

SCHOOL GOVERNANCE AND STUDENT ACHIEVEMENT: REVEALING FACTORS
BEYOND THE MCCARTY RAMSEY MODEL

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The purpose of this study was to identify and investigate the specific superintendent leadership type and underlying factors that support significant student achievement gains in communities where misalignment with the McCarty-Ramsey model exists. Utilizing a mixed-method research strategy, contributing school districts were identified through a survey developed by McCarty and Ramsey. This survey indicated that districts could show positive student achievement gains while exhibiting misalignment among these factors. While all four types of superintendent leadership style were revealed in the survey, a prevalent superintendent leadership types was associated with the misaligned districts showing significant academic growth. This study indicated the professional advisor or the professional advisor/decision maker superintendent had the greatest achievement results in misaligned districts.

The second investigation phase involved school districts that met two criteria: misalignment with the McCarty-Ramsey model, and three years of significant student achievement gains, as measured by the California Academic Performance Indicator. Interviews were conducted with identified school board presidents and superintendents to reveal practices or initiatives promoting these results. The interview protocol consisted of a series of open-ended questions regarding effective leadership and programs. The second finding revealed the effective superintendent focuses efforts on five specific district leadership actions identified by researchers such as Waters and Marzano. More specifically, this study revealed two practices were present in top performing school districts. First, a narrow focus on non-negotiable instructional practices

across the district, and frequent monitoring by the superintendent, site and district leadership teams including follow - up debriefings regarding implementation of district expectations.

These findings have significance in districts dealing with challenges among the community power structures, board types or superintendent leadership. This research shows that regardless of the political challenges, budgetary issues, or relationship chaos that might exist in the district and community, the professional advisor superintendent who has established clear district wide instructional expectations and, who consistently —inspects the instructional program has a significant, positive impact on student achievement.

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CHAPTER I

INTRODUCTION

It is widely understood that the American educational system is currently undergoing necessary and significant changes. Beginning with the report, *A Nation at Risk* (1983), released by the National Commission on Excellence in Education, the American public was presented a portrait of an educational system at risk, and a wake-up call was sent out to our nation. Twenty years later, Ravitch (2003) disclosed the following:

Two decades later, *A Nation at Risk* remains significant in terms of setting the debate and ushering in an era of reform in education, but its goals have not yet been realized. The changes wrought by twenty years of task forces, committees, and study groups have not produced the hoped-for improvement in student achievement. Few of the commissions' recommendations were properly implemented, and many of those that were proved too timid to bring about effective education reform. (p. 1-2)

While the challenge was clear, how to transform America's educational system was unclear. The reauthorization of the Elementary and Secondary Education Act of 2001 (NCLB), was one of the first steps towards our country's reform efforts and has at its centerpiece a new system of educational assessments, standards, incentives, and sanctions (Elmore, 1996). Schools and districts, in order to align themselves with the federal mandates within this legislation, are undertaking significant changes in the way they conduct their business. Prior to the passage of NCLB, federal funding tied to the Elementary and Secondary Education Act of 1965 was provided to support educational programs without any accountability for performance. Now with accountability systems in place, districts are beginning to see the results of this legislation. Yet, controversy abounds. Recently the Obama administration has made a commitment to insure that our students are prepared for a global society by increasing funding for resources, support and teacher salaries. In this new education arena, highly qualified teachers will be rewarded for

working with students who need them the most. Yet, little is said about accountability measures for school district governance (Carol, Cunningham, Danzberger, Kirst, McCloud, & Usdan, M.D, 1965).

At the core of each public school district is the local board of education, which includes individuals elected to provide oversight and direction for the local school leaders as they work to meet the accountability requirements. Many critics perceive school boards, as currently structured and operating, to be incapable of producing sufficient academic achievement to ensure the United States' continued economic preeminence (Land, 2002). Despite this criticism, communities continue to value and support school boards who provide the crucial link between public values and professional expertise (Resnick, 1999). An extensive study by Carol et al. (1965) found that local citizens, parents, community leaders, and educators support the local school board as an institutional and political body that is in close proximity to the citizens it represents.

While NCLB accountability measures are in place for almost all stakeholders within the educational system from the state level to the student, neither federal nor state governments impose direct sanctions on members of school boards that oversee large numbers of underperforming schools (Berry, 2008). Furthermore, school board elections are plagued by the political agendas played between the board of education members and the teacher unions who mobilize voter turnout to punish or reward board members for their treatment of teachers (Berry, 2008). This unionized power, with its indirect action, has a tremendous influence on the decisions and policies established by the local board of education. Alsbury's (2008) research echoed the long-held dissatisfaction theory, (Iannaccone & Lutz, 1986) which suggested that voters replace their school boards — and, consequently, their superintendents — when they were

unhappy with the way their school systems were run. Researchers confirm that when school board seats changed frequently for political rather than for routine reasons, such as retirements, the data showed that student performance tended to drop after a few years (Alsbury, 2008).

Early research around communities and school board types was conducted by McCarty and Ramsey (1971) who developed categories of community power structures, types of school boards and superintendent leadership styles. This model was developed from a series of interviews of in the midwest and northeastern United States and described the four community power structures: dominated, fractional, pluralistic and inert. Related to these types of power structures were the four types of school boards: dominated, factional, status congruent and sanctioning. Corresponding superintendent leadership styles identified by McCarty and Ramsey included: functionary, political strategist, professional advisor and decision-maker. In their work, McCarty and Ramsey asserted that the community power structure was closely correlated to the type of elected school board, who selects the local superintendent. Correspondingly, the leadership style of the superintendent should be congruent with the hiring board.

With the understanding that board membership changes, possibly every two years, there was reason to suggest that with changes in board membership, the superintendent's leadership style might be incompatible with the community power structure and new school board. The resulting conflict could derail the work of the board and superintendent shifting the attention away from school reform and student achievement. This study builds upon these prior studies and attempts to assess underlying factors revealed when improved student achievement exists in districts where the McCarty-Ramsey model reveals a non-aligned system.

Background

Designed as a democratic American institution, school board officials are elected to serve the local community by governing the community's school system. Qualifications for school board service in California are limited to 18 years of age, citizen of the state, resident of the school district, registered voter and not disqualified by the Constitution or state law. In California, elected school board members serve four year terms with two year staggering terms (CSBA, 2009). With the possibility of membership changes to school boards every two years, board members must quickly acquaint themselves with the vast responsibilities and issues while building relationships with the other board members, the superintendent and the community. This task is very often complex and time-consuming.

Few board members have a background in education, and they are likely to lack the expertise in many areas the board must address (Hess, 2002). Previous research in the area of school board training demonstrates the need for school board members to be abreast in the role of the decisions upon school reform (Robertson, 2002). Hess's (2002) research of over 2000 school districts across the United States concluded that most school board members had received training in board operations and did not want additional training in any subject. Yet both Hess and Robertson's research demonstrated that over 20% of the board members surveyed desired additional training in areas of student achievement, planning/budget, resource allocation, and community collaboration/engagement (Hess, 2002).

The selection and election of school board members in a local community is largely dependent on the political structures within the community. The school board then hires the superintendent. Utilizing the model developed by McCarty and Ramsey, Spring (1994) addressed the political nature of the school board and power structures dominant in the American

schools. Spring confirmed the political nature of education as it is driven by the complex interrelationships between politicians, private foundations, think tanks, teachers' unions, special-interest groups, educational politicians, school administrators, boards of education, courts, and the knowledge industry. These forces extend well beyond the school doors. These power players ensure that American public education lacks political neutrality.

Four studies have been conducted around McCarty and Ramsey's theoretical model. Hess (1994) surveyed 302 superintendents in Wisconsin by focusing on superintendent leadership style. His work and analysis was based solely on their responses to describe the relationships formed between school board and the community. In 1998, Smith conducted a similar study in North Carolina. Included in this work were the responses from the school board presidents to describe the characteristics and relationships of the local board of education and the community. Lere (2004) replicated these two studies, adding the focus of how these relationships impacted superintendent tenure in the district. A fourth study, conducted in 2007 by Johnson, examined the presence and relationships of the community power structures, school board types, superintendent leadership in Oklahoma school districts. Additionally, he sought to determine if there was any resulting impact of these relationships on student achievement (Johnson, 2007).

This study seeks to add to the literature by examining the relationships of community power structures, school board types, superintendent leadership and resulting student achievement as they exist and interact in selected public school districts in California. This research focuses on revealing underlying factors that contribute to improved student performance despite collected evidence of misaligned community power structures, school board types and superintendent leadership styles.

Rationale

Tenure in leadership is a key component in the execution of organizational change. In the case of public schools, the superintendent's length of stay in the school district has a direct correlation with the implementation of key programs. Alignment of the leadership style of the superintendent with the school board and community power structures largely determines the duration of the superintendent's time with the district. (Carter, 1997) The ability to describe the compatibility of superintendent based upon community characteristics, school board type and superintendent leadership style could enable school boards to select a superintendent that fits their profile (Johnson, 2007). Likewise, the ability of potential superintendent candidates to understand their personal leadership profile would allow them to make better employment decisions. The resulting impact of this knowledge impacts district governance by reducing conflict between the community, board and superintendent, and reduces disruption in the educational programs resulting from constant changes in leadership. This information positively impacts the district by allowing the governance team to develop a long term focus on programs that support student achievement. School board turnover and other community factors can change the relationship between a district's superintendent and the school board. In these cases when conflict arises, the focus on education programs, district initiatives and governance is upset.

Purpose of the Study

The intent of this study was to extend the prior research of Hess (1993), Smith (1998), Lere (2004) and Johnson (2007), by surveying selected superintendents and school board presidents in California in order to determine the frequency of different combinations of

community power structures, school board types, school board training and superintendent leadership styles. This study further developed the research completed by Johnson (2007) to analyze the impact that incompatible relationships between superintendents, school boards and community have on student achievement. Finally, factors that contributed to student achievement in districts showing incompatible community power structures, superintendent leadership and school board type were analyzed for components of the effective schools correlates.

Problem Statement

The need for high-impact school board leadership has never been greater. In these always changing, frequently challenging, and occasionally threatening times, school boards deal successfully with an array of thorny strategic and operational issues (Eadie, 2003). Addressing issues such as accountability requirements from state and federal governments, governance demands by key community stakeholders, resources to meet the educational needs of more students from poverty, or personnel issues makes the role of the school board member demanding.

Without a doubt, the greatest challenge confronting school boards is to ensure that every child has the opportunity to learn (Hess, 2002). Supporting research and literature surrounding school districts and leadership have assumed that good working relationships between the superintendent, school board and community are important to increased student achievement (Johnson, 2007). Waters, Marzano and McNulty (2003), in a meta-analysis of studies conducted over a thirty year period, demonstrate the existence of data to support the relationship of a substantial relationship between leadership and student achievement. Hess (2002) and other

researchers also confirm that the absence of a positive working partnership, or disharmony, among these groups will result in an ineffective school system.

The combined work of the school superintendent, board of education and community to support improved performance happens through deliberate building of leadership capacity, intellectual capital and organizational IQ (Sergiovanni, 2007). The current reality in America's school systems reveals a gap between the policy and reality to support instructional improvement. Elmore (2000) points out a number of district change initiatives follow the political will of the institution's leadership who seek quick fixes for dealing with challenges. For some school board leaders, these initiatives fulfill short term gains enough to provide a platform for further political advancement. Problems arise when board members lack the understanding of their role to build a sustainable system for promoting student performance. Their superficial understanding of school governance, policies and responsibilities fail to support large scale school improvement (Elmore, 2000). This disruption may serve as a contributing factor to changes in district wide student performance. Thus there is a need to understand the relationships among community power structures, school board behaviors, and superintendent leadership styles in selected California school districts, to reveal how these relationships affect student achievement.

Research Questions

This research is a mixed method study based on survey results and quantitative data analyzing districts in two selected California counties. The survey instruments used in this study were developed by Hess (1994) and Smith (1998), with some minor revisions. An analysis of the research and literature available from McCarty and Ramsey (1971), Hess (1994), Smith (1998),

Lere (2004) and Johnson (2007), serve as the framework for this study examining interaction of community power structures, school board types, superintendent leadership styles, and underlying factors that promote student achievement. The following research questions were explored:

1. What superintendent leadership style is most often associated with student performance gains in districts where McCarty-Ramsey system factors are incongruent with a stable model?
2. What factors promote student achievement gains in districts showing incompatible community power structures, superintendent leadership style and/or school board type?

Assumptions

Assumptions made in this study are:

- The chosen procedures and methods are appropriate.
- School board members and superintendents responses are based on perceptions that provide accurate and valid data related to their beliefs about community power structures, school board types and superintendent leadership style.
- The survey is a valid instrument for determining the existence of community power structures, school board types and superintendent leadership style.
- School Board presidents have enough board experience to respond accurately to the survey questions.
- The researcher is not biased.

Limitations

Limitations to this study include the following:

- The study focuses on school districts selected from two southern California counties and are therefore, only generalizable to the population used in the study.

- The Academic Performance Index and Adequately Yearly Progress results identify successful district performance. These are two indicators of school district success and this study does not take into account many other data pertaining to student achievement.
- Some of the surveys may be completed by school district officials who are serving as interim superintendents.
- Limited data return may lead to less than conclusive findings.

Implications

The results of this study provide both theoretical and practical knowledge to the field of school governance. Expanding of the knowledge base from the four previous studies conducted to determine the relationship between community power structures, school board behaviors and superintendent leadership, this study assists districts in becoming proactive by focusing on key strategies to ensure student performance gains when conditions within the governance are not conducive.

Concepts and Definitions

The following definitions are provided for terms which had application for this study:

Community power structures

- Dominated – Majority power is exercised by a few people or by a single person. There is no strong opposition (McCarthy & Ramsey, 1971).
- Factional – Two or more factions that tend to rally around specific issues compete for influence with each sharing equal or near equal power. These groups have differing values and hold opposing viewpoints. They exert their power through individuals, groups or institutions (McCarthy & Ramsey, 1971).
- Inert – The status quo is the power structure. There is little public interest in school matters and little competition for board membership (McCarthy & Ramsey, 1971).

- Pluralistic – There is competition between several interest groups for power and influence, with no single group dominating. There is usually strong community interest in the schools (McCarthy & Ramsey, 1971).

School board types

- Dominated - A school board that shares the beliefs of the dominant community group. Decisions, actions and policies reflect the beliefs and desires of the dominant community power structure (McCarthy & Ramsey, 1971).
- Factional – Votes by the board are more important than discussion of the issues. Votes are along fractional lines. Elections are hotly contested. The control of the board may shift from election to election (McCarthy & Ramsey, 1971).
- Status congruent – Board members do not represent any one faction or interest group. Discussion of the issues prior to the vote is seen as very important and consensus is a goal of the board (McCarthy & Ramsey, 1971).
- Sanctioning – The sanctioning board has no philosophical direction from the community; it is relatively inactive and tends to take its lead from the administration and approves recommendations from the superintendent (McCarthy & Ramsey, 1971).

Superintendent leadership styles

- Decision-maker – Initiates decision-making and policy; influences the board actions and membership; is not hampered by community factions or controversy; is expected to make decisions and take actions to get things done (McCarthy & Ramsey, 1971).
- Functionary – Identifies with the dominant power structure. Usually acts to carry out policy rather than develop policy (McCarthy & Ramsey, 1971).
- Political strategist – Takes direction from the faction that is in control at the time; builds coalitions between factions rather than identifying with any single faction; takes the middle road stance on divisive issues and often uses communities to resolve conflict (McCarthy & Ramsey, 1971).

- Professional advisor – Provides the board with information and recommendations based on theory and research; does not align with any power group and assists the board in making objective decisions (McCarthy & Ramsey, 1971).

Student achievement

- No Child Left Behind - termed for the reauthorization of the Elementary and Secondary Schools Act in 2001. This legislation sets forth aggressive guidelines for schools and school districts to meet student performance goals by 2016 (California Department of Education, 2009).
- Adequately yearly progress (AYP) – refers to the federal accountability goals of schools and districts in the areas of mathematics and language arts as well as goals for significant subgroups. Schools receiving Title I funds are required to meet goals or face sanctions (California Department of Education, 2009).
- Academic performance indicator (API) – refers to the accountability goals of schools in California in areas of mathematics, language arts, social studies and science. Student performance is rated on a five point scale: Far below basic, below basic, basic, proficient and advanced. A formula is used to calculate movement across quintiles. More points are earned for movement from far below basic to basic than for proficient to advanced. Points are lost for slippage. The API scores range from 200 – 800. Schools are rated on API goals for both school-wide achievement and significant subgroups (California Department of Education, 2009).
- Program improvement – Federal designation of a school who fails to meet AYP goals for two consecutive years (California Department of Education, 2009).

Organization of This Report

This study is a descriptive, inferential quantitative study developed and reported through five chapters. Chapter I is an introduction to the study and presents an overview. A brief background, statement of the problem to be studied, rationale and the purpose and significance of the study are discussed. Chapter I also includes definitions of relevant terms utilized throughout this research.

Chapter II summarizes the relevant research and literature around the study. Chapter III explains the details of the study's design and methodology. An introduction to the research design detailing the population, survey instruments, method of survey along with assumptions and limitations are also outlined. Chapter IV presents the information obtained from the study along with the data analysis as it pertains to each of the research questions. The final chapter includes a summary, interpretation and conclusions of the study along with recommendations for further research.

CHAPTER II

LITERATURE REVIEW

The purpose of this chapter is to review literature relevant to the relationships among community power structures, school board types and superintendent relationships with a specific focus on strategies that fosters high performing school districts. The chapter is divided into six parts. First, the chapter explores theoretical frameworks focusing on leadership theories with an emphasis on the transformation theory. Next, the historical dynamics of the American education system are explored with attention to the influences of the accountability movement on the superintendency and school board's roles. In the next section, an overview of the evolution of the American school district leadership is explained with a focus of the developing roles of school boards and the superintendent is explained. Next, the politics of American schools is reviewed with a focus on theories that drive reform. In the following section, student achievement and the relevant research associated with leadership actions of the school board and superintendent to promote high levels of student achievement is explored. Last, the McCarty-Ramsey theoretical framework is explained in detail.

Communities and the power structures within tend to resist structural or power shifts. While many of the decisions that govern the local community and school districts are limited by more basic decisions taken on the national level, members of the local board initiate policy to serve the local community (Rose, 1967). Local changes tend to be gradual through time-related structuring of power groups, changing economic conditions or population shifts or cataclysmic events related to economic or social upheaval (Bierstedt, 1974). School districts are no different, drastic changes in school board members tend to be superficial and short-lived if they are incompatible with the community power structure (Cistone, 1975). In some communities

attempts to restructure under the current system of elected boards of education most likely result in incumbent defeat in the next election (Ziegler, Jennings & Peak, 1974).

A vast body of research supports superintendent leadership as a necessary leadership component for contributing to student achievement gains. (Carter & Cunningham, 1997; Fullan 2009; Glass, T. E., Bjork, L., Brunner, C. C. 2000; Marzano & Waters 2006). There are some indications that in many school districts, the tenure of the superintendent is too brief to create, implement, and sustain meaningful increased student achievement (Johnson, 2007). While studies have revealed a number of reasons for this reduced tenure, two factors readily acknowledged by researchers are the superintendent/school board relations and the “fit” with the community (Carter et al., 1997; Glass et al., 2000; Grady & Bryant, 1991; Johnson, 1996; Newell, 1997). In the case of educational organizations, the superintendent’s role is complicated and constantly under scrutiny of the local community. As Hoyle (1993) points out:

To a great extent, the quality of America’s schools depends on the effectiveness of school superintendents. These executives of our nation’s schools have complex leadership responsibilities, and those who hold the position must be among the brightest and best our society can offer. Their vision and performance must focus on creating schools that will inspire our children to become successful, caring Americans, capable of becoming contributing citizens of the world. (p. i)

Research recognizes that healthy relationships between the superintendent, school board and community are necessary for the public school organization’s success. The stability of a district’s leadership, whether within school board membership or with the tenure of the superintendent have implications for policy development, continuity of established district goals and follow-through for initiatives aimed at improving student performance (Bryant et al., 1991). According to research by Johnson (2007), alignment of school board types and superintendent leadership style according to the McCarty-Ramsey model did not exist but student performance

improved. This research investigates the relationship between community power structures of the associated school district governing board by matching leadership styles of the school superintendent and student achievement. The second phase of this study included a follow-up investigation of selected districts who displayed misaligned community power structures, school board type and superintendent leadership style and sought to reveal system components that support improvement of student performance over time

Theoretical Framework

McCarty and Ramsey, in their 1971 book, *The School Managers: Power and Conflict in American Public Education*, suggested a connection between the community power structure, school board types and superintendent leadership styles. Since this model was used as a theoretical basis for this study. Community power structures played an important role in the congruence of leadership roles.

Community Power Structures

Community power structures affect the locus of decision-making in formal, recognized public organizations. Woll (1975) defined these as —organizations of private citizens who inject themselves into the political process by trying to alter, block or encourage official decisions” (p. 15). In the 2000 Study of the American School Superintendency, 57.6 % of superintendents reported the existence of community pressure groups; and in large urban districts, 90.5% of superintendents reported these groups (Glass et al., 2000). Since the last study by Glass in 1992, the most significant increase in community pressure groups has been seen in large urban districts. Additionally, 31% of polled superintendents reported that over the past decade,

religious and political pressure groups have formed. Because board members often represent special interest or pressure groups, board divisiveness and problems are created in district administration (Carter et al., 1997).

A survey of 180 Texas superintendents sought to determine the impact of community power structures on board decisions and revealed that “external” decision – making areas were most impacted by community power groups in such matters as school board membership and financial issues (Thornell, 1980). This study indicated that the type of power structure found in the school district was related to the population of the school district with monopolistic power structures found more often in small school districts (Thornell, 1980). The conclusion of Thornell’s study indicated that superintendents need to know their community power structure's type and areas of influence and need to develop better communication techniques with their local power structures.

Political Dynamics

Elitism and Pluralism Regime Theories

The politics in different cities seem to be dominated by various types of governing coalitions or regimes. There are pluralist regimes in which strong political leaders bring together a mixed set of private actors. Elitist regimes are run primarily by cohesive business elite. And lastly, there is a category labeled as the hyper pluralist regime where no governing coalitions can be identified. An assumption is that the direction of change within urban governance is towards more pluralist models, though new elites which are able to manage with the informational mode of development may emerge (Stoker, 1995). Three theories developed from research surrounding community power structures have been primarily focused on urban areas.

Regime Theory

The first, the regime theory, proposed by Stone (1989) suggests that the regime is an informal yet relatively stable group with access to institutional resources and demonstrates a significant impact on urban policy and management. It is not a coherent organization or association, but an informal group of influential persons who derive their power from different sources, who share some policy objectives like that of promoting the growth in their city, and who can gain some economic, political or social rewards from their involvement. The regime is formed as an informal basis for coordination and without an all-encompassing structure of command (Stoker, 1995).

Elitism Theory

One of the early major theories of community power structures was developed from the research of Lynd and Hunter. Studies conducted in both Muncie, Indiana (1929, 1937) and Atlanta, Georgia (1953, 1980) revealed a group of influential business leaders controlling all important aspects of the local political and economic environments. Another finding of their research indicated the power elite as a group dominated by a single influential family.

Mills (2000) outlines his economic-elite-dominance theory in his book *The Power Elite* as a group composed of men whose positions enable them to transcend the ordinary environments of ordinary men and women; they are in positions to make decisions having major consequences (p. 2-3). Interestingly, Mills points out that the failure of the power elite to act, and their failure to make decisions is itself an act that is often of greater consequence than the decisions they do make because they are in control of three interlocking hierarchies: the military, industry and politicians (p. 3). Mills (2000) and Dahl (2005) claim that these power elite

interchanged status produced an establishment that shared common experiences, privileges and political premises and it is through covert negotiations and discussions held in private country clubs and business firms that these citizens arrive at agreements about policies. These families relied upon one another to “rule society” from their network of mutual exchanges and agreements for personal advantage.

Rose (1967) presented his hypothesis of multi-influence which recognizes the importance of the economic (elite) forces but considers that there are also semi-independent forces of social change in technology, cultural contact and conflict, and concrete and diffuse social movements. In his book, *The Power Structure*, Rose discounts Mills’ hypothesis noting that the elites identified have been unable to coordinate actions and decisions. Rose contends that the multi-influence hypothesis stipulates that social change or decision occurs in a matrix of social forces and social resistances including both cultural elements and social structures - only some of which are or can be deliberately controlled or manipulated by elites (p. 7).

Pluralism Theory

Typically, people participate in politics by their membership in groups, and these groups, through competition and compromise, create public policy. This type of political activity is termed pluralism and is associated with democracy. It includes a system of checks and balances of power that forge a consensus of the general interest that dictates government policy.

Wasserman (2006) suggests four key concepts define pluralism:

Fragmentation - of power where no one group is dominant. Power is divided, though not equally; Employment of bargaining - where the role of the government is to serve as a referee. The government will make sure the rules of the game are followed and can intervene to help weaker groups; Compromise - the inevitable result of the competition among relatively equal rivals is a series of compromises. Accommodation is made easier by the fact that most individuals are members of many groups; Consensus - underlying

the entire process is a basic agreement on the general political ideals and goals of society. Agreement on rules and results is the "cement that holds society together." Specific examples include agreeing on the importance of civil liberties and the goal of equality of opportunity. (p. 298)

Critics of pluralism feel that consensus on democratic ideals masks the real inequity of economic and social distribution of benefits. The majority of people have no part in the political game, and the powerful elites prevent issues from ever reaching the public. Other critics point to the political inflation of too many groups choking government with too many demands (Wasserman, 2006).

Community Coalitions

The variance of impact of community interest groups on school systems is dependent upon the degree of group organization and method of exerting influence. Coalition groups form around common values and needs and organize to determine the distribution of power.

Mintzberger (1983) describes three types of coalitions external to schools: dominated, divided and passive. Each coalition type has unique influences on the internal conditions of the school system.

Coalition Types

Dominated external coalitions are comprised of a single, powerful individual or collection of individuals acting as one. The power of this coalition upon a school system is evident in the ability to dominate actions and decisions of both the school board and the superintendent, impacting the local educational system's direction through the policies and procedures of the district. Over time, the dominated coalitions are challenged by other powerful

influencers (Mintzberger, 1983). School districts with strong bureaucratic organizations are typically associated with dominated external coalitions. The resulting culture is simple and authoritarian, and it discourages individuality and risk-taking.

In communities with two or three equally powerful groups of influencers, power struggles over educational issues such as the curriculum, personnel, or instruction create division within the system. As a result, the divided external coalition tends to politicize the board and system employees creating division within the school system (Smith, 1998).

The passive external coalition results from a vast number of community coalitions whose dispersion of power and influences results in a limited impact on any one group. The result is a passive coalition activity, community apathy and a strengthening power within the governing organization. The lack of external pressure provides opportunity for the leadership within the district's organization to develop their internal power structure.

Leadership Theories

According to Lere (2004), research suggests that superintendents develop or adopt a personal leadership style that “works” for them. When confronted with a school board and /or a community which is incompatible with a specific leadership style, superintendents have options (Mazzarella & Smith, 1989). Mazzarella and Smith (1989) suggest that there are three ways that superintendents can respond to situations of incompatible leadership. First, the superintendent may choose to remain in their current position using a leadership style that is incompatible with their own personal leadership style, yet compatible with that of the board and/or community. Second, the superintendent may choose to leave the district and pursue a position which is compatible with their own leadership style. Or, lastly the superintendent may decide to stay in

their current position and continue to use their own personal leadership style while hoping for the “best” with the incompatible board and/or community. The single most important variable within the relationship among the board and community power structures is the superintendent, who has the ability to be flexible when adopting a leadership style.

Leadership theories have become one of the most researched and debated topics in modern organization and management theory (Smith, 1999). Early leadership theories focused on what qualities distinguished leaders from followers, while subsequent theories looked at other variables such as situational factors and skill level. Initial research of the 1930s suggested that individual characteristics of leaders are different than those of nonleaders; these were called trait theories (Kirkpatrick & Locke, 1991). Behavioral theories of leadership emerged during the 1940s and 1950s, which have categorized leaders as function or task related (Theory X) or human or personality related (Theory Y). Theory X leaders see people as untrustworthy, basically lazy and in need of constant supervision. These leaders focus on tasks completion and structures necessary to reach this goal. Theory Y leaders believe that people are basically trustworthy, valuable and inherently motivated (MacGregor, 1975). In the 1970s and 1980s several major leadership theories were developed: contingency theory, leader-member exchange, charismatic leadership and substitutes for leadership. For this study, the following leadership frameworks were used.

Trait Theory: The Great Man

The great man theory of leadership states that history is shaped by great men who have the capacity to lead the masses. The great man theory is based on the concept that no matter how intelligent or motivated a society may be, it is impossible for a society to rule itself. There must

be a superior leader who emerges with the ability to lead. History has been shaped by such people who were born to be leaders. This leadership capacity is seen as being vested in a limited number of individuals whose right and destiny it is to be leaders and therefore, most of society is composed of followers. In the field of American education, individuals such as Thomas Jefferson, John Dewey and Horace Mann are examples of individuals who represent this theoretical definition. Evidence of this type of leadership may be seen in key influential individuals within the community. While they may not serve in elected positions, they influence the local political system.

Psychoanalytical Leadership

A leader who is seen as a father figure as the source of love or fear and is an outgrowth of the followers' needs represents the psychoanalytical leadership theory. Leadership characteristics include charisma, fatherliness, high energy level, the capacity to inspire loyalty and optimism.

Behavioral Theories of Leadership

Researchers at the University of Ohio and University of Michigan conducted behavioral leadership studies in the 1940s and 1950s as a means to determine if there were common behaviors exhibited by leaders. These studies revealed two distinct aspects of leadership – production orientation and employee orientation. The results from these two studies and the development of a subsequent leadership effectiveness grid were utilized in industry to place leaders in appropriate positions. The shortcomings of this model were the failure to consider situational influences that might affect the impact between leader behaviors and leader effectiveness (Greenberg & Baron, 2000).

Contingency Theory and Environmental Theory

The environmental theory of leadership suggests that leaders emerge not because of their own inherent greatness, but because time, circumstance and environment create opportunity. In this theory, leadership is seen as residing not within an individual but in the circumstances confronting the leader. This theory suggests that the situation and group are the significant factors in determining the type of leader who emerges. This theory serves to explain the notion that some leaders may not be a good “fit” for a community, but in other communities may serve as a successful leader.

Contingency theory is a leader-matched theory (Fiedler & Chemers, 1974), meaning that the leadership style tries to match leaders to appropriate situations. This theory explains that group performance is a result of interaction of two factors: leadership style and situational favorableness. In Fiedler's model, leadership effectiveness is the result of interaction between the style of the leader and the characteristics of the environment in which the leader works (Gray & Starke, 1988; Northouse, 2010). The contingency theory is concerned with both leadership style and situations and provides the framework for effectively matching the leader and the situation. Within this framework, leadership styles are described as either task motivated – an orientation focused on goal attainment, or relationship motivated – concerned with developing close interpersonal relationships. Northouse (2010) emphasizes that the contingency theory stresses that leaders are not effective in all situations. A criticism of the contingency theory is it fails to explain how organizations ought to handle situations when there is a mismatch between the leader and the situation in the workplace, and because contingency theory is a personality theory, it does not advocate teaching leaders how to adapt their styles to various situations as a response

to the gap between existing and desired leadership in an organization ((Mitchell, Biglan, Oncken, & Fiedler, 1970; Northouse, 2010).

Transformation and Transactional Leadership Theory

Societal and cultural changes in America have significant implications on the academic environment, educational leadership of the school board and superintendent cannot be static but rather reforming and transforming (Starrat, 2001). The roles of the local school board and that of the superintendent play an important role in the transformation of a school's organization. As role models for the students and likewise, the community, the perspective from which the educational leaders carry out the business of the school will excel or impede future aspirations of these students (Starrat, 2001).

Transformational leadership theory is all about leadership that creates positive change in the followers whereby they take care of each other's interests and act in the interests of the group as a whole. James MacGregor Burns (1978) first brought the concept of transformational leadership to prominence in his extensive research of leadership.

Essentially the leader's task is consciousness-raising on a wide plane. The leader's fundamental act is to induce people to be aware or conscious of what they feel - to feel their true needs so strongly, to define their values so meaningfully, that they can be moved to purposeful action. (p.20)

Through the strength of their vision and personality, transformational leaders are able to inspire followers to change expectations, perceptions and motivations to work towards common goals. In contrast, Burns distinguished the concept of transactional leadership. He referred to transactional leadership as that which focuses on the exchanges that occur between leaders and their followers, such as politicians who win votes by promising “no new taxes” (Northouse,

2009, p. 172). Transactional leadership is very common and can be observed at many levels within organizations.

Further research by Bernard Bass expanded Burns' original work and led to the definition and the components of Bass' transformational leadership theory, which is defined by the impact a leader's actions has on followers. Transformational leaders garner trust, respect and admiration from their followers (Bass, 1985). According to Bass (1985), through

- Intellectual stimulation – Transformational leaders not only challenge the status quo; they also encourage creativity among followers. The leader encourages followers to explore new ways of doing things and new opportunities to learn.
- Individualized consideration – Transformational leadership also involves offering support and encouragement to individual followers. In order to foster supportive relationships, transformational leaders keep lines of communication open so that followers feel free to share ideas and so that leaders can offer direct recognition of each follower's unique contributions.
- Inspirational motivation – Transformational leaders have a clear vision that they are able to articulate to followers. These leaders are also able to help followers experience the same passion and motivation to fulfill these goals.
- Idealized influence – The transformational leaders serves as a role model for followers. Because followers trust and respect the leader, they emulate the leader and internalize his or her ideals. (p. 218)

Literature related to change in our school system is replete with terms such as restructuring, redesign, reorganize and repair. Which, according to Carter and Cunningham (1997) have created a vast amount of confusion about the change process. Systematic change in

school systems has shifted away from the concept of reforming to systematically continuous improvement. This is accomplished by changing the mental models - assumptions about education - within organizations (Carter et al., 1997). It is through the leadership of the superintendent, who creates a shared vision within the local community, that conditions are established to support and sustain change. Konnert and Augenstein (1990) believe that the articulation of a vision may be the cornerstone of empowerment for the superintendent and the entire school community (p. 160). Transformational leadership has been identified as an exemplary leadership model for the school superintendency (Konnert & Augenstein, 1990; Leithwood, 1995).

Accountability and Impact on District Leadership and Governance

A national debate around the quality of America's educational system began after World War II with the dominant theme of the critics of John Dewey's progressive education movement – those who supported a movement of “back to the fundamentals of education.” A primary misgiving with this movement was that critics lacked statistical evidence to support their cause – instead they used their personal opinions and eloquent language to persuade the populous for support. The critics' ideas and recommendations were aligned with the educational experiences the public had when they were in school and represented activities parents knew and could do with their children. (Bybee & Van Scotter, 2007).

In the fall of 1957, the debate about American education reached a turning point. Sputnik resolved the debate in favor of those who recommended greater emphasis on higher academic standards, especially in science and mathematics. Sputnik made clear to the American public that it was in the national interest to change education, in particular the curriculum in mathematics and science. Although they had previously opposed federal aid to schools —on the grounds that federal aid would lead to federal control” the public required a change in American education. After Sputnik the public demand for a federal

response was unusually high and Congress passed the National Defense Education Act in 1958. (p. 46)

A driving force behind this was the United States' print media who announced to the public through newspapers and magazines that Sputnik was the direct result of the Soviets placing scientific education and teaching as their top priority. Time magazine reported that the Russians could conquer [the U.S.] without fighting, through a growing scientific and technological preponderance (Wallis, 2006). The same article also reported that to combat this threat, the U.S. needed more basic research and more and better science education in the high schools (Wallis, 2006). Frightened by this, Americans demanded improvements in the educational system. From this a common vision was established that moved from the "basics" to a curriculum based on conceptually fundamental ideas and the modes of scientific inquiry and mathematical problem solving. Student learning shifted from learning structures that were comprised mostly of knowledge and facts to concepts and theories. Students were expected to process information in an analytical and evaluative level. Funding for this reform came from both the public sector as well as private sources such as the Carnegie Foundation, and support for these changes continued to grow within the American public. The social awareness of civil rights gained momentum during the 1950s triggered in part by the Supreme Court decision *Brown vs. School Board*, and Governor Faubus' refusal to allow Black students to enter Little Rock High School. In the early 1960s, society increased its attention to civil rights, poverty, and the escalating war in Vietnam. Socially, we entered an era of protest, and this movement did not exclude the education system, which did not escape criticisms mounted for elitism and lack of accommodation for disadvantaged students (Bybee et al., 2007).

The Elementary and Secondary Education Act (ESEA) of 1965 was established to provide guidelines for federal funding in public schools as a response to Lyndon B. Johnson's

War on Poverty. This funding was earmarked to meet the educational needs of the poor through compensatory educational programs.

In recognition of the special educational needs of low-income families and the impact that concentrations of low-income families have on the ability of local educational agencies to support adequate educational programs, the Congress hereby declares it to be the policy of the United States to provide financial assistance... to local educational agencies serving areas with concentrations of children from low-income families to expand and improve their educational programs by various means (including preschool programs) which contribute to meeting the special educational needs of educationally deprived children. (Section 201, Elementary and Secondary School Act, 1965)

Nearly \$1 billion were allocated by the ESEA to provide new programs to address children of poverty and those with special needs including learning disabilities, language development needs, and school readiness programs. Even with the challenges from opposing sides such as the 1966 Coleman Report, the ESEA has been reauthorized every five years.

With the inauguration of George W. Bush to the Presidency in 2000, a new era for federally funded educational programs arrived. In 2001, No Child Left Behind (NCLB) legislation reauthorized the Elementary and Secondary Education Act, the federal government's largest investment in K-12 education. By the 21st century, Title I of ESEA targeted over \$11 billion in financial assistance to schools educating low-income students and allocates almost another \$10 billion for teacher recruitment and professional development, educational technology, after-school programs, and other purposes. Before the 2002 adoption, standards for student performance were inconsistent with variances between states, districts and even within and schools. Along with providing additional resources, NCLB legislation added important accountability provisions to Title I of the original ESEA and established a framework for real progress in raising overall student achievement and for increasing parent involvement. The accountability provisions required states to set clear timelines for improving student

achievement, with particular emphasis on closing achievement gaps between low-income and minority students and their peers. The new reporting provisions ensure that parents and the public will have a better sense of how schools are doing. Four basic principles of No Child Left Behind include: stronger accountability for results; increased flexibility and local control; expanded options for parents; and emphasis on teaching methods that have research- base to prove their effectiveness.

It has been almost ten years since NCLB was first authorized. Debate regarding this legislation and the newly passed revisions were hot topics in all educational arenas. In 2010, the Obama administration presented significant revisions to the NCLB legislation as a response to the American Recovery and Reinvestment Act of 2009 (USDOE, 2010). For the first time, incentives will be tied to districts who seek to implement the Blueprint for Reform which includes: college readiness for all students; great teachers and leaders in every school; equity and opportunity for all students; raising the bar and reward for excellence; and promoting innovation and continuous improvement (ESEA, 2010). States are encouraged to recognize and reward districts that show positive progress at both the district and site levels.

The rapidity of change in superintendent responsibilities can be attributed to the changing expectations of external communities and the district's responses to those changes. The area of public school accountability is no longer veiled. Results are published in newspapers, reported on school and district websites and reported out in the board meetings. This accountability system has significantly shifted from Elmore's "loose coupling" model which defines where the technical core of education (what's taught when, how, and how successfully) is left up to the classroom teacher (Elmore, 2000). These changes have shaped the processes and strategies that

superintendents utilize in order to work with site leadership to reach objectives for the accountability system.

In California, accountability systems have been created in school finance (Proposition 13), the make-up of school communities [*Lau v. Nichols*, 414 U.S. 563 (1974)], teacher qualifications (No Child Left Behind, 2002), and student learning (Public Schools Accountability Act, 1999) through court decisions, legislation and executive action (Cash, 2008). The history of California's accountability programs consists of repeated attempts to create a system that could withstand significant opposition and also sustain support (Cash, 2008). Having individual students and comparison scores for schools and districts has resulted in a tremendous pressure on both communities and their school districts. Through public posting and acknowledgement of schools' scores, the need for school communities to identify and specific strengths and weaknesses in individual student performance, instructional strategies within a teacher's classroom, instructional programs, and district wide achievement results have prompted the need for superintendents to refine processes and strategies in working to increase student achievement.

Administrators have some control over student achievement at the site level such as assignments of students to classrooms, but what happens behind the closed doors of the classroom is not subject to significant administrative control or direction. For instance, in California, the application for Race to the Top funds was largely hampered by the California Teachers Association who blocked any suggestion of linking student achievement to teacher evaluation.

One way to counter this impact is for the superintendent to implement the process and strategies with site administrators to meet the non-negotiable goals of student achievement. The idea that there are some common behaviors that superintendents can utilize, existing within a

framework for leadership while maintaining school autonomy will provide significant insight for superintendents and board leadership who work together to promote student performance.

In a recent working paper and subsequent book, Waters and Marzano (2006) addressed the issue of district leadership and student achievement. Utilizing a meta-analysis model of research, Waters and Marzano concluded that there are five school district leadership responsibilities that impacted student achievement. Additionally, they revealed that an effective superintendent creates conditions of “defined” autonomy with their principals. These identified conditions include setting clear, non-negotiable goals for learning and instruction, while providing school leadership teams with the responsibility and authority for determining how to meet these goals (p. 13, 2006).

An interesting phenomenon is beginning to emerge in the discussion regarding accountability for school boards. According to the Twentieth Century Fund (1992), local school boards are experiencing a crisis of relevance and legitimacy. Due to their inability to produce sufficient academic achievement to ensure the country’s continued economic preeminence, school boards may be on the verge of elimination. Current federal accountability legislation has in place sanctions for students, parents, schools, site leadership, teachers, district curriculum and the superintendent of schools (NCLB, 2001). What’s lacking, according to Corse, a former school board member for the St. John Baptist Parish school board is the accountability of the local board members. He is campaigning to bring about new legislation mandating school board accountability in Louisiana (Colgan, 2007). While Corse’s proposal may seem ludicrous, the concept is starting to gain momentum. The National School Board Association recently pointed out that of all the adults in the K-12 system, school board members are the most accountable.

The dissatisfaction theory of American democracy simply explains the behavior of voters that trigger changes in local governance. This theory asserts that when the citizens are dissatisfied enough of things, they will participate by voting to change “things” (Lutz & Iannaccone, 2007). Dissatisfaction theory helps us understand why districts may shift their policies or policy-making style. Such changes can be precipitated by 1) change in community values; 2) change in political participation; 3) change in school board member values; and 4) changes in school. If they are not viewed as effective, the ballot box ends their tenure” (Colgan, 2007). In a 2000 study of voter response to student achievement in South Carolina several interesting trends were revealed:

- Incumbent school board members won a larger share (58%) of the total vote in a precinct when test scores in the precinct improved
- In districts where percentile test scores had increased in the year preceding the election, incumbents won 81% of the time versus a 69% incumbent election rate in districts where test scores declined (Barry & Howell, 2008)

These voting phenomena disappeared in subsequent school board elections as media coverage during the 2000 elections was the first to follow the passage of the state’s accountability system (Barry & Howell, 2008). The 2002 and 2004 school board elections were riddled with other issues not related to student achievement, and those that addressed achievement aimed at criticizing the state’s accountability system. Ultimately, Barry and Howell state:

The absence of a relationship between average school test scores and incumbents’ electoral fortunes in the 2002 and 2004 elections raises important questions about the assumptions underlying accountability systems. School board elections give the public the leverage to improve their schools. If voters do not cast out incumbents when local school performance is poor, they forfeit that opportunity. (p.72)

In Minnesota, school board members developed and published an “accountability statement” prior to placing a funding measure on the ballot. In this document, board members pledged to focus on student achievement, regular communication to the community and maintenance of an adequate reserve fund.

Loring (2005) points out that the reason school boards are so derailed from their core mission – high levels of student achievement - is four fold: they have failed to focus on results; aversion about comparing district results to those of others; failure to accept responsibility for poor results and a loss of focus about the district’s mission. Frequently, board politics is cited as a reason for the challenge with these changes (Usdan, 2010). As role models for districts, the process for change starts with the school board, and in high performing districts, they work together united in a manner that allows for ongoing teambuilding founded in consensus and trust building to achieve high-quality collaborative governance (Land, 2002). San Diego Unified School District is an example of a school board that could not come to consensus on their goals and purposes (Hubbard, Mehan & Stein, 2006). Driven by the local business community, who was instrumental in the selection of the new superintendent and election of board members, a rapid centralized reform package was immediately implemented by the new superintendent. Charged with reforming the educational system in San Diego, a new chancellor of instruction, Anthony Alvarado, and the superintendent were instrumental in setting a pathway that forged a wedge in the relationships between the teachers, principals and the district leadership. Instead of utilizing a preparation period followed by a piloting phase and then full implementation for the reform movement, the district leadership chose to have their educators “learn to fly the plane while flying it”. In the end, criticism and pressure from the local union caused Alvarado to be removed.

According to Firestone (2009), districts must move to a culture focused on what's best for the students and student learning, to improve performance, two forces must be aligned: the will of the community as represented by the board and all school board members must agree that student learning is the most critical issue.

Recent reform models in the American Education system continue to skirt student performance accountability for school boards. The first accountability movement was prompted after the publication of *A Nation at Risk*, coalesced around the goal of reversing the "rising tide of mediocrity." This "excellence movement" consisted of reforms primarily within state legislation. These prescribed tougher academic requirements for students and teachers, which ultimately demonstrated little impact on producing results in students' academic achievement (Danzberger, 1992). Along with this reform movement, school boards were expected to have little responsibility in the efforts. Yet, regardless of insufficient funding and lack of clarity regarding the forms, the local school boards played along by implementing the reforms and used legislation to promote local goals. Following the failure of the excellent movement to achieve expected outcomes, the restructuring/systemic reform movement arose (Danzberger, 1992). The restructuring/systemic reform movement focuses on increasing students' academic achievement by expanding access to quality education and restructuring educational governance. Other than pressuring implementation of new initiatives; it fails to incorporate school boards as facilitators of reform (Danzberger, 1992; Goodman & Zimmerman, 2000, Reid, 2000). The involvement of states in local educational governance has created some confusion for the local public regarding control and the role of their local board (Kirst, 1994). This along with increased control by federally funded programs and accompanying regulations, teacher unions, special interest groups and court decisions have impacted the work of the modern school board.

To meet the challenges of our modern educational system, school board reform has been focused on the selection procedures and responsibilities of boards (Resnick, 1999). Arguments regarding the appointment or election of membership range from the existence of only a few qualified candidates, to low voter turnout for school board elections, to a lack of school board accountability to the public (Danzberger, 1992). Numerous reform proposals have been submitted regarding the selection of school board members including associating school board candidates with political parties, dividing up large school districts in order to make boards more responsive to constituencies, screening potential candidates against a state-mandated criteria, and election of school boards through a system of slates of members running together (Danzberger, 1992; Iannaccone & Lutz, 1994; Schlechty & Cole, 1993) Limited research exists regarding the selection of board members based on effective governance and student achievement. Studies failed to show that school board trustee appointments versus selection through elections have an impact on a district's student academic achievement (Danzberger, 1992).

History of the School Board

For the first half of the century following the American Revolution, political and educational leaders dealt with the dilemma of balancing liberty and order instilling uniform republican values through schooling with a focus on political diversity (Tyack, 2007). The first school boards were created in the mid-1600s by local town folk who sought to control the schools directly through town meetings. By 1826, Massachusetts had created a separate school committee divorced from the rest of the local government, and this model spread throughout the nation (Kirst, 2008). The school board, comprised of a group of locally elected laymen, was expected to be nonpartisan and nonsectarian. In the 1800s, this model reached a peak during the

westward expansion of the United States creating a vast number of small, one-room rural schools with each were controlled by a local board of education. By the turn of the 20th century, big changes were in store for school boards.

The last major change in the roles and operations of urban school boards took place between 1900 and 1920 (Kirst, 1994). Around 1900 a decentralized, ward-based committee system for administering the public schools provided the opportunities for a nationwide reform movement which also brought more educated, high income, successful professionals onto school boards which generated concern regarding the ability of such elite community members to represent the concerns of local citizens (Iannaccone & Lutz 1994; Urban & Wagoner, 1996). While most school boards during this period were located in rural areas, urban school boards began to make changes in their structure and roles and set the foundation of our modern administrative structure and policy making patterns. Over time, the incursion of state and federal regulations on the traditional roles of school boards may have limited the ability of boards to improve effectiveness. Many critics may that that this involvement is due to the boards' ineffectiveness (Carol et al., 1986; Danzberger 1994; Kirst, 1994). That the basic structure and role were established so long ago during a different economic and social structure suggests strongly the need for a radical overhaul (Kirst, 1994). Yet, the challenge for school boards and those proposing school board and governance reform is to figure out which form of governance and management, operational procedures, and priorities best match local characteristics and, also, improved educational outcomes (Land, 2002).

The locally controlled school districts could be referred to almost as a fourth branch of government because citizens are able to influence the country's future by shaping the education of the next generation (Tyack, 2007). The public school system is no different than any other

civic institution. While the foundation of the public school system was around consensus, very often Americans do not check their political and religious differences at the school house door. School systems today are faced with change in such a way that competing tensions exists between the social values, ethnic groups, and public school politics and practices. Conflict and tensions are inevitable (Tyack, 2007).

History of the Superintendent

The superintendency can be divided into three periods of history. The early period began shortly after the establishment of public education during the 1800s and extends into the first part of the 20th century. The professional superintendent period covered the first half of the twentieth century, lasting roughly through the end of the 1960. The modern superintendency is still in transition (Edwards, 2007). In the 1800s, the position of superintendent rose out of necessity as responsibilities once filled by volunteers began to require more expertise and time. As local districts received more funding, a paid officer was needed to oversee a number of schools as well as other increasing responsibilities related to school business. In 1837, the first historical record shows superintendent appointments in Buffalo, New York and Louisville, Kentucky. By 1870, there were more than thirty cities employing a superintendent. Interestingly enough, the position of the public school superintendent was created by districts without any statutory authority or support to do so (Harrison, 2010). By the 1960s, there were more than 35,000 public school superintendents nationwide.

Prior to the 1960s, school boards hired superintendents as their district grew larger and more complex. The power of the superintendent increased during this period. They were one of the most visible members of the local community; often someone who grew up in the

communities they served in or in ones much like them (Tyack & Hansot, 1982). Their general socialization probably inclined them to reinforce the traditional values of the community and to perpetuate the structures and styles of pedagogy that they had known and their patrons preferred (Tyack & Hansot, 1982). Frequently, districts were the biggest employers in the community, and during this era, the superintendent traditionally made most of the major decisions affecting the district because it was common practice for little board or external interference within the school district. The board of education was there to support and give approval to the work of the superintendent.

Things changed by the 1960s. The rise of teacher organizations, civil rights, antiwar movements, passage of key legislation and a series of court cases impacted the role of the district superintendent. Dispersal of authority that was once held by the superintendent became a public norm with the increase in expanded rights and civil involvement. Trust of public officials was not unconditionally granted, as in the past. Superintendents (and school boards) were open to significant external observation and criticism by the communities, media and unions (Harrison, 2010).

After the passage of the Elementary and Secondary Education Act 1965, the role of schools shifted significantly from organizations that had traditionally sorted our society to one that was charged with preparing workers for a diverse and complex society. As society and business shifted from the industrial model to an information and knowledge model, workers with specialized and higher skills sets were needed. Along with meeting the challenges of special needs students and the growing immigrant population, the 1983 publication *A Nation at Risk*, served to increase the public momentum for reform. Consequently, these have impacted the tenure of the district superintendent; the average tenure of superintendents has continued to drop

from a peak of 10 years in 1950 to a low of 3 to 5 years. The impact of this constant turnover of district leadership has implications for many of the districts reform initiatives. Currently, superintendents are faced with diminishing funding, raising accountability systems coupled with populations that may not be prepared to for a rigorous educational environment. Learning to deal with and the finesse to handle these challenges will require special leadership skills necessary for the 21st century superintendent (Carter et al., 1997).

Superintendency Tenure

Glass, Bjork and Brunner (2000) in *The Study of the American School Superintendency*, list 11 reasons reported by superintendents leaving their last superintendency. Included are reasons such as seeking financially stable districts, conflict with board members, retirement, change in board composition and family considerations (Glass et al., 2000). Departing superintendents also reported issues such as inadequate financing, irrelevant demands, state mandates, union issues, additional responsibilities and micromanagement by the board as reasons that lead to a low sense of efficacy (Glass et al., 2000). Interestingly enough, one of the lowest ranked reasons listed by departing superintendents was conflict with the community (Glass et al., 2000). Researchers have delved into the impact of the superintendent/board relations and the “fit” with the community as a significant factor driving superintendent tenure (Carter et al., 1997; Glass et al., 2000; Grady et al., 1991; Johnson, 1996; Newell, 1997). Lere (2004) studied the superintendent tenure in Colorado. Utilizing the McCarty-Ramsey theoretical model of the community power structure, school board type and superintendent leadership style; he revealed that the type of school board has the greatest impact on the tenure of the superintendent. His study revealed when the community power structure and superintendent leadership style fail to

align or when none of the variables align, tenure drops to an average of 3.5 years. The implications of these findings could serve to assist both incoming superintendents and school district governing boards to assess their working relationship and as a means to examine the tenure of their superintendent (Lere, 2004).

Student Achievement and District Leadership

School Board

Land (2002) reported that while few studies had been conducted to evaluate the association of school governance and student achievement, one study by Hofman (1995) was conducted in the Netherlands. This work provides an example of the qualitative research needed in the United States. The findings of Hofman's study indicated that some overarching characteristics absent in the behaviors of school boards in districts whose correlating student performance declined. The traits of these boards include: appropriate overarching focus, which include a focus on students' academic achievement and attention to policy, not administration; good relations with the superintendent, board member, local agencies, and the public and state; and effective performance in the areas of policymaking, leadership, and budgeting, evaluation and training. According to Land (2002), the majority of these findings showed that many school boards did not exhibit the characteristics that experts have deemed critical for effective governance and students' academic achievement (p. 23).

Overarching Focus on Student Achievement

National and state organizations and the educational industry have begun their own work to address the focus of school boards on student academic achievement. The Iowa Association of

School Boards [IASB] (2000) began a pilot project to help districts by providing support and training for site efforts to improve students' academic achievement. In California, the California School Board Association began an endeavor to bring together five state board associations to identify school board policies that are critical to improving student learning (Land, 2002, p. 32). In a panel study conducted by CTB/McGraw Hill and reported by Ward and Griffin (2005), school boards that effectively promote academic success display five important characteristics: a focus on student achievement; resources allocated to needs; a watch for the return on investment; usage of data; and engagement with the communities they serve.

While few studies exist to examine the effect of the school board on students' academic achievement, two studies provided the beginning of this work. Goodman (1997), in a study of 10 districts in five different states revealed the following characteristics of quality governance that promote healthy student performance:

- Focus by the board on student achievement and associated policy
- Effective management by the board without micromanagement
- A trusting and collaborative relationship between the board and superintendent
- Creation by the board of conditions and structures that allowed the superintendent to function as the CEO and instructional leader of the district
- Evaluation of the superintendent according to mutually agreed upon procedures
- Effective communication between board chair and superintendent and among board members
- Effective board communication with the community
- Board adoption of a budget that provided needed resources
- Governance retreats for evaluation and goal setting purposes

- Monthly school board meetings for which the superintendent drafted the agenda
- Long-term service of board members and superintendents

Contrasting these findings, poor governance was characterized by:

- Micro-management by the board
- Role confusion between the board and superintendent
- Interpersonal conflict between the board chair and the superintendent
- Poor communication by the superintendent to the board
- Lack of trust and respect between the superintendent and the board
- Bickering among board members or between board members and the superintendent
- Board member actions reflecting their personal interests
- Board members' disregard for the agenda process and the chain-of-command
- Board members' playing to the news media and
- Limited commitment by board members to improving governance (p. 15)

Goodman and Zimmerman (2000) utilized the findings from this study to make recommendations for effective board/superintendent relationships. They emphasized the importance of teamwork between the school board as a united body and the superintendent, and further pointed out that ongoing team-building education and development is necessary in order for the school board and superintendent to achieve high quality, collaborative governance that effectively improves students' academic performance.

A second study examining the effect of school boards on student achievement was conducted by the Iowa Association of School Boards (2000) that focused on six selected school boards and superintendents in Georgia school districts. Utilizing seven conditions outlined in

research related to effective schools, school improvement and change; they studied the districts. The seven critical conditions studied included: shared leadership; supportive workplace, continuous improvement and shared decision making; ability to create and sustain initiatives; staff development; support for school sites through data and information; and community involvement. Of the six districts that participated in this study, three had performed poorly for three consecutive years on standardized achievement tests, while the others (with control for demographics) had performed high for the same period of time on similar measures. Their findings included the following major differences between high- and low-performing districts:

- Board members, superintendents and school personnel in high-achieving districts believed that they could elevate student's academic achievement while those in low-achieving district believed significant barriers constrained improvement;
- School board members in high achieving districts demonstrated greater understanding of and influence related to seven critical conditions for school improvement and could identify and describe school improvement initiatives and the boards' role in supporting them;
- In high achieving districts, the school boards' focus on school improvement initiatives was shared by school personnel and linked to building- and classroom-level actions. (IASB, 2000)

Good Relationships

While it is the primary responsibility of the school board to hire, evaluate and support the superintendent that has the greatest impact affecting student learning, many critics suggest that school boards lack the training or capacity to develop productive, positive and long-term relationships with superintendents (Danzberger, 1992). A number of studies related to

superintendent tenure explicitly point to poor relationships, lack of clearly defined performance expectations, and too much involvement in administrative matters as reasons for negative working relationships between the board and superintendent (Carol, et al, 1986). Trust, respect, confidence, support and open communication are key characteristics of quality relationships between school boards and superintendents (Carol, et al, 1986).

As members of the local school board, the ability of board members to work together and reach consensus is critical. A variety of conditions have impacted the effectiveness of individual school board members or entire school boards. Some examples of behaviors that may impede the ability of boards to function as one body include board members who operate as individuals ~~representing~~ specific groups of constituents, a lack of consensus among board members regarding their appropriate roles, and board members who seek to further their political careers by concentrating on individual relationships with constituents. Studies have consistently revealed that school board members, educators and the public perceive that the inability of school boards to work as a team and board members who are unduly influenced by special interest groups hinder the board's ability to govern effectively and, thus, create a poor image of school board performance (Carol et al, 1986; Danzberger 1994). Sometimes board members are subjected to pressure by groups or individuals within the community power structure who are uneducated about the roles and responsibilities of the school board member. As our country's demographics are changing, representation of diverse constituencies is increasing. Through the democratic principle, more ethnic minority are being elected to serve as board members. As reported by Carol, et al. (1986), many are torn between serving their respective constituencies and working to improve education for all students in the district.

Board Training and Development

Du Four (1999) emphasized in a presentation at the National Staff Development Council meeting that in order to improve an organization, one must to improve the individuals within the organization. This tenet holds true for school boards. While many board members many agree that training is necessary, the mandates by State Boards of Education for school board training across the nation vary significantly. The types of and content of training is largely undefined. In a study by Goodman and Zimmerman (2000) stated that states which have mandated yearly instruction for school board-superintendent teams have shown “enormously” positive results. Although student achievement is an area of great concern for board members, it is also an area where they receive the least amount of training: 63.8% receive training in student achievement and 70% receive training in accountability, legal issues, leadership skills and superintendent relationships (Hess, 2002). While no studies proved that school board training correlates with gains in student achievement, research demonstrated that sustained high-quality professional development improved in academic performance. Across the nation, requirements for board training range from legislated training with strict timelines for new members (Arkansas, Georgia, Massachusetts, Minnesota and Tennessee) and follow up training each year for all board members. Penalties for failing to be compliant with the training requirements in most states does not exist, with the exception of states such as Kentucky and Mississippi where board members can be removed from office. For the most part, school board member training is consistent across the county. In a survey conducted by the National School Boards Association (2010), open meetings rules, school finance, duties and responsibilities and school law are the most commonly cited training requirements for board members. Nationally, of the 45 states who responded to this survey, 20 states require training. In California, no training is required of board members.

Policy making is the primary function of the school board. While research and recommendations regarding policy study and policy making is available, a survey of school districts reveals that little work has been done to insure that board members are trained. Elmore (1993) revealed that school boards have a unique opportunity to mobilize local support to become a source of creativity and innovation. The failure to coordinate the work of the board and policies in a focused effort hinders the possibility for impact on classroom instruction. According to Tucker (2010) to a degree that still might shock many voters, the arguments about school policy are arguments among adults about which adults get what benefits from the school system, not about how to make the most of the district's resources to improve the achievement of students (p. 28). To focus school boards, training members is necessary. Training of board members is a fragmented process left to chance in far too many states. Given that training of school directors remains a relatively voluntary activity in many states throughout the Nation, board training is notoriously fragmented, episodic, and shallow (Carver, 1991). If school board members are to be effective, they must learn of the laws that dictate their responsibilities and the behaviors that lead to effective service. The extent to which they learn their legal responsibilities and how they learn them is important (Dietrich, p. 39, 2000).

Visioning, a key pillar for organizational success has been recognized as key to the school improvement movement. Significant research abounds that correlates the creation of a vision or mission for the district along with the empowerment for the system to carry out this vision as a critical element of effective leadership (Resnick, 1999; Schlechty, 1992, Du Four & Eaker, 1998). School boards, by assessing the community values, work with the superintendents to develop their own vision for education in their community. In a project sponsored by the

California School Board Association [CSBA], Campbell and Green (1993) outlined the specific responsibilities and functions of the establishment of a long-term vision:

Of all the roles and responsibilities of school boards, none is more central to the purpose of local governance than ensuring that a long-term vision is established for the school system. The vision statement reflects the consensus of the governance team (the entire board and superintendent) on what children need in order to achieve their highest potential and which educational programs will be offered to reach that ideal. The vision reflects the shared values of the community and the governance team and as such should drive virtually every aspect of the district's program. (p. 393)

Adequate Evaluation and Preparation

According to Land (2002), school board authorities recommend that school boards engage in periodic evaluations of their work towards reaching district goals to guide their activities. These evaluations hold staff, schools, and the district accountable for their own and the districts' performance. This oversight function serves to monitor for successes and the need for adjustments, and the evaluation serves as a control mechanism to evaluate the school board's and district's performance. In this era of accountability, school board evaluations have gained prominence. Even though the National School Boards Association lists accountability as one of the four prongs of board leadership, it is much more likely that the accountability refers to the accountability of others than to the boards (Land, 2002). As the need for boards is questioned, boards ought to regularly evaluate their impact with regard to district performance and communicate this with the public. This transparency will serve to develop trust, improve public opinion and work to develop support for district initiatives (Resnick, 1999).

School Boards and Student Achievement

Scoring just below budget and funding issues, Hess (2002) stated that student achievement is the second greatest concern of board members. Budget and funding issues should

be based on the impact on student achievement. But the local political pressure and board member personal agendas derail this focus on student achievement.

A number of studies relating academic achievement and behaviors of school board and superintendent teams have identified characteristics of high performing teams and high performing districts. These publications include *The Key Works of School Boards* (Gemberling, W., Smith, C., & Villani, J., 2000), *The Lighthouse Inquiry* (IASB, 2000), *Boards that Make a Difference: A New Design for Leadership in Nonprofit and Public Organizations* (Carver, 1997), and the *School Effectiveness Project* (Smoley, 1999) and Land (2002).

The NSBA publication *The Key Works of School Boards* (Gemberling, et al., 2000) served as a framework for school boards in their efforts to raise student achievement. This framework offers eight key research based actions of school boards. These strategies include vision, standards, assessment, accountability, resource alignment, climate, collaboration and continuous improvement (Gemberling, et al., 2000).

Carver (1997) developed a policy governance model which served as a means for school boards to organize and focus. By shifting policy development into two categories: end policies, those policies that establish expected goals and accomplishments, and means policies which govern everything else. The ends policies are governed by questions such as: for what good, for which people, and at what cost? Using the policy governance model the school board delegates authority to the administration without prescribing how the goals are to be met. They develop clear expectations and assess performance based on the determination of whether their expectations are realized (Gehring, 2005). In this governance framework, the school board functions as the owner-representative and servant-leader. School boards serve as owner-

representatives in their role as representatives of the community and as servant-leaders when they subject themselves to the values of the owners (Carter & Carter, 2001).

The Lighthouse Inquiry (IASB, 2000) identified links between school board actions and student achievement. The study identified high and low achieving school districts in Georgia controlling demographic variables such as size. The superintendent/school board teams were studied in districts with unusually high achievement over a period of years and in school districts that had unusually low achievement during these same years.

The Lighthouse Inquiry (IASB, 2000) utilized seven conditions for school renewal including —emphasis on building a human organizational system, ability to create and sustain initiatives, supportive workplace for staff, staff development, support for school sites through data and information, community involvement and integrated leadership” (IASB,2000). The researchers identified differences in these seven conditions among the high and low performing districts and generated a framework to categorize districts as moving or stuck. In moving districts, three key patterns emerged. In the high achieving districts, a belief and high expectations for excellence with an attitude of continuous improvement, a deep understanding of and maintaining a focus on school renewal efforts, and the ability to link the actions of the board directly to impacting the school and classroom (IASB, 2000).

The School Board Effectiveness Project (Smoley, 1999) provided opportunity for boards to analyze their impact and provided recommendation for improving student performance. The project included a survey of board members asking them, —what did they know about a statewide initiative to define and measure progress against curriculum standards, how did they assess the operation of their own boards, what were their priorities for their own improvement?”

(Smoley, 1999, p. xvii). Analysis of these survey results revealed six areas of school board action to effectively improve board performance and ultimately student achievement:

Board decisions are rational, informed by data and full discussion. Boards exhibit the characteristics of well-functioning groups: a feeling of cohesiveness and of sharing goals and values. Board members exercise their authority discreetly and stand firm when they must. Boards connect with the community informally, as well as by an established formal process. Boards work toward self-improvement, assist new members, reflect on their responsibilities, and seek assistance when they need it. Board actions are strategic, matching long-term plans with immediate actions, focusing on results, and adjusting to new situations. (Smoley, 1999, p. xvii)

Four key characteristics were revealed by Land (2002) in a review of research on the role and effectiveness of school boards in relation to student achievement. First, school boards had an overarching focus on student achievement. In their work, school boards must insure that policy are developed and support programs that have been proven to result in increased achievement. Secondly, board members must be leaders who model and develop good relationships through collaboration with the superintendent, other board members and the community, including local and state government. Next, the school board must work effectively in policy making, leadership, and budgeting. Their policies should be focused, clear and coherent. Through these policies, the board supports the mission and vision of the district. Last, school boards must provide adequate evaluation and preparation. The board should regularly evaluate their work for the purpose of improving their work, while seeking out training in areas identified as weaknesses (Land, 2002).

Superintendents and Student Achievement

The impact of the superintendent leadership and its impact on the academic achievement of students is not a well-documented field of research. The current research seems to imply the impact of the superintendent in the role of the instructional leader of the district. These studies

have revealed key indicators that positively impact student performance. It is through the leadership of the superintendent that these factors are in place within the educational system.

The recent shift in education and the role of the superintendent, largely in part to the implementation of NCLB, has changed the role of the superintendent from the “manager” of the school district to the instructional leader. The importance of understanding the effective practices in curriculum, instruction, and assessment and the ability to stay focused on the daily challenges related to these topics is essential to improving student achievement (Elmore, 2000; Marzano et al, 2005). The vast knowledge base required for these areas requires superintendents to distribute leadership and work through collaboration.

A description of instructional leadership that has attained a high level of prominence is that described by Smith and Andrews (1989). Smith and Andrews identified four dimensions of an instructional leader: resource provider, instructional resource, communicator, and visible presence. The resource provider insures that materials, facilities, budget, and personnel are provided to effectively perform duties. As the instructional resource leadership is engaged actively day-to-day instructional activities and programs by modeling desired behaviors, participating in professional development, and consistently giving priority to instructional concerns. As communicator, leaders insure that clear goals are articulated. Lastly, an instructional leader has a visible presence occurs through frequent school visits, classroom observations, community involvement, and easy accessibility- the “open door policy”- to faculty and staff (Leithwood et al., 1999; & Marzano et al., 2005).

Research by Waters and Marzano (2006) investigated the impact of school district leaders on student performance. Their research supported the tenet that student academic improvement did not happen by chance but instead through effective leaders devoting ample time to

implement broad, sustainable reform (Fullan, 2002). Fullan (2005) asserted that leadership at the district level was much more complex than leadership at the site level because the role of district level leadership was to build sustainability. Fullan described two reasons why district leadership was essential. First, decentralized schools would have variable capacities to engage in continuous improvement, so district structures must exist to support the developing capacity and to intervene to positively impact performance and achievement. A more fundamental consideration for building sustainability exists. We cannot change a system without lateral (cross-school and cross-district) sharing and capacity development - a responsibility of district leadership. McREL, in their research, identified four key findings from which five district leadership responsibilities were generated. These findings are: (1) district-level leadership matters, (2) effective superintendents focus their efforts on creating goal-oriented districts, (3) superintendent tenure is positively correlated as early as two years with student achievement, and (4) defined autonomy, which revealed that an increase in building autonomy had a positive correlation with average student achievement in the district.

Five district level leadership responsibilities identified by the McREL research (2006) are related to setting and keeping districts focused on teaching and learning goals that have a significant correlation with average student academic achievement. These responsibilities include: (1) collaborative goal-setting, (2) non-negotiable goals for achievement and instruction, (3) board alignment with and support of district goals, (4) monitoring achievement and instructional goals, and (5) use of resources to support goals for instruction. This research is significant in that it not only emphasizes the superintendent's impact and role in student achievement but also identifies five key superintendent leadership responsibilities which contribute to student achievement gains.

A 1986 study of 12 California superintendents in instructionally effective school districts concluded that these superintendents were successful instructional leaders because they controlled the development of goals at both site and district levels, influenced the selection of staff, supervised mentors and evaluated principals. They were more likely to fire principals who performed poorly (Murphy & Hallinger). The superintendents in this study were actively involved in establishing and monitoring district-wide instruction and curriculum focus, were knowledgeable about curriculum and teaching strategies, and were the key drivers of changes in these areas. These districts had well established guidelines for curriculum tied to evidence of performance. Defined autonomy for the sites in these districts existed as the district leadership was willing to let schools decide how to carry out the instructional plan. These districts had core values in place that drove the focus on improving student learning.

McCarty-Ramsey Theoretical Model

McCarty and Ramsey

McCarty and Ramsey, in a study completed in the late 1960s in the Midwestern and Northeastern United States, sought to categorize school and community power structures and analyze the roles of superintendents within those structures. They suggested that there was a “mismatch” of community power structures, school board types and superintendent leadership styles that created a situation that “works” or at least did not create undue conflict (McCarty & Ramsey, 1971, p. 16). In the 51 rural, small city, suburban and large urban districts, they challenged a well-accepted notion that communities had either a “power elite” that controlled many social and political activities in the community or that they were “pluralistic in nature, where power is situational and temporary. The participation of persons in the decision making

process is not predictable from one situation to another” (p. 4). Four theses provide the foundation of their theoretical model:

1. Power varies from community to community in patterns that can be described.
2. The community power structure holds some power over the school board and the district administrator who is implementing the board policies.
3. The power structure is evident by observing the relations and interactions of the community power figures, the school board, and the superintendent.
4. The power structure varies and that the variation forms patterns, some of which can be predicted and some which cannot be predicted. (p. 16)

Their work was a basis for analyzing school districts, communities and superintendents and was been referenced in studies by Spring (1988) who conducted an analysis of politics in American education; by Hess (1994), Smith (1997), Lere (2003) and Johnson (2007), all of who served to expand the research of this theoretical model.

Community Power Structures

Using the results from their interviews, McCarty and Ramsey identified four types of community power structures: dominated, factional, pluralistic and inert. In the dominated communities, the majority of the power is in the hands of a few or even a single individual, and is characterized by a lack of strong opposition. Decisions are made by those within the economic elite community. Opposing viewpoints have very little influence upon the behavior of the board or the superintendent (p. 17). Factional community power structures have two or more competing factions with differing views and values. Power is usually nearly balanced between these groups, who usually rally around issues such as opposing views on religion, politics and

education (pp. 17-18). In a community with a pluralistic power structure, competition is spread out among many interest groups with no particular group dominating school policies. In these communities, power is contestable and a strong community interest in the schools is evident by voter turnout at school board elections (p. 18). Communities where no visible power structure is evident are characterized as inert communities. A lack of interest in schools and difficulty finding candidates for board vacancies typifies these communities where little interest is focused on maintaining the status quo (p. 18). According to McCarty and Ramsey, the community power structure is the determining factor of how the school board implements the community's wishes and how effective the leadership style of the superintendent is in that community (p. 16).

School Board Type

Each of the four community power structures has a corresponding school board type. The dominated board is composed of members from the dominant community group, who often possess the economic control of the community. Policies and actions taken by this type of board are influenced by the desire of the dominate power structure (p. 19). No significant opposition exists for board vacancies and control. The factional board is characterized by hotly contested elections, board members voting along the factional lines they represent, and a focus on the outcomes of decisions/votes versus discussion of issues. Shifting of power is common from election to election (p. 19). Boards that represent a wide-range of interest groups are considered status congruent boards. Membership is active and power is shared with these groups characterized by discussion and consensus forming. Boards act as a "community of peers whose decisions are characterized by full discussion of problems and arrival at consensus in an atmosphere of detachment from the interests of any particular segment of the community" (p.

20). Finally, sanctioning boards do not represent any community group or faction. Since the community is not involved in the board's work, decisions are based on advice or recommendations from the professional leadership of the school system without any consideration for community needs or desires (p. 20).

Superintendency Leadership

McCarty and Ramsey (1971) identified four leadership styles for superintendents: functionary, political strategist, professional advisor and decision-maker. A superintendent who serves as a functionary leader carries out board policy but does not engage, initiate or develop policy. The political strategist superintendent takes direction from the political faction that currently holds the power. This superintendent shows no favoritism, refrains from closely associating with any faction and works to balance these opposing groups. A superintendent who serves as a professional advisor provides the school board with relevant and current information to inform them of options in decision-making and policy formation. The decision-maker superintendent initiates actions and the board approves. This superintendent is the source of information, ideas and policy initiatives for the board. Table 2.1 displays a summary of the McCarty-Ramsey model shows the relationship and corresponding community power structures, types of school boards and superintendent leadership styles:

Table 2.1

McCarty-Ramsey Theoretical Model

Community Power Structure	School Board Type	Superintendent Leadership Style
Dominant	Dominated	Functionary
Factional	Factional	Political Strategist
Pluralistic	Status Congruent	Professional Advisor
Inert	Sanctioning	Decision Maker

Summary

District leaders are faced with a variety of conflicting forces and issues. Federal and state laws and regulations, coupled by demands for greater accountability, changing demographics, competing politics and interests of community coalitions, legal challenges, limited resources, shortages of qualified educators, and a general disrespect for the education profession create an increasing difficult environment for educators to remain focused on and being successful in attaining the goal of increasing student achievement (Usdan, M., McCloud, B., Podmostko, M., & Cuban, L., 2001).

Successful superintendents must be savvy in building and sustaining good relations with the school board. Through developing a clear understanding of the roles of the school board and superintendent, practicing key elements for a successful relationship such as starting with a good match between the board and superintendent leadership, developing shared goals and vision for their work, establishing clear expectations and evaluation protocol, developing an atmosphere of trust and promoting board development. These efforts should successfully impact student performance.

This chapter outlined a variety of theoretical frameworks that explain types of community power structures and superintendent leadership types. The models describing community power structures depict the various political structures within a community which range from one or two families to community structures that are pluralistic in nature. While superintendents tend to develop and utilize their natural leadership style, knowledge of the various leadership styles and the ability to implement these enhances their relationship with the local school governance board. A variety of leadership theories support superintendent leadership styles as identified by McCarty and Ramsey including behavioral theories, the Great Man theory, transformational and transactional theory, and the contingency theory. In the current accountability environment of our public school system, a number of researchers have identified characteristics of classrooms, schools, leadership at the site and district level and superintendent leadership that promote high levels of student performance.

Accountability for school boards and individual members still is non-existent throughout the United States. The latest reauthorization of NCLB has failed to outline the responsibilities of school board members towards improving academic performance. While a few states have taken the initiative to publish district accountability reports prior to board elections, the impact on voter decisions has had little impact on election results.

There have been a few studies examining the three-way relationship between the superintendent, school board and the community, but only one study relates the impact of these relationships on educational reform and student achievement (Hess, 1994; Smith, 1998; Lere, 2004; Johnson, 2007). Utilizing the McCarty-Ramsey theoretical framework, this research delves into the phenomena of compatible relationships among superintendents, school boards and the community power structure. The study also looked at student performance in incongruent

districts by identifying the superintendent leadership styles that succeed in raising student performance.

CHAPTER III

METHODOLOGY

This chapter describes the research design and procedures used to assess the research questions. The research design is explained, the survey instrument is described, and the empirical inquiry is outlined. The statistical methods and the related research provided the means to examine the alignment of school boards and superintendent leadership, factors contributing to improved student performance. This study also sought to identify any preponderance of superintendent leadership style that promotes healthy student performance within an incongruently aligned community power structure or school board type as defined in the McCarty Ramsey model.

The purpose of this study was to extend the prior research of Hess (1993), Smith (1998), Lere (2004) and Johnson (2007), by surveying selected superintendents and school board presidents in California in order to determine the frequency of different combinations of community power structures, school board types, and superintendent leadership styles. This study further developed the research completed by Johnson (2007) to analyze the impact that compatible relationships between superintendents, school boards and community have on student achievement. Factors that contribute to student achievement in districts showing incompatible community power structures, superintendent leadership and school board type was analyzed for components of the effective schools correlates. Finally, superintendent leadership styles in these high achieving districts was analyzed to determine if any patterns exist in order to add to the current literature.

Research Design and Research Questions

This study focused on the corresponding relationships between community power structures, school board type, and superintendent leadership style, resulting impact upon student achievement, and identification of factors contributing to continued student performance growth in California school districts located in two selected southern California counties. The research design and methods were identified from prior research by McCarty and Ramsey (1971), Hess (1994), Smith (1998), Lere (2004) and Johnson (2007), all which contributed to the construct for examining these relationships. This research was guided by the following research questions:

1. What superintendent leadership style is most often associated with student performance gains in districts where McCarty-Ramsey system factors are incongruent with a stable model?
2. What factors promote student achievement gains in districts showing incompatible community power structures, superintendent leadership style and/or school board type?

In order to identify paired school superintendents and the associated school board president, the following questions were utilized to guide the first phase of this research:

- To what extent do dominated, factional, pluralistic and inert community power structures exist in the selected California public schools?
- To what extent do dominated, factional, status congruent and sanctioning school board types exist in the selected California public schools?
- To what extent to functionary, political strategist, professional advisor and decision-maker superintendent leadership styles exist in the selected California public schools?
- What is the relationship between types of community power structures and school board types in the selected California public schools related to district student performance?
- What is the relationship between community power structures and superintendent leadership styles in these selected California public schools related to district student performance?

- What is the relationship between school board types and superintendent leadership styles in these selected California public schools including district student performance?

Description of the Research Design

Researchers have long debated the advantages and weaknesses of two divergent philosophies of research design. In educational research, both means of research, qualitative and quantitative serve as a means to systematically gather and analyze data in order to develop valid, generalizable descriptions and explanations related to schooling (Gall, Borg & Gall, 1999).

According to Johnson and Onwuegbuzie (2004)

Advocates for quantitative (positivist) research believe that social observations should be treated as entities in the same way that physical scientists study physical phenomena. Further, they contend that the observer is separate from the entities that are subject to observation. Quantitative purists maintain that social science should be objective... According to this school of thought, educational researchers should eliminate their biases, remain emotionally detached and uninvolved with the objects of study, and test or empirically justify their stated hypothesis. (p. 14)

In reality, this research served to provide an impersonal and passive description of some social phenomena (Tashakkori & Teddlie, 1998). Guba (1990) presented opposing paradigm of research which was characterized by descriptive, rich with detail writings:

Qualitative purists contend that multiple-constructed realities abound, that time- and context-free generalizations are neither desirable nor possible, that research is value-bound, that it is impossible to differentiate fully causes and effects, that logic flows from specific to general and that knower and known cannot be separated because the subjective is the only source of reality. (p. 17)

Both sides of this research paradigm view their method of study as the ideal, and, view that one is incompatible to the other and should not, nor cannot be mixed (Howe, 1988). As a researcher, it is important to recognize that research purposes and questions influence methods more significantly than a researcher's philosophical perspectives (Tashakkori & Teddlie, 2003).

While researchers have for centuries advocated for either quantitative or qualitative research as the optimal means to study phenomena, an evolving method of research is the mixed method model (Lichtman, 2006). The utilization of mixed method research strategy allows researchers in social science areas to more effectively address the complex problems that would not be adequately addressed solely by qualitative or quantitative methods (Criswell, 2009). For this research, the utilization of both methodologies best fit the needs of the question studied (Pole, 2007).

Mixed methods research is an approach to inquiry that combines or associates both qualitative and quantitative forms involving philosophical assumptions mixing both approaches in a study. It is more than simply collecting and analyzing both kinds of data. By utilizing both approaches in tandem mixed method research strengthens a study that otherwise could not be accomplished by either qualitative or quantitative research (Creswell, 2009). These mixed methods allow for researchers to combine approaches. It allows researchers to verify findings of one study; serve as the groundwork for studies; and complement each method as a means to explore questions from different perspectives (Pole, 2007). According to Johnson and Onwuegbuzie (2004), “the goal of mixed method research is not to replace either of these (qualitative and quantitative) approaches but rather to draw from the strengths and minimize the weaknesses of both in single research studies” (pp. 13-14).

The appearance of the first mixed method studies began in the field of psychology during the 1930’s. One of the first of these was the Hawthorne studies (1933) which utilized a combination of qualitative and quantitative methods to measure employee motivation. Interest in converging or the triangulation of different qualitative and quantitative data sources lead to the development of a distinctive mixed methodology of inquiry (Creswell, 2009). Despite the

controversy around research purist, the mixed method and mixed model research methods have gained popularity.

Initiatives that have led to the growth and development of mixed methods research evolved from the desire for researchers to address complex problems that involve the measurement of trend data and examine correlating meaning, context and processes (Creswell & Plano Clark, 2007). Mixed methods research has grown over the past 20 years as quantitative researchers recognize the advantages of utilizing qualitative research with different types of audiences. The mixed method model closely aligns to the type of research commonly used in professional settings, such as the medical field. The results from this research method provide data that is both numerical and narrative in nature and which more closely models data collection in a practitioner's world.

Advantages of using the mixed method research model include the ability of the researcher to simultaneously answer confirmatory and exploratory question, confirm an effect on a phenomenon by statistical analysis and explore the reasons behind an observed effect by using field research (Pole, 2007). Because mixed method research looks at multiple perspectives, stronger inferences can be obtained. For the researcher, the evolution of mixed methods research methods offers opportunities for methodologists to describe and develop techniques that are closer to what researchers are actually using in practice (Johnson & Onwuegbuzie, 2004).

A variety of challenges face researchers utilizing the mixed method model. These include the need for an extensive data collection, a significant amount of time dedicated to the analysis of text and numerical data, and the need for the researcher to have a solid understanding of both qualitative and quantitative research forms (Creswell, 2009).

Creswell and Plano Clark (2007) summarized the research by Tashakkori and Teddlie (2003) to identify four major designs typically associated with mixed methods research: triangulation, embedded, explanatory and exploratory design. In the field of educational research, mixed method design models typically utilized are the sequential and concurrent explanatory model; sequential and current exploratory model; and concurrent triangulation model. This study utilized a sequential explanatory method, collecting both quantitative and qualitative data in a sequential manner. The study began with a survey whose purpose was to generalize a population and select participants for the follow up qualitative phase; the second phase focused on qualitative open-ended interviews to collect detailed views from participants. The strengths associated with the explanatory design are the simplicity and straightforwardness of the two-phase data collection; the ability to present a reader friendly report that may appeal to the quantitative researcher; and the ability of the model to be utilized for multiple phase research designs (Creswell & Plano Clark, 2007). Shortcomings of the design include the amount of time needed to complete the study; decisions regarding the sample groups for both phases of the study; and challenges with the internal review board if the researcher cannot specify how participants of the second phase will be selected (Creswell & Plano Clark, 2007). The steps of the sequential explanatory mixed method model design are pictured in Figure 3.1.

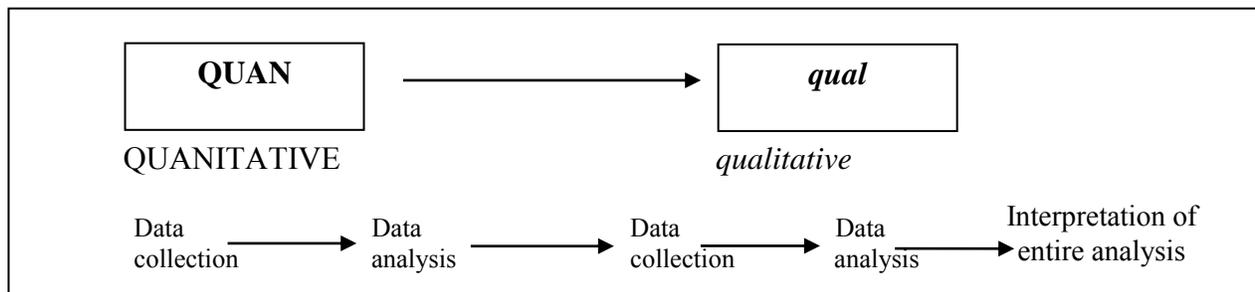


Figure 3.1 Sequential explanatory design (Creswell, 2009).

Research Approach

As an embedded sequential explanatory study, the first phase involved collection of quantitative data. One of the oldest methods is through the use of a survey (Newman, 2003). Numerical data is collected and analyzed as related to what is being studied (Creswell, 2009). Utilizing a survey instrument, the researcher can simply collect data in a systematic means through direct contact with subjects within the population. The survey method is appropriate for social research when gathering information regarding ones' beliefs, perceptions or behaviors (Hess, 1994). Survey design produces a quantitative or numerical description of some characteristic, trend, attitude or behavior of the population through a questioning process (Fowler, 1998). Utilizing statistical methods, quantitative researchers analyze the data and statistical inference procedures to generalize findings from a sample to define the population (Creswell, 2009; Gall, Gall & Borg, 1999).

An advantage of utilizing quantitative research methods is the limited interaction of the researcher with the sample population, thereby providing for impartial findings which are presented in an objective report (Gall, Gall & Borg, 1999). The quantitative study includes paired questionnaires to survey district superintendents and their respective school board presidents based on the survey constructed by Johnson (2004) in his study of school board, community organization structures and superintendent leadership styles in Oklahoma. Johnson developed his survey from the work of Hess (1994), Smith (1998) and Lere (2004). The original instrument designed by Hess (1994) was used to survey public school district superintendents in order to obtain information regarding community power structures, school board behaviors and superintendent leadership style in Wisconsin. In the development of the original instrument a panel of experts, including one of the original authors of the McCarty-Ramsey theoretical model,

Dr. Donald Ramsey, participated in the design. The instrument was validated by educational leadership experts at the University of Wisconsin and was piloted in eight school districts in the state. This instrument contains operational and behavioral statements that define the community, board types and superintendent leadership styles. Demographic, socio-economic and student achievement data are addressed through additional questions included in the instrument. Smith (1998) modified Hess' (1994) survey to study school board presidents and school district superintendents. Lere (2003) completed his research of the model and superintendent tenure in Colorado. This was followed in 2007 by Johnson who added the factor of student achievement to school districts across the state of Oklahoma.

The utilization of this survey instrument for this study provided the researcher with the ability to quickly gather information about the school districts involved in a relatively short period of time. According to Hess (1994), in order for a school district to function at an optimal level; there must be a positive relationship among superintendent leadership styles, school board types, and community power structures (p. 93). The results from this survey fulfilled the initial questions outlined in the study and assisted in the selection of districts identified as being non-congruent through the analysis of the community power structure, school board type and superintendent leadership style . Those districts that demonstrated positive student performance growth, as measure by the California Academic Performance Index (API) were selected for a follow-up interview and investigation to reveal factors that contribute to these student achievement results. The time-intensive nature of in-depth interviews coupled with open-ended responses further supported the utilization of a survey instrument for this study.

As a sequential explanatory mixed-method study, the intent of the qualitative phase was to investigate the results of an identified group of school districts from the initial quantitative

results. The second phase of this mixed method study sought to collect and analyze qualitative data gathered from structured interviews, to collect and analyze of archival, administrative and performance data from structured observations of meetings. By utilizing the principles of naturalistic inquiry (Lincoln & Guba, 1985), this study sought to reveal multiple realities within the studied populations.

Population and Sample

The population for this study consisted of school districts from two southern California counties. The list of school districts, school board presidents and district superintendents was obtained from the respective County Superintendent's Offices. Information regarding accountability ratings, test data, graduates, staffing, and demographic information was obtained from the California Department of Education website link to DataQuest and Ed-Data.

The survey was initially sent to the school board president and superintendent in the 54 public school districts located in two southern California counties. Although special county schools and county school board data was available for this study, these special schools were not included in this research because the focus of this study is on the local school board.

Participation was entirely voluntary with all participants of this study and the option was given to withdraw from the study at any time. The follow-up interviews were conducted from the results gathered from the initial survey in high performing districts revealing non-congruent school board type and superintendent leadership styles.

Instruments

Permission was obtained to use the survey utilized by Johnson (2004), Lere (2003), Smith (1998) and Hess (1994) to gather data related to the topics related to community power structures, school board type and superintendent leadership style. Two instruments were utilized, one for the district superintendent and one for the school board president. Minor changes were made to the superintendent and board survey. Item 32 reads, ~~“The median income of my community is (circle one) above \$35,000, below \$35, 000.~~ This has been modified to align with the 2000 United States Census Data to above \$48,500 and below \$48,500 (US Census, 2000). Original Item 41 reads, ~~“What is your school district’s overall District API score for Regular Education Students? 2003 – 2004, 2004 – 2005 and 2005 – 2006”~~ was altered to read ~~“What is your school district’s overall District API score for 2007 – 2008, 2008 – 2009, 2009 – 2010”~~. Written permission was obtained by Johnson to make these two minor changes.

Procedures

This mixed method research utilized a sequential explanatory design with the initial data collection focusing on quantitative data through the use of a survey instrument. The analysis of the initial quantitative phase built the participant groups for the qualitative research.

Survey Procedures

Selected school district superintendents and board presidents were sent an email to request their participation. Included in the email was a statement explaining the research and requesting the recipient to complete the attached survey. Participants were provided options for completing the survey including utilization of a paper instrument or by accessing an electronic

version of the survey. Follow-up telephone calls, emails and mailings were utilized to increase response rate.

Demographic data, as a part of the survey, was requested from each participant. The school board president was asked to supply age, gender, education, years of service as a school board member and years of service as school board president, number of superintendents while president, number of superintendents as board member, and each had the opportunity to request a summary of these findings. The superintendent was asked to provide age, gender, highest degree attained, years of service in the current position, total years as superintendent, and each had the opportunity to request a summary of these findings

Interview Procedures

School board presidents and superintendents whose districts reveal both non-congruent factors in the McCarty-Ramsey model and three years of student academic performance gains were asked to participate in a follow - up interview. The interview consisted of open ended questions developed from prior studies related to educational practices that positively affect student achievement. The interview questions were recorded, coded and analyzed for patterns.

Observation Procedures

Utilizing other data resources, the study delved into underlying data sources including election data, administrative data, and demographic information. These sources were coded and information analyzed for patterns.

Reliability, Validity, and Objectivity

In mixed method research models, researchers use systematic methods to gather useful and quality data. In quantitative research methods, Neuman (2003) noted that the method of

measuring data is dictated by the style of the research. Reliability and validity are critical to all measures because both are concerned with how measures are connected. Creswell (2009) defines reliability refers to “whether scores to items on an instrument are internally consistent, stable over time and whether there was consistency in test administration and scoring” (p. 233). Validity suggests truthfulness and refers to the match between a construct, or the way a researcher conceptualizes the idea in a conceptual definition or measure (Neuman, 2003). While controlling bias in qualitative studies can be challenging, Lichtman (2006) suggests that “striving for objectivity by reducing bias is not important in qualitative research as the researcher has views on the topic and would not be investigating a particular topic if she had not thought about the topic” (p. 13). In qualitative research, reliability indicates that a particular approach is consistent across different researchers and different projects (Creswell, 2009). To create validity, researchers employ particular procedures in order to check for the accuracy of findings. The mixed method researcher has to address strategies to insure for reliability, validity, and objectivity in order to assure that the researcher is able to make meaningful and accurate conclusions from the study. In this exploratory design, the utilization of the qualitative second phase builds on the data collected in the quantitative phase by selecting participants from phase one and selecting specific themes for the follow up interviews helped to minimize threats to validity.

Data Collection

Initial contact letters were emailed to the superintendent’s and Board of Education’s secretary to determine the preferred delivery method of the survey. After two weeks, follow up phone calls to the superintendent’s secretary were placed and emails were sent to individuals

who had not responded to the initial invitation. The survey was available for access through a web-based survey site and was e mailed to individuals who prefer this method. Respondents who select the digitalized option were emailed directions including login information and identification codes. Other participants received the survey, pre-coded, in a PDF format. They returned their completed survey by faxing it back to the researcher. Both the electronic and hard copy questionnaires included a personalized letter to the superintendent and board president to explain the nature of the research and request participation in the study. The superintendent and school board president surveys were coded and matched to assure that their responses were matched and analyzed for similarities and differences

The second phase of the research consisted of a structured interview. Participants were selected from districts that have paired respondents and whose survey results indicate the presences of an incongruent relationship among the three domains of the McCarty-Ramsey model. The interviews were conducted through a means that is most convenient to the interviewee. Possibilities included face to face interviews, telephone interviews or interviews conducted via Skype. The interviews were recorded and the raw data was be transcribed using Dragon Speak and coded by using both NVivo, a software program specifically designed for statistical coding by hand (Creswell & Clark, 2007).

Data Analysis

Analysis of the data focused on identifying types of community power structures, school board types, readiness of board members for professional development, superintendent leadership styles, and any correlations between the data sets in each of the participating school districts. The survey design was divided into three sections. Respondents were asked to rank

order all of the four choices for each of the 27 questions. Each answer was associated with one of the four types of community power structure, school board type or superintendent leadership styles. Depending on the perception of the respondent, these items may be rank ordered as to the frequency or strength associated with the behavior. The higher the ranking, the more usual the described behavior is viewed by the respondent. Overall point totals were converted to rank order for analysis, compiled in a spreadsheet, and paired responses from superintendents and board presidents were studied for similarities in perception.

The second phase of the study focused on districts showing growth in student performance where the correlation between the three factors outlined in the McCarty-Ramsey model was incongruent. Interviewees were selected from those districts who showed both incongruent factors with the model, and a trend of more than two years increase in the district's API. In this study, identification of the number of participant pairs in the second stage of the study was based on the number of participants in Stage 1 who were interested in being interviewed. Interview data collected was transcribed and coded to prepare the data for analysis (Creswell & Clark, 2007). A codebook listing the variables, their definitions, and the variable numbers was developed to assist in categorizing the interview information for themes. The coding program assisted in the development of broad themes which were compared (Creswell & Clark, 2007). Finally, an analysis of the frequency of superintendent leadership styles and districts displaying healthy student performance was explored to identify if any patterns were revealed as a possible correlation between leadership type and positive student achievement (Marzano & Waters, 2006; DuFour, 1999; IASB, 2000; Glass, et al., 2000; Johnson, 2007).

Summary

This chapter described the procedure utilized in the study of the relationships between community power structures, school board types, superintendent leadership styles, and student achievement in selected California school districts. The chapter presented the two research questions, identified the population to be surveyed, explained the distribution and collection of the surveys and defined the research methodology. The chapter concluded with a review of the procedures proposed for data analysis. Chapter IV presents my findings and an analysis of the collected data.

CHAPTER IV

FINDINGS AND ANALYSIS

This chapter describes the analysis and derived findings in relation to the two research questions directed by the purpose of this study. The analysis and resulting findings, which include quantitative and descriptive data derived from interviews and the survey responses were used to analyze the relationship between superintendents and school board presidents in the two selected California counties regarding the types of community power structures, types of school boards and superintendent leadership types. The study examined the different combinations found to determine the existence of misalignment among the school board or community power structure and superintendent leadership type. The study included interviews of identified pairs of school board presidents and superintendents in order to examine the impact of these relationships on student achievement and sought to determine if a particular superintendent leadership style existed in districts showing positive student performance gains. This chapter consists of six sections. The second section describes the population of the superintendents and school board presidents who participated in the study and their corresponding communities. The third section consists of the statistical analysis of the data obtained from the survey and the fourth section consists of the analysis of the data from the interviews. The fifth section consists of interpretation of the data. The chapter concludes with a summary of the findings.

Surveyed Population and Demographic Information

The population data utilized in this study was a combination of elements derived from the California Department of Education, Data Quest, the California School Boards Association, and the demographic data furnished in the McCarty-Ramsey survey instrument. The accountability ratings

were obtained for the 2007-2008, 2008-2009, and 2009-2010 school years. The superintendents and school board presidents surveyed were individuals serving in that capacity for the 2009-2010 school year. Fifty-two districts were identified to participate in the study. Four districts declined and two superintendents were replaced. During the survey period, school board elections took place where several incumbents were not re-elected to their seats. In this case, the school board president seated during the 2009-2010 school year was asked to complete the survey and participate in the interview. Table 4.1 displays the survey response rates.

Table 4.1

Survey Response Rate (N=52)

Groups	<i>n</i>	%
School Board Presidents	23	44.23
Superintendents	21	40.38
Paired Districts	15	28.84

n=participants; % = percent of N

Survey invitations were emailed to all superintendents and school board presidents of the 52 selected school districts. Follow-up phone calls were placed and second emails were sent in order to improve the response rate. At the conclusion of the time frame allotted for the survey period, 21 superintendents responded to the survey. Four (19.1%) respondents were female and 17 (80.9%) respondents were male. Of the 21 respondents, 10 have earned a terminal degree (Ed. D, Ph.D.), 2 are currently in doctoral programs, and 9 have earned a master’s degree.

Over the three year period analyzed for student performance gains, , 35 of the 52 school districts selected for this study met or exceeded their Academic Performance Index (API) goal for

each of the three years. Fifteen school districts showed API growth during the three years which also included one or more years where they failed to achieve their API growth goal. Two school districts showed overall negative gains in API over the three year period. Table 4.2 describes the data elements utilized in this study from the California Department of Education.

Table 4.2

Descriptive Statistics of Academic Performance Index (API) 2007 to 2010 (N=52)

Groups	<i>n</i>	%
API goals met all 3 years	35	67.31
API goals meet 2 of 3 years	11	21.15
API goals meet 1 of 3 years	4	7.69
API growth overall during 3 year	50	96.15
API loss overall during 3 years	2	3.85

N=number achieving criteria, % = percent of whole

Table 4.3 illustrates the wide range of student population within the 52 school districts. The table illustrates the ethnic distribution of the combined districts, the economically disadvantaged students and the English learner population.

Table 4.3

Descriptive Statistics of Student Enrollment Data 2007 to 2010 (N=574,992)

Student Enrollment	<i>n</i>	Percent	<i>Mdn</i>	<i>M</i>
District Student Count	574992	100.00	7533.00	11058.00
African American	47087	8.19	549.00	906.00
American Indian	3538	0.62	41.00	68.00
Asian	17515	3.05	190.00	337.00
Filipino	19797	3.44	90.00	380.71
Hispanic or Latino	342617	59.59	4079.00	6588.79
Native Hawaiian or Pacific Islander	2647	0.46	39.50	50.90
White	142068	24.71	1718.50	2732.08
Two or More Races	7293	1.27	71.50	140.25
Socioeconomically Disadvantaged	355013	61.74	4430.50	6827.17
English Learners	178222	31.00	1491.50	3427.35
Students with Disabilities	66124	11.50	874.00	1271.62

n=Student population; Mdn=Median; M=Mean

Table 4.4 displays the distribution of service for superintendents in their current position, and Table 4.5 reveals the wide range of service as a superintendent. Further examination of the distribution of service in their current positions reveals that 85 percent have been in their current position for 2 to 6 years. One superintendent has been in his current position for longer than 10 years.

Table 4.4

Distribution of Service as a Superintendent in Current Position (N=21)

Years of Service	<i>n</i>	%	Cumulative %
1 year	3	14.29	14.29
2 years	3	14.29	25.57
3 years	6	28.57	57.14
4 years	1	4.76	61.90
5 years	2	9.52	71.43
6 years	3	14.29	85.71
7 years	0	0.00	85.71
8 years	0	0.00	85.71
9 years	2	9.525	95.24
10 years	0	0.00	95.24
11+ years	1	4.76	100.00

n=frequency; %=% of N

A further breakdown, as reflected in Table 4.5, reveals that 76.2 percent of the responding superintendents had served in the capacity of superintendent for 2 to 10 years. Three superintendents had served 11 or more years in that capacity.

Table 4.5

Distribution of Service as a Superintendent

Years of Service	<i>n</i>	%	Cumulative %
1 year	2	9.52	10.50
2 years	1	4.76	14.29
3 years	5	23.81	38.10
4 years	1	4.76	42.86
5 years	1	4.76	47.62
6 years	4	19.05	66.67
7 years	0	0.00	66.67
8 years	0	0.00	66.67
9 years	1	4.76	71.43
10 years	3	14.29	85.71
11+ years	3	14.29	100.00

n=frequency; % = % of N

Table 4.6 reflects the distribution of the responding superintendents by age. The majority (65%) of superintendents fell into the 40-59 age group. Twenty-three school board presidents responded to the emailed survey invitation. Seven (27.27%) were female and 16 (72.72%) were male.

Table 4.6

Distribution of Superintendent by Age (N=21)

Age	<i>n</i>	%	Cumulative %
30-39 years	1	4.76	4.76
40-49 years	3	14.29	19.05
50-59 years	11	52.38	71.43
60-69 years	6	28.57	100.00

n=frequency; %= % of N

Of the 21 respondents, all were elected to their positions as members of their community's school board. Table 4.7 describes the age distribution of the respondents. This data reveals that the majority (65.22%) of school board presidents falls in the age range of 40 – 59 years old and 8.70% are in the range of 70 – 79 years old.

Table 4.7

Distribution of School Board President by Age (N=23)

Age	<i>n</i>	%	Cumulative %
30-39 years	0	0.00	0.00
40-49 years	7	30.43	30.43
50-59 years	8	34.78	65.22
60-69 years	6	26.09	91.30
70-79 years	2	8.70	100.00

n=frequency; %= % of N

Table 4.8 displays the distribution of service as board member, and Table 4.9 displays the distribution of service as of the school board member in the capacity of president.

Table 4.8

Distribution of Service as a School Board Member (N=23)

Years of Service	<i>n</i>	%	Cumulative %
1 year	0	0.00	0.00
2 years	3	13.04	13.04
3 years	0	0.00	13.04
4 years	3	13.04	26.09
5 years	4	17.39	43.48
6 years	0	0.00	43.48
7 years	2	8.70	52.17
8 years	3	13.04	65.22
9 years	1	4.35	69.57
10 years	0	0.00	69.57
11+ years	7	30.43	100.00

n=frequency; %= % of *N*

All respondents have served as board president for 1 to 8 years. Fifty-six percent have served for one to three years as school board president.

Table 4.9

Distribution of Service as a School Board President (N=23)

Years of Service	<i>f</i>	%	Cumulative %
1 year	4	17.39	17.39
2 years	5	21.74	39.13
3 years	4	17.39	56.52
4 years	0	0.00	56.52
5 years	5	21.74	78.26
6 years	0	0.00	78.26
7 years	1	4.35	82.61
8 years	4	17.39	100.00
9 years	0	0.00	100.00
10 years	0	0.00	100.00

f=frequency; %= % of *N*

Table 4.10 illustrates the demographic information for each district according to size. The majority of school board presidents served in school districts with a student population enrollment of 5,000 or greater, and more than 34% served in school districts with a student enrollment of 10,000 or more.

Table 4.10

Distribution of School Board Presidents by District Size (N=23)

Group	<i>f</i>	%
Under 1000 students	2	8.70
1000 - 1999 students	0	0.00
2000 - 2999 students	3	13.04
3000 - 3999 students	4	17.39
4000 - 4999 students	1	4.35
5000 - 5999 students	1	4.35
6000 - 6999 students	1	4.35
7000 - 7999 students	2	8.70
8000 - 8999 students	0	0.00
9000 - 9999 students	1	4.35
10000 + students	8	34.78

f=frequency; %= % of N

Summary of Descriptive Population Statistics

The population data utilized in this study was a combination of data elements provided by the California Department of Education, Data Quest, California School Boards Association and results obtained from the survey instrument utilized in this study. The accountability ratings were obtained for the 2007-2008, 2008-2009 and 2009-2010 school years. The demographic data including student counts and significant subgroup data were obtained for the 2009-2010 school year. The superintendents and school board presidents surveyed were in their positions for the 2009-2010 school years. Fifty-two school districts were invited to participate in the study.

Of the school board presidents, 23 (44.23%) returned their surveys while 21 (40.38%) superintendents returned their surveys. Paired survey returns were 23.08 percent. The mean student

count of the entire population was 11,058 with the smallest responding district having an enrollment of 212 students and the largest having 39,180 students. The mean ethnicity for the Hispanic population was 59.59 percent, and the socio-economically disadvantaged population mean was 61.74 percent. Student performance gains observed in the three year period revealed that 96.15 percent of the districts showed overall API gains over the three year period, which included 67.31 percent who showed growth in each of the three years. A three year decline of API growth occurred in 3.85 percent of the districts in the two California counties studied in this research.

The educational level for the superintendent surveyed revealed that 12 (57.14%) of the 21 were in the process or had completed a terminal degree. Their average tenure as superintendent in their current district was 4.19 years and overall average tenure as superintendent was 5.91 years. The average age of the responding superintendents was 50.48 years of age.

The average of the responding school board presidents was 51.31 years of age with an average service of 7.04 years as a school board member. The average time as school board president was 3.91 years. The mean size of the school districts whose school board president-responded to the survey had a student enrollment of 6,250 with the largest responding district having 39,180 students and the smallest district with 212 students enrolled.

The demographic information received as part of this study provides a background for the portion of the study that deals with the community power structures, school board types and superintendent leadership styles. The following section details the survey used in this study and provides a statistical analysis to answer the two research questions proposed by this study.

Survey Data Analysis Findings

The study is based on 27 survey questions related to the relationship among the community power structure, school board type and superintendent leadership styles in two selected California counties. The survey used in this study was provided on-line through the Survey Monkey website and emailed in a PDF format to superintendents and school board presidents. The first 27 questions of the survey consisted of three sets of nine questions related to the behavior of the three domains – community power structure, board type and superintendent leadership style. Each respondent was asked to rank, in order, the possible responses to how similar the behavior or condition was to their school district. The first section related to conditions related to community power structures, the second related to school board types and the third set of questions describes superintendent leadership styles. The final section contains the analysis of the school board president and superintendent whose responses were paired. Ten of these selected pairs participated in the interview component of this research. Based on the definitions in the model developed by McCarty and Ramsey (1971), each of the four possible responses provides an example of the type of community power structure, school board type or superintendent leadership style.

Table 4.11

McCarty-Ramsey Theoretical Model

Community Power Structure	School Board Type	Superintendent Leadership Style
Dominant	Dominated	Functionary
Factional	Factional	Political Strategist
Pluralistic	Status Congruent	Professional Advisor
Inert	Sanctioning	Decision Maker

Statistical Analysis of Survey Domains

For this research, the number and percentages of the types of community power structures, school board types and superintendent leadership styles are presented. Research question 1 results involve the pairing of respondents to determine a variance in response to identify misalignment structures using the McCarty – Ramsey model. Table 4.12 describes the detailed responses for each item in the nine questions related to the community power structure.

Table 4.12

Description of Community Power Structure by Variable

Community Type		Dominated		Factional		Pluralistic		Inert		Total
	<u>N</u>	<u>n</u>	<u>%</u>	<u>n</u>	<u>%</u>	<u>n</u>	<u>%</u>	<u>n</u>	<u>%</u>	<u>n</u>
Superintendent	21	362	24.01	357	23.67	307	20.36	482	31.96	1508
School Board President	23	360	18.92	383	20.13	407	21.39	753	39.57	1903

N = number of participants; n = sum of responses

The results of the survey indicate that superintendents and school board presidents in the responding school districts believe that all four community types exist. Each of the variables received a ranking from 1 (*extremely like*) to 4 (*extremely unlike*). Based on the sum of the rankings, overall, superintendents ranked pluralistic community power structure as extremely like, and inert as extremely unlike in their communities. School board presidents different in their opinion in ranking dominated as extremely likely and agreed with the superintendents in ranking inert as extremely unlikely as their community power structure.

Table 4.13 displays the mean and standard deviation for each of the individual variables rated in the nine questions for the community power structure.

Table 4.13

Description of Community Power Structure Response by School Board President Respondents

	MEAN (<i>Standard Deviation</i>)								Type
	<u>DPS</u>		<u>FPS</u>		<u>PPS</u>		<u>IPS</u>		
	M	SD	M	SD	M	SD	M	SD	
1	2.38	1.06	2.13	1.07	2.63	1.41	2.63	1.06	FPS
2	2.63	1.19	2.63	1.04	1.50	0.74	3.00	1.20	DPS / FPS
3	2.13	0.64	2.25	1.20	2.63	1.04	3.13	1.13	DPS / FPS
4	2.25	0.89	2.63	1.06	1.50	0.74	3.50	1.07	DPS
5	2.13	0.83	2.88	1.06	1.75	0.64	3.38	1.19	DPS
6	2.88	1.25	2.13	1.06	1.75	0.74	2.88	1.13	FPS
7	2.25	1.28	2.38	0.76	2.13	1.16	3.25	1.04	FPS
8	2.50	1.20	2.00	1.04	2.75	1.19	2.63	1.51	DPS / FPS
9	2.63	1.19	2.38	0.76	2.00	1.28	3.13	0.83	FPS
10	2.25	1.04	2.25	1.07	2.38	0.89	3.50	0.76	FPS
11	2.38	1.06	3.00	1.04	2.25	1.25	2.75	1.04	DPS
12	2.38	0.92	2.25	0.93	2.38	1.41	2.63	1.19	DPS
13	2.50	0.76	2.63	0.89	1.75	1.13	2.88	1.36	DPS / PPS
14	1.75	0.89	2.63	1.16	3.13	1.13	2.63	1.41	DPS / PPS
15	2.13	1.13	2.25	1.06	2.38	0.99	3.38	0.74	DPS / PPS
16	2.38	1.19	3.13	1.07	2.00	1.13	2.75	0.71	PPS
17	2.50	0.76	2.63	1.13	1.88	0.89	2.88	1.25	PPS
18	2.38	1.06	2.25	0.93	2.13	1.41	2.88	1.13	FPS
19	2.25	0.89	1.75	0.76	2.00	0.99	3.63	0.74	DPS / FPS
20	2.25	0.92	1.50	0.76	2.63	0.64	4.75	0.71	FPS
21	2.13	1.04	2.00	0.76	2.38	1.13	4.63	1.19	FPS
22	2.25	0.71	3.38	1.07	2.50	0.92	1.38	0.74	IPS
23	2.50	0.76	2.27	0.89	1.75	1.26	2.88	1.36	DPS/PPS

Additional analysis of the responses (Appendix H) shows the individual school board president respondents, including the standard deviation and confidence interval for each of the factors within

the community power structure. The results from each respondent were analyzed to determine which of the community power structure type best reflected their responses.

Of the 23 respondents by school board presidents, 4 (17.39%) respondents were categorized as having a dominant community power structure, 8 (34.78%) respondents were categorized as having a factional community power structure, 2 (8.69%) were categorized as having a pluralistic community power structure, and 1 (4.34%) respondent indicated results that categorized their community power structure as inert. Four respondents (17.39%) results were best categorized as having dominant-factional community power structures, and 4 (17.39%) respondent community power structures were best categorized as dominant-pluralistic.

Table 4.14 displays the individual community power structure results by the responding school superintendents. The mean, standard deviation and confidence interval was utilized to determine which community power structure best reflected their responses. Of the 21 respondents, 4 (19.04%) identified their community power structure as dominant, 4 (19.04%) as factional, 7 (33.33%) as pluralistic, and 1 (4.76%) as inert. Two (9.53%) superintendent responses categorized their community power structure as factional-pluralistic, 2 (9.53%) as dominant-pluralistic and 1 (4.76%) as dominant-factional. Additional analysis of the responses (Appendix G and Appendix H) show the individual superintendent respondents including the standard deviation and confidence interval for each of the factors within the community power structure. The results from each respondent were analyzed to determine which of the community power structure type best reflected their responses.

Table 4.14

Description of Community Power Structure Responses by School District Superintendents

	MEAN (<i>Standard Deviation</i>)								Type
	<u>DPS</u>		<u>FPS</u>		<u>PPS</u>		<u>IPS</u>		
	M	SD	M	SD	M	SD	M	SD	
1	2.75	0.98	1.63	0.74	1.88	1.13	3.75	1.50	FPS
2	2.75	1.25	2.38	1.06	1.75	0.89	3.13	1.38	PPS
3	3.00	1.07	2.13	1.36	2.13	1.13	2.50	1.35	FPS/PPS
4	3.00	1.00	3.13	0.64	2.25	1.04	1.63	1.27	IPS
5	1.88	0.79	2.38	1.06	2.38	0.92	3.38	1.46	DPS
6	2.38	0.76	2.63	0.92	1.50	0.76	3.50	1.57	PPS
7	2.00	0.82	2.00	1.07	2.00	1.07	3.50	1.57	DPS
8	2.75	1.27	2.25	1.39	2.50	0.93	3.00	1.40	FPS/PPS
9	2.75	0.98	1.88	0.83	2.00	1.20	2.88	1.70	FPS
10	2.50	1.11	3.00	0.76	2.00	0.93	2.50	1.53	PPS
11	2.00	0.90	2.50	1.07	2.13	1.13	3.38	1.46	DPS
12	2.25	0.90	2.13	0.83	1.88	0.83	3.75	1.57	PPS
13	2.25	1.13	2.38	0.92	2.13	1.13	3.25	1.50	PPS
14	2.13	0.90	2.38	1.06	2.00	0.93	3.25	1.70	DPS/PPS
15	2.25	1.07	2.50	0.93	2.25	1.39	3.00	1.40	DPS
16	2.00	0.90	2.75	0.71	1.75	0.89	3.50	1.57	PPS
17	2.50	0.98	2.75	0.71	1.50	0.93	3.25	1.51	PPS
18	1.75	0.76	1.75	0.89	2.25	0.89	3.75	1.57	DPS/FPS
19	2.38	0.95	2.13	0.83	2.13	0.99	3.38	1.70	FPS
20	1.88	0.76	2.25	0.89	2.13	0.83	3.38	1.70	DPS/PPS
21	2.75	0.98	1.88	0.74	1.88	1.13	3.75	1.5	FPS

Utilizing the mean, Table 4.15 compares the responses of the rankings of superintendents and school board presidents regarding school board types. The results of the survey indicate that superintendents and school board presidents believe that all four types of school boards exist. Each of the variables received a ranking from one (extremely like) to four (extremely unlike).

Table 4.15

Description of School Board Type by Variable

School Board Type	N	Dominated		Factional		Status Congruent		Sanctioning		Total
		<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	
Superintendent	21	360	23.78	456	30.12	322	21.27	376	24.83	1514
School Board President	22	410	24.32	493	29.24	352	20.88	431	25.56	1686

N = number of participants; n = sum of ranked responses; % = % of response sums

Based on the sum of the rankings, overall, both superintendents and school board presidents ranked status congruent school board types as extremely like and factional as extremely unlike or least common as their school board type. Superintendents ranked the of the school board type in order from extremely like - status congruent to factional to sanctioning, and extremely unlike as factional. School board presidents ranked as most common the status congruent school board type, factional as like, sanctioning school board as unlike and the factional school board as the least common.

Tables 4.16 and 4.17 illustrate the individual responses of the school board president and superintendent regarding the eight survey questions related to the school board type. Table 4.16 illustrates the responses by school board presidents. Utilizing the mean, standard deviation and confidence interval, the results from each respondent was analyzed to determine which school board type best reflected their responses. Of the 23 respondents by school board presidents, 5 (21.74%) respondents were categorized as having a dominant combination school board type, 14 (60.87%) respondents were categorized as having a status congruent school board type, 2 (8.69%) respondents were categorized as having a factional school board, and 1 (4.35%) were categorized as having a sanctioning school board type.

Table 4.16

Description of School Board Type Responses by School Board President

	MEAN (<i>Standard Deviation</i>)								Type
	DB		FB		SCB		SB		
	M	<i>SD</i>	M	<i>SD</i>	M	<i>SD</i>	M	<i>SD</i>	
1	1.88	0.99	2.89	0.74	2.44	1.24	1.63	0.74	DB/SB
2	2.50	1.07	2.56	1.20	1.44	0.73	2.50	1.07	SCB
3	2.88	0.64	2.22	1.20	2.11	1.05	2.63	1.30	FB/SCB
4	2.63	0.52	3.00	0.74	1.22	0.67	2.38	0.92	SCB
5	2.25	0.89	2.33	1.19	2.00	1.32	2.88	0.83	DB/SCB
6	2.38	1.19	2.67	1.13	1.78	0.97	2.75	0.89	SCB
7	2.50	1.07	2.11	1.30	1.78	1.09	2.88	0.83	SCB
8	2.38	0.92	2.44	1.41	1.89	0.93	2.25	1.39	SCB
9	3.00	1.07	2.22	1.30	1.89	1.05	2.38	0.74	SCB
10	2.63	1.06	2.44	1.04	1.78	0.97	2.75	1.16	SCB
11	1.88	0.99	3.33	0.35	1.67	0.71	2.00	0.93	SCB
12	2.88	0.99	2.78	1.07	1.78	0.83	2.38	1.06	SCB
13	2.50	1.41	2.78	0.71	1.89	1.05	1.63	0.74	SCB
14	2.00	1.31	2.56	0.76	2.22	1.30	2.00	1.07	SB
15	2.63	1.19	2.56	0.64	2.11	0.93	2.50	1.41	SCB
16	2.75	1.28	3.00	0.53	1.44	0.73	1.88	0.99	SCB
17	2.13	1.13	3.00	0.74	1.67	0.87	2.38	1.19	SCB
18	2.75	1.16	2.78	0.64	1.56	0.88	2.50	1.07	SCB
19	2.13	0.99	1.89	1.13	2.22	1.20	3.13	0.99	DB/FB
20	2.13	0.99	2.56	1.07	2.00	1.27	4.13	0.99	DB/SCB
21	2.50	1.20	2.67	1.13	2.22	1.13	4.38	0.76	DB/SCB
22	1.63	0.52	1.33	0.46	3.22	0.67	3.25	1.04	FB
23	2.13	0.99	1.22	0.46	3.11	0.93	3.13	0.64	FB

Deeper analysis of the dominant combination board types revealed one respondent (4.35%) result was best categorized as having dominant-factional school board type, 3 (13.04%) respondent school

board types were best categorized as dominant – sanctioning, and 1 (4.35%) was categorized as a dominant – factional school board.

Table 4.17 displays the individual school board type results by the responding school superintendents. The mean, standard deviation and confidence interval was utilized to determine which community power structure best reflected their responses.

Table 4.17

Description of School Board Type Responses by School District Superintendents

	MEAN (<i>Standard Deviation</i>)								Type
	DB		FB		SCB		SB		
	M	SD	M	SD	M	SD	M	SD	
1	2.13	0.99	2.11	1.30	2.67	1.22	2.75	0.89	DB
2	1.88	0.99	3.00	0.71	1.89	1.17	2.50	1.07	DB
3	2.38	1.30	2.56	1.13	2.44	1.13	2.63	0.92	DB
4	2.50	1.31	2.89	0.83	1.78	0.97	1.75	0.71	SCB
5	2.63	0.92	2.78	0.87	2.44	1.24	1.88	0.99	SB
6	2.50	0.93	2.67	1.00	1.33	0.71	2.50	1.20	SCB
7	1.88	1.25	2.22	0.83	2.33	1.00	2.88	1.36	DB
8	2.50	1.07	2.22	1.01	1.78	1.09	3.25	0.71	SCB
9	2.00	1.20	2.67	1.22	1.89	0.93	2.38	0.92	DB / SCB
10	2.63	1.06	2.78	1.05	1.89	0.93	2.38	0.92	SCB / SB
11	2.13	1.13	2.89	0.97	2.00	0.71	2.63	1.06	SCB
12	2.50	1.20	2.33	1.01	1.78	0.83	2.50	1.41	SCB
13	2.25	1.04	2.22	1.01	1.67	0.87	3.00	1.31	SCB
14	3.00	1.07	2.56	1.36	1.44	0.73	2.00	0.93	SCB
15	2.63	1.06	3.11	0.73	1.56	0.88	2.00	0.93	SCB
16	2.63	0.52	3.11	0.73	1.67	0.71	2.25	1.28	SCB
17	2.50	1.20	2.89	0.67	1.56	0.88	2.38	1.19	SCB
18	2.13	0.99	2.67	1.05	1.78	0.97	2.88	1.25	SCB
19	2.25	0.89	3.00	1.12	1.89	0.93	2.50	1.41	SCB
20	2.38	1.45	2.56	1.13	2.44	1.13	2.63	0.92	DB
21	2.25	1.12	1.44	0.73	3.00	1.23	3.00	0.93	FB

Of the 21 respondents, 5 (23.81%) identified their school board type as dominant, 12 (57.14%) as a status congruent board, and 1 (4.76%) as sanctioning board. One of the respondents (4.76%) indicated the presence of a factional school board type. Combinations of board types were revealed in the superintendent responses. One (4.76%) was identified as dominant–status congruent school board type and 1 (4.76%) was identified as status congruent–sanctioning school board type. Additional analysis of the responses (Appendix I and Appendix J) show the individual superintendent respondents for each of the factors within the school board type including the standard deviation and confidence interval. The results from each respondent were analyzed to determine which of the community power structure type best reflected their responses.

Table 4.18 compares the responses of the rankings of superintendents and school board presidents regarding superintendent leadership style. Results demonstrate that there is agreement that the most often type of superintendent leadership style represented is the professional advisor and the least common is the political strategist.

Table 4.18

Description of Superintendent Leadership Type by Variable

Superintendent Leadership Style	N	Dominated		Factional		Pluralistic		Inert		Total
		<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	
Superintendent	21	428	26.42	426	26.30	323	19.94	443	27.35	1620
School Board President	22	492	26.03	544	28.78	366	19.37	488	25.82	1890

N = number of participants; n = sum of ranked responses; % = % of response sums

Superintendents ranked the professional advisor as the leadership style most commonly utilized followed by political strategist, functionary, and, lastly, decision maker. The school board

president ranked the professional advisor as most like their district followed by functionary, then decision maker and political strategist as most unlike their district.

Tables 4.19 and 4.20 illustrate the individual responses of the school board president and superintendent regarding the eight survey questions related to the superintendent leadership style

Table 4.19

Description of Superintendent Leadership Style Responses by School Board Presidents

	MEAN (<i>Standard Deviation</i>)								Type
	F		PS		PA		DM		
	M	SD	M	SD	M	SD	M	SD	
1	3.00	0.83	2.89	1.05	2.33	1.00	1.78	1.30	PA/DM
2	2.56	0.92	3.11	0.93	1.33	0.50	3.00	1.12	PA
3	2.67	1.04	2.44	1.33	1.67	0.87	3.22	0.83	PA
4	2.78	0.74	2.78	1.20	1.33	0.71	3.11	0.93	PA
5	2.56	0.74	2.89	1.17	1.44	0.73	3.11	1.17	PA
6	2.67	0.71	2.89	1.27	1.89	0.93	2.56	1.42	PA
7	3.00	0.83	3.11	1.05	2.00	0.71	1.89	1.36	PA/DM
8	2.78	1.25	2.78	0.97	2.44	1.13	2.00	1.22	PA/DM
9	2.33	1.19	2.78	0.97	2.11	1.05	2.78	1.39	PA
10	2.00	0.76	2.89	1.05	2.22	1.20	2.89	1.36	F/PA
11	2.56	1.28	2.89	1.17	2.00	0.87	2.56	1.13	PA
12	2.67	1.13	3.00	1.00	1.67	0.71	2.67	1.22	PA
13	2.44	0.93	3.00	1.22	1.78	0.83	2.78	1.30	PA
14	1.89	1.20	3.33	0.71	2.11	0.60	2.67	1.41	PA
15	2.78	1.06	2.89	1.05	1.89	0.93	2.44	1.33	PA
16	2.89	0.46	3.33	1.12	1.89	1.27	1.89	0.78	PA/DM
17	2.67	0.74	3.00	1.00	1.44	0.73	2.89	1.36	PA
18	2.78	1.04	2.89	1.05	2.11	1.17	2.22	1.30	PA/DM
19	2.44	1.19	2.33	1.41	2.44	0.73	2.78	1.20	PA
20	2.78	1.04	2.89	1.05	2.11	1.17	2.22	1.30	PA
21	2.44	1.19	2.33	1.41	2.44	0.73	2.78	1.20	PS/PA
22	3.44	0.52	3.56	0.53	1.89	0.33	1.11	0.33	DM
23	1.67	0.74	2.67	0.87	2.33	1.23	3.33	1.12	F

Utilizing the mean, standard deviation and confidence interval; the results from each respondent was analyzed to determine which superintendent leadership style best reflected their responses. Table 4.19 displays the individual superintendent leadership style results by the responding school board presidents. Fourteen (60.86%) respondents were categorized as a professional advisor superintendent leadership style, 5 (21.74 %) respondents were categorized as having a superintendent leadership style best categorized as professional advisor-decision maker, 1 (9.54%) was categorized as having a superintendent leadership style reflecting political strategist-professional advisor, 1 (9.54%) was categorized as functional-professional advisor, and 1 (9.54%) was categorized as a decision-maker and 1 (9.54%) was categorized as functionary in leadership style. Additional analysis of the responses (Appendix K and Appendix L), show the individual superintendent and school board member respondents, including the standard deviation and confidence interval for each of the factors within the superintendent leadership style. The results from each respondent were analyzed to determine which of the community power structure type best reflected their responses.

Table 4.20 illustrates the individual responses of the school superintendents regarding their superintendent leadership style domain. Of the 21 respondents, 3 (14.28%) identified their style tendency as functional, 13 (61.90%) as professional advisor, 2 (9.53%) identified their leadership style as professional advisor-decision maker, and 2 (9.53%) as political strategist-professional advisor.

Table 4.20

Description of Superintendent Leadership Style Responses by Superintendents

	MEAN(<i>Standard Deviation</i>)								Type
	F		PS		PA		DM		
	M	SD	M	SD	M	SD	M	SD	
1	2.56	0.53	2.78	1.43	2.00	1.32	2.67	1.12	PA
2	1.89	1.05	2.89	1.03	2.67	1.30	2.56	1.01	F
3	2.78	0.97	2.89	1.25	2.11	1.24	2.22	1.09	PA / DM
4	2.67	0.50	2.67	1.34	1.89	1.36	2.78	1.20	PA
5	1.78	1.09	2.78	0.92	2.22	0.87	3.22	1.09	F
6	2.89	0.78	2.56	1.26	1.89	0.83	2.67	1.41	PA
7	2.33	1.12	3.00	1.06	2.11	1.27	2.56	1.13	PA
8	2.67	0.50	2.22	1.07	2.11	1.12	3.00	1.32	PA
9	3.00	0.71	2.11	0.82	2.00	1.22	2.89	1.45	PS / PA
10	2.56	0.73	3.56	1.25	1.33	1.01	2.56	0.88	PA
11	2.22	1.09	2.78	1.10	1.78	0.73	3.22	0.83	PA
12	2.56	1.01	2.56	1.06	1.89	0.53	3.00	1.22	PA
13	2.78	0.83	2.56	1.26	2.33	1.22	2.33	1.32	PA / DM
14	2.67	1.00	2.67	0.92	1.78	0.44	2.89	1.17	PA
15	2.67	0.87	2.44	1.16	2.11	0.88	2.78	1.20	PA
16	3.33	0.71	2.00	1.06	1.89	0.71	2.78	1.09	PS / PA
17	3.33	0.71	2.33	1.08	1.89	1.12	2.44	1.13	PA
18	2.89	0.60	2.56	1.32	1.89	1.12	2.67	1.22	PA
19	2.38	0.95	2.13	0.83	2.13	0.99	3.38	1.70	PA
20	2.78	0.67	3.11	1.29	2.11	1.24	2.00	1.12	PA/DM
21	1.33	0.50	3.22	0.70	2.22	1.24	3.22	0.67	F

Table 4.21 displays the comparison of superintendent leadership style ratings by the school board president and superintendent with the corresponding three year API growth for each responding school district. The mean API three year gains of school districts whose school board

president responded to the survey are 45.38 points and for responding superintendents are 37.47 points.

Table 4.21

Summary of API Growth Gains and Superintendent Leadership Style

School Board President Respondent	Superintendent Leadership Style	API growth	Superintendent Respondent	Superintendent Leadership Style	API growth
1	PA	37	1	PA	51
2	PA	39	2	PA	66
3	PA	66	3	PA	35
4	PA	75	4	PA	39
5	PA/DM	35	5	PA	73
6	F/PA	64	6	F	27
7	PA	73	7	PA	28
8	F	27	8	PA	50
9	PA	40	9	PA	58
10	PA/DM	58	10	PA	-10
11	F/PA	52	11	PA	28
12	PA	-10	12	F	47
13	PA	28	13	PA/DM	11
14	PA	45	14	PS/PA	34
15	PA	14	15	F	18
16	DM	47	16	PA	22
17	PA	18	17	PA/DM	59
18	F	44	18	PA	64
19	PA	48	19	F	12
20	PA/DM	57	20	PA	44
21	PS/PA	50	21	PA/DM	39
22	PA/DM	28			
23	PA	51			

Table 4.22 displays the mean API growth for superintendent leadership style by type. Results revealed that the superintendent leadership type of professional advisor – decision maker having the highest three year average API growth (41 points) to the lowest growth in the functionary leadership style (29.16 points).

Table 4.22

Mean API Growth with Corresponding Superintendent Leadership Style

Mean API 3 Year Growth				
<u>Respondent</u>	<u>Functional (F)</u>		<u>F/PA</u>	
	<i>n</i>	API	<i>n</i>	API
School Board President	2	35.5	2	58
Superintendent	4	37	0	*
Combined	6	36.25	2	58
<u>Respondent</u>	<u>Political Strategist (PS)</u>		<u>PS/PA</u>	
	<i>n</i>	API	<i>n</i>	API
School Board President	0	*	1	50
Superintendent	0	*	2	26
Combined	0	*	3	34
<u>Respondent</u>	<u>Professional Advisor (PA)</u>		<u>PA/DM</u>	
	<i>n</i>	API	<i>n</i>	API
School Board President	13	40.31	4	44.5
Superintendent	14	40	3	36.33
Combined	27	40.15	7	41
<u>Respondent</u>	<u>Decision Maker (DM)</u>			
	<i>n</i>	API		
School Board President	1	47		
Superintendent	0	*		
Combined	0	*		

* No results for this category

Research Question 1:

What type of superintendent leadership most frequently is associated with promoting healthy student achievement in districts where the school board type and superintendent leadership style lack alignment with regards to the McCarty-Ramsey model?

Table 4.21 illustrates the frequency of superintendent leadership types and associated API growth over the three year period and reveals that the most frequent type of superintendent leadership style is the professional advisor (65%) with an average API gain of 40.84 points. The second most frequent superintendent leadership style revealed in the data was the professional advisor-decision maker with an average API gain of 41 points. The superintendent leadership style reported by school board presidents associated with the greatest API growth was the functionary-professional advisor with a 58 point gain over the three year period.

School Board President and Superintendent Paired Response Analysis

The McCarty-Ramsey model suggests that a stable system, or at least one with less conflict, would be made up of similar types of community power structures, school board types and leadership styles. For example, a factional community usually elects a factional board, which requires a political strategist superintendent leader in order to make the system function effectively. The model predicts that if there is a misalignment as a professional advisor superintendent matched with a factional board, there is greater possibility of conflict and a resulting dysfunctional system (Johnson, 2007). Utilizing the McCarty-Ramsey model (Table 4.23) as a basis for comparison, differences among the responding survey participants for community power structure and school board type, community power structure and superintendent type results indicated some differences in the perceptions between the school board president and superintendent. Additionally, existence of in

congruency in the model, particularly with the community power structure and both the superintendent leadership style and board type exists. An example of an incongruence is a dominant community power structure and a status congruent school board type and professional advisor superintendent leadership style.

Table 4.23

McCarty-Ramsey Theoretical Model

Community Power Structure	School Board Type	Superintendent Leadership Style
Dominant	Dominated	Functionary
Factional	Factional	Political Strategist
Pluralistic	Status Congruent	Professional Advisor
Inert	Sanctioning	Decision Maker

Table 4.24 illustrates school districts with paired responses for the three variables studied. Most notably, the difference in alignment within the McCarty-Ramsey model exists in the superintendent leadership style. According to the model, the superintendent leadership style of professional advisor should be associated with a status congruent school board.

In 76.5% of the paired respondents, the data revealed that when a status congruent school board type was indicated by the survey data, the associated superintendent leadership style was professional advisor. Instances of incongruence exist among the school board type and superintendent leadership style are revealed when a dominated board type (District 2, District 5, District 7, District 10, District 11 and District 13) or dominated combination type exists. District 10 survey data revealed that a dominated-factional school board type and community power structure

exists, yet both the superintendent and school president indicated the superintendent leadership style as professional advisor type.

Community power structure discrepancies existed with both the school board type and superintendent leadership style. In the status congruent type school boards, 7 (23%) of the paired responses indicated a dominated or factional community power structure, 4 (20%) responses a dominated-pluralistic community type, and 5 (16.67%) factional combination community power structures were indicated by the survey responses.

Table 4.24

Distribution of Paired Superintendent and School Board President Responses by District

District Number	Community Power Structure	School Board Type	Superintendent Leadership Style	Role
1	DPS	SCB	PA	BP
1	DPS	SCB	PA	S
2	FPS	SCB	DM	BP
2	FPS	DB	PA/DM	S
3	DPS/PPS	DB/SCB	PA	BP
3	DPS	SCB	PA	S
4	DPS/FPS	SCB	PA/DM	BP
4	PPS	SCB	PA	S
5	DPS/PPS	SCB	PA	BP
5	FPS	DB	PA	S
6	PPS	SCB	PA/DM	BP
6	IPS	SCB	PA	S
7	FPS	DB/SCB	PS/PA	BP
7	DPS	DB	PA	S
8	DPS/PPS	SCB	PA	BP
8	FPS/PPS	SCB	PA	S
9	DPS	SCB	PA	BP
9	PPS	SCB	PA	S
10	FPS/DPS	DB/FB	PA	BP
10	FPS/PPS	DB	PA/DM	S
11	FPS	DB/SCB	DM	BP
11	DPS	SB	F	S
12	FPS	SCB	F	BP
12	FSP	SCB	PA	S
13	PPS	SCB	PA	BP
13	FPS	DB/SCB	PS/PA	S
14	PPS	SCB	PA/DM	BP
14	PPS	SCB/SB	PA	S
15	DPS/PPS	SCB	F/PA	BP
15	DPS/FPS	SCB	PA	S

Role = Board President (BP), Superintendent (S)

Table 4.25 examines the paired districts with API growth over the 3 year period (2007-2008, 2008-2009, 2009-2010), superintendent experience, superintendent tenure, school board president tenure, and instructional initiatives, and Figure 4.1 displays the individual district API growth over the three year period.

Table 4.25

Summary of Demographic and Survey Data for Paired Participating Districts

District Number	Superintendent		School Board		District Enrollment	3 year API growth	Community Power Structure	School Board Type	Superintendent Leadership Style	Role
	Experience	Tenure	Tenure	President Experience						
3	3	3	2	5	7518	70	DPS / PPS DPS	DB / SCB SCB	PA PA	BP S
4	1	1	1	4	21484	34	DPS / FPS PPS	SCB SCB	PA / DM PA	BP S
6	1	1	16	5	3551	26	PPS IPS	SCB SCB	PA / DM PA	BP S
5	3	3	3	7	4242	73	DPS / PPS FPS	SCB DB	PA PA	BP S
14	9	9	3	11+	9853	58	PPS PPS	SCB SCB / SB	PA / DM PA	BP S
12	6	6	8	11+	15640	44	FPS FPS	SCB SCB	F PA	BP S
9	6	6	3	12	2161	31	DPS PPS	SCB SCB	PA PA	BP S
10	6	6	5	11+	16662	60	FPS / DPS FPS / PPS	DB / FB DB	PA PA / DM	BP S
11	2	2	7	9	212	52	FPS DPS	DB / SCB SB	DM F	BP S
2	1	1	12	3	14181	39	FPS FPS	SCB DB	PA PA / DM	BP S
7	4	4	5	1	16829	51	FPS DPS	DB / SCB DB	PS / PA PA	BP S
1	10	3	12	3	21425	53	DPS DPS	SCB SCB	PA PA	BP S

3 YEAR API GROWTH 2007 - 2010

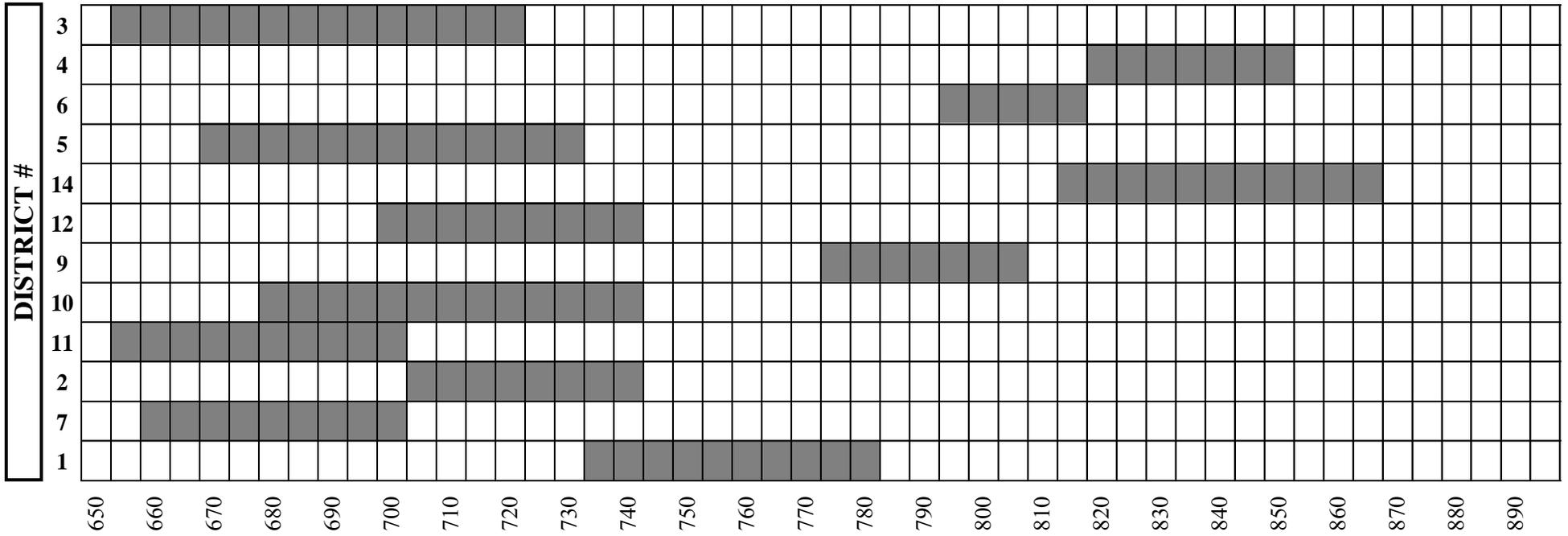


Figure 4.1. 3 year (2007-2010) API growth for participating districts.

Summary of Survey Data

Invitations to complete the survey instrument were sent to the superintendents and school board presidents in 52 school districts in two southern California counties. After two requests to complete the survey, the response rate by superintendents was 38.89% and 42.59% by school board presidents. In 15 school districts (27.78%), both the superintendent and school board president submitted survey responses, and 12 school districts (22.22%) participated in telephone interviews. The survey data revealed a disagreement between the responses by school board presidents and superintendents regarding the type of community power structure in their communities. School board president responses most frequently identified their community power structure as factional (34.78%) whereas the superintendent responses indicated that their community power structure was most frequently pluralistic (33.33%) in type.

Results for the school board type identified by the survey indicated that the most frequent type identified by school board presidents (60.87%) and superintendents (57.14%) was the status congruent board type. Additionally, the superintendent leadership type most frequently identified by school board presidents (60.87%) and superintendents (61.90%) was the professional advisor. These results indicate that a misalignment between the community power structure, the board type and superintendent leadership style exists. Further analysis of the data indicated that differences between individual superintendent and school board president results contribute to the misalignment in the McCarty-Ramsey model.

The research indicated an association between a superintendent leadership type and API growth. The leadership type with the greatest three year API growth (58 points) was functionary-professional advisor. However, only one respondent fell into this category. More frequent results by both the superintendent and school board president responses indicate that that professional advisor-

decision maker (41 points) and professional advisor (40.15 points) appear to impact student performance.

Interview Data Analysis Findings

Interview participants were selected from the responding pairs of superintendents and school board presidents. An interview protocol was developed that was used for each interview. The interviews lasted approximately 20 minutes. The purpose of the interview data was to assist in exposing the qualities of districts showing improvement in student performance where the community power structure, school board type and superintendent leadership style was incongruent with the McCarty-Ramsey model.

Twelve districts were selected from the 15 paired respondents. Each district superintendent and school board president participated in an interview. Specific findings to each research question are reported. First, a summary of the findings from the superintendent interviews; second, a summary of findings from the school board president interviews; third, a discussion with superintendents and school board presidents regarding individual survey results; and, fourth, a summary of findings regarding both sets of data.

Research Question 2

What factors promote student achievement in districts showing incompatible community power structures, superintendent leadership and school board type?

Superintendent Leadership Qualities

The superintendents were first asked –as a superintendent, what leadership skills do you consider to be most critical for a superintendent to possess in order to build a positive working

relationship with the school board (community power structure) that result in increases in student performance?” This question was presented to identify key leadership attributes valued by these superintendents through key words in their individual responses. The superintendents indicated that communication; honesty, integrity and building trust; visioning; goal setting and keeping the focus; and situational, relational, distributive and transformational leadership skills were areas they believed were demonstrated by superintendents working to build communities where student achievement was improving or high performing.

One superintendent responded:

The number one thing is listening. Listen to the board (to determine) their hopes and goals, what they really want to see done, both long and short term. Then go out to the community and do the same thing. Because we all have to remember that it is not our district, but it is their school district.

Another superintendent responded, “Communication is number one. Letting people know what you are doing and why it needs to be done.” Building knowledge is another way that communication is used by the responding superintendents by educating the board and the community in terms of making sure that they understand what your goals are, how you’re obtaining these goals, what you’ve been doing and what they can do to support these.” Finally, one superintendent stated that communicating the positive because making sure you communicate your successes and recognizing students for their efforts is a way to inform students of where they are and what is needed to move forward and build support in the community for special programs.”

Building trust was frequently mentioned by the responding superintendents. One first year superintendent explained:

I surveyed and meet with every group in the district to ask, what do you expect from our schools? Then we worked to develop a plan and began implementing their suggestions. This builds trust and when we have to make tough decisions, such as cutting positions or hours due to budget constraints, they will know that you were honest with them.

Another superintendent believed:

It is about establishing and working on trust between the district administration, site administrators and classroom teachers. In working with the board, I think that it is about developing trust, providing data and information so that the board is aware of the components of standardized testing and the efforts of the district to move the students forward. So that they don't feel that they have to micromanage. Trust in the professional staff who have the technical knowledge to move students forward.

Finally, in the decision making process as a part of building trust, the superintendent should do the following:

Part of trust is to be transparent, and no matter how transparent you are, you will be accused of not being transparent enough because you didn't do what the other people wanted you to do. But, as long as your board believes that you are transparent and that you are telling them the truth – you build trust. Because they are not business (education) experts, they rely heavily on the superintendent and the recommendation of the superintendent. If he misleads your board, then you have a problem. You need to tell them the good and the bad of the impact of their decision.

One superintendent mentioned that their school district had, for many years, low levels of trust between the community and the administration. Specific leadership strategies for building trust are reported by this superintendent.

Consensus building - I use that more with the board, we are working with CSBA, we have one of their governance experts who is going to come to the district to help us to learn what consensus building looks like. To have an outside expert come in and work with us is important because it allows me to fully participate. We have a history in District X of a lack of trust. So that consensus building includes building trust.

Visioning and goal setting including the process of developing a district plan for working towards the vision and goals was another leadership skill reported by the superintendents. One superintendent stated:

Ability to work with a very diverse group of folks, and still be able to maintain the vision that you have for the organization. Once you set a vision with working with an organization and it has a mission, a set of goals that it wants to accomplish and it's kind of purposed itself. I think you have to work towards those purposes and despite everything that comes your way, "blockers" that would

send you into a different direction; you have to be able to flex against the diversities and dive back into the direction you want to go into.

One superintendent shared that agreement on the goals is just the first part of this process.

Make sure you and the board have agreed with outcomes you're trying to achieve, and then your job as superintendent is by keeping them well informed hold them accountable to adopting policy that drives toward the outcomes they agreed to that they essentially established and it should be a part of your evaluation as a superintendent. It should be imbedded in the work so that it never comes as a surprise to them why you're doing what you're doing. I think it's very difficult, I always thought of the difference here as, superintendents that have a well aligned set of goals and objectives and its part of their evaluation, and they're outcomes driven, they're results oriented.

As a superintendent, one mentioned that it is his responsibility to insure that the goals are understood by everyone and that the direction of the district is agreed upon and is the focus of the board.

One of the things that would create a slowdown and a lack of direction is confusion. That's where the superintendent and board need to be on the same page, what we are doing, why we are doing it and how we are marshaling our resources to get there. If you don't have that clear communication and vision, then the board as elected officials gets pressure from all kinds of angles, special interest groups, and this group or that group or whatever. They are going to push the board in that direction, and, as an elected official, they are going to respond. Sometimes it's not always the way that I like them to, but they are going to respond. Whereas, if they have a clear message of this is what we are doing and why we are doing it, then they've got those talking points when those individuals or community groups come to them, they got to respond by saying, that's important, but here's where we are going. Here's where our focus is and that allows them to be clear in their purpose and clear in their direction.

Another superintendent reported that this is not always easy.

It takes leadership skills and is the ability to move people from one place to another and to get them to go in a direction that they may not feel most comfortable with and there's such a varying difference in opinion in how to get somewhere. Once you've even established the target and where you want to get there, there's always a lot of conversation and or dissention when it comes to getting there because everyone has their own opinion on the goal, but how to get there. And, bringing those people all together and getting them to go all in the same direction is the most. Because, to achieve anything, you've got to have everyone going in the same direction.

The importance of setting goals was mentioned as a critical leadership skill. —A superintendent needs to lay out goals and a plan to reach those goals. While this is simplistic, this is really about defining practical steps in achieving higher student achievement. It’s really, really simple.”

Leadership types mentioned in response to question one included situational, relational, distributive and transformational leadership. One superintendent stated:

Situation leadership, as being able to work inside any situation that exists, is important, and there are times that your leadership style needs to fit the situation. Need to have flexibility. The most successful people in the superintendency must be able to flex their leadership style with any given situation.

This same superintendent added that relationships were critical in becoming a high performing school district. These relationships are critical in maintaining its focus and surviving during tough times.

We had a lot of barriers to break down if we wanted to change. And we've done that, but at the same time there have been significant pushback. And I always told board that you're not getting pushback you're not doing your job. If you get no pushback that means you have set the bar very low. In my opinion is high performing districts you don't have a board dominated superintendents nor do you have a superintendent dominated board. The board is respected for its leadership and budget management, setting the direction and evaluating the superintendent. Those are their three responsibilities and that’s it. And, at the same time you want to be sure governing board members to be out of schools. Do they understand what you’re doing? Especially when you're asking the board to make important decisions regarding employee compensation, which are controversial. So not building those relationships all the time makes it difficult when tough decisions have to be made. And it's hard to survive that.

Several superintendents recognized that their leadership had to match the current board type and mentioned that —right now, I think that I’m the political strategist, because it is a fractional community. I just had a board change; the board majority changed.” This superintendent additionally responded that, —I’ve got to move this district forward, and I have a plan to do that, but I need support from the governing board to do that.” This superintendent responded that his role is to

build relationships with all of the board members and to bring them together as a group focused on the district's goals.

It's been hard to get them focused on student achievement because of some of the dynamics that we are dealing with. So, it becomes my challenge as the superintendent to make sure that the board doesn't lose sight of that. With the board, really get to know where their heart is individually. Spend time with them individually so that you know where they are individually and find out what they would like to see happen in their elected term and as long as those are supportive of where the district is going, not taking the district in some bazaar direction, and something that's not good for kids, then you look at how you meld those together. How you meld those five (board members) together and that becomes a dialogue with the board as a whole. To be able to talk about the common beliefs that you each have and these go along with the direction that the school district is heading, and that these are good for kids, these are powerful and then you have to empower them to move forward.

A superintendent summarized his leadership type by stating:

If I was asked what my leadership style is, I would say that I don't have a leadership style. I really lack style. I think what you have to be is a decent person. You use your strengths and work on your weaknesses. And, you will relate to different board members differently, the way you relate to different people differently.

These comments were reflected in the responses by the entire group of superintendents interviewed, and further support the survey results from the first phase of this study. Two types of superintendent leadership types were associated with the interview participants. The professional advisor superintendent leadership type, someone who is characterized as someone who provides the school board with relevant and current information to inform them of options in decision-making and policy formation; and the decision maker superintendent who initiates actions and the board approves. This superintendent is the source of information, ideas and policy initiatives for the board.

Superintendent Leadership Deficiencies that Hinder Student Performance

The second and third questions asked of the superintendents was what deficiencies in leadership skills (or behavior of a superintendent) present the greatest barriers to a positive working

relationship between the school board (community power structure) and the superintendent resulting in a negative impact on student performance, and what indicators would exist in this situation? This question was presented to identify key leadership deficiencies through key words in their individual responses. The superintendents again indicated that working on relationships, communication, goal setting, maintaining focus, personality and leadership flexibility were qualities or leadership areas they believed, if not present, would negatively impact student achievement. Several superintendents responded that an absence in combinations of these factors would negatively impact a school district's student achievement.

I think the biggest barrier is not being a good listener, and ego. I've been in the business for four years...change theory tells us that people have to know what is in it for them and so your job as the superintendent is to

- a. Know that it is worthwhile;
- b. That they are capable, and;
- c. That they need to do.

And I think the lack of being a good listener and being a communicator and I think the ego of the superintendent, mine included, occasionally is a barrier because we want the change so quickly that we don't realize that we've lost people along the way because we didn't follow the process correctly. We weren't patient enough to allow the change to occur. Any kind of important change in an organization takes years to happen. Anything that you can change today or tomorrow should've probably have changed a long time ago. And probably isn't controversial.

Another superintendent stated, —someone who obviously isn't a good communicator. Someone who thinks that they know better than the community – has an ego – doesn't go along with the will of the community will fail. This creates a lot of distrust.” This statement along with the following supports the responses in question 1. Communication and relationship building are key components of high performing school districts, and the absence of these can hinder forward progress.

A strength of superintendents and their ability to stay in their job, no matter what is going on, is their ability to relate with the board. The board does not want to have surprises. You keep your board informed, good or bad. So that they know that you have integrity. That you are telling them the truth, regardless of how bad it is. So that they can always trust what you are telling them. I think that superintendents get themselves, because they are trying to cover their tracks at times, sometimes

when things don't look good, whether it be an ego thing, but for me, it's right up front, good or bad, tell them the way it is.

Management style or lack of was another frequent response by superintendents. More specifically, management versus leadership appeared as a barrier to student performance.

I think if you're very ridged in your management style, autocratic/not collaborative, I think very management driven. Organizationally you see function following form, rather form following function. The problem is a lot of people have grown up in this business and just because you've been here doesn't mean you're going to be the (effective) boss.

As a part of this leadership absence conflict resolution between the board members themselves and between the board members and the administrator is also believed to create barriers to organizations. One superintendent suggested:

Failure to recognize the role of the board and their leadership in the district. That it is the board's vision that is being implemented and if the board has a different vision, that's the vision you work towards, and not your personal vision. Recognizing the importance of the board as the elected officials... Failure to deal with conflict. It's so hard to tell that some little tiny issue that wouldn't take very much time, effort and energy depending on the players involved and how they work to resolve it can bring a superintendent down too. Dealing with conflict effectively is important.

The superintendents consistently stated that focusing on the wrong things including the failure to —py attention to what's happening in the classrooms". One superintendent emphasized:

I think that it is very easy for superintendents to become disconnected from instruction. To not get out to school sites and understand what is going on. I'm probably in the middle. There are probably some superintendents who do more, some who do less. I don't know how they do it in larger districts, but I think that that connection to really understanding what's happening. Watching the students learning, watching the teaching and learning process and being in touch with that is really critical for superintendents.

Another large district superintendent, whose district grew over 30 API points in the three year period revealed —if the superintendent is out of touch with, not intimately in touch with, what is

going on in the classrooms in their district - someone who doesn't invest the time to be in classrooms, staying current in terms of best practices.”

Indicators identified by superintendents include lack of visibility of the superintendent in the schools and community. An example follows:

As the superintendent, you are like a principal. I was in the job for the principal for 11 1/2 years and the job is like that of principal visibility is very important. It is very similar in that it is very easy to get stuck in your office. And, not stuck in your office because you're lazy and don't care but, there's just so much to do, so many people call, so many minutes to write, so many things to read, radically different than that you got to see on school grounds. In classrooms at community events, at ball games, is almost as if you want people to believe what needs to be done based, on the data, you need to make sure that they know who you are.

Discontent arises because there is a lack of trust. One superintendent shared, —it's hard to build trust in this environment, not with your board, but with, say, your teacher's union and your classified union because they are scrutinizing every dollar that you are spending... they don't agree on how you are spending the money or if the dollars are even there.” Another superintendent pointed out that in districts where superintendent leadership doesn't match the board type or community power structures, superintendent behaviors are more like survival techniques.

I always say these guys are doing their job. I think of others who bob and weave with the board (and they) get this zigzag effect in leadership. I always think of them as trying to keep their job. If you're trying to do your job you really have to have support but if you're trying to keep your job then you have five agendas not just one agenda.

Superintendent Strategies to Promote Student Achievement

Superintendents were asked to describe specific leadership and programmatic strategies they used to grow district's student performance. Utilizing key words in their responses, the responses were categorized into the six categories outlined in the research of Waters and Marzano (2009).

- Collaborative goal setting process;
- Defined autonomy: relationship with schools;

- Board alignment and support of district goals;
- Monitoring and evaluating goals for achievement and instruction;
- Use of resources to support goals for achievement and instruction;
- Non-negotiable goals for achievement and instruction. (p. 6-9)

Collaborative Goal Setting Process

The superintendents interviewed for this study all responded that they had at several levels set goals for the organization and for developing a shared understanding among all stakeholders of the essence of and function of this process. Establishing the alignment of and a shared understanding of the district's goals is one way that a superintendent fulfills collaborative goal setting. As one superintendent responded:

They (the board) come together, maybe, 22 times a year, so you always have to start the conversation with —remember last meeting”, —remember our goal”, ”remember this fits with that”. Make sure you and the board has agreed with outcomes you're trying to achieve, and then your job as superintendent is by keeping them well informed, hold them accountable to adopting policy that drives toward the outcomes they agreed to that, they essentially established, and it should be a part of your evaluation as a superintendent. It should be imbedded in the work so that it never comes as a surprise to them why you're doing what you're doing. I think it's very difficult, I always thought of the difference here as, superintendents that have a well aligned set of goals and objectives and its part of their evaluation, and their outcomes driven, their results oriented, I always say these guys are doing their job.

From strategically involving gathering input from all community stakeholders before initiating the planning process to working with individual principals to establish goals specifically aligned to move student performance forward. One veteran superintendent, new to a district revealed:

One of the very first things I did was I went to every single school and met with the school site council. I only had three questions for them: what can we do for your kids? What can we do for your school? And what can we do for you? Inside those questions I wanted to know what was and wasn't working. They all wanted the exact same things, the kids achieving. The parents that show up

to the meetings know what they need because they're involved. They want their kids to be successful.

Another first year superintendent responded that her district focused on setting goals.

Through our strategic plan, providing support, professional development, and keeping the focus on the goals. Board supports district leadership because we involve the community in planning. Our work is the work of the community.

One superintendent stated that this includes the ability to remain flexible.

What they started with on their goals, I allow them to change their goals because what they identified as their issue may not really be an issue, but they'd really like to focus on this (something new) because it has become a real problem. I couple that with that they feel like they can take a risk at their school site, because if they don't, they'll just do what's comfortable. So, even if you fail, I don't slam them on their evaluations. We talk about what they did, what they accomplished and what the next steps are. And they have to carry on this work from one school year to the next.

Another superintendent responded that he works with site administrators in setting specific targets for achievement for each school, incorporating those into evaluation documents for principals and redoing the evaluation document so it was highly focused on outcomes, and very little focused on management style." This goal setting along with support was reported by one superintendent. "We actually started a year before that, working with principals intensely about what the expectations were and what they were supposed to do." Training the administrators was reported by more than one superintendent. Another discussed ongoing training around the established goals to insure consistency in the implementation. "We want to make sure that we have inter-relater reliability and that our standards are consistent. And, when we look at teaching to an objective that we have a common language and understanding of what that looks like." One superintendent put it very simplistically, "First, we sat down and decided what areas to work on, then developed strategies about what we were going to do to make it better. We developed plans about how we would go about implementing and a time line."

While developing individual site goals, one superintendent reported that this is a unified responsibility, all schools working together.

I did that right when I came on board as the superintendent. We had a lot of discussions, videos, talking about experiences that we are in this together. We are working together to improve student achievement, that no school dies alone. We have to take responsibility for each other, and the expectation for student performance and that was continuous improvement. I'd like to see big gains, but I also want to see continuous improvement. And, when I do their goals with them, and we talk about their goals throughout the school year. Where are you on your goals?

Underlying the collaborative goal setting process, the focus of each district was on improving student achievement. Superintendents reported that their work was about making changes not for change sake, but for the purpose of improving student achievement. In several cases, superintendents reported that they had to make the decision to implement leadership changes at the sites. One superintendent reported that —w have high expectations for everyone in our district. We've had to make some personnel changes, but not radical ones.” Yet another superintendent mentioned that a more radical approach was needed.

The board understood the (student achievement) numbers don't lie. When you show them the data, then things have to change. Our elementary schools were doing well, but not our secondary. But, when you have eight principals in ten years, then you haven't made good choices or good selections about who the principals are. That was like the first thing as superintendent (I did) was to change the leadership at the junior high and the high school. You can't have the wrong person in there.

Another superintendent reported that high expectations and the expectation that the site principals are instructional leaders drove the need for changes in site leadership.

We've had the highest API growth of any district in our county. One thing that I really believe is that school improvement comes down principals. School principals that I've inherited was a team of some very nice people but definitely not effective. They were not instructional leaders. So pretty much out of seven principals, there are is only one standing. Not saying that it is superintendent's job to stalk people and fire them, but you know that raising the bar means that you have to have principals who are instructional leaders. For example, they can go in and do a demonstration lessons to support what they see as instructional needs at the sites. To me the number one way to improve student achievement is to do it by improving instruction.

When making personnel decisions for replacing these positions, one superintendent reported:

What we did was that we hired some top notch directors who knew what they were talking about at the elementary and secondary level, then some new the principals, who came in with expertise such as getting schools out of PI. There was a lot of confidence in the ability of these individuals to help to move student achievement forward.

Defined Autonomy: Relationship with Schools

In both small and large districts, the alignment of school goals with district goals was evident. One superintendent responded, “I’m a very outcome driven individual, and don’t care much how I get there. I’m not going to be on campus watching what you do and judging whether I would have done that or if it was appropriate.” This same superintendent after evaluating the district, wanted to shift the ownership of attaining the district’s goals.

I sent a letter out, and said that principals tend to be not leaders but compliance oriented and they make sure they do “what” (one size fits all) the district wants them to do. I said we’re going to shift that from compliance oriented and more into performance. Performance became the lingo, and that’s all I talked about when I visited schools which I did 3-4 times a year. And I wanted to know what are you doing? Show me your data, show me your most recent data, show me the kids that aren’t achieving and tell me what you’re doing in order for them to achieve. It was a shift in that perspective. My strategies were empowering principals, holding them accountable for the outcomes and not cuddling them, if they didn’t get the job done, they were done. I expected to do the same thing with their teachers, more collaborative, outcome driven.

Providing support for the site principals to achieve district goals was a factor reported as a strategy utilized by several superintendents. This was revealed in administrator professional development.

The principal on assignment works with the (principal) cohorts. They study what it (the four essential elements of instruction) looks like, what’s the rationale behind these, the research behind it, and then it is classroom observation time. As a team, they go out into classrooms and making group observations of instruction. They do a lot of video tape review; we have models of what these (essential elements) look like in classrooms when these practices are in place. They do a lot of video analysis of classroom lessons, line analysis of classroom lessons, and then the expectation is that

they will train their teachers on what these elements look like in the class. And, they have access to all of the resources as well. So, again, it is training, monitoring and feedback.

Defined autonomy at the sites may have been a key strategy to define the balance between site-based management and top down management Sites develop ownership of the district goals through flexibility to lead their sites to develop programs that met the needs of their students within the boundaries defined by the district goals. One superintendent commented:

We were still using the district standards instead of the state standards. The district had developed its own standards in the late 90's. There was a lot of loyalty to the district standards and a belief that the state standards were not as good as the district standards. So, what we immediately did was say that we are shifting to the state standards and we are going to focus on the most important of those and adopted the essential standards. We put together an assessment system that was aligned to the state standards. Really, if anything, it was a fidelity to the curriculum. When we suspected that we would become a program improvement district. But, before we did, we took the essential program components that were coming from the state board of education and implemented them district wide. Basically, that's been our guideline - implementing that.

Board Alignment and Support of District Goals

The role of school boards as a driver of promoting student performance was frequently mentioned by superintendents. The importance of a collaborative process for agreeing upon and setting goals is a part of this process that was confirmed by a superintendent:

That involves the community, board, teachers, and classified. We involve everyone. We try to have that style with everything that we do. When we go out in our large groups, they know that we are coming, why we are coming and what we are looking for. The way to make it negative really quickly is to just leave people out of the planning.

Superintendents reported that school boards are the connection between the community and the schools. For this reason, the alignment and support of the district's goals are key to maintaining the focus.

That's where the superintendent and board need to be on the same page, what we are doing, why we are doing it and how we are marshaling our resources to get there. If you don't have that clear communication and vision, then the board as elected officials gets pressure from all kinds of

angles, special interest groups, and this group or that group or whatever. And they are going to push the board in that direction. And, as an elected official, they are going to respond. Sometimes not always the way that I like them to, but they are going to respond. Whereas, if they have a clear message of this is what we are doing and why we are doing it, then they've got those talking points where those individuals or community groups come to them, they got to respond by saying, that's important, but here's where we are going. Here's where our focus is and that allows them to be clear in their purpose and clear in their direction.

Monitoring and Evaluating Goals for Achievement and Instruction

This area was most frequently mentioned by the superintendents as strategies utilized. The strategies included implementation of an aligned curriculum, utilization of data systems to evaluate instruction through interim assessments; monitoring classroom instruction through administrative and support team walks; time for teacher collaboration and planning;

State assessments are aligned to state curriculum. Superintendents reported that they had to insure that the district's curriculum was appropriately aligned. One stated:

Aligning the curriculum and our testing programs and utilizing student data to drive instruction has had the most significant impact. We are looking at the current students and at the students that our teachers have coming in. We are utilizing our benchmark assessments when we didn't do that before, and just getting everybody using the same vocabulary, same discussion.

District superintendents reported that the use of walk-through protocols were a part of their process for achieving goals. One superintendent reported that these were utilized to monitor implementation of professional development.

We developed a walkthrough check list for principals to use, starting in January of the school year. So, the teachers had from May to December to learn the program components and what was non-negotiable and then starting in January, when our principals were visiting classrooms, noting the kinds of things that we were observing in the classrooms that were consistent with the non-negotiables. When district administrators visited the sites, in our comments to the staff, we commented on those things that were consistent with the non-negotiables. We go to the sites as a group three to four times a year to each school site.

Utilization of district assessment programs, not only included development of district benchmarks and implementing data systems, it most importantly included professional development.

One superintendent reported:

Specifically with principals on how to understand data and what to do with the data when they saw it. We had worked on different data protocols, but principals didn't know what to do with it. So we focused on interpreting and how to meet with the teacher and talk about the data. We worked on historical data that was focused on you as the teacher and not about the school in order to make it more individualized. And, then to let them know what we expected of them. I think that one of the biggest (keys to improving student performance) was the data protocol process. We started working with principals, and when we started this data protocol, we assumed that everyone knew what to do and what they are doing. And, they didn't. That was our fault. So, we changed that as a part of our strategies.

This superintendent later mentioned that once the administrators were properly trained, something unexpected occurred.

We felt that it was important to have a robust system for analyzing student data. So, several years ago, in our strategic plan, we identified both the need for benchmark assessments aligned with state standards and a data system to handle it. And, for that particular initiative, our principals and teachers were so ready for that. Sometimes change takes a long time in our district, but in two months, we were already there. Prior to this, the assessments that the teachers were giving were more for students who were at risk for retention and the bar was so low that teachers wanted something that was more aligned with the standards.

Three superintendents reported that they frequently participate with their leadership teams conducting classroom walk-throughs to monitor instructional practice.

We are asking our principals to be in classrooms each and every day. Twice a week we have a team from Ed Services, and I go with that team. This team includes me, the assistant superintendent, several directors, the principal, the assistant principal, a couple of our TOSAs (Teachers on Special Assignment) that are walking through rooms, making similar observations and debriefing those observations.

Another superintendent reported:

I don't know if I'm unique as a superintendent, I don't mean to say it that way, but I have never left the classroom. I was late to this interview today because I on a site visit with a principal and a team of 10 people walking through classrooms. I spent three hours going through classrooms

and analyzing instruction and sitting down and debriefing it. And, so, our priorities, our goals all are classroom goals. When you think about what drives us, it is the experience within the four walls of the classroom, day in and day out. So, when we lose touch with that, and that is our calling, then that's when the disconnection happens.

Another superintendent summarized their district's actions:

We got rid of all the dittos and all of the extraneous, not approved by the state, curriculum. We cleaned up the curriculum, and then we did training. We trained the principal and two lead teachers in direct interactive instruction, and gave people tools for the tool belt. And we told them what we expected to see. Then we trained the principals on specific walk throughs. And, working with the principals to help them to bring about the teachers who are lowest in skills to clean them up or move them on.

Use of Resources to Support Achievement and Instruction Goals

One of the most frequent mentioned practices by the superintendents was the alignment of resources towards the district's curriculum and instruction. This was expressed as funding for professional development including collaboration time to support data analysis, and instructional strategies; implementation of key core programs and targeted intervention programs; implementation of district assessment programs including data analysis systems; a commitment to using Title II funds for professional development; and communication systems to promote the district's message.

Superintendents mentioned that communication systems helped in developing a consistent message to the community. One superintendent reported that they utilized strategies with students and families to build an understanding of the importance of the STAR assessment.

Then we brought in a consultant team to help us. In this work, we developed a focus on messages to the students like "one more right", "three more right" and pep assemblies that talked about test scores being important. Then we had parent community meetings that explained to the parents about what all this program improvement meant, and, how we were going to make it better. We asked them to support us with simple things like the importance of having breakfast, before they leave, and if they don't, we have breakfast available at the school.

Another superintendent reported that when the board denied a request to implement a communication plan using general funds, different funding was evaluated and utilized to develop a district communication tool to promote the district's instructional goals.

Insuring that teachers and students had the most current curriculum was a focus of all of these districts. One superintendent remarked:

The other thing we did was when we had a lot of money was to purchase the newest and best mathematics materials recommended by her teachers. And then we are one of the few districts in the county have now gone and purchased the new English-language arts curriculum. So if the teachers are using the closest ones to the California State standards, and they receive training - we don't just buy the materials, without including the training involved in that.

Another superintendent reported that even in these tough fiscal times, they made the commitment to having high quality and current curriculum, —we are one of the few districts in the county that have now gone and purchased the new English-language arts curriculum.” Another superintendent reported, —we use all of our Title II money for professional development. Like other districts, we didn't sweep it to offset encroachments on class-size reduction. We made a commitment to keep our professional development model.”

Additional resource allocation often mentioned was intervention programs. Several superintendents mentioned that this intervention was targeted not only to specific groups of students, but district wide.

We are providing intervention models at all of our schools throughout the day grades K-12. Students who are not succeeding in a timely and target manner, we are getting them and we are making sure that we provide what they need to get back on line to succeed. We use Richard Stiggins a lot in that we want to get kids on winning streaks. We want to catch kids before they fail and provide intervention, and remediation.

Another superintendent reported:

Targeting the special education and English learner population with additional training. We also have an afterschool program called Academic All Stars. Funded through EIA (Economic Impact Aid) monies. We target specifically - each school identifies kids in those subgroups and kids who are not making the AMAOs (Annual Measurement Achievement Objectives) or those near to proficient. Three times a week we focus on learning gaps in mathematics and language arts. Our teachers work

with the target students. They have 40 minutes of computer based instruction. Then spend 20 minutes with a teacher in a small group setting.

During difficult fiscal periods, districts have to make decisions about where to place financial emphasis. All of the school districts reported that they had deliberately allocated funds for teacher collaboration time outside the instructional day. As reported by one superintendent:

We provided time for teachers to analyze their data. We have two built in days in the school year after each benchmark period, non-student days, where teachers meet together to analyze the data and plan instruction. We are really working to develop that data driven culture entrenched in our teachers. So, that has been a key part.

Other districts reported that they have collaborative models that include early teacher start days where ~~every~~ Monday morning, we visit sites to observe teams collaborating around common assessments and developing instructional plans.” And, by another superintendent who stated ~~collaboration~~ time is negotiated in the teachers’ contract.”

Another district reported that they used fiscal resources to bring in consultants to help create the urgency around improvement. This district found itself in Program Improvement and required district level intervention. The superintendent reported:

Our DAIT (District Assistance and Intervention Team) provider came through and threatened everybody. It was the teeth that we needed at the time. We were a new district staff and we couldn’t have done this without them. The principals have much more political power than I ever will. They have been in the district for a long time and they are from our town. And, some of the teachers have more political clout than I do - in some ways. So, we have to be careful about some things. So, we kind of got everyone stirred up about DAIT, and we talked to them. We didn’t use the county (office of education) for this, because we didn’t believe that they would get them stirred up enough. So, we used a private provider who came in and said, Hey, you’re circling the drain, and here’s what I want to see, or you’re going to be seeing CDE (California Department of Education) down here. Unfortunately, it’s like ~~wait~~ til your father comes home”, but we had to do it.

Non-negotiable Goals for Achievement and Instruction

Superintendents revealed their districts non-negotiable goals throughout their remarks. Expectations around non-negotiable instruction were reported by several superintendents. These districts had established district-wide expectations for which administrators, both district and site level, consistently monitored for fidelity and impact.

We created non-negotiables, first in mathematic with the math adoptions, the professional development content mentors who had the best knowledge of the new curriculum, assisted the principals in developing non-negotiables in math. Initially in the essential program components, to show how we were providing time for remediation, how we were using instructional time, and what materials could and could not be used. We implemented those. In the first year when we had big gains, we had teachers consistently using standards based materials not so much on pulling things in from here and there to be the curriculum. We really relied on the publisher's curriculum.

Another superintendent reported the administrators are supported in the monitoring of the district's non-negotiables.

We have a principal on special assignment who breaks them into small groups and trains them in terms of the four elements, which we think are the priority. (Originally we had an outside consultant to work with the principals on these essential elements; we had nine of them. It was real intensive and all great stuff, but we just consolidated them and refined them to the four, critical pieces.) We wanted to make sure that we had consistency across the district in terms of instructional practices, where we knew those four were consistent within our practice in the classroom. We've come to the conclusion that we won't ever be able to leave those four if we want them to happen with consistency in the classroom. What we found was that we have to teach it, monitor it, provide feedback and we have to stay consistent in providing that feedback for quite a while before the practice becomes kind of natural.

Districts that reported that they had instructional non-negotiables in practice were asked to share more specifics. One superintendent shared:

The four instructional behaviors we want our teachers to use on a daily basis in each classroom are:

1. Daily have a formulated student friendly objective that is standards based and that objective is communicated to the students and that their teaching behaviors are congruent to that;
2. Teachers are using strategies to simultaneously engaging most of their students most of the time throughout the lesson. Engagement is a big piece. We want our teachers to have a tool chest of ideas to engage the students;

3. We want them actively monitoring what students are doing. That they are analyzing student behaviors – we call this monitoring and adjusting;
4. Providing feedback that is timely, specific and descriptive.

Another superintendent reported that his district's non negotiables were not programs or specific strategies. Their focus was on –overall effective teaching; that simple.”

Key Superintendent Leadership Reported by School Board Presidents

Utilizing the keyword from interviews of the paired school board presidents, similar categories were revealed. School board presidents reported that important leadership skills of a superintendent who they believed could improve their district's student performance included: communication skills, specifically with diverse groups of people; building relationships with the board; and working with the board to establish goals.

When board presidents were asked to share key beliefs about communication skills responses included:

I think openness you can't hide anything, you have to share and sort of a feeling of we are all on the same team even though she has to be the leader but we are all on the same team not a condescending I am better than you and I am going to lead you along and start. Here are the facts, lay them out on the table, here's what we need to do as a team, let's proceed.

Another stated, –have open relationship with the community even with fringe type of groups, an open line of communication, and have equal access among all members.” A school board president stated that communication includes possessing people skills. Meaning, how well you team with others and work with others. Are you team building are you consensus building are you dictatorial, and not only how he communicates his ideas to the board but how he communicates the boards feelings and direction to the community and that includes the students and the teachers and the staff also.

When building relationships with the board, school board presidents reported that they believed that successful superintendents “equally attempt to cultivate a relationship with each board member based on the individual biases, beliefs, and values.” Working with board members to build relationships includes skills and the “ability (of the superintendent) to talk to try to find their points of view. If you disagree okay, but work towards the ultimate goal which is student achievement. It’s important to be able to talk to them (the board members) in an intelligent fashion.” Another school board president reported regarding their district’s current superintendent:

Listens to the board and he’ll give his opinion, but he’s not one that pushes for what he wants. He’s looking out for the betterment of everybody. He has a good support system under him so it is a joint effort and they are good about getting us anything and everything we need to make a decision.

Another school board president believes that the superintendent’s personality is key to building positive working relationships. I think that they need to be very knowledgeable; they need to be the type of person who brings people together. It is “someone who builds you up; someone who wants you to succeed, not a vindictive type person. The one that would produce student achievement gains would be someone who builds people up and has a positive outlook.”

One of the most frequent responses by school board presidents regarding leadership qualities of superintendents who could move districts forward was the ability to work with the school board around visioning, establishing goals, and insuring a focus on these goals. One school board president reported that a superintendent should be “willing to be data driven. He’s willing to look. He has a vision, where he wants to go. Based on facts, not on how he feels, not on how he is prodded or pulled. Can’t get side tracked on your vision. Need to be excited about it.” Another school board president believed that it was “prudent (for the superintendent) to work with board president to create agenda and priorities, but also to seek out advice of all board members to make sure there’s a

consensus.” Goal setting was reported by one board president who also mentioned that consistency within the membership of the school board was important. “Our district has been able to agree on the goals. We agree on our long term goals and are working in that direction. Little turn over in the past three years, only one person who has changed.”

Superintendent Leadership Deficiencies that Hinder Student Performance as Reported by School Board Presidents

School board presidents revealed that they believe that in addition to communication, inappropriate leadership styles, superintendents who focus “on the wrong things” can negatively impact a district’s progress. In the interviews, key words were utilized to identify trends in their responses. One school board president believed that leadership was the one key factor that would impact the student performance in his district. He felt “basically that leadership skill where you are dictatorial, you think you’re above the fray. That doesn’t work, in my opinion that doesn’t work well.” Another responded that “ego is what gets in the way”, which was also revealed in responses associated with communication. One school board president mentioned this aspect as someone who does not “engage the will of the community, someone who thinks that they know it all - my way or the highway. Not involving the community. Doing things on their own, thinking that they know all the answers. Ego.” This belief as a distractor was summarized by one school board president as “someone who is looking out for what will make them look good, and not the district. Someone who is self-centered and not community minded.” On the other hand, one board president reported that a superintendent who is “passive, who tries to appease everybody” is also ineffective.

School board presidents shared their concerns about the focus of a superintendent. They believe that superintendents who aren’t successful shift their focus. One board president revealed:

Focusing on a direction of one board member, looking at that person's agenda to the point where substantial resources are diverted in order to mollify the person, which he doesn't agree with but it's happened unfortunately for peace purposes. Sometimes people get on the board to focus on one group which doesn't work – distraction. We have strong board members so a superintendent can be pushed and prodded back and forth one way or the other, and it's kind of frustrating.

Evidence of these deficiencies was reported by school board presidents as lack of visibility in the community as one school board president observed the superintendent:

Stayed in his office all the time never got out of his office. They couldn't recognize the superintendent, and this is a big part of building credibility. If they don't know the superintendent, then they didn't believe the superintendent. You know, we deal with controversial issues all time and it's up to the superintendent who is the face of the district.

School board presidents reported that a symptom that they have observed in situations of poor (board member) leadership was discontent. –There was a lot of friction between a couple of the board members. Each had their own agenda. Three board members tried to steady things, and the superintendent tried to keep these three together. The other two went out and tried to rile up the community.” Another school board president remarked that the board has –been a very fractured. There's been a lot of division and a few little people who like to stoke the fire. Local paper that likes to twist things to see what can happen.”

An interesting phenomenon was reported by school board presidents and superintendents in districts where strife among board members existed. In each of these four school districts, the board members who were causing the chaos were not re-elected to their seats. One school board president remarked:

There's an underground in the community that is trying to get more involved, and they are clarifying it (the issues with these board members) to the paper and got the information out to the people. Spanish speakers went out into the community to make sure that they knew what was going on.

Another superintendent reported that the impact of these board members truly hindered the forward progress of the school district.

We had two very evil board members that just got voted out in November, and I have two new board members. And, those other two who were such bullies, that the other three would give into them. And that was very sad for certain things. There was a community uprising to the point that five individuals ran against these two.

The school president of this same district reported that the intention of these board members was not to focus on student achievement, but on “who is in charge, and who has the power”.

Discussion of Specific Misalignment within the McCarty-Ramsey Model

During the interviews, results from the survey revealing the community power structure type, school board type and superintendent leadership style was shared with the superintendents and school board presidents. They were each asked if they felt that these results were correct, and how would the misalignment with the McCarty-Ramsey model be explained by them. The most frequent combination – a dominant community power structure, status congruent board and professional advisor superintendent was explained by one school board president as “well, we are a well-established community with a large population of older folks who are very involved in the community.” Another school board president responded that “these are the people who do everything. They are on all of the boards and community committees and volunteer for everything.” Additionally, several school districts involved in this research were composed of students from more than one community. The school board members were elected to represent their own individual community through an election where voting was “at large”. This design, according to these district representatives, set up a relationship within the school board that was challenging. “We have seven board members each representing a different part of the community. And, when votes would come

up for projects geographically located within Community X, other board members would vote against it. This was to let them know that we're in charge and you're not." Another superintendent spoke about the impact of having four collaborating districts feeding into their "high school district" and leadership considerations made to work with a dominant community power structure.

So there is probably a cadre of a hundred people, in this community who are powerbrokers. It is not your job to please them, but to convince them that you are worthy as an individual, and that your goals for the organization are worthy. I think that communication is important; if we don't have some kind of regular communication, with that hundred or more person group, they can bring the organization down. So you always have to keep your eye on them. What you have to do is tell them why we do what we do, and what the purpose is. How often we do something (like assessments) and what the results are. What sort of change does that make, in terms of improving student achievement? I would say that in some districts, some of the most powerful dealmakers, influencers are on your school board. In my community, they feel like they have more power by not being on school board or being an elected official. You probably do because they can speak out more often. They are the behind the scenes players.

In districts exhibiting factional communities, superintendent leadership was revealed in all cases, except one, as professional advisor or professional advisor/decision maker. One superintendent spoke about what was going on, and how he was able to work around these conditions.

In my last district there was conflict (between school board members) on the personal level, there were many times that at least three of the board members were not paying attention to where we were going, they were more interested in political bidding. In those instances, I simply built the agenda in such a way to where everything was in consent. And since they weren't paying much attention we got the mission done. I think if it would have been discussion items, we would have opened it up more for these three to disagree with each other even though they wouldn't have known very much about why they were disagreeing. It was on such a personal level. So one of the things I did early on was re-crafted the agenda, I took a lot of discussion out and put a lot of consent in. I took a bigger leadership role, which I'm not very comfortable with but I was given a mission with this school district to improve performance and the only way that would have happened is if we got things done every two weeks and I don't think these folks would have been able to do that.

Responses of the School Board to District Initiatives

School board presidents and superintendents were asked what evidence existed to demonstrate school board support for the district initiatives. All of the responses were coded and key words were used to identify trends. Utilizing the areas of superintendent responsibility outlined in the research by Waters and Marzano (2006), their responses are outlined in Table 4.26.

Table 4.26

Summary of Responses of Identified School Board Actions that Support Student Achievement

Area of Responsibility	School Board President Response
Collaborative Goal Setting	<p>*(The Board) needs to make sure that everyone understands the goals of the district and devise strategies to achieve them. In our district, each school is different, so little bit different strategies for each. And keep going out and encouraging and fine tuning and things like that.</p> <p>*Prudent to work with board president to create agenda and priorities, but also to seek out advice of all board members to make sure there's a consensus.</p> <p>*Our district has been able to agree on the goals. We agree on our long term goals and are working in that direction. (We've had) little turn over (of board members) in the past three years, only one person has changed.</p>
Non-negotiable Goals for Achievement and Instruction	<p>*Well, we took a lot of phone calls from people, teachers who were just angry about it. And we just backed her up. This is just the way it is and we have to do it, and we all know we have to do it. And this is just the way it is going to be, we understand your frustration but it has to be done.</p> <p>*The biggest impact is how we have gotten the site administrators on board with the philosophy of the district in the direction of the superintendent. All on the same page.</p> <p>*Support the implementation of the district goals. Help the principals to make sure that the programs are successful. Make sure that their programs are lined up with the goals of the district.</p>
Use of Resources to Support Goals for Achievement and Instruction	<p>*(The relationship and support by the board) was already strong, because they see scores continue to rise, we've always been one or two in the county, and now we're at the top of the county. So success breeds trust. So the board is willing. So when we implement the non-negotiables, or an intervention program. They still ask questions, and want to know more about it, but they trust the professional staff.</p> <p>* The superintendent and the staff keeps the board very well informed of the financial ramifications. The board did a lot of extensive questioning, evaluation, trying to reduce things with as little impact on students as possible. Unfortunately that's not always doable. Basically, the board would look at what are the ramifications – what is the financial up side, down side? Can the program be deferred? Is there something that we can use to substitute it? Is this a program that we are covering with other means? Is this a program that is nice to have, but it's really kinds of superfluous. In light of the finance, but we are covering it. At all times the total education is not impacted. And, yes, sometimes it is a particular program such as not having as many aides, if the program is still strong, the curriculum is being implemented, and then we have to act in the right way. So, we have to be very well informed in making the conscious decisions weighing all the factors.</p> <p>*Well they do it politically by supporting, we went to direct instruction, a couple of years ago we are a program improvement district. We decided that we were going to training every single teacher. And we were going to pay them if they came in during the summer. Or during holidays. If not we would take them out of the classroom to ensure that they receive training</p> <p>*Gained a lot of trust by the board. Trust and confidence that we needed to take the changes to take our district in the direction that he's been asking him to do. So we had to allow him to hire people, silencing you could say, because he's worked with them in the past and he understands their style and they understand him. We allowed him to do that and surely enough it worked! Remained solvent as a school,</p>

(table continues)

Table 4.26(continued)

<p>Board Alignment and Support of District Goals</p>	<p>extremely solvent, he created the academies, the stem at (names school), continued to support the (names school) art school. All that was his inception and then bringing in, looking at some outside administration. It's nice to harvest your own (administrators) but he balanced it</p> <p>*We support his efforts and the advice from him and his cabinet. Then we work together to support programs that assist student performance.</p> <p>*Well, we took a lot of phone calls from people, teachers who were just angry about it. And we just backed her up. This is just the way it is and we have to do it, and we all know we have to do it. And this is just the way it is going to be, we understand your frustration but it has to be done.</p> <p>*Listening to the direction that they want to go, and supporting with our votes. We go out on school visits throughout the year and go to the CSBA conference. We cut our stipends and district insurance in order to put money into district coffer instead of going to the CSBA conference.</p> <p>*In the last couple of years we have spent a lot of money on this. We've had grants that have covered it. Of course, now with the budget, there isn't much training at all. A little bit now and then. Especially if we can find money for special projects. But, keeping teachers trained and up to date is important to us, but with the present budget problems next year, we are facing a 7 – 7.5 million dollar deficit that we are going to have to find some way to close it and that's a worry for everybody.</p>
<p>Monitoring and Evaluating Goals for Achievement and Instruction</p>	<ul style="list-style-type: none"> ○ *One thing he did was he evaluated principals, then he moved principals and he did that, and some of them were painful and had some resistance but he did it because he saw their performance wasn't working. Leadership wasn't, they were managing but they weren't leading. Managing not for student performance just managing to manage, and I think that he saw that as it was internalized at the site, and made some painful choices for some people that needed to get out. A couple of times he came to my office and talked about certain people he wanted to promote and demote. That worked out very well and I (and the board) appreciated and supported that. ○ *Support the implementation of the district goals. Help the principals to make sure that the programs are successful. Make sure that their programs are lined up with the goals of the district. ○ *Show case successes of the sites and this is motivational to others. We believe that the "hometown" feel is critical. We have several communities within our district and we want to be sure to include them all. ○ * The board is fairly cohesive, we have the same goals, we don't have individual agendas, well they have small agendas, but not to the extent that they dominate. The financial climate has caused the board to pick up its inquisitiveness. We want much more detail now, in the past, we might have just approved expenditures. Now we want more details, which we get, such as a spreadsheet, know what other districts are doing, get more details. We are getting this also from sites. The change has been a little difficult for administrators at the site level. They sometimes confuse accountability with trust. It isn't that we don't trust what you're saying. We have a duty to the community to explore even further. What you see as black and white we may see as grey. Sometimes, you may see as something that finance wasn't achievable, but we may say that it is. We are more risk takers, we look at it from a different way, evaluate the different risks. In the past, people played it close to the chest, maybe that's not the way to go, maybe we have to take more risks, have to step on more toes, so to speak, for some it's been a little bit difficult. Like the old saying goes, it's nothing personal, it's just business. That is one of the shortcomings of education is you do have a group of people who do not have to worry about the bottom line. What you are seeing now is that the board knows that their shareholders are the voters, the tax payers, and what is the return on my dollar. If I'm a taxpayer, we only think of parents, but parents only make a small contribution, less than 50 % of the residents of our community. The rest are still paying taxes and they want to know, hey, what am I getting for my buck going here? Why are the teachers out front protesting and not in class, getting paid? It's all these questions that come up and now, we don't have the luxury to just nod our heads. Now we have to have more details. I'm not trying to be rude, I'm sorry, I just need more details.

Summary of Interview Data

This section presented the data from the interviews with district superintendents and school board presidents. Questions addressed in the interviews and in the data presentation served to support the research question.

Interview data collected from superintendents and school board presidents revealed that each group believed key competencies for successful superintendents include communication skills; honesty, integrity and building trust; visioning; goal setting and working to keep a focus on achievement; and appropriate leadership strategies were important. Specifically revealed in the interviews was the importance of listening as a communication skill and building relationships with diverse people.

Superintendents and school board members were asked to share specific leadership strategies utilized by the district superintendent, as well as any programs, they believe made the greatest impact on student performance. These responses were evaluated against the work of Waters and Marzano to determine alignment against the research. All of the six areas outlined by Waters and Marzano were evident in the responses by both groups. Specifically, strong in the districts interviewed were monitoring goals for achievement, collaborative goal setting and non-negotiable goals for achievement and instruction.

Evidence of support for initiatives by school board members was presented, revealing a variety of different ways that board members show support. Specifically mentioned was their role in supporting the district's vision and goals as one voice, aligning resources to support academic programs, making sacrifices, and taking the hard road when approached with complaints about accountability.

This chapter includes a discussion of the results from the survey, specifically differences in the community power structure, the paired school board type, and superintendent leadership style. Their comments indicated that the superintendent's leadership was a key to influencing the impact of this misalignment on the work of the district. Appendix F displays the key actions, as outlined in the work of Waters and Marzano (2006), reportedly implemented by each of the interviewed school districts.

CHAPTER V

DISCUSSION, IMPLICATIONS AND RECOMMENDATIONS

Curricular and instructional issues have been the focus of school district superintendents since the role was established in the mid-1800s. Until most recently, the focus of the superintendent was on management of district resources including budgets, staff, building, and on the students. During the pre No Child Left Behind (NCLB) era, superintendents were respected in the community for their business acumen and moral courage as custodians of the nation's future (Houston, 2007). Things are different today. To do the work they need to understand they are in the people business, and the key to their success is building solid, productive relationships with every stakeholder in the school district (Houston, 2007). In addition to stakeholders, the superintendent also needs to develop a working relationship with each school board member and with the entire board as a whole.

At the center of each district is the governing board. This board represents the will of the community and serves to insure that the district's vision and goals are aligned to serve the community's goals. Many critics perceive school boards, as currently structured and operating, to be incapable of producing sufficient academic achievement to ensure the United States' continued economic preeminence (Land, 2002). Despite this, communities continue to value and support school boards who provide the crucial link between public values and professional expertise (Resnick, 1999). The accountability movement stretches back to the 1970s with the work of Edmonds who outlined the characteristics of effective schools. Specific superintendent leadership responsibilities associated with raising student achievement include collaborative goal setting, establishing non-negotiable goals for achievement and instruction, alignment and support

of board goals, resource allocation to support achievement and instructional goals, monitoring progress and building defined autonomy with the district's schools (Waters & Marzano, 2005).

In this time of reform changes by school board members tend to be only superficial and short-lived if they are incompatible with the community power structure (Cistone, 1975). In some communities, attempts to restructure under the current system of elected boards of education will most likely result in incumbent defeat in the next election (Ziegler, Jennings & Peak, 1974).

This research is based on the interaction among community power structures, school boards and superintendents in research conducted by McCarty and Ramsey (1971). Subsequent research supports a correlation of characteristics between the different community power structures, school board types and superintendent leadership styles. The researcher reveals that the four community power structures—dominated, factional, pluralistic and inert—have corresponding school board types—dominated, factional, status congruent and sanctioning—reflected by this power structure, and each of these school board types is associated with a specific superintendent leadership style—functionary, political strategist, professional advisor and decision maker.

This study examined the four community power structures, the four school board types and the four superintendent leadership styles and the impact of these on the achievement in districts where the model is not aligned. Interviews were conducted to identify specific strategies utilized by the leadership to promote student achievement where there was incompatibility with this framework. This study also sought to determine what superintendent leadership type, in a misaligned system, produced the greatest gains in student achievement. The progress to measure student achievement growth is the California Academic Performance Indicator (API). This refers

to the accountability goals of schools in California in areas of mathematics, language arts, social studies and science. Student performance is rated on a five point scale: Far below basic, below basic, basic, proficient and advanced. A formula is used to calculate movement across quintiles. More points are earned for movement from far below basic to basic than for proficient to advanced. Points are lost for slippage. The API scores range from 200 – 800. Schools are rated on API goals for both school-wide achievement and significant subgroups (California Department of Education, 2009).

Discussion

Research Question 1

What type of superintendent leadership most frequently is associated with promoting healthy student achievement in districts where the school board type and superintendent leadership style lack alignment with regards to the McCarty Ramsey model?

While all four types of superintendent leadership style were revealed in the survey, analysis and correlation of the leadership strategies along with the API growth revealed that while a flexible superintendent leadership style was important for job security, the leadership style most frequently associated with promoting healthy student achievement was the professional advisor-decision maker. This reveals that the superintendents in these situations utilized leadership strategies that allowed them to continue the work of the district when board behaviors and relationships among the board members or with the community power structures distracted the key work of the school district.

Research Question 2

What factors promote student achievement in districts showing incompatible community power structures, superintendent leadership and school board type?

The data from interviews suggest that several key factors are in place in high performing districts where the model is misaligned. Examples of misalignment with the McCarty-Ramsey theoretical model might be a dominant community power structure with a status congruent school board type and a professional advisor superintendent, or an inert community power structure with a dominant board and a superintendent whose style is most like a professional advisor. Keep in mind that the misalignment occurs for various reasons, including community demographics, age of the community, or it may be because a school district may include representation from several diverse communities. In the case of this research, these appeared to have minimal impact on the school district's student achievement.

Some of the common threads identified in the school districts who participated in this study fall into alignment with the research of Waters and Marzano (2007). While a number of initiatives were utilized by the different districts, deeper analysis of each school district revealed that 4 of the 12 school districts had two strategies in common – non-negotiable district wide expectations for instruction – specific instructional strategies to be utilized in each and every classroom across the district, and regularly scheduled monitoring of the implementation and impact of these strategies. Specifically, the superintendent in each of these four school districts revealed that they participate frequently on teams whose purpose is the monitoring instructional practices.

A deeper analysis of the initiatives implemented in each district revealed that strategies implemented were also related to the API level of the district. For instance in District 5, the

district API was at 664 in 2007 and grew to 734 by 2010. The strategies utilized in this district were focused around implementation of a standards based curriculum, development of a common vision, and monitoring and data analysis. Another district, District 14, had an API score of 815 in 2007 and grew to 872 by 2010. This district's focus was on specific high impact instructional strategies, monitoring for implementation and impact, and targeted intervention. This trend was revealed in the districts studied. Districts with lower API scores focused on implementation of a standards-based curriculum and districts with higher API scores focused on high impact instructional strategies and targeted intervention. An additional analysis of each district's API and socio-economic status revealed the following:

- The district's median income appears to have little impact upon the number of API growth points over the three-year period. District 3 and District 5 both showed a 70 point gain. Both of these districts had a starting API score below 700. Additionally, the median income of each district was 15–25% below the county median of \$56,466.
- In contrast, District 14 showed 57 point growth over the same time period. This district's starting API was over 800, and the district's median income is 150% over the county median income. District 4 and District 6 also ranked among the top three in terms of median income levels of between 120-140%. Each of these districts had starting API scores in the low 800s.
- A conclusion that can be made regarding median income levels and API growth may be that those districts with the highest median income had the highest starting API scores. These districts showed growth that was equivalent to growth seen by districts with lower median income levels. In addition, the data indicates that median income has no impact on API growth.

Implications

The intent of this research was not to suggest that compatible relationships among community power structures, school board types and superintendent leadership create high levels of student achievement. Many more factors are involved in creating conditions that promote

student achievement. In this research, specific superintendent leadership types and key strategies revealed support prior research by Waters and Marzano (2005) that indicates a positive correlation (.24) between district leadership and student achievement.

Superintendents

Deep district reform requires superintendents who understand the direction in which the district needs to go and those who are strategic about how to get there. As superintendents pursue the depth of change they must build a coalition of leaders. The challenge for district leaders is not merely to become skillful in the change process as such. The challenge facing superintendents is to become expert in the improvement process – a challenge they can only meet if they can sustain a collective focus on a few issues that matter over an extended period of time (DuFour, Eaker, & DuFour, 2008). Change becomes the glue that holds an organization together only when it is firmly deep-seated in the school or organization's culture, as part of "the way we do business around here." As Kotter (1996) concludes, "Until new behaviors are rooted in social norms and shared values, they are always subject to degradation as soon as the pressures associated with a change effort are removed". (p 14)

The successful tenure of a superintendent is largely related to the relationships that are established with each individual board member, and with the board as a whole. In the current high stakes educational environment, superintendents cannot expect that school boards will blindly accept recommendations by the superintendent and the cabinet. Effective superintendents, those who have invested in working with the board, understand the needs of each board member and can effectively manage these relationships to avoid undue scrutiny when presenting initiatives for the board's approval. In building these relationships, superintendents

who utilize flexibility in their leadership style are able to manage both the needs and personalities of each individual board member and also create working environments that allow for results oriented outcomes from the board meetings.

Superintendents interviewed in this study consistently reported strategies aligned with key findings by current researchers (Waters & Marzano, 2005; Fullan, 2002; Murphy & Hallinger, 1986). This information supports a requirement that superintendents understand specific systems that create and support environments that foster high levels of performance. Instructional leadership, the understanding of high impact instructional strategies, along with training, support and monitoring for implementation appeared to be key strategies for those superintendents in districts showing the greatest student performance gains.

To be successful, administrators seeking superintendent positions should learn as much as they can about the school board and community in order to assess the community power structure and board type. This information will prove to be critical for determining if they are a fit for a district. Additionally, in the situation where incumbent board members choose not to seek re-election or when defeated in an election, the ability of a superintendent to analyze the factors contributing to these results, and to identify ways to work with newly elected board members, is critical to their tenure.

School Boards

The data in this study revealed that, in the districts surveyed, an overall consistent alignment among the perceptions of the existing community power structures, board types and superintendent leadership style by the superintendent and school board president existed. Differences in the perceptions between the superintendent and school board president may exist

because of their lens or perspective, time as a board member, or their relationship with each other. This study suggests that school boards should become aware of their behaviors and the impact of their behaviors upon student performance.

The interviews with the selected district overall were consistent with the research. Respondents reported that their responsibility was to the community and the work with the superintendent as a team was the key to this success. While Hess (2002) reported in his research that budget issues were the number one concern of school boards and student achievement the second most important, these issues seemed to be equally critical to the school board presidents interviewed. Understanding that budgetary issues are critical, school board presidents mentioned that when making decisions regarding budget priorities that their focus was on maintaining high quality instruction in the classroom. Whether this came about as funding time for teacher collaboration time, professional coaching for administrators and teachers, updating textbook adoptions or providing intervention time outside the day for students, the focus was on student achievement. This focus, coupled with accountability for results, was mentioned as a means for the board to evaluate if these programs met with the vision and goals of the district (Gemberling, et al., 2000; IASB, 2000; Land, 2002, Smoley, 1999).

Remarks by school board presidents supported the conditions outlined in the Lighthouse Inquiry (IASB, 2000). This research identified seven conditions established by school boards to support school renewal including “emphasis on building a human organizational system, ability to create and sustain initiatives, supportive workplace for staff, staff development, support for school sites through data and information, community involvement and integrated leadership” (IASB, 2000). The differences identified in these seven conditions among the high and low performing districts generated a framework to categorize districts as moving or stuck. This

research supports the findings of characteristics of moving districts. The expectation for excellence and continuous improvement, understanding of and focus on continuous improvement was reported as embedded in the culture of the high performing schools district by both the school board president and superintendent. Additionally, the link of the actions of the board as they directly impact the school and classroom was reported by both parties. Examples of the actions of rogue board members and their impact on the board's performance was reported in the interviews. Due to the timing of this study, election results were discussed by several school presidents. An unexpected finding was that several districts reported they had had rogue members were not reelected to their seats as a part of a community effort.

It is ultimately the responsibility of the school board to insure the success of a school district. Included in this responsibility is the hiring of a leader with whom they that are capable of working together to further the goals of the organization. In the Lighthouse studies (2000), by the Iowa State School Boards Association, healthy and positive working relationships between the board and district leadership is pertinent to insuring progress towards district improvement. School board training, to help build effective working relationships including consensus building, protocols for meetings and understanding the business of education is necessary. By building a strong partnership, agreeing to district goals and maintain a focus; school boards can better affect positive district results. These skills do not come naturally to most political groups. So engaging outside resources to assist boards to develop these skills is crucial.

Recommendations for Further Research

Further research in this field could include continued analysis of the districts, specifically, the highest performing districts, to determine what impact their current work has on student

performance. This study could focus on the “fine details” related to relationships and leadership strategies both at the district and site levels that exist in districts with API scores at the top of the API range.

Another area to investigate related to this study is to review misaligned districts with newly hired superintendents who have shown remarkable progress in the first three years of their tenure. This research could reveal whole system reform within the organization including how the district is able to build a focus on improving student performance, and who is responsible.

An additional study of superintendent leadership style adjustments in response to changes in the board membership after elections, would be another area to expand this research. Specifically, interesting would be an investigation on the underlying factors that contribute to the specific changes in the alignment of the board type and the superintendent’s ability to flex leadership style including superintendent behaviors and tenure of the superintendent.

Finally, continuation of this work with misaligned districts that show improvement in student performance would be informative. The research might include investigation of meeting agenda minutes and other documents to reveal patterns related to issues devoted to student achievement.

Final Comments

In *Change Forces: Probing the Depths of Educational Reform*, Michael Fullan (1993) focused on the expansive process of change and leadership for change. He argues that educational leaders striving for reform “are fighting a battle that is not winnable given that the system has a propensity to continually seek change but is inherently averse to it.” Although Fullan (2002) offers no simple solution to this dilemma, he suggests viewing problems as

opportunities, realizing that change cannot be mandated, ensuring that individualism and collective efficacy have equal power, and designing schools to be learning communities. An important hat that has emerged is that of superintendent as teacher, learner, and collaborator focused on student achievement.

This study revealed some important factors that superintendents should consider as they build their team of community representatives, co-administrators, staff and students to work towards improving the student achievement of the school district. The focus of effective superintendents as goal-oriented leaders with an unwavering expectation for excellence, someone who is capable of communicating the vision and goals of the district, and has a razor sharp focus and commitment to classroom instruction was confirmed by this research. Despite any misalignment within the McCarty Ramsey model, superintendents with the right focus can successfully create the circumstances where student performance gains are significant and can be sustained over time.

APPENDIX A

SURVEY COVER LETTER AND INFORMED CONSENT FORM

Dear Colleague,

I am a doctoral student at the University of North Texas located in Denton, Texas and a school district administrator in the [REDACTED] School District. I am asking for your help in conducting a survey as part of my dissertation study.

As an administrator and hopefully future superintendent in California, I am interested in information concerning superintendent/school board relations and the impact these have on student achievement. The purpose of this research study is to examine the relationships between community power structures, school board types and superintendent leadership styles with an emphasis on districts who are showing positive student performance growth. Through this study, I hope to provide superintendents and school board members with information that assist them to focus on promoting positive student performance growth when community power structures, board type or superintendent leadership styles are incompatible.

A survey located at the link below will provide data that will assist in the analysis of these relationships. Following the analysis of the survey results, some participants may be selected for a follow up interview. Responses from Superintendents and their district's Board of Education President will be paired. Districts that have shown two consecutive years of improved student performance as measured by the district's API will define the pool of districts who may be asked to participate in the second stage of this study. The chance that you may be selected for an interview depends upon the number of paired respondents in the first stage of this study, and is expected to be five school districts in each of the two counties participating in this study. Compensation of a \$10 gift card will be offered to those who complete the interview.

This survey is being sent to all superintendents and school board presidents in [REDACTED] and [REDACTED] county. Identification numbers have been provided only to assist in pairing the responses (superintendent and school board president from the same district). There is no other method of identifying the individual or school district. All responses are anonymous.

Your participation in this survey is voluntary and if you choose not to participate, there is not penalty. Your decision will be respected.

If you prefer to print out the survey, a PDF file has been attached for your convenience. After filling this out, you may fax it to [REDACTED].

I know how busy you are each day and this survey should only take a few minutes to complete. Before starting the survey, you will be asked to verify your consent for participation by entering your typed name and assigned participant number after reading the *Consent for Participation*. After which, you will begin the survey. All responses will be held in confidence. I truly appreciate your help with this research.

If you have any questions regarding the survey or the study, you may contact me at [REDACTED] or by email at [REDACTED]. You may also contact my doctoral chair, Dr. Jane B. Huffman at [REDACTED] or by email at [REDACTED].

Sincerely,

Stella M. Kemp, Doctoral Student

Survey Link:
Participant ID:

University of North Texas Institutional Review Board
Informed Consent Form

Before agreeing to participate in this research study, it is important that you read and understand the following explanation of the purpose, benefits and risks of the study and how it will be conducted.

Title of Study: School Governance and Student Achievement: Revealing Factors Beyond the McCarty-Ramsey Model

Principal Investigator: Jane B. Huffman, University of North Texas (UNT) Department of Teacher Education and Administration; Key Personnel: Stella M. Kemp, Doctoral Candidate, College of Education.

Purpose of the Study: You are being asked to participate in a research study which involves the analysis of the impact of superintendent/school board and superintendent/community power structure upon student achievement in districts showing student performance gains.

Study Procedures: You will be asked to complete a survey that will take 20 minutes of your time. You may also be selected for a follow-up interview that may be conducted over the phone or in person and should last for approximately 30 minutes.

Foreseeable Risks: No foreseeable risks are involved in this study.

Benefits to the Subjects or Others: We expect the project to benefit you and the educational community by providing important information for school districts type needing to improve student achievement.

Compensation for Participants: Following the analysis of the survey results, some participants may be selected for a follow up interview. Responses from Superintendents and their district's Board of Education President will be paired. Districts that have shown two consecutive years of improved student performance as measured by the district's API will define the pool of districts who may be asked to participate in the second stage of this study. The chance that you may be selected for an interview depends upon the number of paired respondents in the first stage of this study, and is expected to be five school districts in each of the two counties participating in this study.

Compensation of a \$10 Starbucks or Barnes and Noble gift card will be offered to those who complete the interview.

Procedures for Maintaining Confidentiality of Research Records:

Though the participants in the first phase of the study will be provided with an identification number, these will be used only the pair - match the responses. To maintain confidentiality and anonymity for districts that are selected for the interviews, data collected will be coded and secured. Recordings will be transcribed, codified and analyzed and then the recordings will be destroyed. Additionally, the identity of the interviewees will be paired with the

original identification number from the survey data. Records of these key numbers will be secured to insure beneficence. The confidentiality of your individual information will be maintained in any publications or presentations regarding this study.

Questions about the Study: If you have any questions about the study, you may contact Dr. Jane Huffman, Principal Investigator, University of North Texas, College of Education, Department of Teacher Education and Administration at telephone number [REDACTED].

Review for the Protection of Participants: This research study has been reviewed and approved by the UNT Institutional Review Board (IRB). The UNT IRB can be contacted at (940) 565-3940 with any questions regarding the rights of research subjects.

Research Participants' Rights:

Your signature below indicates that you have read or have had read to you all of the above and that you confirm all of the following:

Stella Kemp has explained the study to you and answered all of your questions. You have been told the possible benefits and the potential risks and/or discomforts of the study.

You understand that you do not have to take part in this study, and your refusal to participate or your decision to withdraw will involve no penalty or loss of rights or benefits. The study personnel may choose to stop your participation at any time.

You understand why the study is being conducted and how it will be performed.

You understand your rights as a research participant and you voluntarily consent to participate in this study.

You have been told you will receive a copy of this form.

Typed Name or Signature of Participant

Date

For the Principal Investigator or Designee:

I certify that I have reviewed the contents of this form with the subject signing above. I have explained the possible benefits and the potential risks and/or discomforts of the study. It is my opinion that the participant understood the explanation.

Stella M. Kemp
Signature of Principal Investigator or Designee

October 20, 2010
Date

APPENDIX B
SUPERINTENDENT SURVEY INSTRUMENT

UNIQUE IDENTIFICATION NUMBER INCLUDED IN YOUR COVER LETTER PLEASE TYPE OR WRITE IN BELOW

Survey Instrument One: The Superintendent

This survey has statements which describe your school board, your community and you as a superintendent. Reflect on each and think of what is customary and usual and not what is occasional or unique.

Please respond to the following statements. Rank order the possible responses by assigning “-4” to the situation that best fit or is most common in your community, school board, or your own leadership style. Assign a “-2” to the second most common, a “-3” to the next most common, and a “-4” to the response that is least like your community, school board, or your own leadership style. The following is an example:

When there is a school budget crisis or problem, the most public and vocal groups are the following:

- 2 Parents and professional staff
- 3 Business and farm leaders
- 4 Interest groups or political parties

No public or vocal concern; the problem is left to the school board

Community Behaviors

1. When critical issues develop in my school community, they are
 - discussed and decided openly.
 - subjected to controversy by competing community groups.
 - resolved by one person or group of people.
 - not discussed.

2. My community can best be described as socioeconomically
 - homogeneous.
 - heterogeneous.
 - changing.

3. Power and influence in my community tends to be
 - divided relatively and equally.
 - divided between two or more factions.
 - concentrated unequally in one or two individuals or small groups.
 - difficult or impossible to identify.

4. The following behaviors tend to best describe my community when general elections are conducted
- candidates surface from a single community-wide leadership group.
 - candidates surface from competing groups.
 - it is difficult to find candidates.
 - candidates tend to represent specific issues across the community
5. When general elections are conducted in my community, the results tend to be
- predictable.
 - unpredictable.
6. Which of the following best describes public concern for issues in my community?
- The same individuals and groups(s) tend to get involved in all issues.
 - There tends not to be much interest or involvement in all issues.
 - Groups of individuals involved with educational issues generally are not involved in other community issues.
 - Groups mobilized or disappear based on specific issues.
7. Leadership in my community tends to be
- centered on one or two individuals.
 - divided among the leaders of different groups.
 - shared by a number of individuals
 - delegated to administrators.
8. People who use power or influence in my community can be described as
- persons with financial resources
 - persons linked by long-standing friendships and social relationships.
 - persons who hold elected office or appointed position.
 - there is little evidence of people using power or influence.
9. Elections in my community tend to be
- uncontested with organized support for the candidate.
 - contested with no apparent organized support or opposition for the candidate.
 - contested with organized support and opposition for the candidate.
 - uncontested with no apparent organized support for the candidate.

School Board Behaviors:

10. School board members in my school district tend to represent

- a specific group and its interests
- broad community interests

11. Board membership tends to be

- unstable over time with unpredictable change of members.
- stable over time with predictable changes of members.

12. Power and influence on my school board tends to be

- divided equally among all board members.
- divided equally between two or more factions.
- concentrated unequally in one to two board members.
- difficult or impossible to identify.

13. Votes on significant or critical issues tend to be (adjust for different size boards)

- 3-2 with the same people tending to vote in the minority.
- 4-1 with the same people tending to vote in the minority.
- 4-1 with different people tending to vote in the minority.
- 4-1 or 3-2 but different members will be voting in the minority.

14. When significant issues face my school board, members tend to rely on

- information and data.
- the opinion of influential school board or community member(s).
- the superintendent's recommendations.
- the opinion of the community groups they represent.

15. The resolution of conflict over issues by the school board can best be described as the school board:

- Going along with the "conventional wisdom" of community decision-makers.
- Acting as a "corporate board of directors".
- Exposing the conflict to a "marketplace of competing interests and ideas".
- Relying on the "superintendent as a decision-maker".

16. The following best describes my school board at election time:

- It is difficult to find candidates.
- Candidates are supported by two or more general interest groups.
- Candidates are supported by educational interest groups.
- Candidates surface from the general community.

17. My school board's relationship with the community can best be described as

- adversarial with community interests.
- supportive of the community interests.
- indifferent to the community interests.
- complaint with community interests.

18. The school board uses research-based information and data about schools to

- sort rationally through alternative proposals.
- support only the prevailing policies.
- fuel the differences between competing factors.
- support only the superintendent's recommendations.

Superintendent Behaviors:

19. When the school board is making a decision on a critical issues, I tend to

- provide information and recommendations.
- make the decisions
- analyze board factions to shape recommendations
- meet with the board leader(s) for advice.

20. When the school board is making a decision on a critical issued, I tend to

- use citizen committees to resolve conflict.
- encourage discussion among the board.
- make a recommendation for action.
- consult with the board leader(s).

21. When school board agendas are developed, I tend to

- seek advice from the school board leaders.
- develop the school board agenda alone.
- balance the interest of different board factions.
- use professional staff and school board suggestions.

22. When a decision on a significant issue has to be made without a meeting of the school board, I tend to

- make the decision and inform the board.
- consult with informal board leader(s).
- consult with all factions on the school board.
- seek expert advice before making the decision.

23. Prior to board elections when people may be nominated or think about running for school board, I tend to

- let community leader(s) solicit nominees.
- encourage all qualified people to run
- keep out of school politics.
- recruit specific individuals to run for the board.

24. My feeling and experience about working with the school board can best be described as a

- leadership experience.
- social experience.
- political experience.
- management experience.

25. If my school board had one expectation of me as a superintendent, it would be that I had

- conflict resolution and community relations skills.
- effective interpersonal and social skills
- professional and leadership skills.
- administrative and operational skills.

26. If I lose my job as superintendent, it would probably be because

- the board has lost confidence in me as a professional educator.
- a few board or community leaders decided to terminate my contract.
- a new faction became the majority on the board.
- I ran afoul of some unforeseen community norms, beliefs or values.

27. When I have job-related stress as a superintendent the stress was probably caused by

- my differences between board and community leaders.
- conflict between two or more board factions.
- school board rejection of my recommendations.
- little board and community interest in education.

Demographic and other information

28. Have you considered leaving your current job as superintendent of schools as a result of economic, social, and political changes that have taken place in the past three years?

- Yes
- No

Due to

- Economic
- Social
- Political

29. What is your age

- 30 – 35
- 36 – 39
- 40 – 45
- 46 – 49
- 50 – 55
- 56 – 59
- 60 – 65
- 66+

30. What is your gender?

- Male
- Female

31. What is the highest degree you have attained?

- Bachelors
 - Masters
 - Doctorate
- Field of study -

32. What is the average number of terms of tenure for school board members in your district?

- 1 term
- 2 terms
- 3 terms
- 4 terms
- 5 terms
- 6 or more terms

33. How many years have you served as superintendent in your current school district? (If less than one, select 1.)

- 1 year
- 2 years
- 3 years
- 4 years
- 5 years
- 6 years
- 7 years
- 8 years
- 9 years
- 10 years
- 11+ years

34. How many years have you served as superintendent of schools including your current school district? (If less than one, select 1.)

- 1 year
- 2 years
- 3 years
- 4 years
- 5 years
- 6 years
- 7 years
- 8 years
- 9 years
- 10 years
- 11+ years

35. How many innovative programs have been initiated in your school district over the past five years? _____

From the list below, please select the category that applies to your district's innovations:

- Curriculum alignment
- Data analysis systems
- Professional development
- Visioning
- School Board training
- Communication

36. Do you believe that your district is experiencing improved student achievement that is yet to be revealed in the STAR reports?

- Yes
- No, all of the innovations are showing results in our STAR reports.

37. Please add additional comments, information or insights about superintendent-Board, Board-community, or community-superintendent relationships that the questionnaire did not all allow you to express.

Thank you for your assistance with my research project. The data provided will be analyzed and paired with the responses from your district's superintendent.

Ten school districts (five from [REDACTED] and five from [REDACTED] county) will be asked to participate in a follow up interview.

If you are asked to interview, would you be willing to participate in a phone interview?

- Yes Please list a contact number _____ and best time to call _____.
- No

APPENDIX C

SCHOOL BOARD PRESIDENT SURVEY INSTRUMENT

UNIQUE IDENTIFICATION NUMBER
INCLUDED IN YOUR COVER LETTER PLEASE TYPE

Board President Survey Instrument

This survey has statements which describe your school board, your community and you as a superintendent. Reflect on each and think of what is customary and usual and not what is occasional or unique.

Please respond to the following statements. Rank order the possible responses by assigning “+1” to the situation that best fit or is most common in your community, school board, or your superintendent’s leadership style. Assign a “-2” to the second most common, a “-3” to the next most common, and a “-4” to the response that is least like your community, school board, or your superintendent’s leadership style. The following is an example:

When there is a school budget crisis or problem, the most public and vocal groups are the following:

- 2 Parents and professional staff
- 3 Business and farm leaders
- 4 Interest groups or political parties
- 1 No public or vocal concern; the problem is left to the school board

Community Behaviors

1. When critical issues develop in my school community, they are
 - discussed and decided openly
 - subjected to controversy by competing community groups
 - resolved by one person or group of people
 - not discussed

2. My community can best be described as socioeconomically
 - homogeneous
 - heterogeneous
 - changing

3. Power and influence in my community tends to be
 - divided relatively and equally
 - divided between two or more factions
 - concentrated unequally in one or two individuals or small groups
 - difficult or impossible to identify

4. The following behaviors tend to best describe my community when general elections are conducted
- candidates surface from a single community-wide leadership group
 - candidates surface from competing groups
 - it is difficult to find candidates
 - candidates tend to represent specific issues across the community
5. When general elections are conducted in my community, the results tend to be
- predictable
 - unpredictable
6. Which of the following best describes public concern for issues in my community?
- the same individuals and groups(s) tend to get involved in all issues
 - there tends not to be much interest or involvement in all issues
 - groups of individuals involved with educational issues generally are not involved in other community issues
 - groups mobilized or disappear based on specific issues
7. Leadership in my community tends to be
- centered on one or two individuals
 - divided among the leaders of different groups
 - shared by a number of individuals
 - delegated to administrators

8. People who use power or influence in my community can be described as

- persons with financial resources
- persons linked by long-standing friendships and social relationships
- persons who hold elected office or appointed position
- there is little evidence of people using power or influence

9. Elections in my community tend to be

- uncontested with organized support for the candidate
- contested with no apparent organized support or opposition for the candidate
- contested with organized support and opposition for the candidate
- uncontested with no apparent organized support for the candidate

School Board Behaviors

10. School board members in my school district tend to represent

- a specific group and its interests
- broad community interests

11. Board membership tends to be

- unstable over time with unpredictable change of members
- stable over time with predictable changes of members

12. Power and influence on my school board tends to be

- divided equally among all board members
- divided equally between two or more factions
- concentrated unequally in one to two board members
- difficult or impossible to identify

13. Votes on significant or critical issues tend to be (adjust for different size boards)

- 3-2 with the same people tending to vote in the minority.
- 4-1 with the same people tending to vote in the minority.
- 4-1 with different people tending to vote in the minority.
- 4-1 or 3-2 but different members will be voting in the minority.

14. When significant issues face my school board, members tend to rely on

- information and data
- the opinion of influential school board or community member(s)
- the superintendent's recommendations
- the opinion of the community groups they represent

15. The resolution of conflict over issues by the school board can best be described as the school board:

- Going along with the “conventional wisdom” of community decision-makers.
- Acting as a “corporate board of directors”.
- Exposing the conflict to a “marketplace of competing interests and ideas”.
- Relying on the “superintendent as a decision-maker”.

16. The following best describes my school board at election time:

- It is difficult to find candidates.
- Candidates are supported by two or more general interest groups.
- Candidates are supported by educational interest groups.
- Candidates surface from the general community.

17. My school board’s relationship with the community can best be described as

- adversarial with community interests
- supportive of the community interests
- indifferent to the community interest
- complaint with community interests

18. The school board uses research-based information and data about schools to

- sort rationally through alternative proposals
- support only the prevailing policies
- fuel the differences between competing factors
- support only the superintendent's recommendations

Superintendent Behaviors:

19. When the school board is making a decision on a critical issues, the superintendent tends

to

- provide information and recommendations
- make the decisions
- analyze board factions to shape recommendations
- meet with the board leader(s) for advice

20. When the school board is making a decision on a critical issued, the superintendent tends

to

- use citizen committees to resolve conflict
- encourage discussion among the board
- make a recommendation for action
- consult with the board leader(s)

21. When school board agendas are developed, the superintendent tends to

- seek advice from the school board leaders
- develop the school board agenda alone
- balance the interest of different board factions
- use professional staff and school board suggestions

22. When a decision on a significant issue has to be made without a meeting of the school board, the superintendent tends to

- make the decision and inform the board
- consult with informal board leader(s)
- consult with all factions on the school board
- seek expert advice before making the decision

23. Prior to board elections when people may be nominated or think about running for school board, the superintendent tends to

- let community leader(s) solicit nominees
- encourage all qualified people to run
- keep out of school politics
- recruit specific individuals to run for the board

24. From my observations and experience with the superintendent working with the school board, his/her actions can best be described as a

- leadership behavior.
- social behavior.
- political behavior.
- management behavior.

25. If our current superintendent loses his/her job, it would probably be because

- the board has lost confidence in him/her as a professional educator
- a few board or community leaders decided to terminate the contract
- a new faction became the majority on the board
- He/she ran afoul of some unforeseen community norms, beliefs or values

26. If our school board has one expectation of a superintendent, it would be that he/she has

- conflict resolution and community relations skills
- effective interpersonal and social skills
- professional and leadership skills
- administrative and operational skills

27. Job-related stress for the superintendent in our district would probably be caused by

- superintendent differences between board and community leaders.
- conflict between two or more board factions.
- school board rejection of superintendent recommendations.
- little board and community interest in education.

Demographic and other information

28. To your knowledge, has your current superintendent of schools considered leaving as a result of economic, social, and political changes that have taken place in the past three years?

- Yes
- No

If yes, Due to

- Economic
- Social
- Political

29. What is your age?

- | | |
|----------------------------------|----------------------------------|
| <input type="checkbox"/> 30 – 35 | <input type="checkbox"/> 50 – 55 |
| <input type="checkbox"/> 36 – 39 | <input type="checkbox"/> 56 – 59 |
| <input type="checkbox"/> 40 – 45 | <input type="checkbox"/> 60 – 65 |
| <input type="checkbox"/> 46 – 49 | <input type="checkbox"/> 66+ |

30. What is your gender?

- Male
- Female

31. What is the average number of terms of tenure for school board members in your district?

- 1 term
- 2 terms
- 3 terms
- 4 terms
- 5 terms
- 6 or more terms

32. How many years have you served as superintendent in your current school district? (If

less than one, select 1.)

- 1 year
- 2 years
- 3 years
- 4 years
- 5 years
- 6 years
- 7 years
- 8 years
- 9 years
- 10 years
- 11+ years

33. How many years have you served as school board member including your current school district? (If less than one, select 1.)

- | | |
|----------------------------------|------------------------------------|
| <input type="checkbox"/> 1 year | <input type="checkbox"/> 7 years |
| <input type="checkbox"/> 2 years | <input type="checkbox"/> 8 years |
| <input type="checkbox"/> 3 years | <input type="checkbox"/> 9 years |
| <input type="checkbox"/> 4 years | <input type="checkbox"/> 10 years |
| <input type="checkbox"/> 5 years | <input type="checkbox"/> 11+ years |
| <input type="checkbox"/> 6 years | |

34. How many years have you served as board president including your current school district? (If less than one, select 1.)

- | | |
|----------------------------------|------------------------------------|
| <input type="checkbox"/> 1 year | <input type="checkbox"/> 7 years |
| <input type="checkbox"/> 2 years | <input type="checkbox"/> 8 years |
| <input type="checkbox"/> 3 years | <input type="checkbox"/> 9 years |
| <input type="checkbox"/> 4 years | <input type="checkbox"/> 10 years |
| <input type="checkbox"/> 5 years | <input type="checkbox"/> 11+ years |
| <input type="checkbox"/> 6 years | |

35. How many innovative programs have been initiated in your school district over the past five years? _____

36. From the list below, please select the category that applies to your district's innovations:

- Curriculum alignment
- Data analysis systems
- Professional development
- Visioning
- School Board training
- Communication

37. Do you believe that your district is experiencing improved student achievement that is yet to be revealed in the STAR reports?

- Yes
- No, all of the innovations are showing results in our STAR reports.

Please add additional comments, information or insights about superintendent-Board, Board-community, or community-superintendent relationships that the questionnaire did not all allow you to express.

Thank you for your assistance with my research project. The data provided will be analyzed and paired with the responses from your district's superintendent.

Ten school districts (five from [REDACTED] and five from [REDACTED] county) will be asked to participate in a follow up interview.

If you are asked to interview, would you be willing to participate in a phone interview?

- Yes Please list a contact number _____ and best time to call _____.
- No

APPENDIX D
SUPERINTENDENT INTERVIEW QUESTIONS

Interview Questions - Superintendent

Superintendent and School Board/Community Power Relationship

1. As a superintendent, what leadership skills do you consider to be most critical for a superintendent to possess in order to build a positive working relationship with the school board (community power structure) that result in increases in student performance?
2. On the other hand, what deficiencies in leadership skills (or behavior of a superintendent) present the greatest barriers to a positive working relationship between the school board (community power structure) and the superintendent and a negative impact on student performance?
3. What would be some indicators that a positive working relationship does not exist between the superintendent and the school board (community power structure)?
4. The survey results indicated that your leadership style is _____, the school board type is _____ and the community power structure is most like _____. Do these results seem right? And, what indicators would an outsider observe that would validate the survey results?

Superintendent and Student Achievement: Your district has shown --- points growth in the past three years....

5. What are key leadership strategies you have utilized which have resulted in student performance gains?
6. How has your relationship with the school board/community power structure impacted the implementation of these?
7. Are there any or what key programs have implemented under your leadership that you consider to have had supported these student performance gains?
8. How has your relationship with the school board/community power structure impacted the implementation of these?
9. Is there anything else that you would like to share with me regarding the relationship among your leadership style, school board and community power structure and resulting student performance?

APPENDIX E

SCHOOL BOARD PRESIDENT INTERVIEW QUESTIONS

Interview Questions – School Board President

Superintendent and School Board/Community Power Relationship

1. What leadership skills are most critical for a superintendent to possess in order to build a positive working relationship with the school board (community power structure) that result in increases in student performance?
2. What deficiencies in leadership skills present the greatest barriers to a positive working relationship between the school board (community power structure) and the superintendent and a negative impact on student performance?
3. What are the key indicators that a positive working relationship does not exist between the superintendent and the school board (community power structure)?
4. The survey results indicated that the superintendent's leadership style is _____ and the school board type is _____. What indicators would an outsider observe that would validate the survey results?

Student Achievement Your district has shown --- points growth in the past three years....

5. What are key leadership strategies utilized which have resulted in student performance gains?
6. How has the board's relationship with the superintendent impacted the implementation of these?
7. What are key programs implemented under this board's leadership which have resulted in student performance gains?
8. How has the board's relationship with the superintendent impacted the implementation of these?
9. Is there anything else that you would like to share with me regarding the relationship among your leadership style, school board and community power structure and resulting student performance?

APPENDIX F
SUMMARY OF INTERVIEW RESPONSES CORRELATED TO
SUPERINTENDENT BEHAVIORS IDENTIFIED

District	3	4	6	5	14	12	9	10	11	2	7	1
Collaborative Goal Setting	Developed shared understanding among principals and district staff as to the nature and function of the goal setting process.											
	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
	Involving board members, school, and central office administrators in the goal setting process.											
	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
	Developing goals that reflect changes necessary to enhance student achievement rather than goals intended to maintain status quo.											
	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Non-negotiable Goals	Establish clear priorities among the district's instructional goals and objectives with district achievement and instructional goals at the top of the list.											
	YES	YES	YES	YES	YES		YES	YES	YES	YES	YES	YES
	Adopting 5 year non-negotiable goals for achievement and instruction.											
	YES	YES		YES	YES			YES		YES		
	Adopting varied and diverse instructional methodologies that allow for a wide range of learning styles that exist in a multiracial and multiethnic student population.											
	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Board Alignment and Support	Alignment of the board president regarding district achievement and instructional goals, the type and nature of conflict in the district.											
	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
	Along with the board president, remaining situationally aware (of the community), agreeing on the political climate of the school district.											
	YES	YES	YES	YES	YES	YES	YES			YES		

Board Alignment and Support	Providing professional development for board members.											
	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
	Establishing agreement with the board on the extent to which district goals are being met.											
	YES	YES	YES	YES	YES		YES	YES		YES		YES
Use of Resources	Adopting an instructional and resource management system that makes it easy to track progress on district goals.											
	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
	Controlling resource allocation.											
	YES	YES	YES	YES	YES		YES	YES	YES	YES	YES	YES
	Providing extensive teacher and principal staff development that pertain directly to district achievement and instructional goals.											
	YES	YES	YES	YES	YES		YES	YES		YES	YES	
	Training all instructional staff in a common but flexible instructional model.											
	YES	YES	YES	YES	YES		YES			YES		
	Developing a master plan to coordinate in-service activities so that all relate to district goals.											
YES	YES	YES	YES	YES					YES		YES	
Monitoring Goals	Monitoring progress toward district achievement goals.											
	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
	Monitoring implementation of instructional methodologies adopted by the district and to determine the impact.											

	YES	YES	YES	YES	YES	YES		YES		YES		
	Annually evaluating principals in terms of their support for district goals.											
	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
	Reporting student achievement data to the board on a regular basis.											
Monitoring	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Goals	Ensuring classroom observations are conducted frequently and systematically											
	YES	YES	YES	YES	YES			YES			YES	YES
	Ensuring that the instructional needs of students from diverse populations are being met.											
	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
	Expecting principals to foster and carry out district achievement and instructional goals.											
	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
	Developing a shared vision and understanding of “defined autonomy”											
Defined	YES	YES	YES	YES	YES	YES	YES	YES		YES		YES
Autonomy	Committing the district and schools to continuous improvement											
	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
	Ensuring that all students have opportunities to learn.											
	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
	Providing leadership for principals regarding how to achieve district goals.											
	YES	YES	YES	YES	YES		YES	YES		YES	YES	YES

APPENDIX G

DESCRIPTION OF COMMUNITY POWER STRUCTURE RESPONSES FOR CODING AT 95%
CONFIDENCE INTERVAL BY SUPERINTENDENTS

	MEAN (<i>Standard Deviation</i>)								CONFIDENCE INTERVAL (<i>CI</i>)								TYPE
	DPS		FPS		PPS		IPS		DPS		FPS		PPS		IPS		
	M	SD	M	SD	M	SD	M	SD									
1	2.75	0.98	1.63	0.74	1.88	1.13	3.75	1.50	1.69	, 3.54	0.84	, 2.25	0.71	, 2.85	2.14	, 4.98	FPS
2	2.75	1.25	2.38	1.06	1.75	0.89	3.13	1.38	1.42	, 3.80	1.25	, 3.26	0.82	, 2.50	1.66	, 4.28	PPS
3	3.00	1.07	2.13	1.36	2.13	1.13	2.50	1.35	1.83	, 3.87	0.73	, 3.31	0.95	, 3.09	1.10	, 3.65	FPS/PPS
4	3.00	1.00	3.13	0.64	2.25	1.04	1.63	1.27	1.90	, 3.80	2.36	, 3.58	1.15	, 3.12	0.33	, 2.75	IPS
5	1.88	0.79	2.38	1.06	2.38	0.92	3.38	1.46	1.03	, 2.53	1.25	, 3.26	1.39	, 3.13	1.82	, 4.60	DPS
6	2.38	0.76	2.63	0.92	1.50	0.76	3.50	1.57	1.54	, 2.97	1.62	, 3.36	0.71	, 2.14	1.83	, 4.82	PPS
7	2.00	0.82	2.00	1.07	2.00	1.07	3.50	1.57	1.12	, 2.68	0.88	, 2.92	0.88	, 2.92	1.83	, 4.82	DPS
8	2.75	1.27	2.25	1.39	2.50	0.93	3.00	1.40	1.40	, 3.82	0.82	, 3.46	1.50	, 3.25	1.52	, 4.18	FPS/PPS
9	2.75	0.98	1.88	0.83	2.00	1.20	2.88	1.70	1.69	, 3.54	0.99	, 2.57	0.76	, 3.04	1.11	, 4.35	FPS
10	2.50	1.11	3.00	0.76	2.00	0.93	2.50	1.53	1.32	, 3.43	2.13	, 3.57	1.02	, 2.78	0.92	, 3.83	PPS
11	2.00	0.90	2.50	1.07	2.13	1.13	3.38	1.46	1.05	, 2.75	1.36	, 3.39	0.95	, 3.09	1.82	, 4.60	DPS
12	2.25	0.90	2.13	0.83	1.88	0.83	3.75	1.57	1.28	, 2.99	1.23	, 2.81	0.99	, 2.57	2.07	, 5.06	PPS
13	2.25	1.13	2.38	0.92	2.13	1.13	3.25	1.50	1.06	, 3.21	1.39	, 3.13	0.95	, 3.09	1.67	, 4.51	PPS
14	2.13	0.90	2.38	1.06	2.00	0.93	3.25	1.70	1.16	, 2.87	1.25	, 3.26	1.02	, 2.78	1.47	, 4.71	DPS/PPS
15	2.25	1.07	2.50	0.93	2.25	1.39	3.00	1.40	1.12	, 3.15	1.50	, 3.25	0.82	, 3.46	1.52	, 4.18	DPS
16	2.00	0.90	2.75	0.71	1.75	0.89	3.50	1.57	1.05	, 2.75	1.94	, 3.28	0.82	, 2.50	1.83	, 4.82	PPS
17	2.50	0.98	2.75	0.71	1.50	0.93	3.25	1.51	1.45	, 3.30	1.94	, 3.28	0.55	, 2.30	1.65	, 4.52	PPS
18	1.75	0.76	1.75	0.89	2.25	0.89	3.75	1.57	0.94	, 2.38	0.82	, 2.50	1.30	, 2.98	2.07	, 5.06	DPS/FPS
19	2.38	0.95	2.13	0.83	2.13	0.99	3.38	1.70	1.35	, 3.16	1.23	, 2.81	1.08	, 2.96	1.59	, 4.83	FPS
20	1.88	0.76	2.25	0.89	2.13	0.83	3.38	1.70	1.06	, 2.50	1.29	, 2.98	1.24	, 2.81	1.60	, 4.83	DPS/PPS
21	2.75	0.98	1.88	0.74	1.88	1.13	3.75	1.50	1.69	, 3.54	1.08	, 2.49	0.72	, 2.86	2.14	, 4.98	FPS

APPENDIX H

DESCRIPTION OF COMMUNITY POWER STRUCTURE RESPONSES FOR CODING AT 95%
CONFIDENCE INTERVAL BY SCHOOL BOARD PRESIDENTS

	MEAN (<i>Standard Deviation</i>)								CONFIDENCE INTERVAL (<i>CI</i>)								TYPE				
	DPS		FPS		PPS		IPS		DPS		FPS		PPS		IPS						
	M	SD	M	SD	M	SD	M	SD													
1	2.38	1.06	2.13	1.07	2.63	1.41	2.63	1.06	1.25	,	3.26	1.00	,	3.03	1.15	,	3.84	1.49	,	3.50	FPS
2	2.63	1.19	2.63	1.04	1.50	0.74	3.00	1.20	1.37	,	3.62	1.51	,	3.48	0.72	,	2.13	1.71	,	3.99	DPS / FPS
3	2.13	0.64	2.25	1.20	2.63	1.04	3.13	1.13	1.41	,	2.63	1.00	,	3.27	1.51	,	3.48	1.90	,	4.04	DPS / FPS
4	2.25	0.89	2.63	1.06	1.50	0.74	3.50	1.07	1.30	,	2.98	1.49	,	3.50	0.72	,	2.13	2.31	,	4.34	DPS
5	2.13	0.83	2.88	1.06	1.75	0.64	3.38	1.19	1.23	,	2.81	1.72	,	3.74	1.05	,	2.27	2.08	,	4.33	DPS
6	2.88	1.25	2.13	1.06	1.75	0.74	2.88	1.13	1.55	,	3.92	1.01	,	3.03	0.96	,	2.37	1.66	,	3.80	FPS
7	2.25	1.28	2.38	0.76	2.13	1.16	3.25	1.04	0.92	,	3.36	1.54	,	2.97	0.91	,	3.13	2.10	,	4.07	FPS
8	2.50	1.20	2.00	1.04	2.75	1.19	2.63	1.51	1.24	,	3.51	0.92	,	2.88	1.48	,	3.74	1.06	,	3.92	DPS / FPS
9	2.63	1.19	2.38	0.76	2.00	1.28	3.13	0.83	1.37	,	3.62	1.54	,	2.97	0.68	,	3.12	2.18	,	3.76	FPS
10	2.25	1.04	2.25	1.07	2.38	0.89	3.50	0.76	1.15	,	3.12	1.12	,	3.15	1.41	,	3.10	2.61	,	4.04	FPS
11	2.38	1.06	3.00	1.04	2.25	1.25	2.75	1.04	1.25	,	3.26	1.87	,	3.83	0.95	,	3.32	1.63	,	3.60	DPS
12	2.38	0.92	2.25	0.93	2.38	1.41	2.63	1.19	1.39	,	3.13	1.26	,	3.02	0.91	,	3.60	1.37	,	3.62	DPS
13	2.50	0.76	2.63	0.89	1.75	1.13	2.88	1.36	1.66	,	3.09	1.65	,	3.34	0.59	,	2.73	1.44	,	4.02	DPS / PPS
14	1.75	0.89	2.63	1.16	3.13	1.13	2.63	1.41	0.82	,	2.50	1.39	,	3.60	1.90	,	4.04	1.16	,	3.83	DPS / PPS
15	2.13	1.13	2.25	1.06	2.38	0.99	3.38	0.74	0.95	,	3.09	1.13	,	3.15	1.31	,	3.20	2.50	,	3.91	DPS / PPS
16	2.38	1.19	3.13	1.07	2.00	1.13	2.75	0.71	1.13	,	3.38	1.95	,	3.98	0.83	,	2.97	1.94	,	3.28	PPS
17	2.50	0.76	2.63	1.13	1.88	0.89	2.88	1.25	1.66	,	3.09	1.42	,	3.56	0.94	,	2.62	1.55	,	3.92	PPS
18	2.38	1.06	2.25	0.93	2.13	1.41	2.88	1.13	1.25	,	3.26	1.26	,	3.02	0.68	,	3.36	1.66	,	3.80	FPS
19	2.25	0.89	1.75	0.76	2.00	0.99	3.63	0.74	1.30	,	2.98	0.94	,	2.38	0.96	,	2.84	2.74	,	4.15	DPS / FPS
20	2.25	0.92	1.50	0.76	2.63	0.64	4.75	0.71	1.27	,	3.01	0.71	,	2.14	1.88	,	3.10	3.84	,	5.18	FPS
21	2.13	1.04	2.00	0.76	2.38	1.13	4.63	1.19	1.04	,	3.00	1.18	,	2.62	1.19	,	3.33	3.27	,	5.52	FPS
22	2.25	0.71	3.38	1.07	2.50	0.92	1.38	0.74	1.46	,	2.81	2.19	,	4.22	1.50	,	3.25	0.60	,	2.02	IPS
23	2.50	0.76	2.27	0.89	1.75	1.26	2.88	1.36	1.65	,	3.10	1.31	,	2.99	0.47	,	2.86	1.45	,	4.02	DPS/PPS

APPENDIX I

DESCRIPTION OF SCHOOL BOARD TYPE RESPONSES FOR CODING AT 95%

CONFIDENCE INTERVAL BY SUPERINTENDENTS

	MEAN(<i>Standard Deviation</i>)								CONFIDENCE INTERVAL (<i>CI</i>)				TYPE				
	F		PS		PA		DM		F	PS	PA	DM					
	M	SD	M	SD	M	SD	M	SD									
1	2.56	0.53	2.78	1.43	2.00	1.32	2.67	1.12	1.93	, 2.93	1.28	, 4.00	0.64	, 3.16	1.47	, 3.60	PA
2	1.89	1.05	2.89	1.03	2.67	1.30	2.56	1.01	0.79	, 2.80	1.76	, 3.73	1.30	, 3.77	1.46	, 3.39	F
3	2.78	0.97	2.89	1.25	2.11	1.24	2.22	1.09	1.72	, 3.56	1.56	, 3.93	0.83	, 3.18	1.07	, 3.15	PA / DM
4	2.67	0.50	2.67	1.34	1.89	1.36	2.78	1.20	2.06	, 3.01	1.26	, 3.80	0.50	, 3.09	1.50	, 3.78	PA
5	1.78	1.09	2.78	0.92	2.22	0.87	3.22	1.09	0.65	, 2.73	1.77	, 3.51	1.29	, 2.93	2.02	, 4.10	F
6	2.89	0.78	2.56	1.26	1.89	0.83	2.67	1.41	2.00	, 3.49	1.23	, 3.63	1.00	, 2.59	1.19	, 3.88	PA
7	2.33	1.12	3.00	1.06	2.11	1.27	2.56	1.13	1.15	, 3.28	1.84	, 3.86	0.80	, 3.21	1.35	, 3.50	PA
8	2.67	0.50	2.22	1.07	2.11	1.12	3.00	1.32	2.06	, 3.01	1.09	, 3.13	0.94	, 3.07	1.59	, 4.11	PA
9	3.00	0.71	2.11	0.82	2.00	1.22	2.89	1.45	2.18	, 3.52	1.23	, 2.78	0.74	, 3.06	1.36	, 4.12	PS / PA
10	2.56	0.73	3.56	1.25	1.33	1.01	2.56	0.88	1.74	, 3.12	2.19	, 4.57	0.30	, 2.23	1.59	, 3.27	PA
11	2.22	1.09	2.78	1.10	1.78	0.73	3.22	0.83	1.07	, 3.15	1.59	, 3.68	1.00	, 2.38	2.27	, 3.85	PA
12	2.56	1.01	2.56	1.06	1.89	0.53	3.00	1.22	1.46	, 3.39	1.42	, 3.43	1.29	, 2.30	1.69	, 4.01	PA
13	2.78	0.83	2.56	1.26	2.33	1.22	2.33	1.32	1.85	, 3.43	1.23	, 3.63	1.05	, 3.38	0.96	, 3.47	PA / DM
14	2.67	1.00	2.67	0.92	1.78	0.44	2.89	1.17	1.58	, 3.48	1.66	, 3.41	1.27	, 2.11	1.64	, 3.85	PA
15	2.67	0.87	2.44	1.16	2.11	0.88	2.78	1.20	1.71	, 3.36	1.22	, 3.42	1.17	, 2.84	1.50	, 3.78	PA
16	3.33	0.71	2.00	1.06	1.89	0.71	2.78	1.09	2.49	, 3.84	0.89	, 2.91	1.12	, 2.47	1.60	, 3.68	PS / PA
17	3.33	0.71	2.33	1.08	1.89	1.12	2.44	1.13	2.49	, 3.84	1.19	, 3.24	0.73	, 2.86	1.25	, 3.40	PA
18	2.89	0.60	2.56	1.32	1.89	1.12	2.67	1.22	2.17	, 3.32	1.18	, 3.68	0.73	, 2.86	1.37	, 3.70	PA
19	2.38	0.95	2.13	0.83	2.13	0.99	3.38	1.70	1.35	, 3.16	1.23	, 2.81	1.08	, 2.96	1.59	, 4.83	PA
20	2.78	0.67	3.11	1.29	2.11	1.24	2.00	1.12	2.00	, 3.28	1.73	, 4.18	0.83	, 3.18	0.84	, 2.96	PA/DM
21	1.33	0.50	3.22	0.70	2.22	1.24	3.22	0.67	0.79	, 1.74	2.39	, 3.72	0.93	, 3.29	2.42	, 3.70	F

APPENDIX J

DESCRIPTION OF SCHOOL BOARD TYPES RESPONSES FOR CODING AT 95%

CONFIDENCE INTERVAL BY SCHOOL BOARD PRESIDENTS

	MEAN (<i>Standard Deviation</i>)								CONFIDENCE INTERVAL (<i>CI</i>)				TYPE								
	DB		FB		SCB		SB		DB	FB	SCB	SB									
	M	SD	M	SD	M	SD	M	SD													
1	1.88	0.99	2.89	0.74	2.44	1.24	1.63	0.74	0.84	,	2.72	2.04	,	3.45	1.15	,	3.50	0.84	,	2.25	DB/SB
2	2.50	1.07	2.56	1.20	1.44	0.73	2.50	1.07	1.36	,	3.39	1.29	,	3.56	0.68	,	2.06	1.36	,	3.39	SCB
3	2.88	0.64	2.22	1.20	2.11	1.05	2.63	1.30	2.12	,	3.34	0.98	,	3.25	1.00	,	3.01	1.26	,	3.73	FB/SCB
4	2.63	0.52	3.00	0.74	1.22	0.67	2.38	0.92	2.00	,	2.99	2.14	,	3.56	0.53	,	1.79	1.39	,	3.13	SCB
5	2.25	0.89	2.33	1.19	2.00	1.32	2.88	0.83	1.30	,	2.98	1.09	,	3.35	0.64	,	3.16	1.94	,	3.52	DB/SCB
6	2.38	1.19	2.67	1.13	1.78	0.97	2.75	0.89	1.13	,	3.38	1.46	,	3.60	0.77	,	2.61	1.77	,	3.45	SCB
7	2.50	1.07	2.11	1.30	1.78	1.09	2.88	0.83	1.36	,	3.39	0.77	,	3.24	0.65	,	2.73	1.94	,	3.52	SCB
8	2.38	0.92	2.44	1.41	1.89	0.93	2.25	1.39	1.39	,	3.13	0.98	,	3.67	0.91	,	2.68	0.82	,	3.46	SCB
9	3.00	1.07	2.22	1.30	1.89	1.05	2.38	0.74	1.83	,	3.87	0.87	,	3.35	0.79	,	2.80	1.55	,	2.96	SCB
10	2.63	1.06	2.44	1.04	1.78	0.97	2.75	1.16	1.49	,	3.50	1.34	,	3.31	0.77	,	2.61	1.51	,	3.72	SCB
11	1.88	0.99	3.33	0.35	1.67	0.71	2.00	0.93	0.84	,	2.72	2.83	,	3.50	0.91	,	2.26	1.02	,	2.78	SCB
12	2.88	0.99	2.78	1.07	1.78	0.83	2.38	1.06	1.79	,	3.67	1.62	,	3.65	0.90	,	2.48	1.25	,	3.26	SCB
13	2.50	1.41	2.78	0.71	1.89	1.05	1.63	0.74	1.03	,	3.72	1.97	,	3.31	0.79	,	2.80	0.84	,	2.25	SCB
14	2.00	1.31	2.56	0.76	2.22	1.30	2.00	1.07	0.66	,	3.14	1.71	,	3.15	0.87	,	3.35	0.88	,	2.92	SB
15	2.63	1.19	2.56	0.64	2.11	0.93	2.50	1.41	1.37	,	3.62	1.82	,	3.04	1.12	,	2.89	1.03	,	3.72	SCB
16	2.75	1.28	3.00	0.53	1.44	0.73	1.88	0.99	1.39	,	3.83	2.34	,	3.36	0.68	,	2.06	0.84	,	2.72	SCB
17	2.13	1.13	3.00	0.74	1.67	0.87	2.38	1.19	0.95	,	3.09	2.14	,	3.56	0.76	,	2.41	1.13	,	3.38	SCB
18	2.75	1.16	2.78	0.64	1.56	0.88	2.50	1.07	1.51	,	3.72	2.03	,	3.25	0.64	,	2.32	1.36	,	3.39	SCB
19	2.13	0.99	1.89	1.13	2.22	1.20	3.13	0.99	1.08	,	2.96	0.72	,	2.86	0.97	,	3.25	2.03	,	3.91	DB/FB
20	2.13	0.99	2.56	1.07	2.00	1.27	4.13	0.99	1.08	,	2.96	1.41	,	3.44	0.69	,	3.11	2.98	,	4.86	DB/SCB
21	2.50	1.20	2.67	1.13	2.22	1.13	4.38	0.76	1.24	,	3.51	1.46	,	3.60	1.04	,	3.18	3.44	,	4.87	DB/SCB
22	1.63	0.52	1.33	0.46	3.22	0.67	3.25	1.04	1.06	,	2.04	0.82	,	1.70	2.43	,	3.69	2.10	,	4.07	FB
23	2.13	0.99	1.22	0.46	3.11	0.93	3.13	0.64	1.08	,	2.96	0.72	,	1.60	2.07	,	3.84	2.36	,	3.58	FB

APPENDIX K

DESCRIPTION OF SUPERINTENDENT LEADERSHIP STYLE FOR CODING AT 95%

CONFIDENCE INTERVAL BY SUPERINTENDENTS

	MEAN(<i>Standard Deviation</i>)								CONFIDENCE INTERVAL (<i>CI</i>)								TYPE				
	F		PS		PA		DM		F		PS		PA		DM						
	M	SD	M	SD	M	SD	M	SD													
1	2.56	0.53	2.78	1.43	2.00	1.32	2.67	1.12	1.93	,	2.93	1.28	,	4.00	0.64	,	3.16	1.47	,	3.60	PA
2	1.89	1.05	2.89	1.03	2.67	1.30	2.56	1.01	0.79	,	2.80	1.76	,	3.73	1.30	,	3.77	1.46	,	3.39	F
3	2.78	0.97	2.89	1.25	2.11	1.24	2.22	1.09	1.72	,	3.56	1.56	,	3.93	0.83	,	3.18	1.07	,	3.15	PA / DM
4	2.67	0.50	2.67	1.34	1.89	1.36	2.78	1.20	2.06	,	3.01	1.26	,	3.80	0.50	,	3.09	1.50	,	3.78	PA
5	1.78	1.09	2.78	0.92	2.22	0.87	3.22	1.09	0.65	,	2.73	1.77	,	3.51	1.29	,	2.93	2.02	,	4.10	F
6	2.89	0.78	2.56	1.26	1.89	0.83	2.67	1.41	2.00	,	3.49	1.23	,	3.63	1.00	,	2.59	1.19	,	3.88	PA
7	2.33	1.12	3.00	1.06	2.11	1.27	2.56	1.13	1.15	,	3.28	1.84	,	3.86	0.80	,	3.21	1.35	,	3.50	PA
8	2.67	0.50	2.22	1.07	2.11	1.12	3.00	1.32	2.06	,	3.01	1.09	,	3.13	0.94	,	3.07	1.59	,	4.11	PA
9	3.00	0.71	2.11	0.82	2.00	1.22	2.89	1.45	2.18	,	3.52	1.23	,	2.78	0.74	,	3.06	1.36	,	4.12	PS / PA
10	2.56	0.73	3.56	1.25	1.33	1.01	2.56	0.88	1.74	,	3.12	2.19	,	4.57	0.30	,	2.23	1.59	,	3.27	PA
11	2.22	1.09	2.78	1.10	1.78	0.73	3.22	0.83	1.07	,	3.15	1.59	,	3.68	1.00	,	2.38	2.27	,	3.85	PA
12	2.56	1.01	2.56	1.06	1.89	0.53	3.00	1.22	1.46	,	3.39	1.42	,	3.43	1.29	,	2.30	1.69	,	4.01	PA
13	2.78	0.83	2.56	1.26	2.33	1.22	2.33	1.32	1.85	,	3.43	1.23	,	3.63	1.05	,	3.38	0.96	,	3.47	PA / DM
14	2.67	1.00	2.67	0.92	1.78	0.44	2.89	1.17	1.58	,	3.48	1.66	,	3.41	1.27	,	2.11	1.64	,	3.85	PA
15	2.67	0.87	2.44	1.16	2.11	0.88	2.78	1.20	1.71	,	3.36	1.22	,	3.42	1.17	,	2.84	1.50	,	3.78	PA
16	3.33	0.71	2.00	1.06	1.89	0.71	2.78	1.09	2.49	,	3.84	0.89	,	2.91	1.12	,	2.47	1.60	,	3.68	PS / PA
17	3.33	0.71	2.33	1.08	1.89	1.12	2.44	1.13	2.49	,	3.84	1.19	,	3.24	0.73	,	2.86	1.25	,	3.40	PA
18	2.89	0.60	2.56	1.32	1.89	1.12	2.67	1.22	2.17	,	3.32	1.18	,	3.68	0.73	,	2.86	1.37	,	3.70	PA
19	2.38	0.95	2.13	0.83	2.13	0.99	3.38	1.70	1.35	,	3.16	1.23	,	2.81	1.08	,	2.96	1.59	,	4.83	PA
20	2.78	0.67	3.11	1.29	2.11	1.24	2.00	1.12	2.00	,	3.28	1.73	,	4.18	0.83	,	3.18	0.84	,	2.96	PA/DM
21	1.33	0.50	3.22	0.70	2.22	1.24	3.22	0.67	0.79	,	1.74	2.39	,	3.72	0.93	,	3.29	2.42	,	3.70	F

APPENDIX L

DESCRIPTION OF SUPERINTENDENT LEADERSHIP STYLE FOR CODING AT 95%

CONFIDENCE INTERVAL BY SCHOOL BOARD PRESIDENTS

	MEAN (Standard Deviation)								CONFIDENCE INTERVAL (CI)								TYPE				
	F		PS		PA		DM		F		PS		PA		DM						
	M	SD	M	SD	M	SD	M	SD													
1	3.00	0.83	2.89	1.05	2.33	1.00	1.78	1.30	2.06	,	3.64	1.74	,	3.75	1.27	,	3.17	0.45	,	2.93	PA/DM
2	2.56	0.92	3.11	0.93	1.33	0.50	3.00	1.12	1.56	,	3.30	2.07	,	3.84	0.79	,	1.74	1.79	,	3.91	PA
3	2.67	1.04	2.44	1.33	1.67	0.87	3.22	0.83	1.55	,	3.52	1.06	,	3.59	0.76	,	2.41	2.27	,	3.85	PA
4	2.78	0.74	2.78	1.20	1.33	0.71	3.11	0.93	1.93	,	3.35	1.50	,	3.78	0.59	,	1.94	2.07	,	3.84	PA
5	2.56	0.74	2.89	1.17	1.44	0.73	3.11	1.17	1.72	,	3.13	1.64	,	3.85	0.68	,	2.06	1.85	,	4.06	PA
6	2.67	0.71	2.89	1.27	1.89	0.93	2.56	1.42	1.86	,	3.21	1.54	,	3.95	0.91	,	2.68	1.07	,	3.78	PA
7	3.00	0.83	3.11	1.05	2.00	0.71	1.89	1.36	2.06	,	3.64	1.95	,	3.96	1.23	,	2.57	0.50	,	3.09	PA/DM
8	2.78	1.25	2.78	0.97	2.44	1.13	2.00	1.22	1.45	,	3.82	1.72	,	3.56	1.25	,	3.40	0.74	,	3.06	PA/DM
9	2.33	1.19	2.78	0.97	2.11	1.05	2.78	1.39	1.09	,	3.35	1.72	,	3.56	1.00	,	3.01	1.31	,	3.96	PA
10	2.00	0.76	2.89	1.05	2.22	1.20	2.89	1.36	1.18	,	2.62	1.74	,	3.75	0.97	,	3.25	1.45	,	4.04	F/PA
11	2.56	1.28	2.89	1.17	2.00	0.87	2.56	1.13	1.21	,	3.65	1.64	,	3.85	1.08	,	2.72	1.35	,	3.50	PA
12	2.67	1.13	3.00	1.00	1.67	0.71	2.67	1.22	1.46	,	3.60	1.90	,	3.80	0.91	,	2.26	1.37	,	3.70	PA
13	2.44	0.93	3.00	1.22	1.78	0.83	2.78	1.30	1.44	,	3.20	1.69	,	4.01	0.90	,	2.48	1.40	,	3.88	PA
14	1.89	1.20	3.33	0.71	2.11	0.60	2.67	1.41	0.66	,	2.93	2.49	,	3.84	1.43	,	2.58	1.19	,	3.88	PA
15	2.78	1.06	2.89	1.05	1.89	0.93	2.44	1.33	1.63	,	3.65	1.74	,	3.75	0.91	,	2.68	1.06	,	3.59	PA
16	2.89	0.46	3.33	1.12	1.89	1.27	1.89	0.78	2.30	,	3.18	2.10	,	4.23	0.59	,	3.00	1.05	,	2.54	PA/DM
17	2.67	0.74	3.00	1.00	1.44	0.73	2.89	1.36	1.83	,	3.24	1.90	,	3.80	0.68	,	2.06	1.45	,	4.04	PA
18	2.78	1.04	2.89	1.05	2.11	1.17	2.22	1.30	1.66	,	3.62	1.74	,	3.75	0.90	,	3.11	0.87	,	3.35	PA/DM
19	2.44	1.19	2.33	1.41	2.44	0.73	2.78	1.20	1.19	,	3.45	0.87	,	3.56	1.63	,	3.01	1.50	,	3.78	PA
20	2.78	1.04	2.89	1.05	2.11	1.17	2.22	1.30	1.66	,	3.62	1.74	,	3.75	0.90	,	3.11	0.87	,	3.35	PA
21	2.44	1.19	2.33	1.41	2.44	0.73	2.78	1.20	1.19	,	3.45	0.87	,	3.56	1.63	,	3.01	1.50	,	3.78	PS/PA
22	3.44	0.52	3.56	0.53	1.89	0.33	1.11	0.33	2.78	,	3.76	2.88	,	3.88	1.48	,	2.11	0.74	,	1.37	DM
23	1.67	0.74	2.67	0.87	2.33	1.23	3.33	1.12	0.88	,	2.29	1.71	,	3.36	1.05	,	3.38	2.10	,	4.23	F

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