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Role of the Local Superintendent and the Structure of Local  
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Diane Marie Scheerhorn

has been accepted towards fulfillment  
of the requirements for

Doctorate degree in Education

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THE EFFECTS OF STATE BUREAUCRATIC REFORM EFFORTS  
ON  
THE ROLE OF THE LOCAL SUPERINTENDENT  
AND  
THE STRUCTURE OF LOCAL PUBLIC SCHOOLS

BY

Diane Marie Scheerhorn

VOLUME I

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## **Abstract**

The purpose of this study was to describe and explain the effect of State reform efforts on superintendents and on the organizational structure of public schools. The researcher has described the State reform efforts for the past twenty-five years and has argued that because of the impact of those reform efforts there have been changes in the superintendent's role and changes in the structural organization of public schools.

More specifically the study was subdivided into two general questions and five related exploratory questions. The first question was "What is the effect of State reform efforts on the superintendent's role?" The second was, "What is the effect of State reform efforts on the organizational structure of public schools?"

To identify the degree to which the State reform efforts had affected the role of the public school superintendent and the organizational structure of public schools, the researcher analyzed a quantitative survey. The survey consisted of fifty-three questions that were distributed state-wide to five hundred fifty-eight superintendents. Twenty percent of the superintendents responded to the survey. The survey data was disaggregated and qualified using two-tailed t-tests.

Concerning the first questions, the conclusion is that the role of the superintendent has been severely altered by the state reforms. He or she spends 40% of available time administering, supervising, managing, leading, and

communicating matters related to the state reform issues. The study could not describe the past role of the superintendent in relation to the role expansion created by the state reforms. However, evidence brought forth through this study substantiates that it is reasonable to conclude that the role of the superintendent has vastly been altered.

Second, the purpose of the study was to describe and explain changes wrought by state reform efforts in the organizational structure of schools. The answer is that state reform have forced schools to become more bureaucratic. There are more rules, more regulations, people, and resources to monitor the rules and regulations. At the same time, state reforms have made the district reorganizations broader, more diffuse, diverse and inclusive. The combination of increased bureaucracy on one hand and increased purview on the other is responsible for changes in the role of the superintendent. She or he has more things to do, more people to see and be concerned about, and less authority to direct either the things being done or the people doing them. State reform efforts have profoundly altered both the role fo the superintendent and the organizational structure of local schools.

## **DEDICATION**

**This paper is dedicated to my husband Steve, for his patience, assistance, and belief in supporting my goal.**

**To my daughter Lindsay, for her understanding and caring throughout the project.**

**To my parents who gave me their strengths. From my father; dedication, hard work, and determination. From my mother; her compassion, caring, and love for people.**

**To Wayne Peters for the support and collaborataive work that helped to build the foundation for this project.**



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## Preface

It occurred to me, as I was walking into an elementary staff meeting, that as a new superintendent, I was experiencing the dilemmas of the state reform efforts. I was about to tell a staff that the programs they had been given permission to implement next year would have to be curtailed at least another year. I had just been informed that the guaranteed funding per student had been cut, and the possibility of reduction in revenue from other state requirements would force me to cut back on the next year's budget. What was to have been an opportunity to add needed programs and professional staff development opportunities, turned into another bureaucratic nightmare.

The previous year had been an exciting experience for the school district. The administrators, staff, students, and community had been trained in the "quality schools" philosophy with Dr. John Chaplin. We had developed a district wide systemic growth plan, organized committees for future district planning in seven different areas, and had just implemented a site based management approach for the end of the year decisions. Just as the process was evolving and efforts to impact learning were in progress, the state pulled the plug on funding to support the process.

It was disheartening to share the news with the staff, but more significantly the same old scenario was being repeated once again. The state promised the local districts monies and then for one reason or another the monies were not given or were taken away in some other manner. The paradox is that the compliances for the new reform efforts were still intact and the state's expectations for increased student performance had not been reduced. My staff was still accountable for increased student achievement without the monies to assure the special needs of all students, the needed programs to ensure a well rounded educational experience, or training for professional staff.

I have found it difficult to keep asking seasoned staff members to implement new teaching strategies, work extra hours without additional pay, and be accountable for their students' achievement, when the state continues to promise us more money, only to take it away before we receive it. As a new superintendent, I strongly believed in a participation leadership style of administration. I believed all staff should participate in decisions that affect their lives, but am wondering at the cost we will all pay for this type of leadership. It appears that the state is, on one hand, promoting my participatory leadership style, but on the other, is negating its possible impact. My concern is really not so far reaching. When the state takes away 5% every time the district cannot meet a PA 25 requirement, the recourse will be far more devastating to the community and the school than the state legislators can possibly foresee.

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## Chapter One

The purpose of this study was to describe and explain the effect of State reform efforts on superintendents and on the organizational structure of public schools. The researcher described the state reform efforts for the past twenty-five years and argued that because of the impact of those reform efforts, changes in the superintendent's role and changes in the structural organization of public schools can be determined.

Chapter One includes an overview of the study, the historical background of the role of the superintendent, and the organizational structure of local public schools. This background forms the basis of the study and the recurring theme as postulated from the data. The chapter continues with an overview of role theory, exploratory questions and hypotheses, assumptions, limitations and attributes, and definitions of terms. It concludes with an organizational overview of the dissertation.

### Introduction

The evolution of the role of the superintendent and the organizational structure of local public schools can historically be categorized into five periods; 1838-1890, 1890-1915, 1915-1930, 1930-1969, 1969-present. Since the inception of the superintendent in 1837 to the mid 1960's, every period of change is significantly characterized by superintendents leaving the profession or losing



their jobs due to their inability to adapt to a new organizational philosophy or organizational structure.

### **History of the Superintendent**

Superintendencies were created when one-room schools grew to the size of eight to sixteen rooms and when the schools in each ward of a city were centralized to become one common district. In 1837 Buffalo and Louisville were the first school districts to appoint superintendents. By 1860, twenty-seven city school districts had superintendents.

Until about 1890, the position of school superintendent was neither a profession nor a career. It was usually but one of many jobs, in or out of education, which a man might hold during his working lifetime. Superintendents were often chosen specifically for their close ties or beliefs in the "revivalist Protestant-Republican ideology" of Horace Mann and rural America.

By the turn of the twentieth century leadership in American public education had gravitated from the part-time educational evangelists who had created the common-school system to a new breed of professional managers who made education a life-long career and who were reshaping the schools according to canons of business efficiency and scientific expertise. (Tyack and Hansot 106)

These new leaders formed a nationwide network called (in a term of that time) 'the education trust'. From approximately 1890 to 1930, they worked to shift the philosophical foundation of school administration to a more business-like and scientific basis and prepare a new generation of full time professional educators.

Illustrative of these changes were the efforts of Elwood P. Cubberley, whose career spanned this era. Raised in rural Indiana, he began his work with a series of short-term, unrelated jobs. He taught for a year in a one-room school before earning a degree in physics at Indiana University in 1891. In the next five years, he taught at a small Baptist college, was professor of physical science at Vincennes University, and became president of Vincennes at age twenty-five. In 1896, at age twenty-eight, he became superintendent of schools in San Diego with no formal training in school administration. Typical of the times, he was questioned about his religious orthodoxy when he interviewed. He soon found that the Board micro-managed the schools and decisions were based on politics rather than sound educational practices. This experience probably influenced the rest of his career.

Two years later he became assistant professor of education at newly-formed Stanford University - where the education department received no respect from the arts and sciences departments, and the education faculty was ridiculed and shunned. He was given three years to make the field of education respectable or he and the department would be dropped. From then until his retirement from Stanford in 1932, Cubberley and other members of the educational trust, Charles Judd from the University of Chicago, Frank Spaulding from Yale, George Strayer from Teachers College at Columbia University and others worked to make the fields of education and administration accepted in the academic community by teaching them as a science. He created a network of graduates and helped place them in superintendencies. He gave over 1,000



public addresses about the new "science" and attracted enrollments to the fledgling university. He forged a power base beyond the university. In 1905, he received his Ph.D. from Teachers College - considered the "West Point" of the education trust. He discovered and sponsored educational scholars, and from his own earnings and investments he funded a new education building at Stanford.

When Houghton Mifflin published an education series Cubberley edited 103 of the 110 texts, and wrote 10 of them himself. In one of them, State School Administration, he made observations about the relationship between the legislature and local districts which have relevance for this study:

When one passes to a study of the legal provisions enacted by our different states for the organization, administration, and control of the schools in their various subdivisions, one is struck, especially in the district- system states, with the vast amount of detailed legislation that has been piled up. ...legislation - for which there is no real need, aside from the continuance of the district system itself - is still retained on the statute books and forms the subject for debate and amendment and change each time the legislature meets. (Cubberley 312-13)

When Cubberley began there was no such thing as a career in school administration; when he retired he was an elder statesman in the profession. He and others "gained the power to anoint the new and make it respectable, to define the new science of education" (Tyack and Hansot 127).

Closely paralleling the work of Cubberley and others to establish school administration as a science, was the widespread "efficiency" movement to administer public schools using new and popular business practices. From approximately 1900 to 1910, newspapers, public opinion and even education reports such as the American School Board Journal exerted pressure for this

reform. It reached a peak in the years 1911-13, and caused "wholesale resignations, dismissals and new appointments" of superintendents. In Education and the Cult of Efficiency, Raymond Callahan explained the reason for the rapid adoption of these business methods. "...when the schools are being criticized, vulnerable school administrators have to respond. The quickness of the response and the nature of the response depend upon the nature and strength of the criticism".

Superintendents quickly adopted the "business approach" in order to survive, and graduate schools of education added such courses to their administration curriculum. The result was that "...by 1925 the [superintendent's] position had more of the characteristics of a managerial job in business or industry than it did of an educational one in the schools" (Callahan 148).

The influence of the educational trust and the business movement had an effect on the administration of local schools which lasted well past World War II. A review of the literature from the 1950's and 1960's still shows the role described in terms of a checklist of duties and responsibilities which were primarily managerial:

1. To hire or discharge personnel.
2. To furnish leadership for personnel and delegate responsibility to them.
3. To provide for the inservice development of staff.
4. To plan for curriculum improvement.
5. To prepare budget and plan salary schedules.
6. To maintain discipline.
7. To maintain high attendance.
8. To make the school calendar and schedule classes.
9. To provide recreational opportunities for teachers.

10. To supervise all classrooms.
11. To supervise the hot lunch program.
12. To take the school district census.
13. To supervise district organization and consolidation.

(Ayars 17-18).

Callahan considered this lingering influence to be a tragedy for the profession:

The younger men coming into administration, say after 1918, accepted the prevailing conceptions and training as natural...and they in turn carried the business orientation to all corners of the nation and to their students, who did the same.

The tragedy itself was fourfold: 1) that educational questions were subordinated to business considerations; 2) that administrators were produced who were not, in any true sense, educators; 3) that a scientific label was put on some very unscientific and dubious methods and practices; 4) and that an anti-intellectual climate, already prevalent, was strengthened. As the business-industrial values and procedures spread into the thinking and acting of educators, countless educational decisions were made on economic or on non-educational grounds" (246-47).

In the years prior to 1965, before unionism and collective bargaining, superintendents went to their local Boards to champion raises and better working conditions for teachers, and were responsible for the managerial tasks of running the local school district (Goldhammer 259, Marland 368). In those days superintendents had an aura of authority and were accustomed to being "the law" in their districts. (Goldhammer 261).

Indicative of the years prior to the 1970's, almost all superintendents were white males. All too often people knew them only as distant authority figures who seemed to be responsible for whatever citizens didn't like about the schools (Burbank 25). Their families felt they were living in a "fishbowl" and were frequently subjected to pressures and even reprisals. Spouses were

automatically expected to give up their own careers (if they dared have one) and follow the superintendent from job to job. The advent of collective bargaining ended the "benign father figure" image (Goldhammer 260). The superintendent now became the Board's representative in bargaining with teachers. For the first time, the superintendent became openly involved in negotiations. No longer identified as the primary instructional leader; living with labor relations conflict became part of the superintendents life.

The purpose of describing and explaining the educational reform movement of the past 25 years was to direct the focus of this study on how these changes may have affected the role of the local public school superintendent. Before the reform movement, the role involved monitoring and reporting inputs to the state, total allegiance to the guidance of the local board, paternalism toward staff and adherence to the local political and social agenda.

Because of the school reform movement, the role of a current local superintendent requires monitoring and reporting outcomes to the state, allegiance to the local board and at the same time compliance with scores of state requirements, a labor-management relationship with staff, and the implementation of a state-level social and political agenda which is often at odds with the local one. The differences in required skills and attitudes may signal a significant change in the role requirements of today's successful superintendent.

Several researchers predict that the role requirements of the superintendent in the 1990's will be far different than the role elements that existed in the 1960's and 1970's. For example, Konnert and Augenstein

suggest that among the role changes will be a greater demand for the superintendent to become a mentor and coach, and shift away from a hierarchical authoritarian which will promote empowerment of employees and promote their growth and ownership in their jobs. Strumpf explains the superintendents changing role in the following terms:

What the environment will demand is a willingness to manage tension and embrace change. . .Efficiency and effectiveness will rest on the ability of managers to embrace change. Being adaptive will no longer be enough" (Strumpf 27).

A consultant in recent superintendent searches listed the skills, attributes and competencies people say they want in today's superintendent. As a leader the superintendent must be a communicator, decision maker, delegator and facilitator. As a role model the superintendent must demonstrate approachability, charisma, courage, pride in people, flexibility, integrity, sensitivity and vision. The superintendent must master board relations, community relations, staff relations, evaluation and supervision, finances and teaching/learning (Langlois 24-25). The traditional role of the superintendent appears to have changed substantially in the past 25 years, and may continue to change. It is our purpose to explain how the changes in educational reform have affected the role of the local superintendent as well as the organizational structure of local public schools.

### **An Overview of Role Theory**

In order to describe the role of the superintendent and explain the changes that role may be undergoing, several terms must be defined briefly. The first is **role**, described as "the total of expectations held by members of a



social system for an individual within that system" (Boles 426). From the concept of **role**, researchers have developed a detailed field of **role theory** for use in the analysis of organizations. Most of the variants and nuances are beyond the scope of this study but a few others are germane. **Role expectations** are "the prescriptions and proscriptions held by members of a role set ... in the aggregate they help to define [an individual's] role" (Katz 175).

Many roles are not an exact fit with the environment in which they operate or with the personal characteristics of the individual who tries to perform that role. This produces **role conflict**, "...the simultaneous occurrence of two (or more) role sendings such that compliance with one would make more difficult compliance with the other" (Katz 184). **Role ambiguity** results when "...there is some uncertainty in the minds, either of the focal person or of the members of his role set, as to precisely what his role is at any given time" (Handy 56). A final definition is **role overload** which "...occurs when the expectations and demands of the job exceed the ability of the role occupant to respond" (Mitchell 235). A more detailed discussion of role theory is found in the review of literature chapter of this study.

How might the elements of traditional role theory apply specifically to the circumstances facing a current local superintendents in Michigan? If, as the research demonstrates, the state-level educational bureaucracy and the local site-based environment demand more and different behaviors from the superintendent, then the expectations held by members of the role set may have changed. If there is uncertainty in the minds of the Board, the employees,

the community - or the superintendents - about precisely what the role entails from year to year, there may be role ambiguity. If superintendents who were competent in the role before the demands of the reform effort, now feel overwhelmed and incapable, it may indicate role overload. And, if superintendents experience confusion about who they really work for, frustration over implementing reform measures, and difficulty in bridging the gap between the social/political/educational agenda of the local community and that of the state, they may experience role conflict.

Ten years ago, when the reform effort was less evolved than now, Professor Arthur Blumberg, studied perceived changes in the role of local superintendents. This study will further investigate this role change in light of an additional ten years of educational reform movements in the State of Michigan.

In 1983, Blumberg interviewed public school superintendents in New York State. In that study, he concluded that "the essential meaning of the superintendency as a type of work and the meaning of that work for the superintendent as a person could not be grasped unless the role could be viewed through a lens that focused on its unavoidable conflictual nature".

Blumberg determined that the major sources of conflict in the role are created by the relationships between the superintendent and the school board, the unions, parents, and the local community. Blumberg also found that the politics of educational decision-making and leadership operate in an environment of conflict between the demands of the local educational agenda and the increasing control over local schools exercised by state and federal

officials with their own educational agendas. Blumberg also cited five changes in the social setting in which the superintendent must now function: 1.)the change from the traditional concept of school as a place of instruction to one where it is also a focal agent of social policy mandated by courts and legislatures; 2.)the recognition of unionism and its effects; 3.)the growth of media technology such as computers and closed-circuit television; 4.)the demand for more rational decision-making based on hard data, and 5.) the demand for the schools to collaborate with local, state, and federal agencies to a degree not experienced previously.

### **Theme**

The recurring theme that perpetuates itself throughout the study and is substantiated by the data, is the prevalence of legislation that fosters involvement in management decisions or a participatory management style. In reality the legislation that was promoting involvement was creating bureaucracy. In actuality the new legislative reform efforts increase organization complexity, time, money, and people power. The legislation is negating its own purpose of site based decision making and local autonomy of school districts, and it is promoting more complex state level bureaucracy.

The data supported by the responses of the local superintendents indicates that all the mandates, legislation, regulations, and opinions of the attorney general, which were written to increase the quality of Michigan educational standards, are falling short of their intentions. The responses of the

superintendents strongly indicate that after four years of Public Act 25, there has been little impact on the quality of educational reform. It was possible that at the time of the study, the legislation had not been in place long enough to impact the educational system. Another hypothesis was the natural process of diffusing state legislation by the local superintendent. It had been a normal practice of superintendents to protect and to circumvent legislation by handling the implementation of the legislation themselves or dispersing parts of the legislation to many subordinates.

The reality of the new reform efforts is that there are time infringements on an already demanding set role of responsibilities. They also create the demand not only of interpreting what they mean, but also implementing them without the extra time and people power that is necessary to follow through in the manner in which they were intended. The effect is a disconnection from what the intention of the legislation was promoting and instead of becoming more independent from the state, local school districts are becoming more dependent upon carrying out the state's agenda. An agenda, that is not impacting the quality of educational reform that will affect student achievement and an agenda that penalizes districts that do not meet their legislative regulations, regulations that are not supported with additional funds to fulfill the states requirements.

### **Purpose of the Study**

The purpose of this study is to determine the effect of State reform efforts on the local superintendent and the organizational structure of local public

schools. The researcher will describe the State reform efforts and postulates that by assessing the impact of specific State reform efforts that were not in place twenty-five years ago, the role of the local superintendent and the structural organization of public schools has changed.

A quantitative analyzed survey has been used to identify the effects that specific reform efforts have had on the role of the local superintendent and the organizational structure of local public schools. A theoretically based framework for the survey supports the logic for the exploratory questions and the items of analysis.

### **Exploratory Question and Hypotheses**

The purpose of this study is to determine the effect of state reform efforts on the role of the local superintendent and the organizational structure of local public schools. More specifically the research will address the following questions.

1. What is the effect of the State reform efforts on the role responsibilities of the local Superintendent in the area of communications?
2. What is the effect of the State reform efforts on the role responsibilities of the local Superintendent in the area of finance?
3. What is the effect of the State reform efforts on the role responsibilities of the local Superintendent in the area of personnel?
4. What is the effect of the State reform efforts on the role responsibilities of the local Superintendent in the area of Administration?
5. What is the effect of the State reform efforts on the role responsibilities of the local Superintendent in the area of Curriculum?

6. What is the effect of the State reform efforts on hierarchy of authority in the structure of the local public schools?
7. What is the effect of the State reform efforts on the division of labor and specialization in the structure of local public schools?
8. What is the effect of the State reform efforts on the rules and regulations in the structure of the local public?
9. What is the effect of the state reform efforts on the employees hired on the basis of qualifications in the structure of the local public schools?
10. What is the effect of the State reform efforts on the efficiency of the structural organization of the public schools?

## **Data Analysis**

### **Part 1: Exploratory Questions**

#### **Introduction:**

Part one of the analysis of data is a correlation and/or comparison, and substantiation of data for answers to the exploratory questions. The data supports the overall analysis of the responses to the survey questions as they relate to an item of analysis.

The exploratory questions were the focal questions of the study. They represent questions constructed to determine the effect of the reform efforts on the five research based role responsibilities of the superintendent and the five research based areas of organizational structure, as it related to schools.

The explanation of the answers to the questions in this section give detailed explanations to the answers of the exploratory questions. The answers are based on disaggregation of answers from each survey question,

percentages of responses from the questions, statistical analysis, and significance of mean data ( t-tests). The statistical data have been described in narrative terms, with a detailed explanation of the superintendents' responses which indicate the effect of the reforms in relation to each exploratory question.

### **Exploratory Questions - Part I**

**Purpose:** To determine the effect of the State reform efforts on the role of the local superintendent and the organizational structure of local public schools.

#### **The effect of State reform efforts on Superintendent's ROLE**

##### **Items of Analysis**

##### **Exploratory Questions:**

- #1.** What is the effect of the the State reform efforts on the role responsibilities of the local Supt. in the area of **communications**?

**Items of Analysis: #1,2,3,4,5,33**

**47,48**

- #2.** What is the effect of the State reform efforts on the role responsibilities of the local Supt. in the area of **finance**.

**Items of Analysis: # 7,8,9,20,11,33**

#### **The effect of State reform efforts on school STRUCTURE.**

##### **Items of Analysis**

##### **Exploratory Questions:**

- #6.** What is the effect of State reform efforts on **hierarchy of authority** in the structure of the local public schools?

**Items of Analysis:#42,43,44**

**45,46,**

- #7.** What is the effect of the State reform efforts on the **division of labor and specialization** in structure of local public schools?

**Items of Analysis:**  
**#21,22,24,35,36,37,50,52**

**#3.** What is the effect of the State reform efforts on the role responsibilities of the local Supt in the area of personnel?

**Items of Analysis: #,13,14,15,16,17,18**  
**33.**

**#4.** What is the effect of the State reform efforts on the role responsibilities of the local Supt. in the area of **Administration.**

**Items of Analysis: # 20,21,22,23,24,33.**

**#5.** What is the effect of the State reform efforts on the role responsibilities of the local Supt. in the area of **Curriculum.**

**Items of Analysis: 26,27,28, 29, 30,32,33.**

**#5.a.** What is the effect State reform efforts have had on the local Superintendent's job responsibilities, leadership style, career plans, and their health?

**Items of Analysis:**  
**35, 36, 37, 38, 39, 40, 41, 50, 51.**

**#8.** What is the effect the State reform efforts on the **rules and regulations** in the structure of the local public schools?

**Items of Analysis:**  
**20,21,22,23,24,52**

**#9.** What is the effect of the State reform efforts on the **employees hired on the basis of qualifications** in the structure of the local public schools?

**Items of Analysis:**  
**13,14,17,18,35,36.**

**#10.** What is the effect of the State reform efforts on the **efficiency** of the structural organization in of the local public schools?

**Items of Analysis:**  
**1, 7, 13, 20, 26, 2, 8**



**52**

**14, 21, 26, 3, 9, 15, 22**  
**28, 5, 11, 18, 24, 30,**  
**35, 36, 52**

## **Data Analysis**

### **Part II: Hypotheses II**

#### **Introduction:**

The purpose of Part II data analysis is to provide a comprehensive overview of the impact of the state reform efforts on school districts to meet state compliances. There are seven sets of hypotheses that have been analyzed according to the survey data. Each set correlates the data from the survey questions and is specifically related to the total dollars spent on reform compliance, the total percentage of annual superintendent time spent on compliances, the total number of internal personnel days used to meet compliance, the total number of outside resource people hours needed to meet compliance, and the impact of the reform efforts on various school groups. Each of the seven sets of hypotheses is analyzed according to total dollars spent, mean cost of compliance, class comparison of dollars spent for compliance, and in some instances, the relationship of the tenure of the superintendent to the effect on the cost or time to meet compliance.

### **Part II: Hypotheses II**

1. The effects of the state reform efforts have had significant financial impact on the cost to implement them in the areas of school: communications, finance, personnel, administration, and curriculum.

**Items of Analysis: #1,7,13,20,26**

2. The effects of the State reform efforts have had significant impact on the percentage of annual time the local Superintendent devotes to meeting compliance in the areas of school: communications, finance, personnel, administration, and curriculum.

**Items of Analysis: #2,8,14,21,27**

3. The effects of the State reform efforts have had significant impact on number of days required for compliance in the areas of school: communications, finance, personnel, administration, and curriculum.

**Items of Analysis: #3,9,15,22,28.**

4. The effects of the State reform efforts have had significant impact on the number of outside resources (hired hours needed to meet compliance of in the areas of school communications, finance, personnel, administration, and curriculum.

**Items of Analysis: #4,10,17,23,29.**

5. The State reform efforts have had significant impact on communications in the areas of :
  - a. student achievement on M.E.A.P..
  - b. communication between administration and staff.
  - c. communication between school, parents, and community.
  - d. communication between your district and the state.
  - e. the management of the school district.

**Items of Analysis: #5a,b,c,d,e.**

6. The State reform efforts have had significant impact on school finance, personnel, administration and curriculum in the areas of:
  - a. students
  - b. teachers delivering instruction
  - d. relations between school and community
  - e. professional development

**Items of Analysis: #11 a,b,c,d,e; #18 a,b,c,d,e;  
#24 a,b,c,d,e; #30 a,b,c,d,e.**

7. There has been significant impact on specific curriculum reform efforts in relation to:

- a. student achievement (MEAP)
- b. student preparation for higher learning
- c. student preparation for vocational choices
- d. teacher (accountability)
- e. leadership strategies in meeting district/building goals
- f. parent/community involvement
- g. meeting state core curriculum goals
- h. meeting national Goals 2000

**Items of Analysis: # 31 a,b,c,d,e,f,g,h**

8. In the five identified areas of State reform, the following is the order of most significant impact: finance, curriculum, communication, personnel, administration.

**Items of Analysis: #33**

## **Data Analysis**

### **Part III: Supporting Propositions**

#### **Introduction**

The purpose of the supporting propositions was to provide a disaggregation of the data in both visual and narrative form. This data was a tabulation of the responses of the local public school superintendents to the fifty-three questions asked in the survey. Each proposition was given three means of analysis. One, a statistical analysis with the number of responses to the question, the minimum and maximum values of each observation, the mean of

the responses, the standard deviation, and the coefficient of variation. Second, a graphic explanation of the data. It indicated the number of responses in relation to a breakdown by a numerical division or percentage of answers to a particular question. Third, a narrative analysis of the data presented.

### **Supporting Propositions**

1. The State reform efforts have had an impact on the cost to comply to specific Public acts regarding communication.

#### **Items of Analysis: #1**

2. The State reform efforts have had a positive impact on the percentage of Superintendent's annual time required to assure compliance with specific Public Act regarding communication.

#### **Items of Analysis: #2**

3. The State reform efforts have had a positive impact on the number of internal central office personnel people days required to carry-out specific Public Acts regarding communication.

#### **Items of Analysis: #3**

4. The State reform efforts have had an impact on the number of outside resource people hours required to support specific Public Acts regarding communication.

#### **Items of Analysis: #4**

5. The State reform efforts impacting communication have positively affected:
  - 5.a. student achievement on M.E.A.P. scores
  - 5.b. communication between administration and staff
  - 5.c. communication between school, parents, and community
  - 5.d. communication between the district and the state
  - 5.e. the management of the school district

**Items of Analysis: #5 a,b,c,d,e**

6. Local Superintendents were highly confident with their answers to questions on specific State reform efforts impacting areas of communication.

**Items of Analysis: #6**

7. The State reform efforts have had a positive impact on the cost to comply to specific Public Acts regarding finance.

**Items of Analysis: #7**

8. The State reform efforts have had a positive impact on the percentage of the Superintendent's annual time required to assure compliance with specific Public Acts regarding finance.

**Items of Analysis: #8**

9. The State reform efforts have had a positive impact on the number of internal central office personnel people days required to support specific Public Acts regarding finance.

**Items of Analysis: #9**

10. The State reform efforts have had a positive impact on the number of outside resource people hours required to support specific Public Acts regarding finance.

**Items of Analysis: #10**

11. The State reform efforts impacting finance have positively affected:
  - 11.a. students
  - 11.b. teachers delivering instruction
  - 11.c. management
  - 11.d. relations between school and community
  - 11.e. professional development

**Items of Analysis: #11 a,b,c,d,e**

12. Local Superintendents were highly confident with their answers to

questions on specific State reform efforts impacting areas of school finance.

**Items of Analysis: #12**

13. The State reform efforts have had a positive impact on the annual cost to comply to specific Public Acts regarding personnel.

**Items of Analysis: #13**

14. The State reform efforts have had a positive impact on the percentage of the Superintendent's time required to assure compliance with specific Public Acts regarding personnel.

**Items of Analysis: #14**

15. The State reform efforts have had a positive impact on the number of internal central office personnel people days required to support specific Public Acts regarding personnel.

**Items of Analysis: #15**

16. The State reform efforts have had a positive impact on the number of instructional staff days required to support specific Public Acts regarding personnel.

**Items of Analysis: #16**

17. The State reform efforts have had a positive impact on the number of outside resource people hours required to support specific Public Acts regarding personnel.

**Items of Analysis: #17**

18. The State reform efforts impacting personnel have positively affected:

18.a. students

18.b. teachers delivering instruction

18.c. management

18.d. relations between school and community

18.e. professional development

**Items of Analysis: #18 a,b,c,d,e**

19. Local Superintendents were highly confident with their answers to questions on specific State reform efforts impacting areas in personnel.

**Items of Analysis: #19**

20. The State reform efforts have had a positive impact on the district's annual cost to comply to specific Public Acts regarding administration.

**Items of Analysis: #20**

21. The State reform efforts have had a positive impact on the percentage of Superintendent's annual time required to assure compliance with specific Public Acts regarding administration.

**Items of Analysis: #21**

22. The State reform efforts have had a positive impact on the number of internal central office personnel people days required to support specific Public Acts regarding administration.

**Items of Analysis: #22**

23. The State reform efforts have had a positive impact on the number of outside resource people hours required to support specific Public Acts regarding administration.

**Items of Analysis: #23**

24. The State reform efforts impacting administration have positively affected:

- 24.a. students
- 24.b. teachers delivering instruction
- 24.c. management
- 24.d. relations between school and community
- 24.e. professional development

**Items of Analysis: #24 a,b,c,d,e**

25. Local Superintendents were highly confident with their answers to questions on specific State reform efforts impacting administration.

**Items of Analysis: #25**

26. The State reform efforts have had a positive impact on the districts annual cost to comply to specific Public Acts regarding curriculum.

**Items of Analysis: #26**

27. The State reform efforts have had a positive impact on the percentage of Superintendent's annual time to comply to specific Public Acts regarding curriculum.

**Items of Analysis: #27**

28. The State reform efforts have had a positive impact on the number of internal central office personnel people days required to support specific Public Acts regarding curriculum.

**Items of Analysis: #28**

29. The State reform efforts have had a positive impact on the number of outside resource people hours required to support specific Public Acts regarding curriculum.

**Items of Analysis: #29**

30. The State reform efforts impacting curriculum have positively affected:

- 30.a. students
- 30.b. teachers delivering instruction
- 30.c. management
- 30.d. relations between school and community
- 30.e. professional development

**Items of Analysis: #30 a,b,c,d,e**

31. The State reform efforts impacting curriculum have positively affected:



- 31.a. student achievement (M.E.A.P.)
- 31.b. student preparation for higher learning
- 31.c. student preparation for vocational choices
- 31.d. teacher (accountability)
- 31.e. leadership strategies in meeting district/building goals
- 31.f. parent/community involvement
- 31.g. meeting state core curriculum goals
- 31.h. meeting national Goals 2000

**Items of Analysis: #31 a,b,c,d,e,f,g,h**

- 32. Local Superintendents were highly confident with their answers to questions on specific State reform efforts impacting curriculum.

**Items of Analysis: #32**

- 33. The order of greatest change in the Superintendent's role responsibility created by State reform efforts is: highest to lowest - Finance, Administration, Curriculum, Personnel, and Communication.

**Items of Analysis: #33**

- 34. Local Superintendents were highly confident with their answer to ranking the effort of State reform efforts on the local Superintendent's areas of responsibility.

**Items of Analysis: #34**

- 35. The State reform efforts have had a positive impact on the job responsibilities of local Superintendents.

**Items of Analysis: #35**

- 36. The State reform efforts have had a positive impact on the local Superintendent's time spent explaining the State reforms to the Board of Education.

**Items of Analysis: #36**

- 37. The State reform efforts have had a positive impact on the turn-over of local Board members.

**Items of Analysis: #37**

38. The State reform efforts have negatively impacted on job stress for the local school superintendent.

**Items of Analysis: #38**

39. The State reform efforts have negatively impacted the health of local Superintendent.

**Items of Analysis: #39**

40. The State reform efforts have negatively impacted local superintendent's career plans.

**Items of Analysis: #40**

41. The local Superintendents were highly confident with answers to questions specific to the impact State reform efforts have had on their job responsibilities, career and health.

**Items of Analysis: #41**

42. The State reform efforts have impacted the local traditional hierarchial structure of public schools.

**Items of Analysis: #42**

43. The State reform efforts have positively impacted local school's traditional hierarchial structure.

**Items of Analysis: #43**

44. The State reform efforts have positively impacted local hierarchial structures within local schools with regards to:
- a. students
  - b. teachers
  - c. support staff
  - d. principals

- e. community
- f. Board of Education
- g. superintendent

**Items of Analysis: #44 a,b,c,d,e,f,g.**

45. In the ranking of significance of bureaucratic hierarchial structure prior to PA 25, in governing schools the order was: first, the local Board of Education; second, the State Level; and third, the Federal Government.

**Items of Analysis: #45**

46. In ranking the bureaucratic hierarchial structure that has the most impact in governing schools today the order is: first, State Level; second, Local Boards of Education; third, Federal Government.

**Items of Analysis: #46 a,b,c,d,e,f,g.**

47. In ranking the bureaucratic hierachial structure that most impacted the governing of schools ten years ago, the order was: first, Board of Education; second, the Superintendent; third, the Community; fourth, the Principals; fifth, the teachers; sixth; the support staff; and seventh, the students.

**Items of Analysis: #47 a,b,c,d,e,f,g.**

48. In ranking the bureaucratic structure that most impacts the governing of hierarchy in your school today the order is: first, Board of Education; second, Superintendent; third, Principals; fourth, Community; fifth, Teachers; sixth, Support Staff; seventh, Students.

**Items of Analysis: #48**

49. Local Superintendents were highly confident with their answers to bureaucratic structure of hierarchy.

**Items of Analysis: #49**

50. The reform efforts have altered the Superintendent's administrative style toward instructional leadership.

**Items of Analysis: #50**

51. The reform efforts have positively altered the Superintendent's involvement in the decision making process in the district to more staff involvement.

**Items of Analysis: #51**

52. The ranking of which groups has had the greatest amount of assistance in helping local schools meet their State reform compliances are: first, ISD's; second, State Department of Education; third, hired resources; and fourth, other districts.

**Items of Analysis: #52**

53. Local Superintendents were highly confident with their answers to the effects of State reform efforts on the Superintendent's leadership.

**Items of Analysis: #53****Assumptions and Limitations of the Study**

Major assumptions and limitations of this study may be summarized in the following statements:

1. The background research data was limited. The set of events that made up the reform movements were told through the institutional memory of the past four State Superintendents.
2. The methodological technique of surveying the total population had limitations; interpretation of questions, artificial responses, and biased answers.
3. Survey - three to four State reforms were selected as significant for the respondents to base their answers. The bias of the selection of the reforms could influence the responses.

**Assumptions Identifying the Attributes of the Study**

1. The data was analyzed both from a quantitative and qualitative perspective.
2. The sample population that responded to the survey was twenty percent of the total population of Michigan public school districts.

3. The sample distribution of responses were proportional to the number of Class 3 and Class 4 districts in Michigan public schools. Thus, it can be extrapolated that the responses to the survey were representative state wide of the two classifications of school districts.

### **Definitions of the Terms Used in the Study**

1. Role: The total of expectations held by members of a social system for an individual within that system.
2. Role expectations: The prescriptions and proscriptions held by members of a role set...they help to define the individual's role.
3. Role conflict: The simultaneous occurrence of two or more role sendings such that compliance with one would make more difficult compliance with the other.
4. Role ambiguity: That which results when there is some uncertainty in the minds, either of the focal person or of the members of his role set, as to precisely what his role is at any given time.
5. Role overload: That which occurs when the expectations and demands of the job exceed the ability of the role occupant to respond.

### **Organization of the Dissertation**

An introduction to the dissertation is provided in Chapter One. Chapter Two contains the background research unique to this study. Chapter Three is a discussion of the methodological procedures. Results of the study are presented in Chapter Four. A discussion of the research findings in correlation to the background research is presented with conclusions and suggestions for further studies.

## **Chapter Two**

The purpose of this study has been to determine the effect of the State reform efforts on the role of the local superintendent and the organizational structure of local public schools.

Included in the second chapter is an introduction to the twenty-five years of State reform efforts and the extensive background research on the reforms as told through the memory of the past four and current State Superintendents. The chapter concludes with an overview of the role of local superintendent and the organizational structure of local public schools in an era of State reform efforts.

### **Introduction-Reform Efforts**

Reform efforts have created a realignment in the organization and operation of public schools. The argument is that State reform efforts have had an impact on the role of the public school superintendent and the organizational structure of local public schools. The research for this study indicated an activist and progressive State Department of Education that has made it its business to right inefficiencies, injustices, and inequities whenever it feels necessary. The sum of these effects have been initiated through laws, mandates, Attorney General Opinions, and State Board of Education Documents. The study is designed to

describe and explain the impact of these efforts on local superintendents and their districts.

To better understand the rationale behind actions taken by the Michigan Department of Education between 1969 and 1994 and to provide background for this study, the researcher interviewed the four state superintendents in the order in which they served; Dr. John Porter (1969-70); Dr. Phillip E. Runkel (1980-87); Mr. Donald L. Bemis (1987-91); and Dr. Robert E. Schiller (1991-present). The researcher then discussed the background by describing the Superintendent's view of events.

### Background Research

The state superintendents described their actions as being motivated by dissatisfaction with conditions in local schools, and they described a few of the steps that may be seen as discrete but which have the net effect of shifting control from the local district to the state. This shift in control begins with Dr. John Porter, State Superintendent of Michigan from 1969-1979. The forerunner of the educational reform plan for Michigan, Dr. Porter believed then, as now, that "...philosophically there are school districts that don't have the desirable conditions to succeed ... philosophically those districts are surviving..." (Porter). Dr. Porter began in 1969 to bring both financial and educational reform to Michigan schools in an effort to give schools a means of identifying, directing, enforcing, and evaluating a quality educational program.

...80% of the kids in a successful district must be able to know and do what you as principals, teachers and superintendents think is reasonable. 90% of the school systems do not have a mechanism for reporting what is reasonable. So, you ask me why we started all this? That's the answer.

(Porter)

Porter's approach to school reform was guided by a philosophy demarcated by the "Six-Step Accountability Model" set down in the 1968. As Porter states, "We said in the six-step accountability model, 'We've got to have goals, we've got to have objectives, we've got to have needs assessment, we've got to have a delivery system ... and then we've got to have evaluation. And you've got to report to the public on how well you're doing'" (Porter). Porter's vision of State versus local control of the schools centered around the transition between the objectives and the delivery system: "All we think is that kids ought to be able to read, compute, and know science when they finish the school system," Porter says. "And here's a reasonable way to assess it. We don't give a damn how you provide the instruction. That's your responsibility. That's what local control is" (Porter).

The first of the six step accountability initiatives leading toward school reform was the Michigan Education Assessment Program. M.E.A.P. was passed into law in 1968, and the first testing began in 1969. This was the first attempt at performance-based education (changed from norm-referenced to criterion-referenced in 1971), undertaken not as a means of comparing districts but of assessing them, (as explained above by Dr. Porter). The implied idea behind M.E.A.P.



was that once the assessment was complete, the delivery system could be changed to better facilitate student learning. The whole purpose, according to Porter, "was to try to get schools to face up to the fact that they were not educating all the children" (Porter). State policy-makers felt that, without a push, local districts were not going to solve the education problems. All programs, laws, and reform elements since 1969 have been related in one way or another to M.E.A.P. and the continuation of performance-based education.

The 1970's began with the development of "The Common Goals of Michigan Education," issued in September 1971. An advisory task force presented the Board with tentative goals that the advisory committee believed to be "...the common goals of an educational system capable of meeting the growing and changing needs of contemporary society" ( Porter, "The Common Goals of Michigan Education", pg II). Following public meetings the Board adopted what served as statements of broad directions and general purposes for the Michigan Educational system. The three principal areas covered by the goals were: citizenship and morality, charging that Michigan education must create an educational environment which fosters the development of mature and responsible citizens; democracy and equal opportunity, charging Michigan schools with supporting and advancing the principles of democracy by recognizing the worth of every individual and by respecting each person's right to equal educational opportunity; and finally, student learning, charging the education system with the task of helping students to have a positive attitude toward education in order to

reach optimum personal growth and the attainment of a worthwhile and rewarding career. A Council of Elementary and Secondary Educators was also developed to formulate performance objectives and methods/techniques for meeting the broad goals.

The 1970's also saw the beginning of Porter's and (then governor) Milliken's attempts to implement educational reform through constitutional amendments. The amendment concept focused on the idea that while 80% of a school district's students should meet the district's expectations for graduation, few schools have a system for reporting these expectations. However, all such amendments were defeated.

Porter was more successful on other fronts. He was responsible, for example, for issuing the "Student Rights and Responsibilities" handbook. This was the first time the State dealt with student rights and responsibilities as a part of the educational system. Porter described this booklet as "a major breakthrough which just scared the local superintendents to death. As did all these [reforms]" (5-28-93).

The most significant educational reform during this time, in Porter's opinion, was the start and completion of school desegregation. For the first time all students were entitled to the same educational opportunities. Other major changes in the educational community came with the Special Education Act, making special education mandatory. It "created havoc for the schools," Porter suggested, and was the State's biggest challenge, besides M.E.A.P., in "kind of

[pushing] something down the school districts" (5-28-93). Two years later the federal government modeled the federal law after Michigan's.

Vocational education was another major piece of reform instituted during Porter's tenure. Vocational or skill centers were established statewide so that most areas had them. Included in this reform movement was P.A. 97 of 1974, the Career Education Act. It divided the state into Career Education Planning districts and mandated the local school districts to develop a comprehensive Career Educational Plan for the 1975-76 school year.

Progressing side by side with Porter's educational reform was financial reform in the form of the Bursley "Equal Yield" Plan of 1972, the Uniform School Accounting and Reporting Act of 1974, recodification of the Michigan School Code in 1976, the Headlee amendment of 1978, and the new format of the State Aid Act in 1979. Prior to Dr. Porter's initiatives, school funding was relatively uncomplicated - the breakdown of revenue from State and local sources being approximately equal. The State's share was generated from a 4% sales tax and various excise taxes. Local property taxes made up the local share of the revenue with a 15 mill cap which could not be raised except by vote. Inequalities existed due to problematic property tax assessments, urban flight, and growth of suburban areas. Appropriations were based on general aid for membership, and categorical aid for transportation, special education, and underprivileged students.

The Bursley "Equal Yield" Plan for State Aid took effect in 1973 with the intention of making financial support for a child's education no longer dependent on where he or she lived. It promised every district an equal amount of money for its pupils in return for an equal effort in terms of millage, by the taxpayers of that community up to a total of 30 mills. The Bursley concept remained the foundation of school aid through January 1, 1994, at which time required locally-voted property taxes for school operation. Ultimately the "Equal Yield" Plan failed to achieve its primary objective due to inadequate funding and the presence of out-of-formula districts which received no state aid, but "in terms of equalization, it's the best thing that's been in Michigan for 20 years", said Dr. Porter. (5-28-93).

The next major legislation which impacted school finance was the 1974 passage of the Uniform School Accounting and Reporting Act. Originally scheduled to take effect in 1974, extensive retraining of district bookkeepers delayed its implementation until the beginning of the 1976-77 school year. The new accounting system assigned an item/function code of up to 24 digits to each revenue and expenditure of the school district. This allowed for rapid data recall, instant comparisons between or within districts, cost analysis, and the like.

The new accounting and reporting system was, according to Dr. Porter, an effort to impose fiscal accountability on Michigan public schools in the same way that other initiatives were designed to impose educational accountability. Prior to this legislation, said Porter, there was no consistency in the financial reporting from local districts, and no way for the State to make comparisons be-

tween districts. Abuse and mismanagement of finances "was terrible" according to Dr. Porter (5-28-93). Ultimately Porter believes every school should have its own budget and be capable of producing a monthly finance report.

In 1976, the Michigan School Code was re-written for the first time in 50 years. "A major, major undertaking," it took four years to complete (5-28-93). The revision was an attempt to "delete obsolete material, clarify ambiguities, eliminate conflicting language, unify certain subject areas, reorder the chapter organization, incorporate miscellaneous statutes with pertinence to local and intermediate school districts only, and update the language and style" (Porter). As a result, the recodification clarified the requirements for districts to prepare annual budgets, prescribed budget forms, defined the budget year, and required the time lines for filing budgets.

In 1978, a ballot initiative limiting increases in tax rates and revenues to local governments was approved in the November general election. Popularly referred to as the "Headlee Amendment," after Richard Headlee who spearheaded the initiative, it amended Article IX, Section 31 of the Michigan Constitution. It effectively limited the annual growth in school revenues to last year's revenue plus the rate of state-wide inflation - irrespective of what the local growth had been. It accomplished this by rolling back the district's millage rate to a figure that would raise only that amount. The only way a district could collect the revenues produced by its previous millage rate was if the rollback was overridden by a vote of the electorate.

While not of major importance, an early effort was made by the Legislature to cope with what proved to be a five-year-long recession; it changed the starting date of the State budget from July 1 to October 1. This one-time accounting ploy left school budgets and the State's budget out of sync - resulting in State Aid checks to the schools within a single school budget always based on two years' formulas.

Also in 1979, the Legislature introduced the new format of the annual State Aid Act, which is still in effect. It greatly expanded and clarified the various provisions which affect a district's revenues and expenditures. It also provided a framework for the mandates, incentives, and disincentives which were added in later years.

Aside from the financial reforms, there were several other legislative measures passed during Porter's administration that more-or-less directly affected the way local schools were to be run. While many of these acts do not themselves constitute radical changes in the educational process, taken together they demonstrate the increased amount of state regulation of local school affairs.

Beginning in 1974: P.A. 89 mandated MDE to develop a curriculum in consumer economics; P.A. 180 and 190 required "barrier-free" designs for school construction and accessibility to the handicapped in all present buildings; P.A. 294 required districts having 20 or more students with limited English-speaking ability to operate full-time bilingual programs; P.A. 299 required the

State Board to study, evaluate, and make recommendations for the future regarding programs for gifted and academically talented students; P.A. 353 required MDE to develop a curriculum on the culture of ethnic, religious, and racial minority people and the contributions of women.

P.A. 299 (1957) required immunization of children before entry into school; P.A. 332 prohibited schools from soliciting arrest information from job applicants.

In 1976: P.A. 56 permitted two or more districts totaling at least 12,000 students to establish a vocational-technical program if no area skill center existed; P.A. 143 regulated the licensing and teacher certification of Parent Cooperative Preschools. Two related accountability acts passed in 1976 have been particularly significant in terms of the way superintendents run their schools. P.A. 267, The Open Meetings Act, required all consideration, discussion, and decision-making by a school board (with seven specific exceptions) to take place in full view of the public. This act included detailed requirements for the posting of meetings, keeping and availability of meeting minutes, and the opportunity of public participation. In many districts this meant a radical change from the traditional conduct of decision-making. P.A. 442, The Freedom of Information Act, opened most records of the school district to prompt, full, and close inspection by the public. Again only few, primarily personally-identifiable, records were exempt from disclosure.

In 1977: P.A. 90 set procedures for schools to issue work permits to minors and eliminated differences in work conditions and hours for males and females; P.A. 397 allowed employees to know, review and copy what was in their employer's personnel file concerning them; P.A. 469 allocated \$726,800 to the MDE for automated data processing services; P.A. 621 amended the Uniform Budgeting and Accounting Act to require uniform procedures for the preparation, adoption and execution of school district budgets.

In 1979: P.A. 57 required the State to continue the same level of financial support to local governments as was in effect at the time the "Headlee Amendment" was adopted; P.A. 101 required the State to pay for any new mandated program which was created or expanded after passage; P.A. 211 required city and township treasurers to remit tax collections to schools within ten business days after the 1st and 15th of each month (to prevent tax authorities from keeping school taxes in order to earn interest profits).

The evidence seen through the 1968-1975 public acts, accountability initiatives (MEAP) and new financial reform efforts were mechanisms used by the State centralized bureaucracy to scrutinize and proposition the local school districts. The outcome of the states' reform efforts initiated the threats that affected the management as well as the role of the local superintendent. It was Dr. Porter's initiatives that greatly influenced the state initiatives and in Porter's mind forced the locals to become more accountable, more productive, and move toward equity. The sum of the passage of the public acts, financial legislation, and



the development of documents that set goals and mapped the future accountability of schools represented the bulk of Dr. Porter's activity as a force in school reform.

Porter was never really satisfied with the amount of progress Michigan education actually achieved. Ultimately, any reform is dependent upon the local districts' ability to carry it out. "If all of these [reforms] are put in place most school district principals and leaders, and the teachers, need major professional development and staff training to do these" (Porter). In an attempt to give educators the support and training he felt they needed, Dr. Porter helped get legislation passed that created professional development centers. Unfortunately the plan failed to go statewide (as was originally intended) and never attracted the attention Porter felt it deserved.

#### Dr. Philip Runkel 1980-1987

The activist and progressive State Department of Education in 1980's saw the continuation of reforms. The reforms were aimed at improving Michigan's education system through righting inefficiencies, injustices and inequities under the new leadership of Dr. Phillip Runkel, State Superintendent from 1980 to 1987. The reform initiatives were influenced by the "Nation at Risk" document and by the reform efforts of Dr. Porter. According to Runkel, there was a lot going on with schools during this time.

Schools were doing a lot of things ... Michigan was certainly into school improvement ideas. So, there was some momentum moving there ... in doing things. These [reforms] were initiatives that might help move things forward. But they were primarily initiatives done by the local schools (and) the intermediate districts. Things that we supported... But basically there was momentum to improve the schools. And it was the principals, primarily, (saying) "if you improve teaching - you improve learning" (Runkel).

Dr. Runkel's first step to improve schools was a twofold revision of "The Common Goals of Michigan Education" that was completed in 1979 and published in 1980. Initially ninety-two organizations participated in reviewing the original 1971 document, followed by a twenty member task force review. The second edition included a new goal for programs to "enrich the preprimary educational experience." In addition, it reorganized the structure of the document by classifying the "Common Goals" into two goal areas: student learning, "containing goals describing expected student achievement in cognitive, affective, and psychomotor domains"; and system responsibilities, "containing goals which describe characteristics of a quality educational system."

The goals presented in this document were intended to be used by all participants in the educational process and were described as "only the purposes or desirable ends of the educational process, not the methods or techniques used for their accomplishments." Local boards were encouraged to utilize the document as a means of developing their own educational goals.

Following the publication "A Nation at Risk" in the early eighties, there was a "great deal of clatter across the country about the condition of American

education. Test scores were looked at .. and American schools generally ... were left wanting... and weren't doing very well" (Runkel). In reaction to this heavy criticism of American education and strong pressure from the Legislature, Runkel and the State Board of Education built upon the basic premises of the "Common Goals" with the development and publication of "A Blueprint for Action" in 1984. The plan was developed to work in cooperation with educators, parents, citizens, students, local school boards, business, industry, and all levels of government at improving education in Michigan so as to emphasize equity as well as excellence.

There were four key principles in developing specific recommendations contained within the document. The first, was to improve learning. The major responsibility of schools being student learning with improved curriculum standards and the existence of cooperative partnerships in learning. The second, creating a learning environment. This meant the creation of a healthy learning atmosphere which includes attendance policy, school climate, discipline, homework, class size, and time on task. Third, strengthening the profession, including professional staff development to improve teaching skills and strategies. Fourth, delivering educational services. The educational services being driven by local and intermediate school districts, the governor and legislature, and finally the institutions of higher education. "Primarily [Blueprint] was built on recommendations," followed by Board actions and directions, and a list of activities in progress or completed (Runkel). Dr. Runkel said, "It was... generally a fairly innocu-

ous document. But it was, at least, something we could put our hands on, and make some recommendations. And [it] probably paved the way for some of the more stringent mandates that went into effect later" (Runkel).

"Goals 2000 - Education for a New Century" was an outgrowth and continuation of the State Board's "A Blueprint for Action." Published in 1987, the plan was formulated to assure that children starting kindergarten in 1987 and graduating in 2000 would graduate with the necessary skills to cope with a new century. The document recommends actions for the governor, Legislature, and institutions of higher education to follow to insure Michigan's role as an education leader. The intent of "Goals 2000" was to focus Michigan's education picture onto a number of key goal areas, review what was being done in those areas, and then pinpoint specific goals and areas for the State and schools to follow in monitoring and achieving the goals. The initial goal areas included were student achievement, school quality, professional development, school finance and organization, articulation, higher education, rehabilitation, residential institutions, and the Department of Education. Within each of these broad goal areas the plan provided two groups of specific steps. The purpose of the first step was to establish and measure the desired outcomes the State Board had targeted. The second group was to establish and assign the actions the State Board of Education and the State Department of Education would take to achieve the outcomes.

The year 1987 also saw the publication of another State Board document, the "Michigan K-12 Program Standards of Quality." Connected to the "Common Goals" and other policies of the Department of Education, "Program Standards" were designed to enable local school districts to self-assess programs and estimate a level of quality and need for improvement. The first section of the document provided an outline for school improvement based on the criteria set forth in "School Effectiveness: Eight Variables That Make a Difference." District, building, and classroom level standards, specific time allocations, and high school graduation requirements were also set forth. Part III was comprised of standards for specific curricular areas and educational programming for thinking skills. Media programs and guidance and counseling programs were also outlined for improvement, along with such special areas of programming as juvenile rehabilitation, bilingual education, early childhood education, gifted and talented programs, migrant education, and special education.

Dr. Runkel's tenure as State Superintendent also saw some radical changes in the way schools were financed. The first was P.A. 40 of 1981. A seemingly financial windfall for schools, it required net revenues from the Michigan Lottery to be deposited in the State School Aid Fund. Unfortunately, the State diverted as much or more General Fund money away from the School Aid Fund to other State projects at this time, resulting in the School Fund staying essentially unchanged.

Passed in the fourth year of the recession, the Truth-in-Taxation Act, P.A. 5 of 1982, prohibited districts from receiving any more funding than the previous year without going through a public hearing process that stretched over a two week period. Failure to go through the required process effectively rolled back up a district's millage rate past the point of the Headlee Amendment to freeze the district's revenue at the same dollar figure as the previous year. Another result of the 1982 recession, P.A. 155 of 1982 temporarily increased the State Income Tax to combat the financial losses incurred by the State. Dr. Runkel was instrumental in getting the increase passed and considers it one of the successes of his time as State Superintendent. He feels the rollback of the income tax was "the worst thing that's happened in Michigan in the last decade" and resulted in many of the problems faced by schools today (4-13-93).

A major shift in education finance came with the passage of P.A. 110 of 1985. This established the first financial incentives for local districts to adopt certain education reforms. The \$28 per pupil incentive was paid if high school students either were offered six 50-minute classes each day or met certain graduation requirements recommended by the State. Eight dollars and thirty-five cents was paid if the pupil/teacher ratio in grades K-3 did not exceed 25:1. If all the incentives were met a district would receive the same state aid as the previous year plus a small customary inflationary increase found in the per-mill allowance. Meeting the incentive requirements became a necessity for most districts unless they were prepared to operate on less money than the previous year.

In addition to the above mentioned financial reforms, several educational reforms were also passed during Dr. Runkel's term as State Superintendent. While none appear to be as far reaching as the earlier reform measures introduced during Dr. Porter's tenure, many continued the work he started. In addition, the continued trend toward State in-involvement and control at the local level can be seen in the increasing requirements, mandates, and incentives. Also, one confounding factor at this time to educational reform was the involvement of the Legislature in dealing with the recession that hit Michigan in 1979.

In 1980: P.A. 109 allowed for the provision of an alternative program for expectant school-age parents, school-age parents, and their young children by a local or intermediate school district; P.A. 285 allowed school boards to use designated immunization requirements as a condition for admission of students.

In 1981 the Legislature passed P.A. 36 requiring that students must attend the public school in which their parent or guardian resides, with one exception permitting a move to another district if necessary to provide the student a "better home." In fact this act only further enforced Attorney General opinion #5574 of 1979 which was written in an attempt to stop the recession-induced practice of students changing districts to secure an educational advantage that had been curtailed or eliminated in their home district due to the recession. Such changing of districts upset the general economic balance which should exist in any district between the number of students which must be educated from that community and the tax base available to support that education. Five

other acts in 1981 were also a result of the recession: P.A. 78 temporarily excused ten financially troubled districts from the requirements of the Uniform Budgeting and Accounting Act; P.A. 87 amended the School Code to permit districts to implement cost cutting measures in transportation, special and vocational education, school lunch programs, etc. and permitted schools to levy and collect one-half of their annual taxes during the summer to reduce the interest they pay to borrow money between tax collections; and P.A.'s 127, 128, and 140: permitted school districts to hold additional millage elections more often, and with fewer restrictions, until well into December. In addition, P.A. 105 required schools to screen students for scoliosis at about the sixth grade level.

In 1982: P.A. 136 permitted five more deficit districts to continue receiving State Aid; P.A. 422 provided a formula for determining the number of students eligible for compensatory education based on the fourth and seventh grade M.E.A.P. scores.

In 1983 most branches of the State government were preoccupied with the recession and no legislation was passed which was directly related to the reform initiatives of Drs. Porter and Runkel. The dire financial circumstances of most schools were however addressed by several public acts: P.A. 15 increased the State Income Tax 1.75% to 6.1%; P.A. 16 allowed schools to borrow beyond previous limits; P.A. 124 provided State loans to school districts; P.A. 147 permitted local boards to sell school land on land contracts; P.A. 174 permitted county loans to school districts; etc..



In 1984: P.A. 202 amended the Open Meetings Act to permit a periodic personnel evaluation to be held in private if requested; P.A. 229 fulfilled the calculation required by P.A. 57 of 1979 by determining that State spending on local governments, including schools, shall not be less than 41.61% of total State spending; P.A. 239 increased the appropriation for local and ISD professional staff development to \$2.7 million; P.A. 389 established the third Monday in January as Martin Luther King, Jr. Day, but only as a commemorative day for public schools and not a legal school holiday.

In 1985: P.A. 5 permitted non-contiguous districts to establish vocational-technical programs if a district in the middle refused to join; and P.A. 91 amended the Public School Employee Retirement Act to permit employees to retire with full benefits if they qualified for the "rule of 80" - when their age plus years of service equaled 80 or more. This was touted as a school reform measure, as it helped solve the problem created by the continued presence of thousands of veteran teachers who either could not, or would not, adopt to more modern teaching methods.

In 1986: P.A. 55 prohibited a district from transporting on a school bus more than 110% of the rated seating capacity of that bus, a number often exceeded during the recession years; P.A. 80 required schools to inform their employees of hazardous chemicals in the workplace; and P.A. 147 required the containment or removal of asbestos from schools and provided for the training of school maintenance workers to accomplish this.

Three other public acts had a more profound impact on school improvement. P.A. 72 of 1990 required districts to offer permanent jobs for the following year to substitute teachers who had worked at least 120 days. This can be seen as the antithesis of school improvement as it conferred jobs on people who bypassed the normal screening and interview process by virtue of living locally, not necessarily being the top candidates. P.A. 163 established the certification process for school administrators. After the initial certificate, an administrator must complete six semester hours or 18 State Board certified continuing education units (CEU's) each five years to continue certification. Public Act 267 required new teachers, beginning in 1991, to pass both basic skills and subject matter tests to earn a teaching certificate. A companion measure to require current teachers to undergo periodic recertification like administrators was defeated by the Michigan Education Association.

In 1987: P.A. 18 granted high school foreign language credit to pupils who passed a course in American sign language; P.A. 56 permitted districts to hire non-certified vocational educational teachers even if a certified teacher was available; P.A. 84 required certain information for enrolling new and transfer students and the tagging of records of children reported missing; P.A. 124 provided incentives for low-income Michigan residents to graduate from high school in the form of a voucher for two years' tuition at a community college; P.A. 128 required Michigan districts to file annual reports stating that they were not using cars or chauffeurs for Board Members - this was in reaction to the Detroit Board of Edu-

cation practice at the time; and P.A. 211 directed superintendents to report the finding of a dangerous weapon in the possession of a student immediately to the police and the student's parent or guardian. Lastly there was the passage of P.A. 185 which added AIDS to the list of dangerous communicable diseases which were mandated to be taught to students.

### Attorney General Opinion

Passage of Public Act 185 was merely the continuation of an ongoing tug-of-war between Michigan's Legislature and another occasional player on the education scene, Michigan's Attorney General. Beginning with the first appearance of AIDS in the United States in 1979, the Department of Education accelerated its efforts to develop a comprehensive sex education curriculum for use in public schools. The Attorney General, however, tried rather conspicuously to block or delay this effort. On April 21, 1981, the Attorney General ruled that "a Board of Education may not include sex education instruction in any class or course which students are required to take" (Opinion #5881). The Legislature responded with P.A. 87, taking effect July 2, 1981, to "permit the teaching of sex education as part of a course required for graduation," specifically superseding AG Opinion #5881. With the continued spread of AIDS and the HIV virus to the teenage population, the Legislature sought to insure that all Michigan public school students received this potentially lifesaving instruction with the passage of P.A. 185 of 1987. The addition of AIDS to the list of communicable diseases

circumvented open combat with those opposed to sex and AIDS education because the cause and cure of communicable diseases has been taught in Michigan schools since 1895. P.A. 185 "required public schools to teach the principal modes by which AIDS is spread and the best methods of preventing such diseases." Although the intention seems clear, the Attorney General continued to disagree with Opinion #6521 of 1988. He ruled that the Legislature "did not intend to require school districts to provide sex education instruction... [and] while school districts must offer instruction concerning AIDS, the law does not require students to take AIDS instruction" (Opinion #6521). The result of all this political waggling was that school districts found themselves in a complex legal mess surrounding the issue of sex education. The Attorney General said that school districts can't require sex education, but the Legislature says students must receive it to graduate. The Legislature said students must be taught how AIDS is contracted and prevented, and required Boards to adopt it into their curricula. But the AG ruled the lawmakers didn't mean it and students aren't required to learn about AIDS.

Another Attorney General ruling also confounded school improvement efforts and the teaching process. One of the steps outlined by Dr. Porter in his six-step process for addressing school reform was the identification of specific needs and the tailoring of a delivery system to address those needs. In most school districts the first significant awareness of needs appears in kindergarten. One of the common delivery systems which schools have developed to achieve

this objective is the developmental kindergarten program. This program employs extensive early screening and testing procedures to identify those skills which each child lacks, and permits teachers and paraprofessionals to concentrate time and resources on those deficiencies without slowing down the other members of the class who are ready for advanced activities. However, in 1987 the Attorney General ruled that children have the right to enter regular Kindergarten "even if school personnel recommend enrollment in an 'Early 5' or 'Developmental Kindergarten' program" (Opinion #6467). This presented educators with a "Catch 22" - in trying to comply with one bureaucracy they were likely to violate the rulings of another.

According to Dr. Runkel there was a move during his decade as State Superintendent "from starting off trying to assist - at least we did, at this level - to where people started moving into mandating more programs" (Runkel). This trend continued on into the next decade.

Dr. Runkel's period of superintendency was marked by a tremendous number of state mandates that altered the daily business of running schools. The state mandates were driven by the "Nation at Risk" and Michigan's, "A Blueprint for Action", "Goals 2000" and "Michigan K-12 Program Standards of Quality." Through the influence of these documents, evidence was clear that the impact the national and state efforts had on promoting productivity and accountability in the local schools was making its mark. The focus on mandating locals to meet educational requirements were also driving state level incentives. The

state's efforts impacted the role of the local superintendent as he ran the daily operations and set goals and student outcomes for the district's future. The purpose of this study is to describe and explain how the impact of the activist and progressive State Department of Education reform efforts in public education affect the role of the local superintendent and the organizational structure of the local public schools. The reform efforts continued into the next term of the new State Superintendent Donald Bemis.

#### Donald Bemis 1987-1992

When Dr. Runkel left the office of State Superintendent, the vacancy was filled by Donald Bemis, who served from 1988 to 1991. Mr. Bemis took the position with the benefit of eighteen years experience as a local superintendent in Utica Community Schools. The root of the problems facing public education, according to Bemis, is that "we have never said in the history of this country, and to this day we still haven't said, what we expect of public schools" (Bemis). Bemis felt that local districts in Michigan exercise a great deal of control over educational procedures, compared with other states; he also felt that local districts have a long way to go before their performance reaches satisfactory levels.

Mr. Bemis's stint as superintendent, while relatively brief, was rather eventful in terms of policy-making measures aimed at enhancing school reform. During the tenures of Porter and Runkel, several specific changes were mandated in the daily operations of schools through the passage of a series of public

acts:

In 1988: P.A. 146 required lead free plumbing in the construction and repair of school buildings; P.A. 215 prohibited pupils from carrying pocket pag-ers or other electronic devices in schools; P.A. 477 prohibited payment to stu-dents for participation in intercollegiate athletics, or for encouraging high school students to attend a college in order to participate in sports; P.A. 488 guaran-teed confidentiality of records for students with communicable diseases; P.A. 521 prohibited corporal punishment, defined as "the deliberate infliction of physi-cal pain by any means upon the whole or any part of a pupil's body as a penalty or punishment for the pupil's offense," in any form (the law was later modified - see P.A. 6 of 1992, during Schiller's administration); P.A. 232 provided a pro-cess for appealing a grade to a five-member committee which included three teachers, whose decision could in turn be appealed by a teacher, but not by a parent or student (this process superseded the previous authority of the superin-tendent to change a grade in question); P.A. 318 required schools to calculate a dropout rate for grades 7-12, administer an employability skills test to students, and adopt adult education graduation requirements similar to regular high school requirements; P.A. 478 required the clean-up of leaking underground storage tanks; P.A. 503 permitted teachers to nullify a previously-earned subject area certification, in order to protect them from having to teach courses in which they had been certified but had not taught for several years.

In 1989: P.A. 32 authorized a school district to cooperate with law enforcement agencies to sponsor a McGruff (take-a-bite-out-of-crime) child watch program; P.A. 159 required each district to prepare an annual report and distribute it to the public (since this bill was tie-barred to P.A. 25 of 1990, it did not go into effect until the following year); P.A. 171 promised thousands of new computers for Michigan classrooms, paid for by the State over a five-year period - after paying for the first two years, the State defaulted, and districts made up the remaining payments; P.A. 193 encouraged retirement of veteran teachers and staff members by establishing a retirement program through which 90% of a retiree's health care, including dental and optical, would be paid for by the State; P.A. 194 likewise encouraged retirement by introducing the Member Improvement Plan to enhance pensions by an additional 3% each year.

In 1990: P.A. 30 prohibited the use, possession or distribution of androgenic anabolic steroids (which were suspected to be a problem in several schools' athletic programs); P.A. 62 required the State Board to develop guidelines for the teaching of dispute resolution, for addition to the curriculum of public schools; P.A. 72 permitted the State to review, manage, and plan the operations of a school district in financial chaos, and in extreme cases it authorized the appointment of an Emergency Fiscal Manager with total control over the fiscal matters of the district until the emergency has passed; P.A. 139 added the HIV virus to AIDS as a subject for mandatory instruction in the public schools; P.A. 211 permitted minors to petition a Probate Court for permission to get an



abortion without their parent's consent or knowledge, and required public schools to give each pupil in grades 6-12 written notification of this right. P.A. 25 was also passed in 1990, and will be discussed below.

While these public acts dealt with mandated changes in the running of the schools, Bemis insists:

There are very few mandates in the State of Michigan. It's really the carrot-and-stick approach - as opposed to just the stick... By mandates, I mean things the schools absolutely have to do. Now if you consider a mandate something [that] if you don't do it, you don't get your money, that's something different. (Bemis)

Bemis also stated that school reforms in Michigan are regulated by the process of "potential reward," meaning that compliance with recommended changes by local districts results in those districts' receiving funding incentives from the State. Many of the "potential reward" regulated reforms Bemis alluded to are covered not by public acts, but by a series of documents published during his tenure that attempt to "say what we expect of public schools," to quote Bemis's previously noted assessment of what public education needs most, by setting down long- and short-range goals as well as strategies for reaching them, with financial motivation for following the recommendations. Among the relevant documents that need to be discussed are the "Goals 2000: Deliver the Dream" document from 1988; the "Condition of Michigan Education" report of 1989; the 1990-issued "Better Education for Michigan Citizens," a final status report on 1984's "Blueprint for Action"; Bush's "America 2000: An Education Strategy" issued in 1990; and two responses to that document - 21st Education: Where

the Next Century Begins" and "Michigan 2000: Achieving Excellence in Education."

"Goals 2000: Deliver the Dream" continued the process started by the "Goals 2000" document of 1987, by further establishing a number of selected areas for continued improvement over a two year period. These goals had a significant impact on educational reform due to the legislative regulations and mandates that were introduced in the legislature in response to this publication.

Proposed actions in the area of elementary and secondary programs included the development of and financial incentives for implementation of a core curriculum; incentive funding for the development of a school improvement plan and operation of compensatory education in conjunction with school improvement plans; increased funding for preschool programs and a model policy for entry into kindergarten; the development, assessment, and funding of a model employability skills curriculum; the adoption of the State Board's policy on communicable disease control; and the availability of technology grants and instructional television grants to schools.

Proposed actions were also made in the area of elementary and secondary school finance, governance, and evaluation. These included recommendations for reduced categoricals in the State School Aid Act for wealthy districts and an incentive program to reduce dropout rates and promote student achievement; funding, training and recognition for the Michigan Accreditation Program; early warning and help for financially deficit and educationally troubled districts;

incentive funding for planning and implementing family option schools; and funding and educational support for rural districts and urban education.

"Goals 2000: Deliver the Dream" also made recommendations in the areas of higher education and rehabilitation while also providing background information and a list of accomplishments already made in the four major areas.

The "Condition of Michigan Education" report of 1989 provided a graphic collection of statistical data covering the time from 1970 to 1989. It reflected apparent educational trends taking place in Michigan in the areas of students, outcomes, staff, finance, and organization and management. The status of earlier reforms, in particular those recommendations included in "A Blueprint for Action," were reflected in this report, thus providing an indication of the effectiveness of legislative intervention on behalf of the reform measures over the years. For example, the report indicated rises in the number of special education and adult education students, student ACT and SAT scores, teacher salaries, total per pupil expenditures, etc., while indicating decreases in the number of vocational education students, the number of public schools and school districts, and other areas.

The "Better Education for Michigan Citizens: A Blueprint for Action: Third Annual Status Report" document was a final report on the "Blueprint for Action" document of 1984. It identified the progress made on each of the recommendations contained in the "Blueprint" by rating each as completed, progressing toward completion, or not progressing toward completion. Also included were rec-

ommendations to the local and intermediate school districts, governor, legislature, and universities and colleges, as well as funding infringements and incentives aimed at enforcing recommendation policies.

"America Goals 2000: An Education Strategy" was a national strategy for educational reform, presented by President George Bush, that hoped to "spur far-reaching changes in weary practices, outmoded assumptions, and long-assumed constraints on education." The ten year plan was based on the following six goals: every child will start school ready to learn; the high school graduation rate will increase to at least 90%; students leaving grades 4, 8, and 12 will have demonstrated competency in English, mathematics, science, history, and geography, and be prepared for citizenship, further learning, and employment; U.S. students will be the first in the world in math and science achievements; every adult will be literate and possess the knowledge and skills necessary to compete in a global economy and exercise the rights and responsibilities of citizenship; and finally, all schools will be free of drugs and violence.

The four part strategy used to simultaneously pursue the goals included: improvement of today's schools and increased accountability for the results; the invention of new schools to meet the demands of a new century; the continued learning by those already out of school and in the work force; and the commitment of communities and families to learning.

"America 2000" honored local control while setting national goals by acknowledging the limited role the federal government could play. It could help by

setting standards, highlighting examples, contributing funds, and providing flexibility in exchange for accountability, but ultimately it relied on local initiative and the role of localities and states as senior partners in paying for education.

Upon adoption of President Bush's National Education Goals in February 1990, Michigan's State Board of Education was the first to affirm these goals. They also recognized that to obtain long range goals there was a need for short term obtainable goals. The "21st Century Education: Where the Next Century Begins" goals established the priorities the Board set for 1990-2: Outcome-based educational programs; adequate and equitable funding for education of all students, including an equal basic revenue for equal tax efforts; development of a strong equity program to acknowledge and promote recognition of Michigan's diverse population; adoption of a statewide handicapper civil rights plan; promotion of interdistrict public schools of choice as a catalyst for restructuring; increasing the high school graduation rate to at least 90% by the year 2000; adoption of a statewide 5-year plan to coordinate technology investments in education; development of a statewide plan to reform science and mathematics education; the addressing of quality and excellence in post-secondary programs and courses; the meeting by all college and university programs of the State Board of Education "Standards of Quality" for teacher and administrator preparation; development and promotion of strategies to make the transition from school to the work place easier; advocating collaboration between and within agencies to capitalize on available resources; and direction by the State Board of Education of a

reorganization of the Department of Education.

"Michigan 2000: Achieving Excellence in Education" was a special message to the Legislature from Governor Engler. The goals in the "Michigan 2000" proposal were intended to catalyze change and were focused on Bush's "America 2000" goals. Fundamental changes cited in this document included: core curriculum development for each district based on desired measurable outcomes; initiatives for young children at risk, including tutoring service, and extended days for kindergarten; support for quality education through school improvement mechanisms such as site-based decision making, professional staff development, school-based bonuses, and teacher recruitment, aimed at enhancing local autonomy; promoting accountability in meeting State requirements through school accreditation; the development of a smooth and functional system for moving young people from school to the work place; the need for telecommunications systems for sharing instructional programs; the support for family's choice of schools within a school district thereby providing specialization and competition within a district; and the redesigning of the school year from 180 to 200 days.

While the above list of documents clearly demonstrates that the State of Michigan is moving toward establishing a set of objectives for the local schools to strive for, Bemis could not stress enough the importance of doing even more in that area. "Now if I were king," he claims, "I would do a great deal more as far as setting goals - than is even in place right now. I'm not saying I would neces-

sarily tell you how to do it. But I would do it through a reward system, much like you see implemented there" (Bemis).

The piece of legislation that is seemingly most significant to Bemis's tenure, and indeed most significant in the recent history of Michigan public education, is Public Act 25 of 1990, the culmination of Bemis's "Quality Plan." Interestingly, each of the previous superintendents viewed P.A. 25 as a solidification of reforms that he began to develop; Porter sees P.A. 25 as a continuation of M.E.A.P. and of the "Six Step Accountability Model," while Runkel tends to see it as a more vehement, and perhaps even overzealous, restatement of the "Blueprint for Action." Bemis himself indicated his belief that while it still falls short of what is needed, P.A. 25 is the most significant step taken by the State of Michigan so far toward education reform. "In Michigan we've never had a statewide agenda," he says. "We are the closest to it with the advent of Public Act 25. And I obviously - since it happened on my watch - I think it's really pretty important. And very appropriate" (Bemis).

While Public Act 25 has factors in common with the "Blueprint for Action," it incorporated several new aspects, including student outcomes and more stringently applied financial incentives, that are predicted to make it a more effective step towards improved public education. Bemis suggests there was a need to:

... turn up the heat - because there wasn't much going on with ["Blueprint"] ... Recommendations that really were kind of not enforceable. There wasn't money connected with it, as I recall. I mean, I find ... school districts won't do anything unless you put dollars - I was under the naive impression that many school super-

intendents would do good things because it was good for children. Well, that's not necessarily the case. (Bemis)

Therefore Public Act 25 was instituted. This act forced each school, through funding incentives, to do the following: each district and each school had to establish a continuous school improvement process, complete with a mission statement, 3-5 year goals, and building-level decision-making; each district had to develop a core curriculum, with curriculum objectives based on student outcomes testable through the new (tougher) M.E.A.P. tests and eventually a high school exit exam; each school must begin the process of becoming accredited according to State criteria; each school had to meet Statewide standards of quality and uniform exit standards for graduates, enforceable through the institution of State-endorsed diplomas and standardized student portfolios; each district and building had to prepare and make public an annual report; and districts were permitted to employ non-certified teachers in several science, math, and technology areas in grades 9-12. The realignment of standards forced schools to redefine their curricula and meet the State mandates in order to prevent the loss of critical funding incentives (the quality incentive of \$25/student was added for full compliance with the requirements of P.A. 25) in an era of diminished State financial support of local schools. The financial clout P.A. 25 provided to the State, and the new powers derived thereof, combined to give the State-level educational bureaucracy more control over the operations and mission of local



districts than any other piece of legislation in the history of Michigan educational reform.

Some key figures, including ex-State Superintendent Runkel, felt that P.A. 25 finds the State bureaucracy overstepping the bounds of what legislation should mandate to the local schools. Runkel stated:

If you look at Public Act 25, these are practices which are administrative - that should not be legislative. Who does not want to have some kind of report to the people in their school district? OK? I mean, you might do it in a lot of different ways, but what does that entail? There's a whole series of these things. For example: one of the things I felt schools never did much of was polling. So we provided a service to the districts, at very little cost, to teach them how to poll. We've got hundreds of districts polling now. We didn't mandate; it's not mandated. We provided an example, a good management plan. So some of these things just didn't seem to make a whole lot of sense to me - to be laws. (Runkel)

For all Bemis's disclaimers about how little Michigan mandates, it seems that the schools have little choice but to comply with the regulations of P.A. 25 in order to gather all the financial resources they need to keep running. While Runkel finds the situation problematic, however, Bemis and the majority of other figures involved in the educational agenda seem to feel that this type of financial control is necessary if any progress is to be made with school reform. "Individual places will address the problems," says Bemis. "But not systematically we won't. Not unless there is some external motivational factor" (Bemis). The State Superintendent's argued that in general P.A. 25 is the closest Michigan has come to giving the schools the kick they need to become successful.

Regardless of all this, Bemis felt that the steps taken by P.A. 25 are being entirely successful. He explains:

I will bet I have read 150 annual reports. And if you read them you'd think there isn't one single problem in American education. As I'm reading them I'm thinking, you know, they didn't have any choice about this. They had to make people feel good about their schools. If not, they wouldn't support them. I don't know how you get around it. If you were a very skillful reader, an investigator, you might be able to dig a little kernel of some problem in some school. But for the most part, no way. Even [a negative] will be couched in some way that "it was worse 15 years ago." They'll show that in 1950 dropouts were 35% and now it's only 8%...It's kind of like Congress; you know, everyone hates Congress, but they love their local Congressman. Everyone knows there's a problem with education - but not in my school. I think there are a lot of problems in a lot of schools. (Bemis)

Mr. Bemis' tenure as State Superintendent concluded with strong evidence of social reform, concern for local control of schools and compliance issues being addressed through P.A. 25. Public Act 25 was and continues to be the latest initiative that the activist, progressive State Department of Education has made to correct the inefficiencies, injustices and inequities in public schools. The impact of the initiatives during his tenure strongly impacted the role of the local districts and in turn the local superintendents.

#### Dr. Robert Schiller- 1992-Present

The vacancy left by Mr. Bemis was filled by Dr. Robert Schiller, the current State Superintendent, in 1992. His appointment came at a time when the Quality Plan was already in progress. In his opinion "much of P.A. 25 is a roll-

up of those things which most of the schools ... should have been doing or have been doing over time. Namely the school improvement process." Dr. Schiller believes the aggressive reform agenda that developed around the country over the past ten or fifteen years gave rise to:

those kind of external initiatives which would push, shove, cajole, drag school districts into doing things somewhat differently. And those particular areas, I think, are pretty much incorporated in what came out of P.A. 25: accreditation, endorsed diplomas. There is nothing there that came out of P.A. 25 ... that [is] unique or different from that of what most other states have done at least five years ago. (Schiller)

This rigorous reform agenda was a way in which "the State could move schools to a higher level. Move schooling to a higher level" (Schiller). Dr. Schiller believes reform grew out of three main areas. The first was the desire by Governors to have more direction and control over the large part of the State budget that goes to funding public schools. Also many Governors and Legislators recognized that if they controlled the financing of schools, they also controlled the policies. Lastly, there was the public schools' lack of ability "to demonstrate substantive kinds of improvements that [were] current" (Schiller).

Dr. Schiller tried to make his own mark on P.A. 25 with the State Aid bill, Proposal A. In Schiller's opinion attempts to "coax" school districts to follow recommendations through the use of financial incentives on a per-pupil basis "have really served to be disincentives to school districts,' resulting in P.A. 25 serving as a "compliance activity rather than an organic kind of a growth opportunity for school districts". The passage of Proposal A did change "the paradigm by tak-

ing away the incentives and rolling up the money into a basic block grant for school districts". Superintendents are given a set amount of funding with very few categorical requirements attached to it and in return are held responsible for accreditation of their schools and their test scores. This changed the original process-oriented, incentive driven approach of P.A. 25 to a more "outcomes-oriented" approach (Schiller).

With the exception of working with Public Act 25, little has been done thus far in Schiller's term as State Superintendent. This is partly due to the fact that this research only covers through 1992 and partly due to the fact that P.A. 25 was the culmination of twenty-some years of educational and financial reform. The few measures passed in 1992 included: P.A. 6 which modified the language of P.A. 521 of 1988 regarding corporal punishment to allow the exercise of minimum force when a threat of physical violence was involved; P.A. 39 which required prosecutors to notify the superintendent of the district which employed anyone bound over for trial on criminal sexual conduct charges; P.A. 99 which required a criminal records check of any newly-hired school employees; P.A. 134 which required a chauffeur's license for anyone who drove pupils to or from school or a school related event; P.A. 297 which repealed P.A. 134 once it became clear that it not only prohibited parents from driving their children to school but also prevented students from driving themselves to school; and P.A. 148, the School Aid Appropriations Act, which offered a \$5 per pupil State incentive if the administrative costs of a districts were less than 105% of the average costs of all

districts, permitted seniors within five credits of graduation to enroll in college with the district paying \$50 per credit, raised daily attendance requirements for State Aid from 70% to 75%, added student portfolios and State Endorsed Diplomas as future requirements, required districts to list the male and female interscholastic teams offered in the past and present years, and lastly canceled State funding for Schools of Choice.

### Reform Effects on the Superintendent and the Organizational Structure of the Local Public Schools

In light of all the reform measures and strategies that have been enacted over the past two and a half decades, each of the four superintendents interviewed made several comments on the way the role of local superintendents and the organizational structure of local schools have been affected, the manner in which the State bureaucracy works to affect the educational process, and what the future has in store for the Michigan public education system. The researcher then examined their opinions in order to shed some light on the situation of the status of education in the State, and particularly the present and future situation of the local superintendency.

One interesting trend to note is that each of the interviewees talked about how much autonomy is still left to the local districts. Schiller even goes so far as to say that local superintendents have "as much or greater flexibility and local autonomy than ever before, within a framework of expectations". He suggests

that the role of the State has been and continues to be to keep a "delicate balance between its capacity to enact new laws and regulations to move ahead schools and schooling, and to maintain the local incentive, the local flexibility, the local innovation" (Schiller). The source of local flexibility, according to Schiller, is the freedom of the district to determine how the schools will be taught:

No one's saying "Thou shalt do it this way." You can pick or choose. OK? School districts have an expectation to teach a core curricula of outcomes, and a variety of nine different discipline areas. But the State says all kids should be able to do the following kinds of things - but does not say to you that you're sequence of math ought to be algebra, geometry, advanced algebra, whatever... Rather, you at the local level determine whether you're going to do it interdisciplinarily, whether you want to do away with courses per se. Make it a skills array. We're not saying that all kids have to progress from one grade to another. Those are local determinations. So I tend to think that the State has put forward an educational reform plan that provides a framework but yet, for 560 school districts and 3600 schools, the opportunity to grow. And the responsibility will be upon the districts or schools of children to demonstrate the growth - and the State to serve in a technical assistance and monitoring capacity. (Schiller)

Porter and Bemis more or less agree with Schiller's assessment of the autonomy of the local district. Porter explains from the State's point-of-view: "You'd set up a set of expectations, consistent with Act 25 if you want to, and then you would say to the school systems "you're responsible for the delivery system. Not the State." That's the distinction. There's no State control of delivery" (Porter). Bemis takes his analysis a bit farther:

I think there should be a great deal of flexibility, at the local level, on how you do things. My own bias... [is] that the effects of what goes on in local school districts doesn't stay there. An underedu-

cated child in Romeo or Holly will have a tremendous impact on the best educated kid from wherever. So I think that the goals and objectives are very reasonably set on a regional or statewide basis. And then certain minimum objectives for individuals involved. I think that's just incredibly important. (Bemis)

Here Bemis provides some insight into why State-regulated objectives are necessary in conjunction with local control of education. Certain minimum requirements are needed to insure that students from one district do not receive an education that is terribly lacking, which would poorly affect other individuals, even those whose education had been top-notch. However, the local districts are free to decide the route by which those requirements are met.

If any of the superintendents plays devil's advocate to this assessment, it is Runkel. Runkel does not undermine the importance of local control; instead he insists on it, and vehemently recalls that his administration did its best to preserve local autonomy. However, Runkel disagrees with the opinion that local districts still hold a satisfactory level of control over their own affairs. He feels that the State is exerting too much control through legislation and mandates. "The pressures on superintendents are coming from all these forces," he laments. "And they're much greater. And bureaucracy is part of it. It's a force that you didn't use to have. It started with special education, the testing, and then you keep moving through..." (Runkel).

Schiller, in his more optimistic view of the opportunities available to local superintendents, feels that they have a responsibility to become more involved with educational improvement. Says Schiller, "I think the role of the superinten-

dent has to be defined in this way: less management, more leadership. I think the reason why so many initiatives came out of the Legislature is because of a default of leadership by local superintendents" (Schiller). One would assume from Runkel's above remarks that he might take issue with this statement; the local superintendent has no time for leadership because he/she is too busy striving for compliance. Runkel speaks of the need to "empower" the superintendents, by giving them resources and room to move, while the collection of State mandates does exactly the opposite.

Meanwhile, Bemis paints a vivid picture of what he thinks, realistically, a superintendent is capable of doing:

I went up north one time to the university, and I invited a group of superintendents to come in and talk about some issues. This guy came in with this baseball cap on, and a Mackinaw jacket on, and said please excuse him but he had been repairing the roof. It was raining and it was leaking. And if the roof was going to be repaired, he had to repair it. It was not a complex situation. You know, it's kind of like running a small retail store. For the 560 school superintendents in Michigan, that's what it's like for 500 of them... I mean, you're going to have to climb up and fix the leaky roof. (Bemis)

Bemis claims that the role of the local superintendent is fairly consistent today with what it has been for the past two or three decades. While it is a high stress job, considering the number of details to be considered coming from the State government, he suggests that it has always been a high stress job:

Whatever you're going through currently always seems the most difficult. But the dynamics that were involved were essentially the same... I don't mean to belittle what's going on currently, not at all, but the forces on a local superintendent are just as great... Now



there's more things to think about from the State... But I see that as a plus. Because in some respects.. the State is saying "after you finish fixing the roof, come down and think about the core curriculum".... I'm not sure superintendents have ever been great curriculum leaders... The superintendent's job is to keep the engine running. And hopefully there are some other people there who are coming up with ideas... My job was, pretty much, to implement the best ideas of the staff. That, I think, is the role of a good superintendent. To keep the operation running, to get the resources necessary to make it run, and to implement the best thinking on my staff. (Bemis)

Interestingly, Porter basically agrees once again with Bemis's take on the situation:

I have not, unfortunately, seen significant change in the role of school superintendents. And I've been one... Basically the job is being done almost identically to the way it was 20 years ago except, I must admit, it's more challenging now than it was 20 years ago... The reason is that the public is more agitated - about taxes. And about things that aren't related to the agenda. Therefore the superintendent is spending more energy on items that divert him or her from what ought to be the school reform agenda. (Porter)

Comparing the two opinions, we see from Bemis a more optimistic view, in which the superintendent can receive guidance from the State and from his or her staff in order to contribute to school improvement while still managing to keep the process running. From Porter, on the other hand, we see the view that difficulties with finance and other everyday problems involved with keeping the process running provide too much of a distraction for the superintendent to concentrate adequately on reforming the schools.

Just as interesting and relevant a point to consider is where the four most recent State Superintendents have considered their place in driving the educa-

tion agenda, and each takes on how the major players in the state bureaucracy fit together. Porter offers a rather unique perspective, since his tenure unfolded during a time when the political situation was farthest removed from the current one. He reminisces:

Bill Milliken and I are very good friends. And he was very supportive, but not active, except when we wanted him to be. And so he played a sort of statesman-like role. Engler is more active. I mean he's "roll up the sleeves and take over the State Board," or whatever. You know? And therefore there was a high degree of compatibility and comfort between the State Board, the Legislature, and the Governor's office during my ten years... My impression is that since my tenure - the Blanchard years with Bemis were compatible. But since then there has been a lot more friction. (Porter)

Today Porter sees the Governor as the major player pushing the agenda, while the State Board has lost considerable power. This view is consistent with the respective views of each of the other interviewees. Runkel describes an "on-going tug" between the Governor and the Legislature, concluding that currently "the Governor has pretty much control of this thing" (Runkel). His explanation for this shift in power is, in part, that Engler is probably the best-informed on education issues of all the Governors in Michigan's recent history. However, he also describes a nationwide trend in which governors are moving in and taking over the struggle concerning educational reform. Dr. Runkel describes the trends causing the Departments of Education and the State Boards as slowly losing their power, influence and effectiveness. In all four interviews the possibility and even probability of the State Board being dissolved in the near future was mentioned. And concerning the Department of Education, perhaps Bemis

puts the situation clearest when he says, "The Department has pretty much been decimated under the current administration" (Bemis).

Runkel's view that the Governor has become the most powerful force concerning education reform in the State bureaucracy coincides with his observation that Bemis and Schiller themselves have had little to do with legislative decisions made while they were in office. Runkel suggests that what has been expected of these two latest State Superintendents has been "to do almost anything to please the Governor" (Runkel). This assessment is consistent even with Schiller's assessment of his own position: "My role has been very clearly from the start, by the Governor and the State Board, to take the package and make it work. Implement it, or reshape it where I thought best" (Schiller). While Schiller's perception of his job requirements is less harsh than Runkel's, it obviates the shift that has taken place since the tenure of Porter, when the Governor was mostly passive and the Superintendent assumed real power in driving educational reforms.

Next to the Governor, the consensus among all four Superintendents seems to be that the Legislature has come to wield the most power regarding the education agenda. As Schiller puts it, "Lawmakers control the policy agenda because they control where the money's coming from and how much money" (Schiller). Also, Bemis recalled that during his tenure, "the biggest movers probably were the State Legislature" (Bemis). Thus, a very simple statement by Schiller may serve to sum up the bulk of what's happening in the State bureau-

cracy today to effect education reform: "You have an active Governor, you have an active Legislature" (Schiller).

The question of what the future has in store for both the interactions in the State bureaucracy and the role of the local superintendent has elicited a variety of responses from the interviewees. Schiller, who for the time being is the one directly involved in the current changes taking place, seems to predict improvement. Schiller sums up what has been happening recently by saying, "Every initiative that's been created from the outside that's been put into schools and states, to this time have not had any sustainable impact. Because, only very few of them have been sustained over time - or funded" (Schiller). In light of this phenomenon, Schiller plans to take a different approach to education reform in the days ahead:

Rather, at least where I'm trying to drive it, is that there are no new initiatives that would externally move schools, and what we have. Rather, where we need to go, is to provide the resources available to schools. For example, in my mind, that if we are able to work through the accreditation process, work through the assessment process - to then be able to provide much more concentrated technical assistance to schools that are not successful. Or districts that want to do some thing different. OK? A greater emphasis on teacher training. Teacher inservice. A greater emphasis on assisting those schools that are not finding success. (Schiller)

Schiller sees this new approach as providing local superintendents with more opportunity to take on more responsibility concerning school reform. "To me it places the superintendent squarely in a position to be the major strategic plan-

ning and curriculum leader. An instructional leader," he says (Schiller). However, he also recognizes that the superintendency has largely become a management position, and he admits, "There will be those who will still see their role as local superintendent to manage resources. There will be those who will see their role as to reshape how their schools deliver" (Schiller).

As far as changes in the State bureaucracy in the future, Schiller agrees that probably the State Board of Education will ultimately be neutralized or eliminated. Furthermore, he predicts that the State Superintendent will assume the responsibility and authority previously held by the State Board. He considers the possibility that the Superintendent's position will eventually be appointed by the Governor; one would assume that if the position did become the Governor's to fill, the Governor's grip on the education agenda could only tighten in the future. Schiller also predicts that local Boards will not be eliminated, although the role of the local Board will presumably change significantly.

If Runkel's opinion is to be trusted, Schiller's plans for significant near-future improvements may be slightly misguided. "I don't mean he(Schiller)doesn't have talent, or anything of that nature," explains Runkel. "The hardest part is to understand this complex State. And it is complex. And he obviously comes up wanting in that area" (Runkel). Runkel's predictions for the future basically involve a continuation of the trends going on presently mentioned by each of the four superintendents. He speaks of "more things in the Governor's office" as well as "more control in the Legislature," including "more

legislative committees, which is going to be worse than dealing with the Department" (Runkel). The Department, meanwhile, is fated for dismantling, in Runkel's eyes.

If Runkel sees the future of the educational program as continuing along its present path, so does Porter, for better or for worse. The Governor and the Legislature will continue to hold the most sway, while the State Board and the Department of Education will continue to lose power. Meanwhile, the local superintendents will continue to be unhappy with what the future has to offer; in answer to the question, "are we going to be totally guided by the State level," he provided a resounding, "Yes" (Porter).

The study has described a relationship between the four sets of events (State's financial reform, Attorney General's Opinion, Legislative Mandates, and the State Board of Education Documents and Mandates) and the current reform efforts using the "institutional memory" of the four State superintendent's. The research points to the four State Superintendents not believing that the role of the local Superintendent as being altered by the activist and progressive reform efforts of the State Department of Education. However, these reform efforts strongly prove that the State Department of Education has expanded its control over local public schools. This influence has had an effect on the role of the local Superintendent as he/she has had to institute the State Department of Education's new reform efforts. The purpose of this study was to describe how that

expansion has altered the role of the local Superintendent and the organizational structure of the local public schools.

The Role of the Local Superintendent and the Organizational Structure of Local Public Schools in an Era of State Reform Efforts

What the background data (state documents, state superintendent interviews, legislation and AG opinions) demonstrate is that the state level educational bureaucracy now demands much more from a local school district administration in terms of equality, productivity and accountability, than it did before 1969.

In particular, the role and authority of the Michigan Department of Education over local districts has expanded significantly. The provisions of Public Act 25 of 1990, and Public Acts 335, 336 and 339 of 1993, list over 80 new requirements of a reform nature which local districts must accomplish and report to the state. For many of these reforms, furthermore, the legislature gave only minimal guidance - leaving the Department of Education broad authority to develop implementing regulations. Finally, the legislature gave the Department and the state superintendent authority to take into receivership any local district which fails to carry out reform measures to the satisfaction of the state.

It is reasonable to assume, therefore, that these new circumstances are having an effect on the role of the local superintendent and on the structure of the local school district; that the role may have expanded and become more

complex than it was 25 years ago. It can also be synthesized that the organization structure of local public schools is being altered by the effects of initiating the tremendous number of state reforms.

### Conclusion

The researcher has described the educational reform efforts that have taken place over the past twenty-five years in the State of Michigan and how they have expanded the State Department of Education's role in governing public schools. On the one hand the research clearly shows that state officials see their actions as a series of discrete steps designed to solve a particular problem or respond to a particular emergency. On the other hand the state superintendents argue that **their** actions have not changed the role of the local superintendent. Furthermore, they believe the sum total of **all** reform efforts (legislation, AG opinions and Department of Education documents) has not changed the role of the local superintendent. Taken together these statements appear to be illogical: ie. the state has specifically changed many things which were formerly left to local discretion, yet despite these changes the role of the local CEO has not changed. The data collection and analysis will determine if local superintendents share these perceptions.

### Summary



The purpose of this study was to determine the effect of State reform efforts on the superintendent and the organizational structure of local public schools. The research has described the State reform efforts and has postulated that by assessing the impact of specific State reform efforts that were not in place twenty-five years ago, the role of the local Superintendent and the structural organization of public schools has changed.

A quantitative analyzed survey was used to identify to what degree specific reform efforts have had on the role of the local superintendent and the organizational structure of local public schools. A theoretically based framework for the survey supports the logic for the exploratory questions and the items of analysis.

### **Chapter Three**

The researcher's purpose in this study was to determine the effect of State reform efforts on the role of the local superintendent and the organizational structure of local public schools. To determine if changes in the superintendent's role responsibilities or the organizational structure of schools have been changed or altered, a framework of reference for analysis had to be established.

Included in this chapter are the two major questions of this study, the research background substantiating the framework of the two questions, criteria for selection of research methodology, the process of developing and implementing the research technique, the list of ten exploratory questions, and the set of hypotheses (Appendix I- Items of Analysis).

The study asks two specific questions. First, "Have the reform efforts affected the role of the local superintendent?" and second, "Have the reform efforts effected the organizational structure of the local public schools?" To analyze these questions two foundations for analysis were established. One was a framework of analysis for role. It was necessary to identify the importance of role in an organization. Then it was necessary to correlate role to leadership responsibilities in schools (superintendents) and to identify specific role categories by characteristics of the superintendent's job responsibilities.

Two, a framework of analysis to establish changes in organizational structure of school was created. Organizational structure was defined and correlated specifically to schools as formal organizations. Principles of structural organization were defined theoretically and then applied to the organization of schools.

To identify the degree to which the State reform efforts have affected the role of the local superintendents and the organizational structure of local schools, the researcher analyzed a quantitative survey using ten exploratory questions and their respective items for analysis. The researcher postulates that by assessing the impact of specific State reform efforts that were not in place twenty-five years ago, the researcher can determine if, and to what degree, the role of the local Superintendent and the structural organization of public schools has changed.

### **Conceptual Framework**

#### **Role**

In the textbook, Educational Administration, basic assumptions of social system models were described from a source of researchers including: Litterer (1969), Getzels and Guba (1957), Getzels, Lipham, and Campbell (1968), and Bidwell (1965). One of the social system assumptions stated that "formal organizations such as a school system may be taken as a social system." The classic work of Getzels and Guba's study of 1957 stated that the two basic

elements of the social systems model are "institutional and individual".

Institutional, is defined "in terms of certain roles and expectations, which are organized to fulfill the goals of the system," and the individual, is defined "in terms of the personalities and needs of the system actors, who provide the energy to achieve the goals." Getzels and Guba (1957) further explain that "regardless of the nature of the social system, it is the patterns of behavior that become regular and routine, therefore institutionalized". The structures established to perform these "institutionalized functions" for the social system are called institutions. They further identify roles as the most important function of the institution and the roles are defined by expectations. Thus, if schools can be classified as institutions it is the patterns of behavior of the individuals that develop the routine of the institutional functions. The role of the individuals establish the functions and define the roles and their expectations.

Getzels and Guba (1957) define the following as characteristics to describe the nature of roles:

1. Roles represent positions and statuses within the institution.
2. Roles are defined in terms of expectations or normative rights and duties of the position. The expectations specify the appropriate behavior for specific position.
3. Roles are variable. Some expectations are critical and mandatory; others are more flexible. Many roles are not precisely prescribed; in fact, the role expectations associated with most positions are

wide ranging.

4. Roles derive their meaning from other roles in the system and in this sense are complementary.

Using the sociological characteristics of role as a premise to define the superintendent's responsibilities, the researcher randomly polled twenty local public school superintendents to identify role responsibilities. Ninety-six job related role expectations were identified. The role expectations were then categorized into five areas: communicator, finance director, personnel director, administrator and curriculum director. These areas closely coincided with Griffiths, Blumburg and Langlois's (p.61-75) lists of leadership characteristics and skills identified as superintendent traits:

Communicator, decision maker, delegator, facilitator, public/staff relations, evaluator, supervisor, finance director, instructional leader/learner (61-75).

To identify the effects of the reform efforts on the superintendent's role responsibilities, the researcher used a quantitatively analyzed survey to ask questions that will determine if and to what degree the reform efforts have altered or changed the identified role responsibilities of the superintendent.

### **Organizational Structure**

Henry Mintzberg ( 1970-81, 1983, 1989) defines structure simply as "the way in which an organization divides its labor into tasks and then achieves coordination among them." Local public schools have organizational structure

similar to bureaucratic structure. Charles Bidwell in "The School as a Formal Organization," in James G. March, ed., Handbook of Organizations, (1965) has identified five basic organizational structures of local school systems which reflect a hierarchical arrangements in which:

1. there is a relatively clear separation of authority relationships,
2. there is a fixed division of labor,
3. professional personnel are selected on the basis of technical knowledge.
4. there are implicit rules governing performance,
5. personnel are separated from official property or the ownership of the means of production.

Bidwell further explained that integrating all five of the listed characteristics, schools could be defined as "bureaucratic structures" (Guthrie, James W.; Rodney J.Reed; Educational Administration and Policy, 1991, p.191). However, in reality, schools do not work with absolute or "precise authority relationships depicted by this hierarchical structure" (Guthrie; Reed: Educational Administration and Policy, 1991, p.191). In actuality, schools generally are structured and operate through influences of interpersonal relationships and variations in leadership or bureaucratic styles; ie: theoretical or conceptual formulations like classical, human relations and open systems. (W.Richard Scott, Organizations: Rational, Natural and Open Systems, (1987, p. 29-116)

Max Weber's theory of "bureaucracy" best conceptualizes and parallels the basic organizational structure of school systems. Weber's bureaucracy is an

"ideal" design for organizational effectiveness. His theory is a "rational system of organizing human means to accomplish specific ends or goals." Guthrie; Reed: Educational Administration and Policy. (1991, p.191-93). The structural principles include:

1. A clearly established division of labor exists among positions thus permitting a high degree of specialization.
2. A hierarchical authority structure in which each higher office has control and supervision of a lower office provides the basis for organizing positions or officers.
3. Purposely established sets of rules and regulations govern official decisions and actions.
4. Members of the administrative staff are completely separated from ownerships of the means of production or administration, including rights and privileges.
5. Officials are selected on the basis of technical qualifications. They are appointed not elected and receive a salary.
6. Full-time employment by the organization is viewed as a lifelong career for officials.

Comparing Weber and Bidwell's views of organizational structure, the researcher has defined five areas of organizational structure for analysis and will use survey questions to compare the effect of reform efforts on the structural organization of public local schools. The organization structures include:

1. Hierarchy of Authority- levels of control and supervision range from high to lower (i.e.: Superintendent, Principal, Teacher, Student).
2. Division of Labor and Specialization- official duties or job responsibilities are clearly established among positions creating efficiency (i.e.: certification). The rules lend impersonal orientation to decision making and base decisions on fact not feelings (i.e.: research on schools).
3. System Based on Rules and Regulations- a specific set of rules and regulations which specifically identify the rights and duties of each position and helps to coordinate activities in the structure (i.e.: contracts, school code, board policies).
4. Employees Hired on Basis of Qualifications- Employees are hired for specific qualifications, responsibilities, and the order of promotion and career opportunities are based on seniority and achievement.
5. Efficiency- the organizational structure has the ability to obtain the highest degree of efficiency due to the combination of the four listed characteristics (i.e.: goals and outcomes).

To identify the degree to which the State reform efforts have affected the role of the local superintendent and the organizational structure of local schools, the researcher analyzed a quantitative survey using ten exploratory questions and their respective items for analysis. The researcher postulates that by assessing



the impact of specific State reform efforts that were not in place twenty-five years ago, the researcher can determine if, and to what degree, the role of the local Superintendent and the structural organization of public schools has changed.

### **Research Technique-Survey**

A survey in the form of a questionnaire was selected as the research technique used to gather data for this study. Due to the large and inaccessible population, as well as limited background information and research written on the subject, the researcher concluded that a survey research technique would best access five hundred and fifty-four local public school Superintendents.

The survey-questionnaire can best be described as "a means of gathering information that describes the nature and extent of a specified set of data ranging from physical counts and frequencies to attitudes and opinions. (Isaac and Michael. 128) Surveys are functional research tools due to their systematic, representative, objective and quantifiable capabilities. However, some drawbacks of surveys are characterized by their dependence on direct communication with persons, attitudes, and the background information appropriate to the research. There is the fact that when a survey is used, people are directly responding to the question asked, and this can cause a "reactive in nature" response. That is, the respondent in the process assesses the process by eliciting a reaction. (Issac and Michael. 128) Issac and Michael

also indicate that although the survey is considered to be the most cost effective, efficient, and credible means of collecting data, it can run the risk of generating misleading formation. This includes:

1. surveys only tap respondents who are accessible and cooperative.
2. surveys often make the respondent feel special or unnatural and thus produce responses that are artificial or slanted.
3. Surveys arouse "response sets" such as acquiescence or a proneness to agree with positive statements or questions.
4. Surveys are vulnerable to over-rater or under-rater bias because of the tendency for some respondents to give consistently high or low ratings. (Issac and Michael. 128)

Derek Rowntree in Statistics Without Tears, also speaks to the fact that questionnaires can give false information because the respondents misunderstand the questions, have forgotten the information, give a guesstimate, or deliberately lie. The important point to remember is that **statistical data is not perfectly accurate**. (Rowntree. 35)

### **Process of Developing and Implementing the Survey-Questionnaire**

The researcher began the development of the survey by accompanying the co-writer of the background information in this dissertation to a set of

interviews of local Superintendents. The Superintendents were asked specific questions regarding reform issues and their effect on the role of the local Superintendent, his job, and the bureaucratic structure of public schools. The questions included:

1. Background information about the Superintendent:
  - a. length of tenure in the district.
  - b. total tenure as a Superintendent.
  - c. previous central office positions held.
2. How the district processed or accomplished each reform requirement, the cost to implement the hiring of additional personnel, and the implementation of policies to the following reform efforts:
  - a. **Communication**- PA 25, Site-based management, School Improvement Initiatives.
  - b. **Finance**- PA 25 Incentives, Classrooms of Tomorrow, School Breakfast Program.
  - c. **Personnel**- Hiring of substitute teachers as regulars after 120 days of work, four-year probation, I.D.P."s and Mentors for new teachers, Criminal checks for new employees.
  - d. **Administration**-Asbestos removal, State accreditation of each school, eliminating sexual-harassment in schools.
  - e. **Curriculum**- continuing requirement for special education, staff development requirements, State-required testing such as MEAP,

and the proficiency tests for high school graduates.

3. What effects have these reforms have had on the superintendent and their district with regards to:
  - a. To what degree did the superintendent think the required State reforms improved communications and openness? Did citizens seem more informed and trusting of their schools today, than say, ten years ago?
  - b. Did the State reforms concerning finance improve their district's financial stability or accountability? Did the public trust the financial management of the district more than in the past?
  - c. Have the State's mandates concerning personnel made the management of personnel better or worse than before? Has it made for better employees? More public confidence?
  - d. Is the administration of schools simpler or more complex than ten years ago? Did the superintendent feel more effective than before? Did the public think schools were administered better?
  - e. Have all the curriculum mandates improved learning for students? Made teachers more effective? Pleased parents?
  - f. Did superintendents think the relationship between the State and the local school board had changed over the past ten years?
  - g. If so, are the board members aware of the change? Did they accept it or resist it?

- h. If the superintendent looked at all the things he had to do every day, who did he actually work for? Whose agenda was he carrying out?
- i. What effect has the State's reform activism had on the superintendent personally? Has it given him satisfaction or stress? Has it changed his career plans in any way?

The questions and answers were analyzed to determine specific areas of job responsibility and responses to control of schools in today's society. To further define the categories of role responsibilities specific to local public school superintendents, twenty superintendents defined their job responsibilities. Ninety-six expectations emerged from the superintendents' own analysis. These expectations were categorized into five areas that correlated with the research on role and structure of organizations. These five areas were: communication, finance, personnel, administration, and curricula. An exploratory question was formulated for each of the five areas:

1. What is the effect of the State reform efforts on the role responsibilities of the local Superintendent in the area of communication?
2. What is the effect of the State reform efforts on the role responsibilities of the local Superintendent in the area of finance?
3. What is the effect of the State reform efforts on the role responsibilities of the local Superintendent in the area of personnel?

4. What is the effect of the State reform efforts on the role responsibilities of the local Superintendent in the area of administration?
5. What is the effect of the State reform efforts on the role responsibilities of the local Superintendent in the area of curriculum?

Organizational structure was defined by established theoretical research and substantiated by the answers to questions given in the interviews. Five categories were identified for analysis. The five areas of structure were: hierarchy of authority, division of labor and specialization, rules and regulations, employees hired on the basis of qualification and efficiency. One exploratory question was formulated for each of the five areas:

6. What is the effect of the State reform efforts on hierarchy of authority in the structure of the local public schools?
7. What is the effect of the State reform efforts on the division of labor and specialization in structure of local public schools?
8. What is the effect of the State reform efforts on the rules and regulations in the structure of local public schools?
9. What is the effect of the State reform efforts on the employees hired on the basis of qualifications in the structure of the local public schools?
10. What is the effect of the State reform efforts on the efficiency of the structural organization of the local public schools?

The researcher then analyzed the role responsibilities associated with over two hundred State reform efforts (1969-1995). The reforms were matched with the five areas of role responsibilities. This allowed for the foundation for analysis and substantiation of the ten exploratory questions (stated above). Five to six questions were developed for each exploratory question. (Appendix III)

Additional questions to determine the effect the State reforms had on the superintendent's professional and personal life were established. To validate the confidence level to each local superintendent's response of the ten categories, a rating of the level of confidence was asked. (Figure 1)

The questionnaire was field tested for validity by twenty local superintendents who represented varied size school districts and collectively had a wide range of total years as superintendents. Three individuals with survey research background were also asked to pilot the questionnaire. The questionnaire was revised and readied for distribution.

The ten exploratory questions and their sub questions were cross referenced to formulate propositions for each question and hypotheses correlating the areas of study within the survey. Survey questions were selected as to their relevance in validating each of the hypotheses, thus establishing an "Items of Analysis Inventory". (Appendix I)

The questionnaire was distributed by the Michigan Intermediate School District superintendents for completion by all 554 local Michigan superintendents. The reason for choosing local public school superintendents to

complete the survey was because they were directly impacted by the State reform efforts and would best analyze the reform efforts impact on their own job responsibilities and the organizational structure of their schools.

The sample distribution of responses to this survey was proportional to the number of Class 3 and Class 4 districts in Michigan public schools. Thus, it can be extrapolated that the responses to the survey were representative state-wide of the two classifications of school districts. (Figure 2 and Figure 3)

The completed surveys were used to analyze the ten exploratory questions as to the degree of impact the State reform efforts have had on the local superintendent's role and organizational structure of public schools. The analysis was divided into three categories. **Category one**, survey data, representative of data from each survey question presented in graphic representation. **Category two**, correlation or comparison of data for each area of role responsibilities and an over-all data comparison of bureaucratic hierarchial structuring. **Category three**, a correlation and/or comparison, and substantiation of data for answers to the exploratory questions. Results of the data is presented in Chapter Four.

Included in this chapter were the two major questions of this study, the research background substantiating the framework of the two questions, criteria for selection of research methodology, the process of developing and implementing the research technique, the list of ten exploratory questions ( listed below ), and the set of hypotheses ( Appendix I-Items of Analysis).



# CONFIDENCE LEVELS

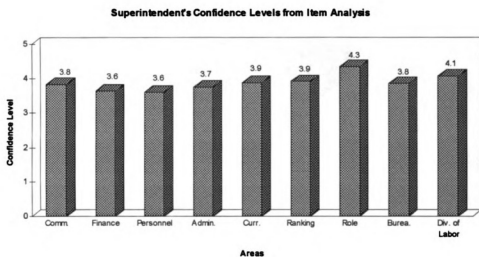


Figure 1. Superintendent's Confidence Levels from Item Analysis

# SAMPLE DISTRIBUTION

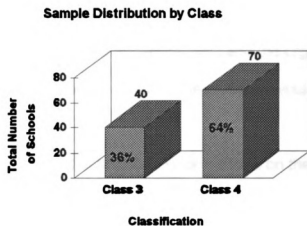


Figure 2. Sample Distribution by Class

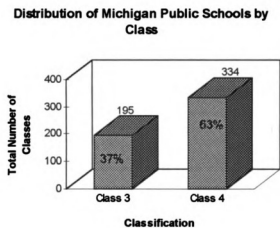


Figure 3. Distribution of Michigan Public Schools by Class

### **Restatement of Purpose and Exploratory Questions**

The purpose of this study was to determine the effect of state reform efforts on the role of the local superintendent and the organizational structure of local public schools. More specifically the research would address the following questions.

1. What is the effect of the State reform efforts on the role responsibilities of the local Superintendent in the area of communications?
2. What is the effect of the State reform efforts on the role responsibilities of the local Superintendent in the area of finance?
3. What is the effect of the State reform efforts on the role responsibilities of the local Superintendent in the area of personnel?
4. What is the effect of the State reform efforts on the role responsibilities of the local Superintendent in the area of administration?
5. What is the effect of the State reform efforts on the role responsibilities of the local Superintendent in the area of curriculum?
6. What is the effect of the State reform efforts on heirachy of authority in the structure of the local public schools?
7. What is the effect of the State reform efforts on the division of labor and specialization in the structure of local public schools?
8. What is the effect of the State reform efforts on the rules and regulations in the strucutre of the local public schools?
9. What is the effect of the state reform efforts on the employees hired on

**the basis of qualifications in the structure of the local public schools?**

- 10. What is the effect of the State reform efforts on the efficiency of the structural organization of the public schools?**

## **Chapter Four**

The purpose of this study was to determine the effect of State reform efforts on the local superintendent and the organizational structure of local public schools. The research has described the State reform efforts and has postulated that by assessing the impact of specific State reform efforts that were not in place twenty-five years ago, the role of the local superintendent and the structural organization of public schools has changed.

A quantitative analyzed survey was used to identify to what degree specific reform efforts have affected the role of the local superintendent and the organizational structure of local public schools. A theoretically based framework for the survey supports the logic for the exploratory questions and the items of analysis.

Chapter four contains data and data analysis for the set of hypotheses and the answers to the ten exploratory questions of this study. Included also is an explanation of the type of data analysis performed for the study and a glossary of terms used in the analysis.

### **Data Analysis**

The survey data was disaggregated and placed into a data table for each of the fifty-three questions. Data was then statistically analyzed for each question. The mean, standard deviation, coefficient of variation (minimum and maximum) were calculated. Variation (minimum and maximum) were calculated.

The data was then placed on histograms for visual disaggregation. Mean data was analyzed for significance by using a two tailed t-test.

The density histogram is defined as a graph that describes the distribution of answers to various questions. It appears as a series of columns, each having as its base one class interval and as its height the number of cases, or frequencies in that class. They are often used to represent percentages as well as frequencies (Glass and Hopkins 16-180).

T-tests are used to determine a significant difference between two sample means. It is most appropriate for small sample sizes. A t-test assumes that two samples come from two, normally distributed, populations with equal means and equal variances. The tests use the standard deviation of the samples, the differences between means, and an alpha (.05) and the size of the sample to calculate significance between means. T-tests best state the certainty with which we claim to have found a real relationship between two sample populations. The significance of difference in the means does not specifically indicate correlation to imply causation (Rowntree 139-141 and Isaac and Michael 176).

Two-tailed t-tests are used with small samples where there is a greater probability that there is a greater dispersion of data than that of a total population or a large sample size. Therefore, a distribution curve of the dispersion can occur to be elongated in comparison to a normal distribution. Degrees of freedom are used in the two-tailed t-test to compensate for the dispersion of the data on either side of a region of significance (.05 or a predetermined alpha). To determine significance, a P(probability) that is greater

than an alpha of .05 shows no significance difference between the means. The null hypothesis, that states two means as equal, is accepted as true. When the P(probability) is less than an alpha of .05, there is significant difference between the means and the null hypothesis is rejected. It then can be stated that it appears that one variance is greater than another. (Issac and Michael 174-175, Rowntree 130-134, and Hopkins 214-215).

### **Glossary of Terms:**

**Degrees of Freedom**- defined as the number of observations minus the number of parameters that must be estimated beforehand. The distribution of "t" is dependent on the degrees of freedom, ranging from a normal distribution when sample size minus one equals infinity to much more dispersed distributions for small sample sizes.

**Frequency Distribution**- a grouping of observations in classes.

**Range**- the difference between the maximum and minimum values of the observations on any one variable.

**Maximum**- the largest value of observation.

**Mean**- the average of all the scores. It gives us the most reliable estimate of central tendency in a population.

**Minimum**- the smallest value of observation.

**Representative Sample**- a small selection from a population.

**Standard Deviation**- the average amount by which all the values deviate from the Mean. The greater the dispersion, the bigger the deviations and the bigger the standard deviation. Also the square root of the variance.

**Statistics**- describe characteristics of observable units.

**Variables**- are nonuniform characteristics of observable units.

**Variance**- a measure of the variability of a sample

.00 population about the mean

coefficient of variation - measure of variation relative to the mean.



## **Data Analysis**

### **Part 1: Exploratory Questions**

#### **Introduction:**

Part one of the analysis of data is a correlation and/or comparison, and substantiation of data for answers to the exploratory questions. The data supports the overall analysis of the responses to the survey questions as they relate to an item of analysis.

The exploratory questions were the focal questions of the study. They represent questions constructed to determine the effect of the reform efforts on the five research based role responsibilities of the superintendent and the five research based areas of organizational structure, as it related to schools.

The explanation of the answers to the questions in this section give detailed explanations to the answers of the exploratory questions. The answers are based on disaggregation of answers from each survey question, percentages of responses from the questions, statistical analysis, and significance of mean data ( t-tests). The statistical data have been described in narrative terms, with a detailed explanation of the superintendents' responses which indicate the effect of the reforms in relation to each exploratory question.

### **Exploratory Questions - Part I**

**Purpose:** To determine the effect of the State reform efforts on the role of the local superintendent and the organizational structure of local public schools.

#### **The effect of State reform efforts on Superintendent's ROLE**

##### **Items of Analysis**

##### **Exploratory Questions:**

- #1. What is the effect of the the State reform efforts on the role responsibilities of the local Supt. in the area of **communications**?

**Items of Analysis: #1,2,3,4,5,33**

- #2. What is the effect of the State reform efforts on the role responsibilities of the local Supt. in the area of **finance**.

**Items of Analysis: # 7,8,9,20,11,33**

- #3. What is the effect of the State reform efforts on the role responsibilities of the local Supt in the area of **personnel**?

#### **The effect of State reform efforts on school STRUCTURE.**

##### **Items of Analysis**

##### **Exploratory Questions:**

- #6. What is the effect of State reform efforts on **hierarchy of authority** in the structure of the local public schools?

**Items of Analysis:#42,43,44**

**45,46,47,48**

- #7. What is the effect of the State reform efforts on the **division of labor and specialization** in structure of local public schools?

**Items of Analysis:**  
**#21,22,24,35,36,37,50,52**



**Items of Analysis: #.13.14.15.16.17.18  
33.**

- #4.** What is the effect of the State reform efforts on the role responsibilities of the local Supt. in the area of **Administration.**

**Items of Analysis: # 20.21.22.23.24.33.**

- #5.** What is the effect of the State reform efforts on the role responsibilities of the local Supt. in the area of **Curriculum.**

**Items of Analysis: 26.27.28. 29. 30.32.33.**

- #5.a.** What is the effect State reform efforts have had on the local Superintendent's job responsibilities, leadership style, career plans, and their health?

**Items of Analysis:  
35. 36. 37. 38. 39. 40. 41. 50. 51.  
52**

- #8.** What is the effect the State reform efforts on the **rules and regulations** in the structure of the local public schools?

**Items of Analysis:  
20.21.22.23.24.52**

- #9.** What is the effect of the State reform efforts on the **employees hired on the basis of qual-ifications** in the structure of the local public schools?

**Items of Analysis:  
13.14.17.18.35.36.**

- #10.** What is the effect of the State reform efforts on the **efficiency** of the structural organization in of the local public schools?

**Items of Analysis:  
1. 7. 13. 20. 26. 2. 8  
14. 21. 26. 3. 9. 15. 22  
28. 5. 11. 18. 24. 30.  
35. 36. 52**

**Part I- Exploratory Questions****Analysis****General question #1****The Effect of State Reform Efforts on Superintendent's Role.****Exploratory Question #1**

**What is the effect of the State reform efforts on the responsibilities of the local superintendent in the area of communications.**

The graph indicates that there has been a financial impact on local school districts in meeting reform compliance in the area of communication. There were approximately 49% of the districts who spent \$9,000 or less and 36% spending between \$10,000 and \$99,000. The remainder of the 6%, spent over \$100,000. In comparing the total mean cost by class of all areas of role responsibilities, Class 3 school districts spent as much as Class 4 for compliance of reform efforts in the area of communication. In comparing the total cost to meet compliance in each of the other areas of role responsibilities, the total cost for communication appears lowest. In the mean ranking of cost for compliance communication also appeared to be ranked lowest.

In assuring compliance for communication reform efforts, superintendents spent anywhere from 0 to 9% of their annual time. Two ranges of percentages were significant. There were 73% of the superintendents who spent up to 5% of their time on communication reform compliance and 33% who spent up to and

greater than 9% of their time. The Mean percentage of superintendent annual time spent on compliance for communication was 6%. In comparing the means to all other areas of role responsibilities, superintendent's spent more time on communication than administration, but equal time was spent on personnel as well as on communication compliance. In relation to finance and curriculum, the percentage of time spent on communication was less. Interestingly, there is no significant difference in the percentage of time superintendents spend in Class 3 and Class 4 school districts on compliance for communication.

To meet compliance in the area of communication, there were a number of central personnel days needed to complete the additional work load. The data indicated that 78% of the 104 responding districts spent up to 20 days. In relation to the other four areas of role responsibilities of the superintendent, there does not appear to be any more days spent on meeting compliance for communication than any of the other areas. However, Class 3 schools spend more days than do Class 4 schools. It can be rationalized that because the Class 3 schools are larger they need more days to process the compliances.

Besides central office staff, superintendents purchased outside resource hours to meet communication compliance. There were 72% of the districts who purchased up to 31 hours of outside assistance on an annual basis. It held true that there were no more hours purchased to meet compliance for the area of communication than any of the other four areas of role responsibility. There was no distinction between Class 3 and Class 4 school districts in the time they spent meeting compliance to new reform efforts in the area of communications.

A test was also run to determine if there was a significant difference between the number of outside days hired and the length of tenure of superintendents. In grouping tenure of superintendents from between 0-10 years and 11+ years, the number of outside hours hired proved that the significance between the mean hired time was equal. This indicates that the length of tenure or experience as a superintendent did not affect the outside hired time to meet compliances.

Communication reform efforts were tested for their effect upon various school groups. The Communication reform effect on students appeared to be neutral to positive. The effects on administration and staff proved to be either neutral or quite positive. In Communication between school, parents, and the community, again the effects were neutral or very positive. Managements impact by communication was quite neutrally distributed, positive, neutral, and negative.

In comparing communication on various school groups in relation to one area over another, there appeared greater impact on communication between administration and staff than on communication between individual school districts and the State. Also, there appeared to be greater communication between school, parents, and community than communication between an individual school district and the State. Communication impact between administration and staff and communication between school, parents, and community were equal. It can be concluded that it appeared the greatest amount of reform impact on various areas of communication were

communication between school, parents, and community, administration and staff, and students achievement on MEAP.

Comparing Class 3 or Class 4 schools on various school groups being impacted by communication reform, it appears that State reform efforts had more of an impact on student achievement on MEAP in Class 3 districts than Class 4. This assumption is also true as to the impact on communication between school, parents, and community as well as impact on management.

Local superintendents were asked to rate their confidence level on the answers given for the questions asked on communication. The response indicated that over 68.4% of them felt satisfactory, good, or highly confident with their answers. In rank ordering what they felt to be the area of greatest change in their role responsibility, communication was mean ranked 3rd. However, there no significant between the means when analyzed, indicating all areas were equal in importance..

## **Exploratory Question #2**

**What is the effect of the State reform efforts on the responsibilities of the local Superintendent in the area of Finance?**

Reform efforts in the area of finance impacted school districts by 61% of the superintendents spending over \$100,000 . There was another 31% who spent \$250,000+. In further analysis, there were equal dollars spent for compliance in the areas of finance and personnel. It was also concluded that



the greatest total dollars spent annually on reforms was in the area of finance, \$34,995,000. In comparing Class 3 schools to Class 4 in dollars spent on finance reform, it appears that Class 3 schools spent more than Class 4.

When comparing the percentage of superintendent time spent on compliance to the reform efforts in the area of finance, 72% of the superintendents spent anywhere from 0-10% of their time. In comparing the total mean time, compliance time for finance appeared to be ranked second. When comparing the mean % of time superintendents spend by class of schools, there was no significance between the Means, indicating that in both Class 3 and 4, the superintendents spent the same equal percentage of their time on compliance reforms in finance.

To meet compliance in finance reforms, superintendents used additional days of internal central office time. 70% indicated that they used up to 50 days to meet the compliances. Between Class 3 and Class 4 districts, Class 3 schools used more central office days than Class 4.

Outside personnel were also hired by superintendents to meet reform compliance. 63.5% of the superintendents indicated that they hired up to 25 days of outside assistance annually. Testing the mean number of days hired within each area of role responsibilities, there is no significant difference between the means. Therefore, it can be concluded that no one area required more hours than another to meet compliance. This conclusion also holds true of outside help hired with Class 3 and Class 4 schools. This assumption is also true with regard to superintendents tenure. The years of tenure was not

significant in the number of hours hired for outside assistance in meeting reform compliance in finance.

The effect of the reform efforts in finance on various school groups was asked of the Superintendent. Students achievement of MEAP was fairly equally distributed between positive, negative, and neutrally impacted. The teachers delivering instruction were also neutrally impacted, the effect on management were negatively impacted, the impact on relations between school and community were neutrally impacted, and slightly more positively impacted was the effect on professional development.

Superintendents felt quite confident with answers to questions involving finance reform compliance. There were 58% of them who responded with a good, or high level. There were another 30% who felt a satisfactory confidence level. When ranking the order of the greatest change in Superintendent's role responsibilities, finance was ranked first. However, there was no significance between the Means of the five areas, therefore, the significance of the ranking was equal.

### **Exploratory Question #3**

**What is the effect of the State reform efforts on the responsibilities of the local Superintendent in the area of personnel?**

Meeting compliance for new reform efforts in the area of personnel cost school districts an estimated \$32,842,000. This total cost for personnel compliance gave this area a ranking of second for total dollars spent annually on compliance reforms. The mean average of cost compliance was \$307,679 and in comparison to the area of finance was equal in Mean dollars spent per district. The Mean cost across districts indicated that finance and personnel reforms were the highest areas of total mean dollars spent. In comparison to classes of schools, Class 3 schools spent more money than Class 4 schools. The superintendents' answers to the questions on personnel indicated that there was an impact of annual cost per district for finance compliance. There were 60% of the districts who spent between 0 and \$100,000 in the area of personnel and 40% who spent from \$100,000 to over \$500,000.

To meet compliance reform efforts the superintendents were impacted by the percentage of time they spent annually to meet compliance. Of the 106 respondents to this question, 45% spent 0-4% of their time annually and the remaining 55% spent 5 to 6% of their time. The mean average for time spent was 6% and percentage of time spent in the personnel compliance area can be ranked third to the other areas. There was no significance between classes of schools and time spent meeting compliance in personnel.

In helping to meet compliance issues in the area of personnel, there were approximately 46% of the superintendents who used 0-10 days of their central office staff to meet the compliances, 30% who used 10-50 days and 24% who used 51 to 200 days. The number of instructional staff days used to meet

compliance was largely 0-100, encompassing 78% of the respondents. Indicated outside resource people hired hours were, 60% purchased up to 25 hours, 21% hired 25-100 hours, and 19% hired over 125 hours. In further investigation there is no significant difference in days or hours hired between classes in either inside personnel days or outside personnel days. Also, it should be noted that there was no significance difference between the means of outside personnel hours hired in relation to all of the other areas of compliance efforts.

The impact of personnel reform efforts as they affected students achievement on MEAP was reported as being very neutral (47%) to quite positive (47%). The effect on teachers delivering instruction was evenly distributed. There were 50% neutral responses, 23% negative, and 27% positive. The effect on management was neutral to negative, with 93% of the responses lying neutral to very negative. The impact of the reform effort on relations between school and community were evenly distributed with 54% of superintendents indicating a neutral impact and the effect on professional development indicated again a neutral distribution of responses with 54% responding neutrally, and 23% both positive and negative.

Superintendents indicated that they felt quite confident with their answers to questions on impact to personnel reform initiatives (96% ranking satisfactory, good or high) Of the order of greatest change in the Superintendent's role responsibility created by State reform efforts, the area of personnel ranked last. Note. However, there was no significance between the mean on the ranking of

this question.

#### **Exploratory Question #4**

#### **What is the effect of the State reform efforts on the responsibilities of the local Superintendent in the area of Administration?**

Superintendents responded that from a cost perspective the majority spent between 0 to \$50,000 annually for cost to assure compliance to State reform efforts. There was only \$8,412,000 total dollars spent on administration by responding districts. This amount is ranked fourth in total dollars spent on compliance in relation to other areas. On a Mean cost basis, curriculum and administration were spending equal dollars, but in relation to finance, personnel, and communication, there appeared to be more dollars spent on finance and personnel and less on communications. In a comparison of classes, Class 3 schools spent more than Class 4 school in meeting compliance efforts.

The percentage of superintendent's time spent assuring compliance in the area of personnel was impacted by up to as great as 25% of their time. The majority (50%) spent between 5-10% of their time, 36% spent up to 5% and the remaining 25 % spent from 11 to greater than 25% of their time with administrative compliance. The Mean percentage of time spent on administrative compliance was 7%. However, administration ranks third of all the areas in percentage of time spent on compliance. There was no significance between annual percentage of time spent by classes of schools.

Administrative compliance to State reform efforts was impacted by both days needed from central office staff and hours hired from outside resource people. Of the superintendents who responded, 81% said that they used up to 50 days of central office staff to meet compliance. The maximum was 200 or more days. For outside resource hours purchased, 53% of the respondents indicated purchasing up to 25 hours and 21% indicating between 25 and 50 hours. The remaining 26% purchased from 51 to greater than 125 hours. The Mean outside hours hired was 72 for administration. The data allows the researcher to conclude that there was no significant difference between the number of Mean hours hired in the areas of communication, finance, and administration, or a difference between finance and curriculum, but there is a Mean difference between the administration, communication, and finance in relation to personnel and curriculum. The research indicated that there was no significance between classes of schools or by tenure of the superintendent in the use of central office staff or outside hired resource people.

In relation to the impact Administration has had on various school groups, the researcher found that there was a 47% neutral and 42% positive response on student achievement. The impact on teachers was also neutral to positive, with 46% neutral and a 41% positive or very positive. Management impacted by the reforms in Administration was more negative. There were 45% negative responses and 35% neutral, with only 29% positive. School and community impacted by Administrative reform were 62% neutral and 20% negative and 20% positive. Professional development was impacted neutrally

to positively according to superintendents. 81% of the 105 responses indicated a neutral to positive impact on professional development .

Superintendents were highly confident with their answers to questions on Administration. There was a 90% response of satisfactory to high confidence levels.

The area of Administration was considered to be ranked fourth in relation to greatest change in the superintendent's role responsibilities created by State reform efforts. \* Note- the Mean was not significantly different, therefore the ranking ordering is equal.

#### **Exploratory Question #5**

**What is the effect of the State reform efforts on the responsibilities of the local superintendent in the area of Curriculum?**

The area of Curriculum has cost implications that superintendents have indicate is up to \$250,000 in some districts. There were 39% of the Superintendents who spent from \$2,000 to \$50,000 on assuring compliance, 35% spent from \$0,000 to \$100,000 and the remaining 25 respondents spent up to and greater than \$250,000. The total dollars spent on Curriculum from all

respondents was \$11,244,000. This total dollar amount ranks Curriculum third in estimated total dollars spent annually on assuring State reform efforts in the area of Curriculum, and it also appears to rank third in Mean dollars spent. There was no significant difference in Mean cost between Class 3 and Class 4 districts.

To meet compliance, the Mean percentage of superintendent time spent assuring compliance in Curriculum was 12% and equal to the time spent on the area of Finance. It can be rationalized that finance and curriculum can be ranked highest in percentage of time spent assuring compliance in relation to all areas of superintendent role responsibilities. There was no significance between classes of schools with relationships to the percentage of time spent on compliance efforts in Curriculum.

There were 23% of the superintendents who used up to 10 central office personnel days to assure compliance of Curriculum reform efforts. The greatest number of respondents, 43%, spent from 10 to 50 days. The superintendents purchased a Mean number of 139 outside hours to meet compliance on State Reforms in the area of Curriculum. There were 43% who purchased up to 25 hours, 17% who purchased between 26 to 75 hours, and 17% purchased between 76 and 125 hours. Data indicates that there was no significance between the classes of school in relation to internal personnel hours used or outside resource hours purchased. This is also true in relation to the Mean outside hours purchased between the five areas of role responsibilities and hours purchased in relation to total tenure of the superintendents.



In relationship to the effects of State reform on various school groups, for student achievement, 72% of the superintendents felt there was a positive to most positive impact and 24% felt a neutral impact with only 4% indicating a negative impact. It was felt that the teachers delivering instruction were impacted quite positively (62%), neutrally 21%, and 14% negative. In the relations between the school and the community, superintendents felt there was a very neutral to positive impact from the reform efforts (44% neutral, 40% positive, and 15% negative). Professional development was impacted positively with 66% of the respondents feeling a positive impact and 24% feeling neutral, leaving only 10% with negative feelings.

There were eight additional categories of schools rated for impact by superintendents as to their effectiveness by the reform efforts. First, student achievement on MEAP, was rated with a positive impact of 66%. Second, student preparation for higher learning. This area was identified with a significant neutral impact followed by positive (46% and 43% respectively). Third, in student preparation for vocational choices there was a fairly equal distribution of impact; 59% neutral, 26% positive, and 15% negative. Fourth, in teacher accountability, the superintendents felt there was a strong neutral to positive impact, 49% and 37% respectively. Fifth, are superintendents felt that leadership strategies in meeting district/building goals were positively impacted (62% and 29% were impacted neutrally). Sixth, the parent/community involvement. There was a 52% positive impact and a 41% neutral impact indicated by superintendents. Seventh, core curriculum goals. 79% of the

superintendents felt there was a positive impact and 23% said a neutral impact. Eighth, meeting National Goals 2000, there was a feeling that was 51% neutral impact and 25% positive followed by 24% negative.

Further studies of the last eight areas impacted by curriculum reform efforts were run. In comparing student achievement to the remaining seven areas, student achievement was more significantly impacted by curriculum reform efforts than in the areas of student preparation for higher learning, student preparation for vocational choices, teacher accountability, parent/community involvement, and meeting national Goals 2000. There was equal impact of student achievement to leadership and meeting building /district goals and meeting state core curriculum goals.

A second comparison was run with Teacher accountability against the other seven school groups. Results, indicate that teacher accountability has not been impacted greater by reform efforts in curriculum than student preparation for higher learning or student preparation for vocational choices. But, it has had greater impact by curriculum reform efforts than leadership strategies to meet goals, parent/community involvement, meeting State core curriculum goals, and meeting National Goals 2000.

A third comparison was run with Leadership and the seven remaining school groups. Leadership was more greatly impacted by State reform efforts through curriculum than teacher accountability, parent/community involvement, and meeting State core curriculum goals. The analysis also indicated that leadership was equally impacted by reform efforts as was meeting State core

curriculum goals.

Further studies comparing the eight categories across Class 3 and Class 4 indicated that there was no significant difference between school districts with relation to these reforms.

Superintendents were quite confident with their answers to the questions on reform impact on Curriculum. There were 74% of the superintendents who ranked their answers good or high, 22% were satisfactory with their confidence. The leaders ranked curriculum as the number one greatest change in their role responsibilities with the reform efforts in curriculum. \* Note - the Means of the ranking were not significant, therefore the relationship is quite equal between the five areas of role responsibilities.

### **Exploratory Question #5a**

**What is the effect the State reform efforts have had on the local Superintendent's job responsibilities, leadership style, career plans, and their health?**

The superintendents responded to the question on the impact of job responsibilities as affected by the reform efforts, both very negatively and very positively. 57% of the superintendents indicated negative responses and 51% positive responses. The researcher received calls and notes of confusion on the surveys with relation to this question. The researcher believes that the mixed indication of responses substantiates the confusion. It could be concluded that

this was a poorly worded question and the results are invalid.

In relation to the effect of the superintendent's time spent explaining the State reforms to the Board of Education, the responses were equally distributed between negative and positive. There were 48% who responded with a negative impact and 42% with a positive impact. There were 70% neutral responses felt by the superintendents as to the impact on Board turn-overs due to reform efforts. 25% of the superintendents responded with a negative impact and only 5% positive.

Indications of the impact of the superintendent's job stress experienced by the reform efforts were widely distributed. There was a 59% distribution of superintendents who felt a negative impact on increased job stress and 28% who felt a positive impact, followed by 14% who had a neutral impact. Corresponding to job stress is the negative health implications felt by the superintendents due to the State reform efforts. The respondents indicated a 61% neutral impact and 31% felt a negative.

Four questions pertaining to perceptions of role conflict are the impacts of the State reform on the superintendent's career plans, leadership style, decision making processes, and assistance in meeting new State reform efforts. First, the impact on career plans for the superintendent. The respondents indicated 61% neutral impact on career plans due to State reform efforts, 31% were negative impacts, and 6% were positive. Second, change in leadership style from a manager to instruction leader. 50% of the superintendents felt there was a positive impact in altering their administrative style toward leadership, while

38% felt a neutral impact and only 14% felt a negative impact. Third, decision making moving toward more staff involvement. Over 54% of the superintendents felt a positive impact toward an altered involvement of decision making moving toward staff involvement, and 37% felt a neutral impact. Fourth, outside groups who assisted the districts in meeting new State reform efforts. Superintendents indicated, by their responses, that the I.S.D's were the most helpful in meeting new reform efforts followed by other districts, outside resources, and lastly the State.

**General Question #2:**

**The Effect of State Reform Efforts on School Structure.**

**Exploratory Question #6**

**What is the effect of the State reform efforts on the hierarchy of authority in the structure of the local public schools?**

Superintendents responded with a normal distribution of responses to questions asked with regards to the reform impacts on the local traditional hierarchial structure of public school and the impact of the State reform efforts on individual schools traditional hierarchial structure. It appeared that superintendents were mixed in their feeling of the impact the reform has had on the hierarchial structure within their schools and the local hierarchial structure of

public schools in general. The researcher speculated that the impact on hierarchial structure will depend on the such variables as the size of the district, the revenue available to the district, the traditions of the district, the leadership style of the superintendent, and the Board of Education's influence over the district.

The impact of the reform efforts on the local hierarchial structures within individual schools with regards to students, teachers, support staff, principals, community, Board of Education, and the Superintendent were analyzed. There was a slight negative and slight positive impact. In the areas of students and community there was a positive impact and in the areas of teachers, support staff, principals, Board of Education and most significantly the superintendent there was a negative impact. Again, it must be emphasized that the impact in all cases was slightly negative or positive.

Two questions were asked of superintendents in relation to the ranking of the bureaucratic hierarchial structure prior to PA 25 and also how it was perceived today. The superintendents rank ordered the hierarchial structure prior to PA 25 as being: first, the Local Board; second, the State Level and third; the Federal Government. Today, the superintendents rank ordered the structure as first, the State Level; second, the Local Board; and third, the Federal Government.

To further analyze the bureaucratic hierarchy structure of schools, the superintendents were asked to rank order the seven groups who impact schools; students, teachers, support staff, principals, community, Board of Education and

Superintendents. This rank ordering was completed for a period of time ten years ago and for schools today. The superintendents indicated that ten years ago, the rank order was: first, Board of Education; second, superintendent; third, principals; fourth, teachers; fifth, community; sixth, support staff, seventh, students. Next, the superintendents ranked the hierarchy today: first, Board of Education, second, superintendent; third, community; fourth, principals; fifth, teachers; sixth, students; seventh, support staff. The rank ordering indicates more involvement of the community in the school district.

Superintendents indicated a high confidence level with regard to their answers to the effect of State reform efforts on their leadership and satisfactory, good and high on their responses to answers on organizational structure.

### **Exploratory Question #7**

**What is the effect of the State reform efforts on the division of labor and specialization in structure of local public schools?**

The researcher analyzed the superintendent's annual percentage of time, the internal personnel days used and outside resource hired hours needed to meet the compliance of new reform issue in all five areas of role responsibilities of the superintendent.

First, the total percentage of annual superintendent time spent on compliance efforts was indicated with responses of 21% of the superintendents devoting up to 19% of their time in all areas to assure compliance, 39% spent 20-39%; 15% spent 40-59%, and 17% spent 60-79%; and 8% spent 80-100% of

their time on compliance efforts for all areas of role responsibilities. The Mean percentage of time was Curriculum 12%, Finance 10%; Administration 7%; Communication 6%; Personnel 5%. Analysis of the significance of the means proved that equal time was spent for communication and personnel and for finance and communication. However, it appears that more time was spent on communication than administration, and more time on personnel than administration and more time on finance than administration. A final analysis was determined for the Means of the percent of superintendent annual time by class of schools. The test indicated that there was no significant difference between classes of schools and the percentage of superintendent time used to meet compliance in all five areas of role responsibilities.

Second, the total number of central office days and outside resource hours purchased was also analyzed. There was a significant number of days used by central office staff and outside hired resource people to meet compliance of State reform efforts. The total Internal Personnel days used to meet compliance was 45% of the districts using up to 100 days, and 55% used between 101 and 500+ days. Across all five role responsibility areas Class 3 district used more central office days to meet State reform compliance than did Class 4 school district.

The hiring of outside resource hours was substantial in all areas of role responsibilities. 55% of the school district purchased 100 to 450+ hours and 45% of the districts purchased up to 100 hours. Analyzing the Mean of the purchased outside resource hours indicated that there was no significance



between the five areas in hours purchased to meet compliance for State reform efforts. Also, there was no significance between the classes of school districts in number of purchased hours of outside resource people or the comparison of total tenure of the superintendent in relation to outside hired resource people hours.

### **Exploratory Question #8**

#### **What is the effect of the State reform efforts on the rules and regulations in the structure of the local public schools?**

The area of administration is the role responsibility that reinforces the rules and regulations or policy and guidelines of the district. As previously described, the area of administration has seen an increase of dollars spent to meet compliance. The total dollars spent by responding school districts (97) indicate that they annually spent \$8,412,000. The Mean dollars spent was \$77,404. There appears to be more dollars spent on administration than in the areas of curriculum and communications, but fewer dollars spent than on finance and personnel. Also, there are more dollars spent in Class 3 schools than Class 4 schools in meeting administrative compliances with regards to the reform efforts.

The Mean percentage of time the superintendents spend on compliance in the area of Administration is 7%. That 7% is the least percentage of time spent on compliance than in any of the other areas. There also was no

significance between the Means between percentage of time spent on compliance between classes of schools.

In relation to internal central staff days and outside resource hired hours used for compliance of administration, there was a significant number of days used. A Mean of 48.5 days were used from central office personnel and 71.4 hours of outside hired resource help.

The superintendent used an average of 7.5% of his time meeting compliance of administrative reform efforts. In meeting compliance the superintendents felt there were positive impacts on students, teachers, and professional development.

### **Exploratory Question #9**

**What is the effect of the State reform efforts on the employees hired on the basis of qualifications in the structure of the local public schools?**

As previously stated the area of personnel was significantly impacted by the cost to comply to the new reform efforts. It cost districts a total of \$32,842,000. There was a mean of \$307,679 for personnel. That Mean value was equal to the dollars spent in the area of finance and appears greater than the dollars spent in administration, curriculum and communications. It was also noted that Class 3 schools spend more money than Class 4 schools in meeting personnel compliances.

The superintendent spends a mean average of 5% of his time meeting compliance of personnel, and it is irrelevant of which class of school district he works in. There was a Mean of 209 outside resource hours spent on meeting compliance and the area of personnel appeared to rank the highest in number of hours purchased in relation to the other areas. Internal central staff days used had a mean of 61 and instruction staff days required to assure compliance had a mean of 361.5. The research indicates that there had been neutral impact on students, teacher, school and community, and professional development due to the reform compliance efforts in the area of personnel.

#### **Exploratory Question #10**

#### **What is the effect of the State reform efforts on the efficiency of the structural organization of the local public schools?**

In summary, the data from this research has proven that local public schools have been impacted financially, in personnel, administration, curriculum and communication. This impact is felt through increased annual cost, percentages of annual time the superintendent must spend on assuring compliance, the number of internal central office staff days and outside resource hired hours that must be used or purchased to meet reform efforts and in some instances the number of instructional staff days needed to assure compliance.

Unfortunately, not in all cases have superintendents felt that the reform efforts have positively impacted students, teachers, support staff, relations with

the community, professional staff development or management. In some cases they have not positively impacted instructional delivery strategies, and student outcomes for higher learning or vocational choices.

Superintendents however, appeared to have mixed feelings on the increased stress, Board related issues, health implications, and career plans in relation to the new reform compliance issues and the impact on themselves personally. They felt there had been an impact in organizational issues such as leadership and site-based decision making. The superintendents felt more staff was involved in decision making, community input was more evident and the administrative style was shifting to instructional leadership instead of manager.

The final point of the study was that of changes in bureaucratic hierarchy . It was the superintendents' opinion that the changes in bureaucratic structure have been that today more community members are involved in the organizational structure and management of schools than before PA 25. Also, the State has taken precedence over the local Board of Education.

In conclusion, superintendents' feelings of good confidence levels for their answers on the survey, provide validation to the data presented.

## **Data Analysis**

### **Part II: Hypotheses**

#### **Introduction:**

The purpose of Part II data analysis is to provide a comprehensive overview of the impact of the state reform efforts on school districts to meet state compliances. There are seven sets of hypotheses that have been analyzed according to the survey data. Each set correlates the data from the survey questions and is specifically related to the total dollars spent on reform compliance, the total percentage of annual superintendent time spent on compliances, the total number of internal personnel days used to meet compliance, the total number of outside resource people hours needed to meet compliance, and the impact of the reform efforts on various school groups. Each of the seven sets of hypotheses are analyzed according to total dollars spent, mean cost of compliance, class comparison of dollars spent for compliance, and in some instances, the relationship of the tenure of the superintendent to the effect on the cost or time to meet compliance.

## **Part II: Hypotheses**

1. The effects of the state reform efforts have had significant financial impact on the cost to implement them in the areas of school: communications, finance, personnel, administration, and curriculum.

**Items of Analysis: #1,7,13,20,26**

2. The effects of the State reform efforts have had significant impact on the percentage of annual time the local Superintendent devotes to meeting compliance in the areas of school: communications, finance, personnel, administration, and curriculum.

**Items of Analysis: #2,8,14,21,27**

3. The effects of the State reform efforts have had significant impact on number of days required for compliance in the areas of school: communications, finance, personnel, administration, and curriculum.

**Items of Analysis: #3,9,15,22,28.**

4. The effects of the State reform efforts have had significant impact on the number of outside resources (hired hours needed to meet compliance of in the areas of school: communications, finance, personnel, administration, and curriculum.

**Items of Analysis: #4,10,17,23,29.**

5. The State reform efforts have had significant impact on communications in the areas of :

- a. student achievement on M.E.A.P..
- b. communication between administration and staff.
- c. communication between school, parents, and community.
- d. communication between your district and the state.
- e. the management of the school district.

**Items of Analysis: #5a,b,c,d,e.**

6. The State reform efforts have had significant impact on school finance,

personnel, administration and curriculum in the areas of:

- a. students
- b. teachers delivering instruction
- d. relations between school and community
- e. professional development

**Items of Analysis:** #11 a,b,c,d,e; #18 a,b,c,d,e;  
#24 a,b,c,d,e; #30 a,b,c,d,e.

7. There has been significant impact on specific curriculum reform efforts in relation to:

- a. student achievement (MEAP)
- b. student preparation for higher learning
- c. student preparation for vocational choices
- d. teacher (accountability)
- e. leadership strategies in meeting district/building goals
- f. parent/community involvement
- g. meeting state core curriculum goals
- h. meeting national Goals 2000

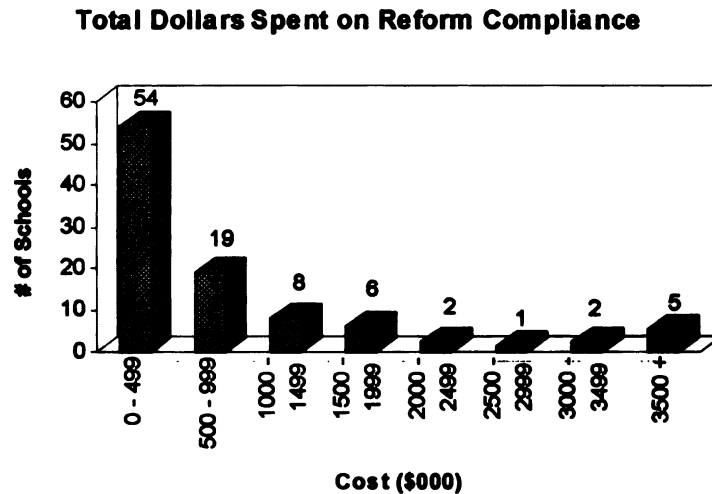
**Items of Analysis:** # 31 a,b,c,d,e,f,g,h

8. In the five identified areas of State reform, the following is the order of most significant impact: finance, curriculum, communication, personnel, administration.

**Items of Analysis:** #33

**Hypothesis: #1a Total Dollars Spent on Reform Compliance**

The effects of the State reform efforts have had significant financial impact on the cost to implement them in the areas of school: communications, finance, personnel, administration, and curriculum.



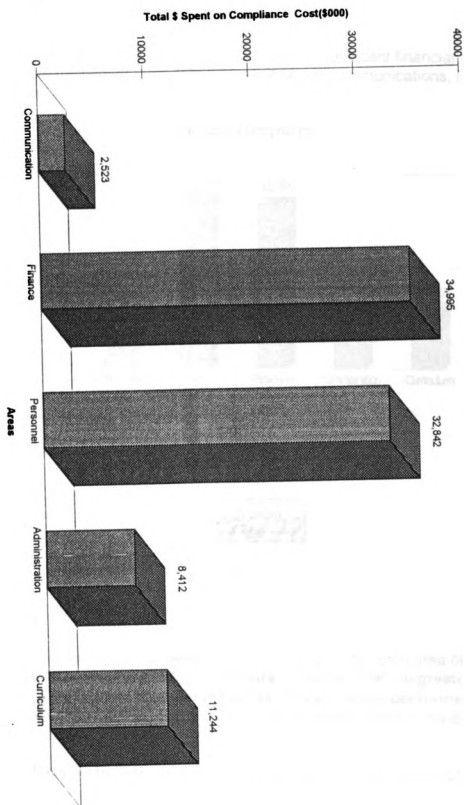
**Statistics**

Number of Responses
97

**Analysis:**

The response to question #1a indicates that local district superintendents spent between \$0 and \$3,500,000 to meet compliance in areas of communications, finance, personnel, administration, and curriculum. There were 54 (56%) of the schools who spent between \$0 and \$499,000 on the compliances, 19 (20%) who spent between \$500,000 and \$999,000, and the remaining 24 schools spent between \$1,000,000 and \$3,500,000. It can be concluded that all the responding school districts experienced significant financial impact in order to implement the State reform efforts as twenty-five years ago no money was spent on these reforms as they were not in existence.

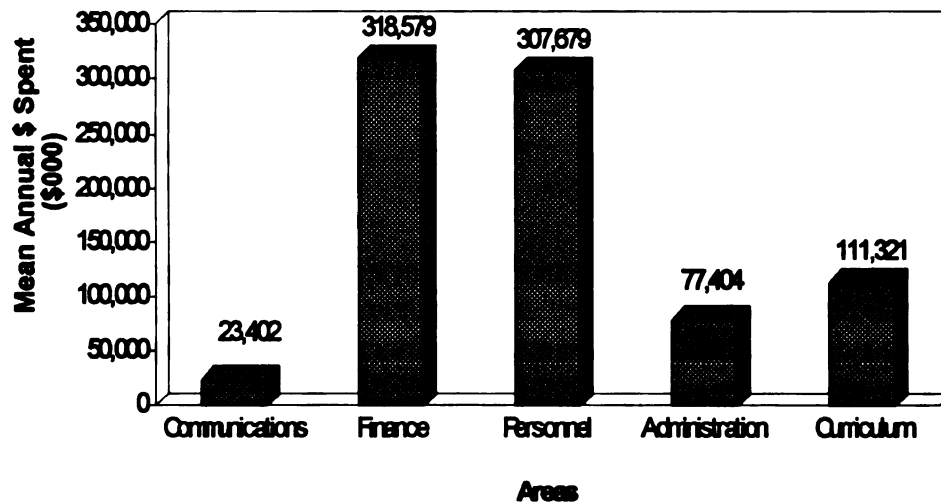


**Total \$ Spent on Compliance in Each Area**

**Hypothesis: #1b - Mean Cost of Compliance.**

The effects of the State reform efforts have had significant financial impact on the cost to implement them in the areas of school communications, finance, personnel, administration, and curriculum.

**Mean Cost of Compliance**



**Statistics**

Number of Responses
97

**Analysis:**

The graphic distribution of **mean cost of compliance** for each area of superintendent role responsibility **appears** to indicate that the **greatest amount of district dollars are spent in the areas of finance and personnel**, followed by curriculum and administration, and the least dollars spent in the area of communications.

**Two Tailed t-tests** were run for Finance vs. Personnel and Administration vs. Curriculum.

An alpha of .05 was used for the point of significance.

**The null hypotheses:**

- a. The mean costs of compliance in the areas of Finance and Personnel are equal.
- b. The mean cost of compliance in the areas of Administration and Curriculum are equal.

**There was one area of Significance.**

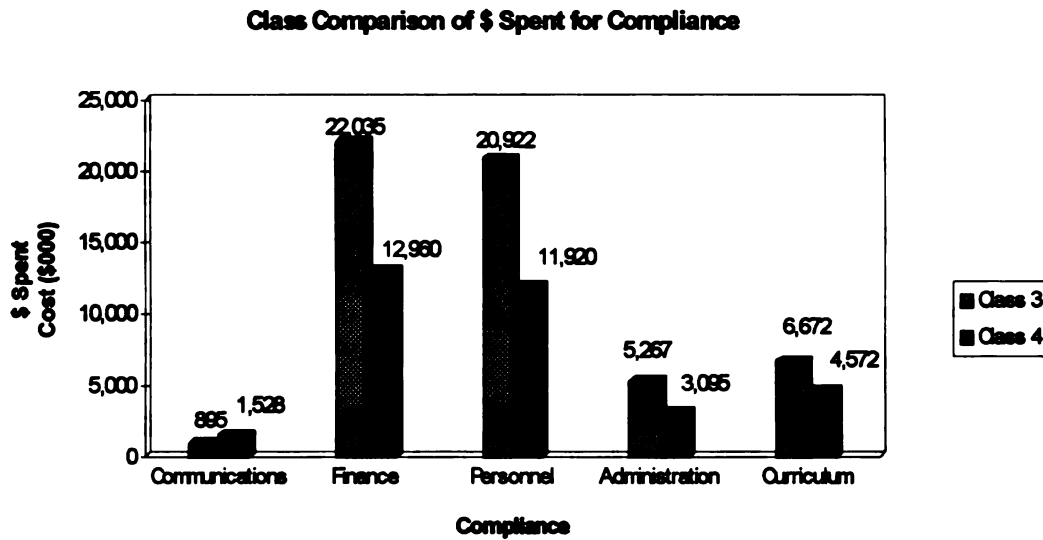
Finance vs. Personnel	p=.822	DF=97	Not Significant
Administration Vs. Curriculum	p=.025	DF=97	Significant

**Conclusion:**

- a. The null hypothesis for Finance vs. Personnel has been accepted as there was no significant difference between the means. The graphic data indicates that there are equal dollars spent meeting compliance for the areas of finance and personnel.
- b. The null hypothesis for Administration vs. Curriculum has been rejected due to the power of  $P=.025$  being less than an alpha level of .05, meaning there was a significant difference between the means. The graphic data, however, appears to indicate that more dollars are spent meeting compliance for administration than curriculum.

**Hypothesis: #1c Class Comparison of \$ Spent for Compliance**

The effects of the State reform efforts have had significant financial impact on the cost to implement them in the areas of school: communications, finance, personnel, administration, and curriculum.



**Statistics**

Number of Responses
97

**Analysis:**

The graphic distribution of dollars spent for compliance of State reform efforts by class and for each area of the superintendent's role responsibilities, indicates that **Class 3 schools spent more money than did Class 4 schools in all areas except communications**. Graphically it appears that in all school districts, the greatest amount of dollars was spent to assure compliance in the areas of finance and personnel. Also, in assuring compliance, the areas of curriculum and administration appeared to cost 1/4 the amount of finance and personnel.

A two tailed t-test was run on all areas between the means of each alpha of .05 was used to establish a level of significance.

The null hypotheses were:

- a. The mean dollars spent for communications compliance between Class 3 and Class 4 were equal.
- b. The mean dollars spent for finance compliance between Class 3 and Class 4 were equal.
- c. The mean dollars spent for personnel between Class 3 and Class 4 were equal.
- d. The mean dollars spent for administration compliance between Class 3 and Class 4 were equal.
- e. The mean dollars spent for curriculum compliance between Class 3 and Class 4 were equal.

There were four areas of significance:

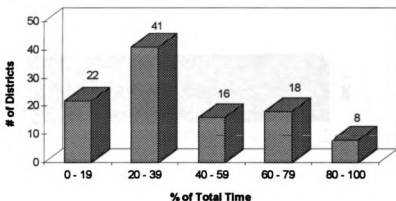
Communication	P.728	(DF=104)	Not significant
<u>Finance</u> =	P.001	(DF=100)	Significant
<u>Personnel</u> =	P.008	(DF=97)	Significant
<u>Administration</u> =	P.001	(DF=98)	Significant
<u>Curriculum</u> =	P.002	(DF=97)	Significant

The null hypotheses for finance, personnel, administration, and curriculum were rejected, indicating there was significant difference between the means. It appears that the Class 3 schools spent more dollars than Class 4 schools on compliance. The null hypothesis for communications was not rejected and Class 3 and Class 4 schools spend approximately equal money for communications compliance.

**Hypothesis: #2a Total % of Annual Superintendent Time Spent on Compliance**

The effects of the State reform efforts have had significant impact on the percentage of annual time the local Superintendent devotes to meeting compliance in the areas of school: communications, finance, personnel, administration, and curriculum.

**Total % of Annual Superintendent Time Spent on Compliance**



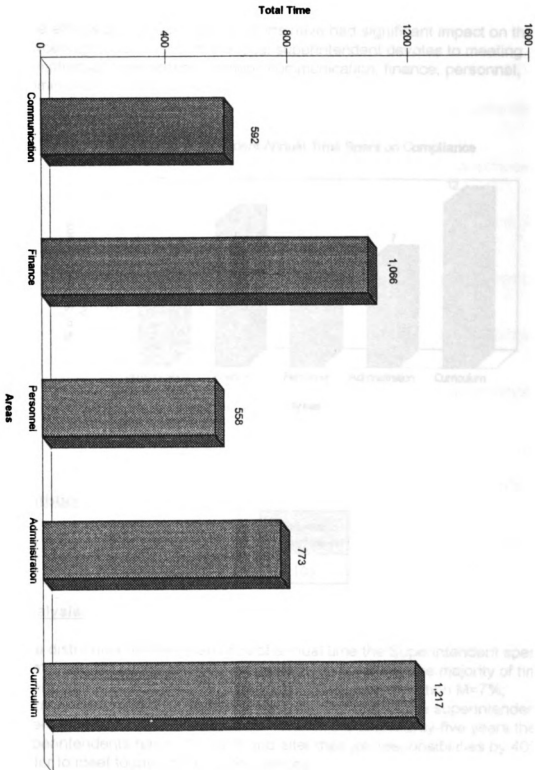
**Statistics**

Number of Responses
105

**Analysis:**

The response to question #2a indicates that there was a wide distribution of superintendents' annual time spent assuring compliance to State reform efforts. There were 22 (21%) of the respondents who used 0-19 % of their time; 41 (39%) spent 20-39% of their time; 16 (15%) spent 40-59% of their time; 18 (17%) spent 60-79% of their time; and 8 (8%) spent 80-100% of their annual time assuring compliance of State reform efforts for their district. It appears that it can be concluded that the hypothesis was proven true as 83 (79%) of the superintendents spent more than 20% of their annual time meeting compliance to State reform efforts.

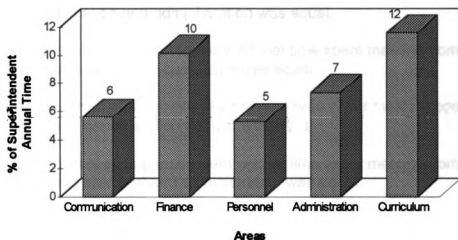
Total # of Superintendent's Annual Time Spent on Compliance



**Hypothesis: #2b Mean% of Superintendent Annual Time Spent on Compliance**

The effects of the State reform efforts have had significant impact on the percentage of annual time the local superintendent devotes to meeting compliance in the areas of school: communication, finance, personnel, administration, and curriculum.

**Mean % of Superintendent Annual Time Spent on Compliance**



**Statistics**

Number of Responses
105

**Analysis:**

The distribution of the mean of % of annual time the Superintendent spends on compliance in all reform areas appears to indicate that the majority of time is spent on curriculum M=12%; Finance M=10%; Administration M=7%; Communication M=6%; Personnel M=5%. The total of the superintendent's time spent on areas of compliance is M=40%. In the last twenty-five years the superintendents has had to shift and alter their job responsibilities by 40% in order to meet today's reform compliances.



A two t-test was run against all role responsibility area MEANS. An alpha of .05 was used for significance.

**The null hypotheses:**

- a. The mean % of Superintendent annual time spent on compliance between communication and personnel were equal.
- b. The mean % of Superintendent annual time spent on compliance between communication and administration was equal.
- c. The mean % of Superintendent annual time spent meeting compliance between finance and curriculum was equal.
- d. The mean % of Superintendent annual time spent meeting compliance between finance and curriculum was equal.
- e. The mean % of Superintendent annual time spent meeting compliance between personnel and administration was equal.
- f. The mean % of Superintendent annual time spent meeting compliance between finance and administration was equal.

There were three areas of significance.

Communication vs. Personnel Significant	P=.582	(DF=105)	Not
<b>Communication vs. Administration</b>	P=.015	(DF=105)	Significant
Finance vs. Curriculum Significant	P=.349	(DF=105)	Not
<b>Personnel vs. Administration</b>	P=.012	(DF=104)	Significant
<b>Finance vs. Administration</b> Significant	P=.010	(DF=105)	

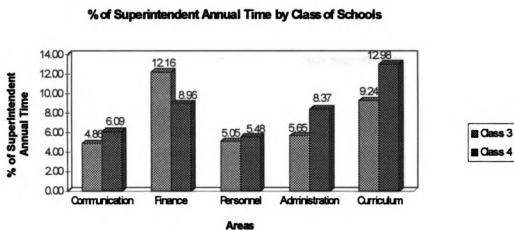
The null hypotheses for communication vs. personnel and finance vs. communication have been accepted. In both of these areas of comparison,

there was no significant difference between their means. The % of superintendent's annual time spent meeting compliance was equal .

The null hypotheses for communication vs. administration, personnel vs. administration, and finance vs. administration, has been rejected, as there was a significant difference between their means. The % of superintendent's annual time spent meeting compliance was not equal. It appears that the superintendents spend more time meeting compliance on the area of Communication than administration, more time on personnel than administration, and more time on finance than administration.

**Hypothesis: #2c Means of the % of Superintendent Annual Time by Class of Schools**

The effects of the State reform efforts have had significant impact on the percentage of annual time the local superintendent devotes to meeting compliance in the areas of school: communications, finance, personnel, administration, and curriculum.



**Statistics**

Number of Responses
105

**Analysis:**

The response to question #2c appears to indicate that the mean percentage of annual time spent by superintendents in class 4 was greater than in class 3.

To compare the means a **two tailed t-test** (alpha of .05 for significance) was conducted and the results indicate that there were no significance of the means (NULL HYPOTHESIS ACCEPTED) between classes in any of the five job responsibility areas. Therefore, it can be concluded that Class 4 does NOT spend more time than Class 3.

**Null Hypotheses:**

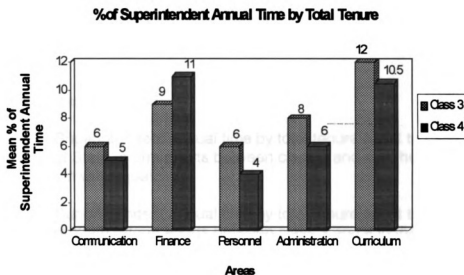
- a. The mean % of Superintendent annual time between Class 3 and Class 4 is equal for the areas of communication, finance, personnel, administration and curriculum.

**T-test results:**

Communication:	P=.865	DF=106	Not significant
Finance:	P=.102	DF=106	Not significant
Personnel:	P=.697	DF=104	Not significant
Administration:	P=.558	DF=104	Not significant
Curriculum:	P=.799	DF=104	Not significant

**Hypothesis: #2d % of Superintendent Annual Time by Total Tenure**

The effects of the State reform efforts have had significant impact on the percentage of annual time the local Superintendent devotes to meeting compliance in the areas of school communications, finance, personnel, administration, and curriculum.



**Statistics**

Number of Responses
105

**Analysis:**

The responses to question #2d indicate that it **appears** that the average mean % of superintendent annual time (**divided by tenure**) spent to meet compliance in relation to the **total tenure as a superintendent** would be ranked: curriculum

(22.5%), finance (20%), administration (14%), communication (11%), personnel (10%). It also **appears** that class 3 superintendents spend more time meeting compliance in the areas of communication, personnel, administration, and curriculum, while in the area of finance, the class 4 superintendents spent a greater amount of time.

**A two tailed t-test** was conducted between the means of classes for significance.

An alpha of .05 was used for significance.

**Null hypotheses:**

- a. The % of Superintendent annual time by total tenure spent to meet compliance of State reform efforts between class 3 and 4 in the area of communication was equal.
- b. The % of Superintendent annual time by total tenure spent to meet compliance of State reform efforts between class 3 and 4 in the area of finance was equal.
- c. The % of Superintendent annual time by total tenure spent to meet compliance of State reform efforts between class 3 and 4 in the area of Personnel was equal.
- d. The % of Superintendent annual time by total tenure spent to meet compliance of State reform efforts between class 3 and 4 in the area of Administration was equal.
- e. The % of Superintendent annual time by total tenure spent to meet compliance of State reform efforts between class 3 and 4 in the area of Curriculum was equal.

**Results indicate that there was no significant difference between means of class 3 and class 4 in all areas of role responsibilities.**

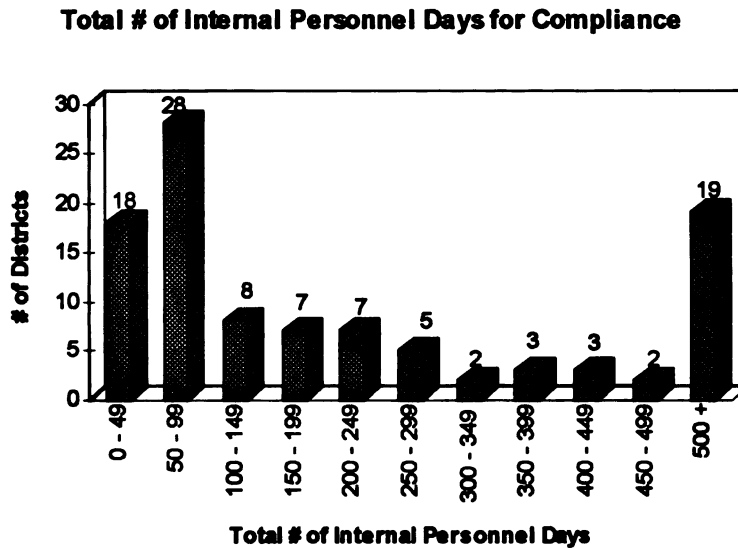
Communication	P=.562	DF=106	Not Significant
Finance	P=.575	DF=106	Not Significant

Personnel	P=.088	DF=104	Not Significant
Administration	P=.142	DF=140	Not Significant
Curriculum	p=.475	DF=104	Not Significant

It can be concluded that all the null hypotheses were accepted so there was no significant differences between the Means. It can be concluded that the superintendent time spent in all areas were equal. Therefore, the rank order stated in the analysis is not true. Superintendents spent equal time meeting compliance in all five areas of compliance to reform efforts.

**Hypothesis: #3a Total # of Internal Personnel Days for Compliance**

The effects of the State reform efforts have had significant impact on number of days required for compliance in the areas of school: communications, finance, personnel, administration, and curriculum.



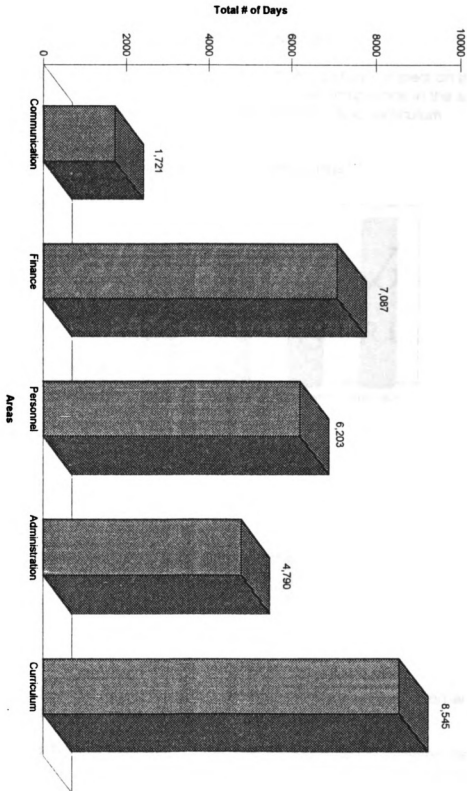
**Statistics**

Number of Responses
103

**Analysis:**

The graphic distribution of responses to question #3a appears to indicate that superintendents used from 0-500+ days of internal personnel to meet compliance of State reform efforts. There were 46 (45%) superintendents who used between 0 and 99 days, 15 (25%) used between 110 and 199 days, 12 (11%) used between 200 and 299 days, 5 (5%) used between 300 and 399 days, 5 (5%) used between 400 and 499 days, and 19 (18%) used 500+ days. It can be concluded that superintendents used a significant number of internal personnel days meeting compliance to reform efforts in the last twenty-five years due to the fact that the State reform efforts were not in effect prior to that time.

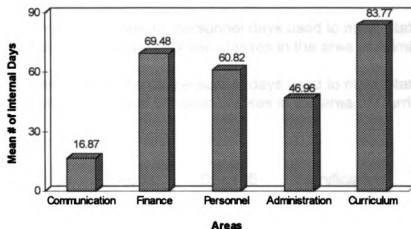


**Total # of Internal Personnel Days Used to Meet Compliance**

**Hypothesis: #3b Comparison on the # of Internal Personnel Days used to meet compliance.**

The effects of the State reform efforts have had significant impact on the number of internal central office staff days needed to meet compliance in the areas of communications, finance, personnel, administration, and curriculum.

**Comparison on the # of Internal Days**



**Statistics**

Number of Responses
103

**Analysis:**

It graphically appears that Class 3 superintendents spent more internal personnel days on meeting State reform compliance than Class 4.

**Two Tailed T-tests** were run to determine the significance between means of all classes in each area of role responsibility. An alpha of .05 was used for significance.

**Null Hypotheses:**

- a. The mean # of internal personnel days used to meet State reform compliance is equal between classes in the area of Communication.
- b. The mean # of internal personnel days used to meet State reform compliance is equal between classes in the area of Finance.
- c. The mean # of internal personnel days used to meet State reform compliance is equal between classes in the area of Personnel.
- d. The mean # of internal personnel days used to meet State reform compliance is equal between classes in the area of Administration.
- e. The mean # of internal personnel days used to meet State reform compliance is equal between classes in the area of Curriculum.

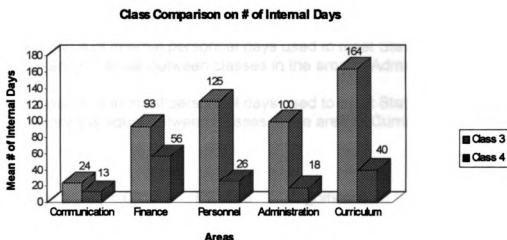
**Results:**

Communication	P=.001	DF=105	Significant
Finance	P=.048	DF=103	Significant
Personnel	P=.000	DF=103	Significant
Administration	P=.001	DF=103	Significant
Curriculum	P=.000	DF=103	Significant

The null hypotheses for the mean # of internal personnel days used to meet State reform compliance between class 3 and class 4 are rejected. All power scores were less than an alpha of .05. Therefore, there appears to be in all areas class 3 does use more internal personnel days to meet compliance on reform efforts than class 4 school district.

**Hypothesis: #3c Class Comparison of # of Internal Personnel Days used to meet compliance.**

The effects of the State reform efforts have had significant impact on the number of days required for compliance in the areas of school: communications, finance, personnel, administration, and curriculum.



**Statistics**

Number of Responses
103

**Analysis:**

It graphically appears that Class 3 superintendents spent more internal personnel days on meeting State reform compliance than Class 4.

**Two Tailed T-tests** were run to determine the significance between means of all classes in each area of role responsibility. An alpha of .05 was used for significance.

**Null Hypotheses:**

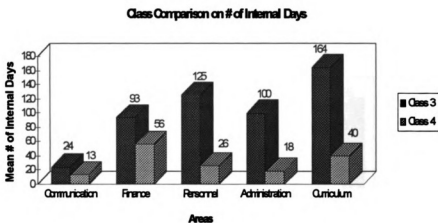
- a. The mean # of internal personnel days used to meet State reform compliance is equal between classes in the area of Communication.
- b. The mean # of internal personnel days used to meet State reform compliance is equal between classes in the area of Finance.
- c. The mean # of internal personnel days used to meet State reform compliance is equal between classes in the area of Personnel.
- d. The mean # of internal personnel days used to meet State reform compliance is equal between classes in the area of Administration.
- e. The mean # of internal personnel days used to meet State reform compliance is equal between classes in the area of Curriculum.

**Results:**

Communication	P=.001	DF=105	Significant
Finance	P=.048	DF=103	Significant
Personnel	P=.000	DF=103	Significant
Administration	P=.001	DF=103	Significant
Curriculum	P=.000	DF=103	Significant

The null hypotheses for the mean # of internal personnel days used to meet State reform compliance between class 3 and class 4 are rejected. All probability scores were less than an alpha of .05. Therefore in all areas class 3 does use more internal personnel days to meet compliance on reform efforts than class 4 school district.

**Hypothesis: #3d The Class Comparison of Number of Internal Days Needed to Meet Compliance**



**Statistics**

Number of Responses
103

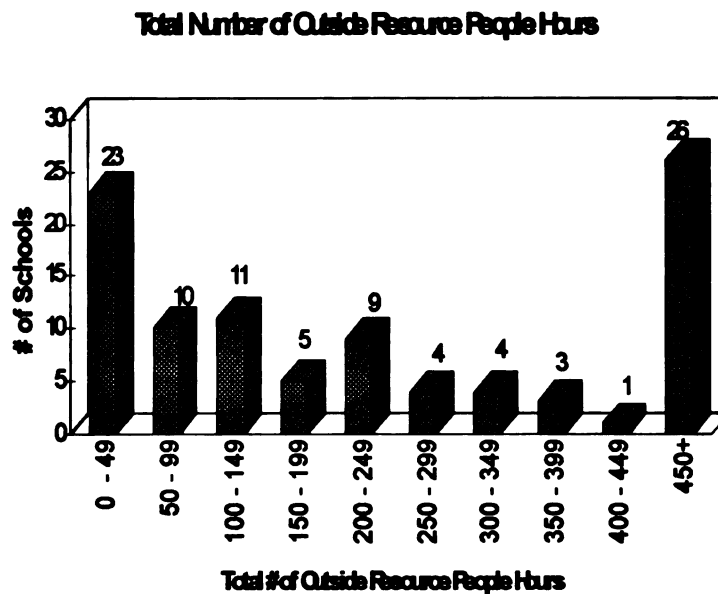
**Analysis:**

The graphic distribution of responses to question #3d indicates that there were a significant number of internal days used to meet compliance by the Class 3 schools and a significantly smaller number of internal days used by Class 4 schools.

It also appears that the rank order of use of internal days in Class 3 schools was: curriculum, followed by personnel, administration, finance, and communications. In Class 4 schools the rank order was: finance, curriculum, personnel, administration and finally communication.

**Hypothesis: #4a The Total Number of Outside Resource People Hours Needed to Meet Compliance**

The effects of the State reform efforts have had significant impact on the number of outside resources hired hours needed to meet compliance in the areas of school communication, finance, personnel, administration, and curriculum.

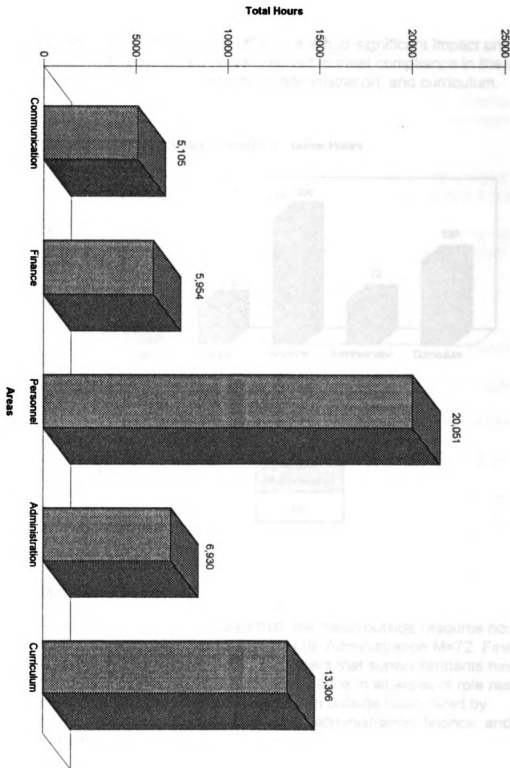


**Statistics**

Number of Responses
96

**Analysis:**

The graphic distribution of responses to question #4a indicate that superintendents had purchased a significant number of outside resource people hours to meet compliance with State reform efforts. There were 43 (45%) of the superintendents purchased between 0 and 99 hours, 16 (17%) purchased between 100 and 199 hours, 13 (14%) purchased between 200 and 299 hours, 7 (7%) purchased between 300 and 399 hours, and 27 (28%) purchased between 400 and 450+ hours. It could be concluded that there were significant number of outside personnel hours purchased to meet compliance of State reform efforts due to the fact that 53 (55%) of the school districts purchased 100 to 450+ hours.



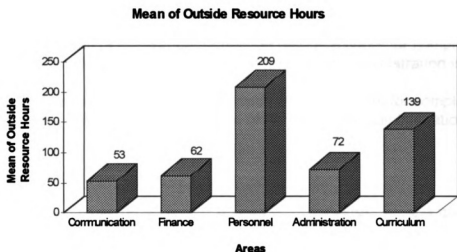
Total # of Outside Resource Hours Spent on Compliance





**Hypothesis: #4b The Mean of Outside Resource Hours to Meet Compliance on State Reform Efforts**

The effects of the State reform efforts have had significant impact on the number of outside resources (hired hours) needed to meet compliance in the areas of communications, finance, personnel, administration, and curriculum.



**Statistics**

Number of Responses
96

**Analysis:**

The graphic distribution indicates that the mean outside resource hours in Personnel were  $M=209$ , Curriculum  $M=139$ , Administration  $M=72$ , Finance  $M=62$ , and Communication  $M=53$ . It appears that superintendents hired an average Mean of 107 hours to meet compliance in all areas of role responsibility. It appears that the **rank order of the mean** outside hours hired by superintendents is: personnel, curriculum, administration, finance, and curriculum.

**Two Tailed T-Tests** were conducted to determine the significance of the means between all five areas. An alpha of .05 was used for significance.

**Null Hypotheses:**

- a. The mean of the number of outside resource hours for compliance of State reform efforts in the area of communication vs. finance is equal.
- b. The mean of the number of outside resource hours for compliance of State reform efforts in the area of communication vs. administration is equal.
- c. The mean of the number of outside resource hours for compliance of State reform efforts in the area of finance vs. administration is equal.
- d. The mean of the number of outside resource hours for compliance of State reform efforts in the area of Personnel vs. administration is equal.

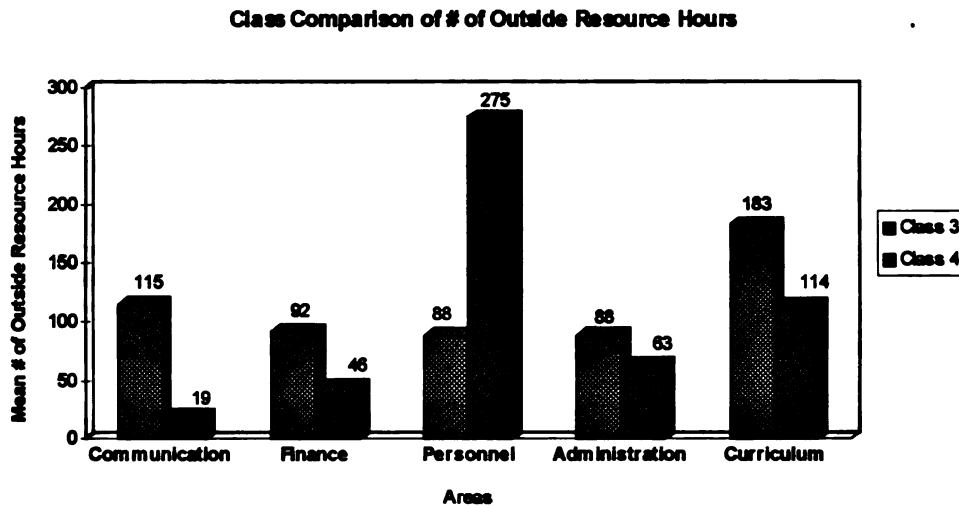
**Results:**

Communication vs. Finance	P=.664	DF=100	Not Significant
Communication vs Admin.	P=.464	DF=101	Not Significant
Finance vs. Admin.	P=.486	DF=99	Not Significant
Personnel vs. Curriculum	P=.393	DF=98	Not Significant

The null hypotheses are **accepted**. Therefore it appears that the mean of Communication is equal to the mean of Finance; the mean of Communication is equal to the mean of Administration; the mean of Finance is equal to the mean of Administration; and the mean of Personnel is equal to the mean of Curriculum. Therefore, the graphic rank order distribution of the mean of outside resource hours is not correct. However, there are a significant number of hours being purchased to meet State reform compliance.

### **Hypothesis: #4c Class Comparison # of Outside Resource Hours**

The effects of the State reform efforts have had significant impact on the number of outside resource (hired hours) needed to meet compliance in the areas of school communications, finance, personnel, administration, and curriculum.



### **Statistics**

Number of Responses
96

### **Analysis:**

The graphic distribution of mean # of outside resource hours indicates that in all areas except personnel Class 3 purchased more outside resource hours than Class 4.

**Two Tailed T-tests** were conducted to test the significance of the means between classes in each of the role responsibility areas. An alpha of .05 was used for significance.

### **Null Hypotheses:**

- a. The mean of the class comparison of # of outside resource hours in Class 3 is equal to the mean in Class 4 in the area of communication.
- b. The mean of the class comparison of # of outside resource hours in Class 3 is equal to the mean in Class 4 in the area of Finance.
- c. The mean of the class comparison of # of outside resource hours in Class 3 is equal to the mean in Class 4 in the area of Personnel.
- d. The mean of the class comparison of # of outside resource hours in Class 3 is equal to the mean in Class 4 in the area of Administration.
- e. The mean of the class comparison of # of outside resource hours in Class 3 is equal to the mean in Class 4 in the area of Curriculum.

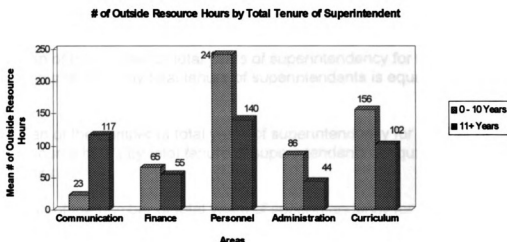
**Results:**

Communication	P=.076	DF=103	Not Significant
Finance	P=.057	DF=100	Not Significant
Personnel	P=.232	DF=100	Not Significant
Administration	P=101	DF=101	Not Significant
Curriculum	P=100	DF=100	Not Significant

**The null hypotheses were accepted;** there are no significant differences between the Means. The means of Class 3 and Class 4 in each category are equal. Therefore, the assumptions made on the graphic distribution are misleading; the rank order is not significant.

**Hypothesis: #4d The # of Outside Resource Hours by Total Tenure of Superintendents**

The effects of the State reform efforts have had significant impact on the number of outside resources (hired hours) needed to meet compliance in the areas of school communications, finance, personnel, administration, and curriculum.



**Statistics**

Number of Responses
96

**Analysis:**

The distribution of outside resource hours hired compared to total tenure of the Superintendents indicate that in all areas of role responsibility except communication, superintendents with 0-10 years purchased more time than those with tenure of 11+ years.

**Two Tailed T-tests** were run to determine the significance between the means of the 0-10 years and 11+ years of Superintendency for all areas of role responsibility. An alpha of .05 was used for significance.

**Null Hypotheses:**

- a. The mean of the number of total years of superintendency for # of outside resource hours by total tenure of superintendent is equal in the area of communication.
- b. The mean of the number of total years of superintendency for # of outside resource hours by total tenure of superintendents is equal in the area of finance.
- c. The mean of the number of total years of superintendency for number of outside resource hours by total tenure of superintendents is equal in the area of personnel.
- d. The mean of the number of total years of superintendency for number of outside resource hours by total tenure of superintendents is equal in the area of administration.
- e. The mean of the number of total years of superintendency for number of outside resource hours by total tenure for superintendents is equal in the area of curriculum.

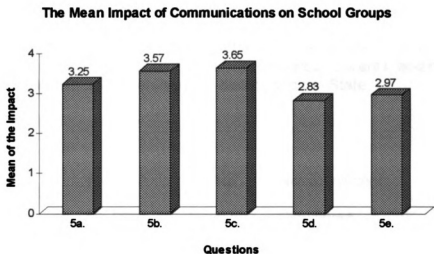
**Results:**

Communication	P=.091	DF=103	Not Significant
Finance	P=.655	DF=100	Not Significant
Personnel	P=.516	DF=100	Not Significant
Administration	P=.162	DF=101	Not Significant
Curriculum	P=.357	DF=100	Not Significant

The null hypothesis for the mean of the number of total years of superintendency for outside resource hours by total tenure in all areas of superintendent's role responsibilities was **accepted**. **The means of total tenure time were equal**. It appears that the graphic distribution of number of outside hours purchased by superintendents with 0-10 and by 11+years of experience was equal in the areas personnel, curriculum, administration, and finance, and communication.

**Hypothesis: #5a The Mean Impact of Communications on School Groups**

The State reform efforts have had significant impact on communications in the areas of: a.) student achievement on M.E.A.P. b.) communication between administration and staff. c.) communication between school, parents, and community., d.) communication between your district and the state. e.) the management of the school district.

**Statistics**

Number of Responses
107

**Analysis:**

The graphic distribution of mean impact of communications on school groups indicates that the State reform effort has had significant impact on school groups in the following rank order (high to low) 1st.- Communication between school, parents, and the community (M=3.65); 2nd- Communication between administration and staff (M=3.57); 3rd- Student achievement on M.E.A.P. (M=3.25); 4th- the management of the school district (M=2.97); 5th- communication between the district and the State (M=2.83)



A **Two Tailed T-test** was run of all means for significance. An alpha of .05 was used for significance.

**Null Hypotheses:**

- a. The mean impact of communications on school in the areas of 5b vs.5c will be equal (Communication between administration and staff vs. communication between school, parents, and community).
- b. The mean impact of communications on school in the areas of 5b vs. 5d will be equal. ( Communication between administration and staff vs. communication between the district and the State.
- c. The mean impact of communications on school in the areas of 5c vs. 5d will be equal. ( Communication between school, parents, and community vs. communication between the district and the State.

**Results:**

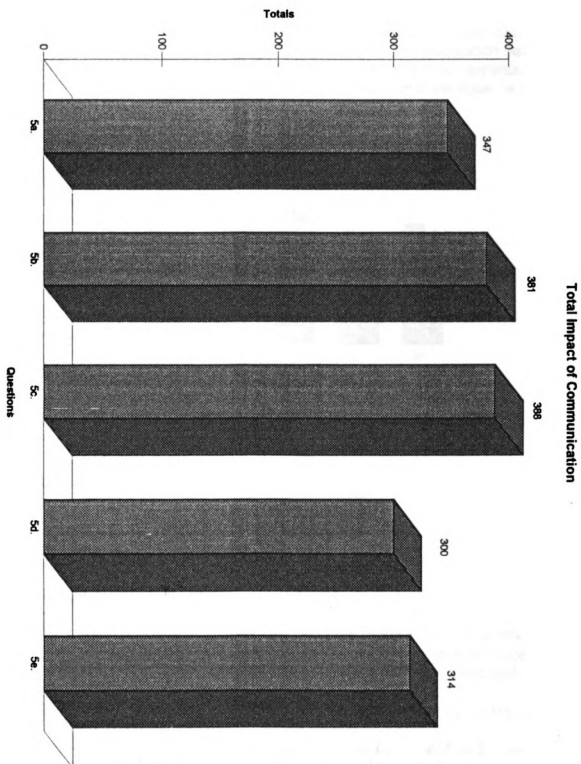
a. 5b vs. 5c	P=.365	DF=107	Not Significant
b. 5b vs. 5d	P=.000	DF=106	Significant
c. 5c vs.5d	P=.000	DF=106	Significant

The null hypothesis for **5b vs. 5c** was **accepted** as the P=.365 is greater than an alpha of .05. Thus, there was no significance between the means. Thus, the mean of 5b and 5c are equal to each other.

The null hypotheses for **5b vs. 5d** was **rejected** as there was a significant difference between both means. Thus, the means of 5b and 5d are not equal. Therefore, it appears that due to the State reform efforts, communication between administration and staff has been impacted more than communication between school, parents, and community.

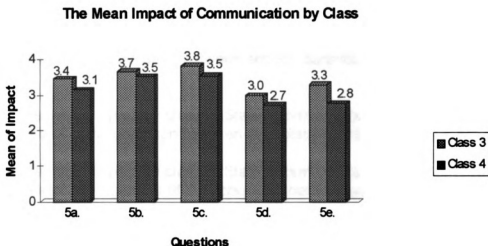
The null hypothesis for **5c vs. 5d** was **rejected** as there was a significant difference between the means. Thus, the mean 5c vs. 5d is not equal. Therefore, it appears that due to the State reform efforts, communication between school, parents, and community has been impacted more than communications between the district and the State.

It can be concluded that the hypothesis was proven to be true, based on the t-tests significance of the means.



**Hypothesis: #5b The Mean Impact of Communication by Class**

The State reform efforts have had significant impact on communications in the areas of: a). student achievement on M.E.A.P. b).communication between administration and staff. c.) communication between school, parents, and community. d.) communication between the district and the state. e.) the management of the school district.



**Statistics**

Number of Responses
107

**Analysis:**

The graphic distribution in question #5b of the mean impact of communication on school groups, appears to indicate that all Class 3 schools were more significantly impacted by State reform efforts in areas of communication. The rank order of mean significance is:

5c. Communication between school, parents, and community. Class 3=3.8  
Class 4=3.5.

5b. Communication between administration and staff. Class 3=3.7 Class 4=3.5.

5a. Student achievement on M.E.A.P. Class 3=3.4 Class 4= 3.1.

5e. The management of the school district. Class 3=3.3 Class 4=2.8

5d. Communication between the district and the State.

**Two Tailed t-tests** were calculated using the means of all five school groups by class.

**Null Hypothesis:**

- a. 5a. The mean impact by class of State reform efforts on communication in the area of student achievement on M.E.A.P. was equal.
- b. 5b. The mean impact by class of State reform efforts on communication in the area of communication between administration and staff was equal.
- c. 5c. The mean impact by class of State reform efforts on communication in the area of communication between school, parents, and community was equal.
- d. 5d. The mean impact by class of State reform efforts on communication in the area of communication between your district and the State was equal.
- e. 5e. The mean impact by class of State reform efforts on communication in the area of management of the school district was equal.

**Results**

a. 5a	P=.028	DO=106	<b>Significant</b>
b. 5b	P=.257	DO=106	Not significant
c. 5c	P=.048	DO=106	<b>Significant</b>
d. 5d	P=.131	DO=105	Not Significant
e. 5e	P=.004	DO=106	<b>Significant</b>

In school groups **5b** and **5d** there is no significant difference between the means. Therefore, the null hypotheses are **accepted** and it appears the mean impacts are equal.

In school groups **5a**, **5c**, **5e** there is a significant difference between the Means. Therefore, the null hypotheses are **rejected** and it appears the mean impacts are not equal.

**Conclusions**

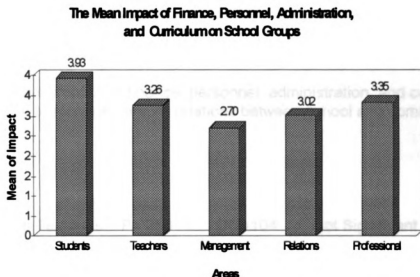
5a.- It appears that the State reform efforts have had more of an impact on student achievement on M.E.A.P. in Class 3 schools than in Class 4 schools.

5c.- It appears that the State reform efforts have had more of an impact on

communication between school, parents, and community in Class 3 school than in Class 4 schools.

**5e.- It appears that the State reform efforts have had more of an impact on management of the school district in Class 3 schools than in Class 4 schools.**

**Hypothesis: #6a The Mean Impact of Finance, Personnel, Management Administration, and Curriculum on School Groups**



**Statistics**

Number of Responses
105

**Analysis:**

The graphic distribution of mean impact of State reform efforts on school finance, personnel, administration and curriculum in specific areas indicate the rank order impact (high to low) of these specific area: students' achievement, professional development, teachers delivering instruction, relations between school and community, management.

**Two-Tailed T-tests** were calculated for the means of selected areas.

**Null Hypothesis:**

- a. The Mean impact on finance, personnel, administration, and curriculum in reaction to students' achievement vs. teachers delivering instruction was equal.

- b. The Mean impact on finance, personnel, administration, and curriculum in relation to students achievement vs. professional staff development was equal.
- c. The Mean impact on finance, personnel, administration, and curriculum in relation to teachers delivering instruction vs. professional staff development was equal.
- d. The Mean impact on finance, personnel, administration, and curriculum in relation to management vs. relations between school and community was equal.

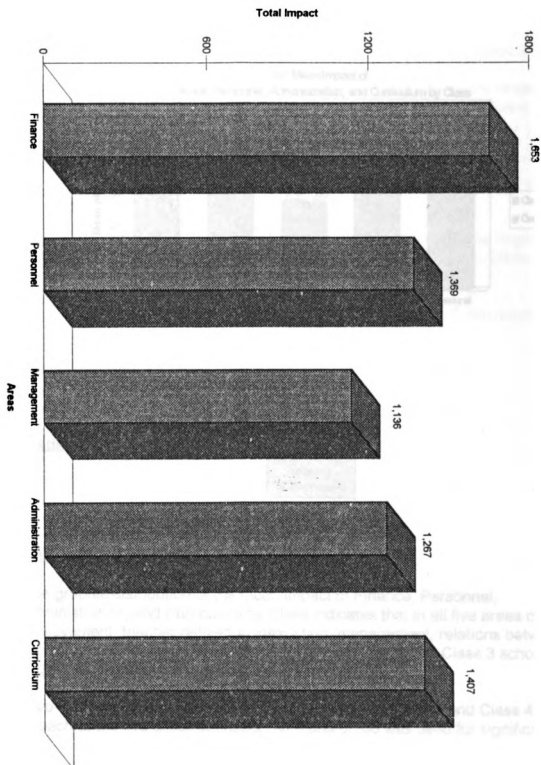
### **Results**

a. Students vs Teachers	P=.258	DO=104	Not Significant
b. Students vs. Pro. Dev.	P=.324	DO=104	Not Significant
c. Teachers vs. Pro. Dev.	P=.041	DO=104	<b>Significant</b>
d. Manag. vs. Pub. Relat.	P=.000	DO=104	<b>Significant</b>

The null hypothesis for Student Achievement vs. Teachers delivering instruction and Student Achievement vs. Professional Development was accepted as the means were not significantly different. It appears that Student Achievement was not impacted by State reform efforts in the areas of finance, personnel, administration and curriculum more than the Teacher delivering instruction or professional development.

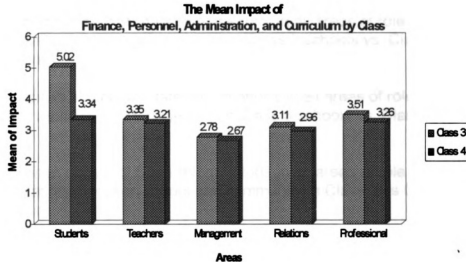
The null hypothesis for Teachers delivering instruction vs. professional staff development and Management vs. relations between school and community were rejected as the means were significantly different. It appears that there was a greater impact on Teachers delivering instruction than professional staff development in areas of finance, personnel, administration, and curriculum. Also, it appears that there was a greater impact on Management than relations between school and community in areas of finance, personnel, administration, and curriculum.

### Total Impact of Finance, Personnel, Management, Administration, and Curriculum





**Hypothesis: #6b The Mean impact of Finance, Personnel, Management Administration, and Curriculum by Class**



**Statistics**

Number of Responses
105

**Analysis:**

The graphic distribution of the mean impact of Finance, Personnel, Administration, and Curriculum by Class indicates that in all five areas of student achievement, teacher delivering instruction, management, relations between school and community, and professional development, the Class 3 school was slightly more impacted than the Class 4 schools.

**Two-Tailed T-tests** were run against the means of Class 3 and Class 4 schools in each of the five areas of impact. An alpha of .05 was used for significance.

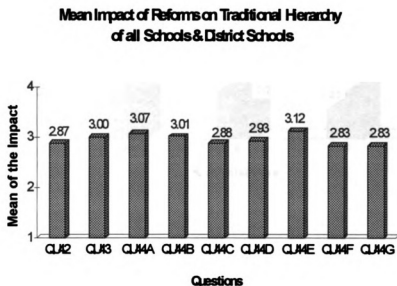
**Null Hypotheses:**

- a. The mean impact of State reform efforts in all areas of role responsibilities for Student Achievement in Class 3 schools vs. Class 4 schools is equal.
- b. The mean impact of State reform efforts in all areas of role responsibilities for Teacher delivering instruction in Class 3 schools vs. Class 4 schools is equal.
- c. The mean impact of State reform efforts in all areas of role responsibilities for Management in Class 3 schools vs. Class 4 schools is equal.
- d. The mean impact of State reform efforts in all areas of role responsibilities for relations between school and community in Class 3 vs Class 4 schools is equal.
- e. The mean impact of State reform efforts in all areas of role responsibilities for professional development is equal.

Students 3 vs.4	P=.172	DF=103	Not Significant
Teachers 3 vs. 4	P=.327	DF=103	Not Significant
Management 3 vs.4	P=.464	DF=103	Not Significant
Relations 3 vs.4	P=.205	DF=103	Not Significant
Pro.Dev. 3 vs. 4	P=.069	DF=103	Not Significant

In all calculations the null hypotheses have been accepted as there was no significance between the means. It appears that the mean impact of Student achievement , teachers delivering instruction, management, relations between school and community, and professional development in Class 3 schools has had a no greater impact than in Class 4 schools.

**Hypothesis: #6c The Mean Impact of Reforms on Traditional Hierarchy of All Schools and District Schools**

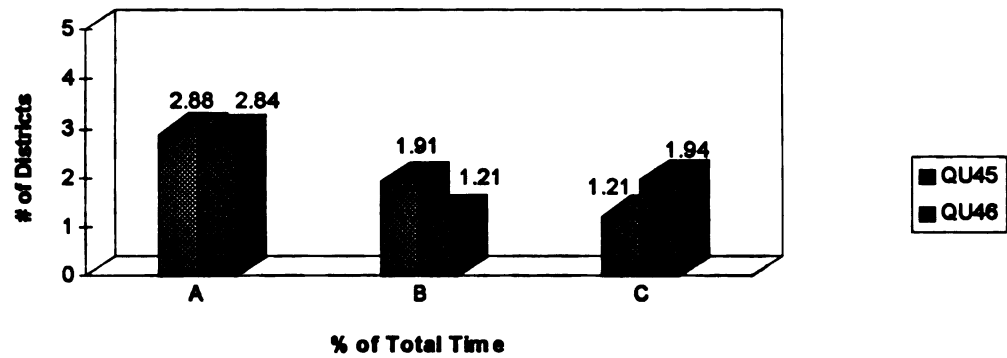


**Statistics**

Number of Responses
107

**Hypothesis: #6d Total % of Annual Superintendent Time Spent on Compliance**

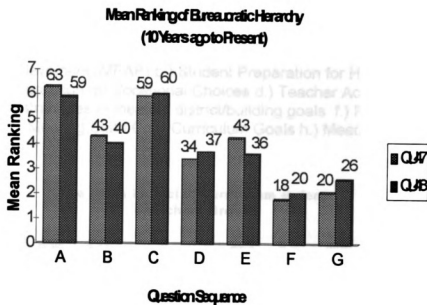
**Total % of Annual Superintendent Time Spent on Compliance**



**Statistics**

Number of Responses
101

**Hypothesis: 6e Mean Ranking of Bureaucratic Hierarchy**



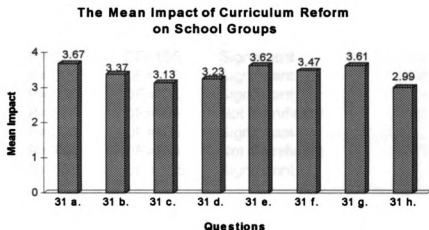
**Statistics**

Number of Responses
101

**Hypothesis: #7a The Mean Impact of Curriculum Reform on School Groups**

There has been significant impact on specific curriculum reform efforts in relation to:

- a.) Student Achievement (MEAP) b.) Student Preparation for Higher Learning  
c.) Student Preparation for Vocational Choices d.) Teacher Accountability  
e.) Leadership strategies in meeting district/building goals f.) Parent/Community Involvement g.) Meeting State Core Curriculum Goals h.) Meeting National Goals 2000/



**Statistics**

Number of Responses
105

**Analysis:**

The distribution of data indicates a mean rank ordering of impact as :

1. Student Achievement (MEAP)
2. Leadership Strategies in meeting district/building goals
3. Meeting State Core Curriculum Goals
4. Parent/Community Involvement
5. Student Preparation for High Learning
6. Teacher Accountability
7. Student Preparation for Vocational Choices
8. Meeting National Goals 2000

**Two-Tailed t-tests** were run on Student Achievement against all categories, Teacher Accountability against all categories and Leadership against all categories. The choices for running t-tests were determined by which categories tended to impact or be significant on other categories.

#### **Null Hypotheses:**

a. The mean impact on specific curriculum reform efforts in relation to Student achievement vs all other categories is all equal.

#### **Results:**

##### **Student Achievement**

A vs. B	P=.000	DF=105	Significant
A vs. C	P=.000	DF=105	Significant
A vs. D	P=.000	DF=105	Significant
A vs. E	P=.876	DF=105	Not Significant
A vs. F	P=.020	DF=105	Significant
A vs. G	P=.744	DF=104	Not Significant
A vs. H	P=.000	DF= 105	Significant

The null hypotheses were rejected in categories B,C,D,F, and H as the means were significantly different . Thus, Student Achievement was more significantly impacted by curriculum reform efforts than the areas of student preparation for higher learning, student preparation for vocational choices, teacher accountability, parent/community involvement, and meeting national Goals 2000. The null hypotheses for E and G were accepted as the means were equal. This indicates that there was equal impact on Student Achievement as there was on leadership strategies in meeting building/district goals and meeting state core curriculum goals.

##### **Teacher Accountability**

D vs. B	P=.071	DF=105	Not Significant
D vs. C	P=.175	DF=105	Not Significant
D vs. E	P=.000	DF=105	Significant
D vs. F	P=.003	DF=105	Significant
D vs. G	P=.000	DF=104	Significant
D vs. H	P=.013	DF=.013	Significant

The null hypotheses were rejected in categories E,F,G,and H, as the means were significantly different. The null hypotheses for B and C were accepted as the means were equal. Therefore, it appears that teacher accountability has not been impacted greater by reform efforts in curriculum than student preparation

for higher learning or student preparation for vocational choices. But, teacher accountability has had greater impact by curriculum reform efforts than leadership strategies to meet goals, parent/community involvement, meeting state core curriculum goals, and meeting national Goals 2000.

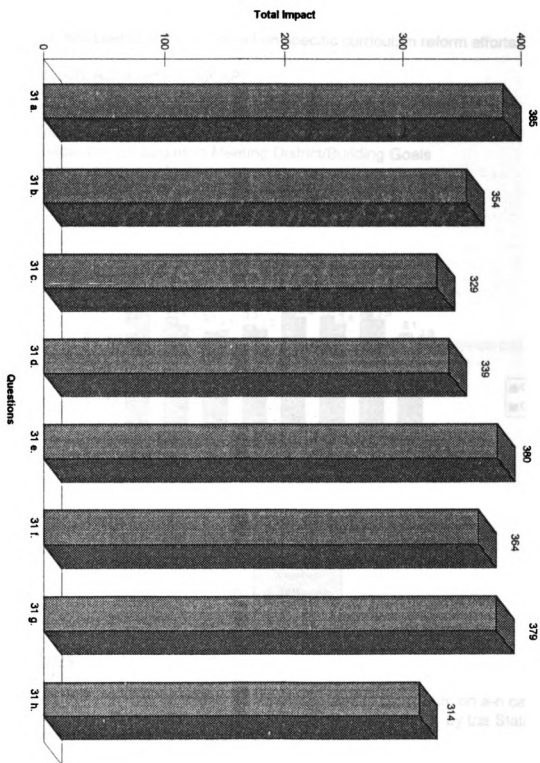
#### Leadership

E vs. B	P=.001	DF=105	Significant
E vs. C	P= .000	DF=105	Significant
E vs. D	P= .000	DF=105	Significant
E vs. F	P=.024	DF=105	Significant
E vs. G	P=.097	DF=104	Not Significant
E vs. H	P=.000	DF=105	Significant

The null hypotheses was rejected in categories B, C, F and H as the means were significantly different. It appears that leadership was more greatly impacted by State reform efforts through curriculum than teacher accountability, parent/community involvement, meeting National Goals 2000. However, there was equal impact in the area of meeting State core curriculum goals. The null hypothesis was accepted in category G as the means were equal. This indicates that there was equal impact on meeting State core curriculum goals as there was impacting leader strategies in meeting the district/building goals.



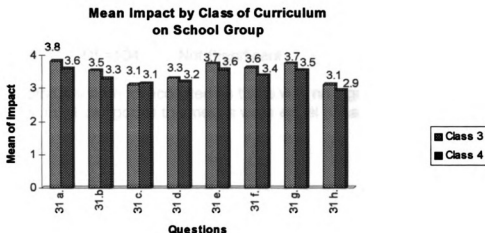
Total Impact of Curriculum Reform on School Groups



**Hypothesis: #7b Mean Impact by Class of Curriculum on School Groups**

There has been significant impact on specific curriculum reform efforts in relation to:

- a. Student Achievement (MEAP)
- b. Student Preparation for Higher Learning
- c. Student Preparation for Vocational Choices
- d. Teacher Accountability
- e. Leadership Strategies in Meeting District/Building Goals
- f. Parent/Community Involvement
- g. Meeting State Core Curriculum Goals
- h. Meeting National Goals 2000



**Statistics**

Number of Responses
105

**Analysis:**

The graphic distribution of Mean impact by Class of curriculum on a-h categories indicates that in all categories Class 3 was impacted greater by the State reforms on curriculum than Class 4.

**Two-Tailed T-tests** were calculated for each area. An alpha of .05 was used for significance.

### **Null Hypotheses**

a. The impact of State reform effects on curriculum in categories a-h have means that are equal.

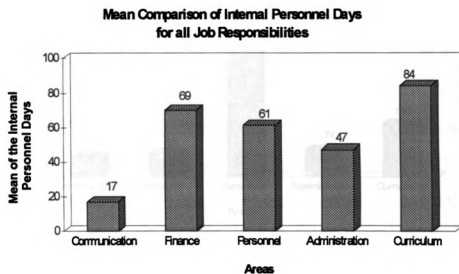
### **Results:**

In all categories the null hypotheses were rejected as the means were significantly different between classes.

A.	P=.059	DF=104	Not Significant
B.	P=.133	DF=104	Not Significant
C.	P=.836	DF=104	Not Significant
D.	P=.597	DF=104	Not Significant
E.	P=.341	DF=104	Not Significant
F.	P=.162	DF=104	Not Significant
G.	P=.229	DF=103	Not Significant
H.	P=.263	DF=104	Not Significant

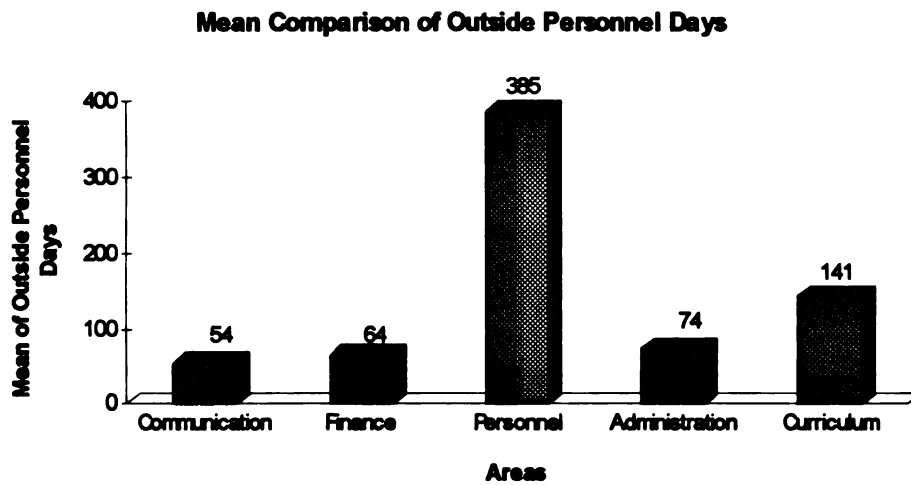
The null hypotheses were all accepted as there was no significance between the means. Thus, in all categories the means were equal to each other.

**Hypothesis: #7c Mean Comparison of Internal Personnel Days for all Job Responsibilities**



**Statistics**

Number of Responses
102

**Hypothesis: #7d Mean Comparison of Outside Personnel Days****Statistics**

Number of Responses
92

## **Data Analysis**

### **Part III: Supporting Propositions**

#### **Introduction**

The purpose of the supporting propositions was to provide a disaggregation of the data in both visual and narrative form. This data was a tabulation of the responses of the local public school superintendents to the fifty-three questions asked in the survey. Each proposition was given three means of analysis. One, a statistical analysis with the number of responses to the question, the minimum and maximum values of each observation, the mean of the responses, the standard deviation, and the coefficient of variation. Second, a graphic explanation of the data. It indicated the number of responses in relation to a breakdown by a numerical division or percentage of answers to a particular question. Third, a narrative analysis of the data presented (See Appendix I, Part III- Supporting Propositions).



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THE EFFECTS OF STATE BUREAUCRATIC REFORM EFFORTS  
ON  
THE ROLE OF THE LOCAL SUPERINTENDENT  
AND  
THE STRUCTURE OF LOCAL PUBLIC SCHOOLS

BY

Diane Marie Scheerhorn

VOLUME II

A DISSERTATION

Submitted to  
Michigan State University  
in partial fulfillment of the requirements  
for the degree of

DOCTOR OF PHILOSOPHY

Department of Educational Administration

1995

Dr. Philip Cusick

## **Chapter Five**

The purpose of this study was to describe and explain the effect of state reform efforts on superintendents and on the organizational structure of public schools. The researcher has described the state reform efforts for the past twenty-five years and has argued that because the impact of those reform efforts, there have been changes in the superintendent's role and changes in the structural organization of public schools.

More specifically, the study was subdivided into two general questions with five exploratory questions each. The exploratory questions were designed to gather data that would determine the answers to the general questions. The general questions of the study were; one, "What is the effect of state reform efforts on the superintendent's role?" second, "What is the effect of state reform efforts on the organizational structure of public schools?" To begin the summary of the study, the researcher will review the ten exploratory questions with a brief narrative for each answer. Second, the research will return to the background story that the three former and current state superintendent told in relation to the development of the state reform efforts and correlate the stories with the findings of the study. Third, there will be a final summary of the study expressed from the researcher's perspective.

### **The Effect of State Reform Efforts on Superintendent's Role**

#### **Exploratory Question #1-**

**What is the effect of the State reform efforts on the responsibilities of the**

**local superintendent in the area of communication.**

The state reform efforts have financially impacted all school districts. There appeared to be equal spending for assuring communication compliance regardless of the size of the district. The total cost of communication in comparison to the other five areas of role responsibilities was lowest.

Superintendents spent about 6% of their annual time on meeting compliance issues in the area of communication, and they hired annually over thirty hours of outside resource staff and utilized more than 20 days of central office staff time.

The superintendents responded that the greatest impact from communication reform was on communication between school, parents, and community, between administrators and staff and on student achievement on MEAP. There was greater impact on MEAP scores, communication between school, parents, and community and management in larger school districts (Class 3 ) than in smaller ones (Class 4).

**Exploratory Question #2**

**What is the effect of the State reform efforts on the responsibilities of the local superintendent in the area of finance?**

All superintendents indicated a financial impact on their districts in assuring compliance of reform efforts in the area of finance. The greatest number of total dollars spent in comparison of all five compliance areas was finance. It was significant to note that Class 3 schools spent more on finance

reform than Class 4 schools and on insuring that compliance was reached, the superintendents spent 10% of their annual time meeting these requirements. Coinciding with the superintendent's time spent on compliance, was sixty-nine and a half days of internal staff time and sixty-two hours of outside resource time. Interesting was the fact that Class 3 schools used more internal days than Class 4 meeting compliance, but were equal in the Mean number of outside hours purchased.

Significantly impacted by the finance reform efforts were the areas of professional development and management. Management was negatively impacted and professional development slightly positive. The areas of student achievement on MEAP, school, relations between school and community, and teacher delivering instruction were all neutrally impacted.

### **Exploratory Question #3**

**What is the effect of the State reform efforts on the responsibilities of the local superintendent in the area of personnel?**

In the area of personnel the school districts were impacted annually with cost to meet new compliance reforms. In total dollars spent to meet these compliances, the area of personnel ranked second. It held true in the area of personnel, that the larger the districts, the more money spent on this area of compliance.

Maintaining compliance in personnel, the superintendent spent another 5% of his annual time, which ranked 3rd in mean time spent on compliance in

relation to the other five areas. Keeping the district in adherence with public acts, the superintendents purchased an average mean of two hundred nine outside resource hours and used a Mean average of 60.82 days of internal personnel time. The Mean outside resource hours purchased were equal among all districts, but it appeared that Class 3 districts used more days than Class 4 district.

#### **Exploratory Question #4**

**What is the effect of the State reform efforts on the responsibilities on the local superintendent in the area of administration?**

Total cost to meet compliance reform efforts in the area of administration was significant in local school districts. In total dollars spent and in Mean dollars, the area of administration ranked consistently second. Class designation was not a factor in the cost to meet compliance in the area of administration. Superintendents spent a mean average of 7% of their time assuring compliances in this area. They used up to 47 days of central office time in meeting reform efforts and purchased 72 hours on the average for outside resource time. In both internal and outside time, there was no significance in between classes. In relation to the impact the administrative reforms have had on school groups, each group was ranked as having been neutrally impacted.

#### **Exploratory Question #5**



**What is the effect of the state reform efforts on the responsibilities of the local superintendent in the area of curriculum.**

The reform efforts have impacted curriculum by a total cost of \$11,244,000. This ranks third in both total cost and mean total cost for compliance reform assurance. The cost factors for reform efforts were not notably different between class sizes of districts.

The superintendent's total annual Mean time spent on curriculum compliance was 12%. This was the greatest amount of time spent on any area for assuring compliance. Again, in this area, there was no significance between Class 3 schools and Class 4. However, superintendents annually used a Mean of 84 days of internal central office staff to meet compliance and 139 purchased outside hours.

Impacting student achievement, teacher instructional delivery, the relationship between the school and community, and professional development, there was a positive or neutral to positive impact as identified by the superintendents. Further relationships of impact were established for teacher accountability, and leadership as powerful tools in the connection of student achievement, preparation for higher learning, parent/community involvement, meeting state core curriculum goals and meeting National Goals 2000.

**Exploratory Question #5a**

**What is the effect the state reform efforts have had on the local superintendent's job responsibilities, leadership style, career plans, and**

**their health?**

There were five questions asked that related the superintendent's opinion of the impact of the reform efforts to their job responsibilities. First, the responses of superintendents on the impact of state reforms affecting their job responsibilities was neutral. The researcher believed the mixed response was due to a misinterpreted question.

Second and third, the impact of state reform issues in relation to the superintendent's job responsibilities in explaining the new reforms as well as the reform impact on board turn-overs, elicited very neutral responses. Fourth, in relation to job stress, it appeared that the reforms had a negative or neutral effect on the superintendents, and fifth, health impacts were very neutral.

Those questions pertaining to role conflict; career plans, leadership style, decision making and assistance acquired in meeting the new State reform efforts, received mixed responses. The impact on career plans was strongly neutral with a negative skew. The data on leadership style definitely pointed toward a shift from a management role to an instructional leader. The feelings of the superintendents also indicated that they were experiencing more involvement of staff and community in decision making processes. There was a strong belief that the Intermediate schools districts provided the greatest assistance in helping local schools meet the State reform compliances.

The researcher bases many of the answers to the questions just described due to the fact that 70% of the superintendents who responded to this survey had less than 10 years of experience. Forty-three of the respondents

had less than 5 years of experience.

## **General Question #2**

### **The Effect of State Reform Efforts on School Structure**

## **Exploratory Question #6**

**What is the effect of the State reform efforts on the hierarchy of authority in the structure of the local public schools?**

Superintendents indicated there was a neutral impact, due to reform issues, on the traditional hierarchial structure in their schools as well as on all schools in the state. The superintendents felt that students and community were slightly positively impacted, while teaches, support staff, principals, Board of Education and most significantly the superintendent were negatively impacted.

The superintendents responded that the traditional hierarchial structure had changed from before PA25. Today, the most significant structure in governing schools is the State, then Board of Education, followed by the Federal government. Five years ago, the Board of Education was the leader of the local educational organization.

In relation to the seven groups of people who impacted schools, the change from ten years earlier was the communities' involvement in the school district.

## **Exploratory Question #7**

**What is the effect of the state reform efforts on the division of labor and**

**specialization in structure of local public schools?**

In all five areas of role responsibilities of the superintendent with regards to time spent on compliance issues, there was significant time ( an average of 40%) personally spent by the superintendent. That means the superintendent has had to alter, adjust, or delegate the areas he or she had to replace with assuring new compliance issues. Time in relation to internal central office days spent on compliance issues was on an average 46.2 days, which means that either additional help was hired or again added job responsibilities were taken on by the employees. Those districts who had to hire outside resource hours purchased an average of 107 hours annually.

**Exploratory Question #8**

**What is the effect of the state reform efforts on the rules and regulations in the structure of the local public schools?**

The area of Administration is responsible for reinforcing the rules and regulations of the school district. Through the Board policies and guidelines, the school carries out the responsibilities of managing the organization. Due to the state reform efforts in the area of Administration, a significant cost increase was experienced annually. It was evident that the larger the school district, the more dollars were needed to meet these compliances. Not only did it cost the district additional dollars, but also man power was extended. It took the superintendent 7% of his time to meet the compliance issues, there was a mean of 48.5 days of internal staff time needed, and an additional 71.4 hours of outside resource time

purchased. However, through administrative reform efforts, the impact of the compliance efforts did positively impact students, teachers and the area of professional development.

### **Exploratory Question #9**

**What is the effect of the State reform efforts on the employees hired on the basis of qualifications in the structure of the local public schools?**

In a public school the personnel director has the responsibility of meeting the policy and state reform initiatives for hiring and maintaining the qualifications of the district's personnel. The research has shown that to meet new state finance compliances, there were significant dollars spent per district. Actually, the cost to meet finance reform efforts ranked first in mean dollars spent in comparison to the other four areas of superintendent role responsibilities. It was evident that after testing the Means of the total dollars spent on personnel requirements, the larger school district spent more money on meeting the requirements as well as it did in having to spend the greatest dollars on hiring outside hours to help with compliance.

Whether it's a personnel director in a larger district or the superintendent in a small district, the superintendents who responded in this study indicated that they spent 5% of their time meeting the personnel compliance issues.

Coinciding with the impact on the superintendent's time and the personnel needed to meet the compliances, the new reforms impacting personnel, had a neutral impact on school groups.

**Exploratory Question #10**

**What is the effect of the State reform efforts on the efficiency of the structural organization of the local public schools?**

This study has proven that the reform efforts on public school organization had been a significant impact financially. The hours the superintendent must spend to meet compliance, the hours taken from the regular routine of central office staff, and the purchase of outside resource people hours proving the powerful impact of these new reform issues.

With all the expense and effort to meet the new compliance efforts, superintendents indicated that they felt very little positive impact from these requirements on students' achievement, teacher delivery system, relations with the community, professional staff development or in management. In some cases such as instructional delivery and student outcomes of preparation for higher learning or vocational choices, the impact was negative.

The personal impact of these reforms as expressed by the superintendents was not all that significant in regards to their health, the job stress, or on their career choices. However, their leadership style has had to move from a management perspective to an instructional leader. There is more involvement in the organizational structure of schools with parent involvement and the overtaking of the State's position as manager of the local public schools. It can be concluded that before PA 25, 1991, the superintendent was hired by the Board to carry out their policies, but today the superintendent is hired by the locals and is working for the State.

## **Conclusion**

The purpose of the study was to describe and explain the impact of the state reform efforts on the role of the superintendent and the organizational structure of the public schools.

First, the impact of the role of the superintendent. The conclusion is that the role of the superintendent has been severely altered by the state reforms. He or she spends 40% of available time administrating, supervising, managing, leading and communicating matters related to the state. The study could not describe the past role of the superintendent in relation to the role expansion created by the state reforms. However, evidence brought forth through this study substantiates that it is reasonable to conclude that the role of the superintendent has vastly been altered.

Second, the purpose of the study was to describe and explain changes wrought by state reform efforts in the organizational structure of schools. The answer is that state reforms have forced schools to become more bureaucratic. There are more rules, more regulations, people, and resources to monitor the rules and regulations. At the same time, state reforms have made the district reorganizations broader, more diffuse, diverse, and inclusive. The combination of increased bureaucracy on one hand and increased purview on the other is responsible for changes in the role of the superintendent. She or he has more things to do, more people to see and be concerned about, and less authority to direct either the things being done or the people doing them. State reform efforts have profoundly altered both the role of the superintendent and the

organizational structure of local schools.

### **Review- A Return to the Background**

The research concludes that the State reform efforts have created a realignment in the organization and operation of public schools. Compliance to the reform efforts have had an impact on the role of the public school superintendent and the organizational structure of local public schools. The research has indicated an activist and progressive State Department of Education that has made it its business to right inefficiencies, injustices, and inequities whenever it feels necessary. The sum of these effects had been initiated through laws, mandates, Attorney General Opinions, and State Board of Education Documents.

It was the State superintendents who described their actions while in office as being motivated by dissatisfaction with conditions in public schools. The steps the four State superintendents initiated or supported over the past twenty-five years, are the catalysts for the net effect of shifting control from the local district to the state. That shift in control is the antagonist in creating role changes and organizational structural change in today's schools.

Dr. John Porter believed then, as now, that "philosophically there are school districts that don't have desirable conditions to succeed" ... "philosophically those districts are surviving" (Porter). As the following twenty-five years evolved, Dr. Porter's beliefs became a reality. It was the State Board of Education adopted Documents such as **"Goals 2000, Delivering the**



**Dream"**, the **"Michigan Blueprint for Action"** and today's State mandated **Core Curriculums**, that have given local school districts direction for meeting Dr. Porter's vision.

The passage of **P.A. 25 of 1990**, was the Public Act that most closely paralleled Dr. Porter's **"Six-Step Accountability Model"** of 1968. It was and continues to be the one mandate that forces schools to change the conditions within to impact student outcomes. Dr. Porter stated, " We said in the six-step accountability model, 'We've got to have goals, we've got to have objectives, we've got to have needs assessment, we've got to have a delivery system... and then we've got to have evaluation. And you've got to report to the public on how well you're doing'" (Porter). Public Act 25 forced districts to set goals and objectives that were aligned with a researched based State curriculum. The curriculum required objectives that were performance and measurement orientated so that they could be assessed in order to determine their continued progress. P.A. 25 acknowledged the need to change and or expand the teacher delivery system and provide funding for professional development (Grant 15-125). In correlation to the six-step accountability plan, today, the evaluation tool is the Michigan MEAP test and the public notification is the district and building level annual reports.

The first attempt at performance-based education came in 1969 when Porter's administration initiated the Michigan Educational Assessment Program. The idea behind the M.E.A.P. was that once the assessment was completed, the delivery system could be changed to better facilitate student learning. The

whole purpose, according to Porter, "was to try to get schools to face up to the fact that they were not educating all the children" (Porter). The push the state felt the locals needed was to be initiated through this test. From a State level perspective all programs, laws, and reform elements since 1969 have been related in one way or another to M.E.A.P. and the continuation of performance based education. Problems evolved from this line of thinking due to the media's scrutiny and embellished manner in which the scores have been published state-wide creating an opportunity to compare student achievement between schools. Also, the State attached monetary repercussions as well as management scrutiny on districts who do not meet certain levels of achievement by designated periods of time. This has created panic and frustration for local districts. The researcher questions if these penalties were the "pushes" that Dr. Porter really intended when he initiated the M.E.A.P. for the purpose of forcing schools to face up to the need to change?

According to the study, today's superintendents indicated that in all areas of their role responsibilities, students' achievement has been only neutrally to slightly positively impacted. The teachers' delivery system and professional staff development areas that should help the student outcomes, were also, only neutrally or slightly positively impacted. The significant cost these mandates have imposed on schools do not seem to have produced the results that can justify or equate with dollars spent.

The second area of significance during Dr. Porter's years of State superintendent, produced The Bursley "Equal Yield" plan for State Aid in 1973.

The premise of the plan was to promise every district an equal amount of money for its pupils in return for an equal effort in terms of millage. The problem with the Bursley Act was that it failed to achieve its primary objective due to inadequate funding and the presence of out-of-formula districts which received no state aid because they could generate more money through local dollars. Funding continues to be a problem in schools today. In 1994 a new form of State funding to schools went into effect. Again, equal dollars were promised schools. However, this time, the State controlled the dollars sent to schools. In May of 1995, the State's take over of funding the schools ran into road blocks. This was due to a 1991 Michigan Supreme Court ruling on retirement funding for public employees. The districts will now have to assume a greater percentage of the retirement funding. The impact once again will be at the local school level, as the State will not make up the difference for dollars spent on retirement. This takes money away from the funding of quality educational reform efforts.

The question to ask in relation to this study is whether there will be enough monies to support the additional costs to keep up with the State mandates, Public Acts, and laws. If schools do not meet the requirements set by the State, there are 5% penalties for each unfulfilled compliance. Again, the question should be asked, "Is the push to make schools more accountable for quality student outcomes really going to be achievable if dollars are continually being taken away to meet State legislative decisions?" and with the loss of local control of dollars given to support schools, who controls the future of the public school?

Dr. John Porter was also responsible for other reform issues that impacted schools even today. These include: a Uniform School Accounting and Reporting Act., the School Code was rewritten, the Headlee Amendment, immunization requirement of students, just to name a few. Today, these new reform issues continue to cost the school district money. The more mandates that are placed on schools, the more personnel it takes to facilitate them. The study has proven that there are a significant number of internal central office staff days that are annually used as well as purchased outside resource hours in order to meet State compliance. A good example is the new immunization requirements. Staff must continually keep current immunization in today's schools, and if by November the criteria are not met, 5% of the districts budget is forfeited back to the State. Even though the reasoning behind the mandates is good, the monetary repercussions could be devastating to districts.

The evidence of State educational reform through Dr. John Porter's reign as State superintendent, was significant in that it threatened the established norm of the way schools and the educational system were being managed. His intent forced the locals to become more accountable, more productive, and move toward equity. However, the cost, the direction, and the outcomes are still to be seen, as superintendents still do not feel the new State initiatives are impacting schools to the extend Dr. Porter had intended.

Dr. Philip Runkel followed Dr. Porter as State superintendent for the next seven years. Throughout his tenure, a tremendous number of mandates and State Board of Education documents focused the State Department of Education

and thus the local schools through a period that promoted productivity and accountability. The role of the superintendent was refocused on promoting student outcomes, while the organizational structure of the schools was impacted by implementing and meeting the new reform deadlines.

The State Board of Education documents were the driving force during these eight years. The writing and the contents of these documents were strongly influenced by the "Nation at Risk" national document. "The Common Goals of Michigan", "The Blue Print for Action" and the "Goals 2000-Education for a New Century", focused on purposes and desirable outcomes for a meaningful education experience. The objectives of the documents were all encompassing. They guided districts toward improved learning, formatted a new curriculum standard, encouraged changing and strengthening the profession through professional staff development, established the idea of measurable outcomes and how the State could help local schools meet their goals.

The finances of schools were also changing at this time. Perhaps the one funding change at the State level that caused a great deal of misunderstanding and impact on local school elections, was the use of State Lottery funds for education. The use of lottery money was used to help public education, but in actuality it replaced general fund monies that had been originally earmarked for education. The lottery money did not provide additional money to help finance public schools. The misrepresentation of the lottery funds caused and continued to cause mistrust of funding schools for years after the public became aware of

the truth.

Financial incentives (class size, foreign language courses, etc.) to districts provided schools the opportunity to receive money for meeting requirements that would support positive learning environments. However, today the schools have lost these incentives and they are all rolled into a total foundation per student allowance. Truth and Taxation, Transportation regulations, building guidelines for asbestos and chemicals, substitute regulations for maximum number of work days before it was mandated by the state they be hired permanently, developmental kindergarten and early fives programs are all examples of mandates, Public Acts and Attorney General Opinions that negatively impacted public schools both financially and with personnel demands during the eight years of Dr. Runkel's tenure. The negative impact continues today.

As Phil Runkel stated about schools in the 80's:

Schools were doing a lot of things...Michigan was certainly into school improvement ideas. So, there was some momentum moving there...in doing things. These (reforms) were initiatives that might help move things forward. But they were primarily initiatives done by the local schools (and) the intermediate districts. Things that we supported... But basically there was momentum to improve the schools. And it was the principals, primarily, (saying) "if you improve teaching - you improve learning."  
(Runkel)

Donald Bemis became superintendent following Dr. Runkel. During the five years of his tenure, the schools once again were inundated with policy changes that were aimed at enhancing school reform initiatives. These mandates cost the locals a tremendous amount of extra dollars in assuring their compliance and instituting them. Although the mandates promoted a safe

learning environment, encouraged retirement of veteran teachers through a M.I.P. program and established a retirement program, the cost to maintain them continued to eat away at district funds.

Interestingly, Bemis felt the mandates forced the schools to change but the change wasn't felt in the management or operational structure of the district.

Bemis insists:

There are very few mandates in the State of Michigan. It's really the carrot-and-stick approach- as opposed to just the stick...By mandates, I mean things the schools absolutely have to do. Now if you consider a mandate something (that) if you don't do it, you don't get your money, that's something different (Bemis).

Bemis' feelings toward mandates may have been true for the late 80's and into the early 90's, but proof of new requirements in PA 25 force financial repercussions if the requirements by districts were not met. It is true that PA 25 isn't mandated, but the requirements enforcing the act have been financially linked to assuring compliance.

National and State documents on education continued to direct and guide districts toward outcome based educational goals. The change in the documents was the focus on the communities and families commitment as an integral part of the learning community, higher learning opportunities for all students, and site-based decision making.

Bemis commented that PA 25 comes the closest to Porter's "Six Step Accountability Model" He also indicated that it was the most significant step taken by the State of Michigan so far toward educational reform. "In Michigan we've never had a statewide agenda," he says "We are the closest to it with the

advent of Public Act 25. " (Bemis) He believed that the PA 25 document turned up the heat in local schools to move quality education ahead. Bemis foresaw the impact of PA 25, but today the schools have lost the incentive funding for meeting the State PA 25 requirements. Now districts lose money, not gain monies, if they do not initiate and report the requirements. If enacted correctly, each district will have continuous school improvement processes, complete mission statements, 3-5 year goals, building-level decision-making processes a core curriculum that is aligned with the state objectives, outcome based student objectives, MEAP tests ( today schools must meet a State required level of proficiency in order to be accredited or lose financial support and possibly lose their local management of the district), and starting in 1995-96 a State proficiency exit exam, endorsed diplomas, portfolios for each student, and annual reports to the community. All of the impacts of PA 25 have added financial burdens onto districts in meeting these requirements. Just the monumental task of ensuring their implementation and follow through are costly man hours to districts. A reminder that in Bemis' tenure, there were incentives to initiate these requirements, but now there are no additional funding and the reforms must still be initiated. Not only is there a financial burden placed on the local level, but the new powers derived thereof, combine to give the State-level educational bureaucracy more control over the operations and mission of local districts than any other piece of legislation in the history of Michigan educational reform.

Dr. Robert Schiller is currently the acting State superintendent. He became superintendent in 1992 and believes that " much of PA 25 is a roll-up of



those things which most of the schools...should have been doing or have been doing over time. Namely the school improvement process." He considers PA 25 "a rigorous agenda for moving schooling to a higher level" (Schiller).

### **Final Note:**

What has really happened to the role of the local superintendent and the structural organizational structure of local school districts over the past twenty-five years? The study concludes that the role of the superintendent has been expanded. This expansion has occurred due to more demands being placed on the superintendents by the State supplanting control through new mandates and requirements. The bureaucratic hierarchy of the organizational structure within the governance of schools has been altered by the rigorous involvement of the governor, legislature, state department, and attorney general.

Our four past State superintendents shed light on the situational changes in the role of the local superintendents by indicating that the changes provided for more autonomy of local decisions, decisions that are made to meet requirements set or mandated by the State governor and the State legislature. Dr. Schiller supports this premise by stating that there is , "as much or greater flexibility and local autonomy than ever before, within a framework of expectation" (Schiller). He continues by stating that the State has been and continues to be keeping a "delicate balance between its capacity to enact new laws and regulations to move ahead schools and schooling, and to maintain the local incentive, the local flexibility, the local innovation (Schiller).

Dr. Porter and Dr. Schiller agree that with the expanding State bureaucratic control of schools, local districts have the freedom to make decisions on how to carry out the States agenda, "You'd set up a set of expectations, consistent with Public Act 25 if you want to, and then you would say to the school districts, you're responsible for the delivery system. There's no State control of delivery" ( Porter). Dr. Runkel feels that the State is exerting too much control through legislation and mandates, " The pressures on superintendents are coming from all these forces," ..."And they're much greater. And bureaucracy is part of it. It's a force that you didn't use to have. It started with special education, the testing, and then you keep moving through..." (Runkel).

The State superintendents agree with the respondents in the study on the change in administrative style that has been brought about by the State level changes, "less management, more leadership" (Schiller). Runkel speaks to "empowering" the superintendents, by giving them resources and room to move, while the collection of the State mandates do exactly the opposite. However, the reality of the position still exists for over 500 of the districts in the state, that of carrying out the day to day responsibilities of the superintendent and still meeting the new demands of the new State mandates. It was best capsulated by Mr. Bemis:

I went up north one time to the university, and I invited a group of superintendents to come in and talk about some issues. This guy came in with this baseball cap on and a Mackinaw jacket on, and said please excuse him but he had been repairing the roof. It was raining and it was leaking. And if the roof was going to be repaired, he had to repair it. It was not a complex situation. You know, it's

kind of like running a small retail store. For the 560 school superintendents in Michigan, that's what it's like to 500 of them... I mean, you're going to have to climb up and fix the leaky roof. ( Bemis)

Superintendents responded to the survey by stating that job stress had not really changed all that much due to the reform efforts. The State superintendents agreed with this assessment. Mr. Bemis suggests that the job has and will continue to be a high stress position. "Whatever you're going through currently always seems the most difficult. But the dynamics that were involved were essentially the same....Now there's more things to think about from the State....The superintendent's job is to keep the engine running....My job was, pretty much, to implement the best ideas of the staff. That, I think, is the role of a good superintendent" (Bemis). Dr. Porter basically agrees with that premise, except he believes that there are more challenges than twenty years ago due to public agitation and tax burdens in funding schools.

The impact of the State on the role of the superintendent and organizational structure of schools is best assumed by Bemis when asked the question, "Are we going to be totally guided by the State level?" He provided a resounding, "Yes" (Bemis). The state superintendents agreed with the local superintendents' assessment of the change in the bureaucratic reorganization of governance of public schools. The Governor is the major player pushing the agenda, while the State Board has lost considerable power, suggests Porter. Runkel describes the political change in Lansing as "...the Governor has pretty much control of this thing" (Runkel) and Bemis put it bluntly, "The Department has pretty much been decimated under the current administration." (Bemis).

The changes in the Governor's role as a powerful force in the State bureaucracy influencing the educational agenda, is strongly stated through quotes from Dr. Runkel and Dr. Schiller himself. Dr. Runkel suggests that what has been expected of the latest two State superintendents has been "to do almost anything to please the Governor" (Runkel). This assessment was consistent even with Dr. Schiller's assessment of his own position: "My role has been very clear from the start, by the Governor and the State Board, to take the package (PA25) and make it work. Implement it, or reshape it where I thought best" (Schiller).

Next to the Governor, the consensus among the four State superintendents seemed to be, that the Legislature has come to wield the most power regarding the educational agenda. Schiller put it, "Lawmakers control the policy agenda because they control where the money's coming from and how much money ... "You have an active Governor, you have an active Legislature" (Schiller). The local superintendents are caught in a Catch-22. They are now hired by the locals but work to carry out the agenda of the State.

In ending this study, the research asks the question, "Has the impact of all the State changes really made a difference in quality education for students?" The local superintendents felt that there had been little impact to date. Dr. Schiller commented, "Every initiative that's been created from the outside that's been put into schools and states, to this time, have not had any sustained impact. Because, only very few of them have been sustained over time- or funded" (Schiller). As our current State superintendent, his planned approach

to change this scenario is to approach educational reform in the future in the following manner:

Rather, at least where I'm trying to drive it, is that there be no new initiatives that would externally move schools, and what we have. Rather, where we need to go is to provide the resources available to schools. For example, in my mind, that if we are able to work through the accreditation process, work through the assessment process- to then be able to provide much more concentrated technical assistance to schools that are not successful. Or districts that want to do something different... OK? ... A greater emphasis on teacher training, teacher in-service. A greater emphasis on assisting those schools that are not finding success" (Schiller).

### **The Researchers Perspective**

#### **Part I**

The purpose of this study was to describe and explain the effect of state reform efforts on superintendents and on the organizational structure of public schools. The researcher described the state reform efforts for the past twenty-five years and argued that because of the impact of those reform efforts, changes in the superintendent's role and changes in the structural organization of public schools could be determined.

Throughout analysis of the study, there was a recurring theme that became more evident as the study progressed. The prevalence of legislation that fostered involvement in management decisions and perpetuated participatory management styles, (Tables 1-4) was being negated by the burden of fulfilling the obligations of the state reform compliances. In reality the legislation that was promoting involvement was in actuality creating more bureaucracy, and sabotaging site based decision making processes. What was happening was an exorbitant number of new legislative reform efforts that were

organizational complexity, time, money, and people power in order to meet the demanded compliances, compliances that were regulated by the threat that if they were not met, penalties would result in loss of state aid funding. Although the legislation was not always mandated, the requirements stipulated that if the local district did not meet the requirements, they would lose 5% of their state aid funding for each violation.

The data from the study supported by the responses of the local superintendents indicated that with all the new state reform efforts the quality of student achievement was not being significantly affected. Thus, the impetus of the reform efforts was falling short of its intentions. As the researcher and a practicing public school superintendent, I question if the effects of the reforms can be analyzed effectively at this time. Public Act 25 has only been in existence for four years and each year new requirements that would enhance student achievement continue to be implemented. Also, the testing of the student achievement levels would take at least three to six years to determine if progress is really taking place. The MEAP tests do not test the same students each year to measure progress, as the assessment test only evaluates grades 4,5,7,10, and 11 in different subjects each year. Therefore, the general public can be misled by each year's published test results. Also, the intention of the MEAP tests was originally designed to help local districts evaluate their own progress, not to compare test results between schools, creating yet another obstacle for schools to overcome. Even today, new legislation is pending that will regulate the amount of progress that schools must obtain each year on the

## LEADERSHIP STYLES

**Table 1**      **Style by Communications**

	Negative	No Impact	Positive	Totals
<b>Traditional</b>	6	5	1	12
<b>Varied Styles</b>	12	27	12	51
<b>Participatory</b>	11	17	16	44
<b>Totals</b>	23	44	28	95

**Table 2**      **Style by Finance**

	Negative	No Impact	Positive	Totals
<b>Traditional</b>	9	1	2	12
<b>Varied Styles</b>	26	17	8	51
<b>Participatory</b>	20	12	11	43
<b>Totals</b>	55	30	21	106

**Table 3**      **Styles by Personnel**

	Negative	No Impact	Positive	Totals
<b>Traditional</b>	10	2	0	12
<b>Varied Styles</b>	25	20	6	51
<b>Participatory</b>	17	19	8	44
<b>Totals</b>	52	41	14	107

## LEADERSHIP STYLES

**Table 4**      **Style by Administration**

	Negative	No Impact	Positive	Totals
<b>Traditional</b>	9	1	2	12
<b>Varied Styles</b>	18	22	11	51
<b>Participatory</b>	17	15	10	42
<b>Totals</b>	44	38	23	105

**Table 5**      **Style by Curriculum**

	Negative	No Impact	Positive	Totals
<b>Traditional</b>	6	4	2	12
<b>Varied Styles</b>	13	21	17	51
<b>Participatory</b>	14	12	17	43
<b>Totals</b>	33	37	36	106



### **Leadership Styles Analysis**

Using a Cronbach's alpha to measure equivalence, the researcher combined question 50 and 51 from the survey. These two questions addressed the superintendent's leadership style effected by the reform efforts and the involvement of staff in decision making processes of the district. The alpha measured .759 which is a strong measure of equivalence of each item. The alpha is also an indicator of the underlying attitude of the administrative style/leadership approach.

The tables 1-5 indicate the leadership style correlation to the five areas of role responsibilities. The leadership style was correlated against the reform effect on management in each area of the role responsibility questions.

#### **Scale to responses on survey:**

Traditional Style= a response less or equal to 2.5

Varied Style= greater than 2.5 but less than or equal to 3.5

Participatory= greater than 3.5

#### **Analysis:**

**Style by Communication-** Most superintendents responded with a varied leadership style and no impact on management due to reform efforts.

**Style by Finance-**The majority of the superintendents responded with either a varied leadership style or a participatory style and a negative impact on management due to the reform efforts.

**Style by Personnel-** The majority of the superintendents responded with a varied leadership style and a negative or no impact on management due to the reform efforts.

**Style by Administration-** The majority of the superintendents responded with a varied leadership style with no impact or a negative impact on management due to the reform efforts.

**Style by Curriculum-** The majority of the superintendents responded that with a varied leadership style and no impact or a positive impact on management due to the reform efforts.

In conclusion, most superintendents responded that they had a varied or participatory leadership style in correlation to effects of implementing reform efforts in all five areas of role responsibilities. The impact on management due to the reform efforts were generally negative or with no impact except in the

categories of curriculum. In curriculum, the responses were evenly distributed.

It would be safe to state that most superintendents in this sample use varied leadership styles or are participatory leaders. The impact of the state reforms on management have had little impact or fairly negative impact in all role responsibilities of management except in curriculum where the impact is varied.

**MEAP or lose 5% of their state aid funding.**

**The concerns that arise from the new reform efforts are the time infringements on an already demanding set of role responsibilities for the local superintendents and their subordinates. The enormous amount of bureaucratic red tape in filing forms to meet the compliances take extra time, people power and funding. The effect on the total district is a disconnectedness from the purpose of most of the legislation, involvement. Also, there is a steady increase of state usurping control over public schools. Although many state level bureaucrats would argue that schools have more autonomy to make decisions on how to carry out the reform efforts, the reality is that the locals must work to meet the requirements or lose funding to operate their schools.**

**Personally, I feel the participatory leader is heading for a fall, and that the state mandates, regulations, and requirements foster participation, but the state creates obstacles for promoting the process. The direction of the legislation disheartens the school leader and reinforces the school manager. In the manager's defense, it is much easier to just make decisions than it is to rally an entire staff and teach them skills to help make decisions that are only taken away or circumvented by legislation. For those of us who are naturally leaders, we will survive the impact of the legislation, but we will never achieve the success that could be achieved with legislative support.**

**The impact of the reform efforts on the local superintendent has been significant. The role of the superintendent has been severely altered by the state reforms. He or she spends forty percent of available time administering,**

supervising, managing, leading, and communicating matters related to the state reform issues. Although the study did not describe the past role of the superintendent in relation to the role expansion, it was evident from the research that it is reasonable to conclude that the role has vastly changed.

The organizational structure of schools was also changed. The effects of the state reforms have forced schools to become more bureaucratic. There are more rules, more regulations, people, and resources to monitor the rules and regulations. At the same time, state reforms have made the district reorganizations broader, more diffuse, diverse, and inclusive. The combination of increased bureaucracy on one hand and increased purview on the other is responsible for changes in the role of the superintendent. He or she has more things to do, more people to see and be concerned about, and less authority to direct either the things being done or the people doing them. State reform efforts have profoundly altered both the role of the superintendent and the organizational structure of local schools.

## **Part II**

Statistically, the support of the study indicates that state reform efforts have cost Michigan school districts a total of \$90,016,000 dollars annually . This is money that could have been spent to foster and promote programs to enhance student achievement.

Superintendents spent more than 40% of their annual time working to meet compliance issues. Whether that time was spent implementing, explaining, processing, evaluating, and/or documenting the mandates, the time factor

became an issue. For all the other job responsibilities that the new mandates took precedence over, the former tasks were shifted to other personnel creating yet another dilemma for the superintendent to contend with.

Due to the shifting of the superintendent's responsibilities in meeting compliance issues, there were a total of 28,346 total internal personnel days used to either assume responsibilities shifted to other personnel or to help meet the new state requirements. Also, there were outside hours hired to pick up the demands that were shifted from the subordinates' job responsibilities. There were a total of 44,717 total hours hired to help meet the new reform issues. These outside resources created yet another financial burden on the school districts.

Finally, the data proved that with all the new mandates, there was very little impact on student achievement. More people were involved in decision making processes of the district. There was a shift in control from the local board of education to the state level in governing schools, but basically the whole premise of the reform issue to date had been missed. State reform was to increase academic achievement for our people. The question must be reverted back to the new trends of state level . The change in bureaucratic control from the state superintendent to the governor and legislators appears to be negatively affecting the impact of the direction of public schools. Legislators are making regulations without a complete understanding of the repercussions of their actions. There is a need for a mechanism for communication, research, and planning for Michigan public schools. As Dr. Runkel indicated, if he were state

superintendent today, he would develop a long range systemic plan for public education. I strongly believe he is absolutely correct. Public schools should not be at the mercy of state individuals who do not have the understanding of leading, educating, or planning for student achievement. I do believe the state is on the right track with PA 25. Assisting and nudging schools to change is good, but only if the direction is well planned, evaluated and supported.

In closing, the public is being forced to believe all students can learn to their own capabilities. Public education has taken public abuse for a number years. It is time for the negative image of education to change. I strongly believe the state bureaucrats, the media, and the educational professionals must ban together to promote the overwhelming task that confronts us each day. In very few other professions, do so few people impact the lives of so many. Educators deserve a fair chance to achieve success with tomorrow's leaders.

### **Suggestions for Further Study**

The researcher has described and explained the educational reform efforts that have taken place over the past twenty-five years in the State of Michigan and how they have expanded the State Department of Education's role in governing public schools and have altered the bureaucratic hierarchy of governance in Michigan public schools.

The conclusions to this study open opportunities for further studies:

1. A continuation of this study by assessing five to ten years of the student achievement standards that resulted from the continuation of the state's reform efforts. Specifically, the M.E.A.P. tests, proficiency exit tests, and State core curriculum goals.
2. A continuation of this study in relation to evolution of school finance and its impact on local schools.
3. A further study on the change in the State bureaucratic hierarchy and its impact on the structural organization in governing public schools.
4. A ten year study on the impact of State reforms in relation to superintendent's role responsibilities 1990-2000.

**APPENDIX I:**  
**DATA ANALYSIS**



## **Data Analysis**

### **Part 1: Exploratory Questions**

#### **Introduction:**

**Part one of the analysis of data is a correlation and/or comparison, and substantiation of data for answers to the exploratory questions. The data supports the overall analysis of the responses to the survey questions as they relate to an item of analysis.**

**The exploratory questions were the focal questions of the study. They represent questions constructed to determine the effect of the reform efforts on the five research based role responsibilities of the superintendent and the five research based areas of organizational structure, as it related to schools.**

**The explanation of the answers to the questions in this section give detailed explanations to the answers of the exploratory questions. The answers are based on disaggregation of answers from each survey question, percentages of responses from the questions, statistical analysis, and significance of mean data ( t-tests). The statistical data have been described in narrative terms, with a detailed explanation of the superintendents' responses which indicate the effect of the reforms in relation to each exploratory question.**

### **Exploratory Questions - Part I**

**Purpose:** To determine the effect of the State reform efforts on the role of the local superintendent and the organizational structure of local public schools.

#### **The effect of State reform efforts on Superintendent's ROLE**

##### **Items of Analysis**

##### **Exploratory Questions:**

- #1. What is the effect of the the State reform efforts on the role responsibilities of the local Supt. in the area of **communications**?

**Items of Analysis: #1,2,3,4,5,33**

- #2. What is the effect of the State reform efforts on the role responsibilities of the local Supt. in the area of **finance**.

**Items of Analysis: # 7,8,9,20,11,33**

- #3. What is the effect of the State reform efforts on the role responsibilities of the local Supt in the area of **personnel**?

#### **The effect of State reform efforts on school STRUCTURE.**

##### **Items of Analysis**

##### **Exploratory Questions:**

- #6. What is the effect of State reform efforts on **hierarchy of authority** in the structure of the local public schools?

**Items of Analysis:#42,43,44**

**45,46,47,48**

- #7. What is the effect of the State reform efforts on the **division of labor and specialization** in structure of local public schools?

**Items of Analysis:**  
**#21,22,24,35,36,37,50,52**

- #8. What is the effect

**Items of Analysis: #,13,14,15,16,17,18  
33.**

- #4.** What is the effect of the State reform efforts on the role responsibilities of the local Supt. in the area of **Administration.**

**Items of Analysis: # 20,21,22,23,24,33.**

- #5.** What is the effect of the State reform efforts on the role responsibilities of the local Supt. in the area of **Curriculum.**

**Items of Analysis: 26,27,28, 29, 30,32,33.**

- #5.a.** What is the effect State reform efforts have had on the local Superintendent's job responsibilities, leadership style, career plans, and their health?

**Items of Analysis:  
35, 36, 37, 38, 39, 40, 41, 50, 51,  
52**

the State reform efforts on the **rules and regulations** in the structure of the local public schools?

**Items of Analysis:  
20,21,22,23,24,52**

- #9.** What is the effect of the State reform efforts on the **employees hired on the basis of qualifications** in the structure of the local public schools?

**Items of Analysis:  
13,14,17,18,35,36.**

- #10.** What is the effect of the State reform efforts on the **efficiency** of the structural organization in of the local public schools?

**Items of Analysis:  
1, 7, 13, 20, 26, 2, 8  
14, 21, 26, 3, 9, 15, 22  
28, 5, 11, 18, 24, 30,  
35, 36, 52**

## **Data Analysis**

### **Part II: Hypothesis II**

#### **Introduction:**

The purpose of Part II data analysis is to provide a comprehensive overview of the impact of the state reform efforts on school districts to meet state compliances. There are seven sets of hypotheses that have been analyzed according to the survey data. Each set correlates the data from the survey questions and is specifically related to the total dollars spent on reform compliance, the total percentage of annual superintendent time spent on compliances, the total number of internal personnel days used to meet compliance, the total number of outside resource people hours needed to meet compliance, and the impact of the reform efforts on various school groups. Each of the seven sets of hypotheses is analyzed according to total dollars spent, mean cost of compliance, class comparison of dollars spent for compliance, and in some instances, the relationship of the tenure of the superintendent to the effect on the cost or time to meet compliance.

## **Part II: Supporting Propositions**

1. The effects of the state reform efforts have had significant financial impact on the cost to implement them in the areas of school: communications, finance, personnel, administration, and curriculum.

**Items of Analysis: #1,7,13,20,26**

2. The effects of the State reform efforts have had significant impact on the percentage of annual time the local Superintendent devotes to meeting compliance in the areas of school: communications, finance, personnel, administration, and curriculum.

**Items of Analysis: #2,8,14,21,27**

3. The effects of the State reform efforts have had significant impact on number of days required for compliance in the areas of school: communications, finance, personnel, administration, and curriculum.

**Items of Analysis: #3,9,15,22,28.**

4. The effects of the State reform efforts have had significant impact on the number of outside resources (hired hours needed to meet compliance of in the areas of school: communications, finance, personnel, administration, and curriculum.

**Items of Analysis: #4,10,17,23,29.**

5. The State reform efforts have had significant impact on communications in the areas of :

- a. student achievement on M.E.A.P..
- b. communication between administration and staff.
- c. communication between school, parents, and community.
- d. communication between your district and the state.
- e. the management of the school district.

**Items of Analysis: #5a,b,c,d,e.**

6. The State reform efforts have had significant impact on school finance, personnel, administration and curriculum in the areas of:

- a. students
- b. teachers delivering instruction
- d. relations between school and community
- e. professional development

**Items of Analysis:** #11 a,b,c,d,e; #18 a,b,c,d,e;  
#24 a,b,c,d,e; #30 a,b,c,d,e.

7. There has been significant impact on specific curriculum reform efforts in relation to:

- a. student achievement (MEAP)
- b. student preparation for higher learning
- c. student preparation for vocational choices
- d. teacher (accountability)
- e. leadership strategies in meeting district/building goals
- f. parent/community involvement
- g. meeting state core curriculum goals
- h. meeting national Goals 2000

**Items of Analysis:** # 31 a,b,c,d,e,f,g,h

8. In the five identified areas of State reform, the following is the order of most significant impact: finance, curriculum, communication, personnel, administration.

**Items of Analysis:** #33

## **Data Analysis**

### **Part III: Supporting Propositions**

#### **Introduction**

The purpose of the supporting propositions was to provide a disaggregation of the data in both visual and narrative form. This data was a tabulation of the responses of the local public school superintendents to the fifty-three questions asked in the survey. Each proposition was give three means of analysis. One, a statistical analysis with the number of responses to the question, the minimum and maximum values of each observation, the mean of the responses, the standard deviation, and the coefficient of variation. Second, a graphic explanation of the data. It indicated the number of responses in relation to a breakdown by a numerical division or percentage of answers to a particular question. Third, a narrative analysis of the data presented.

**Part III: Supporting Propositions**

1. The State reform efforts have an impact on the cost to comply to specific Public acts regarding communication.

**Items of Analysis: #1**

2. The State reform efforts have had a positive impact on the percentage of Superintendent's annual time required to assure compliance with specific Public Act regarding communication.

**Items of Analysis: #2**

3. The State reform efforts have had a positive impact on the number of internal central office personnel people days required to carry-out specific Public Acts regarding communication.

**Items of Analysis: #3**

4. The State reform efforts have had an impact on the number of outside resource people hours required to support specific Public Acts regarding communication.

**Items of Analysis: #4**

5. The State reform efforts impacting communication have positively affected:
  - 5.a. student achievement on M.E.A.P. scores
  - 5.b. communication between administration and staff
  - 5.c. communication between school, parents, and community
  - 5.d. communication between your district and the state
  - 5.e. the management of the school district

**Items of Analysis: #5 a,b,c,d,e**

6. Local Superintendents were highly confident with their answers to questions on specific State reform efforts impacting areas of communication.

**Items of Analysis: #6**



7. The State reform efforts have had a positive impact on the cost to comply to specific Public Acts regarding finance.

**Items of Analysis: #7**

8. The State reform efforts have had a positive impact on the percentage of the Superintendent's annual time required to assure compliance with specific Public Acts regarding finance.

**Items of Analysis: #8**

9. The State reform efforts have had a positive impact on the number of internal central office personnel people days required to support specific Public Acts regarding finance.

**Items of Analysis: #9**

10. The State reform efforts have had a positive impact on the number of outside resource people hours required to support specific Public Acts regarding finance.

**Items of Analysis: #10**

11. The State reform efforts impacting finance have positively affected:

- 11.a. students
- 11.b. teachers delivering instruction
- 11.c. management
- 11.d. relations between school and community
- 11.e. professional development

**Items of Analysis: #11 a,b,c,d,e**

12. Local Superintendents were highly confident with their answers to questions on specific State reform efforts impacting areas of school finance.

**Items of Analysis: #12**

13. The State reform efforts have had a positive impact on the annual cost to comply to specific Public Acts regarding personnel.

**Items of Analysis: #13**

14. The State reform efforts have had a positive impact on the percentage of the Superintendent's time required to assure compliance with specific Public Acts regarding personnel.

**Items of Analysis: #14**

15. The State reform efforts have had a positive impact on the number of internal central office personnel people days required to support specific Public Acts regarding personnel.

**Items of Analysis: #15**

16. The State reform efforts have had a positive impact on the number of instructional staff days required to support specific Public Acts regarding personnel.

**Items of Analysis: #16**

17. The State reform efforts have had a positive impact on the number of outside resource people hours required to support specific Public Acts regarding personnel.

**Items of Analysis: #17**

18. The State reform efforts impacting personnel have positively effected:

- 18.a. students
- 18.b. teachers delivering instruction
- 18.c. management
- 18.d. relations between school and community
- 18.e. professional development

**Items of Analysis: #18 a,b,c,d,e**

19. Local Superintendents were highly confident with their answers to questions on specific State reform efforts impacting areas in personnel.

**Items of Analysis: #19**

20. The State reform efforts have had a positive impact on the districts annual cost to comply to specific Public Acts regarding administration.

**Items of Analysis: #20**

21. The State reform efforts have had a positive impact on the percentage of Superintendent's annual time required to assure compliance with specific Public Acts regarding administration.

**Items of Analysis: #21**

22. The State reform efforts have had a positive impact on the number of internal central office personnel people days required to support specific Public Acts regarding administration.

**Items of Analysis: #22**

23. The State reform efforts have had a positive impact on the number of outside resource people hours required to support specific Public Acts regarding administration.

**Items of Analysis: #23**

24. The State reform efforts impacting administration have positively affected:

- 24.a. students
- 24.b. teachers delivering instruction
- 24.c. management
- 24.d. relations between school and community
- 24.e. professional development

**Items of Analysis: #24 a,b,c,d,e**

25. Local Superintendents were highly confident with their answers to questions on specific State reform efforts impacting administration.

**Items of Analysis: #25**

26. The State reform efforts have had a positive impact on the districts annual cost to comply to specific Public Acts regarding curriculum.

**Items of Analysis: #26**

27. The State reform efforts have had a positive impact on the percentage of Superintendent's annual time to comply to specific Public Acts regarding curriculum.

**Items of Analysis: #27**

28. The State reform efforts have had a positive impact on the number of internal central office personnel people days required to support specific Public Acts regarding curriculum.

**Items of Analysis: #28**

29. The State reform efforts have had a positive impact on the number of outside resource people hours required to support specific Public Acts regarding curriculum.

**Items of Analysis: #29**

30. The State reform efforts impacting curriculum have positively affected:
- 30.a. students
  - 30.b. teachers delivering instruction
  - 30.c. management
  - 30.d. relations between school and community
  - 30.e. professional development

**Items of Analysis: #30 a,b,c,d,e**

31. The State reform efforts impacting curriculum have positively affected:
- 31.a. student achievement (M.E.A.P.)
  - 31.b. student preparation for higher learning
  - 31.c. student preparation for vocational choices
  - 31.d. teacher (accountability)
  - 31.e. leadership strategies in meeting district/building goals
  - 31.f. parent/community involvement
  - 31.g. meeting state core curriculum goals
  - 31.h. meeting national Goals 2000

**Items of Analysis: #31 a,b,c,d,e,f,g,h**

32. Local Superintendents were highly confident with their answers to questions on specific State reform efforts impacting curriculum.

**Items of Analysis: #32**

33. The order of greatest change in the Superintendent's role responsibility created by State reform efforts is: highest to lowest - Finance, Administration, Curriculum, Personnel, and Communication.

**Items of Analysis: #33**

34. Local Superintendents were highly confident with their answer to ranking the effort of State reform efforts on the local Superintendent's areas of responsibility.

**Items of Analysis: #34**

35. The State reform efforts have had a positive impact on the job responsibilities of local Superintendents.

**Items of Analysis: #35**

36. The State reform efforts have had a positive impact on the local Superintendent's time spent explaining the State reforms to the Board of Education.

**Items of Analysis: #36**

37. The State reform efforts have had a positive impact on the turn-over of local Board members.

**Items of Analysis: #37**

38. The State reform efforts have negatively impacted on job stress for the local school superintendent.

**Items of Analysis: #38**

39. The State reform efforts have negatively impacted the health of local Superintendent.

**Items of Analysis: #39**

40. The State reform efforts have negatively impacted local superintendent's career plans.

**Items of Analysis: #40**

41. The local Superintendents were highly confident with answers to questions specific to the impact State reform efforts have had on their job responsibilities, career and health.

**Items of Analysis: #41**

42. The State reform efforts have impacted the local traditional hierarchial structure of public schools.

**Items of Analysis: #42**

43. The State reform efforts have positively impacted local school's traditional hierarchial structure.

**Items of Analysis: #43**

44. The State reform efforts have positively impacted local hierarchial structures within local schools with regards to:

- a. students
- b. teachers
- c. support staff
- d. principals
- e. community
- f. Board of Education
- g. superintendent

**Items of Analysis: #44 a,b,c,d,e,f,g.**

45. In the ranking of significance of bureaucratic hierarchial structure prior to PA 25, in governing schools was: first, the local Board of Education; second, the State level; and third, the Federal Government.

**Items of Analysis: #45**

46. In ranking the bureaucratic hierarchial structure that has the most impact in governing schools today is: first, State level; second, Local Boards of Education; and third, Federal Government.

**Items of Analysis: #46 a,b,c,d,e,f,g.**

47. In ranking the bureaucratic hierachial structure that most impacted the governing of schools ten years ago the order was: first, Board of Education; second, the Superintendent; third, the Community; fourth, the Principals; fifth, the teachers; sixth; the support staff; and seventh, the students.

**Items of Analysis: #47 a,b,c,d,e,f,g.**

48. In ranking the bureaucratic structure that most impacts the governing of hierarchy in your school today the order is: first, Board of Education; second, Superintendent; third, Principals; fourth, Community; fifth, Teachers; sixth, Support Staff; and seventh, Students.

**Items of Analysis: #48**

49. Local Superintendents were highly confident with their answers to bureaucratic structure of hierarchy.

**Items of Analysis: #49**

50. The reform efforts have altered the Superintendent's administrative style toward instructional leadership.

**Items of Analysis: #50**

51. The reform efforts have positively altered the Superintendent's involvement in the decision making process in the district to more staff involvement.

**Items of Analysis: #51**

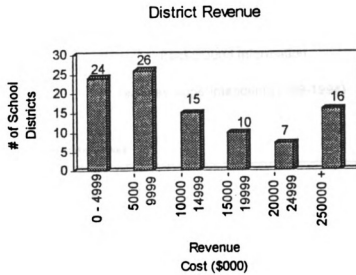
52. The ranking of which groups have had the greatest amount of assistance in helping local schools meet their State reform compliances is: first, ISD's; second, State Department of Education; third, Hired Resources; and fourth, other districts.

**Items of Analysis: #52**

53. Local Superintendents were highly confident with their answers to the effects of State reform efforts on the Superintendent's leadership.

**Items of Analysis: #53**

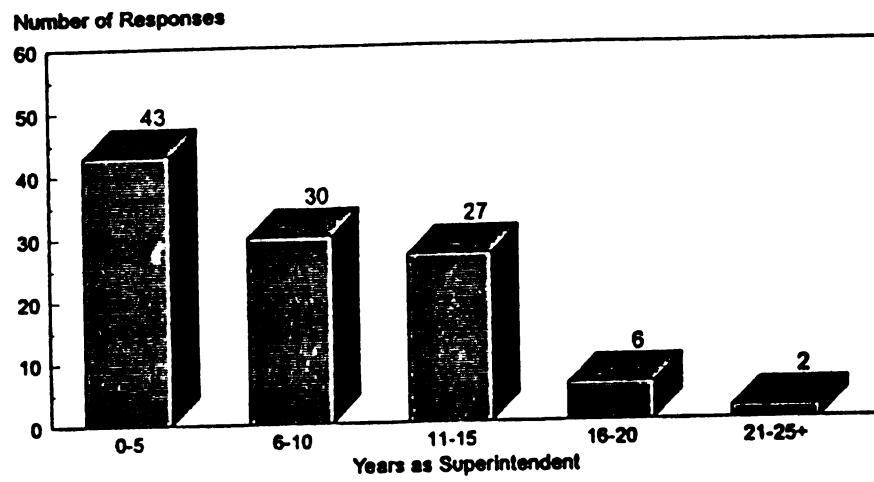


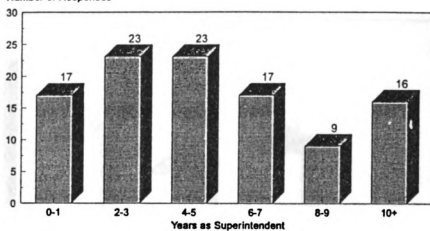
Background Information:Statistics

Number of Responses
98

### Background Information

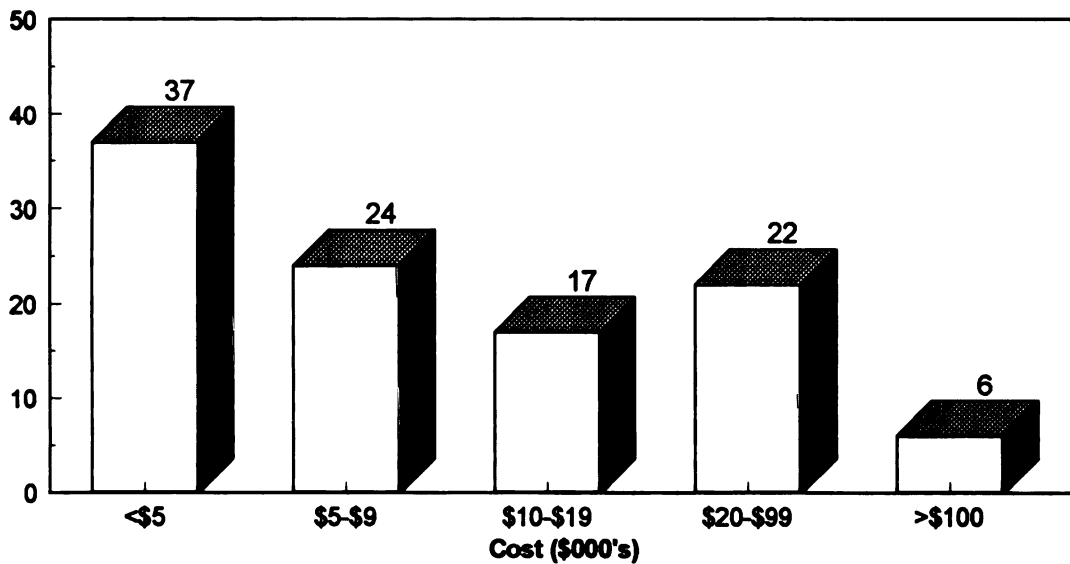
#### Years as Superintendent (1969-1994)



**Background Information****Years in District as Superintendent****Number of Responses**

**Proposition: #1 :**

The State reform efforts have had a positive impact on the cost to comply to specific public acts regarding communication.

**Communications****Annual Cost for Compliance Reform****Number of Responses****Statistics**

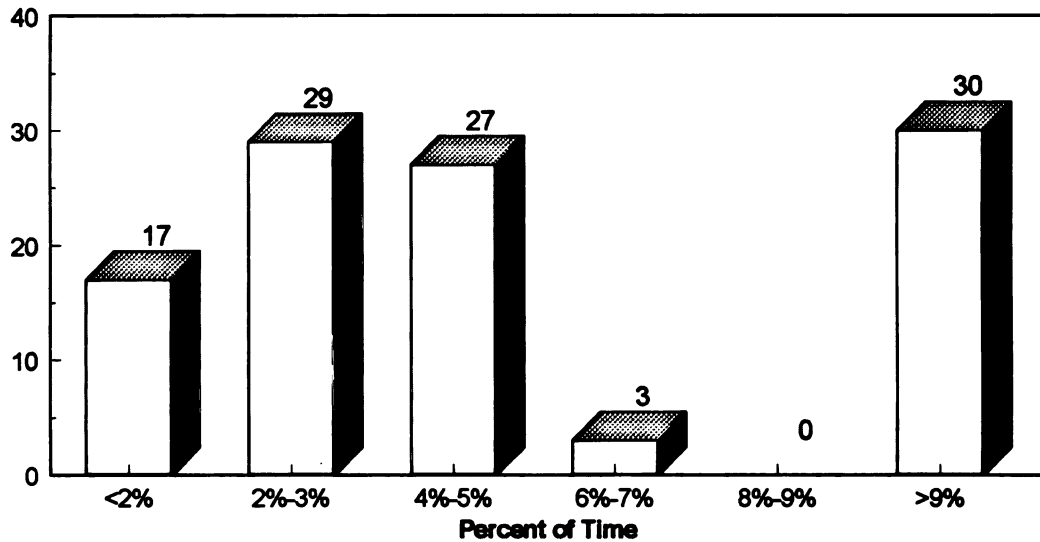
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
108					

**Analysis:**

The above distribution of responses to question #1 indicates that 53 (49%) out of 108 districts spent less than \$9,000 on communication reform compliance and 39 (36%) of the districts spent between \$10,000 and \$99,000. The remainder of the 6 (5%) districts spent over \$100,000. It can be concluded that there has been a positive impact on the cost to comply to specific State reforms regarding communication. Thus the data supports the proposition.

**Proposition: #2**

The State reform efforts have had a positive impact on the percentage of Superintendent's annual time required to assure compliance with specific Public Acts regarding communication.

**Communications****Annual Time for Reform Compliance****Number of Responses****Statistics**

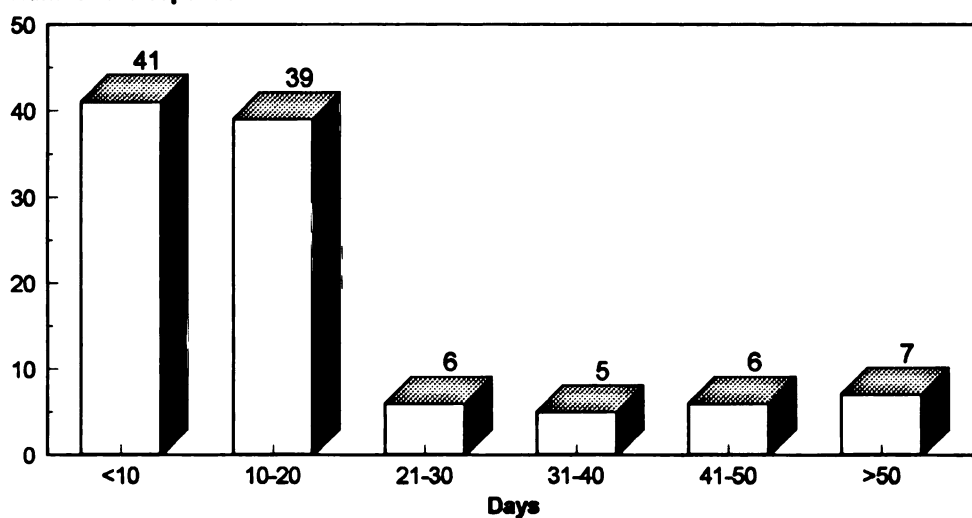
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
106	0	40	5.663	5.522	.975

**Analysis:**

The above distribution of responses to question #2 indicates that 73 (69%) out of 108 superintendents spent up to 5% of their annual time meeting communication reform compliance. The 3 (3%) districts spent either 6-7% of their time and 30 (28%) districts spent greater than 9%. It can be concluded that there has been a positive impact on the percentage of Superintendent's annual time required to assure compliance with specific Public Acts regarding communication, thus the data supports the proposition.

**Proposition: #3**

The State reform efforts have had a positive impact on the number of internal central office personnel people days required to carry-out specific Public Acts regarding communication.

**Communications****Central Office Personnel Required to Assure Compliance****Number of Responses**

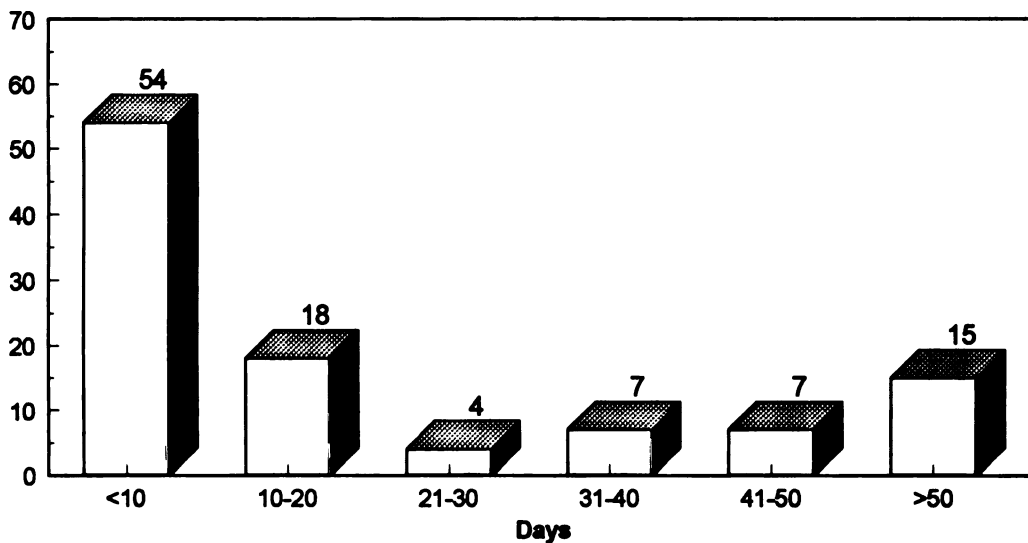
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
107	0	135	17.711	21.530	1.216

**Analysis:**

The above distribution of responses to question #3 indicates that 83 (78%) of the 104 districts spent 20 or less central office personnel days on communication reform compliance. It can be concluded that there has been a positive impact on the number of internal central office personnel people days required to carry-out specific Public Acts regarding communication. Thus, the data supports the proposition.

**Proposition: #4**

The State reform efforts have had a positive impact on the number of outside resource people hours required to support specific Public Acts regarding communication.

**Communications****Outside Personnel Required to Assure Compliance****Number of Responses****Statistics**

Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
105	0	2400	49.858	237.383	4.761

**Analysis:**

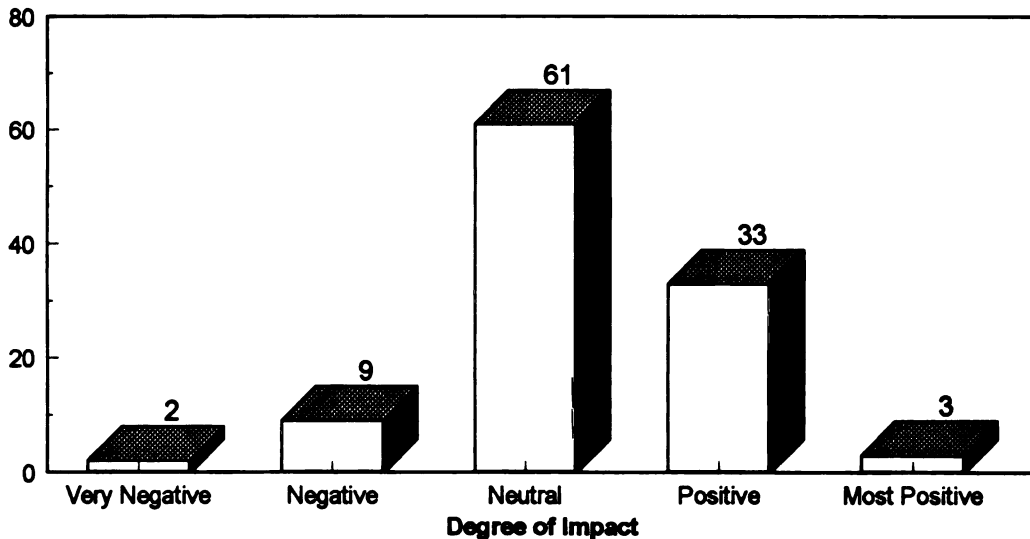
The above distribution of responses to question #4 show that 54 of the 105 districts or 51% of the respondents indicated that they purchased less than 10 outside personnel days to meet communication reform compliance. However, a total of 76 respondents or 72% indicated that they purchased 30 days or less. The remaining 28% or 29 districts purchased 31 or more hours. It can be concluded that there has been a positive impact on the number of outside resource people hours required to support specific Public Acts regarding communication. Thus, the data supports the proposition.

**Proposition: #5a**

The state reform efforts impacting communication have positively effected student achievement on M.E.A.P. scores.

**Communications****Impact of State Reform on M.E.A.P. Scores**

Number of Responses

**Statistics**

Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
108	1	5	3.241	.722	.223

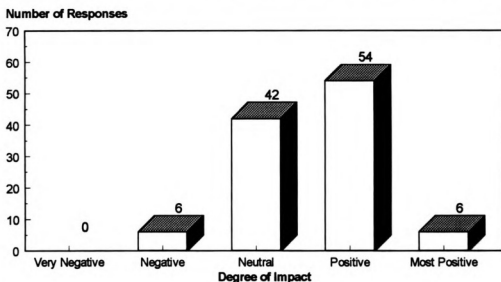
**Analysis:**

The graphic distribution of responses to question #5a indicates that 61 or 56% of the 108 superintendents felt that there was a neutral impact on student achievement due to the reform compliance for communication. 36 respondents or 33% indicated that there was a positive or most positive impact from the reforms. The 11 respondents that indicated a negative or very negative impact only represent 10% of the respondents. It can be concluded that there has been a slight positive impact on student achievement on M.E.A.P. scores due to specific State reform efforts impacting communication. Thus, the data supports the proposition.



**Proposition: #5b**

The State reform efforts impacting communication have positively affected communication between administration and staff.

**Communications****Impact of State Reform between Administration and Staff****Statistics**

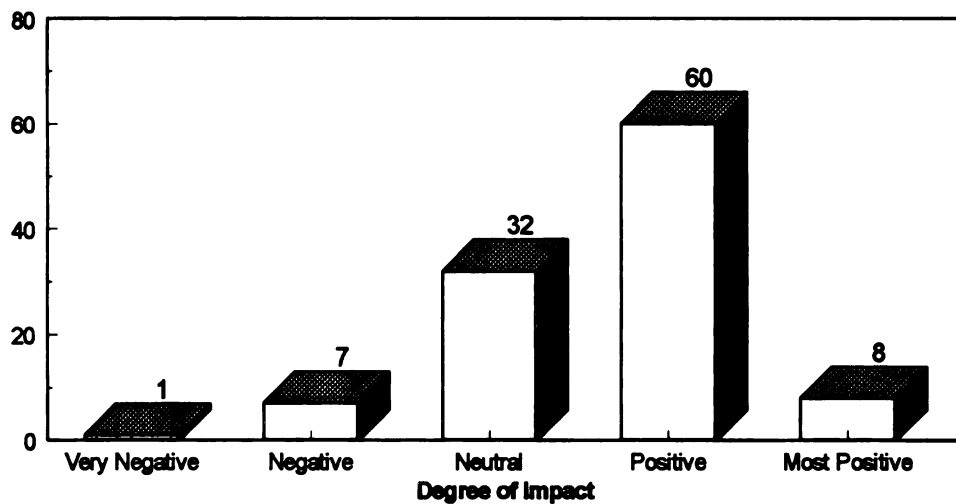
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
108	1	5	3.556	.688	.194

**Analysis:**

The graph of 108 responses indicates that 42 or 38% of the superintendents responded neutrally to the effect of the reform efforts on communications between administration and staff. 60 superintendents or 56% responded positively to the effects. It can be concluded that there has been a positive impact on administration and staff due to specific State reform efforts impacting communication. Thus, the data supports the proposition.

**Proposition: #5c**

The State reform efforts impacting communication have positively affected communication between school, parents, and community.

**Communications****Impact of State Reform among Schools, Parents, and Community****Number of Responses****Statistics**

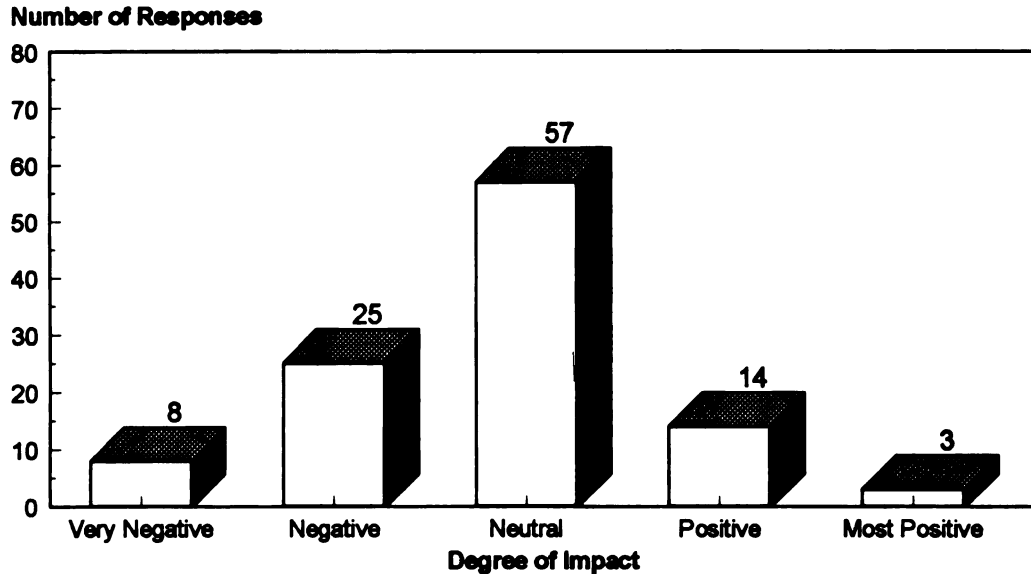
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
108	2	5	3.620	.758	.209

**Analysis:**

The graph of responses indicates that 32 or 29% of the superintendents responded neutrally to the effect of communication reforms in relation to their effect on schools, parents, and community. The majority, 66 respondents or 61% of the superintendents indicated that they believed there was a positive or most positive effect from the reforms. It can be concluded that there has been a positive impact on the communication between school, parents, and the community due to State reform efforts impacting communication. Thus, the data supports the proposition.

**Proposition: #5d**

The State reform efforts impacting communication have positively affected communication between your district and the state.

**Communications****Impact of State Reform between School District and State****Statistics**

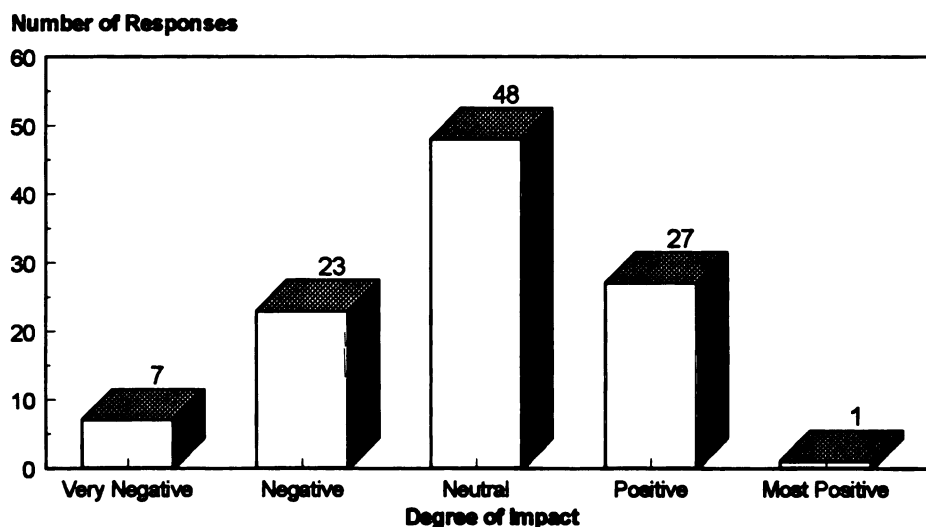
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
108	1	5	2.804	.863	.308

**Analysis:**

The graph indicates that of 108 responses 33 (30%) of the superintendents indicated a negative impact on communication reform efforts between their school district and the State. Of the respondents the majority of 57 (53%) indicated there was a neutral effect and 17 (15%) believed there was a positive impact. It can be concluded that there has been a positive impact on communications between the district and the state due to State reform efforts effecting communication. Thus, the data supports the proposition.

**Proposition: #5e**

The State reform efforts impacting communication have positively affected the management of the school district.

**Communications****Impact on Management of the School District****Statistics**

Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
108	1	5	2.935	.878	.299

**Analysis:**

The graph indicates that 48 or 45% of the superintendents responded that there had been a neutral impact on communication reform efforts between management and the school district. There were 30 or 28% of the superintendents who responded negatively, and 28 or 26% who responded positively. It can be concluded that the majority of the superintendents felt there was a neutral impact on the management of the school district due to state reform efforts in communication. The remainder of the superintendent's responses were bimodal, indicating an equal distribution of positive and negative effects. Thus, the data did not support the proposition.

**Proposition: #6**

Local superintendents were highly confident with their answers to questions on specific State reform efforts impacting areas of communication.

**Communications****Confidence Level of Superintendent's Responses**

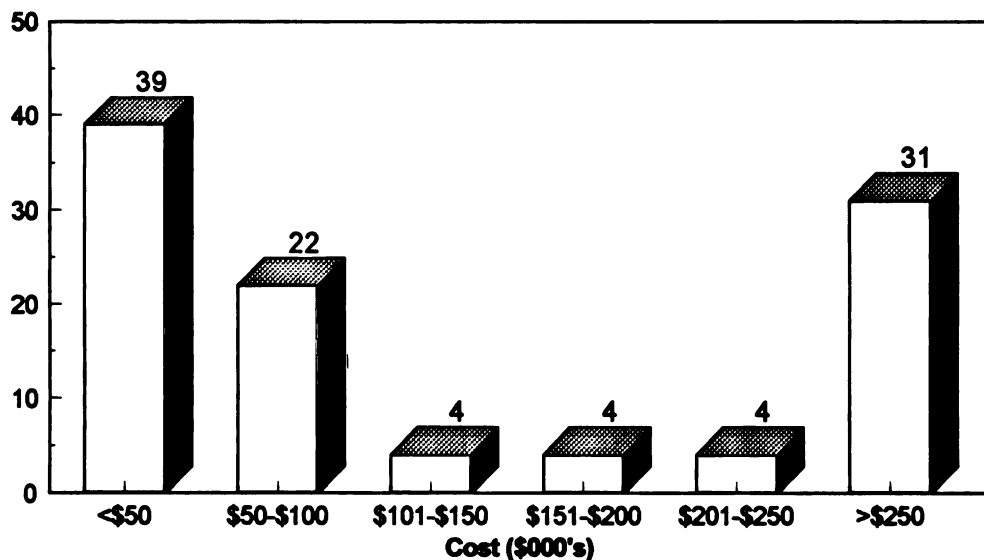
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
108	1	5	3.796	.974	.257

**Analysis:**

The graph indicates that 74 of the 108 superintendents or 68.4% felt confident with their responses to the five questions asked on communication reform effects. 22 or 20.4% of the respondents were only satisfied with their responses and 11 or 10.2 % felt moderate or low confidence level to their responses. It can be concluded that the superintendents were confident with their answers but not highly confident. Thus, the data does not support the proposition.

**Proposition: #7**

The State reform efforts have had a positive impact on the cost to comply to specific Public Acts regarding finance.

**Finance****Annual Cost for Reform Compliance****Number of Responses**

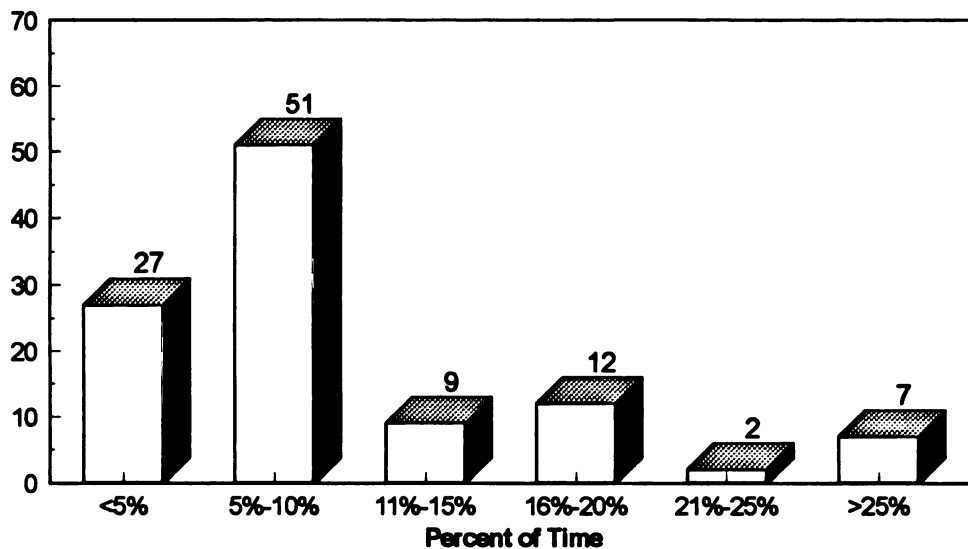
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
102	0	4,000,000	343,557	663,249	1.931

**Analysis:**

The responses to question #7 indicate that of the 102 superintendents' responses, 39 or 38% of the superintendents responded that they spent \$50,000, 22 or 23% spent \$50,000 to \$100,000 and 31 or 30% spent greater than \$250,000 to comply to the State reform efforts in the area of Finance. It can be concluded that there has been a positive impact on the cost to comply to specific Public Acts regarding finance. Thus, the data supports the proposition.

**Proposition: #8**

The State reform efforts have had a positive impact on the percentage of the Superintendent's annual time required to assure compliance with specific Public Acts regarding finance.

**Finance****Annual Time for Reform Compliance****Number of Responses**

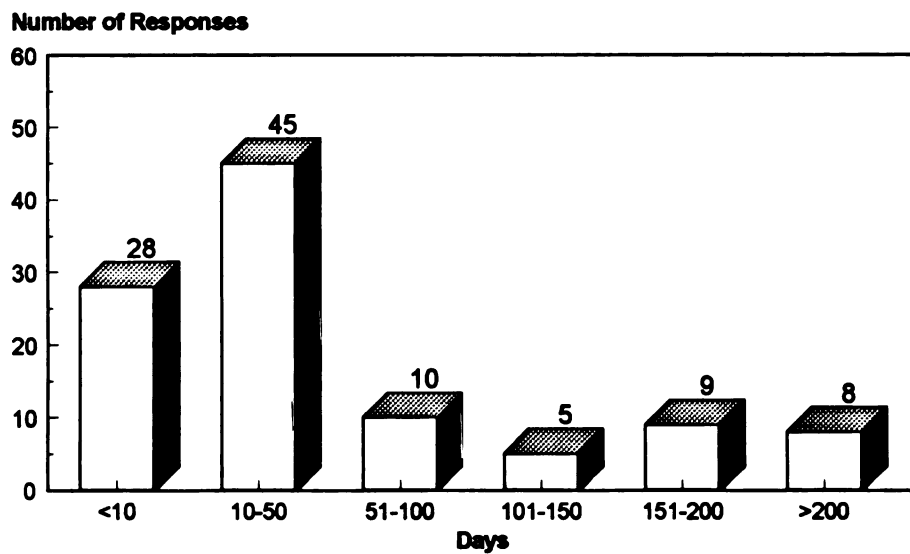
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
108	0	75	10.340	11.340	1.097

**Analysis:**

The responses to question #8 indicate that 78 or 72% of the superintendents responded that they spent anywhere from 0 to 10% of their annual time complying to State reforms in the area of Finance. The remaining 30 respondents were spread between 11 to 7%. It can be concluded that there was a positive impact on the percentage of Superintendent's annual time spent on meeting compliance for Finance reform efforts. Thus, the data supports the proposition.

**Proposition: #9**

The State reform efforts have had a positive impact on the number of internal central office personnel people day required to support specific Public Acts regarding finance.

**Finance****Central Office Personnel Required to Assure Compliance**

Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
105	.100	520.00	68.410	94.11	1.376

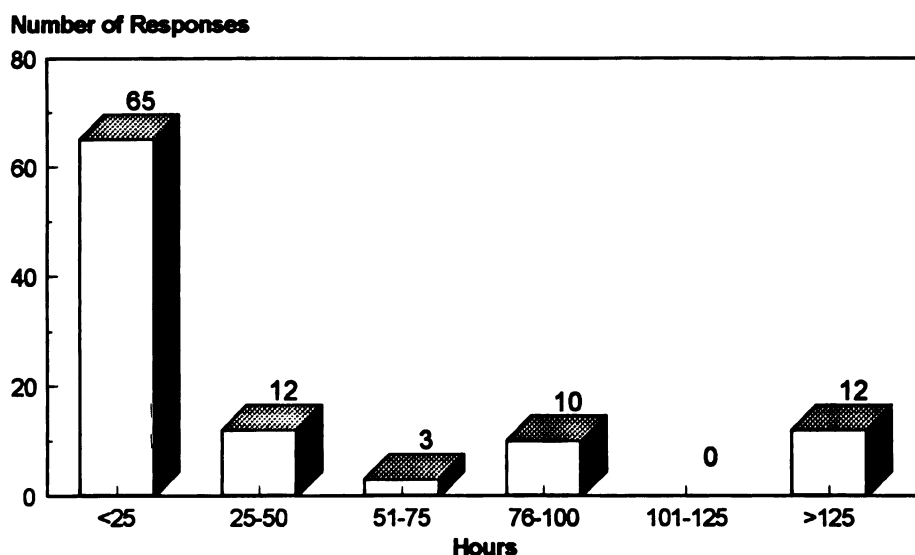
**Analysis:**

The responses to question #9 indicate that 73 or 70% of the superintendent's used up to 50 days of central office personnel time to meet compliance on reform efforts in the area of Finance. The remaining 32 or 30% of the superintendent's used between 51 and over 200 days meeting the finance reform compliances. It can be concluded that there was a positive impact on the the number of central office personnel people days used to meet compliance for Finance reform efforts. Thus, the data supports the proposition.



**Proposition: #10**

The State reform efforts have had a positive impact on the number of outside resource people hours required to support specific Public Acts regarding finance.

**Finance****Outside Personnel Required to Assure Compliance****Statistics**

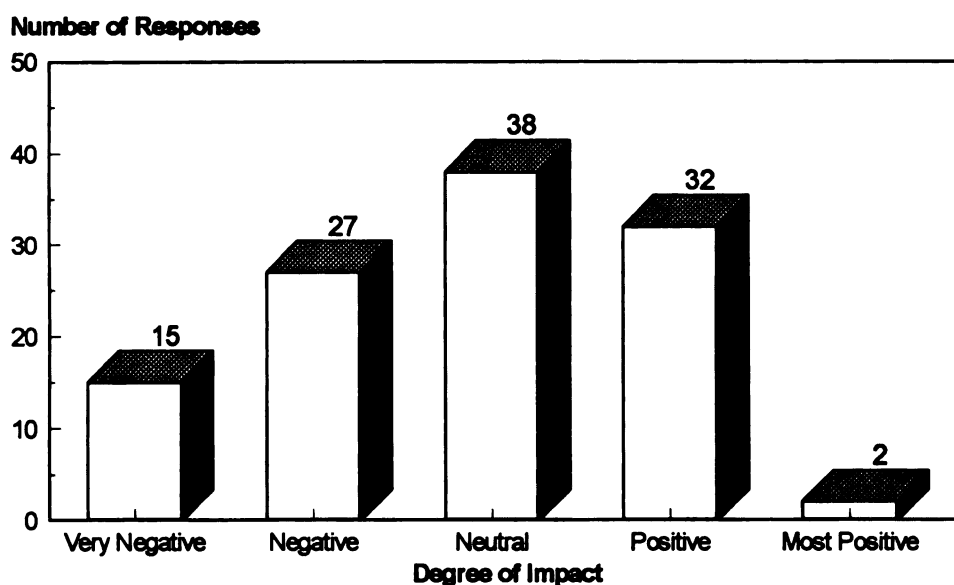
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
102	0	640	59.299	114.215	1.926

**Analysis:**

The responses to question #10 indicate that 65 or 63.5% of the superintendents purchased less than 25 hours of outside personnel hours to meet compliance to reform efforts in the area of Finance. There were 25 of the respondents or 25% purchased between 25 and 100 hours of time and 12 or 11.5% purchased over 125 hours. It can be concluded that there has been a positive impact on the number of outside resource people hours required to support specific Public Acts regarding Finance. Thus, the data supports the proposition.

**Proposition: #11a**

The State reform efforts impacting finance have positively affected students.

**Finance****Impact of State Reform on Students**

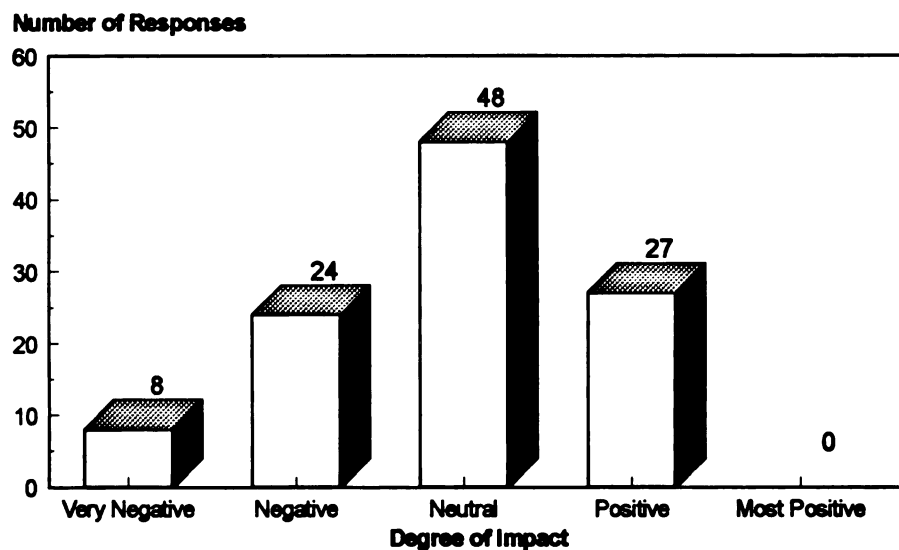
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
107	1	250	5.266	23.901	4.538

**Analysis:**

The responses to question #11a indicate a distribution curve showing 38 or 36% of the superintendents responding that there is a no evidence of impact of state reform efforts on students affected through the area of Finance. However, there were 34 (32%) respondents who said there were negative impacts and 31 (32%) who said there were positive impacts, creating a bimodal distribution. It can be concluded that there was an almost equal distribution of superintendents who believed there was a negative, positive, and neutral effect of State reform efforts in the area of Finance, impacting students. Thus, the data does not support the proposition.

**Proposition: #11b**

The State reform efforts impacting finance have positively affected teachers delivering instruction.

**Finance****Impact of State Reform on Teachers****Statistics**

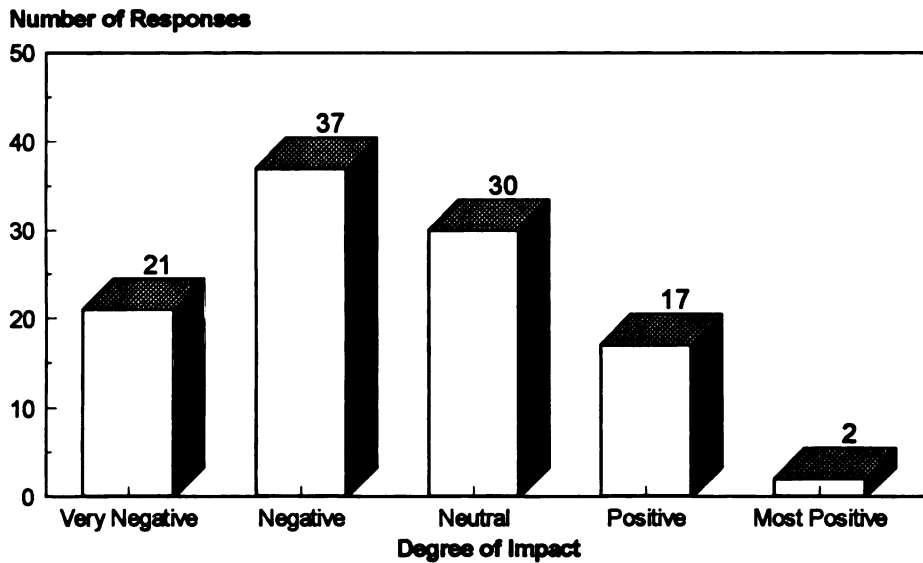
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
107	1	5	2.935	.861	.293

**Analysis:**

The responses to question #11b indicate that 48 or 46% of the superintendents believed there was a neutral impact on teachers due to Finance State reform efforts. 32 or 30% believed there was a negative impact and 27 or 24% believed there had been a positive effect, creating a bimodal distribution of responses. It can be concluded that there was a greater percentage of respondents who felt a neutral impact than positive or negative impact on teachers due to State reform efforts in the area of school Finance. Thus, the data does not support the proposition.

**Proposition: #11c**

The State reform efforts impacting Finance have positively affected management.

**Finance****Impact of State Reform on Management****Statistics**

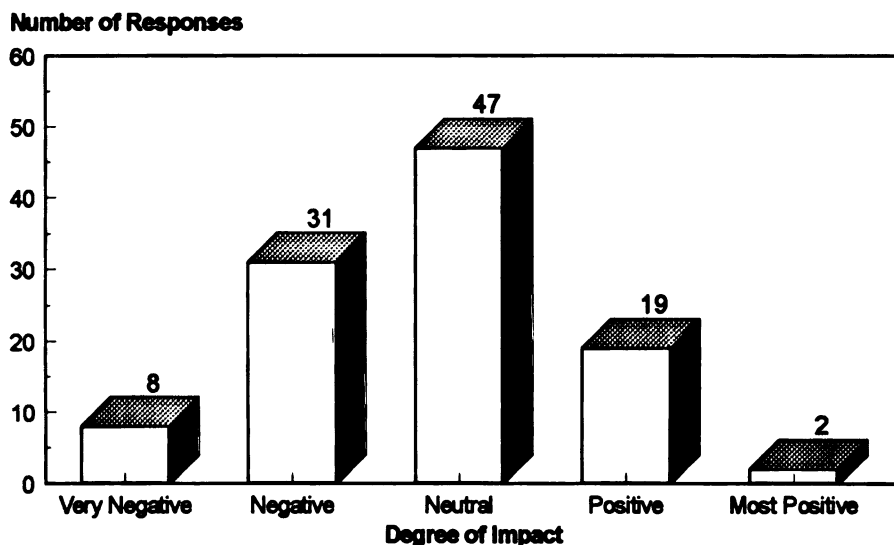
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
107	1	5	2.514	1.040	4.14

**Analysis:**

The responses to question #11c indicate that 58 or 54% of the superintendents believed there had been a negative impact on management due to the impact of State reform efforts. 30 or 28% of the respondents indicated a neutral impact and 19 or 18% indicated a positive impact. It can be concluded that there was a negative to neutral impact on management in the area of Finance due to State reform efforts. Thus, the data does not support the proposition.

**Proposition: #11d**

The State reform efforts impacting finance have positively affected relations between school and community.

**Finance****Impact of State Reform Between School and Community****Statistics**

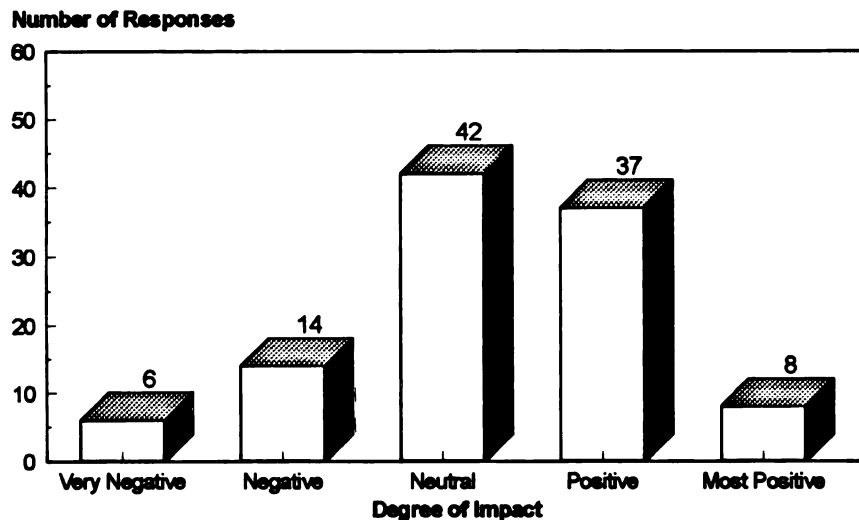
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
107	1	5	2.804	.863	.308

**Analysis:**

The responses to question #11d indicate that there were 47 or 44% of the superintendents who believed that there was a neutral impact between school and community due to State reform efforts in the area of Finance. 39 (36%) of the respondents felt there was a negative impact and 21 (20%) felt there was a positive impact, creating a bimodal distribution of responses. It can be concluded that there was a neutral to negative impact between the School and Community in area of Finance due to State reform efforts. Thus, the data does not support the proposition.

**Proposition: #11e**

The State reform efforts impacting finance have positively affected professional development.

**Finance****Impact of State Reform on Professional Development****Statistics**

Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
107	1	5	3.271	.937	.287

**Analysis:**

The responses to question #11e indicate that 42 or 39% of the superintendents believed that there was a neutral impact on the professional development due to State reform efforts on the area of Finance. 20 (19%) of the respondents believed there was a negative impact. 45 or 42% of the respondents felt there had been a positive impact. It can be concluded that there was a positive impact due to State reform efforts impacting Professional Development in the area of Finance. Thus, the data supports the proposition.

**Proposition: #12**

The local Superintendents were highly confident with their answers to specific State reform efforts impacting the areas of school finance.

**Finance****Confidence Level of Superintendents' Responses****Statistics**

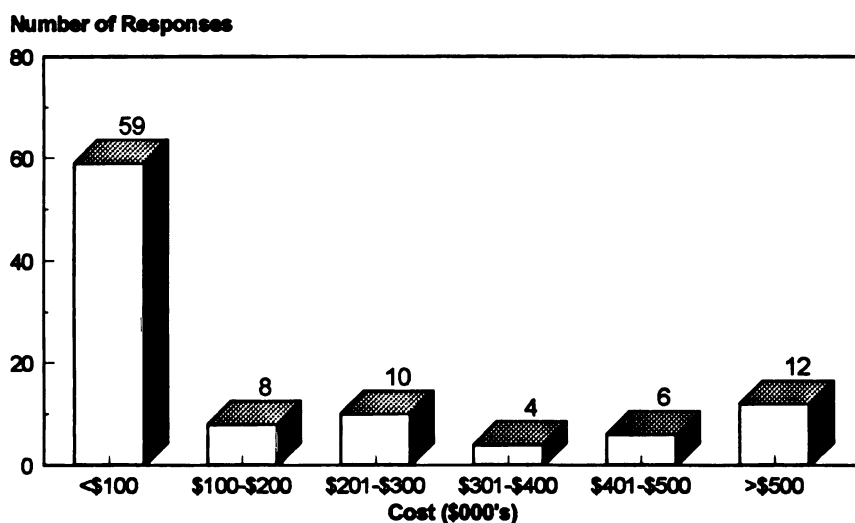
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
107	0	5	3.598	1.036	.288

**Analysis:**

The responses on the graph indicate that 62 or 58% of the superintendents felt they were confident with their answers to the five questions asked on finance reform effects. 32 (30%) of the respondents were only satisfied with their answers and 13 (12%) were low or moderately confident with their responses. It can be concluded that the superintendents were highly confident with their answers to questions regarding State reform efforts in the area of finance. Thus, the data supported the proposition. Note: However, 32 of the superintendents only felt satisfactory with their answers.

**Proposition: #13**

The State reform efforts have had a positive impact on the annual cost to comply to specific Public Acts regarding personnel.

**Personnel****Annual Cost for Reform Compliance****Statistics**

Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
99	0	7,000,000	341,854	824,755	2.413

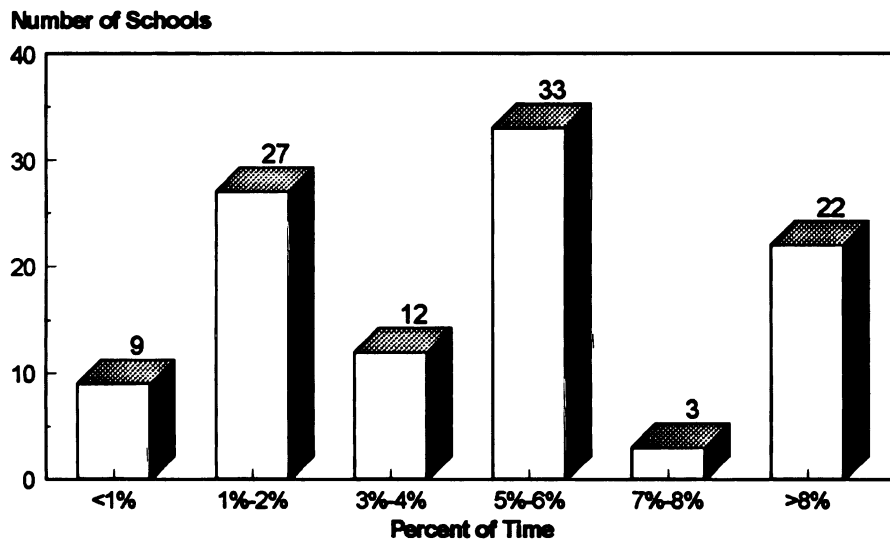
**Analysis:**

The responses on the graph indicate that 59 (60%) of the superintendents spent between 0 and \$100,000 on compliance reform efforts in the area of Personnel. 40 (40%) of the respondents spent anywhere from \$100,000 to \$500,000. It can be concluded that there was a positive impact on the annual cost to comply to specific Public Acts regarding personnel. Thus, the data supports the proposition.



**Proposition: #14**

The State reform efforts have had a positive impact on the percentage of the Superintendent's time required to assure compliance with Public Acts regarding personnel.

**Personnel****Annual Time for Reform Compliance****Statistics**

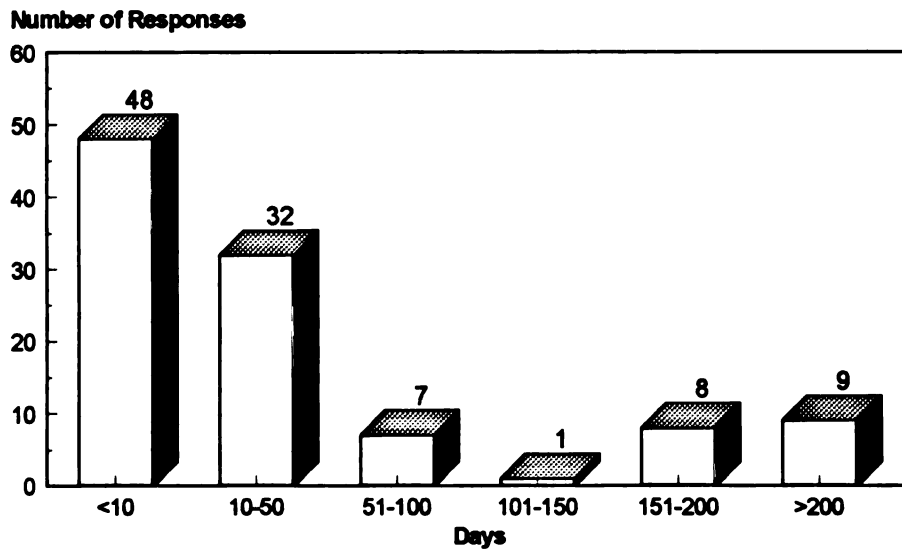
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
106	0	25	5.286	5.0963	.963

**Analysis:**

The responses to question #14 indicate a varied amount of time superintendents spend meeting compliance with reform efforts in the area of Personnel. There were 48 or 45% of the superintendents who indicated they spent from 0 to 4% of their annual time meeting compliance reforms for Personnel. The remaining 58 or 55% of the superintendents spent between 5% and 6% of their annual time meeting compliance. It can be concluded that the data supports the proposition. All but 4 superintendents indicated they spent time meeting compliance reform efforts in the area of Personnel.

**Proposition: #15**

The State reform efforts have had a positive impact on the number of internal central office personnel people days required to support specific Public Acts regarding personnel.

**Personnel****Central Office Personnel Required to Assure Compliance****Statistics**

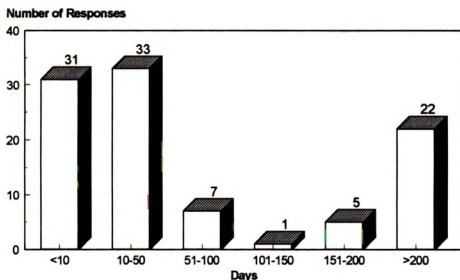
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
105	0	900	61.997	124.329	2.005

**Analysis:**

The response to question #15 indicate that 48 (46%) of the superintendents used 0-10 days of central office personnel to assure compliance to State reform efforts in the area of Personnel. There were 32 (30%) respondents who used 10-50 days and 25 (24%) respondents used a varied number of days ranging from 51 to 200. It can be concluded that the data supports the proposition due to the fact that all but 3 superintendents used central office personnel days to meet compliance with State reform efforts in the area of Personnel.

**Proposition: #16**

The State reform efforts have had a positive impact on the number of instructional staff days required to support specific Public Acts regarding Personnel.

**Personnel****Instruction Staff Required to Assure Compliance****Statistics**

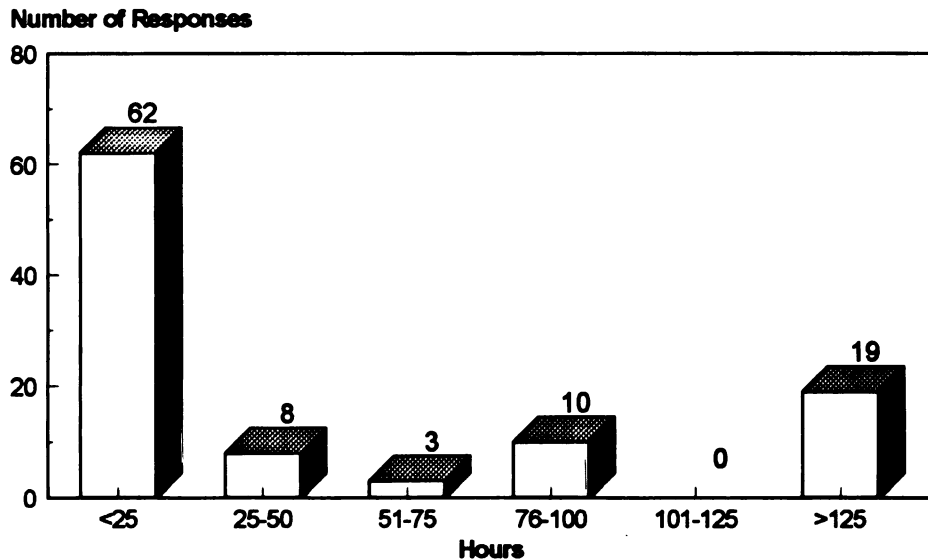
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
99	0	7000	361.652	973.028	2.691

**Analysis:**

The responses to question #16 indicate that 31 (31%) of the superintendents used 0-10 instructional staff days to meet compliance in Personnel due to State reform efforts. There were 33 (34%) of the respondents who used between 10 and 50 days to meet compliance, 13 (13%) used between 51 and 200 days, and 22 (22%) used 200 or greater days. It can be concluded that the data supports the proposition as all but 31 of the superintendents used staff days to assure compliance to State reform efforts in the area of Personnel.

**Proposition: #17**

The State reform efforts have had a positive impact on the number of outside resource people hours required to support specific Public Acts regarding personnel.

**Personnel****Outside Personnel Required to Assure Compliance****Statistics**

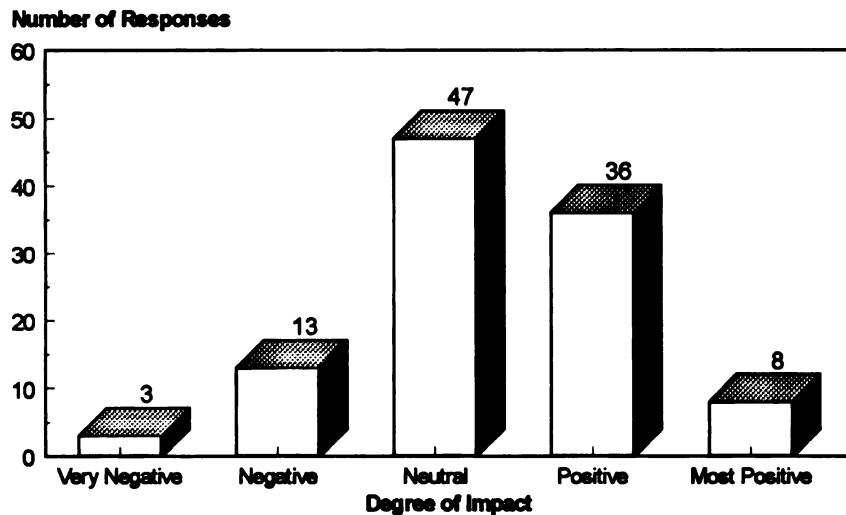
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
102	0	6400	197.221	735.784	33.73

**Analysis:**

The responses to question #17 indicate that 62 (60%) of the superintendents used between 0 to 25 hours of outside personnel to assure compliance to reform issues in the area of Personnel. There were 21 (21%) respondents who used between 25 and 100 hours, and 19 (19%) respondents used 125 or greater hours to meet compliance. It can be concluded that data supports the proposition as all but 22 superintendents used outside personnel hours to meet compliance to State reform efforts in the area of Personnel.

**Proposition: #18a**

The State reform efforts impacting personnel have positively affected students.

**Personnel****Impact of State Reform on Students****Statistics**

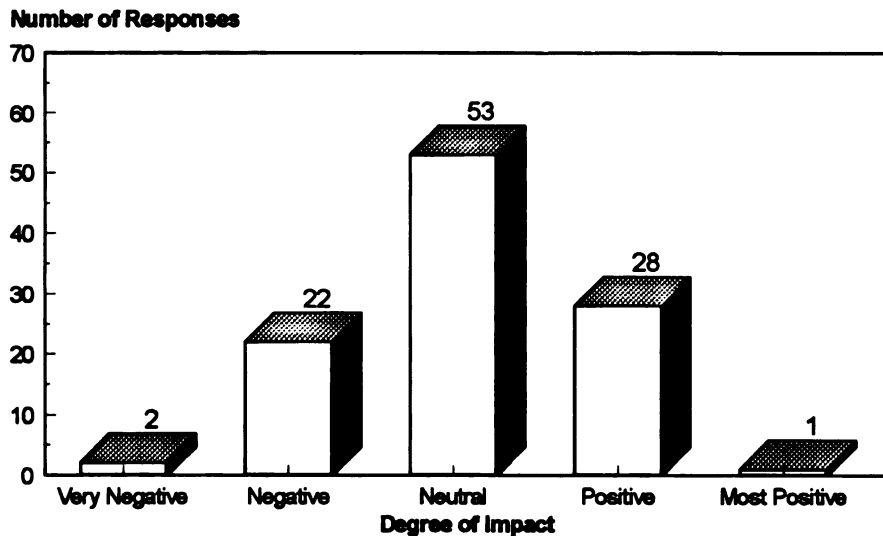
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
107	1	5	3.308	.884	.267

**Analysis:**

The responses to question #18a indicate that 44 (41%) of the superintendents responded positively that students were impacted by the State reform efforts in the area of Personnel. There were 47 (44%) of the respondents who felt a neutral impact and 16 (15%) responded negatively. It can be concluded that the data supports the proposition due to the fact that 44 of the superintendents felt there was a positive impact due to the State reform efforts and the remainder felt a neutral impact.

**Proposition: #18b**

The State reform efforts impacting personnel have positively affected teachers delivering instruction.

**Personnel****Impact of State Reform on Teachers****Statistics**

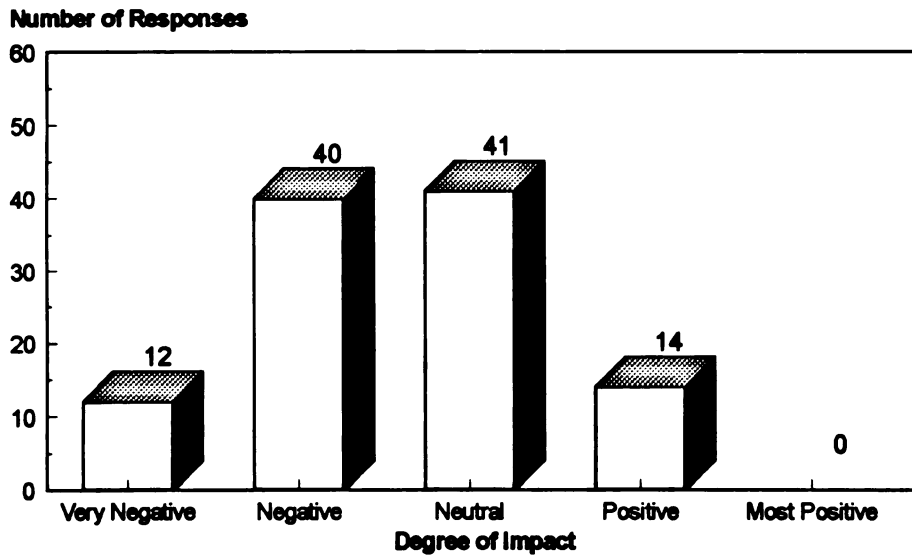
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
106	1	5	3.038	.767	.253

**Analysis:**

The responses on the graph to question #18b indicate that 53 (50%) of the superintendents felt that there was a neutral impact on teachers with regards to the State reform efforts on Personnel. There were 25 (23%) respondents who felt there was a negative impact and 29 (27%) who felt there was a positive impact. It can be concluded that the data did not support the proposition. Although 27% of the superintendents felt a positive impact, 50% felt there was a neutral impact and 23% felt there was a negative impact.

**Proposition: #18c**

The State reform efforts impacting personnel have positively affected management.

**Personnel****Impact of State Reform on Management****Statistics**

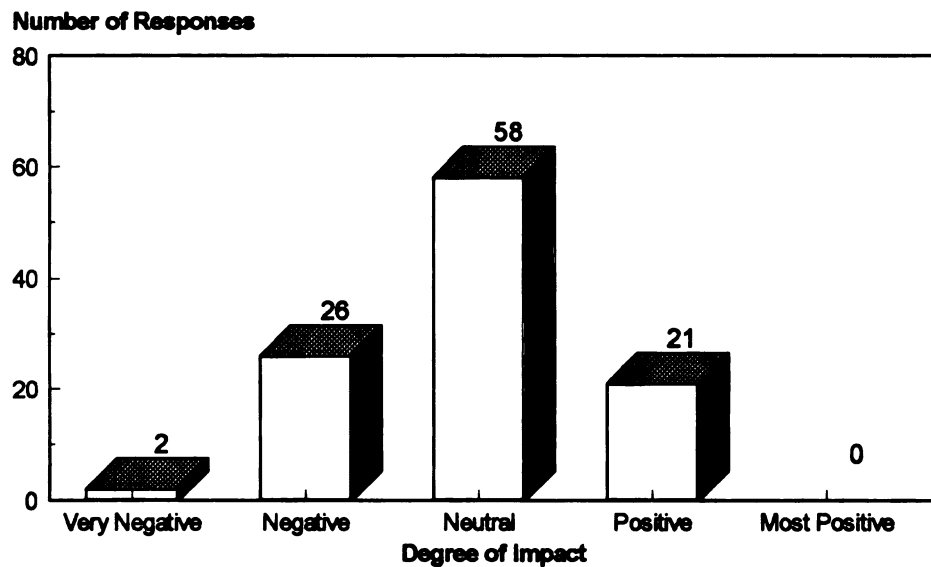
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
107	1	4	2.533	.861	.340

**Analysis:**

The responses on the graph to question #18c indicate that there were 41 (38%) neutral responses to the impact on Management in the area of Personnel due to State reform efforts. There were 52 (49%) respondents who felt there was a negative impact and 14 (13%) who felt a positive impact. It can be concluded that the data did not support the proposition, with 93% of the superintendents responding that there has either been a neutral or negative impact on management due to reform effort in the area Personnel.

**Proposition: #18d**

The State reform efforts impacting personnel have positively affected relations between school and community.

**Personnel****Impact of State Reform between School and Community****Statistics**

Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
107	1	4	2.916	.715	.245

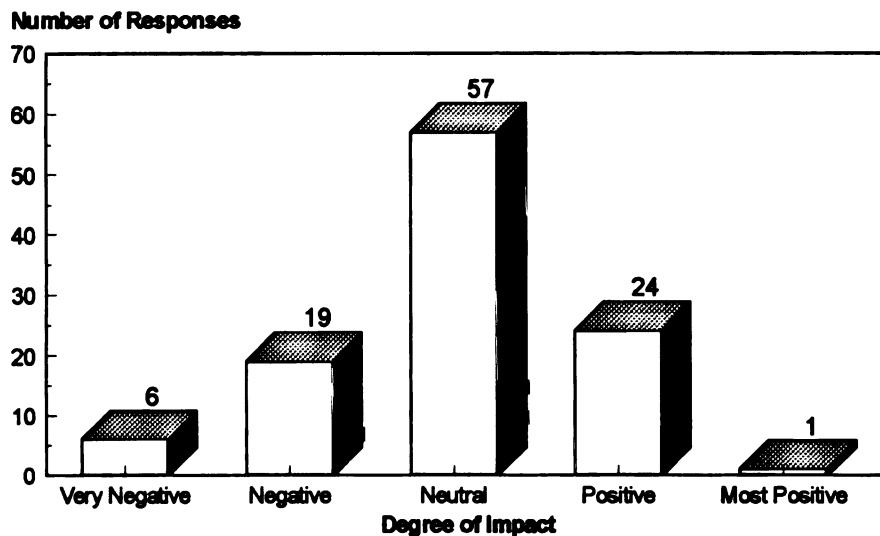
**Analysis:**

The response to Question 18d indicates that the impact of State Reform efforts between school and community in the area of Personnel has had a neutral to negative impact. Thus, the data does not support the proposition. There were 58 (54%) superintendents who felt there as a neutral impact between the school and community due to State reform efforts in the area of Personnel. The remaining 28 (26%) felt a negative impact and 21 (20%) felt a positive impact.



**Proposition: #18e**

The State reform efforts impacting personnel have positively affected professional development.

**Personnel****Impact of State Reform on Professional Development****Statistics**

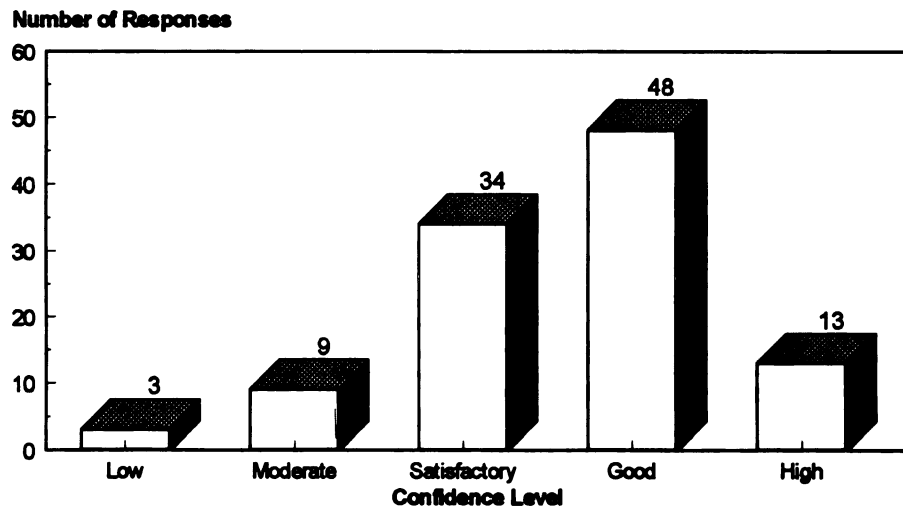
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
106	1	5	2.972	.798	.269

**Analysis:**

The responses to question 18e indicate that there is a neutral to positive impact on Professional Development due to State reform efforts in the area of Personnel. Thus, the data does not support the proposition. There were 57 (54%) superintendents who responded with a neutral impact, 25 (23%) who responded negatively and 25 (23%) positively, creating a bimodal distribution of responses.

**Proposition: #19**

Local superintendents were highly confident with their answers to questions on specific State reform efforts impacting areas in personnel.

**Personnel****Confidence Level of Superintendents' Responses****Statistics**

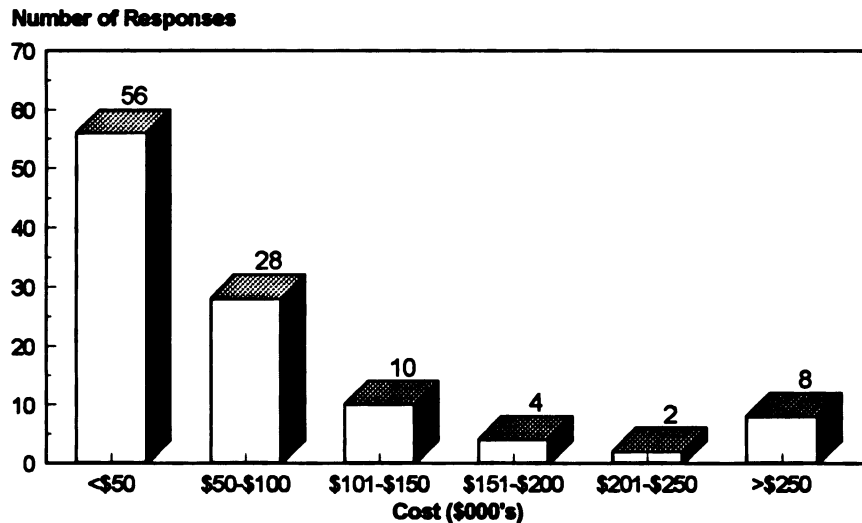
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
107	1	5	3.551	.914	.257

**Analysis:**

The responses to question #19 indicate that the confidence level of the superintendents' answers to questions on State reform impacts in the area of Personnel were high. Thus, the data supports the proposition. Of the 107 responses, 48 indicated their responses were good indicators, 13 responses were high, and 34 were satisfactory. Only 11 were moderate or low.

**Proposition: #20**

The State reform efforts have had a positive impact on the district's annual cost to comply to specific Public Acts regarding Administration.

**Administration****Annual Cost for Reform Compliance****Statistics**

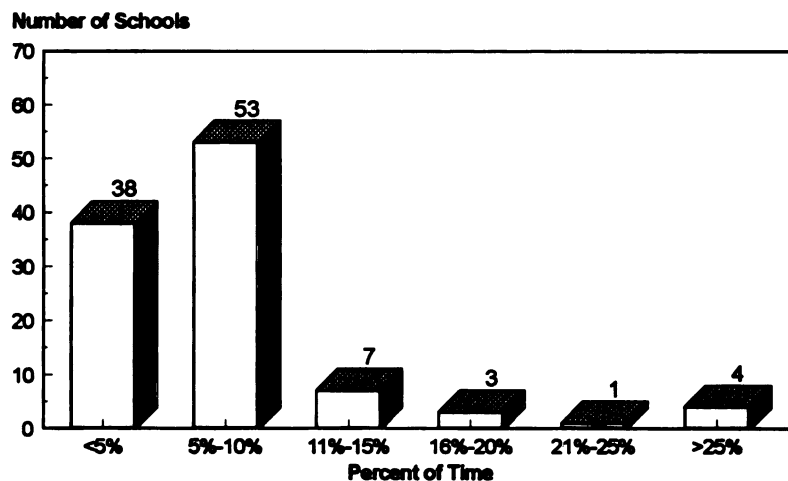
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
108	500	1,000,000	85,134.	153,126	1.799

**Analysis:**

The responses to question #20 indicate that all 108 superintendents were impacted by cost to comply to the State reform efforts in the area of Administration. Thus, the data supports the proposition. There were 56 superintendents who responded that they spent up to \$50,000 annually to comply to the reform efforts in Administration. There were 28 respondents who spent between \$50,000 and \$150,000, 4 spent between \$151,000 and \$200,000, and 8 indicate spending over \$250,000.

**Proposition: #21**

The State reform efforts have had a positive impact on the percentage of Superintendent's annual time required to assure compliance with specific Public Acts regarding Administration.

**Administration****Annual Time for Reform Compliance**

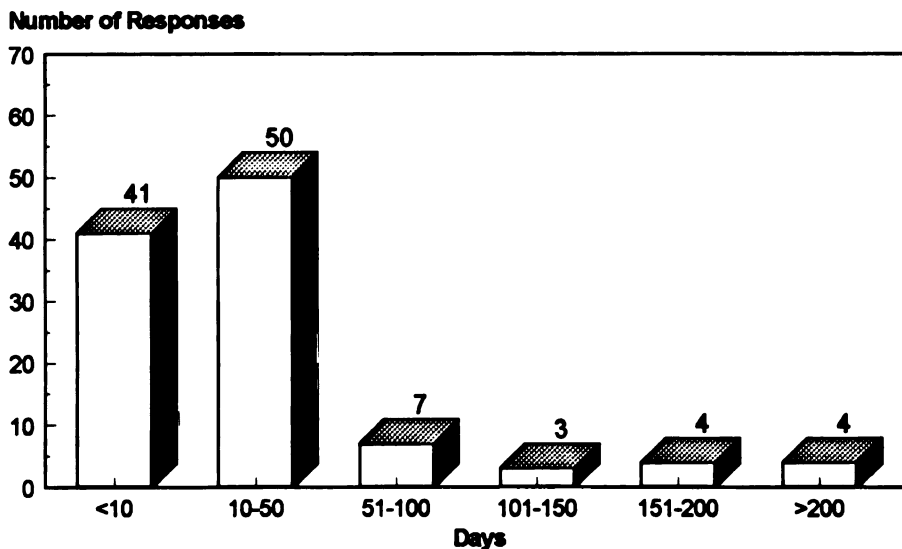
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
106	0	45	7.479	7.544	1.009

**Analysis:**

The responses to question #21 indicate that the majority of superintendents spent between 0 or 25% of their time meeting compliance in Administration due to Reform efforts. Thus, the data supports the proposition. There were 38 (36%) superintendents who indicated they spent 0 to 5% of their time complying. The majority or 53 (50%) superintendents indicated they spent 5-10% of there time complying and the remaining 15 (14%) respondents spent between 11% and greater than 25% of there time meeting compliance to State reform efforts in the area of Administration.

**Proposition: #22**

The State reform efforts have had a positive impact on the number of internal central office personnel people days required to support specific Public Acts regarding Administration.

**Administration****Central Office Personnel Required to Assure Compliance****Statistics**

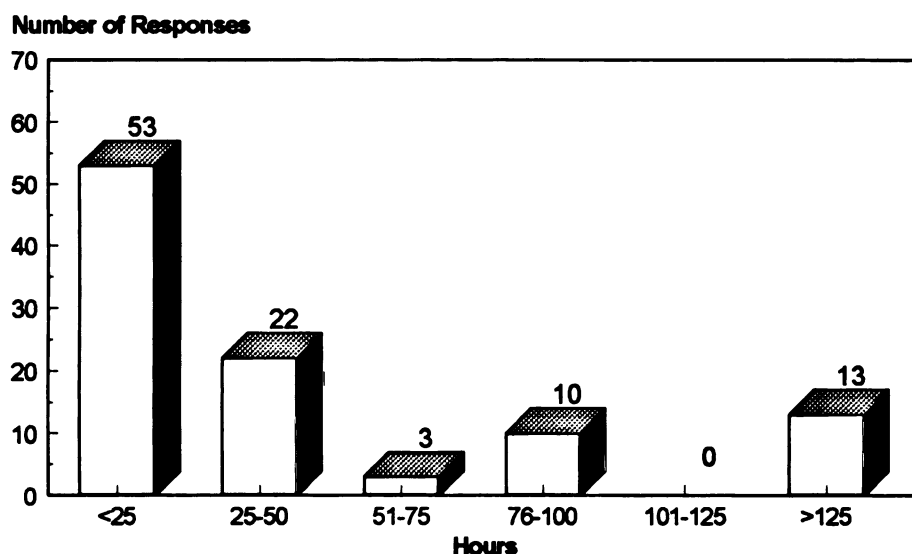
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
105	0	1080	48.541	123.816	2.551

**Analysis:**

The responses to question #22 indicate that 41 of the superintendents indicated they used 0 to 10 days of central office personnel time to meet compliance to State reform efforts in the area of Administration. There were 50 responses that indicated using between 10-100 days, and the remaining 18 respondents used between 51 and greater than 200 days to meet compliance. It can be concluded that the majority of superintendents used central office personnel day to assure compliance of State reform efforts in the area of Administration. Thus, the data supports the proposition.

**Proposition:#23**

The State reform efforts have had a positive impact on the number of outside resource people hours required to support specific Public Acts regarding Administration.

**Administration****Outside Personnel Required to Assure Compliance****Statistics**

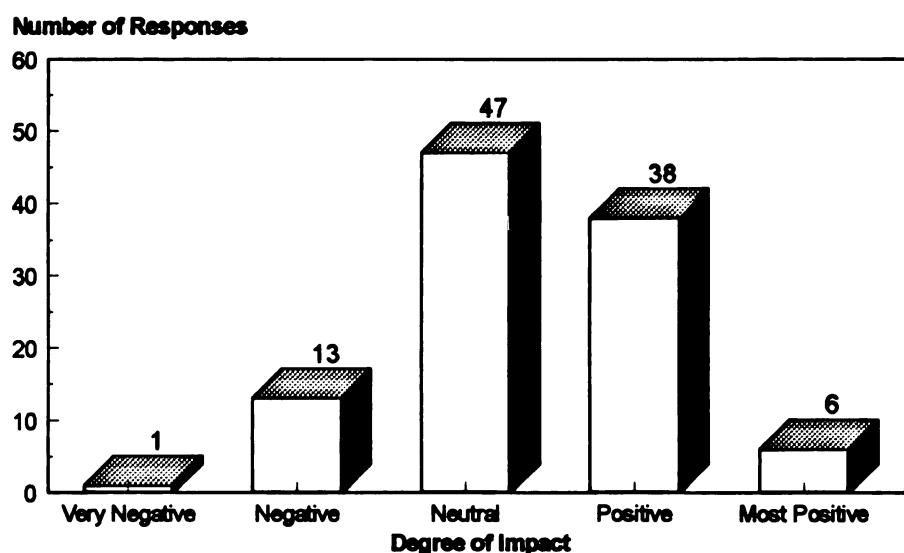
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
103	0	1000	71.379	156.512	2.193

**Analysis:**

The responses to question #23 indicate that 55 superintendents purchased between 0 and 25 hours from outside personnel to assure compliance to State reform efforts in the area of Administration. There were 22 respondents who purchased 25-50 hours and 26 who purchased between 51 and greater than 125 hours. Thus, it can be concluded that there has been a positive impact on the number of outside resource people hours required to support specific Public Act regarding Administration. Thus, the data supports the proposition.

**Proposition: #24**

The State reform efforts impacting Administration have positively affected students.

**Administration****Impact of State Reform on Students**

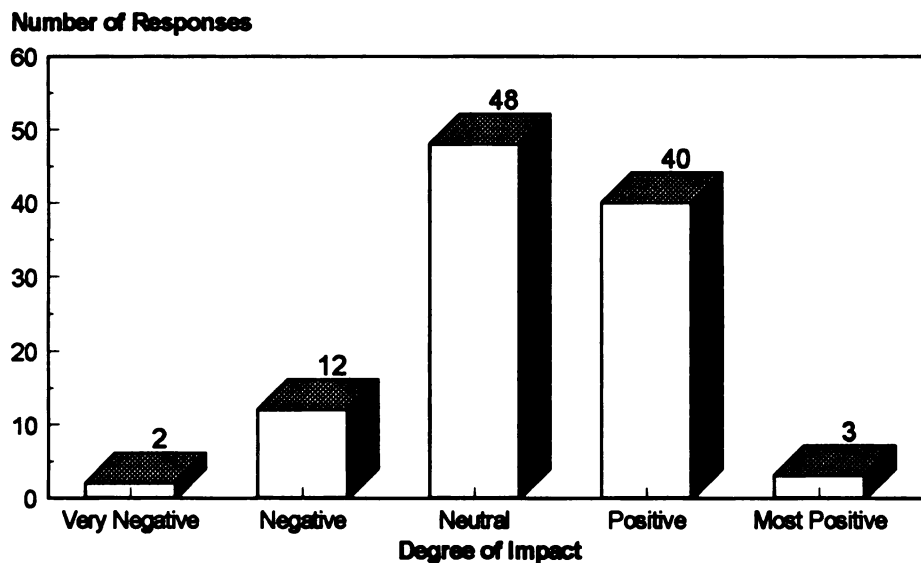
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
105	1	5	3.33	.805	.241

**Analysis:**

The responses to question 24a indicate that 47 (44%) superintendents felt there was a neutral impact on students to State reform efforts in the area of Administration. There were 44 (42%) superintendents who felt there was a positive impact, and 14 ( 14%) felt there was a negative impact. It can be concluded that the data supports the proposition, as 91 of the 105 superintendents felt there were neutral to positive impact on Students due to State reform efforts in the area of Administration.

**Proposition: #24b**

The State reform efforts impacting administration have positively affected teachers delivering instruction.

**Administration****Impact of State Reform on Teachers**

Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
105	1	5	3.286	.781	.238

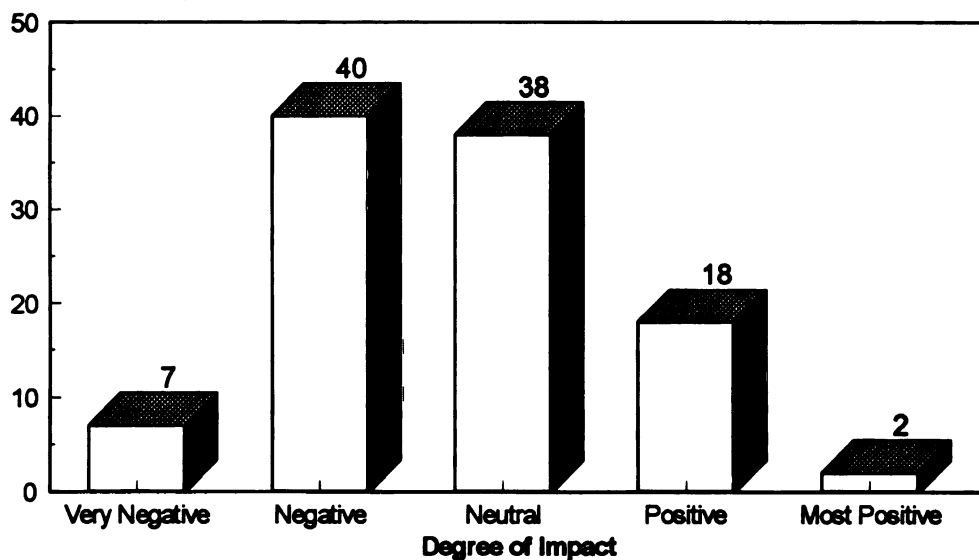
**Analysis:**

The responses to question 24b indicate that 48 (46%) of the superintendents felt there was a neutral impact to teachers in the area of Administration due to the State reform efforts. There were 43 (41%) superintendents who felt there was a positive impact and only 14 (13%) felt there was a negative impact. It could be concluded that the data supports the proposition as the majority of superintendents indicated a neutral to positive impact on teachers due to the reform effort in the area of Administration.



**Proposition: #24c**

The State reform efforts impacting Administration have positively affected management.

**Administration****Impact of State Reform on Management****Number of Responses****Statistics**

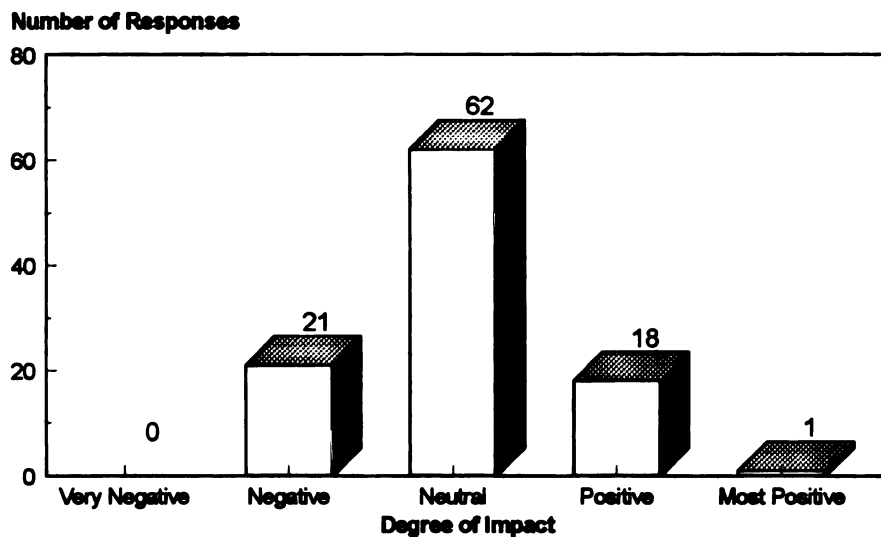
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
105	1	5	2.771	.891	.321

**Analysis:**

The responses to question 24c indicate that there were 47 (45%) negative responses to the impact of State reform on Management in the area of Administration. There were 38 (36%) neutral responses and 20 (19%) positive responses. Thus, it could be concluded that the data does not support the proposition. There were 85 responses out of 105 that indicated neutral to negative impact on Management due to State reform efforts in the area of Administration.

**Proposition: #24d**

The State reform efforts impacting administration have positively affected school and community relations.

**Administration****Impact of State Reform between School and Community****Statistics**

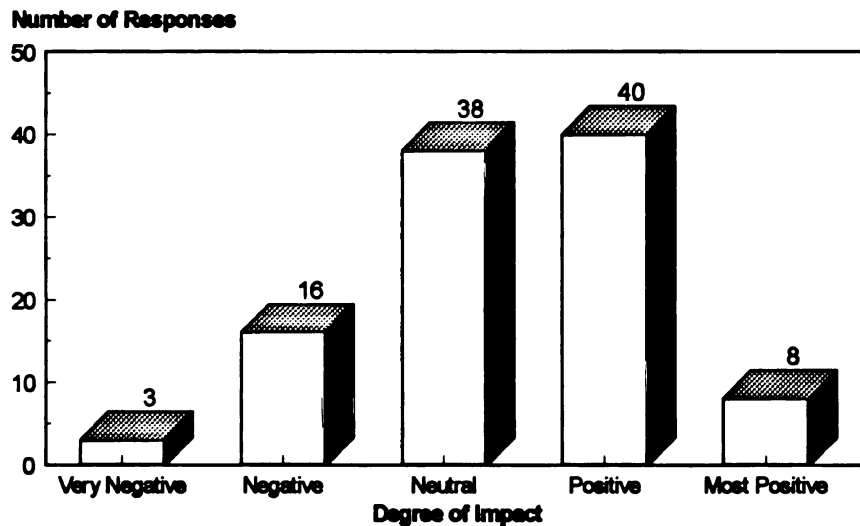
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
105	1	5	3.019	.679	.225

**Analysis:**

The responses to question 24d indicates that 62 (60%) of the superintendents felt there was a neutral impact between the School and Community due to reform efforts in the area of Administration. There was a bimodal distribution of responses with 21 (20%) negative responses and 19 (18%) positive responses. It could be concluded that the hypothesis was proven false due to the majority of the responses indicating neutrality and an equal amount of positive and negative responses.

**Hypothesis: #24e**

The State reform efforts impacting administration have positively affected professional development.

**Administration****Impact of State Reform on Professional Development****Statistics**

Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
105	1	5	3.371	.869	.258

**Analysis:**

The responses to question #24e indicate that 86 (81%) of the 105 responses indicated a neutral to positive impact on Professional Development due to State reform efforts in the area of Administration. The remaining 18 (19%) indicated a negative impact. Thus, it can be concluded that the hypothesis was proven to be true. There were a significantly high number of positive and most positive responses to professional development being impacted by State reform efforts in the area of Administration.

**Proposition: #25**

Local Superintendents were highly confident with their answers to questions on specific State reform efforts impacting Administration.

**Administration****Confidence Level of Superintendents' Responses****Statistics**

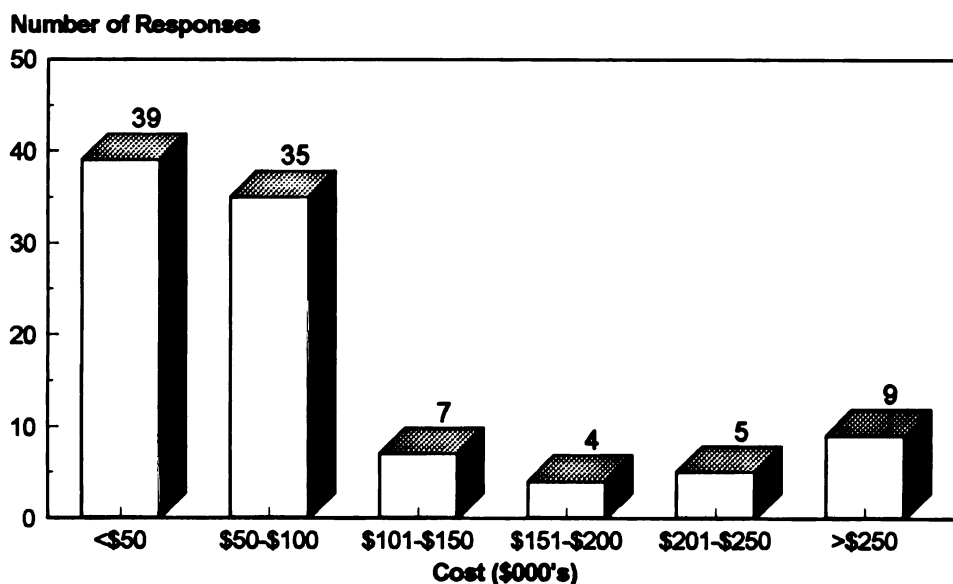
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
105	1	5	3.714	.927	.250

**Analysis:**

The superintendents' responses to question #25 indicate that 95 (90%) of the superintendents felt satisfactorily to highly confident with their responses to questions regarding Administrative reform issues. Of the 105 responses, 65 (62%) were good or highly confident, 31 (30%) responses were satisfactory, and only 9 (8%) were moderate or low. It can be concluded that the data supports the proposition due to the high percentage of responses in the good and high confidence level.

**Proposition: #26**

The State reform efforts have had a positive impact on the district's annual cost to comply to specific Public Acts regarding Curriculum.

**Curriculum****Annual Cost for Reform Compliance****Statistics**

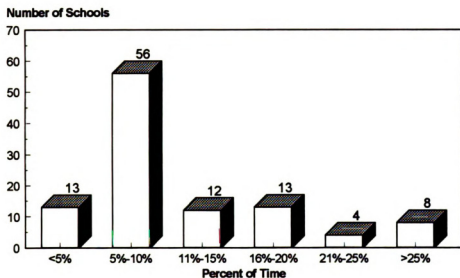
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
99	2000	2,000,000	123,678	234,067	1.893

**Analysis:**

The responses to question #26 indicate that 39 of the superintendents spend from \$2,000 to \$50,000 annually on assuring compliance in the area of Curriculum due to State reform efforts. 35 of the respondents indicated costs between \$50,000 to \$100,000, and 25 respondents indicated costs from \$101,000 and greater than 250,000. It can be concluded that the data supports the proposition and there has been an impact on the districts annual cost to comply to the specific Public Acts regarding Curriculum.

**Proposition: #27**

The State reform efforts have had a positive impact on the percentage of Superintendent's annual time to comply to specific Public Acts regarding Curriculum.

**Curriculum****Annual Time for Reform Compliance****Statistics**

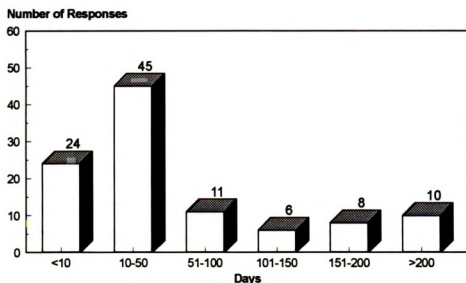
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
106	0	50	11.618	9.096	.783

**Analysis:**

The responses to question #27 indicate that 13 (12%) superintendents spent from 0-5 percent of their annual time meeting compliance with specific reform efforts regarding Curriculum. There were 56 (53%) of the respondents who spent 5%-10% of their time, 12 (11%) respondents spent 11%-15% of their time, 13 (12%) of the respondents spent 16%-20%, and 12 (11%) spent 21% or more of their time meeting compliance. It can be concluded that the data supports the proposition as there has been a significant impact on the percentage of Superintendent's annual time spent complying to specific Public Acts regarding Curriculum.

**Proposition: #28**

The State reform efforts have had a positive impact on the number of internal central office personnel people days required to support specific Public Acts regarding Curriculum.

**Curriculum****Central Office Personnel Required to Assure Compliance****Statistics**

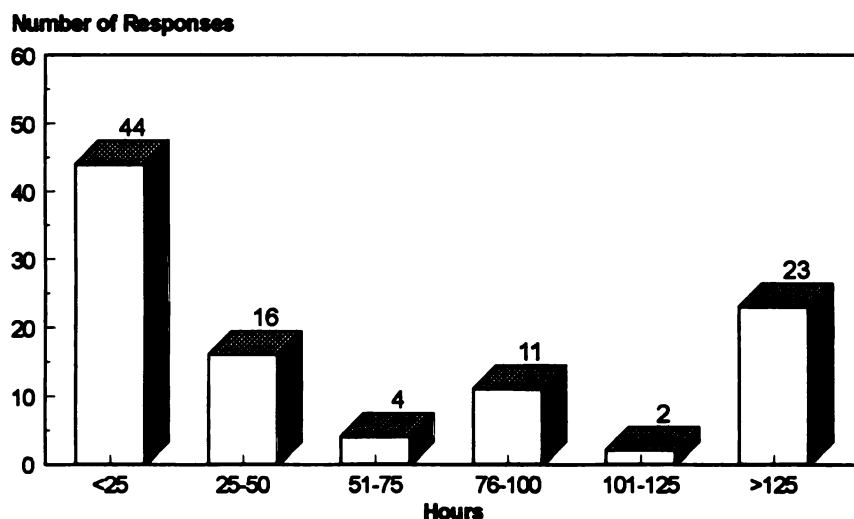
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
104	0	1500	85.237	169.656	1.990

**Analysis:**

The responses to question #28 indicate that 24 superintendents used 0 to 10 days of central office personnel time to meet compliance with the reform efforts in the area of Curriculum. There were 45 respondents who used between 10 and 50 day to comply, and the remainder of 35 respondents spent between 51 and greater than 200 days to assure compliance of reform efforts in the area of Curriculum. It can be concluded that the data supports the proposition as there have been a significant number of central personnel days used to assure compliance to reform efforts in the area of Curriculum.

**Proposition: #29**

The State reform efforts have had a positive impact on the number of outside resource people hours required to support specific Public Acts regarding Curriculum.

**Curriculum****Outside Personnel Required to Assure Compliance****Statistics**

Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
102	0	2,000	131.064	288.637	2.202

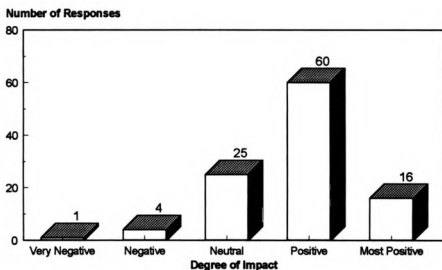
**Analysis:**

The responses to question #29 indicate that 44 (43%) of the superintendents hired outside personnel to assure compliance to reform efforts in the area of Curriculum. There were 16 (16%) responses between 25 and 75 hours, and 17 (17%) between 76 and 125 hours. The remaining 23 (23%) responses indicated hiring outside staff for greater than 125 hours. It can be concluded that there was an impact on the number of outside resource people hours required to support specific Public Acts regarding Curriculum. Thus, the data supports the proposition.



**Proposition: #30a**

The State reform efforts impacting curriculum have positively affected students.

**Curriculum****Impact of State Reform on Students****Statistics**

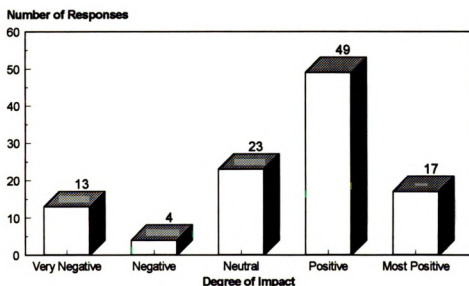
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
106	1	5	3.811	.770	.202

**Analysis:**

The responses to question #30a indicates that 76 (72%) of the superintendents felt there was a positive impact on students due to reform efforts in the area of Curriculum. There were 25 (24%) respondents who felt there was a neutral impact and only 5 (4%) respondents felt there was a negative impact. It can be concluded that the data supports the proposition as it is evident that a majority of the superintendents felt there was a positive or neutral impact on students due to these reform efforts.

**Proposition:** #30b

The State reform efforts impacting Curriculum have positively affected teachers delivering instruction.

**Curriculum****Impact of State Reform on Teachers****Statistics**

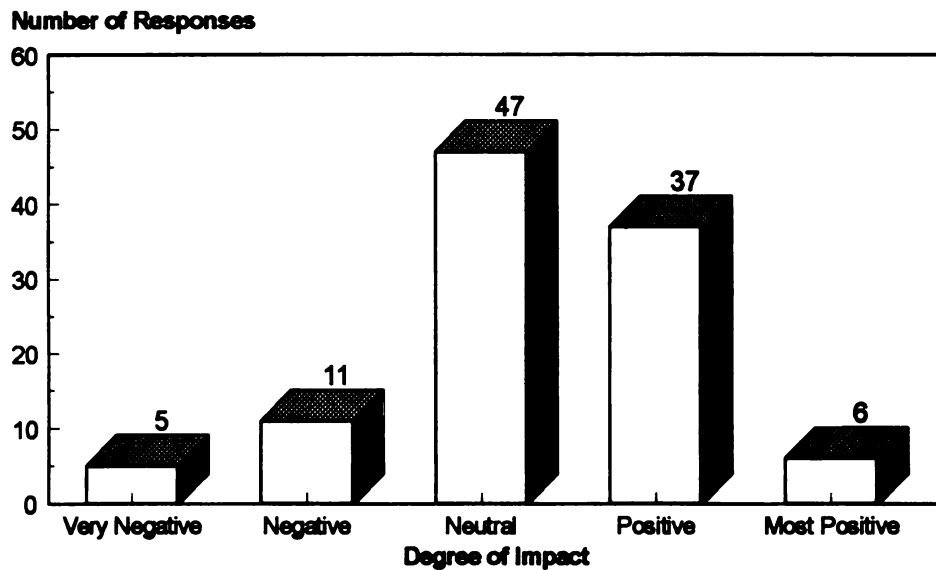
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
106	1	5	3.792	.836	.221

**Analysis:**

The responses to question #30b indicates that 66 (62%) of the superintendents felt that there was a very positive impact on teachers due to the State reform efforts in the area of Curriculum. There were 23 (21%) superintendents who responded with a neutral impact and 15 (14%) responded a negative impact. It can be concluded that the data supports the proposition due to the fact that 89 (84%) of the 106 respondents believed there to be most positive to neutral impact on teachers due to the State reform efforts in the area of Curriculum.

**Proposition:** 30d

The State reform efforts impacting Curriculum have positively affected relations between School and Community.

**Curriculum****Impact of State Reform between School and Community****Statistics**

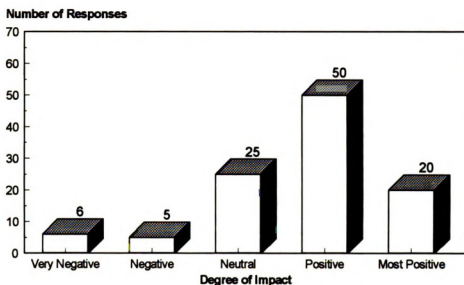
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
106	1	5	3.321	.846	.255

**Analysis:**

The responses to question #30d indicate that there were 47 (44%) superintendents who felt there was a neutral impact between School and Community due to reform efforts in the area of Curriculum. There were 43 (40%) respondents who felt there was a positive impact and 16 (15%) respondents who felt there was a negative impact. It can be concluded that the data supports the proposition as over 80 of the 106 superintendents indicated a positive or neutral impact between School and Community due to the reform efforts in the area of Curriculum.

**Proposition: #30e**

The State reform efforts impacting curriculum have positively affected professional development.

**Curriculum****Impact of State Reform on Professional Development****Statistics**

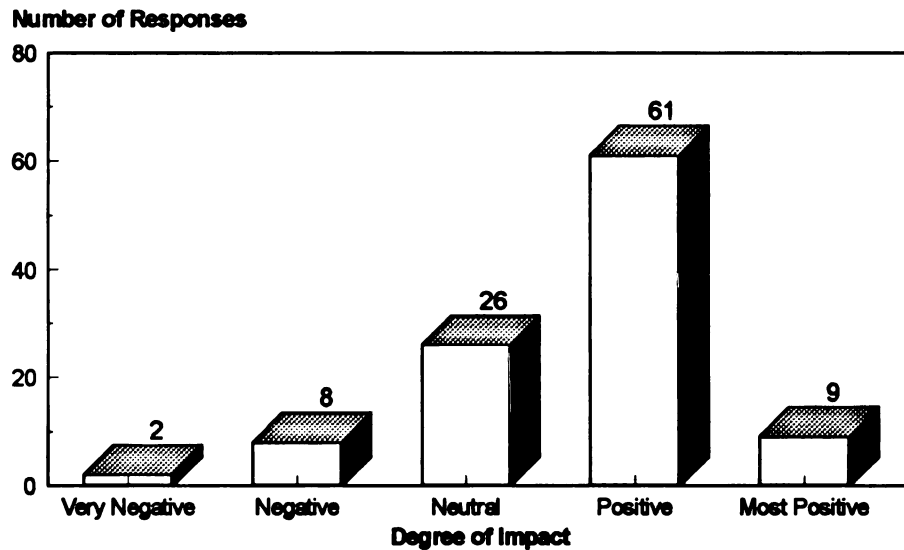
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
106	1	5	3.783	.916	.242

**Analysis:**

The responses to question #30e indicate that 70 (66%) of the superintendents felt there was a positive impact on Professional Development due to State reform efforts in the area of Curriculum. There were 25 (24%) of the respondents who felt there was a neutral impact and 11 (10%) respondents indicated a negative impact. It can be concluded that the data supports the proposition as over 95 of the 106 superintendents felt there was positive to neutral impact on Professional Development due to State reform efforts in the area of Curriculum.

**Proposition: #31a**

The State reform efforts impacting curriculum have positively affected student achievement (M.E.A.P.)

**Curriculum****Impact of State Reform on Student Achievement (MEAP)****Statistics**

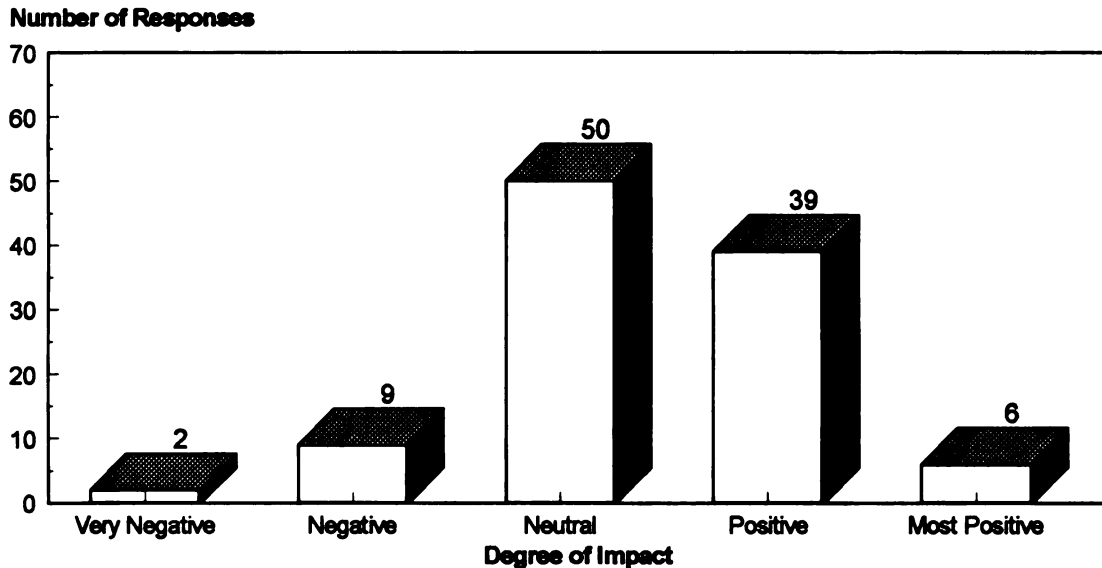
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
106	1	5	3.651	.781	.214

**Analysis:**

The responses to question #31a indicate that 70 (66%) superintendents felt there was a positive impact on Student Achievement (M.E.A.P.). There were 26 (24%) respondents that indicated a neutral impact and 10 (10%) who responded a negative impact. It can be concluded that the data supports the proposition as there were at 90% of the respondents indicated a positive to neutral impact on Student Achievement due to reform effects in the area of Curriculum.

**Proposition: 31b**

The State reform efforts impacting curriculum have positively affected student preparation for higher learning.

**Opinion****Impact of State Reform on Student Preparation For Higher Learning****Statistics**

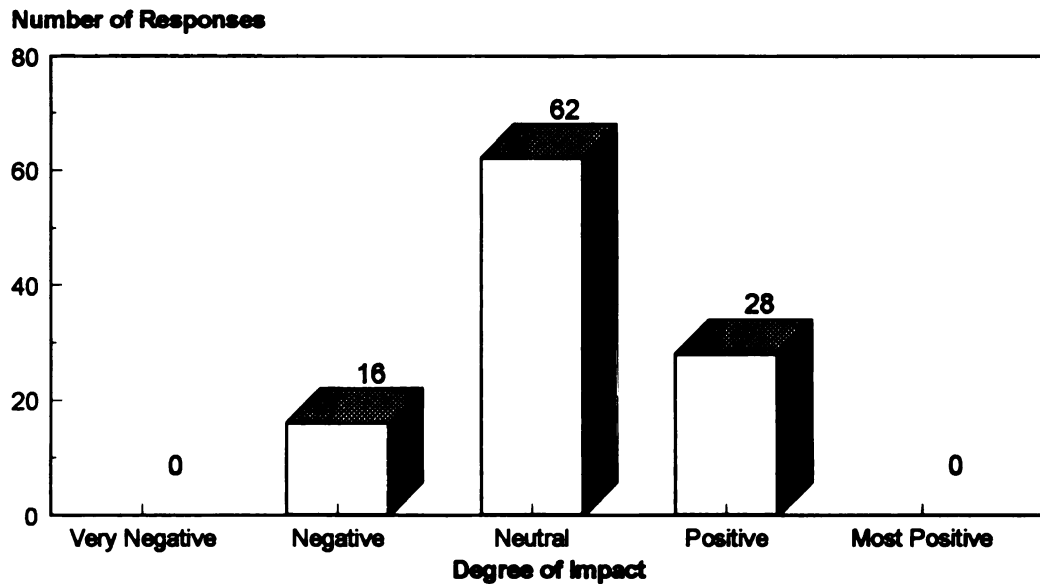
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
106	1	5	3.377	.762	.226

**Analysis:**

The responses to question #31b indicates that 45 (43%) of the superintendents felt there was positive impact on Student Preparation for High Learning due to reform efforts in the area of Curriculum. There were 50 (47%) respondents who felt there was a neutral impact and 11 (10%) respondents who indicated a negative impact. It can be concluded that the data supports the proposition as there were 95 ( 90%) of the 106 superintendents who indicated a positive or neutral impact on Student Preparation for High Learning due to the reform efforts in the area of Curriculum.

**Proposition: #31c**

The State reform efforts impacting Curriculum have positively affected student preparation for vocational choices.

**Curriculum****Impact of State Reform on Student Preparation****Statistics**

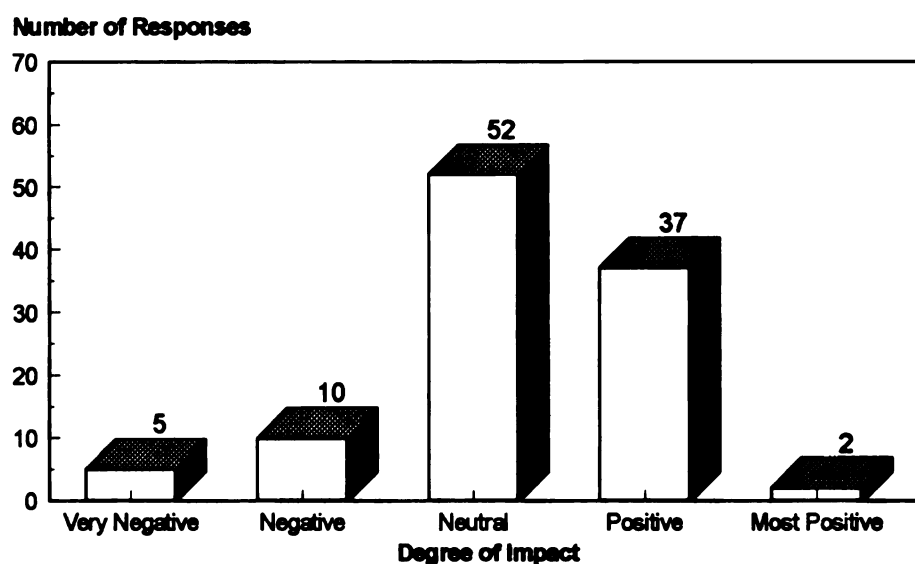
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
106	2	4	3.123	.643	.206

**Analysis:**

The responses to question # 31c indicate that 62 (59%) of the superintendents felt there was a neutral impact on Student Preparation in Vocational Education due to State reform efforts in the area of Curriculum. There were 28 (26%) respondents who believed there was a positive impact and 16 (15%) who believed there was a negative. It can be concluded that the data does not support the proposition as there is a neutral distribution of responses to the effect of State reform efforts on Student Preparation in Vocational Education.

**Proposition: #31d**

The State reform efforts impacting Curriculum have positively affected teacher accountability.

**Curriculum****Impact of State Reform on Teacher's Accountability****Statistics**

Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
106	1	5	3.236	.775	.240

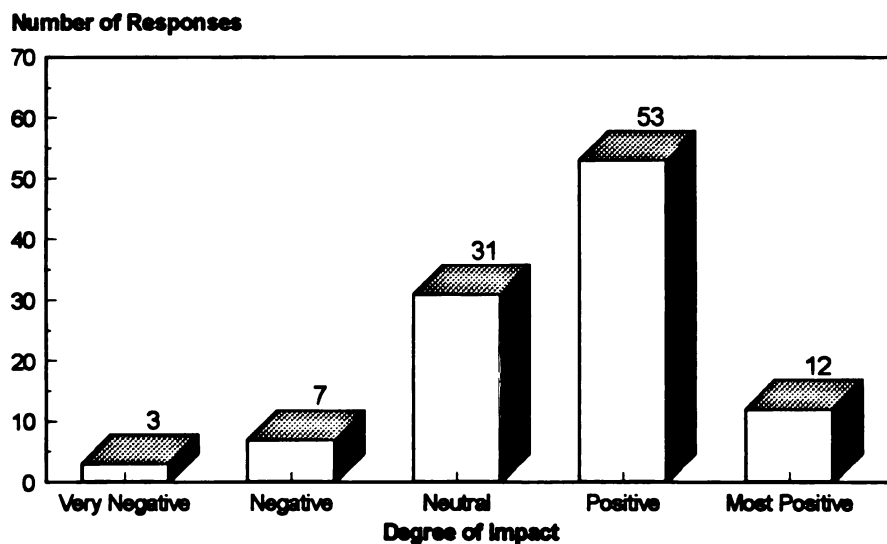
**Analysis:**

The responses to question #31d indicate that 52 (49%) of the superintendents indicated there was a neutral impact on Teacher's Accountability due to State reform efforts in the area of curriculum. There were 39 (37%) of the respondents who indicated a positive impact and only 15 (14%) indicated a negative impact. It can be concluded that the data supports the proposition to the extent that 91 of the 106 superintendents indicated a neutral to positive impact on Teacher's accountability in the area of Curriculum.



**Proposition: #31e**

The State reform efforts impacting Curriculum have positively affected leadership strategies in meeting district/building goals.

**Curriculum****Impact of State Reform on Leadership Strategies for District Goals****Statistics**

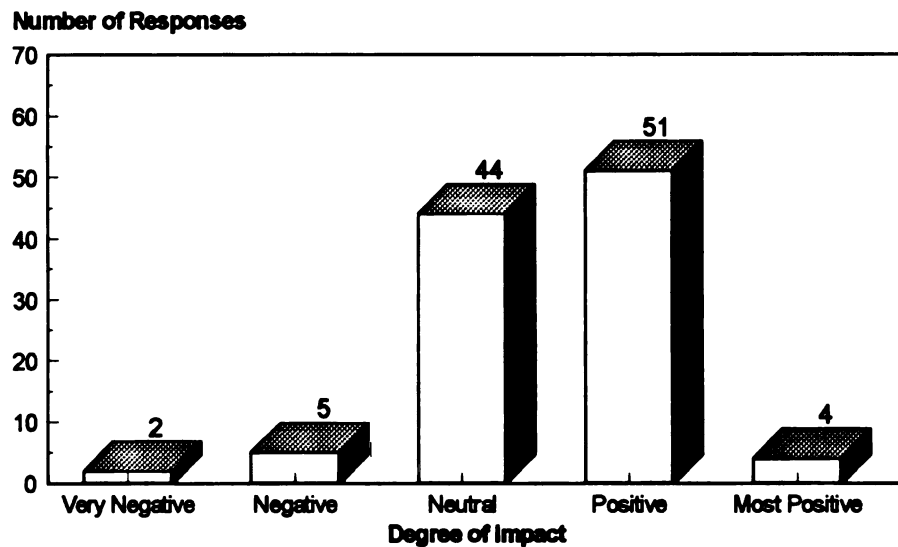
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
106	1	5	3.632	.843	.232

**Analysis:**

The responses to question #31e indicate that 65 (62%) of the superintendents felt there was a positive impact on Leadership Strategies for District/Building Goals due to the State reform efforts in the area of Curriculum. There were 31 (29%) respondents who indicated a neutral impact and 10 (9%) who indicated a negative impact. It can be concluded that the data supports the proposition as 86 of the 106 superintendents indicated positive or neutral impact on Leadership Strategies for District/Building Goals in the area of Curriculum.

**Proposition: #31f**

The State reform efforts impacting Curriculum have positively affected Parent/Community involvement.

**Curriculum****Impact of State Reform on Parent/Community Involvement****Statistics**

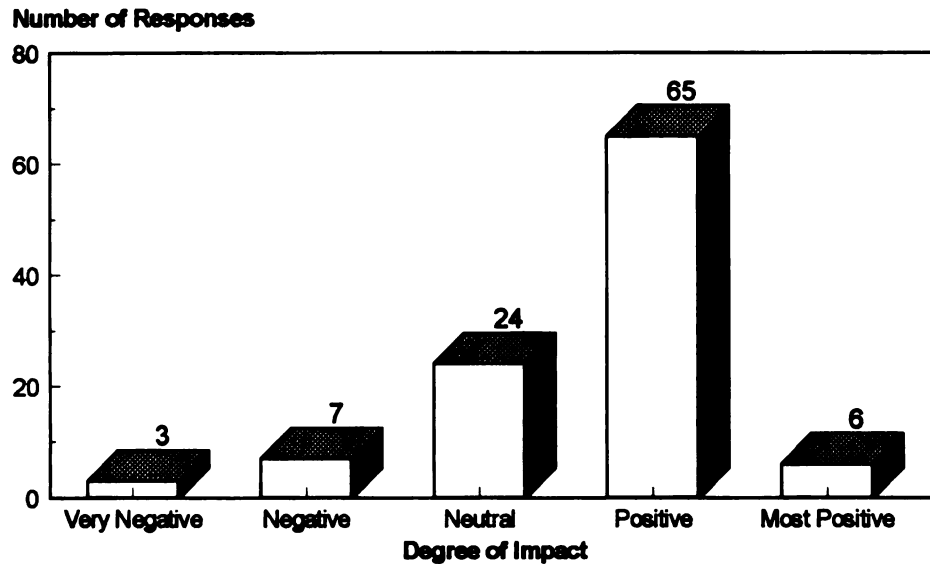
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
106	1	5	3.472	.733	.211

**Analysis:**

The responses to question #31f indicate that 55 (52%) of the superintendents believe there was a positive impact on Parent/Community Involvement due to State reform efforts in the area of Curriculum. 44 (41%) of the respondents indicated a neutral impact and 7 (7%) indicated a negative impact. It can be concluded that the data supports the proposition as there were 99 out of the 106 superintendents who believed there was a positive to neutral impact on Parent/Community Involvement due to State reform efforts in the area of Curriculum.

**Proposition: #31g**

The State reform efforts impacting Curriculum have positively affected Core Curriculum Goals.

**Curriculum****Impact of State Reform on Core Curriculum Goals****Statistics**

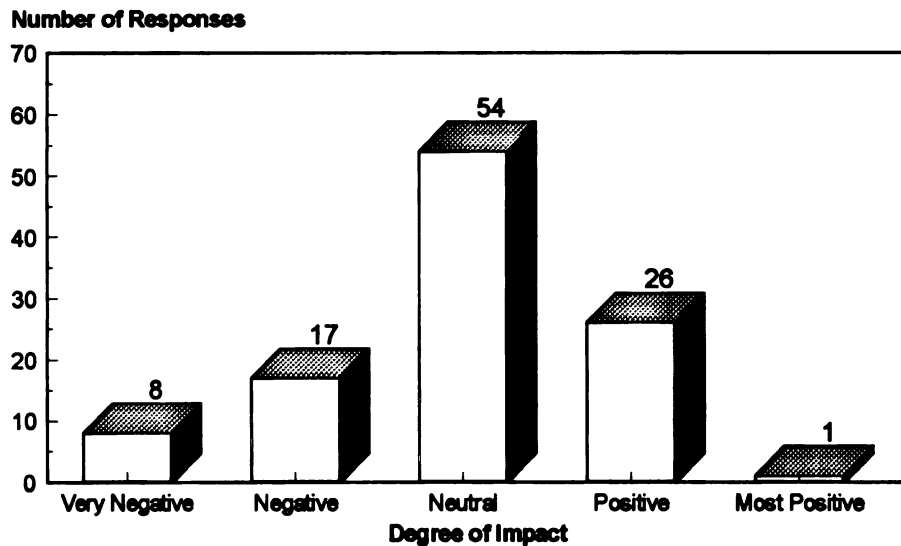
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
105	1	5	3.610	.814	.226

**Analysis:**

The responses to question #31g indicate that 71 (68%) Superintendents felt there was strong positive impact on the Core Curriculum Goals due to State reform efforts in the area of Curriculum. There were 24 (23%) respondents who believed there was a neutral impact and 10 (8%) who felt there was a negative impact. It can be concluded that the data supports the proposition as 95 of the 105 respondents indicated a strong positive to neutral impact on Core Curriculum Goals due to State reform efforts in the area of Curriculum.

**Proposition: #31h**

The State reform efforts impacting Curriculum have positively affected meeting national Goals 2000.

**Curriculum****Impact of State Reform on National Goals 2000****Statistics**

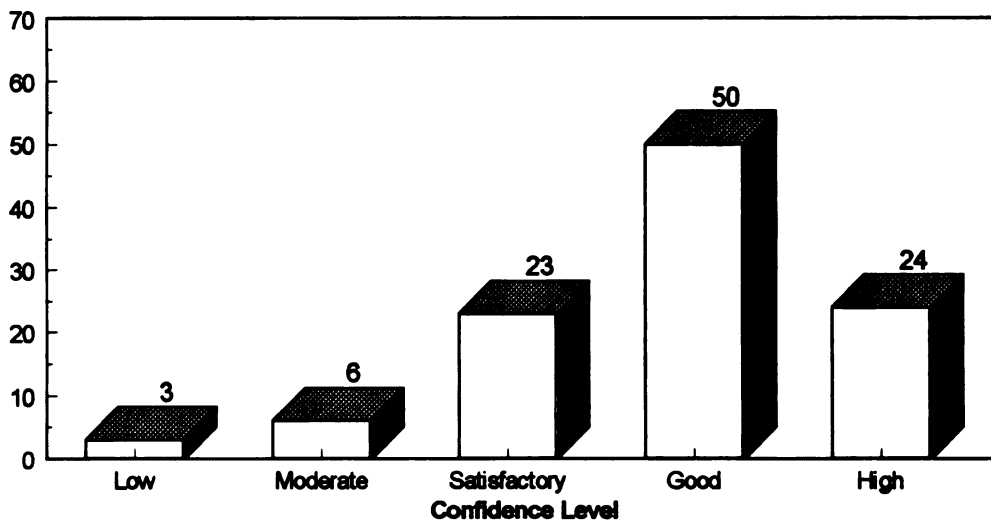
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
106	1	5	2.981	.851	.285

**Analysis:**

The responses to question #31h indicate that 54 (51%) Superintendents felt there was a neutral impact on meeting National Goals 2000 due to State reform efforts in the area of Curriculum. There were 27 (25%) respondents who indicated there was a positive impact and 25 (24%) who felt there was a negative impact. It can be concluded that the data does not support the proposition as there was an equal distribution of neutral impact responses to the effect of reform efforts on meeting the National Goals 2000 in the area of Curriculum.

**Proposition: #32**

Local Superintendents were highly confident with their answers to questions on specific State reform efforts impacting curriculum.

**Curriculum****Confidence Level of Superintendent's Responses****Number of Responses****Statistics**

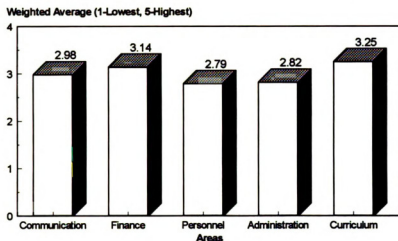
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
105	1	5	3.838	.911	.237

**Analysis:**

The responses to question #32 indicate that 74 (70%) of the superintendents felt very positive about the confidence of their answers to questions on Curriculum reform efforts. There were 23 (22%) respondents who felt satisfactorily about their confidence level and 8 (8%) respondents indicated moderate or low confidence levels. It can be concluded that the data supports the proposition as there were 97 (92%) superintendents who felt satisfactory, good or had high confidence with their answers to questions on reform efforts in the area of Curriculum.

**Proposition: #33**

The order of greatest change in the Superintendent's role responsibility created by State reform efforts is: highest to lowest- Finance, Administration, Curriculum, Personnel, and Communication.

**Impact of Reform on Superintendent's Responsibilities****Statistics**

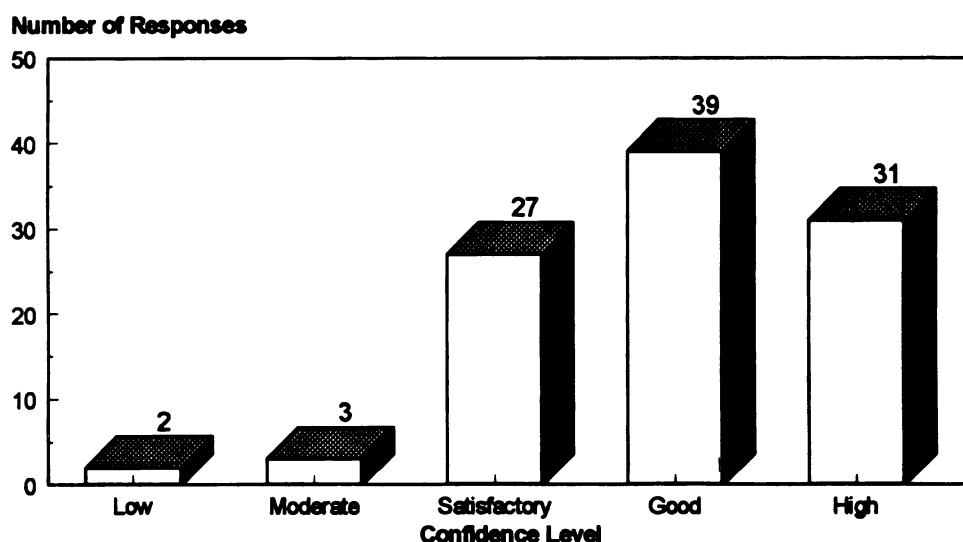
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
(33a) 102	1	5	2.980	1.364	.458
(33b) 102	1	5	3.176	1.389	.437
(33c) 102	1	5	2.804	1.350	.481
(33d) 102	1	5	2.833	1.283	.453
(33e) 102	1	5	3.265	1.579	.484

**Analysis:**

The mean responses to question # 33 indicates that Superintendents rank ordered (from highest to lowest) the areas of Curriculum, Finance, Communications, Administration, Personnel as the greatest change on the Superintendent's role responsibilities. It can be concluded that the data does not support the proposition as indicated by the rank order of the Superintendent's responses.

**Proposition: #34**

Local Superintendents were highly confident with their answer to ranking the effort of State reform efforts on the local Superintendent's areas of responsibility.

**Opinion****Confidence Level of Superintendent's Responses****Statistics**

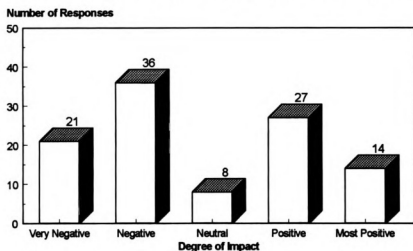
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
103	0	5	3.88	1.005	.258

**Analysis:**

The responses to question #33 indicate that 70 (68%) superintendents felt very confident with their answer to question #32, rank ordering the five identified job responsibilities. There were 27 (26%) satisfactory responses and 6 (6%) moderate to low responses to the superintendents confidence in rank ordering their job responsibilities. It can be concluded that the data supports the proposition as 97 (94%) superintendents felt a level of satisfactory of above in relation to their confidence levels.

**Proposition: #35**

The State reform efforts have had a positive impact on the job responsibilities of local Superintendents.

**Superintendent's Role - Personal View****Impact of State Reform on Increased Job Responsibilities****Statistics**

Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
106	1	5	2.783	1.373	.493

**Analysis:**

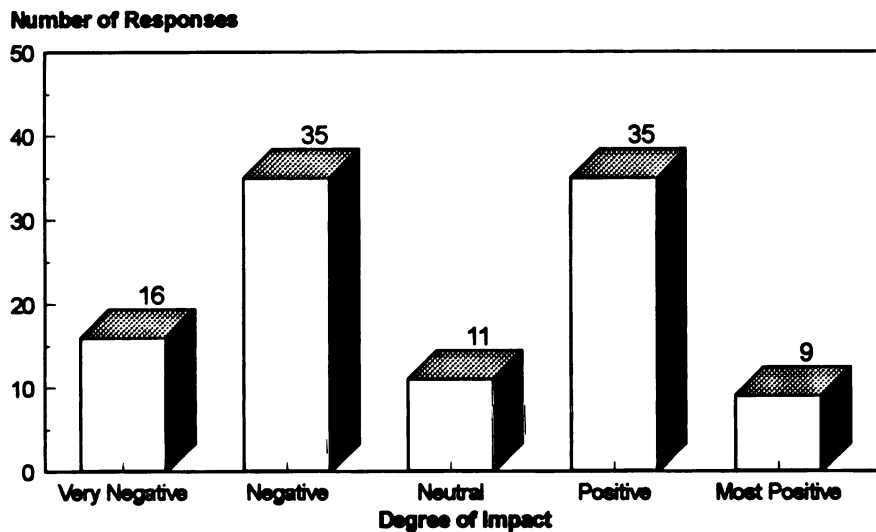
The responses to question #35 indicate that superintendents had strong feelings both negative and positive in relation to the impact the State reform efforts have had on their job responsibilities. There were 57 (53%) negative responses and 51 (49%) positive responses, with 8 (8%) neutral responses. It can be concluded that the data does not support the proposition.

\* The researcher received phone calls and written comments as to the confusion in answering this question. To the superintendents, the question could be interpreted to answer either positive and negative. I believe that is why there is an equal distribution of schools both positive and negative. Therefore, this question might indicate invalid information.



**Proposition: #36**

The State reform efforts have had a positive impact on the local Superintendent's time spent explaining the State reforms to the Board of Education.

**Superintendent's Role - Personal View****Impact of State Reform on Increased Explanation Time to Board****Statistics**

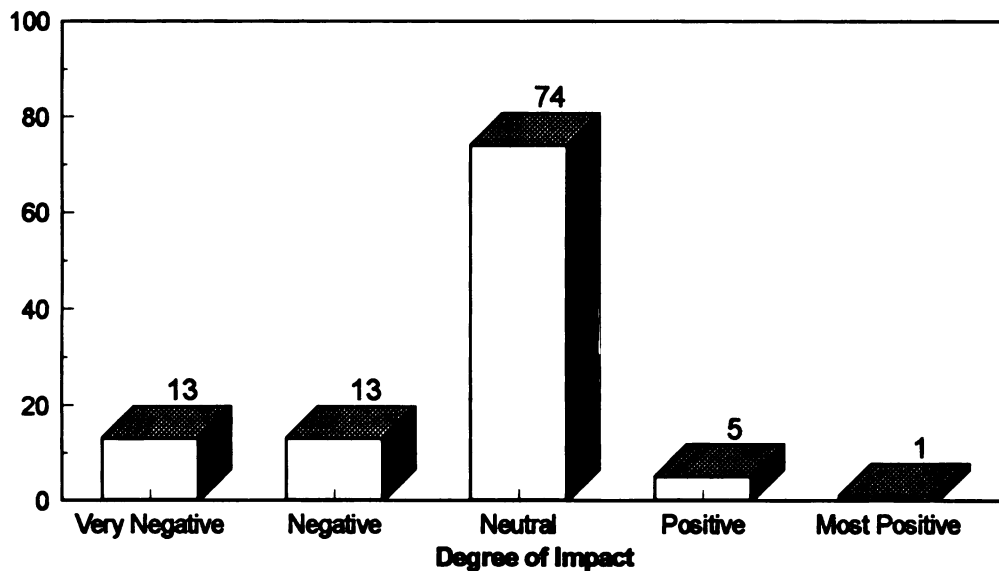
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
106	1	5	2.906	1.238	.426

**Analysis:**

The responses to question #106 indicate that there was an equal distribution of responses to both the negative and positive impact of State reform efforts on increasing Time Spent Explaining to the Board of Education the State reform efforts. The data does not support the proposition as 51 (48%) of the Superintendents indicated a negative impact and 44 (42%) indicated a positive impact and 11(10%) remained neutral.

**Proposition: #37**

The State reform efforts have had an impact on the turn-over of local Board members.

**Superintendent's Role - Personal View****Impact of State Reform on Board Turn-over****Number of Responses****Statistics**

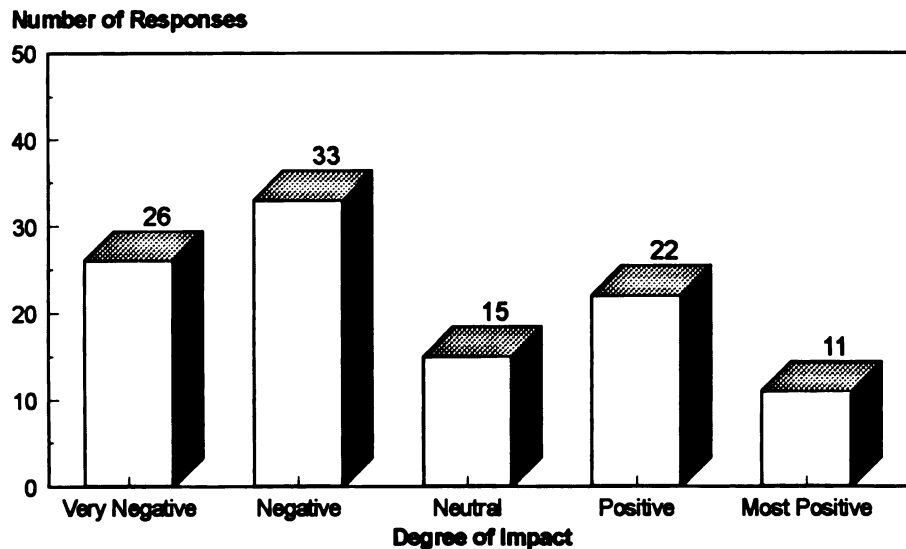
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
106	1	5	2.745	.757	.276

**Analysis:**

The responses to question #37 indicate that 74 (70%) of the superintendents felt there had been a neutral impact on Board turn-over due to the State reform efforts. The remaining 26 (25%) respondents indicated a negative impact and 6 (6%) indicated a positive impact. It can be concluded that the data does not support the proposition, as there was not a positive impact on the turn-over of Board due to State reform efforts.

**Proposition: #38**

The State reform efforts have negatively impacted on job stress for the local school superintendent.

**Superintendent's Role - Personal View****Impact of State Reform on Increased Job Stress****Statistics**

Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
107	1	5	2.617	1.329	.508

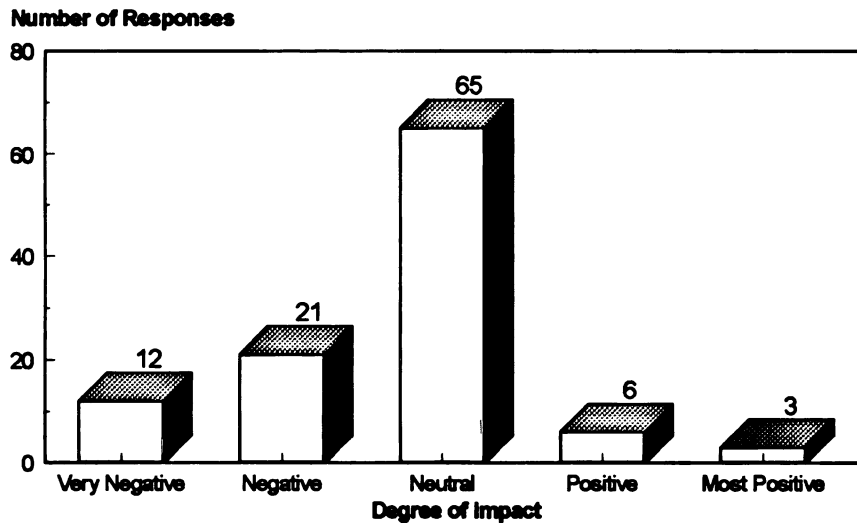
**Analysis:**

The responses to question #38 indicate that 59 (55%) of the superintendents felt a negative impact on increased job stress due to State reform efforts. There were 15 (14%) respondents who felt a neutral impact, and 33 (28%) indicated a positive impact. It can be concluded that the data does not support the proposition, as there was only a slightly greater indication of negative impact than positive.

\* It should be noted that an answer to this question could have a double meaning and could have caused a mixed response to the question. Job Stress could be considered positive or negative. Therefore, this question might be invalid.

**Proposition: #39**

The State reform efforts have negatively impacted the health of local Superintendents.

**Superintendent's Role - Personal View****Impact of State Reform on Personal Health****Statistics**

Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
107	1	5	2.696	.854	.317

**Analysis:**

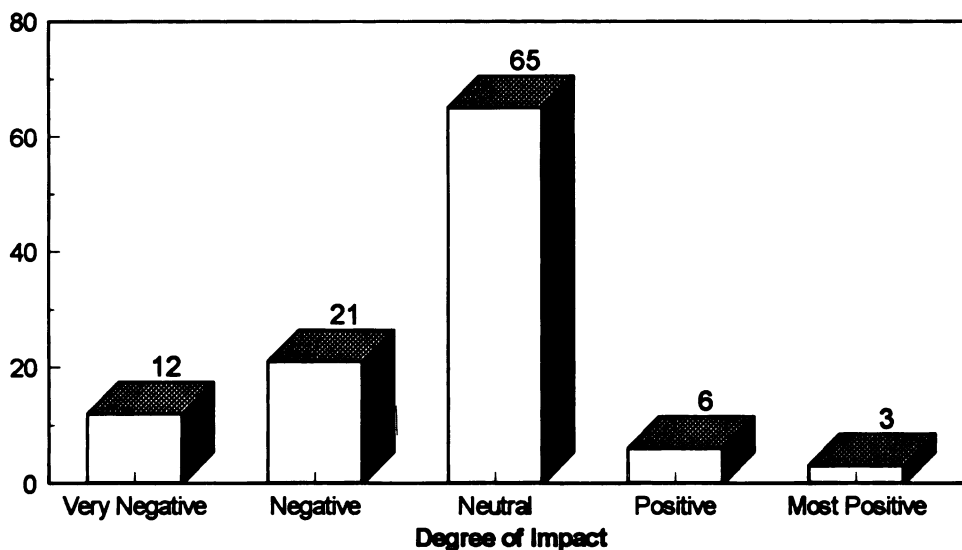
The responses to question #39 indicate that 65 (61%) of the superintendents felt there was a neutral impact on their health due to the State reform efforts. There were 9 (8%) who indicated a positive impact and 33 (31%) who indicated a negative impact. It can be concluded that the data does not support the proposition as the majority of the superintendents indicated a neutral impact with a third of the respondents indicating a negative impact.

**Proposition: #40**

The State reform efforts have negatively impacted local superintendent's career plans.

**Superintendent's Role - Personal View****Impact of State Reform on Career Plans**

Number of Responses

**Statistics**

Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
106	1	5	2.632	1.090	.414

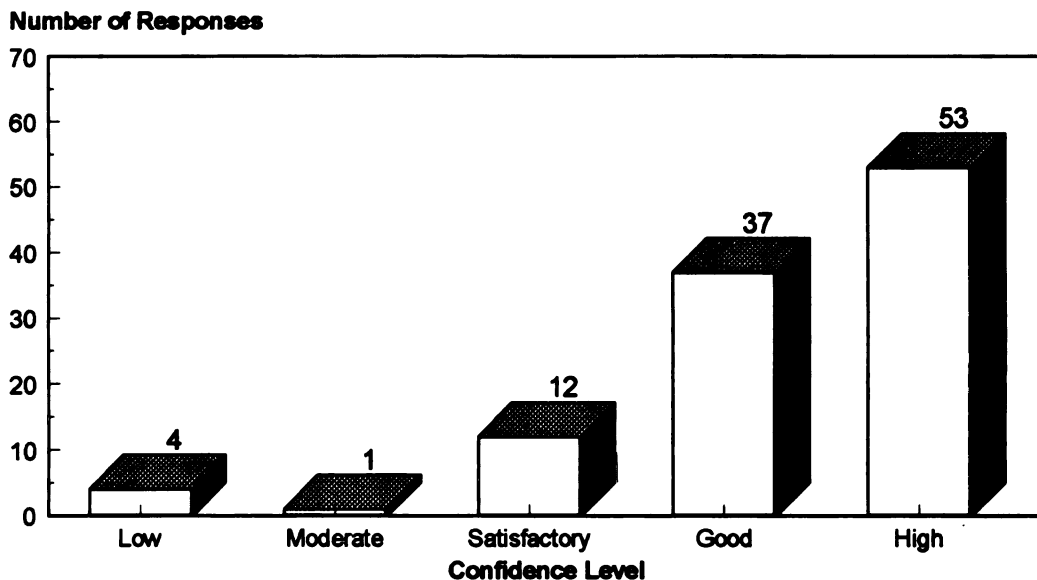
**Analysis:**

The responses to question #40 indicate that 65 (61%) of the superintendents indicated a neutral impact on Career Plans due to State reform efforts. There were 33 (31%) who indicated a negative impact and 9 (8%) who indicated a positive impact. It can be concluded that the data does not support the proposition as there more superintendents indicating a neutral impact than negative or positive. However, there were 33 of the 106 who indicated a negative impact.

\*It should be noted that the there was the exact same distribution of responses to question #39- job stress as was found in this question #A- career plans.

**Proposition: #41**

The superintendents were highly confident with answers to questions specific to the impact State reform efforts have had on their job responsibilities, career and health.

**Superintendent's Role - Personal View****Confidence Level of Superintendent's Responses****Statistics**

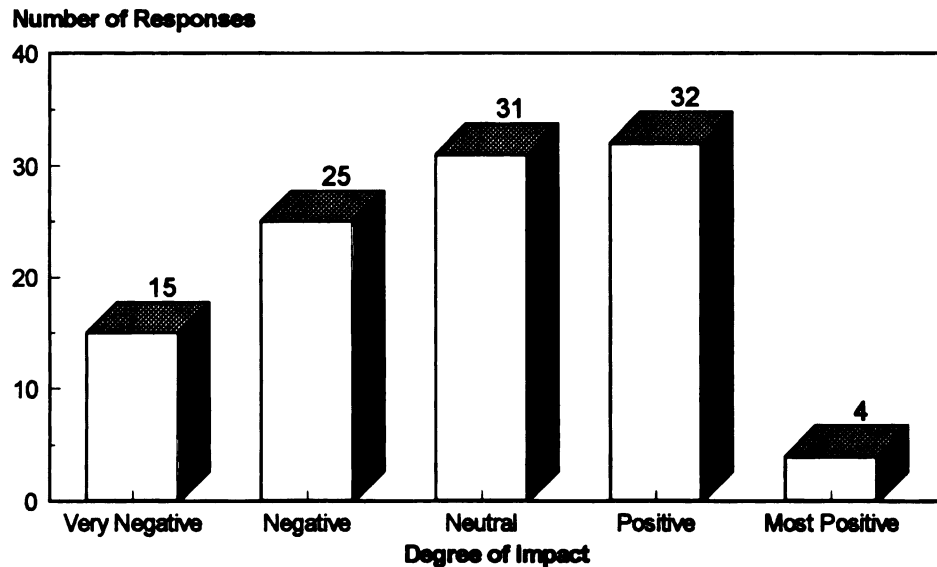
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
107	1	5	4.252	.962	.226

**Analysis:**

The responses to question #41 indicated that 90 (84%) of the superintendents rated their confidence to question on their role as satisfactory, good, or high. It can be concluded that the data supports the proposition as 105 (98%) of the 107 responses to confidence were good to high.

**Proposition: #42**

The State reform efforts have impacted the local traditional hierarchial structure of public schools.

**Organizational Structure****Impact of Reform on Traditional Hierarchy****Statistics**

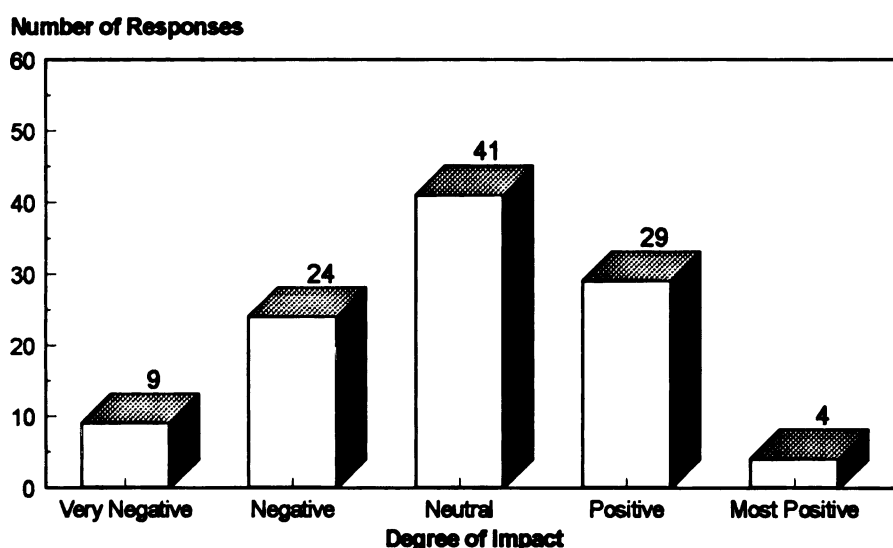
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
107	1	5	2.874	1.097	.382

**Analysis:**

The responses to question #42 indicate that 31 (29%) of the superintendents felt there was neutral impact on the organizational structure of their schools due to State reform efforts. There were 36 (34%) respondents who felt there was a positive impact and 40 (37%) who felt there was a negative impact indicating a bimodal distribution of responses. It can be concluded that the data does not support the proposition due to the fact that there was an equal distribution of both positive and negative impacts reported.

**Proposition: #43**

The State reform efforts have positively impacted local school's traditional hierarchial structure.

**Organizational Structure****Impact of Reform on Your School's Hierarchy****Statistics**

Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
107	1	5	3	.952	.317

**Analysis:**

The responses to question #43 indicate that 41 (38%) of the superintendents felt there was a neutral impact on their schools hierarchial organization structure due to State reform efforts. There were 33 (31%) of the respondents who felt there was a negative impact and 33 ( 31%) of the respondents who felt there was a positive impact indicating a bimodal distribution of responses. It can be concluded that there was a diverse impact on the organizational structure of individual schools due to the State reform efforts, thus the data does not support the proposition.

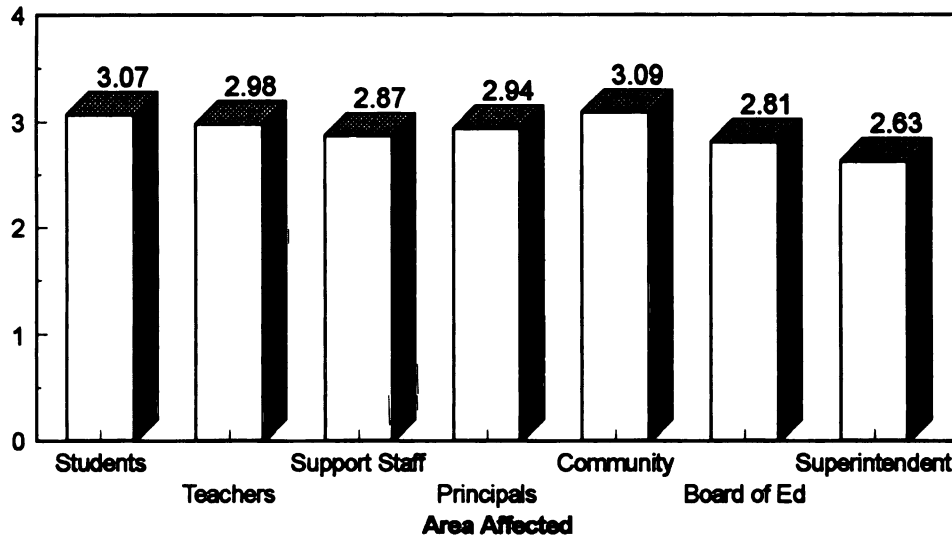


**Proposition: #44**

The State reform efforts have positively impacted local hierarchial structures within local schools with regards to students, teachers, support staff, principals, community, Board of Education, and the Superintendent.

**Organizational Structure****Impact of Reform on Hierarchy Structure**

**Weighted Average (1-Negative, 5-Positive)**

**Statistics**

Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
44a 107	1	5	3.065	.743	.242
44b 107	1	5	3.009	1.060	.352
44c 107	1	5	2.879	.809	.281
44d 107	1	5	2.925	1.088	.372
44e 107	1	5	3.117	.817	.262
44f 107	1	5	2.827	.911	.322
44g 107	1	5	2.827	1.051	.372

**Analysis:**

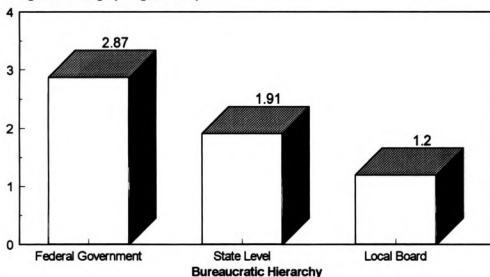
The mean responses to question 44a-g indicate that in all areas of the school organization there has been some impact although only slightly negative and slightly positive if we look at the mean (average) of each of the groups. It can be concluded that the data does not support the proposition.

**Proposition: #45**

In ranking the bureaucratic hierarchical structure that most impacted the governing of schools prior to P.A. 25 was: first, the local Board of Education; second, the State Level; and third, the Federal Government.

**Organizational Structure****Bureaucratic Impact Prior to P.A. 25**

Weighted Average (1-High, 3-Low)

**Statistics**

Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
45a 101	1	3	2.881	.431	.150
45b 102	1	3	1.902	.434	.228
45c 105	1	3	1.20	.468	.390

**Analysis:**

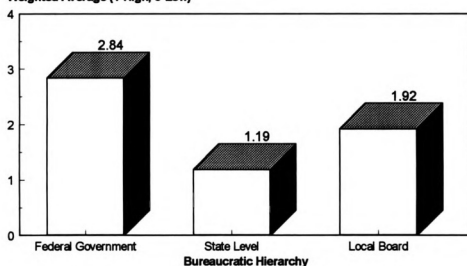
The responses to question #45a-c indicate that the responses from the superintendents indicated that the order of bureaucratic hierarchical level prior to P.A. 25 had the most impact on governing schools was: first, the local Board of Education; second, the State level; and third, the Federal government. Thus, it can be concluded that the data supports the proposition.

**Proposition: #46**

In ranking the bureaucratic hierarchical structure that most impacts the governing of schools today is: first, State Level; second, Local Boards of Education; third, Federal Government.

**Organizational Structure****Bureaucratic Impact Today**

Weighted Average (1-High, 3-Low)

**Statistics**

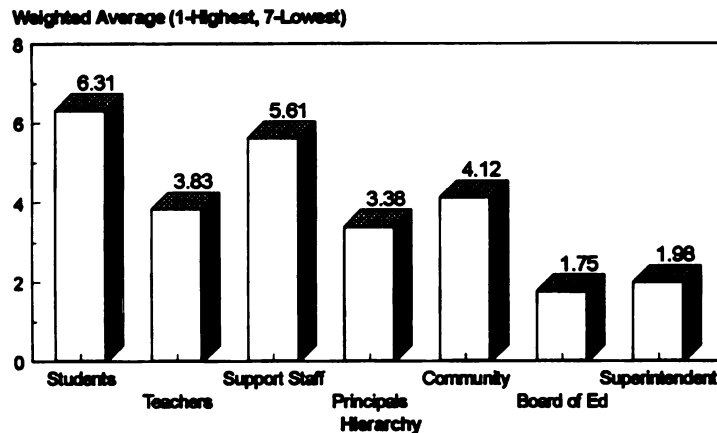
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
46a 102	1	3	2.843	.392	.138
46b 105	1	3	1.200	.425	.354
46c 104	1	3	1.923	.586	.305

**Analysis:**

The mean responses to question 46a-c indicate that the bureaucratic hierarchical structure that has the most impact in governing schools today is: first, the State Level; second, the Local Board of Education; third, the Federal Government. It can be concluded that the data supports the proposition due the responses indicated by the superintendents.

**Proposition: #47**

In ranking the bureaucratic hierarchical structure that most impacted the governing of schools ten years ago the order was: first, Board of Education; second, the superintendent; third, the community; fourth, the principals; fifth, the teachers; sixth, the support staff; and seventh, the students.

**Organizational Structure****Hierarchy Structure - 1985****Statistics**

Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
47a 104	1	7	6.308	1.133	.180
47b 104	1	7	4.248	.818	.193
47c 104	1	7	5.904	1.019	.173
47d 104	1	7	3.375	.740	.219
47e 104	1	7	4.308	1.961	.455
47f 104	1	7	1.733	1.120	.646
47g 104	1	7	2.019	.877	.434

**Analysis:**

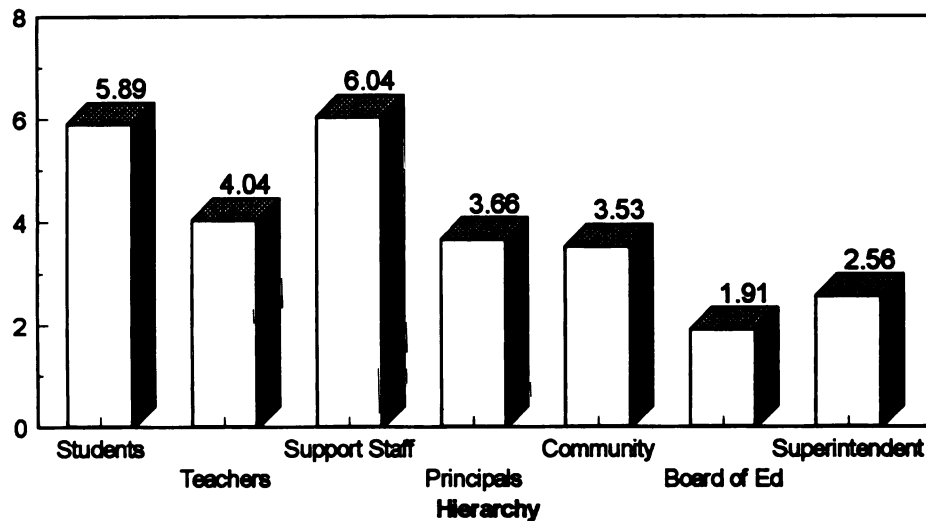
The responses to question 47a-g indicate that the data does not support the proposition. The mean rank ordering indicates that the order from highest to lowest is : first, Board of Education; second, the superintendent; third, principals; fourth, teachers; fifth, the community; sixth support staff, and seventh, the students.

**Proposition: #48a-g**

In ranking the bureaucratic structure that most impacts the governing of your school's hierarchy today is: first, Board of Education; second, superintendent; third, principals; fourth, community; fifth, teachers; sixth, support staff; seventh, students.

**Organizational Structure****Hierarchy Structure - 1995**

Weighted Average (1-Highest, 7-Lowest)

**Statistics**

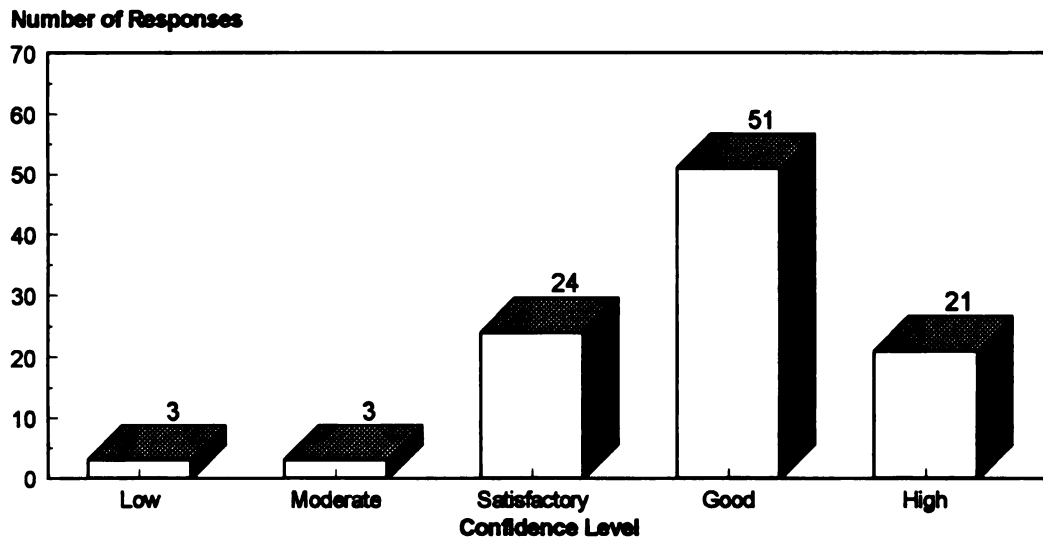
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
48a 103	1	7	5.883	1.647	.280
48b 103	1	7	4	1.188	.297
48c 103	1	7	6.0010	1.142	.190
48d 103	1	7	3.676	1.082	.294
48e 103	1	7	3.602	1.942	.539
48f 103	1	7	2	1.33	.668
48g 103	1	7	2.563	1.362	.532

**Analysis:**

The responses to question 48 a-g indicate that the data does not support the proposition. The order of hierarchical structure in local schools today indicated by the mean responses is: first, the Local Board of Education; second, the superintendent; third, the community; fourth, the principals; fifth, the teachers; sixth, the students; and seventh, the support staff.

**Proposition: #49**

Local superintendents were highly confident with their answers to bureaucratic structure of hierarchy.

**Organizational Structure****Confidence Level of Superintendent's Responses****Statistics**

Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
102	1	5	3.827	.896	.234

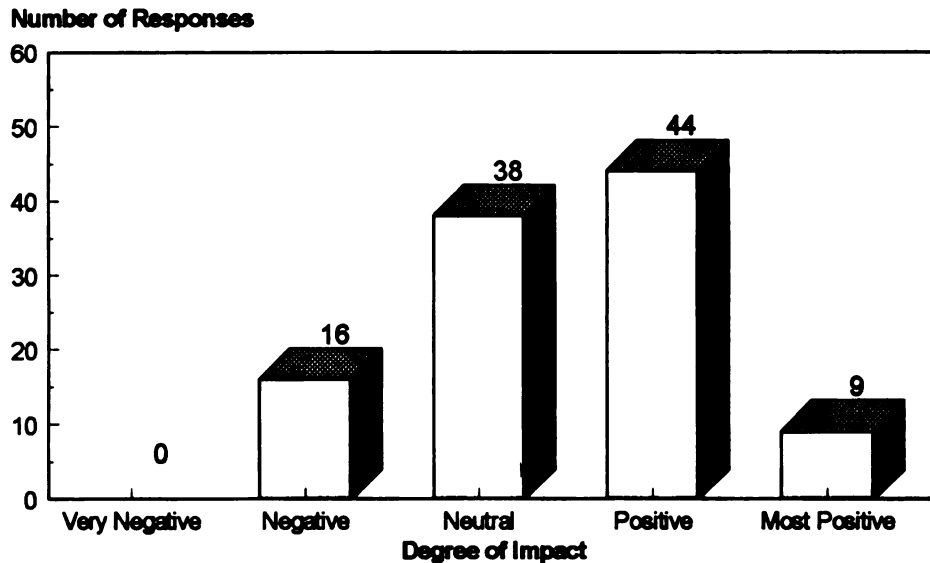
**Analysis:**

The confidence level of 72 (71%) superintendents indicated they felt good or highly confident with their answers to questions on bureaucratic structure of hierarchy. There were 24 (24%) respondents who felt satisfactorily confident and 6 (6%) who were moderate to low in their confidence. It can be concluded that the data does not support the proposition as 75 superintendents indicated satisfactory, good, and only 21 responded high as to their confidence level.



**Proposition: #50**

The reform efforts have altered the Superintendent's administrative style toward instructional leadership.

**Division of Labor****Impact of State Reform on Administrative Style****Statistics**

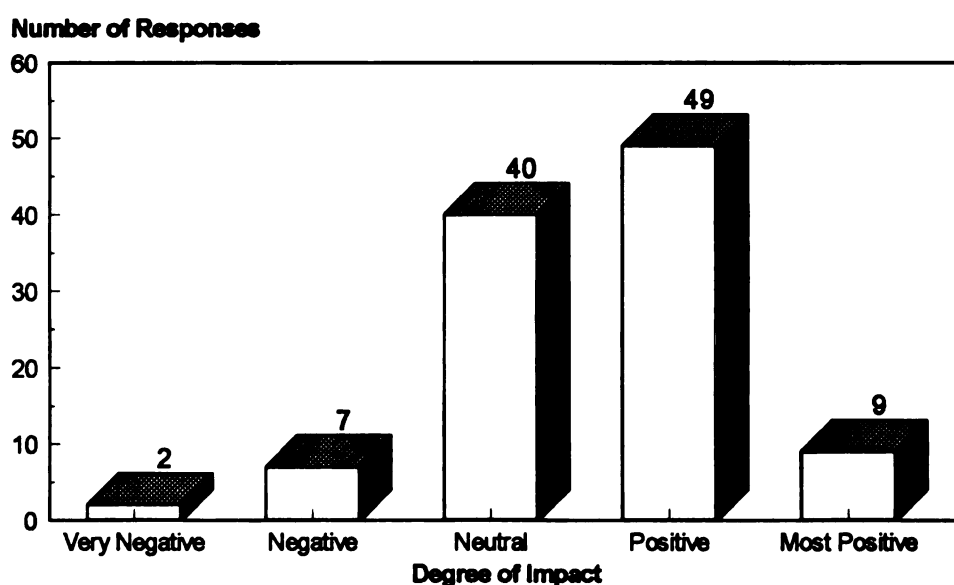
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
107	2	5	3.430	.848	.247

**Analysis:**

The responses to question #50 indicate that 53 (50%) of the superintendents felt there was a positive impact in altering the superintendent's administrative style toward an instructional leadership model. There were 38 (36%) who responded with a neutral impact and only 16 (14%) with a negative impact. It can be concluded that the data supports the proposition as there were 92 of the respondents who felt a neutral to positive impact toward a change in administrative style due to the State reform efforts.

**Proposition: #51**

The State reform efforts have positively altered the superintendent's involvement in the decision making process in the district toward more staff involvement.

**Division of Labor****Impact of State Reform on Decision Making****Statistics**

Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
107	1	5	3.523	.817	.232

**Analysis:**

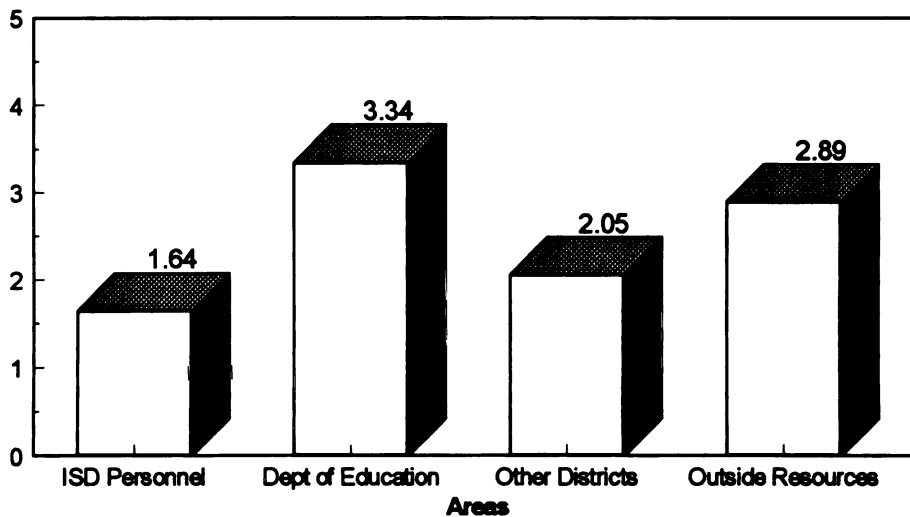
The responses to question #51 indicate that 58 (54%) of the superintendents felt there was positive impact toward an altered involvement of the superintendents in district decisions and it was moving toward more staff involvement. There were 40 (37%) respondents who believed there was a neutral impact, and 9 (8%) believed there was a negative impact. It can be concluded that the data supports the proposition as the responses indicated a move toward more involvement of the staff in district decision making.

**Proposition: #52**

The ranking of which groups has had the greatest amount of assistance in helping local schools meet their State reform compliances are: first, ISD's; second, State Department of Education; third, hired resources; and fourth, other districts.

**Division of Labor****Areas Impacting Achievement of State Reform Compliance**

Weighted Average (1-Positive, 5-Negative)

**Statistics**

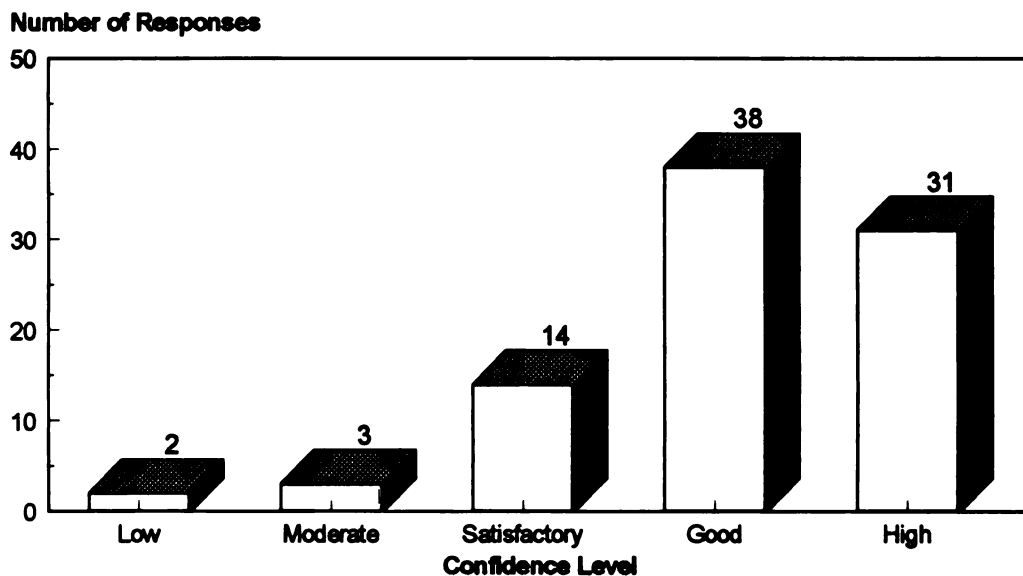
Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
52a 97	0	4	1.619	.951	.588
52b 88	0	4	3.307	.951	.288
52c 90	0	4	3.078	.951	.335
52d 88	1	4	2.886	.988	.342

**Analysis:**

The response to question #52a-d indicates that the mean average ranking of assistance to school districts in meeting compliance to state reform efforts are; first, ISD's; second, other districts; third, outside resources; and fourth, the State Dept. of Ed. It can be concluded that the data does not support the proposition as indicated by the ranking responses shown in the graphs.

**Proposition: #53**

Local superintendents were highly confident with their answers to the effects of State reform efforts on the superintendents's leadership.

**Division of Labor****Confidence Level of Superintendent's Responses****Statistics**

Number of Responses	Minimum	Maximum	Mean	Standard Deviation	Coefficient Variation
107	1	5	4.075	.898	.220

**Analysis:**

The response to question #53 indicate that 69 (64%) superintendents felt good or highly confident with their answers to questions on the superintendent's leadership. There were 14 (13%) respondents who felt satisfactory, and 3 (3%) moderate, and 21(20%) who felt a low confidence level. It can be concluded that the data supports the proposition as more than 64% of the superintendents felt confident with their answers to questions on the superintendent's leadership.

**APPENDIX II:**  
**REFORM EFFECTS SURVEY**

**REFORM EFFECTS SURVEY****Background Information**

Name of District: \_\_\_\_\_  
 Number of Students in the District \_\_\_\_\_  
 Class of School \_\_\_\_\_ A \_\_\_\_\_ B \_\_\_\_\_ C \_\_\_\_\_ D  
 District Revenue (1994-95) \_\_\_\_\_  
 Superintendent's Name \_\_\_\_\_ Phone \_\_\_\_\_  
 Length of tenure as Superintendent in present district \_\_\_\_\_  
 Total number of years as a Superintendent between 1969 - 1994:  
 \_\_\_\_\_ 0-5 \_\_\_\_\_ 6-10 \_\_\_\_\_ 11-15 \_\_\_\_\_ 16-20 \_\_\_\_\_ 21-25+

**General Instructions**

Over the past 30 years, Michigan has issued over 200 reform efforts directed toward public schools. They have been issued in the form of governor's executive order, legislative mandates, attorney general opinions and state board guidelines. We are assessing the impact of those efforts on superintendents and local districts. We have categorized the efforts into five areas: communication, finance, personnel, administration and curriculum. Along with each category we have identified specific efforts. Please respond to the questions about the impact of these efforts on you, as superintendent, and on your district. (A complete listing of all categorized reform efforts are listed in the attachments.)

**NOTE:** At the end of Section I of the survey you will be asked to add up your dollar costs and your percent of time assuring compliance of the public acts. This will provide accuracy and validate your responses for the first two items of analysis in each category of part one.

**SURVEY**  
**PART I - ROLE**

**Category One: Communications**

Significant Reform Efforts: The Freedom of Information Act (P.A. 442 of 1976), Annual Report (P.A. 25 of 1990), and Site-Based Decision Making (P.A. 335 of 1993). A brief definition of each reform effort under Communications is listed in the attachment.

Directions: Taking into consideration only the reform efforts listed above, please complete the following questions:

**(Indicate best  
estimate!)**

1. The districts annual cost to comply to these Public Acts regarding communications. \$ \_\_\_\_\_
2. The percentage of your annual time required to assure compliance with these Public Acts regarding communications. % \_\_\_\_\_

3. The number of internal central office personnel people days required to carry-out the Public Acts regarding communications. # \_\_\_\_\_

4. The number of outside resource people hours required to support the Public Acts regarding communications. # \_\_\_\_\_

Directions: Using the following code; 1=Significant Negative Impact, 2=Moderate Negative Impact, 3=No Impact, 4=Moderate Positive Impact, 5=Significant Positive Impact

5. What is the impact these specific State reform efforts have had on:

a.	student achievement on M.E.A.P. scores	Negative	1	2	3	4	5	Positive
b.	communication between administration and staff		1	2	3	4	5	
c.	communication between school, parents, and community		1	2	3	4	5	
d.	communication between your district and the state		1	2	3	4	5	
e.	the management of the school district		1	2	3	4	5	

6. How confident are you with the answers you have given? Low 1 2 3 4 5 High

## Category Two: Finance

Uniform School Accounting and Reporting Act (P.A. of 1974), Headlee Amendment P.A. of 1978), Lottery Monies (P.A. 40 of 1981), State Aide Incentives (P.A. 110 of 1985), Classrooms of Tomorrow (P.A. 171 of 1989), Professional Development (P.A. 335 of 1993), School Calendar Changes (P.A. 283 of 1994), Implementation of Breakfast Program (P.A. 335 of 1993), Social Security (P.A. 336 and 283 of 1993-94), Retirement (P.A. 336 and 283 of 1993-94).

Directions: Taking into consideration only the reform efforts listed above, please complete the following questions:

**(Indicate best guesstimate!)**

7. The districts annual cost to comply to these Public Acts regarding finance. \$ \_\_\_\_\_

8. The percentage of your annual time required to assure compliance with these Public Acts regarding finance. % \_\_\_\_\_

9. The number of internal central office personnel people days required to support the Public Acts regarding finance. # \_\_\_\_\_

10. The number of outside resource people hours required to support the Public Acts regarding finance. # \_\_\_\_\_

Directions: Using the following code; 1=Significant Negative Impact, 2=Moderate Negative Impact, 3=No Impact, 4=Moderate Positive Impact, 5=Significant Positive Impact

11. What is the impact these specific State reform efforts have had on:

a.	students	Negative	1	2	3	4	5	Positive
b.	teachers delivering instruction		1	2	3	4	5	
c.	management		1	2	3	4	5	

- |    |  |           |
|----|--|-----------|
| d. | relations between school and community | 1 2 3 4 5 |
| e. | professional development               | 1 2 3 4 5 |

12. How confident are you with the answers you have given? Low 1 2 3 4 5 High

### Category Three: Personnel

Mandatory Special Education (P.A. 451 of 1977), Substitute Teachers (P.A. 72 of 1986), New Employee Record Checks (P.A. 99 of 1992).

Directions: Taking into consideration only the reform efforts listed above, please complete the following questions:

**(Indicate best  
guesstimate!)**

- |     |  |          |
|-----|--|----------|
| 13. | The districts annual cost to comply to these Public Acts regarding personnel.  | \$ _____ |
| 14. | The percentage of <u>your</u> annual time required to assure compliance with these Public Acts regarding personnel.  | % _____  |
| 15. | The number of internal central office personnel people days required to support the Public Acts regarding personnel. | # _____  |
| 16. | The number of instructional staff days required to support the Public Acts regarding personnel.                      | # _____  |
| 17. | The number of outside resource people hours required to support the Public Acts regarding personnel.                 | # _____  |

Directions: Using the following code; 1=Significant Negative Impact, 2=Moderate Negative Impact, 3=No Impact, 4=Moderate Positive Impact, 5=Significant Positive Impact

18. What is the impact these specific State reform efforts have had on:

- |    |  |          |   |   |   |   |   |          |
|----|--|----------|---|---|---|---|---|----------|
| a. | students                               | Negative | 1 | 2 | 3 | 4 | 5 | Positive |
| b. | teachers delivering instruction        |          | 1 | 2 | 3 | 4 | 5 |          |
| c. | management                             |          | 1 | 2 | 3 | 4 | 5 |          |
| d. | relations between school and community |          | 1 | 2 | 3 | 4 | 5 |          |
| e. | professional development               |          | 1 | 2 | 3 | 4 | 5 |          |

19. How confident are you with the answers you have given? Low 1 2 3 4 5 High

### Category 4: Administration

Asbestos Removal (P.A. 147 of 19 6), Confidentiality of Student Records (P.A. 488 of 1988), District Accreditation (P.A. 335 of 1993), Student Portfolios (P.A. 336 of 1993), State Endorsed Diplomas (P.A. 335 of 1993), Professional Development Plan (P.A. 335 of 1993), Sexual Harassment Policy (P.A. 335 of 1993).

Directions: Taking into consideration only the reform efforts listed above, please complete the following questions:

**(Indicate best  
guesstimate!)**



20. The districts annual cost to comply to these Public Acts regarding administration. \$ \_\_\_\_\_
21. The percentage of your annual time required to assure compliance with these Public Acts regarding administration. % \_\_\_\_\_
22. The number of internal central office personnel people days required to support the Public Acts regarding administration. # \_\_\_\_\_
23. The number of outside resource people hours required to support the Public Acts regarding administration. # \_\_\_\_\_

Directions: Using the following code; 1=Significant Negative Impact, 2=Moderate Negative Impact, 3=No Impact, 4=Moderate Positive Impact, 5=Significant Positive Impact

24. What is the impact these specific State reform efforts have had on:
- |   |          |   |   |   |   |   |          |
|---|----------|---|---|---|---|---|----------|
| a. students                               | Negative | 1 | 2 | 3 | 4 | 5 | Positive |
| b. teachers delivering instruction        |          | 1 | 2 | 3 | 4 | 5 |          |
| c. management                             |          | 1 | 2 | 3 | 4 | 5 |          |
| d. relations between school and community |          | 1 | 2 | 3 | 4 | 5 |          |
| e. professional development               |          | 1 | 2 | 3 | 4 | 5 |          |
25. How confident are you with the answers you have given? Low 1 2 3 4 5 High

### Category Five: Curriculum

Staff Development Monies (P.A. 239 of 1984), P.A. 25 State Mandates: 1. School Improvement Plan, 2. Core Curriculum, 3. School Accreditation, 4. Annual Report, 5. State Testing - Proficiency Tests, MEAP, etc. and Assessment Methods (P.A. 335 of 1993), Special Curriculum Programs (P.A. 229 - Gifted and Talented, 1974, P.A. 294 - Bilingual, 1974, P.A. 353 - Minority Curriculum, 1974, P.A. 185 - AIDS Curriculum, 1987). Incentives (P.A. 184 of 1992).

Directions: Taking into consideration only the reform efforts listed above, please complete the following questions:

**(Indicate best  
guesstimate!)**

26. The districts annual cost to comply to these Public Acts regarding curriculum. \$ \_\_\_\_\_
27. The percentage of your annual time required to assure compliance with these Public Acts regarding curriculum. % \_\_\_\_\_
28. The number of internal central office personnel people days required to support the Public Acts regarding curriculum. # \_\_\_\_\_
29. The number of outside resource people hours required to support the Public Acts regarding curriculum. # \_\_\_\_\_

Directions: Using the following code; 1=Significant Negative Impact, 2=Moderate Negative Impact, 3=No Impact, 4=Moderate Positive Impact, 5=Significant Positive Impact

30. What is the impact these specific State reform efforts have had on:

a.	students	Negative	1	2	3	4	5	Positive
b.	teachers delivering instruction		1	2	3	4	5	
c.	management		1	2	3	4	5	
d.	relations between school and community		1	2	3	4	5	
e.	professional development		1	2	3	4	5	

31. What is the impact these specific State reform efforts have had on:

a.	student achievement (MEAP)	Negative	1	2	3	4	5	Positive
b.	student preparation for higher learning		1	2	3	4	5	
c.	student preparation for vocational choices		1	2	3	4	5	
d.	teacher (accountability)		1	2	3	4	5	
e.	leadership strategies in meeting district/building goals		1	2	3	4	5	
f.	parent/community involvement		1	2	3	4	5	
g.	meeting state core curriculum goals		1	2	3	4	5	
h.	meeting national Goals 2000		1	2	3	4	5	

32. How confident are you with the answers you have given?

Low 1 2 3 4 5 High

### Category Six: Opinion

33. Rank the following five categories as to the greatest change in superintendent's role responsibilities created by State reform efforts.

(1 lowest - 5 highest)

\_\_\_\_\_ Communication  
 \_\_\_\_\_ Finance  
 \_\_\_\_\_ Personnel  
 \_\_\_\_\_ Administration  
 \_\_\_\_\_ Curriculum

Comments:

34. How confident are you with the answers you have given?

Low 1 2 3 4 5 High

**NOTE:** To insure accuracy and validity to your answers, please add up your \$ \_\_\_\_\_ in cost, your \_\_\_\_\_ % of time spent assuming compliance of the reform efforts for categories one through five.

**Category Seven: Superintendent's Role - Personal View**

Directions: Using the following code; 1=Significant Negative Impact, 2=Moderate Negative Impact, 3=No Impact, 4=Moderate Positive Impact, 5=Significant Positive Impact

35. What is the impact that the State reform efforts have had on increasing your job responsibilities. Negative 1 2 3 4 5 Positive
36. What is the impact that the State reform efforts have had on increasing the time you spend explaining the State reforms to the Board? Negative 1 2 3 4 5 Positive
37. What is the impact that the State reform efforts have had on turn-over of Board members? Negative 1 2 3 4 5 Positive
38. What is the impact that the State reform efforts have had on increasing job stress? Negative 1 2 3 4 5 Positive
39. Specifically for you, what is the impact that the State reform efforts have had on any negative health implications? Negative 1 2 3 4 5 Positive
40. What is the impact that the State reform efforts have had on your career plans? Negative 1 2 3 4 5 Positive
41. How confident are you with the answers you have given? Low 1 2 3 4 5 High

**SURVEY****PART II - ORGANIZATIONAL STRUCTURE****Category One: Structure**

Hierarchy of Authority - levels of control and supervision - range from high to low (i.e.: superintendent, principal, teacher, student).

Directions: Using the following code; 1=Significant Negative Impact, 2=Moderate Negative Impact, 3=No Impact, 4=Moderate Positive Impact, 5=Significant Positive Impact

42. What is the impact that State reform efforts have had on the local traditional hierarchial state of public schools? Neg. 1 2 3 4 5 Pos.
43. What is the impact that State reform efforts have had on YOUR school's traditional hierarchial structure? Neg. 1 2 3 4 5 Pos.
44. What is the impact that the State reform efforts have had on the hierarchial structure within your schools with regard to:
- |               |                     |
|---------------|---------------------|
| Students      | Neg. 1 2 3 4 5 Pos. |
| Teachers      | 1 2 3 4 5           |
| Support Staff | 1 2 3 4 5           |

Principals	1	2	3	4	5
Community	1	2	3	4	5
Board of Education	1	2	3	4	5
Superintendent	1	2	3	4	5

45. Which bureaucratic hierarchial level prior to P.A. 25 had the most impact on governing schools? (Rank 1-3) (1 = Highest Rank - 3 = Lowest Rank)

\_\_\_\_\_ Federal Government  
 \_\_\_\_\_ State Level (Legislature, Governor, State Board of Education)  
 \_\_\_\_\_ Local Board of Education

46. Which bureaucratic hierarchial level today has the most impact on governing schools? (Rank 1-3) (1 = Highest Rank - 3 = Lowest Rank)

\_\_\_\_\_ Federal Government  
 \_\_\_\_\_ State Level (Legislature, Governor, State Board of Education)  
 \_\_\_\_\_ Local Board of Education

47. Ten years ago what was the bureaucratic structure of hierarchy in your school? (Rank 1-7) (1 = Highest Rank - 7 = Lowest Rank)

\_\_\_\_\_ Students  
 \_\_\_\_\_ Teachers  
 \_\_\_\_\_ Support Staff  
 \_\_\_\_\_ Principals  
 \_\_\_\_\_ Community  
 \_\_\_\_\_ Board of Education  
 \_\_\_\_\_ Superintendent

48. What is the bureaucratic structure of hierarchy in your school today? (Rank 1-7) (1 = Highest Rank - 7 = Lowest Rank)

\_\_\_\_\_ Students  
 \_\_\_\_\_ Teachers  
 \_\_\_\_\_ Support Staff  
 \_\_\_\_\_ Principals  
 \_\_\_\_\_ Community  
 \_\_\_\_\_ Board of Education  
 \_\_\_\_\_ Superintendent

49. How confident are you with the answers you have given? Low 1 2 3 4 5 High

**Category Two: Division of Labor and Specialization - Official duties or job responsibilities are clearly established among positions.**

Directions: Using the following code; 1=Significant Negative Impact, 2=Moderate Negative Impact, 3=No Impact, 4=Moderate Positive Impact, 5=Significant Positive Impact

50. To what degree have the state reform efforts affected your administrative style?

Top Down Leader \_\_\_\_\_ 1 \_\_\_\_\_ 2 \_\_\_\_\_ 3 \_\_\_\_\_ 4 \_\_\_\_\_ 5 Instructional Leader

51. To what degree have the reform efforts impacted your involvement in the decision making process?

You Make the Decisions \_\_\_\_\_ 1 \_\_\_\_\_ 2 \_\_\_\_\_ 3 \_\_\_\_\_ 4 \_\_\_\_\_ 5 Involvement of staff  
 (Traditional Bureaucratic Hierarchic) (Site Based Decision)

52. Who has provided the greatest amount of assistance in helping local schools meet their State reform compliances? (Rank 1-4) ( 1 = Highest Rank - 4 = Lowest Rank)

\_\_\_\_\_ ISD personnel  
 \_\_\_\_\_ State Department of Education  
 \_\_\_\_\_ Other Districts  
 \_\_\_\_\_ Outside Hired Resources

53. How confident are you with the answers you have given?

Low 1 2 3 4 5 High

**APPENDIX III:**

**MICHIGAN REFORM EFFORTS**  
(Legislation, Mandates, Etc.)

<b><u>PUBLIC ACTS, LEGISLATION, ETC.</u></b>	<b><u>TOPICS</u></b>	<b>COMMUNICATIONS</b>	
		<b><u>DESCRIPTION</u></b>	<b><u>DATE</u></b>
6 Step Accountability Model	Dr. Porter-Initiative Measure	6 steps to school reform: Goals, Objectives, Needs Assessment, Delivery System, Evaluation, and Report to Public	1968
P.A. 267	Open Meetings	Meetings must be posted for open attendance. Public Accountability.	1976
P.A. 442	Freedom of Information Act	Opens most school records of school open to public access.	1976
P.A. 202	Amendment to Open Meetings Act	Amends meeting act to allow personnel evaluations to be in private.	1984
P.A. 80	Hazardous Wastes	Required Schools to inform employees of any hazardous chemicals in work place.	1986
P.A. 25	Annual Report	Each district and building must publish annual report.	1990

P.A. 335	Annual Education Report	<p>For schools to be accredited, school board must prepare an annual education report.</p> <p>Additions to previously required elements include core academic curriculum, variances from SBE model and explanation of variances, plus how pupils are ensured enrollment for core academic curriculum.</p>	1993
P.A. 335	Gender Equity	<p>School board must ensure that data compiled for annual school report is disaggregated by gender and provided to people doing the annual school improvement plan.</p> <p>School board must ensure that gender equity issues are addressed or that explanation for not addressing those issues is made to community.</p>	1993
P.A. 335	Performance Standards	<p>Beginning July 1, 1996, school districts must consider SBE recommended pupil performance standards.</p> <p>Beginning July 1, 1997, for schools to be accredited, school board must establish performance standards for assessing and promoting students; school board must consider SBE recommended standards.</p>	1993



P.A. 335	Site-Based Decision Making	School board must ensure that decisions made at the school building level are made via site-based decision making process.	1993
P.A. 335	Sex Education Instruction	Permissive authority for sex education instruction must include teaching abstinence from sex as a responsible method of prevention unwanted pregnancy and sexually transmitted disease and as positive life-style for unmarried young people.  School board, before revising sex education materials or methods of instruction, must hold at least two public hearings.	1993
P.A. 336	Sex Education Instruction	To avoid forfeiture of State School Aid funds, school board must give parents advance notification about sex education instruction, prior opportunity to review materials and observe instruction, and option for pupil to be excused.	1993
P.A. 283	Gender Equity	To avoid State School Aid forfeiture, school district must use data disaggregated by gender to develop its annual education report.	1994

## FINANCE

<u>PUBLIC ACTS, LEGISLATION, ETC. DATE</u>	<u>TOPICS</u>	<u>DESCRIPTION</u>	
P.A. 451	Special Education	Special Education made mandatory Vocational Education Centers established funding and reimbursement.	1972
P.A. 258	Finance	Bursley equal yield plan or school aid act guaranteed a district the same basic revenue per pupil as any other district that levied the same tax rate.	1973
P.A. 451	Finance	Any income over 3 1/2% of total family income was partially refunded.	1976
P.A. 451	Finance	Established 24 digit code for reporting all district revenues and expenses.	1976
P.A. 621	Budget & Accounting	Amends uniform Budget and Accounting Act to establish uniform procedures for preparation, adoption, and execution of school budgets.	1977

Voter Referendum and P.A. 35	Tax Limitation	Headlee Amendment to Michigan constitution. Limits school funding increase to C.P.I. unless voters approve otherwise.	1978
P.A. 94 State Aid Act	Finance	Established state aid format used through 1993-1994. Membership aid + 3 categoricals in 1979 (transportation, special education, and under privileged students), grew to aid + 50 categoricals by 1993.	1979
P.A. 57	State Aid	State must continue same level of support to schools as before Headlee Amendment.	1979
P.A. 101	Curriculum	State must pay for any new mandated program created or expanded after Headlee.	1979
P.A. 211	Tax Collections	Requires city/townships to send tax collections to schools twice a month.	1979
Legislation	Fiscal Year	Fiscal Year changed from October 1- September 30 to July 1-June 30.	1979
P.A. 40	Lottery Monies	State lottery funds allocated to school aid fund (no actual increase, as equivalent General Fund money was taken away).	1981
P.A. 36	Residential Requirements	Requires students to attend the public school where parents/guardian resides.	1981

P.A. 78, 87, 127, 128, and 140	Recession Measure	<ol style="list-style-type: none"> <li>1. Temporarily excused 10 troubled districts from the budgeting and accounting act.</li> <li>2. Permitted districts to implement cost cutting measures and permitted schools to collect half their annual taxes in the summer. (Reduced borrowing costs.)</li> <li>3. Permitted additional millage elections into December.</li> </ol>	1981
P.A. 5	Truth & Taxation	School revenue can not increase <u>even</u> by <u>C.P.I.</u> without public hearing.	1982
P.A. 155	Revenue Taxes	Temporary increase in state income tax.	1982
P.A. 136	Recession Measures	Permitted five deficit districts to continue receiving state aid.	1982
P.A. 422	Recession Measures (Compensatory Education Benefits)	Provides formula to determine students eligible for compensatory education on MEAP scores.	1982
P.A. 16	Recession Measures (Borrowing Limits)	Allows schools to borrow beyond previous limits.	1982
P.A. 124	Recession Measures (State Loans)	Provides state loans to school districts (operating funds).	1983

P.A. 147	Recession Measures (Sale of School Land)	Allows local Boards to sell school land on land contracts.	1983
P.A. 229	Headlee (Redefined)	Establish post Headlee state spending on schools at 41.61% of total state spending.	1984
P.A. 110	Incentives	Established the first financial incentives for local districts to adopt educational reforms. \$28.00 per pupil for course offerings and graduation requirements. Cap of class size (25) - \$8.35 per pupil.	1985
Document	Goals 2000 "Deliver the Dream"	Technology grants part of the Goals 2000.	1988
P.A. 171	Computers of Tomorrow	State provided classroom computers and defaulted after one year - locals paid for remainder of costs.	1989
P.A. 25	State Aid	State Aid deductions for failure to implement P.A. 25.	1990
P.A. 148	Administrative Cost Incentive	\$5.00 per pupil incentive for holding down administrative costs.	1992

P.A. 148	Incentives	District pays \$50.00 per credit for high school seniors enrolled in college.	1992
P.A. 148	Incentives	Daily attendance requirement for state aid raised for 70-75%.	1992
P.A. 148	Incentives	Cancelled State Aid for funding of School of Choice.	1992
P.A. 336	Pupil Retention Report	To receive State School Aid funds, school district must furnish information on pupil retention rate to Department of Education.	1993
P.A. 335	At-Risk Students	School district must provide special assistance for at-risk pupils.	1993
		District must avoid removing these pupils from core curriculum or regular classes to provide the assistance.	
P.A. 336	Adult Education	New criteria apply for district to receive State School Aid funds for adult education students.	1993
P.A. 335	Dual Credit and Enrollment	School district cannot unreasonably refuse credit for dual enrollment program operated by public university or community college or for course offered by independent college.	1993

P.A. 335	Professional Development	To receive professional development funds, each local district and ISD must have annual professional development plan approved by SBE	1993
		New teachers (first 3 years) must: be assigned to "mentor" teacher, such as a master teacher or professor; receive professional development consistent with tenure requirements, plus classroom management and instructional delivery; and receive at least 15 days of professional development.	
P.A. 320	Security Task Force	School board may create a local school security task force.	1993
P.A. 335	Breakfast Program	First, Second, and Third Class districts must operate breakfast program, unless exceptions apply.	1993
		School board cannot eliminate breakfast program without holding public hearing and publishing public justification report.	
P.A. 335	Master Teachers	P.A. 335 does not set qualifications for master teachers.	1993
		School district must provide sabbatical leaves for selected master teachers who aid in professional development.	

P.A. 335	Master Teachers	P.A. 335 does not set qualifications for master teachers.	1993
		School district must provide sabbatical leaves for selected master teachers who aid in professional development.	
P.A. 59	Tenure; IDPs and Evaluations	School board must ensure that probationary teachers have individualized development plan and at least an annual year-end evaluation.	1993
		School board must ensure that tenured teachers are evaluated at least once every three years.	
		If tenured teacher's evaluation is not satisfactory, school district must provide individualized development plan.	
P.A. 60	Tenure Charges	If charges are filed against teacher, school board must decide whether to proceed within 10 days.	1993



P.A. 335	School Calendar	To avoid withholding of state school aid payments, school board must ensure in 1994-95 at least 180 days and 900 hours of pupil instruction; board must consider extending the school year by 2 days each year to reach 210 days by 2009-1020.	1993
P.A. 336 and 283	Social Security	School operating costs include employer contributions for federal School Security and Medicare payments.	1993 1994
P.A. 336 and P.A. 283	Retirement	School operating costs include district payments of Public School Employees' Retirement System.	1993 1994
P.A. 283	At-Risk Students	A school district receiving funds for at-risk students under the State School Aid Act must provide accountability report to Department of Education.	1994
P.A. 283	Early Childhood Education	A school district receiving State School Aid funds for early childhood education must meet SBE standards of quality and curriculum guidelines and establish a school readiness advisory committee.	1994

P.A. 283	Dual Credit and Enrollment	<p>State school aid funds may be used for certain high school seniors enrolled in post-secondary, degree-granting institution.</p> <p>Local district must provide letter describing eligibility conditions by August 15.</p> <p>Intermediate school district must collect data and prepare dual enrollment report to department.</p>	1994
P.A. 283	Professional Development	ISDs and constituent districts receiving State Aid funds for professional development must submit report to legislature.	1994
P.A. 283	School Calendar	Progressive increase in hours of pupil instruction: 990 to 1995-96 and 1996-97; 1,035 for 1997-98 and 1998-1999; and 1,080 for 1999-2000 and after; school board must certify days and hours by January 31 each year.	1994
P.A. 283	Financial Reports	To avoid withholding of State School Aid funds, school district must file timely audit of pupil and financial records, plus an annual comprehensive financial report, with Department of Education.	1994

## PERSONNEL

<u>PUBLIC ACTS, LEGISLATION, ETC. DATE</u>	<u>TOPICS</u>	<u>DESCRIPTION</u>	
P.A. 332	Arrest Information Job Application	Prohibits schools from getting arrest information from job applications.	1975
P.A. 143	Pre-school Certification	Regulates licensing and teaching certification of pre-schools.	1976
P.A. 451	Special Education	Special Education made mandatory	1977
P.A. 90	Work permits	Schools issue work permits to minors and differences in work conditions/hours for male and female eliminated.	1977
P.A. 397	Personnel Files	Allowed employees to know, review, and copy information in personnel files.	1977
P.A. 91	Retirement	Permits school employees to retire if age plus years of service qual 80 or 80+.	1985
P.A. 80	Hazardous Chemicals	Required schools to inform employees of hazardous chemicals in work place.	1986

P.A. 72	Substitute Teachers	Substitute teachers working more than 120 days must be offered job the following year.	1986
P.A. 163	Administrative Certification	Establish certification of school administrators.	1986
P.A. 267	Teacher Certification	Requires new teachers (1991) to pass basic skills and subject matter tests to earn teaching certificate.	1986
P.A. 57	Teacher Certification	Allows hiring of non-certified Voc. Ed. teachers even if certified teachers are available.	1987
P.A. 503	Teacher Certification	Teachers may nullify subject area certificate to avoid subjects not presently current in.	1988
P.A. 193 P.A. 194	Retirement	Encouraged retirement with 90% health benefits paid by state.	1989
	M.I.P.	M.I.P. plan enhanced pensions by additional 3% each year.	
P.A. 25	Teacher Certification	Districts can hire non-certified teachers in Science, Math and Technology in grades 9-12.	1990

P.A. 39	Legal Notification of Criminal Sexual Conduct	Prosecutors must notify Superintendent of employees charged with criminal sexual conduct.	1992
P.A. 99	New Employee	Requires criminal records check of newly hired employees.	1992
P.A. 59	Tenure; IDPs and Evaluations	School board must ensure that probationary teachers have individualized development plan and at least an annual year-end evaluation.  School board must ensure that tenured teachers are evaluated at least once every three years.  If tenured teacher's evaluation is not satisfactory, school district must provide individualized development plan.	1993
P.A. 335	School Calendar	To avoid withholding of state school aid payments school board must ensure in 1994-95 at least 180 days and 900 hours of pupil instruction; board must consider extending the school year by 2 days each year to reach 210 days by 2009-2010.	1993
P.A. 320	Security Task Force	School board may create a local school security task force.	1993

P.A. 335	Breakfast Programs	First, Second, and Third Class districts must operate breakfast program, unless exceptions apply.	1993
		School board cannot eliminate breakfast program without holding public hearing and publishing public justification report.	
P.A. 283	School Calendar	Progressive increase in hours of pupil instruction: 990 for 1995-96 and 1996-97; 1,035 for 1997-98 and 1998-1999; and 1,080 for 1999-2000 and after; school board must certify days and hours by January 31 each year.	1994

ADMINISTRATION

<u>PUBLIC ACTS, LEGISLATION, ETC. DATE</u>	<u>TOPICS</u>	<u>DESCRIPTION</u>	
6 Step Accountability Model	Dr. Porter Reform Initiative Measures	6 Steps to school reform	1969
Document	Student Handbook	Students Rights and Responsibilities State Department of Education.	1970's

P.A. 180 P.A. 190	Handicap	Barrier free design for new school and access for handicap in present schools.	1974
P. A. 299	Immunization	Requires immunization of children before entrance to school.	1975
P.A. 451	Special Education	Special Education Act - made special education mandatory. Established Vocational Education Centers.	1976
Legislation	School Code	School Code rewritten first time in 50 years. (Update material)	1976
P.A. 469	Data-Processing	MDE allocated \$700,000 for automated data-processing services.	1977
P.A. 285	Immunization	Allowed schools to use immunization requirements as a condition for admittance.	1980
P.A. 104	Student	Required schools to screen students for scoliosis above 6th grade.	1981
P.A. 389	Calendar	Sets third Monday in January as Martin Luther King, Jr. Day - a commemorative vs. mandatory.	1984
P.A. 55	Safety	Limits school bus load to 110% of seating capacity.	1986
P.A. 147	Students	Requires containment or removal of asbestos from schools.	1986

P.A. 84	Students	Required information for new transfer and tagging records of children reported missing.	1987
P.A. 128	Accountability	Michigan districts barred from using cars or chauffeurs for board members.	1987
P.A. 211	Weapon Response	Superintendent required to report student with dangerous weapon to police and student's parent/guardian.	1987
P.A. 146	Building Lead-Free Plumbing	Requires lead-free plumbing for new or repair of school buildings.	1988
P.A. 215	Student Codes	Prohibits students from carrying pocket pagers and other electronic devices.	1988
P.A. 477	Student Codes	No payment to students for sports participation or college recruitment.	1988
P.A. 488	Confidentiality	Confidentiality of record of students with communicable diseases.	1988
P.A. 521	Corporal Punishment	Prohibits corporal punishment against students. Later modified by P.A. 6 of 1992.	1988
P.A. 748	Gasoline Storage Tanks	Requires clean-up of leaking underground storage tanks (gas).	1988



P.A. 30	Steroids	Prohibited use of steroids to and by students (possession and distribution).	1990
P.A. 72	District/State Control	Authorizes state to take control of financially troubled districts in emergency.	1990
P.A. 211	Abortion	Minors can petition probate court to seek an abortion without parent consent or permission.	1990
P.A. 335	Accreditation	School board must ensure each public school in district is accredited.	1993
P.A. 336	Pupil Retention Report	To receive State School Aid funds, school district must furnish information on pupil retention rate to Department of Education.	1993
P.A. 335	Performance Standards	Beginning July 1, 1996, school districts must consider SBE recommended pupil performance Standards.	1993
		Beginning July 1, 1997, for schools to be accredited, school board must establish performance standards for assessing and promoting students; school board must consider SBE recommended standards.	
P.A. 335	Site-Based Making	School board must ensure that decisions made at the school building level are made via site-based decision making process.	1993

P.A. 174	Adolescent Clinics	Public health appropriations bill sets requirements for adolescent health clinics, including special provisions applicable when clinic is in school building. School board must approve policy for parental consent and services to be provided.	1993
P.A. 335	Portfolios	School district must maintain student portfolios for high school students.	1993
P.A. 336	Portfolios	To receive state School Aid funds, school district must maintain student portfolio for each high school student (includes eighth graders beginning 1994-95).	
P.A. 335	State Endorsed-Diploma	School Code requires school board to award state-endorsed diploma to eligible graduates: 1994, 1995, & 1996 Graduates: Specific requirements for endorsement in communications arts, mathematics, or science.  1997 & 1998 Graduates: Graduate must achieve SBE academic outcomes in one or more of these: communication skills, mathematics, or science.  1999 Graduates: Graduate also must achieve SBE academic outcomes in social studies.	1993

P.A. 336	State Endorsed-Diploma	To receive State School Aid funds, school district must meet these same requirements as prescribed in State School Aid Act.	1993
P.A. 335	Fair Opportunity for Endorsement	School board must provide core academic curriculum, learning processes, special assistance, and sufficient access to each of these to give all pupils a fair opportunity to achieve a state-endorsed diploma.	1993
		School board must provide meeting with parents, etc. for unsuccessful pupils.	
		School board must provide special programs for unsuccessful pupils, unless board decides otherwise and publishes a public justification report.	
P.A. 335	Additional Testing for Endorsement	Pupils may repeat proficiency tests when school district regularly offers tests and MEAP according to state schedules.	1993
		Beginning in 1995, upon payment of reasonable fee any person may take state-endorsed diploma test and receive endorsement.	
P.A. 335	Dual Credit and Enrollment	School district cannot unreasonably refuse credit for dual enrollment program operated by public university or community college or for course offered by independent college.	1993

P.A. 335	Professional Development	To receive professional development funds, each local district and ISD must have annual professional development plan approved by SBE.	1993
		New teachers (first 3 years) must: be assigned to "mentor" teacher, such as a master teacher or professor; receive professional development consistent with tenure requirements, plus classroom management and instructional delivery; and receive at least 15 days of professional development.	
P.A. 335	Master Teachers	P.A. 335 does not set qualifications for master teachers.	1993
		School district must provide sabbatical leaves for selected master teachers who aid in professional development.	
P.A. 335	Student Teachers	Beginning July 1, 1995, before student teaching individual must demonstrate certain skills and knowledge to the satisfaction of the school or school district.	1993
P.A. 59	Tenure; IDPs and Evaluations	School board must ensure that probationary teachers have individualized development plan and at least an annual year-end evaluation.	1993
		School board must ensure that tenured teachers are evaluated at least once every three years.	

P.A. 60	Tenure Charges	If tenured teacher's evaluation is not satisfactory, school district must provide individualized development plan.	1993
		If charges are filed against teacher, school board must decide whether to proceed within 10 days.	
P.A. 337	Tenure; Academy Teachers	Tenured teacher on leave of absence from district to teach at a public school academy retains tenure with the district.	1993
P.A. 335	Administrators	Administrators need not hold administrator or teaching certificate (Exception for ISD superintendents). Beginning 1995-96, administrators must complete SBE continuing education requirements.	1993
P.A. 68	Criminal History	Provision extended to include conditional hires. School board must request criminal history check before hiring teacher or administrator as conditional employee.	1993
P.A. 335	Student Rules and Discipline	Provision that school board must make reasonable regulations necessary for schools more broadly stated and expressly permits dress codes.  School board may designate principal to make suspension and expulsion decisions.	1993

P.A. 335	Sexual Harassment Policy	By January 1, 1995, school board must adopt and implement written sexual harassment policy including penalties, for board members, employees, and pupils.	1993
P.A. 335	School Calendar	To avoid withholding of state aid payments, school board must ensure in 1994-95 at least 180 days and 990 hours of pupil instruction; board consider extending the school year by 2 days each year to reach 210 days by 2009-2010.	1993
P.A. 320	Security Task Force	School board may create a local school security task force.	1993
P.A. 335	Breakfast Programs	First, Second, and Third Class districts must operate breakfast program, unless exceptions apply.	1993
P.A. 51	Asbestos	Asbestos-containing material cannot be removed from educational facility unless specific conditions apply.	1993

P.A. 362	Charter Schools	A local or intermediate school board may grant a contract for operation of a public school academy.	1993
		If so, board has special, assigned responsibilities related to the academy.	
		If local school board declines to grant charter, organizers of proposed public school academy may petition for election.	
P.A. 335	Consortia Programs	School board of district participating in consortia programs must ensure that P.A. 25 (as amended) requirements are met.	1993
P.A. 336 P.A. 283	Retirement	School operating costs include district payments of Public School Employees' Retirement System.	1993
P.A. 336 P.A. 283	Social Security	School operating costs include employer contributions for federal Social Security and Medicare payments.	1993 1994
P.A. 283	Suspensions and Expulsions	School districts must report data, including numbers, reasons, etc., to Department of Education within 90 days after school year ends.	1994
P.A. 283	Homeless Children	School districts must allow homeless children residing in the district to enroll.	1994

P.A. 32	Grade Change	A final exam grade or marking period, semester or term grade cannot be changed unless there was no rational basis for the grade.	1994
P.A. 283	Dual Credit and Enrollment	State school aid funds may be used for high certain school seniors enrolled in post-secondary, degree-granting institution.	1994
		Local district must provide letter describing eligibility conditions by August 15.	
		Intermediate school district must collect data and prepare dual enrollment report to department.	
P.A. 283	School Calendar	Progressive increase in hours of pupil instruction: 990 for 1995-96 and 1996-97; 1,035 for 1997-98 and 1998-1999; and 1,080 for 1999-2000 and after; school board must certify days and hours by January 31 each year.	1994
P.A. 283	Professional Development	ISDs and constituent districts receiving State Aid funds for professional development must submit report to legislature.	1994
P.A. 283	Financial Reports	To avoid withholding of State School Aid funds school district must file timely audit of pupil and financial records, plus an annual comprehensive financial report, with Department of Education.	1994



P.A. 8	Plant Lights & Scales	To receive lights for plant growth and scales confiscated under the Public Health Code, elementary or secondary school must submit written request to local municipality.	1994
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**CURRICULUM**

<u>PUBLIC ACTS, LEGISLATION. ETC. DATE</u>	<u>TOPICS</u>	<u>DESCRIPTION</u>	
Legislation	MEAP	Performance based education testing Norm reference 1969/Criterion Reference 1971.	1968- Leg. 1969-1st Testing 1971
Documents	State Educational Goals	Common goals of Michigan Educational Advisory Committee to State Board. General Goals for Public School Education.	
P.A. 97	Vocational Education	Career Education Act	1974
P.A. 89	Consumer Education	Mandates Curriculum in Consumer Education	1974
P.A. 294	Bilingual Program	Mandated schools with 20 or more students to institute a bilingual program.	1974

P.A. 299	Gifted and Talented	State Board planning for curriculum of gifted and talented students.	1974
P.A. 353	Minority Curriculum	MDE requires curriculum on ethnic regulations racial minorities, and contributions of women.	1974
P.A. 56	Vocational Education	Permits 2 or more districts with population more than 12,000 + students to establish Vocational-Technical Programs if no skill center exists.	1976
P.A. 415	Student Rights	Reduced discrimination in the State Competitive Scholarship Program.	1976
P.A. 451	Special Education	Special Education Act - made special education mandatory. Established Vocational Education Centers.	1/1977
P.A. 54	Student Rights	Permitted students to register at their schools to vote in elections.	1979
Document	Educational Goals	Revised common goals of Michigan Goals-included pre-primary - two areas: student learning and system responsibilities (pub.)	1979-1980
P.A. 109	Alternative Program	Allows alternative programs for expectant mothers (students) and school age parents.	1980

Document	Educational Goals	Nation at Risk - National U.S. Dept. of Education - comparison of students achievements of various nations. Significantly impacted states vision for educational reform.	1983
P.A. 239	Staff Development	Appropriates \$2.7 million for local and ISD staff development.	1984
Document	Educational Goals	MDE published "A Blue Print for Action" Michigan response to Nation at Risk. Four areas of recommendation: 1. Improve learning, 2. Create learning environment, 3. Strengthening profession, 4. Delivering educational services.	1984
P.A. 5	Vocational-Technical Programs	Allows non-contiguous districts to establish Vocational-Technical programs.	1985
Document	Educational Goals	MDE - "Goals 2,000 - Education for a New Century". (Kindergarten graduating class of the year 2,000 would have the employability skills for the 21st century.) Establish desired outcomes and assigned actions to meet goals in nine areas of education.	1987
Document	Educational Goals	State Board publication "Michigan K-12 Program Standards of Quality." A self-assessment to establish local reform efforts.	1987

P.A. 18	Student Credit	Grants high school foreign language credit for sign language.	1987
P.A. 124	Low Income	Incentive for low income students to graduate from high school and receive two year tuition to community college.	1987
P.A. 185	Aids Curriculum	Mandates Aids topic be added to curriculum.	1987
P.A. 232	Student Grades Appeal	Provides for grade appeal to a five member committee - further appeal by teacher but not student.	1988
P.A. 318	State Requirements	<ol style="list-style-type: none"> <li>1. Calculate 7-12 drop out rate.</li> <li>2. Give students employability tests.</li> <li>3. Make adult education graduation requirements similar to high school graduation requirements.</li> </ol>	1988
Document	Educational Goals	<p>MDE - "Goals 2000 - Deliver the Dream"</p> <p>Establish educational areas for continued improvement over a two year period. i.e.: financial incentives for core curriculum, school improvement plan, pre-school plans, employability skills curriculum, communicable disease policy, and technology grants..</p>	1988
P.A. 32	McGruff Child Watch Program	Schools/police may sponsor McGruff Child Watch Programs.	1989

P.A. 171	Computers of Tomorrow	State provides computers for the classroom. (State defaulted after one year and districts paid remainder of costs.)	1989
Document	Educational Goals	MDE - "Condition of Michigan Education" Statistical data from 1970-89 indicating educational trends in Michigan for students, outcomes, staff, finance, and management.	1989
P.A. 62	Dispute Resolution	Requires dispute resolution be added to curriculum.	1990
Document	Educational Goals	"Better Education for Michigan Citizens" Final status report on 1984 "Blueprint for Action" Identified progress made on 1984 recommendations.	1990
Document	Educational Goals	"America 2000" - Bush (Fed.) An educational strategy, six national goals established for next ten years.	1990
Document	Educational Goals	"21st Century Education; Where the Next Century Begins". Established priorities for State Board for 199-92 based on the federal "America 2,000" goals document.	1990

P.A. 25	State Mandate	<p>1. Each district and school must have continuous school improvement process includes:</p> <ul style="list-style-type: none"> <li>a. Mission statement</li> <li>b. 3-5 year goals</li> <li>c. Building level decision making.</li> </ul> <p>2. Core curriculum developed. With student outcomes, measurable via new MEAP testing and high school exit exam (proficiency).</p> <p>3. Each school must start process for accreditation.</p> <p>4. Institute state endorsed diplomas and student portfolio's.</p>	1990
P.A. 139	HIV Education	Mandates instruction of HIV virus	1991
P.A. 148	Incentives	High school seniors within 5 credits of graduation may enroll in college - district pay \$50.00 per credit.	1992
P.A. 148	Incentives	Student portfolios and state endorsed diplomas become future requirements.	1992
P.A. 148	Incentives	District must list male and female inter-scholastic teams offered in past and present.	1992

P.A. 335	Annual Education Report	For schools to be accredited, school board must prepare an annual education report.	1993
		Additions to previously required elements include core academic curriculum, variances from SBE model and explanation of variances, plus how pupils are ensured enrollment for core academic curriculum.	
P.A. 339	School Improvement Plan	School board must adopt and implement a 3- to 5- year school improvement plan and continuing school improvement process for each school in the district.	1993
		Plan must be updated annually by each school and the school board.	
		Mandatory elements of plan differ for local districts and ISDs.	
P.A. 335	Accreditation	School board must ensure each public school in district is accredited.	1993

P.A. 335	Gender Equity	<p>School board must ensure that data compiled for annual school report is disaggregated by gender and provided to people doing the annual school improvement plan.</p> <p>School board must ensure that gender equity issues are addressed or that explanation for not addressing those issues is made to community.</p>	1993
P.A. 335	Core Academics Curriculum	<p>For schools to be accredited, school board must make a core academic curriculum available to all pupils attending public school in the district.</p> <p>School board must determine aligned instructional program for delivering the core academic curriculum.</p> <p>1994-97: School board must establish core academic curriculum at elementary, middle, and secondary levels.</p> <p>1997-98 and after: School board must provide SBE required core academic curriculum to each pupil (SBE curriculum cannot include attitudes, beliefs, or value systems not essential to legal, economic, and social structure or to personal and social responsibility).</p>	1993



P.A. 335	Performance Standards	Beginning July 1, 1996, school districts must consider SBE recommended pupil performance standards.	1993
		Beginning July 1, 1997, for schools to be accredited, school board must establish performance standards for assessing and promoting students; school board must consider SBE recommended standards.	
P.A. 335	Educational Needs	School district must recognize and meet the educational needs for different learning environments required by a diverse pupil population.	1993
P.A. 335	At-Risk Students	School district must provide special assistance for at-risk pupils.	1993
		District must avoid removing these pupils from core curriculum or regular classes to provide the assistance.	
P.A. 335	Early Elementary Initiatives	School board must consider early elementary initiatives such as nongraded programs, individualized planning, and student portfolios.	1993
P.A. 336	Adult Education	New criteria apply for districts to receive State School Aid funds for adult education students.	1993

P.A. 335	Communicable Diseases Instruction	<p>Mandatory instruction about dangerous communicable diseases must include the teaching of abstinence from sex as a responsible method of restricting and preventing these diseases and as a positive lifestyle for unmarried young people.</p> <p>School board, before revising curriculum, must hold at least two public hearings.</p>	1993
P.A. 335	Sex Education Instruction	<p>Permissive authority for sex education instruction continues, but if offered, the instruction must include teaching abstinence from sex as a responsible method of preventing unwanted pregnancy and sexually transmitted disease and as positive lifestyle for unmarried young people.</p> <p>School board, before revising sex education materials or methods of instruction, must hold at least two public hearings.</p>	1993
P.A. 336	Sex Education	<p>To avoid forfeiture of State School Aid funds, school board must give parents advance notification about sex education instruction, prior opportunity to review materials and observe instruction, and option for pupil to be excused.</p>	1993

P.A. 335	Student Grades	Pupil's course grade cannot be based or determined in a manner unrelated to achievement of relevant objective criteria.	1993
P.A. 335	Portfolios	School district must maintain student portfolios for high school students.	1993
P.A. 336	Portfolios	To receive State School Aid funds, school district must maintain student portfolio for each high school student (includes eighth graders beginning 1994-95).	1993
P.A. 335	State Endorsed Diploma	<p>School Code requires school board to award state-endorsed diplomas to eligible graduates. 1994, 1995, and 1996 graduates: Specific requirements for endorsement in communications arts, mathematics, or science.</p> <p>1977 &amp; 1998 graduates: Graduate must achieve SBE academic outcomes in one or more of these: communication skills, mathematics, or science.</p> <p>1999 graduates: Graduate also must achieve SBE academic outcomes in social studies.</p>	1993
P.A. 336	State Endorsed Diploma	To receive State School Aid funds, school district must meet these same requirements as prescribed in State School Aid Act.	1993

P.A. 335	Fair Opportunity for Endorsement	<p>School board must provide core academic curriculum, learning processes, special assistance, and sufficient access to each of these to give all pupils a fair opportunity to achieve a state-endorsed diploma.</p> <p>School board must provide meeting with parents, etc. for unsuccessful pupils.</p> <p>School board must provide special programs for unsuccessful pupils, unless board decides otherwise and publishes a public justification report.</p>	1993
P.A. 335	Additional Testing for Endorsement	<p>Pupils may repeat proficiency tests when school district regularly offers tests and MEAP according to state schedules.</p> <p>Beginning in 1995, upon payment of reasonable fee, any person may take state-endorsed diploma test and receive endorsement</p>	1993
P.A. 335	Credit by Testing	Any high school student must be permitted to take final exam for any course; school board must grant credit to pupil who score C+ or better on final exam, even though pupil was not enrolled in the course.	1993
P.A. 335	Foreign Language Credit	School board must grant high school credit to pupil who demonstrates proficiency in a foreign language.	1993

P.A. 335	Dual Credit and Enrollment	School district cannot unreasonably refuse credit for dual enrollment program operated by public university or community college or for course offered by independent college.	1993
P.A. 335	Physical Education Credit	School board may accept participation in extra-1993 curricular physical activities to meet physical education requirement.	
P.A. 335	Assessment Methods	School board must ensure use of a variety of criteria-based strategies to assess pupils.	1993
P.A. 335	Disability Accommodations	School district must provide accommodation pupils with disabilities for purposes of taking proficiency and assessment aptitudes.	1993
P.A. 335	MEAP; Values and Attitudes	School board cannot use MEAP to measure pupils' values or attitudes.	1993
P.A. 335	MEAP; Special Assistance	Apart from limited exceptions, pupils who receive unsatisfactory score on 4th and 7th grade MEAP tests must be given special assistance to improve.	1993

P.A. 335	Professional Development	To receive professional development funds, each local district and ISD must have annual professional development plan approved by SBE.	1993
		New teachers (first 3 years) must: be assigned to "mentor" teacher, such as a master teacher or professor; receive professional development consistent with tenure requirements, plus classroom management and instructional delivery; and receive at least 15 days of professional development.	
P.A. 335	Multi-cultural Education	Beginning 1995-96, school board may develop and implement a curriculum for ensuring multi-cultural education at all grade levels.	1993
		If adopted, certain elements must be included in the curriculum.	
P.A. 283	Gender Equity	To avoid State School Aid forfeiture, school district must use data disaggregated by gender to develop its annual education report.	1994
P.A. 283	At-Risk Students	A school district receiving funds for at-risk students under the State School Aid Act must provide accountability report to Department of Education.	1994

P.A. 283	Early Childhood	A school district receiving State School Aid funds for early childhood education must meet SBE standards of quality and curriculum guidelines and establish a school readiness advisory committee.	1994
P.A. 283	Dual Credit and Enrollment	State school aid funds may be used for certain high school seniors enrolled in post-secondary, degree-granting institution.	1994
		Local district must provide letter describing eligibility conditions by August 15.	
		Intermediate school district must collect data and prepare dual enrollment report to department.	
P.A. 283	Professional Development	ISDs and constituent districts receiving State School Aid funds for professional development must submit report to legislature.	1994

## STATE AID TO LOCAL DISTRICTS

### Pre-70's

- ▶ 60's - 70's
  - ▶ State/local shared approximately equal for funding of schools.
- ▶ 66-67
  - Local 46.8% - property tax revenue
  - State 47.7% - 4% sales tax and excise taxes
  - Federal 5.5%
  - 100.0% Funding
- ▶ Problem of inequity was on the rise due to growth in suburban/urban areas and tax burden on local tax payers was increasing due to S.E.V. increases.
- ▶ 15 mill imitation - 1963 constitution (18 mill if voted by public).
- ▶ Regressive tax - burden on low income.
- ▶ Uneven quality of assessments.
- ▶ Distribution of State Funds:
  - a. General Aid - based on membership
  - b. Categorical aid - transportation, Special Education Aid for underprivileged.  
280.50 per pupil - proceeds of tax of 50.3 M on S.E.V.  
407.50 per pupil - proceeds of tax on 15.0 M. on S.E.V.

1978-79      \$274.00      +      \$40.00 per mill up to 30 mills



1979-80	\$325.00	+	\$43.00 per mill up to 30 mills
1980-81	\$357.00	+	\$46.24 per mill (no mill limit)
1981-82	\$360.00	+	\$50.55 per mill
1982-83	\$328.00	+	\$54.00 per mill
1983-84	\$823.00	+	\$59.00 per mill
1984-85	\$300.00		
	+ <u>28.00</u>	(graduation and high school class incentive)	
	\$328.00	+	\$64.00 per mill
1985-86	\$303.00		
	+ 28.00	(graduation and high school class incentive)	
	+ <u>8.35</u>	(K-1 average class size incentive)	
	\$339.35	+	\$68.50 per mill
1986-87	\$304.00		
	+ 29.00	(graduation and high school class incentive)	
	+ <u>12.00</u>	(K-2 average class size incentive)	
	\$345.00	+	\$72.25 per mill
1987-88	\$306.00		
	+ 30.00	(graduation and high school class incentive)	
	+ <u>14.00</u>	(K-3 average class size incentive)	
	\$350.00	+	\$75.10 per mill
1988-89	\$306.00		
	+ 30.00	(graduation and high school class incentive)	
	+ <u>14.00</u>	(K-3 average class size incentive)	
	\$350.00	+	\$77.71 per mill

1989-90	\$266.00 + 30.00 (graduation and high school class incentive) + <u>14.00</u> (K-3 average class size incentive) \$310.00 + \$83.61 per mill
1990-91	\$266.00 + 30.00 (graduation and high school class incentive) + 14.00 (K-3 average class size incentive) + <u>25.00</u> (quality incentive) \$355.00 + \$90.00 per mill
1991-92	\$266.00 + 30.00 (graduation and high school class incentive) + 14.00 (K-3 average class size incentive) + <u>25.00</u> (quality incentive) \$355.00 + \$94.38 per mill
1992-93	\$268.00 + 30.00 (graduation and high school class incentive) + 14.00 (K-3 average class size incentive) + 25.00 (quality incentive) + <u>5.00</u> (foreign language incentive) \$342.00 + \$96.27 per mill

1993-94

In March, 1994, Michigan voters passed Proposal A which greatly reduced local property taxes for school operation, while raising the state sales tax and several use taxes.

Schools now receive an annual per-pupil grant from the state to pay for all district expenses - including those previously covered by categorical grants.

Taxpayers now pay six mills on homesteads and 24 mills on all other property, for school operations. The state sales tax increased from four to six percent. These monies go to the state for redistribution back to the schools. Debt millage is still collected and distributed locally.

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