands of the public led to the creation of the office of the superintendent of schools (Doerksen, 1975).

Massachusetts, in 1826, became one of the first states to enact the "acting visitor" concept of supervision for its schools. Morrison (1922) noted that the legislature allowed the town committee to appoint someone who had the duty of visiting public schools for the purpose of supervising instruction and the operation of the schools. New Orleans provided its first city director in the 1820s, and the first superintendents to be appointed were in the cities of Buffalo, New York, and Louisville, Kentucky, in 1837. Thirty cities had created the office of superintendent of schools by 1859, but the growth slowed as only three other cities had superintendents by 1870.

Two of the major concerns of the early superintendents were the arbitrary dismissal of many of their colleagues and the corruption of the school board members. In a report to the Commissioner of Education, John Eaton, Philbreck (1895) pleaded to the American public to "keep unscrupulous politicians off their school boards and to turn over the supervision of their schools to the professional expert" (p. 4).

Some of the duties of the early superintendents included determining the progress of students, examining applicants for teaching positions, and inspecting classrooms for cleanliness and order. The superintendent's duties were delegated from the clerical and instructional power belonging to the local school board.

In 1865, superintendents formed an organization entitled the National Association of School Superintendents, a forerunner of the American Association of School Administrators (AASA). Buchanan (1981) noted that the purpose of the organization was to serve as a platform

for superintendents as well as a reference point from which superintendents could receive up-to-date information on major issues. In 1870, the organization joined forces with two groups representing teachers and formed the National Education Association (NEA). This relationship lasted only into the early 1900s.

The position of local superintendent did not gain ready acceptance. The duties and responsibilities of the superintendent had not been defined in some states and the role of the board of education was not clear. The power of the local school board to expend public funds for the position of superintendent became a legal issue.

In 1874 in Kalamazoo, Michigan, the circuit court ruled that the school district could legally employ a superintendent and pay the superintendent from public funds (Stuart v. School District No. 1 of the Village of Kalamazoo, 1874). This case established the case law principle that the local board of education has the power to hire a superintendent of schools and pay his or her salary from public funds.

By the 1890s, superintendents began offensive action to take control of schools. The Cleveland Plan was officially reported to the February, 1895, annual meeting of the NEA. This plan advocated that administration be divided into two departments, one for business affairs and the other for instruction. The plan also proposed that control of the schools should be turned over to the superintendent of schools.

The Cleveland Plan met with opposition. The founder and owner of the American School Board Journal, William Bruce, became a vocal

opponent of superintendent control of schools. In 1895, he published an article entitled "Deposing Superintendents." He wrote:

The superintendent's position is a difficult one. He is a ready target for unreasonable parents, disgruntled teachers, and officious school board members. In a vortex of school board quarrels, he is the first to become crushed. (pp. 36-37)

Bruce believed that the cost for expert superintendent control was too high for a democracy. Through Bruce's efforts, superintendents failed in their bid to control the schools, and the role of school boards in appointing and dismissing the superintendent was confirmed.

The first laws with respect to the termination of superintendents were in many respects non-existent or only cursory. Regulations with reference to the dismissal of superintendents were adopted over the years, but were generally vague. The rules seemed to have been promulgated more by happenstance rather than as a result of deliberate planning. The apparent lack of clarity of regulations concerning the superintendent's employment status is still prevalent today in many states (Doerksen, 1975).

The entry of the superintendency into the educational sphere was firmly established in the late 1800s, but the legal status of the position remained in question. Earlier roles of errand boy soon vanished, and concern over solely operational problems of the district grew to where leadership roles had to be assumed to suit the various levels and needs of society (Sonedecker, 1984).

The superintendency was not considered sufficiently important

in the early years of the position's development to deal with tenure or longevity of term. Terms of office were brief, often ten months or shorter. The superintendent was considered to be a head teacher rather than the executive officer of the local school board. This caused confusion in many states about the status of the superintendent as a teacher or an administrator.

The need for statutory status emerged. The need for such status was accentuated when leadership roles brought conflict with the board of education. Despite the need for proper legal status, that status did not adequately materialize and remains inadequate today (Doerksen, 1975).

The school superintendency struggled to become an identified profession. At the annual meeting of the NEA in 1895, a report was included by superintendents calling for control of the schools to be turned over to superintendents rather than be governed by the public through school boards. The division of roles between administration (superintendent) and policy (boards of education) emerged from these struggles. As a result of such struggles, some superintendents lost their jobs. The dominance of the school board in appointing, evaluating, and dismissing superintendents was solidified.

In the early 1900s, the consolidation of rural districts and the growing complexities of operating schools led more and more boards of education to employ a superintendent of schools. In the intervening years, school boards gradually have delegated their executive functions to the superintendent.

Cuban (1976), in summarizing the early development of the superintendency, stated:

The origins of the conceptions were traced to the vulnerability of schoolmen bound to a board of education that represents popular will. Conflicting expectations of what a superintendent is and what he should be have been present since the late nineteenth century. (p. 139)

Various scholars have identified the stages in the historical development of the superintendency. Button (1977), Callahan (1966), Campbell, Cunningham, Nystrand, and Esdan (1980), Cuban (1976), Goldhammer et al. (1977), Griffiths (1966), and Tyack and Cummings (1977) have written on the subject. Campbell et al. (1980) cited four major influences in the position's development:

1. Scientific management and the contributions to this movement by Frederick Taylor.
2. The human relations period in administration predominant in the 1930s and 1940s.
3. Development of a theory of administrative behavior within a social science framework characteristic of the 1950s and 1960s--structuralism.
4. Open systems. This view stresses the interdependence between an organization and its environment.

Formal evaluation of the superintendent's position is a relatively new phenomenon. The first major research effort in the evaluation of the superintendent of schools was undertaken by Griffiths (1952). In his study, he attempted to determine the attitude of school board members evaluating the superintendent. Griffiths concluded that 82 percent of the boards had no method available to evaluate the

superintendent, and that there was an express need for an instrument of evaluation.

In the late 1960s, interest in formal evaluation of the superintendent became a paramount concern because of the public's demand for educational accountability. Evaluation of school personnel was a means the school board had of achieving this accountability.

Prior to the 1970s, there was little mention of superintendent evaluation in the literature. Campbell (1971), in a session at the AASA convention, noted that administrative evaluation was a tool the profession could use to police itself and upgrade itself in order to serve the larger society. Educational Research Services, Inc. (1972) published a report on administrative appraisal and indicated that a system of evaluation could ". . . be used as justification for merit salary increases, promotions, demotions, transfers, inservice training, self-development objectives, and similar personnel decisions" (p. 23).

The 1970s witnessed a substantial decrease in student achievement scores. As a result, the education program came under close scrutiny by the public. The superintendent was in the public eye defending the educational programs. The superintendent was held accountable to the board and, in turn, the board to the public for student achievement. Heller (1978) stated that school boards began

. . . to realize that they cannot account to the public unless they have some measure to assess the performance of teachers and school administrators, along with an evaluation of the educational program. From the board's perspective, accountability, i.e., evaluation, must begin with a concentration on the school superintendent. (p. 3)

The historical development of the superintendency and the appraisal of the position is not as clear-cut as it may seem. Some of the historical legacies previously outlined can still be detected today in some superintendencies. However, in most school districts today, the superintendent is the formally recognized chief executive (Campbell et al., 1980), but is answerable to a board of education whose responsibility is to evaluate his or her performance.

Purposes of Superintendent Evaluation

Boards of education must maintain programs that can stand the test of public accountability. The public is insisting on a high quality educational program to justify the continuing financial support of the educational enterprise. According to Buchanan (1981), in order to maintain this accountability boards of education have developed staff evaluation programs. However, the superintendent position has often escaped the formal evaluation procedures required for teachers and other administrative personnel.

The public school superintendent has significant influence and control over the school staff and upon the school board. In the role as a political person, the superintendent influences the local school community as well as the larger community of state, region, and national affairs.

If selecting the superintendent is the most critical decision a school board has to make, possibly the second most important task

is that of evaluating the superintendent. Agreement among educators and school board members is far from unanimous regarding the process the school system might develop for evaluating the superintendent.

Dittloff (1982) stated:

. . . the process your school system develops is not nearly as important as the philosophic approach you use in conducting the evaluation. You can jeopardize a superintendent's career and seriously disrupt a school system by allowing the evaluation process to become a political tug-of-war between competing interest groups. (p. 1397A)

A great deal of literature has been devoted to discussion of the purposes of evaluations. In developing their plans for evaluating the superintendent, board of education members should think through the purposes they hope to achieve (Evans, 1981). The identification of the purposes for evaluating the superintendent is extremely important because the purposes provide the direction and reason for existence of additional activities in the evaluation process.

A review of the literature regarding the evaluation of superintendents indicates that the term "purpose" is sometimes used interchangeably with other terms. Those terms include reason, aims, objectives, goals, uses, values of, and benefits (Sonedecker, 1984). The many purposes of administrative evaluation, including the superintendency, can be divided into two general categories: those serving primarily as a means and those serving as an end. When evaluation serves as a means, it functions as an on-going communication, feedback, adjustment, and assistance process. When evaluation serves

as an end, it results in a specific culminating judgment regarding administrative performance.

In either case, the intended purpose of evaluation is of central importance in determining the design of an effective evaluation process and its subsumed procedures (Nygaard, 1974). In a global sense, the purpose behind the evaluation of the superintendent is to "insure good education through effective governance of the schools" (Booth & Glaub, 1978, p. 7). Genck and Klingenberg (1978) and Hawkins (1982) also saw the evaluation of the superintendent relating to the effectiveness of the school district in the public's interest.

Why evaluate the superintendent? Wills (1983) cited two major purposes: making a specific decision at the conclusion of the evaluation period (rehire, fire, grant a merit raise) and providing feedback on performance to allow the superintendent to improve through inservice, university coursework, or other means.

In the Superintendent Career Development Series prepared jointly by the AASA and the NSBA, the authors noted that the frustration of constantly dealing with volatile issues can lead to excessive stress, even burnout, and a high rate of turnover (American Association of School Administrators, 1980a). Superintendents need the policy direction of their school boards, but they also need reinforcement for a job well done. Sincere, earned recognition from school boards can be a great help to school administrators. Recognition can result from a good system of evaluation.

Hawkins (1982) asserted: "No term evokes more concern to educators than evaluation; just the mention of evaluation sends many administrators into a state of shock" (p. 42). The formal evaluation of superintendents has always been complex and troublesome to administer; however, Graves (1932) emphasized the importance of developing a continuous evaluation program for school superintendents. More than thirty years ago, the AASA (1946) made the statement, "Good school board policy provides for a constant evaluation of the work of the superintendent of schools" (p. 69).

Some writers have attempted to determine the most important purpose for evaluating administrators, including superintendents. Redfern (1972) stated "the prime purpose of evaluation is to improve performance and to promote professional development. Although other purposes may be served simultaneously, the central thrust must be in the direction of improvement" (p. 4). Reopelle (1974) concluded that "there appears to be general agreement that the process is designed to improve the competency of the chief administrator" (p. 4).

Page (1975) was of the opinion that formal evaluation is the key to strengthening the performance of both school boards and superintendents. He felt that only through careful, honest, open appraisal can a board hope to improve its performance and that of its superintendent. He emphasized that the school system can be no better than the board, and the superintendent can go no further than the board will allow.

The NSBA (1977) listed the following reasons for formulating an evaluation program for the district chief executive officer:

1. Superintendents cannot function effectively without periodic feedback about their performance. Frequent feedback is essential to an orderly flow of management information. It is especially important because of the ambiguous nature of the superintendent's job. That is, two people--whether board members, teachers, parents, or students--agree as to what the superintendent should do. Without frequent, formal assessments, the superintendent relies for direction on blurred signals from all these groups.
2. Superintendents need positive feedback. Superintendents deserve reinforcement for the good things they do, as well as criticism for those all-too-visible mistakes. If things are going well and the school board wishes the direction to continue, periodic and frequent feedback can nourish a top executive's efforts.
3. Superintendents can make a difference in children's lives. Not all factors that affect the school environment are within the superintendent's control, but the chief administrator can have both a direct and indirect impact on the management and improvement of instruction in school districts. His effect can be large or small, even if the school board cannot establish clear-cut, cause-effect relationships between his actions and school improvements. This ambiguity exacerbates the already difficult task of judging executive performance. It means school boards must attempt to separate factors beyond the superintendent's control (shrinking enrollment, declining tax revenues, court orders, state and federal mandates, and so on) from those that can be managed. Only then can boards determine how well the superintendent responds to problems thrust upon the district, or converts problems into opportunities to move the entire system closer to its goals.
(p. 2)

In a study of New Jersey school boards, Carol (1972) reported that 73 percent of the superintendents were of the opinion that the chief

purpose of evaluation was to determine the superintendent's salary. In contrast, her study also revealed that 89 percent of the school board members indicated the primary reason for evaluation was to identify areas for improvement. There was agreement in only a few of the districts between the school board members and the superintendents.

Common errors in the evaluation of the superintendent were identified by Booth and Glaub (1978) and included:

1. Evaluation is a vacuum without understanding what is expected--where we want to go (goals) and how we get there (objectives).
2. The assumption is made that evaluation should never be used for reward or discipline, but only for measurement.
3. Evaluation is conducted without understanding the job to be evaluated--its functions and responsibilities.
4. Evaluators play psychologist and presume to evaluate personal relationships, mental health, interests, etc.
5. An attempt is made to measure performance without standards.
6. Persons assume that the longer and more complicated the forms, the better the system. This is usually an attempt to use volume to cover up inadequate standards. (p. 35)

Some of the problems related to evaluation in education in general, and evaluation of the superintendent in particular, may have as much to do with a certain "mind set" than anything else (Sonedecker, 1984). Evaluation in education has many meanings. Generally, it is not necessarily associated with results, as in many types of personnel evaluation. Olds (1977) added other aspects to this "mind set" regarding the evaluation of administrators, including the superintendent:

1. It is usually associated with negativism; a means of flunking, firing, or demoting. The purpose is generally seen as punitive.
2. It is often carried out in imperialistic fashion, with conclusions based not upon facts and analysis but upon impressions, questionable data, doubtful check-lists, misinformation, and biases.
3. Evaluation, especially in non-personnel matters, may be so dressed with verbal camouflage from start to finish that its primary purpose of creating confusion is the main achievement. (p. 179)

Moberly (1978) offered another criticism of superintendent evaluation as practiced in some school districts concerning the frequency and timeliness of the evaluations:

Many boards never evaluate the superintendent until near the end of a three to four-year contract. Typically, the decision to renew the contract becomes a political matter at worst and a popularity contest at best, rather than an objective assessment of effectiveness. (p. 237)

Many of the reasons given for not doing systematic evaluations of superintendents have to do with the complicated nature of the position. According to DeVaughn (1971), "many administrators and teachers have taken the position that teacher and administrator performance is too involved and complicated to measure" (p. 2). The influence of crisis evaluations and the increased complexity of the superintendency might well combine to discourage formulation of an evaluation policy. At that point, the superintendent would likely view the evaluative process as a "garbage can for dumping an entire year's unresolved issues, unanswered questions, and untouched peeves" (Cuban, 1977, p. 6).

Perhaps all the discussion about the difficulty of evaluating positions in education, especially the superintendency, is a "smoke screen" to place a certain "aura" about the job.

Educational administrators have worked diligently to capitalize on the tendency of lay persons to regard the administrators' professional qualifications with deference. In fact, according to a number of observers, administrators have been instrumental in perpetuating this public tendency. (Zeigler, 1974, p. 150)

In his book, Evaluating Administrative Personnel in School Systems, Bolton (1980) identified the following problems of measurement concerning superintendent evaluation:

1. Prejudice, bias, or poor judgment of the person(s) doing the evaluation.
2. Inconsistency of the reaction of the person(s) doing the evaluation to the behavior of the administrator evaluated.
3. Rating devices that require a conclusion about several bits of information and a response to a single scale.
4. Each person who is responsible for measuring any process or product of an administrator is influenced by his own physical and mental health. (pp. 68-70)

Although formal superintendent evaluation has been recognized and documented as an essential activity of school boards, for many years it was not widespread. This lack of implementation of a recommended practice reaffirms the difficulties in developing formal superintendent evaluation programs at the local level.

The emphasis in evaluation has been on teachers and, to a lesser degree, administrative and supervisory personnel. The authors of a

report by Educational Research Services, Inc. (1976) stated:

. . . much attention has been given to the development of effective procedures for assessing student performance, teacher performance, and administrative performance. Comparatively little effort, however, has been given to the development of effective procedures for evaluating objectively the performance of the school superintendent. (p. 111)

Redfern (1980) noted that school administrators are increasingly being expected to account for their performance in more specific and concrete ways. Evaluation of the superintendent is becoming a more frequent phenomenon, but old habits are hard to break. Gray (1976) stated: "It is hard to imagine a school administrator running a multi-million dollar organization whose job evaluation depended upon phone calls that a board member received from an irate taxpayer. Unfortunately, however, it is just these kinds of isolated incidents that may affect a decision on re-employment" (p. 26).

Superintendents cannot and should not be exempt from performance evaluation. Lamb (1978) emphasized that "accountability and therefore evaluation must concentrate on the superintendent" (p. 35). Cuban (1976) indicated that "the most important decision you'll ever make as a school board member is selecting a superintendent. For too few, decision number two is evaluating the all-important subject of their primary decision, the superintendent" (p. 1).

Formal superintendent evaluation must set the standard in the school system's performance evaluation. Lamb (1978) noted that evaluation at other levels is made easier when the board and superintendent set the example. Carter (1980), in stressing the importance of a strong

personnel evaluation plan, stated, "evaluation succeeds when it starts with the board and then proceeds to the remaining personnel" (p. 1).

Several considerations are essential if a board of education decides to embark on a formal program of superintendent evaluation. Evaluation purposes must be clearly defined; the superintendent must know and be involved in developing the standards against which he or she will be evaluated; evidences of both strengths and weaknesses must be included; built-in restrictions over which the superintendent has no control should be considered; the process should follow a formal cycle; and evaluation should occur at a scheduled time and place in executive session with no other items on the agenda and with all board members and the superintendent present (Sarbaugh, 1982).

It appears that a determination of the most important, or primary, purpose for superintendent evaluation may be unique to the situation or the individuals involved. In his study of board of education presidents and superintendents, Roelle (1978) indicated that the two most important purposes in the evaluation of the superintendent are the "attainment of district goals and objectives and to improve board/superintendent relations" (p. 162).

Trying to single out the most important or primary purpose for evaluation may ignore the full scope of the environment in which schools exist and in which superintendents work. According to Bolton (1980), "the key question is not whether one purpose is more important than another, but whether a system of evaluation can be designed that will

allow all purposes which are important to the individuals and the organization to be accomplished" (p. 48).

Formal evaluation offers numerous advantages for both the board and the superintendent. According to Sarbaugh (1982) in his study of superintendent performance evaluation in North Carolina public schools, the advantages were:

1. better understanding by the superintendents of what the board expects of them;
2. a more harmonious working relationship between the board and the superintendent;
3. better understanding by the board members of the role of the superintendent;
4. identification for the superintendents of their strengths and weaknesses as perceived by the board;
5. an opportunity for the superintendent to improve in areas of weakness as perceived by the board. (pp. 117-118)

In the study of North Carolina public schools, Sarbaugh (1982) found no disadvantages of the formal evaluation process. He stated, "There was no indication of negative outcomes from either the superintendent or the board chairman" (p. 121). Not everyone feels an organized superintendent evaluation program is desirable or productive, however, In fact, some persons believe such evaluation can be counter-productive. Natriello (1977) identified several disadvantages of the formal evaluation process. These concerns primarily involved the administrators' acceptance of the evaluation process as an activity that was to their benefit.

When asked how they evaluate their school district's chief

executive officer, some board members may offer the old cliché "our board evaluates the superintendent at every meeting." Other busy school board members are probably moved to ask, "Why should we go to the work and trouble of setting up an appraisal system? We trust our superintendent and know he's already overworked. So why should we add one more task?" (Booth & Glaub, 1978, p. 1).

Cuban (1977) identified three blocks to superintendent evaluation. One related to selection and Cuban stated, "If we made the right choice, we'll have nothing to worry about; if we didn't, no amount of training will send a loser over the finish line" (pp. 1-2). The second block identified by Cuban was that superintendents do not ask. They ignore the sound advice of the professional associations of school administrators to demand formal evaluations. The third block to evaluation identified by Cuban was the lack of time and expertise on the part of the board of education.

According to McCarty (1971), there are three reasons why boards do not evaluate their superintendent. They include the inability to measure the superintendent's contribution to such a complex organization, the belief that an evaluation will not be scientific or reliable, and the concern over the cataloguing and analyzing of the role behavior of the chief executive officer of the school district because of the position's uniqueness. Appel (1980) identified four elements upon which superintendent evaluation should focus: curriculum improvement, educational management, community relations, and fiscal affairs.

In 1984, public attention in America was focused on education. The report, A Nation at Risk, published by the National Commission on Educational Excellence (1983) ushered in a host of articles and publications dealing with effective schooling. The author of a book published earlier proposed that "superintendents must be held accountable for a good many of the responsibilities best classified as management" (Goodlad, 1979, p. 96).

Recent events have played a significant role in bringing the issue of formal superintendent evaluation to the point where it is a major concern for school boards and administrators. Heller (1978) cited such events as the scarcity of resources, changes in the public attitude toward public education, declining enrollments, an increased turnover of superintendents, and a decline in the value of education by the public.

Past practices in evaluating superintendents have been an eclectic patchwork of techniques and procedures. The practice of informal, unwritten evaluations of the superintendent's performance prevailed for many years (Redfern, 1980). Carol (1972) reported that three percent of the 207 districts participating in a study in New Jersey and New York indicated they used formal procedures to evaluate the chief executive school officer; 62 percent used informal procedures; 11 percent used a combination of formal and informal procedures; and 24 percent did not have any procedures to evaluate their chief school officer. Since the completion of Carol's study, the

percentage of districts conducting formal evaluations seems to be on the rise (Cunningham & Hentges, 1982).

The lack of attention to a formal superintendent performance evaluation process is indicated in an Educational Research Services, Inc. (1972) report. This report revealed that only three articles on evaluating the superintendent could be found in a thorough search of the educational literature. Articles dealing with formal superintendent evaluation are currently appearing in the literature more often, and Knezevich (1984) predicted that "before this decade is out, practically all school systems will have formal administrator appraisal systems" (p. 605).

In a joint publication of the AASA and the NSBA, members reported the following purposes for the process of evaluating the superintendent of schools:

1. Describe clearly the duties and responsibilities of the superintendent.
2. Clarify the board's expectations of their performance.
3. Enable the board to hold the superintendent accountable for carrying out its policies and responding to its priorities.
4. Foster a high trust level between the superintendent and the board.
5. Improve communications between the board and the superintendent.
6. Enable the superintendent to know how he/she stands with the board.
7. Provide ways by which needs for improvement can be met.

8. Identify both areas of strength and weakness in the superintendent's performance. (Redfern, 1980, p. 23)

Other authors, including Bolton (1980), Carol (1972), and Castetter (1971), have proposed similar lists of purposes for the evaluation of the superintendent. Very few of the purposes for the evaluation of the chief executive officer of a school district relates to students.

Of the studies reviewed, McGrath (1972) is the only researcher who indicated that determining salary is the primary reason for evaluating the superintendent. He identified five major reasons for evaluation of the superintendent. They are, in rank order:

1. Salary
2. Contract renewal
3. Continued employment
4. Improved functioning of the superintendent
5. General improvement of the district (p. 192)

There are many purposes, reasons, etc., for evaluating educational personnel, including the chief executive officer of a school district. Some are actually in conflict with each other. A single evaluation program may not be able to do all the things reflected in the literature. Such expectations may be unrealistic and unwarranted (Redfern, 1972).

However, in developing a plan for the evaluation of the superintendent, there should be some consensus on the purposes to be sought. The purposes should be reduced to writing and incorporated

as a part of the plan (Evans, 1981). In essence, evaluation programs that have written statements of purposes which are clear, precise, and complete are more likely to produce a sound basis for open communication and cooperative relationships than programs designed around ambiguous or unwritten purposes (Bolton, 1980).

Evaluation of the superintendent (1) sets the example for evaluation efforts with other school personnel and plays a significant role in dealing with the problem of rapid turnover in the superintendency, and (2) should provide superintendents with the necessary information to improve their performance and, ultimately, to enhance achievement of the school district's goals.

In Sarbaugh's (1982) study of North Carolina public schools, he concluded that both the superintendent and the board chairman viewed the formal evaluation of the superintendent's performance as having numerous positive and practically no negative effects. Buchanan (1981) documented that there is significant superintendent turnover in public school districts. Many superintendents leave their post because they fail in their relationship with the board of education.

A superintendent needs both the policy direction of the board of education as well as the board's reinforcement for a job well done. Formal evaluation should provide superintendents with the necessary information to improve their performance and to achieve the goals of the school district.

Role and Relationship of the Board and the
Superintendent in Evaluation

Public school districts are organized by state statute and are governed by boards of education elected by the people. The school boards hire professional educators as their superintendents, and together they assume the responsibility for the operation of their school districts. A board traditionally develops policy, and the superintendent executes that policy.

Although the boards hold all final authority regarding school operations, the boards do not execute it fully; boards increasingly have granted more authority to the superintendent as school administration has become more complex and involved. The school board and superintendent are together accountable to the public for the educational program. Through the evaluation process, the school board lets the superintendent know how well he or she is fulfilling the administrative and leadership functions of appraising, communicating, and decision making.

Textbooks and journals in the field of school administration are almost unanimous in contending that it is the function of the board to legislate and of the superintendent to execute. In other words, the board establishes and the superintendent administers policy. This type of reasoning has given rise to the concept of the superintendent as the executive officer of the board of education. Although this concept oversimplifies what actually exists in practice, it

symbolizes what is desirable in practice (Griffiths, 1966).

In describing the traditional view of the board/superintendent roles, Goldhammer (1964) described their roles in the following way:

The board acts in matters relating to over-all policy decisions, while the superintendent advises; after the board decides, the superintendent executes. After he executes policy, the board, in turn, evaluates. (p. 54)

It is generally agreed that the most important factor related to a school administration's effectiveness is the relationship between the school board and the superintendent. The California School Boards Association (1977) declared:

The board works more closely with the superintendent than with any other staff member employed within the school district. How effectively they work together determines in a large part how well the school program will be planned and executed. The board must strive to maintain a wholesome understanding of the relationship between itself and the chief executive officer of the schools.

The relationship between the school board and the superintendent is necessary and essential for the superintendent to carry out the policies of the school board and for the school board to develop an adequate evaluation program for the superintendent. Mutual trust becomes one of the most important factors forming this relationship between the superintendent and school board members.

A school board's authority is delegated from the state legislature since public education is a responsibility of the states in America. The local board, therefore, is an agency of state government and is subject to regulation both by laws enacted by the legislature

and by legislatively authorized rules of a state board of education, or any other similarly constituted body that may be created in various states. In most states, the legislature delegates to local boards an impressive array of duties and powers. This authority, duty, and power also impose on boards of education the responsibility for what goes on in the schools.

As cited earlier, the local superintendency was originated by school boards as an extralegal position to help meet demands which the boards were unable to satisfy themselves. Boards first employed superintendents without statutory authority, but relied instead on implied authority.

The concept of school board authority is important in the way in which it affects the relationship between the board and the superintendent. If the superintendent has too little authority, the board will no doubt have a weak superintendent. On the other hand, if the board delegates authority to the superintendent and does not check on his or her progress, the superintendent likely will have too much authority. Booth and Glaub (1978) felt that a good relationship is one where both parties understand their respective rights and duties.

Dykes (1965) stated that agreements and understanding will rest on mutual trust and confidence and on fulfillment of basic expectations each has of the other. School board members are usually lay persons; therefore, the superintendent should attempt to keep them abreast of school affairs and aware of what he or she is doing. Should the superintendent fail to do this, board members do not have any legitimate

way of finding out what is going on in the school system.

When the superintendent and the members of the board of education have a good relationship, according to Lapchick (1973) they still may not have total agreement on every aspect of the school operation. Occasionally, the power balance must be shifted in a particular direction to accomplish certain missions. Once the objectives have been attained, the proper degree of balance between the superintendent and the board of education can occur. The school board and superintendent must recognize the power balance to prohibit a "rubber-stamp" relationship.

The roles and relationships between superintendents and boards of education are determined by many different factors, but some authors have felt the linkage is pretty basic, along with some pitfalls. Beyond the minimal statutory provisions in most states, the relationship between the school board and the superintendent is controlled more by common sense than by law. The board and superintendent are free to develop the kind of working relationship that best suits their respective needs and the needs of the school district.

There are pitfalls, however. The board/superintendent relationship can be left to chance. The board and/or the superintendent can easily make some unwarranted assumptions about their respective responsibilities. The board can assume that the superintendent knows precisely what is expected of him, when in fact, he is being guided by ideas that are entirely foreign to members of the board. (Booth & Glaub, 1978, p. 14)

Continuity in the superintendent/board relationship can be hampered by turnover of either half of the partnership. Most board of education members serve on a half-time or less basis and usually for

a limited period of time. Because of this, superintendents must constantly strive to keep the board informed, which is a difficult task in an operation as complex as the modern day school district. The relationship can be hampered by the other half of the partnership as well. The vulnerability of the superintendent's position has been heightened in recent years to the point that the euphemistic phrase "superintendent's shuffle" is commonplace.

Knezevich (1984) and Watson (1977) believed turnover is often a function of conflict between the superintendent and the board of education. Because both groups face the same dilemmas and are frequently caught between the same cross pressures, conflicts between the two groups escalate.

An indication of increased tensions, reported by Cunningham and Hentges (1982), is the number of superintendents who cite board-related issues and challenges as causes for them to leave the superintendency. "Caliber of persons assigned to or removed from local boards of education" and "administrator-board relations" were cited by the authors as ranking second and third among the causes that inhibited superintendents' effectiveness. In addition, "difficulty in relations with school board members" was stated as the tenth most important factor (p. 60).

There are many sources of potential conflict between the superintendent and the board of education. If the two parties maintain and nurture a quality working relationship, they must be able to recognize areas of conflict, confront them, and resolve them.

The search for successful performance in the role of the school superintendent is compounded by the nebulous nature of the post, the hundreds of different opinions of what constitutes success, the fact that no two environments in which superintendents operate are identical, and that no two persons capped with the title perform in identical fashion or are cut from the same cloth (Wilson, 1980). School systems and their administrators are being bombarded on all sides by demands to satisfy the expectations of parents, students, school boards, and government agencies, to name only a few. The fact that many of these expectations are conflicting by nature adds to the complexity of the administrator's task (Bolton, 1980).

As changes have occurred in the school board and superintendent's relationship, the chief executive has had to devote an increasing amount of time to maintaining relationships with the governing board. This has necessitated the development of both a knowledge of the components of the working relationship between the board and the superintendent and a collection of methods to use to maintain the relationship by today's chief executive (Miller, 1982). Chand (1984) reported that the feelings superintendents have about the methods used by school boards to evaluate their effectiveness may influence their motivation, relationship with the board of education, and organizational success. In his text concerning the school board, Goldhammer (1964) wrote, "Authorities generally agree that the most important relationship related to the effective operation of public schools is that of the school board and the superintendent" (p. 34).

The presence of a good working relationship between the board of education and the superintendent is basic to the development of an adequate evaluation of the district superintendent. Although the literature indicates the development of this relationship can be difficult, it is important and needed.

Some states require the board of education to conduct an evaluation of the superintendent. Nebraska Statute 79-12,111 (1986) states:

All probationary certificated employees employed by Class I, II, III, and VI school districts shall, during each year of probationary employment, be evaluated at least once each semester, unless the probationary certificated employee is a superintendent of schools. If the probationary certificated employee is a superintendent, he/she shall be evaluated twice during the first year of employment and at least once annually thereafter. (p. 245)

The statute is unclear as to who is to conduct the evaluation of the superintendent but it is implied the evaluation will be conducted by the board of education.

In the absence of such a statute, Goldhammer (1964) observed:

A policy-making body cannot operate effectively without the recommendations and information provided by its professional executive officer. The executive officer has an obligation to evaluate for the board the degree to which he can effectively administer policy which the board adopts, and correspondingly, the board has an obligation to evaluate the performance of its executive officer. (p. 235)

According to Redfern (1980), a joint publication of the AASA and NSBA provided insight into the roles of the board and superintendent in regard to evaluation:

Today, many believe superintendent evaluation should be part of a planning process in which the school board has

an integral role. Once needs are determined by the school board, mutual school board-superintendent objectives can be established. Using these objectives, superintendent evaluation becomes more than a report on what the superintendent did or did not do. The process becomes developmental, leading to improvement in programs and performance. (preface)

In another joint publication, Roles and Relationships: School Boards and Superintendents (American Association of School Administrators (1980b)), the following was written about the responsibility of the school boards in appraising the performance of the school superintendent:

The board must hold the superintendent responsible for the administration of the school through regular constructive written and oral evaluations of the superintendent's work. Effective evaluation is an ongoing effort and should be linked to goals established by the board with the assistance of the superintendent. (p. 3)

Most writers have agreed that the evaluation plan adopted by the board should specify the superintendent's role as the evaluatee. Some plans require the superintendent to provide written documentation of accomplishments. Other approaches invite the superintendent to provide oral evidence of performance and to answer board members' questions. Some boards provide the opportunity for the superintendent to make additional information available during the course of evaluation if questions or criticisms arise (Evans, 1981).

Blumberg (1985), in an examination of conflict management by superintendents, concluded:

Because they are removed by time and organizational function from the classrooms and schools, superintendents lose credibility as educators. This can be disastrous to the superintendent's judgment of employees' performance when those decisions affect employment, salary, and status. (p. 10).

Today's superintendent must play three roles simultaneously: politician, manager, and teacher (Cuban, 1985). Cuban further stated that superintendents are hip-deep in politics because they help define district goals, which they then seek to achieve.

Before developing an appraisal system, the board of education must first ask itself what benefits it hopes to gain from evaluating the superintendent and what the aims of the evaluation will be (Glaub, 1983). Glaub felt that no single approach to evaluation will capture all of the benefits, but listed the following potential goals:

1. Help the board and superintendent agree on what is expected of each other, enabling the board to function as policy maker and the superintendent as chief executive officer.
2. Help the board perceive its own performance more clearly.
3. Encourage improved performance, helping the superintendent grow as demands of the job grow.
4. Allow the board and superintendent to deal with differences at times other than during a crisis.
5. Force the board and superintendent to plan for the future.
6. Enable the board to make informed decisions about contract renewal and compensation.
7. Provide a defense against the superintendent's critics. (pp. 1-2)

According to Dittloff (1982), approximately only 20 percent of school boards regularly conduct formal performance evaluations of the chief executive officer. Dittloff felt this is a serious omission because evaluations not only help superintendents improve and grow, but

help the board of education understand its own goals for the entire system. Dittloff cited three characteristics of a good evaluation system: "It must be objective, logical, and rational" (p. 41).

How do superintendents in the field feel about the outcomes or purposes of the evaluation process of superintendents? This question was partially answered by Cunningham and Hentges (1982) in the national study completed for the AASA. The main theme of the study was the status of the public school superintendent. Cunningham and Hentges provided a list of reasons for boards to evaluate superintendents and asked the superintendents to choose six. The top six reasons of the superintendents are listed in decreasing rank order:

1. To provide periodic and systematic accountability.
2. To help superintendents establish relevant performance goals.
3. To identify areas needing improvement.
4. To assess present performance in accordance with prescribed standards.
5. To determine salary for the following years.
6. To comply with board policy. (p. 33)

At a more definitive level, superintendents were asked, in the Cunningham and Hentges (1982) study, to indicate the degree to which specific criteria were factors in their evaluation. Their responses are listed in decreasing rank order:

1. General effectiveness of their performance.
2. Educational leadership and knowledge.

3. Board/superintendent relationships.
4. Management functions.
5. Community/superintendent relationships.
6. Their personal characteristics.
7. Recruitment, employment, and supervision of personnel.
8. Student/superintendent relationships. (p. 34)

The above descriptions of the role of evaluator and evaluatee applied in the context of the evaluation of the superintendent by the board of education continue to point out the interdependence and importance of the relationship between the parties. One of the most difficult of the shared responsibilities of superintendents and boards is evaluation. Evaluation is more than a "necessary evil." School boards must be able to appraise the performance of their superintendent in a constructive and effective manner. Staff evaluation, although difficult, is necessary. Superintendents who assess others cannot be immune from personal assessment. While superintendents are constantly being assessed informally, systematic assessment procedures are necessary to be certain that the chief executive's efforts will contribute to the attainment of the school district's goals.

Procedures and Methods Employed in Superintendent Evaluation

Procedures utilized in the evaluation of superintendents of schools may vary from quite formal processes established through board policy and administrative guidelines to rather casual and informal exchanges (Miller, 1982). Formal evaluation plans are seen as planned

and structured, while informal evaluations are viewed as unplanned and unstructured (Evans, 1981). An informal evaluation procedure is based on subjective observations with no written feedback and limited discussion, while formal evaluation involves a written assessment of the superintendent's job performance discussed in a meeting between the superintendent and the board of education. Some school boards and superintendents may use a combination of formal and informal procedures (Sonedecker, 1984).

A continuing concern for school boards has been the determination of criteria for evaluation. Cuban (1977) indicated that not all factors that affect the school environment are within a superintendent's control. Criteria used in the evaluation of the superintendent must be measurable and manageable. Roelle and Monks (1978) stated:

There's no sacrosanct method for evaluating the performance of your superintendent. You can't arbitrarily appropriate another school district's evaluation method and expect it to work smoothly in your own. (p. 36)

When evaluation occurs, school boards use one of the three general methods mentioned above--informal, formal, or a combination of both. In a 1971 circular published by Educational Research Services, Inc., the authors stated that 55 percent of 1,954 responding school systems reported using a formal procedure for evaluating the superintendent. Circulars published by Educational Research Services, Inc., in 1964 and 1968 indicated smaller numbers of formal evaluations; however, some plans were reported as "quite formal." According to information published in all three circulars, if the school system was larger, there

was more of a likelihood that the administrators and supervisory employees were evaluated.

A report of Educational Research Services, Inc. (1976) identified the following informal procedures for evaluating the superintendent.

1. General discussions about the superintendent's performance held at private meetings of board members.
2. Special meetings of boards of education that were called because of dissatisfaction with some or all aspects of the superintendent's performance.
3. Evaluations that take place continuously through constant association with the superintendent and through informal feedback from the community.
4. Open-ended discussions among board members that include a wide range of school-related topics. (p. 8)

A common practice in many school districts in the United States is the use of informal evaluation procedures. In a joint report, the AASA and NASB (American Association of School Administrators, 1980a) concurred:

This approach is likely a common practice in many school systems. This method probably works when things are going well and there is continuity in the superintendency. It is also reasonably satisfactory in those instances where board-superintendent relations are cordial and reasonably stable. On the other hand, to rely exclusively upon oral understandings involves many risks. Different persons hear things differently. Memory of what was said is less than dependable. (p. 18)

Fitzwater (1973) stressed the need for formal evaluation procedures if the evaluation is to be a positive activity of a forward-looking nature. Dickinson (1980) stated: "Casual, unspecified evaluations of a superintendent don't work. They won't head off

misunderstandings that develop between a board and its chief executive officer and they don't facilitate the efficient conversion of board policy into school system practice" (p. 34). In his study of "untracked" superintendents, Wilson (1980) found that regular and formal evaluation of the superintendent's performance by the board is a crucial factor in avoiding untracking.

Although board members and superintendents have recommended more formalized approaches for evaluation of the chief executive, informal procedures seem to prevail. Carol (1972) reported in her study of New Jersey superintendents and boards of education that 62 percent of the responding districts used informal rather than formal evaluation procedures. Sixty-five percent of the superintendents and board presidents in those districts expressed a desire to formalize their procedure. Twelve years later, Eggers (1984) found similar results when he surveyed superintendent evaluation practices and procedures in South Dakota. The most common procedure (40 percent) included a combination of formal and informal procedures. Thirty-one percent of the South Dakota superintendents were formally evaluated and 29 percent indicated an informal evaluation.

When evaluation is conducted on an informal basis, written documentation may or may not exist. Carol (1972) found that informal procedures of evaluation varied even more widely than formal evaluation procedures. The evaluation process involved observation of the superintendent by the board throughout the school year and comments made by

people to the board about the superintendent. Eggers (1984) reported that only 65 percent of the superintendents who were evaluated received a written evaluation from the board although 83 percent of the respondents felt a written evaluation was important.

Studies conducted in Illinois, California, Nebraska, Ohio, and Indiana reported the same findings. McGrath (1972) conducted a study of public schools in California to determine which school districts used formal procedures to evaluate the performance of their superintendents. In the 113 districts which had indicated they formally evaluated their superintendent, McGrath found:

1. Only 43 percent of the districts asserting that they formally evaluated their superintendent actually did so.
2. Salary determination was the primary administrative reason for evaluation.
3. Superintendents and school board chairpersons were concerned about the lack of board expertise in the area of evaluation.
4. Seventy-four percent of surveyed districts used checklists for evaluation purposes.
5. Sixty percent of the evaluation policies in surveyed areas were initiated by the superintendents.
6. School board chairpersons and superintendents agreed that the most important functions of the superintendent lay in the areas of community relations, board relations, and staff relations.
7. Both superintendents and school board chairpersons stressed the need for task-oriented, total and objective attainment approaches to the evaluation of the superintendent.
8. Superintendents and board chairpersons stressed the importance of role consensus in the evaluation process. (p. 184)

In his study of Illinois public schools, Yates (1981) found that (1) 94.5 percent of the responding districts evaluated the superintendent in varying degrees of formality, and larger school districts were more likely to utilize written evaluation procedures than smaller rural districts; (2) more formalized evaluation practices were utilized in districts where the superintendent was employed on a multi-year contract; and (3) superintendents felt evaluations should be closely related to their job descriptions, should be performed annually, and the results should be discussed in executive session.

It appears that written policies for the evaluation of the superintendents are a factor in the tenure and retention of the superintendent. A study by Thies (1981) on superintendent turnover in Illinois stated:

Of those superintendents who vacated a job in 1978-1979, less than one-half of previous boards of education had a written policy for evaluation of the superintendent's performance. (p. 3371)

The importance of a detailed job description for evaluation of the superintendent was emphasized in research by Jess (1982) in his study of Nebraska superintendents:

The complexity of the superintendent's position strongly suggests that a detailed job description is essential to a successful evaluation program and the evaluation system should include an assessment of the superintendent's performance in all areas of responsibility. (p. 93)

Buchanan (1981) studied the evaluation procedures of superintendents in Indiana. He found that written notification was given to the superintendent less than 30 percent of the time. He recommended

school boards develop a formal written evaluation plan which would include specific criteria:

Relatively few school districts in Indiana have developed expertise with which to conduct evaluations. In order that this specific mission of the educational program may be carried out, it is appropriate that the board and superintendent establish criteria that would represent the expectations of both parties on how performance should be judged. It is recommended that the boards and superintendents consider this a priority in maintaining their relationship. (p. 3299A)

In a nationwide study, which included a sample of 493 public school superintendents, Sloan (1982) investigated the use of formal procedures, the standards approach, and performance-based objectives for superintendent evaluations, and recorded superintendents' preferences regarding the three procedures. His findings included the following:

1. Informal evaluation was used in 50 percent of the responding districts while 28 percent used standards and 31 percent used performance objective-based evaluation procedures.
2. Of superintendents responding, 41 percent preferred performance objective-based procedures, 21 percent preferred informal procedures, and 28 percent preferred standards evaluation.
3. Of those being formally evaluated, 42 percent preferred formal evaluation while 2 percent of those being formally evaluated preferred informal procedures.

Sarbaugh (1982) conducted a study in North Carolina to determine the extent, nature, and frequency with which superintendents in that state were evaluated. His study revealed the following:

1. Evaluation of the superintendent's performance is largely a very informal process, occurring most frequently "as a board sees a need."

2. Formal superintendent evaluation occurs in only 25 percent of the school districts in the state.
3. Improved performance is the most common purpose of the evaluation process and better understanding and a more harmonious working relationship between the superintendent and the board are the most frequent outcomes.
4. School board policies, job descriptions, and written goals and priorities dealing with superintendent performance evaluation exist in very few school systems.
5. Evaluation instruments are generally of the checklist variety, and evaluation by objectives is uncommon.

Sonedecker (1984) studied practices in the evaluation of the American public school superintendents as perceived by the superintendents. His conclusions included:

1. Superintendent evaluation practices reflect a remarkable evolution toward more formal procedures. Findings suggest a continuum from informal to both formal/informal with formal procedures being most sophisticated.
2. The evolution toward more formal evaluations of superintendents may be attributed to the increase in state laws mandating such evaluation.
3. Superintendents who are evaluated formally are more likely to be younger, newer to the superintendency, career bound, have a Ph.D., value educational research, belong to AASA, and serve large urban or city districts.
4. If a superintendent is female, she is more likely to be formally evaluated than her male counterparts.
5. Superintendent evaluation in the early 1980's is usually conducted annually through a meeting of the superintendent and governing board; still more informal than formal; primarily done to provide accountability; based most on general effectiveness of performance; involves different expectations based on district size; and is usually based on a formal job description.

6. Superintendents are not expected to be instructional leaders as much as managers of people in the current environment.
7. A sense of complacency is projected by superintendents not currently being formally evaluated in that a majority (and their boards) see no need to develop more formal procedures.
8. A small number of superintendents did not know how they are evaluated and seem indifferent to the importance of superintendent evaluation.

While it is generally accepted that the need for continuous evaluation of the superintendent exists, the method of such evaluation varies greatly. There is emerging evidence that boards and superintendents are now working together to design well-structured and useful techniques for the evaluation of the chief executive officer (Redfern, 1980). Olds (1977) cautioned, however, that it is easy to fall into the trap of believing all administrative efforts and responsibilities can be measured by some "handy-dandy" test, yardstick, or checklist.

Greene (1972) reported that many of the evaluation instruments in use today were developed from concepts that are at least fifty-years old. The first instrument used to record superintendent performance was developed by Ayer in 1929. The instrument contained over one hundred items referred to as "duties of the public school superintendent." One such duty was "to make friendly calls on board members," something most superintendents can relate to today.

Formal superintendent evaluation has not been fully accepted by boards of education or by superintendents. Although there is considerable support in the literature for formal evaluation of the

superintendent, there are skeptics who see pitfalls, shortcomings, and weaknesses in the process, and some who think it is a bad idea (Intress, 1985). Woodbury (1976) cautioned that "the evaluation process is potentially a mine field where the false step can bring irreparable damage to the cause of cooperation and mutual respect and trust, one main purpose for which the process is typically initiated" (p. 12).

McCarty (1971) concluded that many boards of education are reluctant to formally evaluate the performance of their superintendent for the following reasons:

1. Given the differences in school environment, it is very difficult to measure a superintendent's contribution on an objective continuum. There are just too many variables of crucial and interlocking significance.
2. Since the management of an educational institution is rife with value conflicts about purposes and priorities, any appraisal is certain to be non-scientific and unrealistic. Humanists, in particular, resist strict formulation about ends; without well defined boundaries, of course, true accountability cannot exist.
3. The role behavior of a single superintendent is entirely too unique a phenomenon to be catalogued and analyzed satisfactorily. Most performance criteria are crude, mechanistic, or anti-intellectual and ignore quality as a central component. For example, terms like "tact" and "toughness" are used to describe the administrator. To be perceived as a "pussycat" is a sign of total failure; to be dubbed as a man of a "God complex" is equally destructive. (pp. 38-39)

Turner offered the following three reasons to explain why school boards handle superintendent evaluation poorly, infrequently, or not at all:

1. Most of the superintendents aren't any more interested in evaluation than are board members.
2. School board members often fall short on evaluation because they have neither the time nor the expertise to do the evaluating themselves, and their budgets are not supple enough to allow for hiring outside help to do the work.
3. Still another reason why boards rarely win prizes for evaluation is that it's hard work, plus the fact that it does not increase their popularity. (p. 16)

Several barriers to superintendent evaluation, as expressed by superintendents, were identified by Natriello (1977);

1. Administrators often feel that evaluation is something that is done to them and not for them.
2. Many current evaluation systems use a checklist of predetermined qualities which administrators feel are oriented to past practices.
3. There is often a lack of clear definition of job functions.
4. There is a tendency to equate evaluation with observation, and administrators dislike such observation.
5. Administrators lack skills, knowledge, and understanding relative to performance evaluation.
6. It is difficult for many educators to accept the view that performance evaluation, which they associate with business, is appropriate in school. (p. 15)

The above barriers to performance evaluation are perceived as being real and must be addressed by the superintendent and the board of education. The authors of current literature have supported the cooperative effort between the board of education and the superintendent in the development of a formal evaluation system based on trust, mutual understanding, and local needs.

Periodic evaluations where board members and the superintendent meet to assess the progress of the school district and the work of the superintendent often provide opportunities for improving performance and for recognizing commendable work. Many handbooks issued by state school board associations for the orientation and guidance of board members reflect the concurrence that not only was the selection and appointment of the superintendent the most important single responsibility of the board but that, once having employed a superintendent, the board shares in the responsibility for his or her success (Nebraska Association of School Boards, n.d.). To insure that the evaluation process fosters mutual trust and understanding between the superintendent and the board, some school boards and administrators have suggested the following guidelines:

1. The superintendent should be informed about the criteria and procedures to be used in the evaluation. It is suggested that the superintendent participate in developing the evaluative procedure (Nunnery, 1985).

2. Prior to the evaluation, efforts should be made to determine the tasks that have been assigned to the superintendent. The job description should be reviewed carefully to ascertain whether the superintendent was given necessary assistance to fulfill the requirements of the position (Rose, 1970).

3. The evaluation instrument should identify specific performance areas that can be measured and the procedures should specify how they will be measured (Rose, 1970).

4. The evaluation should be conducted at regular intervals (once a year or every six months). One or two progress interviews in the interim would give the board the opportunity to inform the superintendent whether or not his or her efforts should be directed differently, and these could help the superintendent to make the necessary changes (Washington State Directors' Association, 1974).

5. Board members should keep in mind built-in restrictions over which the superintendent has no control. For example, financial limitations imposed by the board or the community may limit the superintendent's ability to carry out certain responsibilities (Washington State Directors' Association, 1974).

6. The board should weigh carefully the superintendent's capabilities and contributions along with his or her limitations (Thomas, 1971).

7. Since educational needs of the district are subject to expansion and change, the work of the superintendent should reflect these needs (Carol, 1972).

8. In cases where a board member does not know enough about a specific situation to judge it accurately, he or she should give the superintendent the benefit of the doubt (West Chester, Pennsylvania School District, 1975).

9. The superintendent should be encouraged to submit a self-appraisal of his or her work (Fitzgerald, 1975).

10. The superintendent should be given a copy of the written evaluation report by the person(s) responsible for its preparation. Another copy should be filed for future reference (Nunnery, 1985).

Educational Research Services, Inc. (ERS) (1984) suggested four possible procedures in the appraisal of school superintendents:

1. Procedures that stress the evaluation of progress toward stated objectives. School systems using this type of evaluation generally employ a Management by Objectives (MBO) approach in evaluation.
2. Procedures that require the evaluator to answer a list of questions and use a checklist or rating scale for indicating the quality of performance of duties, the demonstration of educational leadership, and skill in community relations.
3. Procedures that are used for all administrative personnel in the school system, including the superintendent.
4. Informal evaluation procedures. An evaluation of this type is a verbal appraisal of the superintendent's performance by the board of education and usually takes place at a scheduled board meeting. A written report of the appraisal may or may not be recorded. (pp. 3-4)

The literature suggests that personnel evaluation consists of two broad components: a definition of desired outcomes and a method of assessing the degree to which the outcomes are achieved. Current research on administrative evaluation in education advocates formal, structured procedures which clearly define desired outcomes and use a method of measuring achievement that is well known by all involved. Informal systems of the past have been blamed for much internal destruction and disarray. Such informal approaches are giving way to structured, planned evaluation systems. An Educational Research Services,

Inc. (ERS) (1984) study found that 85.9 percent of the school districts surveyed nationwide had formal evaluation procedures.

There are a variety of procedures a district must consider when developing an evaluation program for superintendents. The concerns that affect decisions when selecting procedures include the school district philosophy toward evaluation, the availability of methods, the practicality of methods, the level of expertise of the evaluators, financial and time considerations, and perceived validity of the procedures.

Bippus (1985) outlined four steps to follow in doing a full superintendent evaluation: (1) set clear goals for the superintendent; (2) follow up on the goals; (3) get other administrators' views of the superintendent; and (4) present the findings to the superintendent. In examining the school board's role in superintendent evaluation, Kalkhoven (1981) recommended that four questions be asked when formulating and completing an evaluation procedure for the superintendent: (1) What do officials want the superintendent to do? (2) How well is it being done? (3) What needs improvement? and (4) What is being done that is exceptional?

Savage (1983) suggested that to determine the adequacy of a given administrative evaluation system, the district should consider six essential components:

1. Board of Education Policy - should provide answers to four questions: Why does the Board want administrators evaluated? Who is responsible for performing the task? When is evaluation to occur and/or be completed? What in general terms, is to be done (such as measuring performance on a list of district standards or mutually agreed-upon goals)?

2. Administrative Policy - should provide specific statements and directions describing how board policy is to be implemented.
3. Job Descriptions - should clearly delineate job expectations.
4. Substantive Criteria - should be related to management outcomes.
5. Objective Data - judgments and conclusions should be based on objective data rather than on subjectivity and impressions.
6. General and Specific Focus - should combine features of both approaches: annual review of performance using a comprehensive list of criteria, and determination of how well each administrator has succeeded in obtaining specific targets for improvement of goals and objectives. (p. 11)

Bolton included the following general elements for an effective evaluation system:

1. is continuous and cyclical;
2. includes examination of input, process, and output;
3. involves consideration of processes and products of several people;
4. functions as a subsystem interrelated with other subsystems in the school system;
5. involves self-evaluation plus evaluation by outsiders;
6. includes assessment of common objectives and unique objectives;
7. is monitored to determine its effectiveness.
(pp. 17-26)

A key step in developing procedures to evaluate superintendents is deciding what is expected in order for administrative behavior to be judged effective. Educational Research Services, Inc. (ERS) (1984)

reported the following possibilities for a definition of administrative effectiveness: "a list of personal characteristics; a process; a product; or any combination of the above" (p. 9).

According to the literature, school districts seem to be using a comprehensive approach to evaluating characteristics, process, and product to form a definition of effectiveness. In a nationwide survey of superintendents (Education Research Services, Inc., 1984), the following percentages were reported by responding school districts:

1. 71.6 percent evaluated personal traits;
2. 88.6 percent evaluated process;
3. 83.8 percent evaluated product. (p. 9)

Once it has been decided how to define effectiveness, a district may then decide what criteria are appropriate to accurately assess the effectiveness with which administrators perform their responsibilities. Smith (1976) suggested that effective criteria must be:

1. relevant - valid and reliable measures of the characteristics being evaluated;
2. unbiased - based on the characteristics, not the person;
3. significant - directly related to goals;
4. practical - measurable and efficient.

Speicher (1971) indicated there are three areas in which superintendents can be assessed: what they are, what they do, and what they accomplish.

Stow and Manatt (1982) developed a performance evaluation process

designed to improve district management and leadership. The system, which requires participatory planning, reflects the realities of the district. Performance evaluation is linked to process, and asks the following questions: What do you expect the superintendent to accomplish? How do you expect the superintendent to perform? What changes in behavior do you want? How does his or her performance interrelate with others?

Stow and Mannatt (1982) strongly recommended that, early in the process of developing procedures, the district decide whether to emphasize performance, objectives attainment, or both. The failure of many administrator evaluation systems can be traced to emphasizing performance but not objective attainment (Educational Research Services, Inc., 1984).

What are the best methods for evaluating the superintendent? Jones et al. (1981) recommended that for the evaluation process to be effective, the relationship between the board and the superintendent and their respective roles be carefully outlined. The authors also emphasized the importance of a job description and statements of system policies and goals be incorporated into the evaluation plan. Evaluators tend to use techniques that are popular, comfortable to apply, or "traditional" within a particular organization. Little thought is given to the total usefulness of the effort. A great deal of time can be wasted in seeking or developing the "perfect" evaluation instrument, with the thought that the instrument is the heart of the evaluation system (Olds, 1977).

Roelle (1978) suggested that school districts develop criteria to evaluate superintendents similar to the following:

1. Agree that a formal evaluation of the superintendent is needed.
2. Determine the purpose of the evaluation. The purpose sets the stage for development and implementation of the formal evaluation system.
3. Choose an evaluation system. There are four major categories which often overlap in superintendent evaluation systems: Management by Objectives; check-lists; rating scales; and essay or blank narratives.
4. Recognize that goal attainment does not necessarily result in board satisfaction. Boards and superintendents should understand that aside from achievement of goals, the superintendent must perform some standard administrative functions.
5. Select information sources for reviewing performance. The board's own observations and perceptions of the superintendent represent the main body of information for reviewing performance.
6. Formal evaluations should be scheduled scrupulously, which is to say that they should occur before the election of new board members so that those members who have worked with the superintendent are included.
7. The evaluation is conducted in executive session. During the session, the board examines the responses to the instrument. After that, a composite evaluation is prepared. And after that, the superintendent is called into executive session during which the evaluation is presented to him.

It is apparent that while the instrument used to record summary evaluation information may be a necessary part of the method to evaluate the chief executive officer of a school district, it alone will not produce success. The way in which one implements the total evaluation system, the criteria one uses, and the soundness of the data collected

are also extremely important. While the evaluation method chosen by a school board is important, the way it is implemented is critical (Redfern, 1980).

CHAPTER III

METHODS

The purpose of this study was to investigate the perceptions and practices of the evaluation process of school superintendents in the State of Nebraska. This chapter describes the literature review procedures, the population and sample, the research design and instrumentation methods used to address the problem statement, and the data analysis procedures used in the study.

Review of Literature

The initial step in this study was a thorough search of the related literature pertaining to the evaluation of the superintendent of schools. A complete examination of the selected textbooks, bulletins, monographs, and dissertations containing information about the evaluation of the school's chief executive officer was conducted. The computer search and interlibrary loan capabilities provided by the library at the University of Nebraska-Lincoln were the primary sources used. The writings of many authors, as noted in the references, were included in the study.

The sections of Nebraska school law relating to the evaluation of school superintendents were reviewed (State of Nebraska School Laws, 1986). Particular attention was directed to contemporary literature pertaining to the field of educational administration. Materials

developed by state boards or professional administrator organizations were investigated.

Sample and Population

The survey population for this research study was the population of all Class A superintendents, 50 percent of the Class B superintendents, 34 percent of the Class C superintendents, and 20 percent of the Class D superintendents in the State of Nebraska. The September, 1987 issue of the Activities Bulletin, published by the Nebraska School Activities Association was used to obtain the number of the school districts that met the criteria for this study. This process identified 18 Class A school districts and 31 school districts each from Class B, C, and D for the study. Superintendents from Class B, C, and D schools participating in the research study were selected using a table of random numbers.

Research Design

The research design employed in this study was survey research. In survey research, large and small populations are studied by means of samples (Kerlinger, 1979). Whitney (1973) cited the advantages of this data-collection procedure as being its low cost, ease of accessibility of data collection, and the ability of the researcher to gather information from a geographically dispersed pool of respondents. The specific form of survey used in this study was a mailed questionnaire.

Instrumentation

The researcher obtained written permission from the Institutional Review Board of The University of Nebraska to conduct a research study including human subjects. A copy of the permission notice can be found in Appendix A.

The questionnaire used in this research study was the instrument obtained from the doctoral dissertation written by Jess (1982) and revised for this study. His written permission to use the instrument was obtained and can be found in Appendix B.

The questionnaire obtained from Jess was revised in an attempt to validate the instrument for this study. Under the professorial advice of committee chair and co-chair O'Reilly and Kellams (personal communication, May, 1987), the researcher completed three questionnaires for each class of school district, one each day for 12 consecutive days, simulating the role of superintendent in each school district. Because the researcher had served as president of the Nebraska Association of School Administrators (NASA, 1983) and chair of the Nebraska Council of School Administrators (NCSA, 1984), it was felt the posture of superintendent in each of the districts could be assumed due to his familiarity with school districts in Nebraska. Through this process, the questionnaire format was altered to provide clarity of the instrument for respondents.

The instrument was also field tested, using three superintendents from each school district class. Since there were no major changes

recommended, the instrument was reproduced for distribution to the selected schools. A copy of the cover letter to jury members and the rating form are located in Appendix C.

In addition to the items on the questionnaire, the survey instrument used in this study solicited background information of the respondents. Specifically, demographic information pertaining to each respondent was requested.

The survey and an appropriate cover letter were mailed to the superintendent of the selected schools on October 21, 1987. The cover letter provided a brief description of the study and encouraged the respondents to return the instrument in a stamped, self-addressed envelope which was provided. Each questionnaire was coded to enable the researcher to keep track of returns in the event a follow-up letter was needed. Copies of the cover letter and the questionnaire can be found in Appendix D.

Respondents were given 15 days to return a completed questionnaire. Since the return rate was high (94.59 percent), no follow-up letters or questionnaires were sent to nonrespondents.

Data Analysis

The specific data analysis procedure involved the tabulation of items in order to make a comparison of the four classes of school districts. The data collected by means of the responses to the questionnaire are presented and analyzed in the order the questions were asked on the questionnaire. The information collected from the

surveys was transferred to a computer disk for statistical analysis. The Nebraska Evaluation and Research Center (NEAR) at The University of Nebraska-Lincoln generated the information that was used in analyzing the data.

Descriptive statistics were used to report quantitative data obtained from Parts I, II, and IV of the survey instrument. Frequencies and percentages were the descriptive statistics most frequently used. The data were further converted into frequencies and percentages of Class A, Class B, Class C, and Class D superintendents' responses for each questionnaire item in order for comparisons to be made among classes of school districts.

A one-way analysis of variance (ANOVA) was used on Part III of the questionnaire which contained Likert scale items. A chi-square analysis was used to treat and analyze the data in Part V of the questionnaire which contained mutually exclusive categories. The data in this study are presented in both tabular and narrative form in the following chapter.

CHAPTER IV

ANALYSIS OF DATA

Introduction

The following results are reported in five sections. The first section covers the relevant demographic data. The second section discusses procedures used at the time of the study to evaluate the performance of the superintendent, and the third section examines the superintendent's attitudes toward evaluating the superintendent's performance. The fourth section reports on priority areas of responsibility to be evaluated when assessing the superintendent's performance, and the fifth section presents information on groups or individuals who should be and were actually used in evaluating the superintendent of schools.

This chapter presents the results of the data gathered from the questionnaires through the use of tables and written summaries. In most instances, the information was presented by showing the number and percentages of superintendents responding to each item. A one-way analysis of variance (ANOVA) was used for items 15-24 on the questionnaire, and a chi-square test was used for items 42-48. The tables correspond to the questions asked on the questionnaire; however, the table numbers do not necessarily correspond with the questionnaire numbers as some items were grouped for clarity. The number of respondents (N) may differ for each item because there was no response to specific items by some participants. Percentages were calculated

on the number of respondents for each item.

Demographic Data

Information relating to the number and percentage of respondents who returned the questionnaire is provided in Table 1. A total of 111 questionnaires were mailed to superintendents and 105 were returned for a return rate of 94.59 percent. Eighteen questionnaires were sent to Class A superintendents and all were returned. Thirty-one questionnaires were sent to Class B, C, and D superintendents, and 28, 30, and 29, respectively, were returned.

TABLE 1
Number and Percentage of Respondents Returning the
Questionnaire by District Class

Class	Sent	Received	Percent
Class A	18	18	100.00
Class B	31	28	90.32
Class C	31	30	96.77
Class D	31	29	93.55
Total	111	105	94.59

Item 2 on the questionnaire asked the superintendents to report the number of years they had been in the present school system. The responses were tabulated for the following groups: 0-2 years, 3-4 years, 5-9 years, and 10 or more years. An examination of Table 2 reveals that 34 (32.4 percent) of the superintendents had been in

TABLE 2
Tenure of Superintendents in Their Present Position

Category	Response	N	Percent	Cumulative Percent
Class A	0-2 years	6	33.3	33.3
	3-4 years	5	27.8	61.1
	5-9 years	3	16.7	77.8
	10 or more years	4	22.2	100.0
Class B	0-2 years	2	7.1	7.1
	3-4 years	7	25.0	32.1
	5-9 years	3	10.7	42.8
	10 or more years	16	57.1	99.9
Class C	0-2 years	5	16.7	16.7
	3-4 years	11	36.7	53.4
	5-9 years	8	26.7	80.1
	10 or more years	6	20.0	100.1
Class D	0-2 years	5	17.2	17.2
	3-4 years	5	17.2	34.4
	5-9 years	11	37.9	72.3
	10 or more years	8	27.6	99.9
Combined	0-2 years	18	17.1	17.1
	3-4 years	28	26.7	43.8
	5-9 years	25	23.8	67.6
	10 or more years	34	32.4	100.0

Note: Percentage may not total 100 percent due to rounding.

their present position more than 10 years. Class A superintendents had the least amount of seniority of all classes of school districts. One-third of the Class A superintendents had been in their current position two years or less, and 61 percent had been in their current position four years or less. The highest amount of seniority was reported by Class B superintendents. Sixteen of the 28 Class B responding superintendents had been in their present position 10 or more years. Thirty-two percent of the Class B superintendents had been in their current position less than five years.

Procedures Used to Evaluate the Superintendent

Item 3 on the questionnaire asked if the board of education formally evaluated the performance of the superintendent. The number and percentage of superintendents who reported their performance was formally evaluated by their board of education are shown in Table 3. The data in Table 3 indicate that 88.6 percent of all responding superintendents were formally evaluated in some manner by their board, which is contrary to the information presented in the review of literature. The larger the school district, the more likely the superintendent's performance was formally evaluated. All Class A superintendents reported they were formally evaluated compared to 75.9 percent of the Class D superintendents. Only 12 of the 105 respondents indicated their performance was not formally evaluated.

TABLE 3
Responses to the Question, "Does Your Board of Education
Formally Evaluate Your Performance?"

Category	Response	N	Percent	Cumulative Percent
Class A	Yes	18	100.0	100.0
	No	0	0.0	100.0
Class B	Yes	27	96.4	96.4
	No	1	3.6	100.0
Class C	Yes	26	86.7	86.7
	No	4	13.3	100.0
Class D	Yes	22	75.9	75.9
	No	7	24.1	100.0
Combined	Yes	93	88.6	88.6
	No	12	11.4	100.0

The next four items on the questionnaire were answered only by those superintendents who indicated they were formally evaluated by their board. Respondents were asked in Item 4 to indicate the criteria by which they were evaluated as follows: (1) mutually established goals set by the board and the superintendent; (2) job descriptions formulated by the board and the superintendents; (3) other criterion-referenced checklists; (4) a combination of 1, 2, or 3 above; and (5) other criteria not listed. Respondents checking response number 5 were asked to give an explanation of their answer. These comments can be found in Appendix E.

Data concerning the criteria used to formally evaluate the performance of the superintendent are presented in Table 4. In examining

TABLE 4
Responses to the Statement, "The Criteria Used by Your Board to Formally Evaluate Your Performance Are:"

Category	Response	N	Percent	Cumulative Percent
Class A	Mutually set	3	16.7	16.7
	Job description	7	38.9	55.6
	Other checklists	1	5.6	61.2
	Combination	7	38.9	100.1
	Other	0	0.0	100.1
Class B	Mutually set	5	17.9	17.9
	Job description	6	21.4	39.3
	Other checklists	2	7.1	46.4
	Combination	12	42.9	89.3
	Other	3	10.7	100.0
Class C	Mutually set	6	22.2	22.2
	Job description	11	40.7	62.9
	Other checklists	2	7.4	70.3
	Combination	8	29.6	99.9
	Other	0	0.0	99.9
Class D	Mutually set	3	11.5	11.5
	Job description	5	19.2	30.7
	Other checklists	5	19.2	49.9
	Combination	7	26.9	76.8
	Other	6	23.1	99.9
Combined	Mutually set	17	17.2	17.2
	Job description	29	29.3	46.5
	Other checklists	10	10.1	56.6
	Combination	34	34.3	90.9
	Other	9	9.1	100.0

Note: Percentage may not total 100 percent due to rounding.

the combined responses of all four classes of school districts, 17.2 percent of the respondents indicated goals are mutually set by the superintendent and the board of education. Twenty-nine respondents (29.3 percent) indicated their performance was based on a job description, and 10 respondents (10.1 percent) reported their performance was based on checklists. Thirty-four respondents (34.3 percent) indicated their performance was based on a combination of the criteria listed in the table, and nine superintendents (9.1 percent) reported that other unidentified methods were used.

Item 5 of the questionnaire asked respondents to indicate how the results of the evaluation were presented to the superintendent. Their choices included: written form only; verbally; a combination of written and verbal comments; and other methods. If respondents chose the latter response, they were asked to provide an explanation. Their comments can be found in Appendix E.

The formats used to present the formal evaluation to the superintendents are shown in Table 5. Four of the 94 superintendents answering the survey indicated they received their evaluation in written form only. Eighteen percent reported they received their evaluation orally, and two percent revealed they received their evaluation in a format not listed. Over three-fourths of the responding superintendents indicated their evaluation was presented to them in a combination of written and oral comments.

Item 6 asked the superintendents to indicate when their evaluation was presented and discussed with them. The choices provided

TABLE 5
Responses to the Statement, "The Formal Evaluation Is
Presented to You:"

Category	Response	N	Percent	Cumulative Percent
Class A	In written form	1	5.6	5.6
	Verbally	5	27.8	33.4
	Combination of 1 & 2	12	66.7	100.1
	None of the above	0	0.0	100.1
Class B	In written form	1	3.6	3.6
	Verbally	4	14.3	17.9
	Combination of 1 & 2	21	75.0	92.9
	None of the above	2	7.1	100.0
Class C	In written form	1	3.8	3.8
	Verbally	2	7.7	11.5
	Combination of 1 & 2	23	88.5	100.0
	None of the above	0	0.0	100.0
Class D	In written form	1	4.5	4.5
	Verbally	6	27.3	31.8
	Combination of 1 & 2	15	68.2	100.0
	None of the above	0	0.0	100.0
Combined	In written form	4	4.3	4.3
	Verbally	17	18.1	22.4
	Combination of 1 & 2	71	75.5	97.9
	None of the above	2	2.1	100.0

Note: Percentage may not total 100 percent due to rounding.

included: (1) in executive session; (2) in open session; (3) is kept by the board and never presented nor discussed with the superintendent; and (4) other. If respondents indicated number 4, they were asked to provide a written explanation which can be found in Appendix E.

The responses of the superintendents concerning when their evaluation was presented and discussed with them are shown in Table 6. Over 78 percent of the respondents indicated they received their evaluation from the board of education in executive session compared to only

TABLE 6
Responses to the Statement, "Your Evaluation Is
Presented and Discussed:"

Category	Response	N	Percent	Cumulative Percent
Class A	In executive session	13	72.2	72.2
	In open session	1	5.6	77.8
	Kept by the board	0	0.0	77.8
	Other	4	22.2	100.0
Class B	In executive session	23	82.1	82.1
	In open session	0	0.0	82.1
	Kept by the board	2	7.1	89.2
	Other	3	10.7	99.9
Class C	In executive session	22	84.6	84.6
	In open session	2	7.7	92.3
	Kept by the board	0	0.0	92.3
	Other	2	7.7	100.0
Class D	In executive session	16	72.7	72.7
	In open session	1	4.5	77.3
	Kept by the board	1	4.5	81.8
	Other	4	18.2	100.0
Combined	In executive session	74	78.7	78.7
	In open session	4	4.3	83.0
	Kept by the board	3	3.2	86.2
	Other	13	13.8	100.0

Note: Percentage may not total 100 percent due to rounding.

four percent who indicated their evaluations were presented to them open session. Three superintendents responded their evaluation was kept by the board and not presented to them, and 13 respondents revealed other methods were used to present the results of the evaluation to the superintendent.

Questionnaire Item 7 asked for information concerning how often the board of education presented the superintendents with an evaluation of their performance. Respondents had the following categories from which to choose: (1) once a year; (2) twice a year; (3) three times a year; and (4) less than once a year.

The manner in which the superintendents responded to question 7 is shown in Table 7. Nearly 80 percent of all superintendents were evaluated once a year, and 17 percent were evaluated twice a year. Nebraska Statute stipulated that all superintendents must be evaluated twice in their first year of employment which may account for 16 superintendents indicating they were evaluated twice a year. All Class A and Class C superintendents indicated they were formally evaluated once a year. None of the superintendents reported they were evaluated three times a year, and only three superintendents, two from Class B and one from Class D, indicated they were evaluated less than once a year.

Item 8 asked if the board of education had a written policy pertaining to the evaluation of the superintendent's performance. A yes-no response was requested for this item.

The information presented in Table 8 shows 73 of the 105 responding superintendents (69.5 percent) reported their board of

TABLE 7

Responses to the Question, "How Often Does Your Board Present You with an Evaluation of Your Performance?"

Category	Response	N	Percent	Cumulative Percent
Class A	Once a year	14	77.8	77.8
	Twice a year	4	22.2	100.0
	Three times a year	0	0.0	100.0
	Less than once a year	0	0.0	100.0
Class B	Once a year	25	89.3	89.3
	Twice a year	1	3.6	92.9
	Three times a year	0	0.0	92.9
	Less than once a year	2	7.1	100.0
Class C	Once a year	18	69.2	69.2
	Twice a year	8	30.8	100.0
	Three times a year	0	0.0	100.0
	Less than once a year	0	0.0	100.0
Class D	Once a year	18	81.8	81.8
	Twice a year	3	13.6	95.4
	Three times a year	0	0.0	95.4
	Less than once a year	1	4.5	99.9
Combined	Once a year	75	79.8	79.8
	Twice a year	16	17.0	96.8
	Three times a year	0	0.0	96.8
	Less than once a year	3	3.2	100.0

Note: Percentage may not total 100 percent due to rounding.

education had a written policy on superintendent evaluation. Eighty-three percent of the Class C superintendents and 75 percent of the Class B superintendents reported their school districts had a written board policy on the performance of the superintendent. Only 55.6 percent

of the Class A superintendents and 58.6 percent of the Class D superintendents reported their districts had a written policy pertaining to the superintendent's evaluation.

TABLE 8
Responses to the Statement, "Does Your Board of Education
Have a Written Policy Relating to the
Evaluation of Your Performance?"

Category	Response	N	Percent	Cumulative Percent
Class A	Yes	10	55.6	55.6
	No	8	44.4	100.0
Class B	Yes	21	75.0	75.0
	No	7	25.0	100.0
Class C	Yes	25	83.3	83.3
	No	5	16.7	100.0
Class D	Yes	17	58.6	58.6
	No	12	41.4	100.0
Combined	Yes	73	69.5	69.5
	No	32	30.5	100.0

Item 9 asked, "Does your board of education have a written policy relating to the evaluation process of the performance of other administrators?" Data pertaining to the boards of education who had a written policy on the evaluation of administrators other than the superintendent of schools are presented in Table 9. Sixty-five percent of all responding superintendents reported their school districts had a

written policy on the evaluation of central office administrators and principals. Over 78 percent of the Class B superintendents and 60 percent of the Class C superintendents reported their districts had a written policy on the evaluation of administrators other than the superintendent of schools. Fifty-five percent of the Class A and Class D superintendents reported their districts had a written policy on principals and central office administrators.

TABLE 9

Responses to the Statement, "Does Your Board of Education
Have a Written Policy Relating to the Evaluation
Process of Other Administrators?"

Category	Response	N	Percent	Cumulative Percent
Class A	Yes	10	55.6	55.6
	No	8	44.4	100.0
Class B	Yes	22	78.6	78.6
	No	6	21.4	100.0
Class C	Yes	18	60.0	60.0
	No	12	40.0	100.0
Class D	Yes	15	55.6	55.6
	No	12	44.4	100.0
Combined	Yes	67	65.0	65.0
	No	35	35.0	100.0

Item 10 on the questionnaire asked respondents to indicate if their school districts had a written policy for the evaluation of teachers. The information reported by superintendents concerning the frequency of written policies for the evaluation of the teaching staff is presented in Table 10. Ninety-six of the 105 reporting superintendents (91.4 percent) indicated their school districts had a written policy for the performance evaluation of teachers. All Class C superintendents reported their districts had a written policy for the evaluation of teachers compared to 77.8 percent of the Class A school districts. Twenty-six of 28 Class B respondents and 26 of 29 Class D respondents indicated their boards of education had a teacher evaluation policy.

TABLE 10

Responses to the Statement, "Does Your Board of Education Have a Written Policy Relating to the Evaluation Process for the Performance of Teachers?"

Category	Response	N	Percent	Cumulative Percent
Class A	Yes	14	77.8	77.8
	No	4	22.2	100.0
Class B	Yes	26	92.9	92.9
	No	2	7.1	100.0
Class C	Yes	30	100.0	100.0
	No	0	0.0	100.0
Class D	Yes	26	89.7	89.7
	No	3	10.3	100.0
Combined	Yes	96	91.4	91.4
	No	9	8.6	100.0

The literature suggests that the board of education's most important function is to hire the superintendent, and their second most important function is to evaluate that person. Tables 8, 9, and 10 pertain to the board policies relating to the evaluation of the superintendent, other administrators, and teachers, respectively. More responding districts had a policy for the evaluation of teachers than for administrators.

Over 91 percent of the responding districts had a board policy pertaining to the evaluation of teachers. Sixty-nine percent of the same districts reported a board policy pertaining to the evaluation of the superintendent, and fewer districts (65 percent) had a board policy relating to the performance evaluation of other administrators. All responding Class C superintendents reported their districts had a policy for the evaluation of teachers, while 60 percent of the same districts had a written board policy for the evaluation of building principals and 83 percent had a written policy for the evaluation of the superintendent.

The responses of the superintendents to the question asking if their evaluation was used in determining their compensation are presented in Table 11. Percentages of affirmative responses reported by the superintendents were as follows: Class A, 55.6 percent; Class B, 25.0 percent; Class C, 46.7 percent; and Class D, 24.1 percent. This question prompted several unsolicited comments from the respondents, which indicated they had no idea whether their evaluation was used to determine their compensation. Comments ranged from "Who knows?" to

"Definitely should be used and is not" to "Definitely should not be used but is."

TABLE 11
Responses to the Question, "Is Your Evaluation Used in
Determining Your Compensation?"

Category	Response	N	Percent	Cumulative Percent
Class A	Yes	10	55.6	55.6
	No	8	44.4	100.0
Class B	Yes	7	25.0	25.0
	No	21	75.0	100.0
Class C	Yes	14	46.7	46.7
	No	16	53.3	100.0
Class D	Yes	7	24.1	24.1
	No	22	75.9	100.0
Combined	Yes	38	36.2	36.2
	No	67	63.8	100.0

Item 12 on the questionnaire asked superintendents whether their evaluation offered an opportunity for self-appraisal. The majority of Class A and Class C superintendents responded affirmatively compared to negative responses from Class B and Class D superintendents (see Table 12). The composite response indicated 56.7 percent of all respondents were provided an opportunity for self-appraisal; however, much of that response was attributed to the affirmative responses from Class C superintendents (72.4 percent).

TABLE 12
Responses to the Question, "Does Your Evaluation Offer
an Opportunity for Self-Appraisal?"

Category	Response	N	Percent	Cumulative Percent
Class A	Yes	11	61.1	61.1
	No	7	38.9	100.0
Class B	Yes	13	46.4	46.4
	No	15	53.6	100.0
Class C	Yes	21	72.4	72.4
	No	8	27.6	100.0
Class D	Yes	14	48.3	48.3
	No	15	51.7	100.0
Combined	Yes	59	56.7	56.7
	No	45	43.3	100.0

Item 13 asked, "Does your board evaluate your performance informally?" Data from the question relating to the informal evaluation of the superintendent's performance are displayed in Table 13. Respondents were asked to supply a yes or no response. Over 62 percent of all respondents indicated they were not informally evaluated. Fifty percent of the Class A superintendents indicated they were informally evaluated compared to only 21.4 percent of the Class B superintendents. The reader should use caution in drawing assumptions as the questionnaire was not designed to determine if superintendents were also evaluated formally if they marked an affirmative response. If respondents chose a "no" response, they were asked to provide an explanation. Their

comments can be found in Appendix E.

TABLE 13
Responses to the Question, "Does Your Board Evaluate
Your Performance Informally?"

Category	Response	N	Percent	Cumulative Percent
Class A	Yes	9	50.0	50.0
	No	9	50.0	100.0
Class B	Yes	6	21.4	21.4
	No	22	78.6	100.0
Class C	Yes	12	42.9	42.9
	No	16	57.1	100.0
Class D	Yes	12	41.4	41.4
	No	17	58.6	100.0
Combined	Yes	39	37.9	37.9
	No	64	62.1	100.0

Item 14 on the questionnaire asked the superintendents to indicate whether they favored an informal evaluation or a formal evaluation of their performance. An examination of Table 14 reveals that 61.9 percent of all respondents favored a formal assessment of their performance. Superintendents from Classes A, B, and C concurred with the total group. Class D respondents, however, felt an informal evaluation was as effective as a formal appraisal, as evidenced by their 55.2 percent affirmative response.

TABLE 14

Responses to the Question, "In Your Opinion, Is an Informal Evaluation of the Superintendent's Performance as Effective as a Formal Evaluation?"

Category	Response	N	Percent	Cumulative Percent
Class A	Yes	6	33.3	33.3
	No	12	66.7	100.0
Class B	Yes	9	32.1	32.1
	No	19	67.9	100.0
Class C	Yes	9	30.0	30.0
	No	21	70.0	100.0
Class D	Yes	16	55.2	55.2
	No	13	44.8	100.0
Combined	Yes	40	38.1	38.1
	No	65	61.9	100.0

Attitudes Toward Evaluating the Superintendent's Performance

Items 15-24 on the questionnaire solicited the respondents' attitudes toward the performance evaluation of the superintendent. On each item, the superintendents were asked to indicate whether they agreed or disagreed with the statement on a five-point Likert scale as follows: (1) strongly agree; (2) agree; (3) undecided; (4) disagree; and (5) strongly disagree.

The table numbers in this section correspond to the item numbers on the questionnaire. Only group responses and percentages were shown for nominal data. Tables F-1 through F-10 contain the

responses and percentages by class of school district and appear in Appendix F. A one-way analysis of variance (ANOVA) was conducted on each item to determine if significant differences existed among the responses of superintendents from different classes of school districts.

Item 15 on the questionnaire asked the respondents to indicate whether there was a need to formally evaluate the superintendent. A total of 85.7 percent of the reporting superintendents indicated they felt that formal evaluation was necessary. Only six of the respondents gave a negative response--disagree or strongly disagree. The responses on this item indicated a stronger commitment to the formal evaluation of the superintendent's performance than was expressed when answering question 14, "In your opinion, is an informal evaluation of the superintendent's performance as effective as a formal evaluation?" (see Table 14).

A one-way ANOVA was conducted on Item 15 to determine if a significant difference existed among the four classes of school districts concerning the need to formally evaluate the superintendent. The results of this analysis are shown in Table 15. No significant difference existed among the responses of superintendents from different classes of school districts concerning the need to formally evaluate the superintendent, $F(3,101) = .75, p > .01$.

Item 16 on the questionnaire stated, "A formal evaluation is not necessary but an informal evaluation is." As indicated in Table 16,

TABLE 15

Responses and ANOVA to the Statement, "There Is a Definite Need
to Formally Evaluate the Superintendent"

Response	N	Percent	Cumulative Percent
Strongly agree	57	54.3	54.3
Agree	33	31.4	85.7
Undecided	8	7.6	93.3
Disagree	5	4.8	98.1
Strongly disagree	1	1.9	100.0
Total	104		

Source	df	ss	ms	F	p
Between groups	3	2.03	.68	.75	.52
Within groups	101	90.60	.90		
Total	104	92.63			

over three-fourths of those responding chose one of the disagree responses which corresponds with the data presented in Table 14. Twenty percent of those responding agreed with the statement. As shown in Table F-2 (see Appendix F), Class D superintendents gave the strongest approval to the statement as 34.5 percent indicated agreement, while only 6.7 percent of the Class C superintendents indicated agreement. Ninety percent of the latter group voiced disapproval of the statement.

TABLE 16

Responses and ANOVA to the Statement, "A Formal Evaluation Is Not Necessary but an Informal Evaluation Is"

Response	N	Percent	Cumulative Percent
Strongly agree	8	7.6	7.6
Agree	13	12.4	20.0
Undecided	5	4.8	24.8
Disagree	40	38.1	62.9
Strongly disagree	39	37.1	100.0
Total	105		

Source	df	ss	ms	F	p
Between groups	3	14.51	4.84	3.23	.03
Within groups	101	151.05	1.50		
Total	104	165.56			

To determine if a significant difference existed among the four classes of schools concerning whether informal evaluation was felt to be necessary and formal evaluation not necessary, a one-way ANOVA was conducted on Item 16. No significant difference was found among the four classes of schools, $F(3,101) = 3.23$, $p > .01$.

The respondents' attitudes toward keeping the results of the performance evaluation of the superintendent within the confines of the board were examined by the responses to Item 17. As shown in Table 17, 87.6 percent of the superintendents agreed the results of the evaluation should remain within the confines of the board of education.

TABLE 17

Responses and ANOVA to the Statement, "The Results of the Superintendent's Evaluation Should Remain within the Confines of the Board of Education"

Response	N	Percent	Cumulative Percent
Strongly agree	63	60.0	60.0
Agree	29	27.6	87.6
Undecided	3	2.9	90.5
Disagree	8	7.6	98.1
Strongly disagree	2	1.9	100.0
Total	105		

Source	df	ss	ms	F	p
Between groups	3	4.99	1.66	1.73	.17
Within groups	101	97.26	.96		
Total	104	102.25			

A one-way ANOVA was used to test the responses to Item 17 in order to determine if a significant difference existed among the four classes of superintendents concerning whether the results of the superintendent's evaluation should remain within the confines of the board of education. The ANOVA data are presented in Table 17. No significant difference was found among the responses of the superintendents of the four class districts, $F(3,101) = 1.73, p > .01$.

Responses of the superintendents to Item 18 on the questionnaire revealed that 95.2 percent of the respondents agreed the primary purpose of superintendent evaluation was for the improvement of performance. Only 4 of the 105 respondents disagreed with the statement (see Table 18).

An ANOVA was used to test Item 18; no significant difference was found among the four classes of superintendents to the statement, "The primary purpose for evaluating the superintendent is to improve performance" (see Table 18), $F(3,101) = 1.12, p > .01$.

Item 19 stated, "The input of individuals or groups, in addition to the board, is essential to the effective evaluation of the superintendent." As shown in Table F-5 (Appendix F), 55.6 percent of the Class A respondents agreed with the statement while 60.7 percent of the Class B respondents indicated disagreement. When the four classes of superintendents were combined, an equal number of respondents (32) indicated agreement and disagreement.

The results of the one-way ANOVA are displayed in Table 19. No significant difference existed among the responses of the respondents from the four classes of schools to the statement concerning the input

TABLE 18
Responses and ANOVA to the Statement, "The Primary Purpose
for Evaluating the Superintendent Is to
Improve Performance"

Response	N	Percent	Cumulative Percent
Strongly agree	66	62.9	62.9
Agree	34	32.3	95.2
Undecided	1	1.0	96.2
Disagree	4	3.8	100.0
Strongly disagree	0	0.0	100.0
Total	105		

Source	df	ss	ms	F	p
Between groups	3	1.69	.56	1.12	.34
Within groups	101	50.37	.50		
Total	104	52.06			

TABLE 19

Responses and ANOVA to the Statement, "The Input of Individuals
in Addition to the Board of Education Is Essential
in the Evaluation of the Superintendent"

Response	N	Percent	Cumulative Percent
Strongly agree	8	7.6	7.6
Agree	32	30.5	38.1
Undecided	13	12.4	50.5
Disagree	32	30.5	81.0
Strongly disagree	20	19.0	100.0
Total	105		

Source	df	ss	ms	F	p
Between groups	3	5.40	1.80	1.10	.35
Within groups	101	165.11	1.63		
Total	104	170.51			

of individuals or groups, in addition to the board, in the effective evaluation of the superintendent, $F(3,101) = 1.10$, $p > .01$.

Item 20 was designed to ascertain the attitudes of the respondents concerning the complexity of functions of the superintendent and their effect on assessing the superintendent's performance. The combined responses of the respondents (see Table F-6, Appendix F)

indicated they felt it was difficult to accurately evaluate the superintendent's performance. Respondents from larger districts were more likely to disagree with the statement, ranging from 50.0 percent disagreement for Class A schools to 17.2 percent disagreement for Class D schools (see Table F-6, Appendix F).

The results of a one-way ANOVA, which was conducted to determine if a significant difference existed among the four classes of school districts concerning the complexity of the superintendents' functions and the effects on their evaluation, are shown in Table 20. No significant difference was found among the superintendents from the four classes of school districts, $F(3,101) = 1.41$, $p > .01$.

Superintendents were asked to respond to the statement in Item 21, "Boards of education do not have adequate information available to formally evaluate the superintendent." As shown in Table 21, over 57 percent of the respondents disagreed with the statement, indicating there was adequate information available to assess the superintendent's performance. Only Class D superintendents (51.7 percent) agreed that boards did not have adequate information to evaluate the superintendent (see Table F-7, Appendix F).

A one-way ANOVA was conducted on Item 21 to determine whether a significant difference existed among the four classes of school districts concerning whether the board had adequate information to formally evaluate the superintendent. No significant difference was found, $F(3,101) = 1.46$, $p > .01$.

TABLE 20
Responses and ANOVA to the Statement, "The Number and
Complexity of the Superintendent's Duties Makes
it Difficult to Evaluate Performance"

Response	N	Percent	Cumulative Percent
Strongly agree	26	24.8	24.8
Agree	41	39.0	63.8
Undecided	6	5.7	69.5
Disagree	28	26.7	96.2
Strongly disagree	4	3.8	100.0
Total	105		

Source	df	ss	ms	F	p
Between groups	3	6.35	2.12	1.41	.24
Within groups	101	151.71	1.50		
Total	104	158.06			

TABLE 21
Responses and ANOVA to the Statement, "Boards of Education
Do Not Have Adequate Information to Formally
Evaluate the Superintendent"

Response	N	Percent	Cumulative Percent
Strongly agree	11	10.5	10.5
Agree	24	22.9	33.4
Undecided	10	9.5	42.9
Disagree	49	46.6	89.5
Strongly disagree	11	10.5	100.0
Total	105		

Source	df	ss	ms	F	p
Between groups	3	6.44	2.15	1.46	.23
Within groups	101	148.61	1.47		
Total	104	155.05			

Item 22 asked if the results of the superintendent's evaluation should be released to teachers, other administrators, and the public. As shown in Table 22, 85.7 percent of those responding felt the superintendent's evaluation should not be released to teachers, administrators, and the public. Only eight respondents (7.6 percent) agreed the results should be released to the above groups. No

discrepancies were found when the results of Item 22 were compared with the findings of a similar question concerning whether the superintendent's evaluation should remain within the confines of the board of education (see Table 17).

TABLE 22

Responses and ANOVA to the Statement, "The Results of the Superintendent's Evaluation Should be Released to the Teachers, Other Administrators, and the Public"

Response	N	Percent	Cumulative Percent
Strongly agree	0	0.0	0.0
Agree	8	7.6	7.6
Undecided	7	6.7	14.3
Disagree	34	32.4	46.7
Strongly disagree	56	53.3	100.0
Total	105		

Source	df	ss	ms	F	p
Between groups	3	1.00	.33	.40	.75
Within groups	101	83.63	.83		
Total	104	84.63			

The results of a one-way ANOVA used to test Item 22 are shown in Table 22. No significant difference was found among the four classes of school districts concerning the respondents' perceptions about releasing the superintendent's evaluation to persons or groups other than the board of education, $F(3,101) = .40, p > .01$.

Item 23 presented the statement, "The board of education should be the only evaluators of the performance of the superintendent." As shown in Table 23, 64.8 percent of the respondents indicated agreement with the statement. Class A superintendents gave the strongest support to the statement as indicated by their 88.9 percent agreement (see Table F-9, Appendix F).

A one-way ANOVA was used to test Item 23 to determine if a significant difference existed among the respondents' perceptions in the four classes of school districts concerning the board of education being the only evaluators of the superintendent's performance. No significant difference was found, $F(3,101) = 1.99, p > .01$.

In responding to Item 24 which stated, "The primary purpose for evaluating the performance of the superintendent is to provide information needed to rehire or dismiss the superintendent," a large majority of the respondents disagreed with the statement. The data presented in Table 24 show 84.8 percent of the respondents disagreed or strongly disagreed, while only 12.4 percent of the respondents agreed or strongly agreed.

A one-way ANOVA was used to test Item 24 to determine whether a significant difference existed among the perceptions of the respondents

TABLE 23

Responses and ANOVA to the Statement, "The Board of Education Should
be the Only Evaluators of the Performance
of the Superintendent"

Response	N	Percent	Cumulative Percent
Strongly agree	31	29.5	29.5
Agree	37	35.3	64.8
Undecided	10	9.5	74.3
Disagree	22	21.0	95.3
Strongly disagree	5	4.7	100.0
Total	105		

Response	df	ss	ms	F	p
Between groups	3	8.96	2.99	1.99	1.12
Within groups	101	151.28	1.50		
Total	104	160.24			

TABLE 24
Responses and ANOVA to the Statement, "The Primary
Purpose for Evaluating the Superintendent Is
to Rehire or Dismiss Him or Her"

Response	N	Percent	Cumulative Percent
Strongly agree	6	5.7	5.7
Agree	7	6.7	12.4
Undecided	3	2.8	15.2
Disagree	45	42.9	58.1
Strongly disagree	44	41.9	100.0
Total	105		

Source	df	ss	ms	F	p
Between groups	3	2.70	.90	.73	.54
Within groups	101	125.53	1.24		
Total	104	128.23			

in the four classes whether the primary purpose for evaluating the superintendent was to provide information needed to rehire or dismiss him or her. No significant difference was found, $F(3,101) = .73$, $p > .01$.

Items 25-32 on the questionnaire were designed to glean the opinions of the respondents as to which persons or groups of persons should be directly or formally involved in the evaluation process of the superintendent. The perceptions of the responding superintendents concerning who should be involved in the evaluation of the superintendent are presented in Table 25.

Nearly 100 percent of the respondents indicated board members should be directly or formally involved in the evaluation of the superintendent. Only two of the 105 respondents indicated they were opposed to board member involvement.

Two-thirds of the responding superintendents did not favor the involvement of the central office personnel or building principals in the evaluation of the superintendent's performance. Superintendents in each class district supported the consensus of the group; the lowest percentage in all four classes of school districts was Class D superintendents (61 percent).

Over three-fourths of the respondents disapproved of teachers being involved in the evaluation of the superintendent. As can be seen in Table 25, the larger the school district, the more opposed superintendents were to the inclusion of teachers in the assessment of the superintendent's performance. Opposition ranged from 89 percent disapproval for Class A superintendents to 72 percent disapproval for Class D superintendents.

The superintendents strongly opposed the inclusion of non-certificated staff members in the evaluation of the superintendent.

TABLE 25
Direct or Formal Involvement of Individuals in the Evaluation
Process of the Superintendent

Category	Board of Education		Central Office Personnel and Principals		Teachers		Noncertified Staff		Students		Parents/Patrons		Outside Consultants	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Class A														
Yes	18	100	5	28	2	11	1	6	0	0	0	0	1	6
No	0	0	13	72	16	89	17	94	18	100	18	100	17	94
Class B														
Yes	27	96	8	29	4	14	3	11	2	7	4	14	4	14
No	1	4	20	71	24	86	25	89	26	93	24	86	24	86
Class C														
Yes	30	100	11	37	7	23	5	17	2	7	7	23	1	3
No	0	0	19	63	23	77	25	83	28	93	23	77	29	97
Class D														
Yes	28	97	10	38	8	28	6	21	3	10	8	28	4	14
No	1	3	16	62	21	72	23	79	26	90	21	72	25	86
Combined														
Yes	103	98	34	33	21	20	15	14	7	7	19	18	10	10
No	2	2	68	67	84	80	90	86	97	93	85	82	92	90

Eighty-six percent of the respondents opposed the use of noncertificated personnel in evaluating the superintendent's performance. Again, the larger the district, the less likely the superintendents felt the noncertificated staff should be involved. Opposition ranged from 94 percent disapproval of Class A superintendents to 79 percent for Class D superintendents.

Ninety-three percent of the respondents indicated no desire to involve students in the evaluation of the superintendent's performance. Consistent with their feelings about teachers and noncertificated personnel, superintendents in larger districts were less likely to want students involved in their evaluation. None of the responding Class A superintendents wanted student input and the other three classes of school districts showed limited support.

When asked about the desirability of involving parents in the superintendent's evaluation, all responding groups voiced strong disapproval, as evidenced by only 18 of the total group giving approval. Class A superintendents gave the strongest indication of not wanting parents to participate in their evaluation; none of the Class A superintendents gave approval. Class C and Class D superintendents gave mild approval to the use of parent comments, as 24 and 28 percent, respectively, voiced approval

The use of outside consultants met with strong disapproval by the respondents. Ninety percent of all respondents rejected the use of outside consultants in the assessment of the superintendent's performance.

Superintendents from Class C (three percent) and Class A (six percent) gave the use of consultants the least support. Fourteen percent of the Class B and Class C superintendents supported the concept.

Priority Areas of Responsibilities/Functions
of the Superintendent of Schools

In order to establish the most important areas of responsibility on which the superintendent should be evaluated, the respondents were asked to rank order the following areas of responsibilities (1 being the most important and 9 being the least important). Listed in the order in which they appeared on the questionnaire, these responsibilities were:

1. School board operations
2. Personnel/staff relationships
3. Budget/business
4. Community relationships
5. Personal qualities
6. Plant/support operations
7. Pupil relationships
8. Curriculum/instruction
9. Board/superintendent relationships

The final rankings were a result of the use of the scores that occurred with greatest frequency (the modes). The responsibilities, ranked in priority order from 1 through 9 by the superintendents, are shown in Table 26. Rankings for each class of school district and the

composite rankings are shown.

TABLE 26

Responses to the Question, "Which Items Do You Consider to be the Most Important in Evaluating the Performance of the Superintendent?"

Category	School District Class				
	A	B	C	D	Combined
Board operations	2	2	5	1	2
Personnel/staff	5	5	1	2	5
Budget/business	6	6	6	1	6
Community relations	4	5	3	5	4
Personal qualities	7	4	4	1	4
Plant operations	8	8	9	9	9
Pupil relationships	9	9	9	6	9
Curriculum/instruction	6	7	8	7	7
Board/superintendent relationships	1	1	1	1	1

There was little discrepancy in the bottom four ranked responsibilities. Plant/support operations and pupil relationships were ranked ninth; however, Class D superintendents ranked the latter responsibility sixth. Curriculum/instruction was ranked seventh and budget/business was ranked sixth by the combined responses from superintendents. Again, Class D superintendents were not in agreement with the rest of the superintendents as they ranked the latter item first.

The personnel/staff function had a combined ranking of fifth although Class C and Class D superintendents ranked this item first and second, respectively. Community relations and personal qualities were ranked fourth. There was little disagreement among the groups on community relations but there was a large variance in the respondents' rankings of the importance of personal qualities. Class A superintendents ranked this item seventh; Class B and Class C superintendents ranked the item fourth; and Class D superintendents ranked personal qualities first. A lack of information prevents an explanation of the wide range of the superintendents' rankings of personal qualities.

Board operations was ranked as the second most important responsibility of the superintendent. Class C superintendents ranked this item fifth and Class D superintendents ranked board operations first. All four classes of superintendents agreed that the board/superintendent relationship was the most important responsibility of the superintendent.

No explanation was apparent for the differences in these rankings. There were a number of comments to the effect that ranking the nine responsibilities/functions of the superintendent was extremely difficult because all items were considered important. Appendix E contains the comments made by the respondents when ranking Items 33-41.

Groups or Individuals Involved in the Evaluation of the Superintendent's Performance

Items 42-49 on the questionnaire were designed to obtain the respondents' opinions about which people or groups of people should be

involved in the evaluation of the superintendent. A yes or no response was requested for each item whether it should be used and if it actually was used. A chi-square test was applied to each item in this section to determine if a significant relationship existed in how superintendents responded to each item. The responses and percentages by class of school district are shown in Tables G-1 through G-7 (see Appendix G). This information is not discussed but has been provided in the appendix for the reader's convenience.

A matrix is displayed in each table in this section which contains the number of responses for each cell. Row and column totals are shown as well as the respective percentages.

Item 42 on the questionnaire pertained to the use of other board members' remarks in the evaluation of the superintendent. A total of 78.6 percent of the respondents indicated they felt other board members' remarks should be used and actually were used in the superintendent's evaluation (see Table 27). Thirteen respondents indicated other board members' remarks should not be used but actually were, and seven respondents indicated other board members' remarks were not used and should not be used.

Application of the chi-square statistic revealed a significant relationship existed in how superintendents from the four different classes of school districts responded to whether other board members' remarks should be used and if they actually were used in evaluating the superintendent, $\chi^2 (1, N=98) = 24.14, p < .01$.

TABLE 27

Chi-Square Test for the Use of Other Board Members'
Remarks in the Evaluation of the Superintendent

		Actually Used		Row Total
		Yes	No	
Should Be Used	Yes	77 78.6	1 1.0	78 79.6
	No	13 13.2	7 7.2	20 20.4
Column Total		90 91.8	8 8.2	98 100.0

$$\chi^2 (1, N=98) = 24.14, p < .01$$

Whether central office administrators or building principal comments should be used in the performance evaluation of the superintendent was asked of respondents in Item 43. The data, as presented in Table 28, show that 53.2 percent of the respondents felt principal and central office administrators' comments should be used and actually were used. To the contrary, 26.6 percent of those responding indicated principal and central office administrators' remarks were not used and should not be.

A chi-square test was applied to determine if a significant relationship existed in how superintendents responded to whether the remarks of central office administrators and building principals should

be used and whether they actually were used in evaluating the superintendent. A significant relationship existed in how superintendents from the four classes of school districts responded, $\chi^2 (1, N=94) = 31.78, p < .01$.

TABLE 28

Chi-Square Test for the Use of Central Office Administrator
or Building Principal Comments in the Evaluation
of the Superintendent

		Actually Used		Row Total
		Yes	No	
Should Be Used	Yes	50 53.2	5 5.3	55 58.5
	No	14 14.9	25 26.6	39 41.5
Column Total		64 68.1	30 31.9	94 100.0

$\chi^2 (1, N=94) = 31.78, p < .01$

The use of teacher comments in the evaluation of the superintendent was the question posed in Item 44. As shown in Table 29, 42 of the respondents indicated teacher comments were used and should be used in the superintendent's evaluation compared to 31 respondents who felt teacher comments were used but should not be. Twenty-two respondents felt that comments of teachers should not be used and were not used.

The application of a chi-square test revealed a significant relationship existed in how superintendents from the four classes of school districts responded to whether teacher comments should be used in evaluating the superintendent and if they actually were used, $\chi^2 (1, N=97) = 17.64, p < .01$.

TABLE 29

Chi-Square Test for the Use of Teacher Comments in the
Evaluation of the Superintendent

		Actually Used		Row Total
		Yes	No	
Should Be Used	Yes	42 43.3	2 2.1	44 45.4
	No	31 32.0	22 22.6	53 54.6
Column Total		73 75.3	24 24.7	97 100.0

$\chi^2 (1, N=97) = 17.64, p < .01$

Item 45 queried the superintendents concerning the remarks of noncertificated personnel in the performance evaluation of the superintendent. Data are presented in Table 30 which show there was practically an equal split among those respondents who felt noncertificated personnel remarks should be used and were used (32) and respondents who felt they should not be used (34). One-fourth of the superintendents

felt the remarks of noncertificated personnel were used in the superintendent's evaluation but should not be.

Application of the chi-square statistic revealed that a significant relationship existed in how superintendents from the four different classes of school districts responded to whether the remarks of noncertificated personnel were actually used in the evaluation of the superintendent and if they should be used, $\chi^2 (1, N=96) = 17.33$, $p < .01$.

TABLE 30
Chi-Square Test for the Use of Noncertificated Personnel
Remarks in the Evaluation of the
Superintendent of Schools

		Actually Used		Row Total
		Yes	No	
Should Be Used	Yes	32 33.3	6 6.3	38 39.6
	No	24 25.0	34 35.4	58 60.4
Column Total		56 58.3	40 41.7	96 100.0

$\chi^2 (1, N=96), = 17.33, p < .01$

The use of student comments in the evaluation of the superintendent was the question presented in Item 46. Data in Table 31 show the responses of the superintendents. Twenty-five percent of the respondents indicated the use of student comments should be used and were actually used in the superintendent's evaluation. On the contrary, 47.9 percent of the respondents felt student comments were not used and should not be used. Twenty respondents (20.9 percent) indicated they felt student comments should not be used to evaluate the superintendent but in practice they were used. Six respondents indicated they felt student comments should be used but were not.

TABLE 31

Chi-Square Test for the Use of Student Comments in the
Evaluation of the Superintendent of Schools

		Actually Used		Row Total
		Yes	No	
Should Be Used	Yes	24 25.0	6 6.2	30 31.2
	No	20 20.9	46 47.9	66 68.8
Column Total		44 45.9	52 54.1	96 100.0

$\chi^2 (1, N=96) = 20.52, p < .01$

The application of a chi-square test showed a significant relationship existed in how superintendents from the four different classes of school districts responded whether student comments should be used in evaluating the superintendent's performance and if they actually were used, $\chi^2 = (1, N=96) = 20.52, p < .01$.

In Item 47, respondents were asked whether patron/parent comments should be used in evaluating the superintendent's performance. The data presented in Table 32 indicate that 48.9 percent of the respondents felt parent/patron comments were used and should be used compared to 14.6 percent who felt parent comments should not be used and were not used in the evaluation of the superintendent. Thirty-three of those responding (34.4 percent) indicated parent comments should not be used but were used, while two respondents felt parent comments should be used but were not.

The application of a chi-square test revealed a significant relationship existed in how superintendents from the four different classes of school districts responded to whether parent comments should be used in evaluating the superintendent and if they actually were used, $\chi^2 (1, N=96) = 11.41, p < .01$.

Item 48 asked respondents if outside consultants should be used in the evaluation of the superintendent. As shown in Table 33, 70 respondents (77.7 percent) indicated the use of outside consultants should not be used and were not used in assessing the superintendent's performance, while only 2.2 percent of the respondents indicated they

TABLE 32

Chi-Square Test for the Use of Patron/Parent Comments
in the Evaluation of the Superintendent of Schools

		Actually Used		Row Total
		Yes	No	
Should Be Used	Yes	47 48.9	2 2.1	49 51.0
	No	33 34.4	14 14.6	47 49.0
Column Total		80 83.3	16 16.7	96 100.0

$\chi^2 (1, N=96) = 11.41, p < .01.$

should be used and were used. Fifteen superintendents felt outside consultants should be used but in practice were not.

In determining if a significant relationship existed in how superintendents from different classes responded to whether outside consultants should be used and if they actually were used, a chi-square test was applied. The results of the test revealed no significant relationship existed in how superintendents from the four different classes of school districts responded, $\chi^2 (1, N=90) = 1.54, p > .01.$

Item 49 on the questionnaire asked the respondents to specify other sources which should be used and actually were used in the evaluation of the superintendent. No analysis of the data was attempted

TABLE 33

Chi-Square Test for the Use of Outside Consultants in
the Evaluation of the Superintendent of Schools

		Actually Used		
		Yes	No	Row Total
Should Be Used	Yes	2	15	17
		2.2	16.7	18.9
	No	3	70	73
		3.4	77.7	81.1
Column Total		5	85	90
		5.6	94.4	100.0

$\chi^2 (1, N=90) = 1.54, p > .01.$

as only nine superintendents responded to the question. Comments pertaining to this question may be found in Appendix E.

In Item 50, respondents were asked to identify what specific information or evidence they felt would be useful to the board of education in evaluating the superintendent's performance. Numerous comments were supplied with the majority focusing on four areas as follows: (1) job descriptions; (2) clearer standards of performance; (3) evaluation based on objectives; and (4) mutually established goals.

Fourteen comments focused on the establishment of mutual goals and nine respondents said that clearer standards of performance needed to be implemented. Ten respondents identified job descriptions for the superintendent and six comments were made relating to an

objectives approach. Comments supporting these questions and other comments may be found in Appendix E.

CHAPTER V

SUMMARY, FINDINGS, AND CONCLUSIONS

The material in this chapter is presented in five sections:

(1) restatement of the problem; (2) summary of the literature; (3) review of the procedures; (4) summary of the findings; and (5) conclusions and recommendations.

Restatement of the Problem

The purpose of this study was to investigate the perceptions and practices of the evaluation process of school superintendents in Nebraska as viewed by them. More specifically, the objectives of the study were to: (1) identify the present practices used by Nebraska school districts in the assessment of the performance of the superintendent of schools; (2) assess the current attitudes of superintendents toward the formal evaluation of the superintendent's performance; (3) review the purposes of superintendent evaluation; (4) examine the role and relationship of the board of education and the superintendent in the evaluation process; and (5) identify the procedures, frequencies, and methods used in the evaluation of the superintendent.

Summary of the Literature

According to the literature reviewed, the selection of the superintendent is the most critical decision a school board has to make;

its second most important decision is determining how to evaluate that person. The literature revealed little agreement among educators and school board members regarding the process for evaluating the school's chief executive officer.

Identification of the purposes for evaluating the superintendent is extremely important because the purposes provide the direction and reason for existence of additional activities in the evaluation process. Superintendent evaluation is a purposeful activity and should be designed and implemented according to the goals and objectives of a school district.

The following have been suggested in recent literature as the purposes and goals of an effective process for superintendent evaluation: (1) promote effective and efficient attainment of organizational goals; (2) assist in personnel decisions; and (3) improve individual performance.

Many superintendents leave their position because they fail in their relationships with the board of education. Formal evaluation should provide superintendents with the necessary information to improve their performance and, ultimately, to enhance achievement of the school district's goals.

The interdependence between the board of education and the superintendent was stressed in the literature. One of the most difficult of the shared responsibilities of superintendents and boards of education is evaluation. Evaluation of the superintendent is

imperative, and school boards must be able to appraise the superintendent in an efficient and effective manner.

It is generally agreed that the most important factor related to a superintendent's effectiveness is the relationship between the school board and the superintendent. This relationship is necessary and essential if the superintendent is to carry out the policies of the school district and the school board is to develop an adequate evaluation program for the superintendent. Mutual trust is one of the most, if not the most, important factors forming the relationship between the superintendent and school board members.

The review of literature revealed that a number of different techniques were used to evaluate the performance of the superintendent. The four most common were management-by-objectives (MBO), checklists, rating scales, and open narrative statements. Determining the criteria for evaluation of the superintendent has been a continuing concern for school boards.

The literature also suggested that superintendent evaluation consisted of two broad components: a definition of desired outcomes and a method of assessing the degree to which the outcomes were achieved. Researchers studying the evaluation of the superintendent advocated formal, structured procedures which clearly defined desired outcomes and used a method of measuring achievement that was well-known by all involved. Informal systems of the past have been blamed for much internal destruction and disarray. Informal approaches, although still in use, have given way to structured, planned evaluation systems.

Review of the Procedures

The initial phase of this study involved a careful review of the literature. This included an examination of textbooks, bulletins, monographs, and dissertations containing information about the performance evaluation of the school superintendent.

Following the review of literature, the questionnaire utilized for a doctoral dissertation written by Jess (1981) was obtained and revised to meet the needs of this research project. The revised instrument was field tested using 12 superintendents in Nebraska--three each from Class A, B, C, and D school districts. The final questionnaire was written incorporating the suggestions of the jury members.

The population from which the survey sample was drawn included all Class A superintendents and 31 randomly selected superintendents each from Class B, C, and D school districts, for a total of 111 possible respondents. The questionnaire and an appropriate cover letter were mailed to the selected superintendents on October 21, 1987. Respondents were given 15 days to return a completed questionnaire.

By October 30, 1987, 94.59 percent of those surveyed had returned a completed questionnaire. This return was determined to be an acceptable response, and the results were tabulated and processed by the Nebraska Evaluation and Research Center (NEAR) at the

University of Nebraska-Lincoln. Descriptive statistics were used to analyze and report the data gleaned from Parts I, II, and IV of the survey instrument. A one-way ANOVA was used to analyze and report the data in Part III of the questionnaire, and a chi-square test was used to analyze and report the data in Part V of the instrument.

Summary of the Findings

Demographic Data

1. The questionnaire was mailed to 111 superintendents and over 94 percent of the questionnaires were returned.
2. Nearly one-third of the superintendents had been in their present position 10 or more years, 23 percent for five to nine years, 26 percent for three or four years, and 17 percent for two years or less. Slightly over 57 percent of the Class B superintendents had been in their present position 10 or more years.

Procedures Used to Evaluate the Superintendent

3. Over 88 percent of the superintendents reported their boards of education formally evaluated their performance.
4. A job description was used as a basis for evaluation for 29 percent of the superintendents who indicated they were formally evaluated; 34 percent of the superintendents were evaluated by using a combination of a job description and other criteria.
5. Seventy-one percent of the superintendents received their evaluation in a combination oral-written report.

6. Nearly 79 percent of the respondents indicated their evaluation was presented to them and discussed in executive session. Only four percent were provided feedback in an open session of the board of education.

7. Almost 80 percent of the superintendents reported they were formally evaluated once a year, and 17 percent indicated they were evaluated twice a year. Only three of the 94 respondents indicated they were evaluated less than once a year.

8. Over 83 percent of the respondents in Class C schools indicated their school district had a written policy on the evaluation of the superintendent. The combined responses of superintendents from all four classes indicated that 69.5 percent of the districts had such a policy.

9. Sixty-five percent of the superintendents indicated their districts had a written board policy on the evaluation of administrators other than the superintendent.

10. More than 91 percent of the superintendents reported their boards of education had a policy on the evaluation of teachers.

11. Only 36.2 percent of the superintendents reported their evaluation was used in determining their compensation.

12. Over 56 percent of the superintendents indicated their evaluation offered an opportunity for self-appraisal.

13. Nearly 38 percent of the respondents indicated they were informally evaluated by their board in addition to the formal evaluation.

14. A majority of Class D superintendents (55.2 percent) reported that an informal evaluation, in their opinion, was as effective as a formal evaluation. The combined responses indicated that only 38.1 percent of the respondents concurred that an informal evaluation was as effective.

Attitudes Toward Evaluating the
Superintendent's Performance

15. No significant difference existed in the responses of the superintendents from the different classes concerning whether or not there was a need to formally evaluate the superintendent, $F(3,101) = .75, p > .01$.

16. No significant difference was found among the four classes of schools as to a formal evaluation not being necessary and an informal evaluation being necessary, $F(3,101) = 3.23, p > .01$.

17. No significant difference existed among the four classes of schools concerning whether or not the results of the superintendent's evaluation should remain within the confines of the board, $F(3,101) = 1.73, p > .01$.

18. No significant difference existed among the four classes of schools as to whether or not the primary purpose of evaluation was to improve the superintendent's performance, $F(3,101) = 1.12, p > .01$.

19. No significant difference existed among the four classes of schools when respondents were asked if the input of

individuals in addition to the board was essential in the evaluation of the superintendent, $F(3,101) = 1.10$, $p > .01$.

20. No significant difference was found among the four classes of schools concerning whether the number and complexity of the superintendents' duties made it difficult to evaluate their performance, $F(3,101) = 1.41$, $p > .01$.

21. No significant difference existed among the four classes of schools when respondents were asked if the boards of education had adequate information to formally evaluate the superintendent, $F(3,101) = 1.46$, $p > .01$.

22. No significant difference existed among the four classes of schools as to whether or not the results of the superintendent's evaluation should be released to the teachers, other administrators, and the public, $F(3,101) = .40$, $p > .01$.

23. No significant difference existed among the four classes of schools concerning whether the board should be the only evaluators of the performance of the superintendent, $F(3,101) = 1.99$, $p > .01$.

24. No significant difference existed among the four classes of schools concerning whether the primary purpose for evaluating the superintendent was to rehire or dismiss him or her, $F(3,101) = .73$, $p > .01$.

25. Nearly all superintendents (98 percent) felt the board of education should be directly involved in the evaluation of the superintendent.

26. Two-thirds of the respondents stated the principal should not be involved in the evaluation of the superintendent.

27. Four-fifths of the respondents felt teachers should not be involved in the evaluation of the superintendent.

28. The use of non-certificated personnel in the evaluation of the superintendent was rejected by 86 percent of the respondents.

29. Ninety-three percent of the respondents felt students should not be directly or indirectly involved in the evaluation of the superintendent.

30. The involvement of patrons/parents in the evaluation of the superintendent was rejected by 82 percent of the respondents.

31. More than 90 percent of the respondents indicated outside consultants should not be used in the evaluation of the superintendent's performance.

Priority Areas of Responsibilities/Functions of the Superintendent of Schools

32. The respondents were given nine major areas of administrative responsibility to prioritize; superintendents from all four classes ranked them in similar but not identical order.

33. The board/superintendent relationship was ranked first, and board operations was ranked second.

34. The items ranked with the lowest priority were plant operations and pupil relationships.

35. The greatest difference in rankings were personal qualities

(ranked first by Class D superintendents and seventh by Class A superintendents) and budget/business (ranked first by Class D superintendents and sixth by Class A superintendents).

36. A significant relationship existed in how superintendents from the four different classes of school districts responded to whether other board members' remarks should be used and if they were actually used in evaluating the superintendent, $\chi^2 (1, N=98) = 24.14, p < .01$.

37. A significant relationship existed in how superintendents from the four different classes of school districts responded to whether other administrators' remarks should be used and if they actually were used in the evaluation of the superintendent, $\chi^2 (1, N=94), 31.78, p < .01$.

38. A significant relationship existed in how superintendents from the four different classes of school districts responded to whether teacher comments should be used in evaluating the superintendent and if they actually were used, $\chi^2 (1, N=97) = 17.64, p < .01$.

39. A significant relationship existed in how superintendents from the four different classes of school districts responded to whether the remarks of noncertificated personnel were actually used in the evaluation of the superintendent and if they should be used, $\chi^2 (1, N=96) = 17.33, p < .01$.

40. A significant relationship existed in how superintendents from the four different classes of school districts responded to whether student comments should be used in evaluating the

superintendent's performance and if they actually were used, $\chi^2 (1, N=96) = 20.52, p < .01$.

41. A significant relationship existed in how superintendents from the four different classes of school districts responded to whether parent comments should be used in evaluating the superintendent and if they actually were used, $\chi^2 (1, N=96) = 11.41, p < .01$.

42. No significant relationship existed in how superintendents from the four different classes of school districts responded to whether outside consultants should be used and if they actually were used in the evaluation of the superintendent, $\chi^2 (1, N=90) = 1.54, p > .01$.

Comments That Would be Useful to Boards of Education in Superintendent Evaluation

43. The majority of comments focused on four areas: (1) job descriptions; (2) clearer standards of performance; (3) evaluation based on objectives; and (4) mutually established goals.

44. Although the comments about superintendent evaluation were largely supportive of the process, some displeasure was apparent. Those respondents voicing displeasure indicated they felt the board of education was not equipped with the skills necessary to adequately appraise the performance of the superintendent.

45. The use of a job description and mutually established goals by the board of education and the superintendent in the evaluation process were identified as essential by respondents from all four classes of school districts.

Conclusions and Recommendations

The conclusions and recommendations of this study are based on the review of literature in Chapter II and the findings in Chapter IV.

Conclusions

1. The selection of the superintendent was the most important task a school board had to perform and the evaluation of him or her was its second most important task.
2. The use of people other than the board of education in the evaluation of the school's chief executive was not an accepted practice according to the superintendents included in this study.
3. There was no definable difference in the evaluation practices, procedures, and attitudes of superintendents toward evaluation among the four classes of school districts in Nebraska.
4. Nebraska superintendents were more likely to be formally evaluated than (as revealed in Chapter II) superintendents throughout the nation.
5. Due to the complexity of the superintendent's position, respondents perceived a detailed job description was essential to a successful evaluation of the superintendent.
6. School districts in Nebraska were more likely to have a district-adopted policy for the evaluation of teachers than they were for the evaluation of the superintendent or other administrators.

7. The respondents did not perceive that board members had the necessary understanding of evaluation methodology to evaluate their performance.

8. According to the respondents in the study, the compensation of Nebraska's superintendents was not commonly based on their formal evaluation.

9. The basic methods by which superintendents were formally evaluated were quite varied. A combination of instruments was used to assess the superintendent's performance in most school districts surveyed in Nebraska.

10. There was no definable difference in the perceptions of the superintendents from the four classes of Nebraska school districts concerning the priorities of their responsibilities.

11. A relationship existed among the respondents from the four classes of schools districts concerning whether people other than the board of education should be used in the superintendent's evaluation and if they were used.

12. Agreement did not exist between superintendents and school board members regarding the process which should be used in the evaluation of the school's chief executive. The philosophic approach used in conducting the evaluation was perceived to be more important than the process.

13. There were no specific practices, procedures, and policies needed to establish an effective evaluation program that were specific to all school districts.

14. The single most important factor in the development of an adequate evaluation of the superintendent was the presence of a good working relationship between the superintendent of schools and the board of education.

Recommendations

1. Endemic to the position, each local school district should develop a policy statement governing the evaluation of the superintendent.

2. The instrument used to evaluate the superintendent of schools should be: (a) tailored to the policy statement of the district; (b) developed locally; (c) reviewed at least annually; and (d) designed to reflect the unique needs of the local school district.

3. The superintendent of schools should be formally evaluated at least once each school year, and the evaluation should be presented to the superintendent by the board of education in executive session.

4. Each school district must decide the purposes and goals for evaluating the superintendent which should include, but not be limited to: (a) the assistance in personnel decisions; (b) the promotion of effective and efficient attainment of organizational goals; and (c) the improvement of the superintendent's performance.

5. The superintendent and the board of education should establish an annual timeline for the evaluation of the superintendent,

noting when the process will commence, intermediate checks for progress, and dates for summary reports.

6. The primary responsibility for evaluation of the superintendent's performance should rest with the board of education and should be based on a well-defined job description for the superintendent.

7. Both the survey findings and the literature review indicated that the involvement of individuals or groups other than the board of education in the evaluation of the superintendent is discouraged.

8. State and national professional education associations should develop viable workshops and conferences for board members that emphasize the importance of developing board expertise in the area of superintendent evaluation.

9. Further studies on the status of the superintendent's evaluation in Nebraska's public schools should be conducted within five years for the purpose of identifying trends and new evaluative methods, procedures, and policies.

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APPENDIX A

Permission from the University of Nebraska Institutional
Review Board for the Protection of Human Subjects



The University of Nebraska
Institutional Review Board
For the Protection of
Human Subjects

Office of the Executive Secretary, IRB
42nd and Dewey Avenue
Omaha, NE 68105
(402) 559-6463

October 23, 1987

Edwin Johnson
Educational Administration
UNL

IRB # 135-88

TITLE OF PROPOSAL: Evaluation of School Superintendents in Nebraska:
Perceptions and Practices

Dear Mr. Johnson:

I have reviewed your Exemption Information Form for the above mentioned research project. According to the information provided this project is exempt from IRB review under 45 CFR 46.101B 3.

It is understood that an acceptable standard of confidentiality of data will be maintained.

Sincerely,

A handwritten signature in dark ink, appearing to read 'Ernest D. Prentice'.

Ernest D. Prentice, Ph.D.
Executive Secretary

EDP/lmb

APPENDIX B

Permission to Use Questionnaire from Dr. Larry Jess

September 24, 1987

Dr. Larry Jess, Superintendent
USD #352
1312 Main Street
Goodland, KS 67735

Dear Dr. Jess:

It was good to visit with you on the telephone yesterday. Congratulations on your move to Goodland, Kansas. It should prove to be a positive career advancement for you.

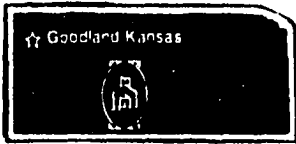
As I mentioned on the telephone, I am conducting a study on the evaluation policies and procedures of school superintendents in the State of Nebraska for my doctoral dissertation. The instrument you used in your doctoral dissertation seems to address the issues I am examining in my study. I would greatly appreciate your written permission to replicate the questionnaire you used in your study, making minor revisions as necessary. My proposal meeting is scheduled for October 6, 1987. I would appreciate your written response by then if possible.

Thank you for your assistance and best wishes in your educational pursuits.

Sincerely,

/s/ Ed Johnson

Ed Johnson



UNIFIED SCHOOL DISTRICT NO. 352

ADMINISTRATION OFFICE
BOX 509
GOODLAND, KANSAS 67735

913-899-2397



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Larry L. Jess, Ph. D.
Superintendent

Craig F. Campbell
Assistant Superintendent

September 28, 1987

Mr. Ed Johnson, Superintendent
Syracuse-Dunbar-Avoca Schools
550 7th Street
Syracuse, Nebraska 68446-0520

Dear Ed:

Your written request to use the instrument used in my dissertation is hereby granted. I trust that it will serve you well in your study.

Ed, I wish you the very best in completing your doctoral program. Believe me, it is worth the experience.

Sincerely,

Larry L. Jess, Ph.D.
Superintendent of Schools

LLJ:bds

APPENDIX C

Jury Letter and Rating Form

October 8, 1987

Dear :

Thank you for agreeing to take the time to give your judgments on the enclosed survey instrument as per our telephone conversation. Included with this letter is a copy of the survey instrument, a rating form, and a stamped return envelope. I am unable to proceed with my study until the rating form and instrument are returned. A prompt return of the rating form and the instrument will be greatly appreciated.

Sincerely,

/s/ Ed Johnson

Ed Johnson

Enclosures

JURY MEMBER RATING FORM

PLEASE FEEL FREE TO MARK ANY CORRECTIONS, SUGGESTIONS, AND/OR REACTIONS ON THE ENCLOSED QUESTIONNAIRE.

-
1. The overall format of the instrument is appropriate. ☐ Yes ☐ No
 2. The variety within the instrument is appropriate. ☐ Yes ☐ No
 3. The introductory information is clear. ☐ Yes ☐ No
 4. The directions are clear and easy to follow. ☐ Yes ☐ No
 5. Questions and/or statements are well worded and the meaning is clear. ☐ Yes ☐ No
 6. Questions and/or statements are appropriate for the problem. ☐ Yes ☐ No
 7. Are there questions and/or statements that you feel should be deleted? (Please list item number below). ☐ Yes ☐ No
 8. Are there questions and/or statements that you feel should be added? (If so, please indicate below.) ☐ Yes ☐ No

 9. Would you complete this instrument if you receive it? If no, please explain. ☐ Yes ☐ No

 10. Do you recommend the use of the 8 1/2 X 11 instrument as presented? ☐ Yes ☐ No

APPENDIX D

Cover Letter to Superintendents and Questionnaire

Syracuse, Nebraska
October 21, 1987

Public School

Dear :

As a doctoral candidate in Educational Administration at the University of Nebraska, I am conducting a study on superintendent evaluations and attitudes toward the evaluation process held by superintendents in Nebraska. Enclosed you will find a questionnaire basic to the study. All Class A and randomly selected superintendents in Classes B, C, and D schools will be included in the study. It will be greatly appreciated if you will take a few minutes and complete the questionnaire and return it in the enclosed, self-addressed, franked envelope by Friday, November 6, 1987.

The following statements are provided for your information in compliance with established research guidelines. The purpose is to inform you of your rights in consenting to participate in the research project and to protect your rights as a human subject.

1. Your responses to this study are voluntary. Your consent to participate in this study is indicated by your response to this instrument. You need not answer any specific question which you find objectionable.
2. Anonymity of respondents will be maintained and the information you supply as an individual will be held as confidential information. The data from individual respondents will be grouped and treated statistically for groups only; therefore, it will be impossible to identify responses.
3. The code number found on the questionnaire is for follow-up purposes only in the event the original questionnaire is not returned.
4. Should you desire information on the results of this study, you may request such information from the researcher.

If you have questions about this study, please feel free to contact me. My office phone is 402-269-2381 and my home phone is 402-269-2195. Thank you for your assistance.

Sincerely,

/s/ Ed Johnson

Ed Johnson

Enclosures

SUPERINTENDENT QUESTIONNAIRE

INSTRUCTIONS

1. Please answer all questions, unless you feel a particular item is not applicable (NA) or is objectionable.
 2. The questions can be answered by marking an "X" in the space provided. Please select the one response that best fits your situation, unless multiple answers are applicable.
 3. Feel free to write any explanations or comments you may feel necessary on the back of the questionnaire or in the margins.
-

PART I

1. Classification of school district
 - (01) _____ Class "A"
 - (02) _____ Class "B"
 - (03) _____ Class "C"
 - (04) _____ Class "D"
2. Number of years you have been in the present system as superintendent
 - (01) _____ 0-2 years
 - (02) _____ 3-4 years
 - (03) _____ 5-9 years
 - (03) _____ 10 or more years

PART II

3. Does your board of education formally evaluate your performance?
 - (01) _____ Yes
 - (02) _____ No
 If no, proceed to Item #8.
4. The criteria used by your board to formally evaluate your performance is:
 - (01) _____ Specific goals mutually set by board and superintendent
 - (02) _____ Job descriptions formulated by the board and/or the superintendent
 - (03) _____ Other criteria-referenced checklist(s)--Source? _____
 - (04) _____ Combination of _____ and _____ above
 - (05) _____ Other (please explain) _____

5. The formal evaluation is presented to you:
 - (01) _____ In written form only
 - (02) _____ Orally/verbal discussion
 - (03) _____ Combination of both 1 and 2
 - (04) _____ None of the above (explain)

(over)

Superintendent Questionnaire

Page 2

6. Your evaluation is presented and discussed:
(01) ☐ In executive session
(02) ☐ In open session
(03) ☐ The evaluation is kept by the board and never presented to
or discussed with me
(04) ☐ Other (please explain)
7. How often does your board present you with an evaluation of your performance?
(01) ☐ Once a year
(02) ☐ Twice a year
(03) ☐ Three times a year
(04) ☐ Less than once a year
8. Does your board of education have a written board policy relating to the evaluation of your performance?
(01) ☐ Yes
(02) ☐ No
9. Does your board of education have a written board policy relating to the evaluation process of the performance of other administrators?
(01) ☐ Yes
(02) ☐ No
10. Does your board of education have a written board policy relating to the evaluation process for the performance of teachers?
(01) ☐ Yes
(02) ☐ No
11. Is your evaluation used in determining your compensation?
(01) ☐ Yes
(02) ☐ No
12. Does your evaluation offer an opportunity for self-appraisal?
(01) ☐ Yes
(02) ☐ No
13. Does your board evaluate your performance informally? (verbally only)
(01) ☐ Yes
(02) ☐ No
If yes, please describe how your board evaluates your performance.

14. In your opinion, is an informal evaluation of the superintendent's performance as effective as a formal evaluation?
(01) ☐ Yes
(02) ☐ No

PART III

Instructions

Please respond to the following items by indicating how you feel, using the following scale. Please place an "X" in the parentheses () of your choice.

- (01) () SA--STRONGLY AGREE
 (02) () A--AGREE
 (03) () U--UNDECIDED
 (04) () D--DISAGREE
 (05) () SD--STRONGLY DISAGREE

15. There is a definite need to formally evaluate the superintendent.
 SA A U D SD
 () () () () ()
16. A formal evaluation is not necessary but an informal evaluation of the superintendent is desirable.
 SA A U D SD
 () () () () ()
17. The results of the performance evaluation of the superintendent should remain within the confines of the board of education.
 SA A U D SD
 () () () () ()
18. The primary purpose for evaluating the superintendent is to improve his/her performance on the job.
 SA A U D SD
 () () () () ()
19. The input of individuals or groups, in addition to the board, is essential to the effective evaluation of the superintendent.
 SA A U D SD
 () () () () ()
20. The number and complexity of the duties performed by the superintendent makes it difficult for the board of education to accurately evaluate his/her performance.
 SA A U D SD
 () () () () ()
21. Boards of education do not have adequate information available to formally evaluate the superintendent.
 SA A U D SD
 () () () () ()

(over)

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22. The results of the performance evaluation of the superintendent should be released to the teachers, other administrators in the district, and the public by the board of education.

SA	A	U	D	SD
()	()	()	()	()

23. The board of education should be the only evaluators of the performance of the superintendent.

SA	A	U	D	SD
()	()	()	()	()

24. The primary purpose for evaluating the performance of the superintendent is to provide information needed to rehire or dismiss the superintendent.

SA	A	U	D	SD
()	()	()	()	()

The following individuals should be directly or formally involved in the evaluation process of the superintendent:

- | | | |
|---|------------|-----------|
| 25. Board of education | (01)___Yes | (02)___No |
| 26. Central office administrators and building principals | (01)___Yes | (02)___No |
| 27. Teachers | (01)___Yes | (02)___No |
| 28. Non-certificated staff | (01)___Yes | (02)___No |
| 29. Students | (01)___Yes | (02)___No |
| 30. Patrons/parents | (01)___Yes | (02)___No |
| 31. Outside consultants | (01)___Yes | (02)___No |
| 32. Other (please specify)_____ | (01)___Yes | (02)___No |

PART IV

Which items do you consider to be the most important in evaluating the performance of the superintendent? Please rank order the items listed below, 1 through 9, 1 being the most important and 9 being the least important. Please do not place two place values to any item, i.e., 2-3.

RANK

- _____ 33. SCHOOL BOARD OPERATIONS
(meeting organization, policy interpretation and development, represents board as executive officer, etc.)
- _____ 34. PERSONNEL/STAFF RELATIONSHIPS
(recruiting, evaluating, morale, development, empathy, etc.)
- _____ 35. BUDGET/BUSINESS
(prepares budget, manages business affairs)
- _____ 36. COMMUNITY RELATIONSHIPS
(participative, friendly, cooperative, keeps community informed, involved, etc.)
- _____ 37. PERSONAL QUALITIES
(honesty, integrity, poised, professional, ethical, appearance, English usage, etc.)
- _____ 38. PLANT AND SUPPORT OPERATIONS
(transportation, lunch, facility planning, etc.)
- _____ 39. PUPIL RELATIONSHIPS
(empathy, services, instruction, etc.)
- _____ 40. CURRICULUM/INSTRUCTION
(development, evaluation, establishes goals and objectives, community involvement, etc.)
- _____ 41. BOARD/SUPERINTENDENT RELATIONSHIPS
(Keeps board informed, advises and supports board, harmonious working relationship, etc.)

(over)

Superintendent Questionnaire

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PART V

Which of the sources of information listed below should or does the board of education use to evaluate the performance of the superintendent? NOTE: comments/remarks may be defined as unsolicited information provided or directed to a board member.

	<u>SHOULD BE USED</u>		<u>ACTUALLY USED</u>	
	<u>YES</u>	<u>NO</u>	<u>YES</u>	<u>NO</u>
42. Other board member remarks	(01) _____	(02) _____	(03) _____	(04) _____
43. Other central office administrators and/or building principal comments	(01) _____	(02) _____	(03) _____	(04) _____
44. Teacher comments	(01) _____	(02) _____	(03) _____	(04) _____
45. Non-certificated personnel remarks	(01) _____	(02) _____	(03) _____	(04) _____
46. Student comments/remarks	(01) _____	(02) _____	(03) _____	(04) _____
47. Patron/parent comments	(01) _____	(02) _____	(03) _____	(04) _____
48. Outside consultants	(01) _____	(02) _____	(03) _____	(04) _____
49. Other (please specify)	(01) _____	(02) _____	(03) _____	(04) _____

50. What specific information or evidence do you feel would be most useful to your board of education in evaluating your performance?

APPENDIX E

Comments: Items 4, 6, 13, 30, 33-41, 49, 50

COMMENTS

The following are selected comments made by superintendents which they felt would be beneficial to the study.

Class A Schools

Item 4--Please explain the criteria used by your board to formally evaluate your performance.

"My evaluation is based on the following areas: Relations with the board, staff management, and personal and professional conduct"

Item 6--Your evaluation is presented and discussed:

1. In executive session
2. In open session
3. The evaluation is kept by the board and never presented to or discussed with me.
4. Other (please explain)

"The board vice-president meets with the superintendent to review the Board's evaluation."

"The evaluation is presented in writing to me as an interim report."

Item 13--Does your board evaluate your performance informally? (verbally only)

"They can meet with me individually regarding district issues and often do. Occasionally, they will offer informal evaluation of my performance regarding the issue(s) discussed."

"Mutually agreed upon goals are established. My evaluation is based on achievement of these goals."

"No formal instrument is used in our district. Discussion concerning the direction of the district, goal setting, and planning are discussed as part of the job description and the superintendent's contract."

"Regular feedback (verbal) from the board president and individual board members."

"Everyone is informally evaluated. The board evaluates the superintendent by acting on his recommended actions at regularly scheduled meetings."

"Individual feedback by phone after meetings and during conferences."

"General discussion of goals and the superintendent's report. The board sent my evaluation to the staff this year."

Item 30--Patrons/parents should be directly or formally involved in the evaluation process of the superintendent.

"This group (parents/patrons) makes their feelings known informally via conversations with the board and staff. If enough parents/patrons are dissatisfied, they will either informally influence the board to terminate or pack the board at the next election and directly terminate the superintendent. They do not need any other evaluative avenue."

Items 33-41--Which items do you consider to be the most important in evaluating the performance of the superintendent?

33. School Board Operations
34. Personnel/Staff Relationships
35. Budget/Business
36. Community Relationships
37. Personal Qualities
38. Plant and Support Operations
39. Pupil Relationships
40. Curriculum/Instruction
41. Board/Superintendent Relationships

"#33 and #41 go hand in hand and top the list."

"#40 is vital, but sometimes gets lost in the shuffle."

"#34, #35, and #36 are equal and must be addressed with equal effort."

"#37 influences #34, #36, and #41 really cannot be separated."

"#38 and #39 are vital, but would have to take a back seat to #33, #40, and #41."

Item 49--Please specify the sources of information the board of education should use to evaluate the superintendent.

"Criterion-referenced evaluations based upon management objectives and job description."

"Documentation for informed board members' opinions."

Item 50--What specific information or evidence do you feel would be most useful to your board of education in evaluating your performance?

"General information about the district's success on project work."

"The evaluation instrument we have devised addresses job description and management objectives. It helps the board organize their thoughts and forces them to evaluate the superintendent on valid criteria, not emotion or vague gut-level reactions."

"The following information should be used in evaluating the superintendent's performance:

1. Evidence that goals have been achieved.
2. Evidence of community support.
3. Evidence of staff and student growth.
4. Evidence of professional leadership.
5. Evidence of good staff morale.
6. Evidence of fiscal soundness in management.
7. Evidence of curriculum improvement."

"My board has used the rate and quality of change that is taking place in the district, new programs, job consolidation, deployment of personnel, design of programs for employees (re: evaluation procedures; wellness programs) and community satisfaction with the schools (measured by word of mouth and formal survey)."

"If there are long-range goals and short-term objectives adopted for the district, I believe that the quality of a superintendent's performance can be measured by the degree to which these goals and objectives are realized or implemented. The board should also attend to performance responsibilities outlined in the job description and try to determine how effectively the superintendent exercises these."

"Meeting goals set out by the board and the superintendent for the school year."

"Evaluate the superintendent against a predetermined set of goals and objectives. This allows for a more objective evaluation. To evaluate against the job description or other less visible criterion makes the judgment very subjective and turns into a popularity contest."

"An 'overall satisfaction' with the superintendent's performance is most important."

"Evidence of performance provided by the superintendent."

"The following should be included in the superintendent's performance evaluation:

1. A list of non-recurring developmental projects proposed and completed for the year along with an analysis of the rate of completion.
2. A personal evaluation form covering 14 areas.
3. A job description developed by the board of education and the superintendent.
4. A list of recurring activities for the year.
5. A description of external and internal parameters regulating the school district."

"Our board meets four times a month. They work with me in many different situations, thereby having many opportunities to evaluate my performance."

"Business operation, cost efficiency, staff rapport, management style, community rapport, and involvement in school and community affairs."

"A statewide form adopted by all districts would be valuable to superintendents across the state. This would give board members some idea as to how to evaluate and what to look for when hiring a new superintendent."

Class B Schools

Item 4--Please explain the criteria used by your board to formally evaluate your performance.

"Depends on the year and the board!"

"Teacher and principal feedback."

"Sometimes they (the board) do not get around to it."

"A locally devised evaluation instrument."

"Written narrative of strengths and weaknesses as the board members individually view the superintendent."

"District adopted superintendent evaluation form that is job description based."

Item 6--Your evaluation is presented and discussed:

1. In executive session
2. In open session
3. The evaluation is kept by the board and never presented to or discussed with me.
4. Other (please explain)

"The board fills out the form individually at our February retreat and then the President and Vice-President go over it with me--sometimes."

Item 13--Does your board evaluate your performance informally?
(verbally only)

"This happens at virtually every board of education meeting."

"Yes, at the Methodist Church!"

"Annual meeting is held during which time performance, goals, and objectives (past and future) are discussed with me."

"Informal feedback from various audiences."

"The board evaluates your every move."

Items 33-41--Which items do you consider to be the most important in evaluating the performance of the superintendent?

33. School Board Operations
34. Personnel/Staff Relationships
35. Budget/Business
36. Community Relationships
37. Personal Qualities
38. Plant and Support Operations
39. Pupil Relationships

- 40. Curriculum/Instruction
- 41. Board/Superintendent Relationships

"#39 is an important issue, obviously, but not in the context the question intends."

"This will also depend on the job description of the individual district. I see all as important. Ranking of the items depends on the day."

"#37 cuts across all other areas."

"I cannot answer this. These areas are all important; the effectiveness or ineffectiveness in one area may have a direct impact on another. There is too much of an inter-relationship to rank them based on importance."

Item 50--What specific information or evidence do you feel would be most useful to your board of education in evaluating your performance?

"Day-to-day or week-to-week comments (informal) from those people who contact the superintendent or the superintendent's office about the business of education. The superintendent's consistent assessability and responsiveness seems to be very important to people and the board of education."

"School board members need in-service on dealing with evaluation. They often lack perspective when evaluating."

"I wonder sometimes if a committee of peers could spend 3-4 days in the system and report their findings to the board of education."

"Have them fully understand the complexity of the position."

"Progress toward board/district goals."

"Maybe I am too much of an idealist but I believe the superintendent is the employee of the 6 people who hired him/her as the 6 people (board members) are the representatives of the entire district. If the board cannot get the evaluation done, why call others in to the process--to increase the pool of ignorance?"

"Superintendent/board relationships minus what an individual member(s) may have as a grudge because of a single incident. Information about 'how to evaluate' and 'on what basis' when trying to evaluate a superintendent."

"Though this is not specific, but simply put, the 'supe's' job should be reduced to a few general job tasks and then evaluated on whether or not they get done."

"Evidence that goals were reached or attempted."

"Our 'once a year' evaluation/discussion sessions have been very satisfactory. We're (administrators) told of our strengths and weaknesses, and we're given the opportunity to discuss future plans and goals. I meet with the board for a minimum of one hour--often longer as needed."

"After 15 years in the same district, I find the value of evaluation to change from day-to-day. It all depends on the mood of the board at a given time."

"Job description and mutually established goals."

"A written set of goals should be established annually. The accomplishment or non-accomplishment of those goals should be the basis for the written formal evaluation."

"I feel that at the beginning of each school year, the superintendent and board of education should determine the short-range and long-range goals they would like to see accomplished. At the end of that school year, they should then check the goals to see which have been met and which have not and why. This then should be the base on which to build the evaluation process of the superintendent."

"My performance is based on my meeting or leading the school district to meet district goals."

"Personal observation and board member-superintendent interaction."

"Documented accomplishments related to job description and cooperatively established goals."

"Specific goals and objectives to be accomplished should be developed annually."

"A checklist of items showing progress toward predetermined mutual goals for the school district."

"Actual knowledge and understanding of the assignment of the superintendent."

"I believe it is important to gather information from a variety of sources--all the ones listed could be utilized. My perception is that 'the informal network' is going to decide what kind of a job you are doing. Many of the previously mentioned groups will help provide you with a 'snapshot' of your performance."

"Boards need to understand the complexity of the superintendent's position. Criteria set up by the superintendent and the board. Who will evaluate what. Time line for evaluations."

"Listing of annual goals for superintendent and evaluations based upon established criteria."

"The board needs to understand what they are evaluating and why. This should be based on a job description mutually agreed upon by the board and the superintendent."

Class C Schools

Item 4--Please explain the criteria used by your board to formally evaluate your performance.

"The board evaluates what they wish, when they wish, and how they wish."

Item 6--Your evaluation is presented and discussed:

1. In executive session
2. In open session
3. The evaluation is kept by the board and never presented to or discussed with me.
4. Other (please explain)

Item 13--Does your board evaluate your performance informally? (verbally only)

"Each member receives a blank evaluation form which they fill out. Then they meet and form a composite evaluation."

"A chance at every board meeting on a form provided to the board."

"The board evaluates me based on community feedback and individual board member perceptions. They report to me in an executive session once a year when they consider my contract and salary."

"Boards are always evaluating the superintendent by the number of phone calls, board materials, involvement in the community, and a host of other items."

"Our board evaluates the superintendent informally every day of the year by what is done, how the community reacts, and what they want done."

Item 14--In your opinion is an informal evaluation of the superintendent's performance as effective as a formal evaluation?

"Depends on the particular board, axes to grind, etc."

"An instrument and guidelines have been submitted to the board for adoption. They have not seen fit to adopt it. I think the feeling of this board is that the superintendent is evaluated at every meeting."

Item 30--Patrons/parents should be directly or formally involved in the evaluation process of the superintendent.

"Boards may decide to use this group on some basis which would be fine. Directly and formally--no."

Items 33-41--Which items do you consider to be the most important in evaluating the performance of the superintendent?

33. School Board Operations
34. Personnel/Staff Relationships
35. Budget/Business
36. Community Relationships
37. Personal Qualities
38. Plant and Support Operations
39. Pupil Relationships
40. Curriculum/Instruction
41. Board/Superintendent Relationships

"All of these are important. I had a difficult time prioritizing them."

"These are equally important. I cannot prioritize."

"This is tough! All are certainly necessary."

Item 49--Please specify the sources of information the board of education should use to evaluate the superintendent.

"I am not sure where or what sources are used but from experience here, I doubt the board listens to anyone--just themselves."

Item 50--What specific information or evidence do you feel would be most useful to your board of education in evaluating your performance?

"Use the job description that is in policy and evaluate on that basis. Follow up on evaluations in writing if there are areas of concern and let the superintendent know if he/she is doing well. On occasion it is nice to hear 'good job' or 'we have a problem.' Evaluation needs to be continuous and ongoing."

"Communication within the entire district."

"Boards of education expect the superintendent to keep them informed. This is a two-way street and it is the board's responsibility to inform the superintendent of any potential problems. Many superintendents ride along thinking they are doing a good job only to be 'sand bagged' by a board or small interest group."

"Staff evaluations of all administrators is desirable every three years or so. Such an evaluation should not be used by the board, but should be used to help the administrator for self-evaluation."

"Evaluation instruments used by other schools as well as the procedure used for the evaluations."

"A complete understanding of the things a superintendent has to do on a daily basis."

"A thorough understanding of the job description and district goals."

"First-hand knowledge of what is being done by the superintendent. This is accomplished by constant communication and keeping board members informed. The 'informal' evaluation is fine as a method of periodic updates. These comments are both positive and/or constructive in nature. It cannot be the only form of evaluation, however."

"Personal qualities, job performance, interpersonal relationships, community relations, efficiency of school operations, and leadership qualities."

"Positive culture building, learning documented, staff vigor, and community fareness."

"Community questionnaire data, administrative goals, and objectives achieved."

"District goals and objectives, long-range planning, job description, and attitude of the community."

"A programmed, sequential format reduced to writing would be helpful to my board."

"Progress made in reaching specific goals for the school district."

"I believe the best form of evaluation would be a joint evaluation of the superintendent and the board of education. I also think that if the communication lines are open, the board's information is adequate."

"Patrons' attitudes about school programs and performance compared to two items: (1) achievement of yearly achievement goals, and (2) achievement of objectives of the job description."

"Procedures include purposes and goals, process, and communication with the superintendent."

"Compare the results of the year to the agreed-upon objectives to be worked out that year. How do they compare?"

"The board needs to realize that some problems are societal in nature and will probably never be dealt with effectively by the schools. The board should also be aware of the pressures brought about by special interest groups."

"A thorough understanding of the superintendent's administrative style. A 'matching' of the qualities sought by the board and community and the innate skills of the superintendent."

Class D Schools

Item 4--Please explain the criteria used by your board to formally evaluate your performance.

"Any item of concern is given to me if they have a 6-0 vote on the subject. The same is true of positive points."

"Done exclusively by the board president with no feedback from other members of the board."

"List of items, both constructive and positive, are given to me each year in June."

"Verbal discussion once each year."

"Visibility at community and school functions. Ability to relate and understand the board and the community."

"My evaluation is conducted at the coffee shop or drugstore."

Item 6--Your evaluation is presented and discussed:

1. In executive session
2. In open session
3. The evaluation is kept by the board and never presented to or discussed with me.
4. Other (please explain)

"The board president presents it to me once a year."

Item 13--Does your board evaluate your performance informally? (verbally only)

"In a one-on-one conference with the president of the board of education."

"We verbally discuss my performance in open session at the January meeting of the board of education."

"Both formally and informally all the time."

"Presents me with an evaluation any time they wish, never when I want it."

"They indicate approval of the way things are done in verbal conversation with me once a year."

"My board is reluctant to adopt a policy. If there is a problem, it is transmitted to me verbally. I leave the meeting, usually once a year, and the board discusses my performance."

"I leave the room for 15-20 minutes. The board calls me back and tells me they will set my salary after negotiations with the teachers have been completed. I get a raise if there is any money left."

"If I have a problem, the board lets me know about it."

"At the end of each board of education meeting, they deal with any areas of concern dealing with the superintendent."

Item 30--Patrons/parents should be directly or formally involved in the evaluation process of the superintendent.

"Patrons and parents should be allowed input into the evaluation but not the remarks of wives and ex-wives!"

Items 33-41--Which items do you consider to be the most important in evaluating the performance of the superintendent?

33. School Board Operations
34. Personnel/Staff Relationships
35. Budget/Business
36. Community Relationships
37. Personal Qualities
38. Plant and Support Operations
39. Pupil Relationships
40. Curriculum/Instruction
41. Board/Superintendent Relationships

"I really see little difference in many of the categories. All are very important."

"I believe these are all important areas and to label them in order of importance would not be an accurate assessment."

"I consider all to be important. This is the most difficult part of the questionnaire. All deserve to be ranked #1."

"Many of these should have equal value. I found this part to be real tough!"

"These could be easily placed in any order as all are extremely important."

"I nearly did not rank order these items as all are difficult to separate."

Item 49--Please specify the sources of information the board of education should use to evaluate the superintendent.

"If you use remarks to evaluate the superintendent, then all you get are negatives."

"Job effectiveness based on my job description which is mutually agreed upon each year."

Item 50--What specific information or evidence do you feel would be most useful to your board of education in evaluating your performance?

"A better understanding of the number of areas in which a superintendent must be knowledgeable. I have not found an adequate instrument that can be used to get a useful evaluation."

"The following should be used in the evaluation of the superintendent of schools:

1. Standardized test results
2. Financial efficiency
3. Comparisons to other similar-sized schools in curriculum and services
4. Innovative programs and how they compare to schools of similar size."

"Whether or not the board or patrons can trust the decisions I make regardless of the feelings pro or con on the specific subject."

"I understand the need for your survey but to answer many of the questions in the manner you asked, I had a difficult time of justifying a simple yes/no answer because of the nature of my position."

"Each of my board members has a mind of his/her own. They should not be swayed by remarks of other members of the board. Hence, the negative answer to question #42. Evaluation is not a proven criterion relative to the worth of either the superintendent or other certified staff to a particular school system."

"Amount of complaints generated from the community and the staff."

"More one-on-one contact with the board so they fully understand what it is I do."

"The job of the superintendent is 95 percent P.R. and has little if anything to do with education."

"Evidence of performance in meeting specific, mutually agreed-upon goals."

"All of the above are important, however, the board members should watch for trends rather than radicals. A comment made by someone who is unhappy may not be an objective comment in a moment of heat."

"The following needs to be included in the evaluation of the superintendent: (1) hours of duty--daily work; (2) keeping good morale; (3) organizational skills; (4) budget and financial skills; (5) student progress; (6) condition of buildings and grounds; (7) parental involvement; and (8) working relationship with the board."

"I think the board needs input from the various contingencies mentioned in questions 42-49 but when you use the phrase 'comments/remarks,' it tends to scare me just a little. I think for the information to be valid and not just someone with an axe to grind, it needs to be more formalized."

"Boards need to be aware of the stress effect on the superintendent."

"After being a superintendent for several years, very little time is spent on evaluation. Only a few board members I have worked with are really concerned about my evaluation."

"A check-off form that would give specific instructions and examples of what was being evaluated."

APPENDIX F

Responses to Questionnaire Items 15 through 24

TABLE F-1

Responses to Questionnaire Item 15, "There Is a Definite Need
to Formally Evaluate the Superintendent"

Category	Response	N	Percent	Cumulative Percent
Class A	SA	13	72.2	72.2
	A	2	11.1	83.3
	U	1	5.6	88.9
	D	1	5.6	94.5
	SD	1	5.6	100.1
Class B	SA	19	67.9	67.9
	A	6	21.4	89.3
	U	1	3.6	92.9
	D	1	3.6	96.5
	SD	1	3.6	100.1
Class C	SA	11	36.7	36.7
	A	18	60.0	96.7
	U	1	3.3	100.0
	D	0	0.0	100.0
	SD	0	0.0	100.0
Class D	SA	14	48.3	48.3
	A	7	24.1	72.4
	U	5	17.2	89.6
	D	3	10.3	99.9
	SD	0	0.0	99.9
Combined	SA	57	54.3	54.3
	A	33	31.4	85.7
	U	8	7.6	93.3
	D	5	4.8	98.1
	SD	1	1.9	100.0

Note: Percentages may not equal 100 percent due to rounding.

TABLE F-2

Responses to Questionnaire Item 16, "A Formal Evaluation Is
Not Necessary but an Informal Evaluation of the
Superintendent Is Desirable"

Category	Response	N	Percent	Cumulative Percent
Class A	SA	2	11.1	11.1
	A	1	5.6	16.7
	U	1	5.6	22.3
	D	3	16.7	39.0
	SD	11	61.1	100.1
Class B	SA	2	7.1	7.1
	A	4	14.3	21.4
	U	1	3.6	25.0
	D	9	32.1	57.1
	SD	12	42.9	100.0
Class C	SA	0	0.0	0.0
	A	2	6.7	6.7
	U	1	3.3	10.0
	D	16	53.3	63.3
	SD	11	36.7	100.0
Class D	SA	4	13.8	13.8
	A	6	20.7	34.5
	U	2	6.9	41.4
	D	12	41.4	82.8
	SD	5	17.2	100.0
Combined	SA	8	7.6	7.6
	A	13	12.4	20.0
	U	5	4.8	24.8
	D	40	38.1	62.9
	SD	39	37.1	100.0

Note: Percentages may not equal 100 percent due to rounding.

TABLE F-3

Responses to Questionnaire Item 17, "The Results of the
Performance Evaluation of the Superintendent Should
Remain within the Confines of the
Board of Education"

Category	Response	N	Percent	Cumulative Percent
Class A	SA	13	72.2	72.2
	A	4	22.2	94.4
	U	0	0.0	94.4
	D	1	5.6	100.0
	SD	0	0.0	100.0
Class B	SA	20	71.4	71.4
	A	6	21.4	92.8
	U	1	3.6	96.4
	D	1	3.6	100.0
	SD	0	0.0	100.0
Class C	SA	18	60.0	60.0
	A	6	20.0	80.0
	U	1	3.3	83.3
	D	3	10.0	93.3
	SD	2	6.7	100.0
Class D	SA	12	41.4	41.4
	A	13	44.8	86.2
	U	1	3.4	89.6
	D	3	10.3	99.9
	SD	0	0.0	99.9
Combined	SA	63	60.0	60.0
	A	29	27.6	87.6
	U	3	2.9	90.5
	D	8	7.6	98.1
	SD	2	1.9	100.0

Note: Percentages may not equal 100 percent due to rounding.

TABLE F-4

Responses to Questionnaire Item 18, "The Primary Purpose for
Evaluating the Superintendent Is to Improve
His/Her Performance"

Category	Response	N	Percent	Cumulative Percent
Class A	SA	13	72.2	72.2
	A	5	27.8	100.0
	U	0	0.0	100.0
	D	0	0.0	100.0
	SD	0	0.0	100.0
Class B	SA	22	78.6	78.6
	A	4	14.3	92.9
	U	0	0.0	92.9
	D	2	7.1	100.0
	SD	0	0.0	100.0
Class C	SA	17	56.7	56.7
	A	12	40.0	96.7
	U	0	0.0	96.7
	D	1	3.3	100.0
	SD	1	0.0	100.0
Class D	SA	14	48.3	48.3
	A	13	44.8	93.1
	U	1	3.4	96.5
	D	1	3.4	99.9
	SD	0	0.0	99.9
Combined	SA	66	62.9	62.9
	A	34	32.4	95.3
	U	1	1.0	96.3
	D	4	3.8	100.1
	SD	0	0.0	100.1

Note: Percentages may not equal 100 percent due to rounding.

TABLE F-5

Responses to Questionnaire Item 19, "The Input of Individuals
or Groups, in Addition to the Board, Is Essential to the
Effective Evaluation of the Superintendent"

Category	Response	N	Percent	Cumulative Percent
Class A	SA	0	0.0	0.0
	A	10	55.6	55.6
	U	2	11.1	66.7
	D	2	11.1	77.8
	SD	4	22.2	100.0
Class B	SA	4	14.3	14.3
	A	4	14.3	28.6
	U	3	10.7	39.3
	D	11	39.3	78.6
	SD	6	21.4	100.0
Class C	SA	2	6.7	6.7
	A	6	20.0	26.7
	U	5	16.7	43.4
	D	10	33.3	76.7
	SD	7	23.2	99.9
Class D	SA	2	6.9	6.9
	A	12	41.4	48.3
	U	3	10.3	58.6
	D	9	31.0	89.6
	SD	3	10.3	99.9
Combined	SA	8	7.6	7.6
	A	32	30.5	38.1
	U	13	12.4	50.5
	D	32	30.5	81.0
	SD	20	19.0	100.0

Note: Percentages may not equal 100 percent due to rounding.

TABLE F-6

Responses to Questionnaire Item 20, "The Number and Complexity of the Duties Performed by the Superintendent Makes it Difficult for the Board to Accurately Evaluate His/Her Performance"

Category	Response	N	Percent	Cumulative Percent
Class A	SA	1	8.3	8.3
	A	2	16.7	25.0
	U	0	0.0	25.0
	D	4	33.3	58.3
	SD	5	41.7	100.0
Class B	SA	10	35.7	35.7
	A	8	28.6	64.3
	U	1	3.6	67.9
	D	8	28.6	96.5
	SD	1	3.6	100.1
Class C	SA	5	16.7	16.7
	A	13	43.3	60.0
	U	3	10.0	70.0
	D	8	26.7	96.7
	SD	1	3.3	100.0
Class D	SA	7	24.1	24.1
	A	15	51.7	75.8
	U	2	6.9	82.7
	D	5	17.2	99.9
	SD	0	0.0	99.9
Combined	SA	26	24.8	24.8
	A	41	39.0	63.8
	U	6	5.7	69.5
	D	28	26.7	96.2
	SD	4	3.8	100.0

Note: Percentages may not equal 100 percent due to rounding.

TABLE F-7

Responses to Questionnaire Item 21, "Boards of Education Do Not
Have Adequate Information Available to Formally
Evaluate the Superintendent"

Category	Response	N	Percent	Cumulative Percent
Class A	SA	2	11.1	11.1
	A	2	11.1	22.2
	U	2	11.1	33.3
	D	10	55.6	88.9
	SD	2	11.1	100.0
Class B	SA	3	10.7	10.7
	A	7	25.0	35.7
	U	2	7.1	42.8
	D	12	42.9	85.7
	SD	4	14.3	100.0
Class C	SA	2	6.7	6.7
	A	4	13.3	20.0
	U	5	16.7	36.7
	D	16	53.3	90.0
	SD	3	10.0	100.0
Class D	SA	4	13.8	13.8
	A	11	37.9	51.7
	U	1	3.4	55.1
	D	11	37.9	93.0
	SD	2	6.9	99.9
Combined	SA	11	10.5	10.5
	A	24	22.9	33.4
	U	10	9.5	42.9
	D	49	46.7	89.6
	SD	11	10.5	100.1

Note: Percentages may not equal 100 percent due to rounding.

TABLE F-8

Responses to Questionnaire Item 22, "The Results of the Superintendent's Evaluation Should be Released to the Teachers, Other Administrators in the District, and the Public by the Board"

Category	Response	N	Percent	Cumulative Percent
Class A	SA	0	0.0	0.0
	A	2	11.1	11.1
	U	0	0.0	11.1
	D	10	55.6	66.7
	SD	6	33.3	100.0
Class B	SA	0	0.0	0.0
	A	2	7.1	7.1
	U	2	7.1	14.2
	D	7	25.0	39.2
	SD	17	60.7	99.9
Class C	SA	0	0.0	0.0
	A	3	10.0	10.0
	U	2	6.7	16.7
	D	6	20.0	36.7
	SD	19	63.3	100.0
Class D	SA	0	0.0	0.0
	A	1	3.4	3.4
	U	3	10.3	13.7
	D	11	37.9	51.6
	SD	14	48.3	99.9
Combined	SA	0	0.0	0.0
	A	8	7.6	7.6
	U	7	6.7	14.3
	D	34	32.4	46.7
	SD	56	53.3	100.0

Note: Percentages may not equal 100 percent due to rounding.

TABLE F-9

Responses to Questionnaire Item 23, "The Board of Education
Should be the Only Evaluators of the Performance
of the Superintendent"

Category	Response	N	Percent	Cumulative Percent
Class A	SA	7	38.9	38.9
	A	9	50.0	88.9
	U	1	5.6	94.5
	D	1	5.6	100.1
	SD	0	0.0	100.1
Class B	SA	9	32.1	32.1
	A	9	32.1	64.2
	U	2	7.1	71.3
	D	6	21.4	92.7
	SD	2	7.1	99.8
Class C	SA	8	26.7	26.7
	A	8	26.7	53.4
	U	3	10.0	63.4
	D	8	26.7	90.1
	SD	3	10.0	100.1
Class D	SA	7	24.1	24.1
	A	11	37.9	62.0
	U	4	13.8	75.8
	D	7	24.1	99.9
	SD	0	0.0	99.9
Combined	SA	31	29.5	29.5
	A	37	35.2	64.7
	U	10	9.5	74.2
	D	22	21.0	95.2
	SD	5	4.8	100.0

Note: Percentages may not equal 100 percent due to rounding.

TABLE F-10

Responses to Questionnaire Item 24, "The Purpose of Evaluating
the Superintendent Is to Provide Information Needed
to Rehire or Dismiss Him or Her"

Category	Response	N	Percent	Cumulative Percent
Class A	SA	1	5.6	5.6
	A	1	5.6	11.2
	U	0	0.0	11.2
	D	11	61.1	72.3
	SD	5	27.8	100.1
Class B	SA	2	7.1	7.1
	A	1	3.6	10.7
	U	0	0.0	10.7
	D	11	39.3	50.0
	SD	14	50.0	100.0
Class C	SA	1	3.3	3.3
	A	2	6.7	10.0
	U	1	3.3	13.3
	D	11	36.7	50.0
	SD	15	50.0	100.0
Class D	SA	2	6.9	6.9
	A	3	10.3	17.2
	U	2	6.9	24.1
	D	12	41.4	65.5
	SD	10	34.5	100.0
Combined	SA	6	5.7	5.7
	A	7	6.7	12.4
	U	3	2.9	15.3
	D	45	42.9	58.2
	SD	44	41.9	100.1

Note: Percentage may not equal 100 percent due to rounding.

APPENDIX G

Responses to the Comments of Others in the Evaluation of the Superintendent

TABLE G-1

Responses to the Use of Other Board Members' Remarks in
the Evaluation of the Superintendent

Group	Should be Used				Actually Used			
	Yes	%	No	%	Yes	%	No	%
Class A	14	78	4	22	18	100	0	0
Class B	25	89	3	11	23	85	4	15
Class C	18	69	8	31	23	96	1	4
Class D	24	83	5	17	26	90	3	10
Combined	81	80	20	20	90	92	8	8

TABLE G-2

Responses to the Use of Other Administrators' Comments
in the Evaluation of the Superintendent

Group	Should be Used				Actually Used			
	Yes	%	No	%	Yes	%	No	%
Class A	8	44	10	56	12	67	6	33
Class B	16	57	12	43	19	70	8	30
Class C	15	58	11	42	16	68	8	32
Class D	18	72	7	28	17	67	8	33
Combined	57	59	40	41	64	68	30	32

TABLE G-3

Responses to the Use of Teacher Comments in the
Evaluation of the Superintendent

Group	Should be Used				Actually Used			
	Yes	%	No	%	Yes	%	No	%
Class A	7	39	11	61	13	72	5	28
Class B	11	39	17	61	20	74	7	26
Class C	11	42	15	58	18	78	5	22
Class D	17	59	12	41	22	76	7	24
Combined	46	45	55	55	73	75	24	25

TABLE G-4

Responses to the Use of Noncertificated Personnel Remarks
in the Evaluation of the Superintendent

Group	Should be Used				Actually Used			
	Yes	%	No	%	Yes	%	No	%
Class A	5	28	13	72	8	44	10	56
Class B	10	37	17	63	16	62	10	38
Class C	8	31	18	69	12	52	11	48
Class D	17	59	12	41	20	69	9	31
Combined	40	40	60	60	56	58	40	42

TABLE G-5

Responses to the Use of Student Comments in the
Evaluation of the Superintendent

Group	Should be Used				Actually Used			
	Yes	%	No	%	Yes	%	No	%
Class A	4	22	14	78	6	33	12	67
Class B	7	26	20	74	11	42	15	58
Class C	7	27	19	73	11	48	12	52
Class D	13	45	16	55	16	55	13	45
Combined	31	31	69	69	44	46	52	54

TABLE G-6

Responses to the Use of Patron/Parents Comments in
the Evaluation of the Superintendent

Group	Should be Used				Actually Used			
	Yes	%	No	%	Yes	%	No	%
Class A	7	39	11	61	14	78	4	22
Class B	14	50	14	50	24	89	3	11
Class C	16	62	10	38	20	87	3	13
Class D	16	55	13	45	22	79	6	21
Combined	53	53	48	47	80	83	16	17

TABLE G-7

Responses to the Use of Outside Consultants' Comments
in the Evaluation of the Superintendent

Group	Should be Used				Actually Used			
	Yes	%	No	%	Yes	%	No	%
Class A	2	12	15	88	2	12	15	88
Class B	7	26	20	74	0	0	26	100
Class C	3	13	21	87	1	4	24	96
Class D	7	28	18	72	2	8	22	82
Combined	19	20	74	80	5	5	87	95