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A MODEL FOR THE DEVELOPMENT OF INSTRUCTIONAL
IMPROVEMENT SERVICES AT THE INTERMEDIATE
SCHOOL DISTRICT LEVEL IN MICHIGAN

By

John Robert Osborne

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ABSTRACT

A MODEL FOR THE DEVELOPMENT OF INSTRUCTIONAL IMPROVEMENT SERVICES AT THE INTERMEDIATE LEVEL IN MICHIGAN

By

John Robert Osborne

The purpose of the study was to construct a model which could be used by intermediate districts in Michigan in the development of instructional improvement services. The model was to be constructed by isolating the responses to two questions. First, to what questions should intermediate school districts give attention in the development of instructional improvement of instructional improvement services? Secondly, with what issues are intermediate districts likely to be confronted in the development of instructional improvement services?

The major source of data was semistructured interviews conducted at four selected intermediate districts. These districts were selected from a list of recommended districts compiled by a panel of five educators having an understanding of intermediate school district administration in Michigan. One intermediate district was selected for each of the following constituencies:

- (A) Large-sized local school districts that have long been established and are situated in an area that could be classified as urban.

- (B) A mixture of large-sized local school districts and satellite districts situated in an area that could be classified as being urban as well as rural.
- (C) Small-sized local school districts situated in an area that could be classified as being rural and embracing no municipalities of any consequence.
- (D) Medium-sized local school districts embracing a large municipality and situated in an area that could be classified as being urban as well as rural.

The intermediate districts selected for study included Wayne County Intermediate District, Oakland Intermediate District, COOR Intermediate District, and Calhoun Intermediate District.

Additional data resulted from semistructured interviews of selected "experts" and local school superintendents. These "experts" and local school superintendents were selected from a list recommended by a panel of three educators having an understanding of the intermediate school district and knowledgeable of persons having expertise. Nine persons were selected from this list and included intermediate superintendents, university personnel, state department of education personnel, and local school district superintendents.

Data were analyzed by categorizing the responses into three areas: general information, questions, and issues. Data placed under general information were analyzed to extract that information essential to

providing a general understanding of the nature of the study. Data listed under issues were analyzed by isolating those issues intermediate districts would likely confront in developing instructional improvement services. Data listed under questions were analyzed by isolating those questions which directly affect the development of instructional improvement services and would require the attention of the intermediate district.

This study resulted in the isolation of ten questions to which the intermediate district should address itself in the development of instructional improvement services. Those ten questions were:

1. What instructional improvement services need to be provided? (Present and future needs)
2. How does an intermediate district determine the needs?
3. What factors contribute to instructional improvement services being accessed by constituent districts?
4. How are instructional improvement services evaluated?
5. How do consultants make entry into the local schools?
6. What means are available to intermediate districts to develop a process of self-renewal?
7. How do intermediate districts promote an image which is both positive and non-threatening?
8. What implications does the size of a local school district have on instructional improvement services provided by the intermediate district?

9. How does an intermediate district ensure that once a cooperative instructional improvement service has been implemented, local districts won't threaten withdrawal of financial support?
10. What course of action should intermediate districts take if they perceive a need which local districts fail to recognize?

In addition to the isolation of the above ten questions, five issues with which intermediate districts are likely to be confronted in the development of instructional improvement services were also isolated. These five issues were:

1. The absence of definite and reliable financial support for intermediate school districts.
2. The lack of effective and responsible leadership at the state and intermediate levels.
3. The existence of certain psychological barriers between local and intermediate school districts.
4. The manner in which consultative services at the intermediate school district level are provided (i.e. Process vs. Substance).
5. The current ineffectiveness of staff development programs at the local school district level.

As a result of the isolation of the above questions and issues a Guide for Developing Instructional Improvement Services was constructed. The purpose of this guide is to help intermediate school districts think through the considerations necessary in formulating programs of instructional improvement. Included in the Guide are ten items needing consideration. Those listed included

the determination of present and future needs, priority of needs, staff considerations, intermediate board considerations, autonomy considerations, evaluation considerations, two-way communication considerations, superintendent considerations, self-renewal consideration, and specific facility considerations.

Conclusions of the study were that:

1. Intermediate school district re-organization needs to be accomplished in order that equalization of educational opportunity becomes a reality in the state of Michigan. The service area should encompass a sufficient population and valuation to permit the efficient employment of competent and specialized instructional improvement personnel and the development of an appropriate and effective instructional improvement service.

2. In order to assure representation to all geographical areas of the intermediate district and to realize more responsible intermediate governing bodies, the selection of board members should result from popular elections.

3. The instructional improvement function of the intermediate district is of direct benefit to the state system of public education and justifies substantial state support, including money for creative program development. Desirable organization and operation would insist that the governing board have access to some funds which it

completely controls--the authorization to independently raise funds.

4. Instructional improvement services should be available to all local school districts, but each should have freedom to decide for itself, beyond legal limitations or requirements, which it shall accept.

5. As the service areas become larger, both in population and valuation, greater competency is required of both the superintendent and his staff.

6. Intermediate school districts must have adequate financial support, competent leadership, competent staff personnel, effective two-way communication systems between themselves and their constituents, and active involvement of their constituents in planning activities if instructional improvement services are to be successful.

7. The State has apparently failed to assume its responsibilities in ensuring that equalization of educational opportunity becomes a reality in the State of Michigan. Progress with regard to adequate service areas and adequate financial support has been slow forthcoming.

DEDICATION

To my wife, Pamela. Her patience, understanding and encouragement made this undertaking much easier.

ACKNOWLEDGMENTS

I wish to express my appreciation to Dr. Charles A. Blackman, Chairman of my Doctoral Guidance Committee, for his guidance and encouragement throughout my entire doctoral program. His influence both as teacher and friend will forever be remembered.

Appreciation is also extended to Dr. Everett M. Rogers for the many opportunities provided for interaction throughout my doctoral program and for the valuable assistance provided in the early stages of the research project.

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CHAPTER I

INTRODUCTION

Decentralization of governmental units from both the federal and state levels to the local level has been traditional in the United States. Although the Federal Constitution is silent on the question of education, the Tenth Amendment, by implication, places education among responsibilities reserved for each of the states. The states, in turn, have delegated the major administrative and operational responsibilities to local school districts. Such delegation of function has long been an integral part of the overall philosophy of decentralized governmental units.

Reorganization in Michigan during the past 13 years has resulted in a marked reduction of local public school districts. Since the 1956-1957 school year, when there were 4,909 local public school districts, reorganization has dramatically reduced this number to the point that during the 1968-1969 school year, as of April 21, 1969, only 652 local public school districts are operating in Michigan. These districts have been provided with considerable autonomy for operation of the public schools.

Boards of education generally have powers and responsibilities allowing them to function somewhat independently of other governmental agencies. However, these powers and responsibilities are delegated from the state level, and the state has provided by statutory enactments for a governing agency and a chief educational officer who is responsible for developing and promoting a state system of public education.

As the state superintendent's responsibilities became increasingly complex, the chief state school officer was generally unable to provide adequately for the many and diverse local districts within the state. As a result, some type of intermediate agency between the state level and local school districts was deemed necessary. As has been true in other areas of government, the intermediate agency first followed established county lines. Then it was reorganized later to follow the boundaries of contiguous school districts. As an arm of the state, the intermediate level has discharged some state responsibilities by maintaining contact with the local school district officials and teachers.

Public education is obviously involved in a period of profound change. Modern conditions have undoubtedly dictated many changes, but a concerted effort to improve the total education enterprise is also apparent. As originally conceived, the intermediate level of school

administration is representative of the needs of a previous era. In many instances, it no longer lends itself to currently existing conditions and needs. The State of Michigan is aware of this fact and is beginning, through proposed legislative enactments, to reduce the number of Intermediate School Districts in Michigan from the present 60 to between 25 and 35 and to provide additional powers and responsibilities. This action is proposed to become effective on July 1, 1971.¹

Purpose of the Study

The purpose of this study was to build a model which could be used in the development of instructional improvement services at the intermediate district level in the State of Michigan. The model was constructed by isolating the responses to two questions. First, to what questions should the intermediate district give attention in the development of instructional improvement services? Secondly, with what issues are the intermediate districts likely to be confronted in the development of instructional improvement services?

A review of the literature revealed that few studies had been conducted in the area of instructional improvement at the intermediate school district level. It was deemed both appropriate and important that this initial study be one of a general, exploratory nature. Thus, the

study was concerned with examining instructional improvement at the intermediate school district level in broad terms while at the same time attempting to identify more specific areas for future research.

Significance of the Study

A concerned public, educators, critics, and public officials recognize the increasing importance of a quality educational program for all boys and girls. This new emphasis is reflected in current legislation on state and National levels designed to foster educational programs that will enable youth and adults to live more effectively in a rapidly changing society. Although the number of intermediate districts in Michigan will decrease in the next two years, it appears that they are still considered to be essential for a quality state system of education. As this reduction of intermediate districts occurs those which remain will be expanded in constituency and confront new or modified problems in providing instructional improvement services.

The study of the current status of selected intermediate districts represents one major source in providing data about common and unique issues which reorganized districts are likely to confront in developing instructional improvement services. It was also a major source in providing data about questions to which the reorganized

districts should give attention in developing instructional improvement services.

Thus, consideration of the current status of selected intermediate districts in Michigan becomes significant in providing data from which issues and questions can be isolated in order to build a model for the development of instructional improvement services at the intermediate level.

Thirty-two states still have some provision for a unit of educational administration functioning between the state and local levels. Seventeen states include only two levels in their overall structure, and one state, Hawaii, has only one level. In many of the "three-level states," the middle unit continues to follow county lines, while several of the states in which no provision is made for a middle-level have county-wide local school districts. Hawaii has only one school district. The fact that 32 states still make provision for some type of intermediate level agency further emphasizes the need for research concerning the intermediate district's functions in the area of curriculum and instructional improvement services to local school districts.

The benefits of local autonomy require little emphasis here. Inevitably, however, such decentralization breeds diversity, and from diversity stems unequal educational opportunity and a critical need for systematic

coordination of effort. Reorganization of local districts notwithstanding, many school districts remain too small and inefficient to provide quality programs. Education has become extremely complex, and as its scope has broadened, many additional services have been demanded of it. Very few local districts are able to provide all essential services and programs. Increasing educational demands seem to cry out for a new kind of agency, or perhaps, a changed role for an existing agency, the intermediate district.

Additional evidence of the significance of the study of the intermediate school district is found through reference to the official position of the American Association of School Administrators. Since 1954, the Association of School Administrators, in a series of formal resolutions, has stressed the importance of study of the intermediate unit of school administration. This organization's resolutions, pertinent to the subject, follow:

February, 1962--Resolution No. 7

Intermediate District

The Association urges the A.A.S.A. Executive Committee to initiate a comprehensive study of the intermediate district of school administration. The study should be designed to clarify the role of the intermediate district and its relationship to other state and local units of school administration. The study should seek to establish sound principles and procedures and reasonable standards for the organization, financial support, staffing, and operation of an intermediate district unit. Also, it should recommend steps that should be

taken through legislation or other means toward the development of such intermediate districts.

February, 1967--Resolution No. 15

Intermediate Educational Service Agencies

The Association recognizes that the achievement of excellence in our public school programs requires competent curriculum leadership, the services of clinical teams, programs designed for continuous staff development, an expanding range of instructional materials, media services, and many other programs dependent on highly specialized personnel, facilities, and equipment. It further recognizes that effective and economical provision of such services is beyond the capability of many local school districts. We therefore urge that administrators give serious attention to the establishment or strengthening of a series of intermediate educational service agencies designed as an integral part of the state system of public education while at the same time eliminating small and inefficient intermediate units.²

The Michigan Department of Education is presently preparing legislation which is to become effective in 1971. This legislation is concerned with the reduction of intermediate school districts as well as providing the reorganized intermediate districts with additional powers and responsibilities. The results of this study may aid in the preparation of this and future legislation dealing with the intermediate district. Additionally, the results should assist reorganized intermediate districts in the development of instructional improvement services.

Methodology

In talking with representatives of the Michigan Department of Education and in reviewing the written

statements of the State Board of Education, it appeared that the reorganized intermediate school district, after July 1, 1971, would most likely fit into one of the following categories based upon local school district constituency make-up:

- (A) Large-sized local school districts that have long been established and are situated in an area that could be classified as urban.
- (B) A mixture of large-sized local school districts and satellite districts situated in an area that could be classified as being urban as well as rural.
- (C) Small-sized local school districts situated in an area that could be classified as being rural and embracing no municipalities of any consequence.
- (D) Medium-sized local school districts embracing a large municipality and situated in an area that could be classified as being urban as well as rural.

As stated earlier, the purpose of this study was to build a model which could be used in the development of instructional improvement services at the intermediate district level in Michigan. In order to build this model, it was necessary to isolate those issues and questions having importance in the development of instructional improvement services.

Data were provided from three sources. These sources were as follows: (1) selected intermediate school districts, (2) "experts" in the field in intermediate school administration, and (3) local district superintendents.

The major source of data was obtained through the technique of semistructured interviewing conducted at four selected intermediate districts. These districts had constituency make-up representative of the four types which was assumed would make up the reorganized districts after 1971. Additionally, these selected districts were providing instructional improvement services to local school districts. These four selected districts were selected from a list of recommended districts compiled by knowledgeable persons:

Dr. Kenneth W. Olsen, Superintendent, Okemos Public Schools;

Dr. Ferris Crawford, Associate Superintendent, Michigan State Department of Education;

Dr. William C. Miller, Assistant Superintendent, Wayne Intermediate School District;

Mr. John R. Francis, Superintendent, Shiawassee Intermediate School District.

Another source of data was obtained through the technique of semistructured interviewing of selected "experts" in the field of intermediate school administration. These "experts" were selected from a list compiled by a panel of educators having an understanding of the intermediate school district and knowledgeable about persons having expertise in this field:

Dr. Ferris Crawford, Associate Superintendent, Michigan State Department of Education;

Dr. Fred Vescolani, Professor, Department of
Higher Education and Administration, Michigan
State University; and,

Mr. John R. Francis, Superintendent, Shiawassee
Intermediate School District.

An additional source of data was provided through
semistructured interviewing of local superintendents
selected on the basis that each was, or had been, asso-
ciated with a particular category of intermediate school
district being dealt with in the study.

Data were analyzed in order to isolate the responses
to two questions: First, to what questions should the
intermediate district give attention in the development
of instructional improvement services? Secondly, with
what issues are the intermediate districts likely to be
confronted in the development of instructional improve-
ment services? Thus, data were examined in order to iso-
late questions and issues common to all intermediate dis-
tricts as well as those unique to a particular constituency
make-up.

Assumptions and Limitations

Assumptions

Certain assumptions were made with regard to this
study, as follows:

1. That intermediate school districts in Michigan
remain a necessity.

2. That curriculum improvement was a function of the intermediate school district.
3. That the four selected categories of constituency make-up for intermediate school districts would generally represent the constituency make-up of the reorganized intermediate school districts in Michigan after July 1, 1971.
4. That the expressed opinions of those interviewed would be based on actual opinions and thereby a reasonably accurate portrayal would result.

Limitations

Readers should be made aware of certain limitations of this study. These limitations included the following:

1. This study was limited to the isolation of issues and questions which could be used in building a model for use in developing instructional improvement services at the intermediate district level. Readers should not infer that this was a model of instructional improvement services which should be provided by the intermediate district.
2. The lack of systematic sampling of all intermediate districts represented a limitation as far as the results obtained were concerned.
3. The bias of the participating personnel was a limitation in that complete objectivity may have been lacking.
4. This study was limited to instructional and curricular improvement services of a general educational nature. It did not include special education.
5. This study was limited to instructional improvement services found in selected intermediate districts in Michigan.
6. The bias of the researcher was a limitation in that complete objectivity may have been lacking. The researcher's background in intermediate school district work may have influenced the

questions selected for the interview guides and/or affected his interpretation of responses.

7. The absence of objective interviewers represented a limitation as far as the obtained results were concerned.
8. The small number of persons interviewed at each level represented a limitation in generalizing the obtained results.
9. The exploratory nature of the study represented a limitation as far as the specificity of the results was concerned.

Definitions of Terms

Intermediate District Agency

An agency that operates at a regional level, giving coordination and supplementary services to local school districts and serving as a link between basic administrative units and the state education agency. It is used synonymously with "middle-echelon," "intermediate school district," "intermediate agency," "intermediate unit," and "the county school office."³

State Education Agency

This is the highest level of school administration in the state. It refers to a state department of education under the administration of a superintendent of education, usually consisting also of a state board of education that is the general policy-making body for the state within the limits set by the constitution and the statutes. The terms "state agency," "state authority,"

"state education department," "state department of education," and "state department of public instruction" are used synonymously with the term "state education agency."⁴

Basic or Local
Administrative
Agency

This term denotes an area in which a single board or officer has the immediate responsibility for the direct administration of all the school located therein. Its distinguishing feature is that it is a quasi-corporation with a board or chief school officer that has the responsibility for, and either complete or partial autonomy in the administration of all public schools within its boundaries. It is used synonymously with "local school district" or "local educational unit."⁵

Curriculum or Instructional
Improvement Services
and Programs

This refers to both the coordinative functions and supplementary service functions.

Coordinative Functions

These include activities carried on by an intermediate school district which bring together personnel from local school districts for the purpose of improving education or helping districts and/or other agencies to solve their common problems.⁶

Supplementary Service Functions

These consist of direct educational services rendered at the classroom level to supplement the local instructional programs or to assist teachers in their classroom work.⁷

Curriculum Personnel

This refers to any one of the following types of curriculum workers who are directly responsible to the intermediate school district and who work with local school districts for the improvement of curriculum and/or instruction.

Curriculum Generalist

A person who is responsible for instructional leadership in more than one subject matter area. Such a person could have responsibilities at one or more educational levels.⁸

Curriculum Specialist

A person who is responsible for instructional leadership in one subject matter area. Such a person could have responsibilities at one or more educational levels.⁹

Curriculum Change Agent

A professional person who attempts to influence curricular and/or instructional decisions in a direction that he feels is desirable. This is a role that might be played by either the generalist or the specialist but, in this case, it is the primary role of the individual.¹⁰

Outline of Study

This chapter has served as an introduction to the study. Chapter II deals with a review of the related literature. Chapter III presents the procedures and methodology used in connection with the study. Chapter IV is used to present the data. The final chapter is used to present the summary and conclusions of the study.

FOOTNOTES--CHAPTER I

¹Ira Polley, State Superintendent of Public Instruction, "Proposed Legislation for the Reorganization of Intermediate School Districts and for Adding Additional Powers and Responsibilities to These Districts," Michigan Department of Education Memorandum, November 26, 1968, p. 1.

²Robert M. Isenberg, "The Intermediate Administrative Unit: A Chronology of Resolutions Adopted by the American Association of School Administrators," March, 1967. (Mimeographed.)

³Alvin E. Rhodes, Better Education Through Effective Intermediate Units (Washington, D. C.: National Education Association, 1963), pp. 3-4.

⁴National Commission on School District Reorganization, Your School District (Washington, D. C.: National Education Association, 1948), p. 66.

⁵Ibid., p. 47.

⁶California Association of County Superintendents of Schools and County Boards of Education Section of California School Boards Association, "The Committee of Ten," The Future Role and Function, Size, Structure, and Organization of the Intermediate Unit in California (Visalia, California: American Yearbook Company, 1966), p. 13.

⁷Ibid.

⁸William F. Young, "Curriculum Generalist in the Current Scene," Educational Leadership, 24, No. 3 (December, 1966), 235.

⁹Ibid.

¹⁰Everett M. Rogers, Diffusion of Innovations (New York: The Free Press, 1962), p. 17.

CHAPTER II

REVIEW OF THE LITERATURE

Although the county superintendency has occupied a position of importance in the administration of state school systems for well over a hundred years, the use of the term "intermediate unit" has developed only since 1955. The Fifty-Fifth Yearbook of the Department of Rural Education ascribed the usage of "intermediate unit" to an emphasis of what desirably should be its purposes and functions.¹ However, prior to reviewing both the literature and studies dealing with the development of the intermediate unit in Michigan, the functions of an intermediate unit, and issues surrounding the future of the intermediate unit, the development of the county office of education in the United States and its present status should be presented as background material helpful in understanding the literature and studies which will be reviewed later in this chapter.

Development of the Intermediate Unit

Schools with us, as with the older European countries from which our early settlers came, arose largely as children of the church. From instruments of religion, they have changed gradually into important instruments of the state.²

Thus has Cubberley commented concerning the background and development of the system of education which we have in the United States. He goes on to say that:

So important was this New England evolution and contribution and so fully did it fit in with the changing conditions of the period, that by the time our national government and the different state governments were established, the states were becoming ready in principle at least to accept the theory thus gradually worked out in New England that schools were institutions and should be regarded as instruments of the state.³

Education began in the colonies as a purely local undertaking. Lay boards of trustees performed the administrative functions relating to the provision of buildings and materials, arranged for the collection of fees and taxes, and employed teachers to conduct the classes for the pupils. The educational needs were simple. The communities were well defined with the inhabitants clustered in small villages and towns.

As the lands to the west and south were settled and developed, it became obvious that the pattern of life was different from that established along the eastern seaboard. Instead of living in clusters, the population was housed on widely scattered farmsteads. The town, as it was known in New England, did not exist. The towns and villages existed fundamentally, not as places of residence, but as service centers where the rural inhabitants could sell the products they raised and obtain others which they were unable to produce themselves. Communities

were still well defined, but they covered a much wider area. In general, the service area of each town was limited by the distance which a farmer could drive his team and return in a day.⁴

It soon became obvious that some form of supervision of the schools beyond that exercised by the lay trustees was desirable. Also the concept of free universal education was beginning to become established, so the people turned to the state as a unit of government which should assume ultimate responsibility for education. At the same time, however, they maintained their desire to retain as much local control as possible.

The county superintendency, functioning between the local district which operated schools on the one hand, and the state educational authority on the other hand, was first developed in Delaware, in 1829.⁵ New York was the second state to create county superintendencies, in 1843, followed in the next thirty-five years by most of the other states. By 1879, however, seven states, including Michigan, had abolished the office of the county superintendent. Maine, New York, Vermont and New Hampshire at one time had county superintendents, then abolished the office and later established the superintendency district or the supervisory union as the intermediate unit.

In a number of states the county has always been the unit for local rural government. So it was natural

that the operation of the public school system in those states should have developed as a function of the county, rather than of the city, town, or other type of local district found elsewhere. That plan is designated as the county unit of school administration. Today, fifteen states with local districts covering large areas, often roughly coinciding with political counties, have the county as the prevalent unit for the operation of the schools. Included are Alabama, Florida, Georgia, Kentucky, Louisiana, Maryland, Mississippi, Nevada, New Mexico, North Carolina, South Carolina, Tennessee, Utah, Vermont, Virginia, and West Virginia. California could be added to this list since California with five county-wide local districts joins Mississippi, South Carolina, and Texas as states employing both county-unit and county-intermediate systems. The county unit has a county board of education and a county superintendent of schools employed to administer the school system of the county.

In 1965 it was reported that 32 states tended to incorporate aspects of the three-echelon pattern in the state structure for education; seventeen were classified as two-echelon states; and one (Hawaii) was considered as following a one-echelon pattern, because the entire state is included in one school district. From an examination of Table 1, it can be seen that some provision for an intermediate agency between the state and local

TABLE 1.--State systems of education: Organizational patterns, 1965.

One-Echelon (1)	Two-Echelon (2)	Three-Echelon (3)
Hawaii	Alabama Alaska Delaware Florida Georgia Idaho Kentucky Louisiana Maryland Nevada New Mexico North Carolina Rhode Island Tennessee Utah Virginia West Virginia	Arizona Arkansas California Colorado Connecticut Illinois Indiana Iowa Kansas Maine Massachusetts Michigan Minnesota Mississippi Missouri Montana Nebraska New Hampshire New Jersey New York North Dakota Ohio Oklahoma Oregon Pennsylvania South Carolina South Dakota Texas Vermont Washington Wisconsin Wyoming
Percentage of Total (50 States)		
One-Echelon System	Two-Echelon System	Three-Echelon System
2%	34%	64%

levels remains the primary administrative organizational form. In interpreting Table 1 it should be understood that some states (particularly in New England) exhibit characteristics of both two-echelon and three-echelon operational patterns. They have been classified in accordance with the probable degree of major emphasis or predominate pattern.

At the present time modification of existing structures represent an evolving pattern of school district organization. There appears to be a tendency for organizational patterns to move away from the structural confines of county-coterminous areas. Some aspects of these trends and developments can be seen in Table 2.

Connecticut is categorized as a state in which no intermediate units are really operative. Here, a direct line of authority exists between the state and Connecticut's local districts. A supervisory union superintendent is listed in the U. S. Office of Education Directory, but no intermediate educational officer, as such, is present. In effect, the state board of education employs superintendents and assigns them to certain communities which do not provide their own administrator.

Table 2 shows the multiple patterns exhibited within one state. It is possible to indicate whether or not a state has an intermediate structure and county-unit local school districts can be illustrated. For three-echelon

TABLE 2.--1965 state educational system patterns and organizational structure.

State	No Intermediate Agency		Intermediate Agency		
	None	County Unit Local Districts	County Office	Super- visory Union	New Area Units
Alabama	X	X			
Alaska	X				
Arizona			X		
Arkansas			X		
California		X	X		
Colorado			X		X
Connecticut	X			X	
Delaware	X				
Florida	X	X			
Georgia	X	X			
Hawaii	X				
Idaho	X				
Illinois			X		
Indiana			X		
Iowa			X		X
Kansas			X		
Kentucky	X	X			
Louisiana	X	X			
Maine				X	
Maryland	X	X			
Massachusetts				X	
Michigan					X
Minnesota			X		

Mississippi		X	X		
Missouri			X		
Montana			X		
Nebraska			X		X
Nevada	X	X		X	
New Hampshire					
New Jersey			X		
New Mexico	X	X			
New York					X
North Carolina	X	X			
North Dakota			X		
Ohio			X		
Oklahoma			X		
Oregon			X		
Pennsylvania			X		
Rhode Island	X				
South Carolina		X	X		
South Dakota			X		
Tennessee	X	X			
Texas		X	X		
Utah	X	X			
Vermont				X	
Virginia	X	X			
Washington			X		X
West Virginia	X	X			
Wisconsin					X
Wyoming			X		
TOTALS	19	17	24	5	7

states, the type of intermediate agency, that is, county office, supervisory union, or broader area, can also be shown.

According to Table 2, nineteen states have no intermediate agency while seventeen states, including fourteen classified as non-intermediate unit states, have some local school districts organized along county lines. Twenty-four states have county coterminous intermediate units. Five states, including Connecticut for purposes of this classification have supervisory unions, and seven states have organized new area units.

Reference to Table 1 and Table 2 illustrates the diversity of organizational patterns of state educational systems. Despite the variations, it can be seen that a majority of the states continue to include some type of intermediate-level agency in the overall state structure for education.

The 1955 Yearbook of the Department of Rural Education noted that historically the intermediate unit in the United States developed, by and large, as an arm of the state government. Isenberg suggests that a new type of intermediate unit is evolving, and that this middle-echelon agency must be considered as part of the total state educational system. He called attention to the interrelationships between the various levels, whether the total system follows a three-echelon or a two-echelon

pattern. He stated that the entire system is a delicate balance of relationships, "and when we tinker with one segment of it, all the other levels are affected."⁶

Some writers have indicated that the intermediate unit is on trial and probably has always been on trial. They noted that it may be "that any unit which attempts to find a place between the legally fixed responsibility for education at the state level and the jealously guarded operation of schools at the local district level is inevitably in trouble."⁷ Despite the inherent problems, the three-echelon pattern has predominated in the United States.

The brief review of the development and present status of the county superintendency in the United States was presented as a background for viewing the literature and studies related to the development of the intermediate unit in Michigan, the functions of an intermediate unit, and issues surrounding the future of the intermediate unit.

Intermediate Unit in Michigan

The intermediate school district in Michigan was established and is regulated by statutes which assign authority, duties, and responsibilities to both the county board of education and the county superintendent. Although the county superintendent is appointed by and

responsible to the county board of education, he is granted authority and charged with various responsibilities which are not subject to the authority of the county board.

Traditionally, the county superintendent and the intermediate unit were virtually synonymous terms. Many of the provisions pertaining to the establishment, authority, and functions of the intermediate unit are found in the School Code, which is Act. No. 269 of the Public Acts of 1955, State of Michigan.⁸

Chapter VIII of the School Code, entitled "County School Districts," which includes Sections 291 to 337 inclusive, deals exclusively with the county school office, but additional provisions are found in various other sections of the act and in other statutes. This statute provides that, following the election of the first county board of education, each county in the state shall constitute a county school district.

The State of Michigan first created the county superintendency by the passage of Act 55 in 1867. At that time, twenty-nine states had already created the office to assist the state educational authority in the administration of its educational system. In tracing the development of the idea of the county superintendency which found its expression in legislation in 1867, it is necessary to go back to the first of the Territorial laws

dealing with the organization of common schools. An Act for the establishment of common schools, adopted by the Territorial Government of Michigan, April 12, 1827, provided for the establishment of schools in townships containing fifty or more families or householders. For failure to do so, the township was subject to a minimum fine of fifty dollars, levied by the circuit or county court of the county to which the deficient township belonged.

Section four of the Act contained the provisions for the selection of school inspectors--officials having a supervisory responsibility over local district schools.

Sec. 4. That the inhabitants of said townships respectively shall choose a suitable number of persons within their respective townships, not exceeding five, who shall be inspectors of schools in said townships respectively; which inspectors shall examine the teachers, and approve or disapprove of the same, and also shall visit the several schools within their respective townships quarterly, or oftener if they deem it necessary; three or more of said inspectors shall be competent, both to examine the teachers and the respective schools, and no person shall be employed as a teacher in any one of the schools in any of the townships or districts in this Territory who shall not have been previously examined by the inspectors aforesaid, and have received a certificate, signed by at least two of said inspectors, importing that he is duly qualified to teach the school for which he may be an applicant, and is of good, moral character; and it shall be the further duty of the inspectors to examine into the state of schools in their respective townships, both as it respects the proficiency of the scholars and the good order and regularity of the schools; and from time to time give their advice; and if any person shall

presume to keep such school without a certificate as aforesaid, he or she shall forfeit and pay a sum not exceeding two hundred dollars, to be recovered in any court having jurisdiction thereof, one moiety thereof to the informer, and the other moiety to the use of the poor of the township where such school may be kept.⁹

In 1829 the territorial school law was replaced with a new one¹⁰, which provided for the election in each of the organized townships of five "Commissioners of Common Schools" who were to see to the division of the township into school districts and to institute the election of district officers, and for the election in each township of five persons to be inspectors of schools, with duties similar to those given the inspectors in the Act of 1827.

In the revision of the law in 1833, the number of school commissioners elected in each township was reduced to three. To their responsibilities was added the custody of the sections sixteen of the townships, which were reserved for the support of schools. No changes were made in the provisions for school inspectors.

In the first general revision of the laws after Michigan achieved statehood, the duties of the commissioners and inspectors were combined and vested in three township inspectors. In the thirty years which followed, only minor changes were made in the law.

Cooper and Fitzwater¹¹ stated that the need for a level of administration in a position intermediary between the state government and the local school district closest to the people was recognized as state constitutions were adopted and as state educational systems began to take shape. The state departments of education needed such an agency to assist in gathering data about the schools, in distributing funds from the sale of public lands, and in supervising the machinery of organization of school districts. As the number of townships in Michigan increased, the weaknesses of the cumbersome system of dealing with the township school inspectors began to appear to those charged with the administration of the state system of schools. Oramel Hosford, Superintendent of Public Instruction for the state of Michigan, in his report to the legislature on December 15, 1866, stated:

At a meeting of State Superintendents of Public Instruction, held in Washington, in February last, considerable time was spent in discussing the question of county superintendency.

In many of the states represented, this system of school supervision has been in operation for many years, and the unanimous testimony was that the system was most successful in its working, and all had come to feel that this was a fixed and absolutely necessary part of their school system.

Believing, as I do, that the best interests of our schools are suffering for the want of vigorous supervision, and knowing that the

present system fails to meet this want, I most earnestly recommend to the consideration of the present legislature the propriety of adopting the system of county superintendency.¹²

As stated earlier, the formation of the office of county superintendency was by the passage of Public Act 55 in March, 1867. The law authorized counties having at least ten school districts to elect a county superintendent. The term of office was two years, and the office was to be located in the county seat. The law prescribed the following duties for the county superintendent: to examine all candidates for certificates, to revoke certificates for cause, to visit each school in the county at least once a year, to counsel with teachers and district boards, to note conditions of buildings and library facilities of the districts and townships, and to sponsor teachers' institutes. In addition to these duties he was required to perform minor services of a ministerial nature pertaining to the collection of reports for the State Department of Public Instruction.

The criticisms of the new office were so many that an investigation was made by the House Committee on Education. Objectors to the law contended that the system was too expensive and a common complaint was that the higher standards for teacher certification enforced by certain county superintendents had caused teachers' wages to go up and created a shortage of teachers.

The House Committee found that in many cases the law was effective and the Committee felt that the fault did not lie with the newly formed county system but with their elected superintendents and appointed boards of education, or inspectors as they were called at that time.

The Committee on Education in 1871 stated:

After a thorough investigation, and upon the best information your committee could obtain, they are unanimous in the opinion that the present system is correct in theory and successful in practice . . . they fear its repeal would be a step backward, change in our educational system should be made with great care and caution and only when one system is clearly a failure or another clearly superior.¹³

The positive stand by the House Committee did not quiet the many criticisms of the county office. Therefore, in 1875, the legislature repealed the law establishing the county superintendent of schools by the passage of Public Act 42. The arguments for its abolishment centered around expense of the office, inefficiency, and one-man power. The old township system was recreated in its place with a "township superintendent" generally taking the place of the county superintendent. The township superintendent with the township board of school inspectors provided such educational supervision in the townships as there was until 1881. By that time the legislature was trying to find a method of administration which would operate in an area larger than the township. In that year, the legislature created a county board of

school examiners by the passage of Act 164. The county board of school examiners had three members, elected for a term of three years by the chairmen of the several boards of township school inspectors. The county board annually elected one of its members to serve as secretary and executive officer. The duties transferred from the township boards included certification of teachers, revoking of certificates, and inspection of schools upon request of the township inspectors. In 1887, the legislature provided for the appointment of a secretary of the board of county examiners, and made it his duty, among others, to inspect the schools in the county at least once a year, and to appoint assistant visitors where necessary. He also was given some supervisory duties in relation to the township school officials. It is interesting to note that Public Act 266 passed by the Michigan legislature in 1887 fixed the annual salary of the county superintendent at \$1,500, payable from county funds.¹⁴

The office of the county commissioner of schools was created by the Michigan legislature in 1891, with the passage of Public Act 147. By the provisions of this act, the county commissioner of schools, along with the two county examiners, constituted a county board for the examination of teachers in the county. To be eligible for the office of county commissioner, a person was

required to have had at least twelve months of teaching experience, and hold a teaching certificate. The commissioner could hold office only in the county in which his first grade teaching certificate was granted. The commissioner, as well as the two school inspectors, was appointed by the county board of supervisors. The term of office was two years. A pay scale, graduated to the size of the counties, was included in the act, providing salaries of \$500 in counties having fifty schools; \$1,000 where there were one hundred schools; and \$1,200 where there were 175 schools, but the maximum was never to exceed \$1,500.¹⁵

In 1901 the law was revised to provide for the popular election by ballot of the county commissioner for a term of four years. The first elections under the new Act were held in April, 1903, in all counties excepting Lake and Chippewa, where the elections were regulated by special legislative acts. The appointment of school inspectors was discontinued by the new law.

The 1931 the qualifications for the office were raised so that it was necessary for a commissioner to have had at least twenty-seven months' experience as a teacher in the state and hold a Michigan life certificate, except in counties of one hundred or more classrooms, where the commissioner must have been a graduate from a

reputable university or college and hold either a Bachelor of Arts or a Bachelor of Science degree.

The county school district was created by the legislature by the passage of Public Act 117, in 1935, in counties having over 250,000 population. At the time of passage only one county--Wayne--qualified under the law. Oakland County, the second to attain a population of 250,000, came under the provisions of the Act in 1943. In 1947, the Act was made applicable to the fifty-two counties having 15,000 or over and in 1949 the law became applicable to all counties with the passage of Public Act 217.

Public Act 217, as passed by the legislature in 1949, provided for county school offices with a superintendent of schools and a board of education for each of the 83 counties. The county board of education was to have five members serving for six-year terms. The terms of the five members were to overlap, with two members being chosen at two successive biennial elections, and the fifth chosen at the third biennial election. The biennial meeting was to be held on the second Monday in June, and the newly-elected members were to take office on July 1 following the election. The law also named the county board to be the legal successor to all of the duties pertaining to schools which had been held by the township boards and listed the following specific duties:

1. To receive from the county treasurer monthly notices of delinquent taxes due in each school district, and communicate same, along with the statement of interest due, to the several school districts.

2. To take over the duties of the township boards with respect to the organization of school districts and the alterations of district boundaries.

3. To recommend the purchase of library books for all school libraries and of all instructional equipment in school districts not employing a superintendent of schools and coming under the jurisdiction of the Act.

4. To employ a county superintendent of schools and such assistants as it may deem necessary, to fix his salary, except as provided by statute, to authorize the payment by the county treasurer of expenses of office and instructional materials. The county board shall employ a qualified county superintendent for a term of office not to exceed four years.

5. To make and keep revised an accurate map of the county showing the correct boundaries of the several school districts, and to provide copies of said map to both county and state officials.

6. To cause the school census to be taken in each school district.

7. To make out an annual budget covering the amount necessary to carry on the activities of the county board.

8. To furnish consultative or supervisory services to any school district employing a superintendent of schools upon the request of the board of education of that district.

9. Under certain conditions, to provide for the education of exceptional children.

10. To direct, supervise and conduct cooperative educational programs in behalf of school districts which request such services from the county board of education, and to use county funds, or contributions accepted from other sources, to finance such educational programs.

The county superintendent was to be selected by the county board and to serve as its executive officer, replacing county commissioners chosen by popular vote. The law had required the upgrading of the county superintendent to a point where it was necessary for him to be a graduate of a college or university and hold at least a Bachelor of Science degree. He was further required to be a holder of a teaching certificate and to have taught in public schools in the state for a period of at least forty-five months.

The law listed the following specific powers and duties in addition to all powers and duties granted to the county commissioner of schools by statute:

1. To act as executive secretary of the county board.

2. To put into practice the educational policies of the state.
3. To supervise and direct the work of assistants and other employees of the county board of education.
4. To recommend in writing to all school boards in districts not employing a superintendent of schools all teachers necessary for the schools.
5. In districts not employing a superintendent, to suspend any teacher for cause until the board of education of the school district employing such teacher may consider such suspension.
6. To classify and control the promotion of pupils in districts not having a superintendent.
7. To supervise and direct the work of the teacher in schools not having a superintendent.
8. To make reports in writing to the district board of education in regard to all matters pertaining to the educational interests of the respective districts; provided, that in districts employing a superintendent, such reports shall be made through the superintendent of schools.

9. To receive the institute fee provided by law, excluding first and second class school districts, and to remit same to the county treasurer.
10. To examine and audit the books and records of any school district when directed to do so by the Superintendent of Public Instruction.
11. To act as assistant conductor of institutes appointed by the Superintendent of Public Instruction, and perform such other duties pertaining thereto as the Superintendent shall require.
12. To perform such duties as the Superintendent of Public Instruction may prescribe, to receive all forms and communications which may be sent to him or her by the Superintendent of Public Instruction, and to dispose of the same as directed by said Superintendent, and to make annual reports at the close of the school year to the Superintendent of Public Instruction of his or her official labors, and of the schools of the county together with such other information as may be required of him or her by law, and at the close of the term of office to deliver all

records, books and papers belonging to the office to his or her successor.

13. To examine the certified copy of statement of moneys proposed to be raised by the several school districts in his county required by law to be filed with the township clerk and the board of supervisors at the October session of said board; to notify the director of the school board or the secretary of the board of education of any district that fails to file such statements as are required by law or that has failed to qualify for aid under the general appropriating act made for the purpose of aiding in the support of the public school districts of the state of such failure.

When the county boards of education were created in all of the counties in 1949, the law provided that the person elected in April, 1947, as county commissioner, or his successor, should be appointed as county superintendent of schools for a term ending June 30, 1951. A subsequent change in the Act provided that those persons who continued in the office since the change in 1949 were not subject to the qualifications prescribed by the law for the position of county superintendent.¹⁶

Permission was granted under Section 13 of the County School District Act for the consolidation of

two or more counties having a population of less than 15,000 each to form a single county school district with a single county board of education and one county superintendent. Although this section of the Act permitted counties to combine into larger intermediate units, no such combinations occurred.

During the 1962 session of the Michigan Legislature the passage of Act 190 occurred which encouraged change. This Act, which became effective in the spring of 1963, contained the following major provisions:

1. The board of the intermediate school district shall succeed to the powers and duties of the county board of education.
2. The intermediate school district must have at least 5,000 pupils in the membership in the local school district.
3. Members of the board may continue to be elected by a popular vote; however, the county electorate, by a petition signed by a majority of the school boards representing 50 per cent of the children, may vote to adopt the election method of selecting board members.
4. In a reorganized intermediate district there shall be 7 members on the board.
5. The officers of the intermediate board are a president, vice-president, secretary, and

and treasurer. The superintendent serves as the executive officer of the board. The secretary and treasurer need not be members of the board.

6. The budget of the intermediate school board shall be submitted on or before March 1, to a meeting of one school board member representative of each constituent school district. These representatives of constituent school districts shall determine, by majority vote, the maximum amount of budget. The budget shall be submitted to the county tax allocation board which shall allocate a tax rate for the support of the intermediate school district by the same procedure as is used in allocating rates to the several local school districts, townships and county unit of government.¹⁷

Act 190 which became effective on March 28, 1963, provided for the renaming of the county school district to the intermediate school district and set forth the provision that the intermediate school district should become a body corporate with some additional responsibilities including that of contracting by means of district-wide taxes for the provision of special education by local school districts and of area vocational-technical education by local school districts. Also, the

Act, as amended, provided that under certain circumstances when local school districts refused to operate certain instructional programs that it, the intermediate school district, could operate such instructional programs.

Among the permissive authorities and responsibilities provided by Act 190 of 1962 to the intermediate school district were the following:

1. The operation of specialized clinics for the children of local school districts.
2. The direct conduct and operation of programs for non-educable but trainable mentally handicapped children when local constituent districts refuse to operate such programs.
3. Operate schools for wards of the court.
4. Operate day-care centers for severaly mentally handicapped children.
5. Allocate and distribute financial subsidies for specialized local school operations.
6. The provision of instructional materials, libraries, and centers for the use of constituent school districts.
7. The provision of the services of helping teachers and instructional consultants to local constituent school districts.
8. The provision of in-service educational experiences for faculties and operating

staffs of local constituent school districts.

9. The conducting of statistical and other research operations.¹⁸

In 1963 the State Superintendent of Public Instruction, Dr. Lynn M. Bartlett, was confronted with a group of proponents of the idea that the intermediate school district should be provided the authority and the responsibility to organize and to operate directly instructional programs defined as "area vocational-technical programs." These proponents held that most constituent local school districts either had too little financial resources for operating such programs or they deliberately refused to provide for such programs because of lack of interest or lack of conviction concerning the need for them.

After conferring with a great number of educational leaders throughout the state, Dr. Bartlett concluded that he would support legislation which would authorize the electors in an intermediate school district to levy a tax for the support of such programs but such programs must be operated either by a local constituent school district or by a community college district. The contracting agent was to be the intermediate school district. This proposed legislation was enacted as an amendment to Act 190 of the Public Acts of 1962.¹⁹

A representative of the Michigan Education Association, speaking at the annual conference of the intermediate school superintendents held at Higgins Lake in the Spring of 1966, proposed that the intermediate school district in Michigan in the final analysis must become the operating school district. He contended that this would solve all such problems as school bonding, auxiliary service needs, transportation problems, central purchasing, the focalizing of federal projects, the control of interscholastic athletics, and the provision of special education.²⁰

As recently as November 7, 1966, the Michigan intermediate school superintendents have proposed that legislation be developed which would reduce the number of intermediate school districts in the State of Michigan from the present sixty to not less than thirty nor more than thirty-five. They proposed that these districts embrace all the geographical areas in the state; that no intermediate district should be larger in geography than would permit a constituent to commute by car from the periphery of the district to the center of it in one hour of time; and that the intermediate district should include no less than one hundred thousand students of school age in residence, excepting when this might violate the commuting time criterion.²¹

In January, 1967, the Michigan Association of Intermediate Superintendents, at the request of the Superintendent of Public Instruction, published a report for the consideration of Dr. J. Alan Thomas, Director of the Study of Financial Needs of Education in Michigan. The purpose of the report was to present the consensus of opinion of the superintendents of intermediate school districts concerning the proper present and future roles of the intermediate school district so that such roles might be weighed in developing appropriate methods and bases for their financial support.²²

The aforementioned published report develops a case for a "three-echelon system of school organization in Michigan." It identifies the echelons as being the State, intermediate, and local levels, respectively. In presenting the case, the report describes the "changing public purposes of elementary and secondary education" with the conclusion that neither the state educational authority nor the local school district can any longer be expected to manage and provide for all the needs of children, youth, and adults in Michigan for elementary and secondary education. It emphasizes a conclusion that "a basic question is the division of labor or functions to be performed by each of the echelons and by each of the elements making up the echelons."²³

The report indicates fourteen operational tasks to be performed in the State as a whole in respect to education. It then suggests a guide for assigning these tasks to the so-called "echelons." It suggests that some authority should "allocate each function to that echelon of the system closest to the student, where it may be carried out with completeness, equity, efficiency, and responsibility." In this respect, the report states that "in testing for fit (to echelon), the closest echelon should be tried first."²⁴

The report proceeds to identify, as a result of applying the guide and subsequent criteria, the types of newer services that intermediate school districts can provide best if requested by local educational districts.

Finally, the report, in addition to describing certain actions believed appropriate for the State Board of Education and others to take, recommends specific enactments to be made by the Legislature in respect to finance, organization, cooperative arrangements, and board elections in the intermediate school district.

These recommendations are quoted below:

Finance--The dollar ceiling should be removed from the appropriation to intermediate districts. Not only does it act to limit operational funds but also to introduce uncertainty in program planning. A ceiling makes it impossible for an intermediate district to determine its share of reduction from entitlement until late in the year of operation.

Organization--Laws should be enacted which encourage combination of existing intermediate districts with relatively small enrollment into larger units. An enrollment far beyond the present 5,000 pupil enrollment is essential for operation of a complete program. In sparsely settled areas of the state where such an enrollment would necessitate districts of unwieldy size, it is proposed that the district be designed so as to require no more than one hour's driving time between central office and farthest constituent office.

Prior to formation of the larger intermediate districts here recommended, arrangements for transfer of local districts from one intermediate district to another should be facilitated. Now such transfers must be approved by both of the involved intermediate boards. This option should be retained. It should, however, be supplemented by an added option whereby transfer could be effected upon approval of the board of the receiving intermediate district and a successful vote in the local district.

Cooperative Arrangements--Amendments to law should provide for the cooperation of intermediate districts on a long-range basis in the provision of certain shared services. Examples might be data processing, conservation education center, operation of a sophisticated speech and hearing center.

Board Election--An option in present law permits popular election of intermediate board members when approved by referendum. This option should be liberalized by an amendment to the law which would mandate referendum on the popular election question when boards of a constituent district or combination of districts having a majority of pupil enrollment within the intermediate district petition it, or when the majority of boards, regardless of enrollment, petition such a vote.²⁵

Meeting at Sault Ste. Marie, Michigan, in June, 1968, the Michigan Association of School Administrators received a report from its Reorganization Study Committee. This Committee had developed, through a

questionnaire submitted to all superintendents of intermediate school districts and to all superintendents of constituent districts, a set of guidelines for reorganization. It had developed, also, from an application of these guidelines, a set of three alternative maps showing boundaries of thirty intermediate school districts embracing all local school districts in the State.

The Michigan Association of School Administrators received the report of its Reorganization Committee but it did not adopt the report. Rather, it agreed to view the report as an "in-house document," not to be released for public information purposes.²⁶

On September 23, 1968, the Michigan Association of School Administrators accepted a report from its Thomas Study Review Committee. This report included an overall analysis of the Michigan School Finance Study, directed by J. Alan Thomas. In its analysis, the Committee recognized that the intermediate school districts were in need of evaluation and reorganization and that the present number of these districts should be reduced to a more efficient number which could be staffed properly.

The Committee, in its recommendations related to its analysis of the so-called Thomas Study, drew the following conclusions pertinent to intermediate school districts:

1. Because several local and intermediate school districts have highly sophisticated data processing systems already, the State should be encouraged, not only to assume leadership in the locating and planning of data processing centers, but it should in some manner insure the compatibility of equipment which would guarantee a state-wide data system network to avoid duplication of effort and to maximize efficiency.

2. The intermediate school district should not be authorized, under any circumstance, to build buildings or to equip and operate vocational educational programs. The role of the intermediate district should be no more than to act as a contracting agent.²⁷

On November 12, 1968, in a memorandum to the members of the State Board of Education, Dr. Ira Polley, State Superintendent of Public Instruction, stated the following:

1. Although the enabling statutes for intermediate school districts apply uniformly to all such districts, the functions and roles assumed by these districts vary widely throughout the State. Not only is this variance related to geographical location, size of population embraced, and the number of constituent districts included in each, it seems to be related also to attitudes prevailing in the constituent school district and the financial resources available for their operation.

2. There is a great need for redistricting the intermediate school district in terms of geographical areas embraced by each. The present number should be drastically reduced for efficiency and financial resource availability. Contrary to earlier information, no agreements

have been reached by any responsible group concerning the proper number or arrangements of reorganized intermediate school districts.

3. There seems to be a need for a state plan for intermediate school district development in Michigan. This plan, preferably developed by the State Department of Education, should include such elements as (a) proposed boundaries of intermediate school districts; (b) proposed revision and recodification of all enabling statutes pertaining to intermediate school districts; (c) proposed methods and sources of financial support of intermediate school districts; and (d) proposed programs and functions to be carried out by intermediate school districts. This plan should be developed before consideration is given to such significant proposals as those to provide the intermediate district additional tax levying powers for all school purposes within its boundaries.²⁸

Presently, the intermediate school district, among other duties, is required to perform the following tasks:

1. Enforcement of the finance accounting code, the state transportation code, the child accounting code, the school lunch code, and the teacher certification code.
2. Under the direction of the State Superintendent, conduct audits and make such other reports as might be required by him concerning local constituent school district operation.
3. Preside over school district boundary alterations, annexations, consolidations, and area studies.
4. Administer the provisions of Act 190 pertaining to special education if such

provisions have been adopted by the electorate.

5. The allocation of delinquent taxes to local school districts.
6. The enforcement of compulsory school attendance laws.
7. Participants in actions of the tax allocation board as provided by the Tax Limitation Act.
8. Expedite the provisions of Act 289 of 1964 which pertains to area-wide studies for school district reorganization.²⁹

On July 31, 1968, the State Board of Education adopted unanimously the following resolution:

That the State Board of Education ask the staff to draft legislation to be introduced at the next session to reduce the number of intermediate districts from its present number to from 30 to 40; to insure that they are elected on a democratic basis and to give them the necessary authorization to centralized purchasing, centralized bus maintenance and routing; that they have centralized psychological testing, including experts in psychological testing and counseling; that they be responsible for the programs for both the outstanding students and those in special education and that they have staff members who can help local districts in negotiation problems and seeing that the contracts are carried out.³⁰

On November 13, 1968, following a Department of Education staff report summarizing conclusions and recommendations reached by several authoritative groups concerning the future role of the intermediate school

district, the Board adopted unanimously the following resolution:

That the staff consult with appropriate experts and proceed to draft proposed legislation on the intermediate school district, for the Board's consideration at the next meeting, in accordance with the motion adopted July 31, 1968.³¹

The proposed legislation for the reorganization of intermediate school districts and for adding additional powers and responsibilities to these districts includes the following:

1. State-wide Redistricting Plan

- a. Development. The State Committee on the Reorganization of School Districts shall be continued in existence, for the purpose of this proposed Act, to develop a plan for the redistricting of intermediate school districts.
- b. Deadlines for Completion and Adoption. The State Committee on Reorganization of School Districts shall present the completed plan, no later than July 1, 1970, to the State Board of Education. The State Board of Education shall adopt this plan, or its amended version, and serve notices on the existing intermediate school districts no later than March 1, 1971, of such adoption. Such notices shall have the effect of law.
- c. Hearings. Not only shall the State Committee on the Reorganization of School Districts be required to conduct public hearings during the development process for a plan, the State Board of Education shall be required to hold at least one state-wide public hearing before finally adopting the plan not later than sixty days after July 1, 1971.

- d. Number of Districts. The number of intermediate school districts to be included in the plan shall not be more than 35 nor less than 20.
 - e. Exemptions from Redistricting. The plan shall not provide for any change in the boundaries of an existing intermediate school district which shall have included, on the 4th Friday count in September, 1969, an aggregate constituent school membership of 100,000 or more. (Note: According to present projections, such exempted districts would include Genesee, Kent, Macomb, Oakland, and Wayne Intermediate School Districts. There seems to be no significant reason for changing the boundaries of these districts.)
 - f. Other Conditions in Redistricting. No local school district shall be excluded from becoming a part of an intermediate school district. The reorganized intermediate school districts, as set forth in the adopted plan, shall not divide constituent school districts as these may exist at the date of adoption. Also, while the redistricted intermediate school districts may include up to 100,000 in their aggregate school memberships, these may not include a geographical area so large as to require more than one and one-half hours of driving time from any point in these to the logical location of their central administrative offices.
2. Other Changes in the Intermediate School District Laws
- a. Election of Boards. Proposed amendments shall provide for the popular election in all intermediate school districts, re-districted and exempted from redistricting, of a seven member board of education with staggered terms arranged so that two new members will be elected every two years, with the exception of one election at which time only one member shall be elected. The elections shall be held in the constituent school districts at such

times that the need for special elections with the resulting costs are avoided.

- b. Interim Board. Until such time, after July 1, 1971, that board members may be elected on a popular basis, the board members incumbent in the intermediate school districts on June 30, 1971, shall continue to serve in these offices as members of an interim board. The place of residency of incumbent board members shall determine the interim board on which they shall be designated to serve. (Note: This method of designating interim boards may cause a variation, from reorganized districts to reorganized districts, in the number serving on interim boards.)

- c. Newly Provided Powers. With the concurrence and agreement of one of more constituent school districts, the intermediate school district shall be provided the authority, on a permissive basis, to assist the constituent school district or districts in (1) negotiating and implementing labor contracts; (2) providing purchasing services; (3) providing bus maintenance and bus routing services; (4) providing psychological testing and counseling services; (5) providing computer services and machine accounting services; and (6) providing curriculum consultative services and other in-service training programs for teachers. (Note: The intermediate school districts are presently authorized to operate programs designated as "cooperative educational programs" on behalf of constituent school districts. These could include programs for the gifted as well as the handicapped. As a rule, the intermediate school districts confine their activities in the operation of educational programs to those involving contracting, with the use of special property tax revenues, with certain constituent districts for the provision of such services for other constituent school districts. Even with the present enabling authority to employ teachers and to operate classes on behalf of constituent school districts, the intermediate school districts seem reluctant

to do this because the State School Aid Act provides no reimbursement for the operation of classes by intermediate school districts excepting for those mentally handicapped children who are trainable but not educable.)³²

Summary of Recent Studies and Literature
Bearing Upon the Emerging Functions
of the Intermediate Unit

Among the generally accepted standards for intermediate unit operation is the statement that "the basic orientation (responsibility) of the intermediate school district should be to the local districts in the intermediate district area."³³ Acceptance of this criterion is tantamount to acceptance of the idea that the intermediate unit's primary emphasis should be service to local school districts. Stated in slightly different terms, some writers have noted that the intermediate unit's responsibility should be generally limited to those functions desired by local school districts. The intermediate agency is seen as a creature of local school districts.³⁴

A National Commission on the Intermediate Administrative Unit was created in 1952 by the Division of County and Rural Superintendents of the Department of Rural Education, National Education Association, as a result of the new interest in the intermediate unit. In 1955 one of their recommendations concerning desirable legal framework included this statement:

The Structure of the Intermediate Unit Should Be Flexible. The legal framework should permit cooperation among intermediate units and the joint operation of service programs when desirable, and should allow adjustment to meet changing functions, responsibilities, and circumstances.³⁵

Alvin E. Rhodes stated that program flexibility is essential and that all of the service programs undertaken by the intermediate unit should be adapted to the needs of the area served, and should also include these three functions:

1. Articulative Functions. The ministerial or administrative processes assigned by state authority to maintain articulation among the various segments of the state system of public education, e.g., attendance accounting, financial accounting, legal interpretation and applications, and school election routines.
2. Coordinative Functions. Activities carried on among school districts for the purpose of improving education or helping districts solve common problems. Such services generally relate to district-wide activities and problems, e.g., curriculum planning, workshops, and special study committees.
3. Supplementary Service Functions. Direct educational services at pupil or classroom level to supplement the local instructional program or assist teachers with classroom work, e.g., supervision of instruction, psychological services, library services, and programs for exceptional children.³⁶

The Commission on the American Superintendency of the American Association of School Administrators has stated that local districts will need the services of an intermediate unit to supplement their own efforts in providing a comprehensive educational program.³⁷

Pound studied the status of the county superintendency in Indiana. He concluded that if the intermediate unit was organized it would be able to strengthen the administrative units it was then serving. He believed these units could provide services and educational offerings which local districts were unable to provide efficiently and economically. He recommended the addition of specific functions in the area of educational leadership, special services to local school administrative units, appellate functions, and directory functions to the intermediate unit.³⁸

The ferment of interest in the intermediate unit reflected in the studies reviewed was likewise observed in studies of the intermediate unit in these states: California,³⁹ Pennsylvania,⁴⁰ Wisconsin,⁴¹ and in the Great Plains School District Organization Project which includes the states of Nebraska, Iowa, South Dakota, and Missouri.⁴² Nor was evidence of interest in studying the county superintendency lacking in Michigan. A study conducted in 1955 by Edward J. Ernatt sought to determine the nature and extent of instructional services provided school districts in the state of Michigan by the county school office. The number of available research personnel, number of teachers, pupils served, the cost of these services, the availability of instructional equipment, and materials furnished from the county office

were used as measures of service. Ernatt mailed a 25 page questionnaire covering 40 different services to all 83 county superintendents, and 63 instruments were returned. Some conclusions reached were as follows:

1. County superintendents devote 10 to 15% of their time in supervision of elementary education.
2. Services such as curricular research and pilot projects did not receive much attention from the county superintendents.
3. Generally services offered by the county office varied in direct proportion to the wealth of the county.
4. Generally few instructional services were being provided by the county offices.⁴³

Schaibly did a descriptive study in 1956 of the present status of the intermediate office in Michigan. He investigated the need for the intermediate office in terms of service which should be provided by the office. Some conclusions reached by Colon Schaibly are as follows:

1. Inequalities of educational opportunities exist among school districts which might be reduced through the intermediate unit.
2. The direct control of the intermediate administrative unit should be vested in a board of education representative of the area it serves.

3. The Department of Public Instruction should be the logical agency in the state to provide the leadership in developing functional intermediate units, because of the legal powers and duties given to the Superintendent of Public Instruction.
4. Under the leadership of the intermediate unit local districts should develop cooperative programs for providing some needed services which local districts can not afford to provide for themselves.⁴⁴

About this same time Harlan Been and Thomas James working with a committee interested in the future of the county school district attempted to determine whether or not there should be an intermediate unit structure in Michigan and, if so, what should be its nature. A report was prepared that reviewed the past, described the present, and set forth tentative conclusions and recommendations. Some of the relevant findings are as follows:

1. The development of an intermediate structure capable of adaptation to meet increased demands of local districts is an essential to the retention of local control.
2. The intermediate district must not stand as a vested interest in the way of development of better ways of doing things, or in the path of greater autonomy.

3. Administration and control should be as close to the people as possible. As rapidly as local districts become able to take responsibilities, they should be encouraged to assume them.
4. The intermediate office will develop to its greatest potential only when there is general recognition of need for services which are not now being rendered by local districts.⁴⁵

Carroll Munshaw, in his study of the county office in Wayne County, Michigan, makes the following statement regarding the need for agreement between the county board of education and the county superintendent of schools, stating as follows:

Although many of the duties and responsibilities of the county school office are prescribed by law, considerable latitude is permitted in discretionary functions, particularly in the scope and extent of services which may be made available to local districts. Also, the manner in which the required functions are carried out is subject to wide variation. Prescribed duties, many of them of the routine reportorial type, can be performed in a perfunctory and arbitrary manner with the emphasis on the authority which is delegated to the county office as an arm of the Department of Public Instruction. On the other hand, the emphasis can be predicted upon a philosophy of service with the authority aspect kept in the background except in unusual instances. The policies which determine both the scope of the service program to the local district and the manner in which the prescribed duties are performed depend largely upon the insight of the members of the county board of education. If the county board member believed, for example, that the primary concern of the county school office should be the rural non-superintendency schools - and that whatever funds can be made available by the county should be used to augment

the educational programs in these schools, the services to the larger schools in the county are likely to be severely limited or non-existent. If, on the other hand, county board members view the county school office as a service agency for all schools in the county, regardless of size, a different program emphasis should result.⁴⁶

Elwood Larsen, in his study of the emerging role of the intermediate school district in Michigan, drew the following conclusions regarding functions to be performed by the intermediate unit:

1. The intermediate school district offices instead of being administratively oriented should concentrate on providing specific services which individual school districts are unable to offer. Recommended services included: (1) in-service training, (2) counseling, (3) instructional materials and (4) effective communication with local districts.

2. At the time of his study, Larsen found that intermediate school districts most frequently performed the following duties: (a) Service for exceptional children, (b) In-service programs, (c) Communication services, and (d) Special consultants.⁴⁷

The Michigan Association of Intermediate School Administrators has identified the types of newer services that the intermediate school district can provide best if requested by local educational districts. These services are listed as follows:

1. Programs of special education.
2. Staff and curriculum development services by highly competent consultants.
3. Educational diagnostic and remediation centers. (Speech pathology and correction, audiology and language development, reading, psychometrics, educational guidance, social work and vocational rehabilitation).
4. Educational research operations and systematic studies.
5. Testing services, including centralized lending library of tests, scoring and computing services, reporting and interpretation services.
6. Cooperative purchasing and quality control programs for such items as foods, paper stock, standard items of machinery, fuel, and bus fleets.
7. Staff development programs for cooks, bus drivers, office staffs, and maintenance personnel.
8. Instructional materials center.
9. Data processing systems.
10. Public information service directed.
11. Law enforcement functions performed on behalf of the State Education Department.
12. Programs of vocational education.⁴⁸

Dr. Ira Polley, State Superintendent of Public Instruction in Michigan, has stated the following regarding functions to be performed by the intermediate school district:

The state-wide predominating opinion of local school administrators and that of the administrators of intermediate school districts seems to be that the general roles ascribed to the intermediate school districts should be confined to advisory, consultative, and educational program and administrative services in addition to most, if not all, of the regulatory functions presently assigned to them. In other words, the intermediate school district should provide those ancillary services necessary to improve the state system of education but leaving the direct responsibility for administration, supervision, and instructional program operation to the local constituent school districts.⁴⁹

Modern intermediate unit emphasis is on the service function. The effective intermediate office is, therefore, no longer seen as only a clerical, regulatory, or supervisory agency, although such responsibilities are still included in the overall function.

In defining specific intermediate functions, local area conditions and needs must be carefully considered; thus, sensitivity to service and program requirements of the constituency must be built into the intermediate structure, as well as a degree of flexibility to allow adaptation to the many changing needs.

Classification of the numerous programs and services is a difficult task. Knezevich, in his discussion of "the evolving intermediate unit of school

administration," used an outline of the various services with twenty-four main categories.⁵⁰ Another classificatory system sees the intermediate service program in terms of broad functional classifications including (1) articulative, (2) coordinative, and (3) supplementary.⁵¹ Still another possible classification was noted in the following three major divisions of one service agency: (1) curricular services, (2) special services, and (3) business services.⁵²

Another intermediate unit utilizes the services of five assistant superintendents, each of whom is assigned to a definite, yet broad, area of responsibility. These areas provide hints as to a possible scheme for classification of intermediate programs and services. They are (1) administrative services, (2) supporting services, (3) research and development services, (4) elementary curriculum and instruction services, and (5) secondary curriculum and instruction services.⁵³

Probably the most comprehensive list of functions of an intermediate unit is that compiled by the Iowa Center for Research in School Administration. This classification was based on five broad categories: (1) administrative and staff personnel services and programs, (2) instructional services and programs, (3) student personnel services and programs, (4) special education services and programs, and (5) research and

development services and programs. Of particular interest are those services or programs listed under each broad category which have implication for the area of curricular or instructional improvement. Those services or programs are as follows:

A. Administrative and Staff Personnel Services and Programs

1. Conveying and interpreting state educational agency directives, policies, and recommendations.
2. Advising the state educational agency concerning local problems needs, and desires.
3. Relating with educational, semi-educational, and other organizations (liaison services for local districts).
4. Providing liaison between school districts and governmental and non-governmental agencies.
5. Working with local district administrative and teacher special interest councils.
6. Preparing and disseminating publications (periodic bulletins, newsletters, special reports, information summaries, news releases, news clipping files, and annual reports).
7. Operating and administering a cooperative purchasing program (equipment and supplies).
- 8.. Providing professional personnel services, and non-professional, when applicable.
9. Assisting local districts with building programs.
10. Preparing, administering, and coordinating local inter-district service contracts.
11. Consultative and advisory services.

12. Additional services for non-professional personnel.
13. Additional responsibilities to local district boards of education.
 - a. Providing special consultative service.
 - b. Performing liaison functions.
 - c. Assisting with selection of chief administrator.
 - d. Providing assistance with problems of professional negotiation and collective bargaining.
 - e. Working with local boards in various cooperative endeavors.
 - f. Forming regional associations of local school boards.
 - g. Assuming in-service training responsibilities (orientation, workshops, services and programs, and short courses).

B. Student Personnel Services and Programs

1. Data processing services.
2. Guidance and counseling services (consultative and/or direct services to students).
3. Sponsoring, directing, and planning "Career Day."
4. Preparation of guidance manuals and guides.
5. In-service training for student personnel staff specialists.
6. Preparation, development, administration, and interpretation of standardized tests.

C. Special Education Services and Programs

1. Indirect or direct programs and services for exceptional children.
2. Classes, schools, programs, and services for exceptional children.
3. Institutionalized children's programs.
4. Operation of hospital schools.

5. Additional visiting teacher programs for the homebound child and follow-up activities after hospital discharge.
6. Early childhood development centers.
7. Operation or coordination of programs for the gifted child.
8. Consultative services for the gifted child (direct or indirect).
9. Outdoor education programs for exceptional children.
10. Work-study programs for the physically or mentally handicapped.

D. Research and Development Services and Programs

1. Basic research functions (evaluation and assessment projects, computer assisted instruction, and studies of needs).
2. Cooperation and assistance in various research projects.
3. Establishing and administering, regional, state, and national standardized testing programs.
4. Additional test interpretation and analysis.
5. Development of local and area testing norms.
6. Research and study design services.
7. Dissemination of information concerning curriculum research programs and findings from various sources.
8. Informational programs dealing with innovative practices.
9. Special curriculum research at local district request.
10. Planning for the use of funds from federal and other sources.

11. Determination of common research and planning needs of several school districts.
12. Provisions for consultants to work with constituent districts on research and developmental problems.
13. Provisions for federally financed supplementary education centers.
14. Liaison with Regional Education Laboratories.
15. Surveys of area educational needs and concerns.
16. Responsibility for review of constituent districts' federal project proposals.
17. On-going evaluation of federal programs.
18. Program analyses and evaluations at local district request.
19. General consultative and in-service training responsibilities with local district personnel.

E. Instructional Services and Programs

1. General and limited supervision of instruction.
2. General curriculum information services.
3. Special consultative assistance for local district supervisors.
4. Special consultative assistance for teachers.
5. Employment of outside subject matter and special area consultants.
6. Program planning with local administrators.
7. Coordination of instructional activities of other agencies with on-going school programs.
8. Direct in-service program and developmental responsibilities with certificated professional personnel (consultation and coordination for local, district, regional, and

state instructional and curricular activities.

9. Additional responsibilities for in-service programs through faculty meetings, demonstrations, workshops, institutes, professional meetings, and individual and group conferences.
10. Provisions for audio-visual services including actual operation of instructional materials centers.
11. Additional functions of audio-visual and instructional materials centers.
12. Services for local school district libraries.
13. Responsibilities for educational television depending upon area arrangements.
14. Consultative and production responsibilities in the use of closed circuit television at the local district and/or building level.
15. Outdoor education program.
16. Adult and special secondary programs.⁵⁴

Robert Isenberg is another authority who has listed functions which an intermediate school district might perform. In particular he has indicated the function which an intermediate school district or unit might perform in the area of curricular or instructional improvement of the local school districts. He has stated:

Curriculum leadership, through a continuous program of in-service education, increasingly appears essential as a component of every school program. The days when it was reasonable to expect teachers to keep up-to-date in their area of special preparation on their own time and at their own expense are gone. Change takes place too rapidly; there is no evidence that the pace

will slacken. And education is much too important to leave to chance the possibility that teachers will keep themselves up-to-date.

The kind of in-service program through which curriculum leadership, experimentation, and what is frequently called action research can be assured, requires a regular and continuous access to personnel who are "up" on the latest research in the particular field of study, who know about content changes, about materials available and approaches that work successfully. Sometimes such help can be secured from a nearby college or university. Sometimes not. The time has come however, when schools must take seriously the need to build this kind of assistance into the system. It would be desirable if the whole range of such curriculum specialists could be in every school building . . . at the elbow of every teacher. Unfortunately, it is not presently even reasonable to think that every school district could employ this kind of curriculum staff. But a staff of curriculum specialists, available to work with individual teachers and faculty groups on an intermediate unit area basis, is not at all inconceivable. There is enough now going on to demonstrate the efficiency and effectiveness of the approach.⁵⁵

Issues Surrounding the Future of the Intermediate Unit

The literature suggests three issues affecting the future of the intermediate unit of school administration. These three issues are (1) the issue of restructuring and reorganization; (2) the issue of financing; and (3) the issue of the intermediate unit's place in an urbanized society and its relationship to larger local school districts.

Many authorities in the field believe that the intermediate unit does indeed have a future in American

education. All would concur, however, that to be successful in its important task, the traditional county intermediate agency must be revitalized and must undergo widespread restructuring and reorganization both in terms of roles and organizational structure. According to most writers, the broad area, or regional approach represents the only solution to the intermediate agency's structural problems. This would mean that county lines would no longer be sacred. Regional educational service agencies would thus be formed through combinations of counties or by disregarding county boundaries and organizing large areas into a service agency.⁵⁶

A fundamental consideration in the discussion of the future of any educational agency is the method of financial support of the agency. This concern is as important to the intermediate unit as it is to the local school district, the state education agency, and various institutions of higher education. For the intermediate unit, in particular, the importance of providing financial resources which are as definite and reliable as the resources of local school districts and the state agency is stressed.⁵⁷ When the middle echelon in the total state system is considered, it is apparent that the "definite and reliable criterion" is, in practice, often neglected.

Most writers agree that the intermediate board should be granted fiscal integrity and independence.

Sabin, for example, recommended that the board be fiscally independent, have the power to determine the budget with no review by an outside agency, and have the right to levy taxes.⁵⁸

It was noted in several studies that the middle echelon educational service unit was heavily dependent on cooperative, contractual agreements for program support. These arrangements violate the standard of providing a "definite and reliable" source of finance. The revenue derived from such agreements oftentimes lack stability and continuity.

The interemdiante unit has a distinct job to do, as different and as essential to good education as the specific roles of local school districts and the state education agency. It is imperative, therefore, that its sources of financial support should be as definite and as reliable as are the resources of these other administrative units. The future of the intermediate unit depends upon definite and reliable financial support.

Besides the issues mentioned above, several authorities have questioned the intermediate agency's place in an urbanized society and its relationship to larger local school districts. Because so many authorities have questioned the future of the intermediate unit in metropolitan-suburban areas this issue will be treated in greater detail.

Migration from rural to urban areas has represented a pronounced trend in the United States during the past quarter century. Between 1940 and 1950, the total population in America increased by almost 18.3 million. However, only 3.5 million of this total was reflected in population increases in what have been classified as non-metropolitan areas. Stated in terms of rural-urban net migration, non-metropolitan areas lost 9.3 per cent of population between 1940 and 1950. Interestingly enough, the central cities showed a 1.6 per cent decline during the same period, but the suburban areas of the "megapolis" had a net population gain of 26.7 per cent. Migration patterns from rural to urban regions and from the core city to its satellites have continued and are, therefore, readily identifiable as nationwide trends.⁵⁹ One writer forecast a rise in total population of at least 30 million people in the 1960's with urban regions receiving at least twenty-five million of this increase. Thus, by 1970, over two-thirds of the people of the United States may live in the metropolitan areas. If recent trends continue, the majority of the residents of the "megapolis" will be found in the suburbs.⁶⁰

Another source cited similar figures and estimates that 170 million people, 70 per cent of the country's population, will be residents of metropolitan complexes in 1980.⁶¹

Several critics of the intermediate unit believe that the evidence just briefly described will serve to sound the "death knell" for the intermediate organizational agency. Increasing urbanization and the accompanying exodus from the central core to rapidly growing suburban school districts are duly noted by those who advocate the total abandonment of the intermediate concept. Many writers have emphasized the intermediate office role as leader in rural education and the intermediate unit is considered a structural form designed for a rural society. Therefore, in view of obvious and massive urbanization in the United States, some authorities would discontinue operation of the middle-echelon agency, particularly in large metropolitan complexes. Proponents of the intermediate unit have, of late, expressed some very interesting ideas on this subject, however.

Campbell, Cunningham, and McPhee noted the progress of the middle-echelon agency in some metropolitan settings. These authors stated that "despite the general confusion regarding the function of the intermediate unit, some intermediate organizations, seemingly most often those in metropolitan settings, have forged ahead with substantial and apparently useful programs."⁶²

As suggested by Fitzwater:

It is significant that the rapidly increasing size of suburban local districts, rather than resulting in an overall reduction in intermediate unit strength, has been accompanied by a marked expansion and higher degree of specialization in intermediate district functions and services.⁶³

It appears, therefore, that increasing urbanization and "suburbanization" will lead to the strengthening of the intermediate echelon rather than contributing to the end of this form of organization.

Writers such as Morphet, Johns, and Reller observed that most people have not faced the issue of the intermediate unit realistically. They noted that many smaller school districts are concerned with autonomy and have struggled to maintain local control against the inroads of the intermediate unit. It appears, however, that such resistance is even more apparent in larger districts which have tended to ignore established intermediate units due to a belief that the larger local school system can provide sufficient programs and services.⁶⁴

A recent study in California recognized the fact that very large metropolitan school districts such as Los Angeles, San Francisco, and San Diego have needs and resources quite different from the "average" school districts.⁶⁵

In a recent address, Isenberg predicted that the intermediate unit-metropolitan school district relationship will soon undergo drastic alteration. He noted that people frequently ask if the large city school should be a part of the intermediate unit. According to Isenberg, this question should be and will soon be answered in the affirmative. He substantiated his position by suggesting that the city's educational future could well depend upon its association with the intermediate unit.⁶⁶

Isenberg called attention to several of the more serious "ills" of American cities. He suggested that financial, racial, and political troubles are bringing serious problems and that cities are experiencing extreme difficulties in providing and sustaining high-quality educational programs. He stated that perhaps the biggest problem of all is that too many officials "still stop thinking when they reach the city line," the assumption being that the city's problems somehow begin and end at the city limits.⁶⁷

Isenberg stated that cities "are in deep trouble," and added that education in the cities is also in trouble. Therefore, he concluded, "if there is a workable solution, cities will need to develop cooperative working relationships."⁶⁸ Therefore, both the cities

and education should benefit from an affiliation with intermediate units having large service areas.

Despite abundant evidence underscoring the necessity for inclusion of the city school system in the intermediate district, it must be recognized that such is not yet generally the case nationwide. The trend is still for the strong middle-echelon agency to provide quality services to suburban schools while the city system is excluded, usually by the city school's own volition.

The intermediate unit does have a future, but the future represents a severe challenge. Significant revitalization must take place if it is to merit the enthusiasm of its advocates. One report has referred to the "new emerging" intermediate unit in the following terms:

The administrative tool that can make better education possible at less cost has been invented. It now remains for an enlightened public and a resourceful profession to put it to greater use.⁶⁹

The above quotation represents a challenge for the intermediate unit, the educational profession, and public in general. A future role for the middle echelon of the three level state system seems to exist. The challenge will be in defining the role, and in restructuring the traditional intermediate unit so that it can successfully fulfill its expectations.

Summary

In this chapter, a portion of the chapter has been devoted to the development of the county office of education in the United States. Empirical research and related literature was reviewed in terms of the development of the intermediate unit in Michigan, the functions of an intermediate unit, and issues surrounding the future of the intermediate unit.

FOOTNOTES--CHAPTER II

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¹⁰Michigan Territorial Laws, II, pp. 769-777.

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¹²Clair L. Taylor, "Development of the County School Administration," Michigan Education Journal, 32 (February, 1955), 251.

¹³Ibid., pp. 263-264.

¹⁴Act 266, Public Acts of 1887, State of Michigan.

¹⁵Act 147, Public Acts of 1891, Sec. 10, State of Michigan.

¹⁶Act 269, Public Acts of 1955, Sec. 298, State of Michigan.

¹⁷Act 190, Public Acts of 1962, State of Michigan.

¹⁸Ibid.

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²¹Ira Polley, "Present and Potential Role of the Intermediate School District," Department of Education Memorandum (Lansing, Michigan), November 12, 1968, p. 3. (Unpublished mimeo.)

²²Michigan Association of Intermediate School Administrators, The Intermediate School District--Middle Echelon of Michigan's Three-Echelon State System of Education, January, 1967.

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²⁴Ibid., p. 15.

²⁵Ibid., pp. 23-24.

²⁶Polley, "Present and Potential Role . . . ," p. 8.

²⁷Ibid., p. 9.

²⁸Ibid., pp. 11-13.

²⁹Polley, op. cit., p. 3.

³⁰Ira Polley, Michigan Department of Education Memorandum, "Proposed Legislation for the Reorganization of Intermediate School Districts and for Adding Additional Powers and Responsibilities to These Districts," (Lansing, Michigan), November 26, 1968, p. 1.

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³³Robert C. Sabin, "A Survey of the Need for an Intermediate School District in Oregon with Implications for Its Future Development" (unpublished Ph.D. dissertation, University of Oregon, 1965), pp. 14-15.

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⁴⁵Harlan D. Beem and H. Thomas James, Report of the Michigan Committee for the Study of the Intermediate Unit of School Administration (Chicago, Illinois: Midwest Administration Center, University of Chicago, 1956), pp. 47-52.

⁴⁶Carroll L. Munshaw, "The Extent of Agreement and Disagreements Among Selected School Officials Regarding the Role of the County School Office in Wayne County, Michigan" (unpublished Ph.D. dissertation, Wayne State University, 1958), pp. 135-136.

⁴⁷Elwood Larsen, "The Emerging Role of the Intermediate School District in Michigan with Implications for Branch County" (unpublished Ed.S. thesis, Western Michigan University, 1966), pp. 69-71.

⁴⁸Michigan Association of Intermediate School Administrators, op. cit., pp. 16-17.

⁴⁹Ira Polley, "Analysis of Several Studies Pertinent to the Present and Potential Role of the Intermediate School District," Department of Education Memorandum (Lansing, Michigan), November 12, 1968, p. 12.

⁵⁰Stephen J. Knezevich, Administration of Education (New York: Harper and Brothers Publishers, 1962), p. 160.

⁵¹Rhodes, op. cit., pp. 5-6.

⁵²"Services," a brochure (San Diego, California: San Diego County Department of Education, undated).

⁵³"Educational Services," a brochure (Pittsburgh, Pennsylvania: Allegheny County Schools, 1966-67).

⁵⁴Iowa Center for Research in School Administration, op. cit., pp. 139-147.

⁵⁵Robert M. Isenberg, ed., The Community School and the Intermediate Unit, Yearbook 1954 (Washington, D.C.: Department of Rural Education, National Education Association, 1954), p. 168.

⁵⁶William J. Emerson, "The Intermediate School District--Middle Echelon of a Three-Echelon State System of Schools," a paper presented to the National Council of Professors of Educational Administration, Arcata, California, August, 1965, pp. 19-20; Robert M. Isenberg, "National Trends--Intermediate Unit Concept," an address to the Workshop for Iowa School Superintendents, Spirit Lake, Iowa, June, 1967; Charles O. Fitzwater, "Patterns and Trends in State School System Development," Journal on State School System Development, Vol. 1, No. 1 (Spring, 1967), 28-32.

⁵⁷Rhodes, op. cit., p. 11.

⁵⁸Sabin, op. cit., p. 421.

⁵⁹Donald J. Bogue, The Population of the United States (New York: The Free Press of Glencoe, 1959), p. 55.

⁶⁰Catherine B. Wurster, "Framework For an Urban Society," in Goals for Americans, Report of the President's Commission on National Goals (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1960), pp. 225-247.

⁶¹Ellis G. Hanson, "The Impact of Demographic Changes on Local School Districts," a paper presented at the Central Regional Conference of the National Association of State Boards of Education, Des Moines, Iowa, April, 1967, p. 3.

⁶²Campbell, Cunningham, and McPhee, op. cit.,
p. 118.

⁶³Fitzwater, op. cit., pp. 28-32.

⁶⁴Edgar L. Morphet, Roe L. Johns, and Theodore
L. Reller, Educational Organization and Administration
(2d ed.; Englewood Cliffs, New Jersey: Prentice-Hall,
Inc., 1967), p. 286.

⁶⁵Arthur D. Little, Inc., Emerging Requirements for
Effective Leadership for California Education (Sacramento:
California State Department of Education, November, 1964),
p. 50.

⁶⁶Robert Isenberg, "The Evolving Intermediate Unit,"
p. 21.

⁶⁷Ibid.

⁶⁸Ibid.

⁶⁹Rhodes, op. cit., p. 13.

CHAPTER III

METHOD

This chapter will be devoted to presenting the procedures used to collect data, a description of the participants, and the measures used in the study.

Description of the Participants

Data were collected from three sources, as follows: selected intermediate school districts and their staff; "experts" in the field of intermediate school administration; and local school district superintendents.

Selected Intermediate School Districts

The major source of data was obtained through semi-structured interviewing conducted at four selected intermediate districts. The selected intermediate districts had constituency make-up representative of the four types which was assumed would make-up the reorganized intermediate school districts after 1971. Additionally, these selected districts were providing instructional improvement services to local school districts at the time of this study. These four intermediate school districts were selected from a list of recommended districts

compiled by the following persons: Dr. Kenneth W. Olsen, formerly Administrative Assistant of Oakland Intermediate School District; Dr. William C. Miller, Deputy Superintendent, Wayne County Intermediate School District; Dr. Ferris Crawford, Associate Superintendent, Bureau of Educational Services, Michigan State Department of Education; Mr. John R. Francis, Superintendent, Shiawassee Intermediate School District; and Mr. Ray Peake, formerly Superintendent, Branch Intermediate School District. Based upon the recommendations of the above educators, the following intermediate school districts were selected to be included in the study: Wayne County Intermediate School District; Oakland Intermediate School District; Calhoun Intermediate School District; and COOR (Crawford, Oscoda, Ogenaw, and Roscommon) Intermediate School District.

These four intermediate school districts provided data for this study through semistructured interviews with those persons on their staffs having responsibility for instructional improvement in the area of general education (K-12).

Wayne County Intermediate School District

Wayne County Intermediate School District was selected as being representative of the following category: "A mixture of large-sized local school districts

and satellite districts situated in an area that could be classified as being urban as well as rural." Within this intermediate district's 622 square miles, one finds 39 local school districts; 1,023 school buildings; 28,000 teachers; and 710,245 students, 578,193 public and 132,052 non-public. As of July 1, 1968 this district had \$10,097,690,344 equalized valuation. Within this district's boundaries is located the City of Detroit. This district was selected for this particular category primarily because of its mixture of varying sizes of local school districts and because of its rural nature in the southern part of its district.

Oakland Intermediate School District

Oakland Intermediate School District was selected as being representative of the following category: "Large-sized local school districts that have long been established and are situated in an area that could be classified as urban." Within this district's 900 square miles, one finds 28 local school districts; 400 school buildings; 12,000 teachers; and 258,000 students, 228,000 public and 30,000 non-public. This district has a valuation of a little more than \$3,000,000,000. The City of Pontiac is located within the boundaries of the intermediate district, and the district borders the City of Detroit on the north. The smallest local school district has an

enrollment of 1,400 pupils. This district was selected for this particular category primarily because of the type of local school districts it serves (i.e. large-sized and long established), and the absence of areas which could be called rural. This district is urban and suburban in nature.

COOR Intermediate
School District

This intermediate school district was selected as being representative of the following category: "Small-sized local school districts situated in an area that could be classified as being rural and embracing no municipalities of any consequence." Within this district's area, approximately 2,070 square miles, one finds only 7 school districts located in four different counties. This intermediate district has 19 school buildings, and 7,655 students, 7,160 public school students and 495 non-public school students. The entire district has a valuation of \$155,372,555. COOR has a total of 290 teachers and serves the counties of Crawford, Oscoda, Ogemaw, and Roscommon.

Calhoun Intermediate
School District

Calhoun Intermediate School District was selected as being representative of the following category: "Medium-sized local school districts embracing a large

municipality and situated in an area that could be classified as being urban as well as rural." This district encompasses an area of about 800 square miles with the City of Battle Creek located within its boundaries and serves 11 school districts. This intermediate district has approximately 81 buildings; 37,000 students, 34,850 public school students and 2,140 non-public school students; and 1,600 teachers. It has a valuation of \$484,011,841.

"Experts"

Another source of data was obtained by utilizing semistructured interviewing of selected "experts" in the field of intermediate school administration. These "experts" were selected from a list compiled by a panel of educators having an understanding of the intermediate school district and knowledgeable about persons having expertise in this field at university, state, and intermediate levels. The panel of educators included: Dr. Ferris Crawford, Associate Superintendent, Bureau of Educational Services, Michigan State Department of Education; Dr. Frederick Vescolani, Professor, Department of Administration and Higher Education, Michigan State University; and Mr. John R. Francis, Superintendent, Shiawassee Intermediate School District.

This panel was requested to recommend three persons at each level, either active or retired, using the following criteria:

1. Someone familiar with the function of the intermediate unit of school administration in Michigan.
2. Someone who occupies, or has occupied, a position of leadership most likely to influence the opinions of other school personnel and citizens.
3. Individuals sufficiently interested in participating in an interview regarding the future of the intermediate district in providing instructional improvement services.

The actual letter sent to each panel member may be seen in Appendix E.

Those persons who were selected from the recommended list as compiled by the above panel included: Dr. Stanley Hecker, Professor, Department of Administration and Higher Education, Michigan State University (past member of the J. Alan Thomas Michigan School Finance Study and presently a member of the Governor's Committee on School Finance); Dr. Ralph Kellogg, Director of Curriculum Services, Michigan State Department of Education (formerly a director of instruction at an intermediate school district in the state of California); Dr. William Emerson, Superintendent of Oakland Intermediate School District; Mr. William Shunck, Superintendent of Wayne Intermediate School District; Mr. Steve Glaza, Superintendent of Calhoun Intermediate School District; and Dr. Jack Kirsh,

Director of Instruction, Washtenaw Intermediate School District.

Local School District
Superintendents

An additional source of data was provided through semistructured interviewing of three selected local school superintendents. They were selected on the basis that each was or had been associated with a particular category of intermediate school district being dealt with in this study. Those superintendents selected and agreeing to participate in this study included: Mr. Earl Lancaster, St. Johns School System, St. Johns, Michigan (previously associated with the Oakland Intermediate School District as a local superintendent and presently with the Clinton Intermediate School District); Mr. Richard Escott, Haslett School System, Haslett, Michigan (previously associated with the Macomb Intermediate School District as an assistant superintendent of a local school system and presently with the Ingham Intermediate School District); and Mr. Howard Malitz, Laingsburg School System, Laingsburg, Michigan (associated with the Shiawassee Intermediate School District).

Description of Measures Used to Collect Data

Design of the Study

After reviewing the literature and analyzing the type of information desired, an in-depth study was deemed to be appropriate for collecting data. The design was that of a case study method utilizing semistructured interviewing techniques. This same design was utilized in securing data from both the "experts" and local superintendents who participated in this study.

The Research Interview

The interview as a method in descriptive research is unique in that it involves the collection of data through direct verbal interaction between individuals. Its principal advantage is its adaptability. Full use of the responses of the subjects can be made to alter the interview situation. As contrasted with a questionnaire that provides no immediate feedback, the interview permits leads to be followed-up. Thus, more data can be obtained as well as greater clarity. A serious criticism of questionnaire studies is that they are often shallow--that is, they fail to dig deeply enough to provide a true picture of opinions and feelings. In the interview information can be obtained, through the careful motivation of the subject and maintenance of rapport, that

probably would not be revealed under any other circumstances.

On the other hand, the interview has definite limitations as a research tool. Most important, the very adaptability gained by the interpersonal situation leads to subjectivity and possible bias. The interactions between the respondent and the interviewer are subject to bias from many sources. Eagerness of the respondent to please the interviewer, a vague antagonism that sometimes arises between the interviewer and the respondent, and the tendency of the interviewer to seek out answers that support his preconceived notions are but a few of the factors that could contribute to the possible biasing of data obtained from the interview. Rummel indicated that in research areas where depth is needed, the use of the interview is usually the one called for despite the above limitations.¹

Structure in Research Interviews

Interviews may be classified in a number of different ways. Perhaps the most important is the level of structure. Structure refers to the amount of direction and restriction imposed by the interview situation. Certain types of information such as the limited specific facts or opinions collected in public opinion polls call for a highly structured interview situation. In this type of

study, the interviewer usually asks each respondent a brief series of questions that can be answered either "yes" or "no," or by selecting one of a set of alternate choices. The respondent's answers are not followed up to obtain greater depth, and the level of structure in this case is such that the data could be collected quite satisfactorily with a mailed questionnaire. The only advantage of the interview over the mailed questionnaire for this type of data collection is that the interviewer is likely to get responses from more of the persons in the sample selected.

The unstructured interview is best illustrated by the client-centered approaches used in clinical psychology and psychiatry. In the unstructured interviews, the interviewer does not employ a detailed interview plan but has a general plan and usually asks questions or makes comments intended to lead the respondent toward giving data to meet the interviewer's objectives. Unstructured interviews are generally called for in situations where the type of information sought is difficult for the subject to express or is psychologically distressing to the individual. Because of the threatening nature of topics usually covered by unstructured interviews, this procedure must constantly adapt to the respondent and is highly subjective and time-consuming.

The particular interview method used in this study was that known as the semistructured interview. In the semistructured interview some of the information required can be obtained by asking a series of structured questions. This can then be followed by probing more deeply, using open form questions in order to obtain more complete data. The semistructured interview has the advantage of being reasonably objective while still permitting a more thorough understanding of the respondent's opinions and the reasons behind them than would be possible using the mailed questionnaire. The semistructured interview provides a desirable combination of objectivity and depth, and permits gathering valuable data that could not be successfully obtained by any other approach.

Description of Research Procedures

As mentioned earlier, the design of this study was that of the case study method utilizing semistructured interviewing techniques. The purpose of the study was to construct a model which could be used by reorganized intermediate school districts in developing their own model of instructional improvement services. The model was to be constructed by isolating the responses to two questions. These two questions thus became two objectives of the study. First, to what questions should intermediate districts give attention in the development

of instructional improvement services? Secondly, with what issues are intermediate districts likely to be confronted in the development of instructional improvement services?

In order to secure responses for these two questions it was necessary to: first, select districts, "experts," and local superintendents to participate in the study and secondly, to construct an interview guide for use in the semistructured interview situation which was deemed necessary to the study. The selection procedure used and a description of the participants in the study are found earlier in this chapter.

Interview Guide

The next step of the study was to develop a tentative guide for use during the interview that would make it possible to obtain the data required to meet the two specific objectives. In preparing the interview guide, two major objectives were kept in mind: each question must be aimed at one of the specific objectives of the research, and it must be presented in such a way that the respondent would understand what was wanted and would be motivated to give the information.

It was decided that a different interview guide would be necessary for each type of respondent (i.e. intermediate staff, intermediate superintendent, university

"expert," state department "expert," and local superintendent). Thus, five tentative guides were developed.

Trial

After developing the five tentative interview guides, a pilot study was conducted to evaluate and improve the guides and the interview procedures. The pilot study also helped the interviewer develop experience in using the procedure before research data for the main study was collected. Several methods of opening the interview were tried and perfected during this trial period. This pilot study also afforded practice in the operation of the tape recorder which was to be used in the main study. The pilot study was conducted at two locations: Shiawassee Intermediate School District and the State Department of Education. The trial period was conducted with persons similar to those participating in the main study. A total of six different interviews were conducted at these two locations over a two day period.

The pilot study pointed out necessary revisions in the interview guides. Certain questions used in the tentative guides had to be eliminated and other questions modified as a result of the pilot study. The questions that were used in the main study may be seen in Appendix D.

Reasons for the Questions Used in the Study

It was deemed necessary to secure data for three different categories. One category included questions directed at securing information of a general nature. A second category included questions which would elicit responses which would help answer the following: to what questions should intermediate districts give attention in the development of instructional improvement services? A third category included questions which would elicit responses which would help answer the following questions: with what issues are intermediate districts likely to be confronted in the development of instructional improvement services?

The following questions were used in five different interview guides. Those with a prefix (A) were questions found in the interview guide used during interviews with intermediate staff personnel. Questions having a prefix (B) were questions used during interviews with intermediate superintendents. Questions used with university "experts" are identifiable by the prefix (C). Those questions having a prefix (D) were questions given to state department "experts." Local school district superintendents were given those questions having a prefix (E). Interview guides used in the main study may be referred to in Appendix D.

Category I (General
Information Questions)

The following questions were used in the main study to secure information of a general nature.

A-1 What instructional improvement services, programs, or personnel does this office provide to local school districts?

A-3 What is the most effective instructional improvement service and/or curriculum worker provided by this office? Which service and/or curriculum worker would you first provide?
PROBE: Rationale, entry strategy, evaluation, and type of service and/or curriculum worker.

A-6 Would you consider that the services presently being provided are successful in meeting the needs of local districts? PROBE: Evaluation.

A-7 What systems of communication are operating between the local districts and this intermediate district?

B-1 Would you describe your philosophy regarding the intermediate district's role in the area of instructional improvement? PROBE:
Rationale.

B-8a Suppose that you have just been hired as the superintendent of an intermediate district and you discover that it has never provided

instructional improvement services to the local districts. Your intermediate board has given you complete freedom to set-up instructional improvement services as well as assuring you that the necessary money to finance these services is available. Would you provide instructional improvement services? PROBE: Rationale.

E-6 What would you like the intermediate district to provide that they are not providing at the present time?

Category II (Questions Intermediate Districts Should Give Attention to in Developing Instructional Improvement Services)

The following questions were used in the main study to secure responses regarding those questions intermediate districts should give attention to in the development of instructional improvement services.

A-3 What is the most effective instructional improvement service and/or curriculum worker provided by this office? Which service and/or curriculum worker would you first provide? PROBE: Rationale, entry strategy, evaluation, and type of service and/or curriculum worker.

A-4 What means are used by this intermediate district to determine the services and/or curriculum personnel is should or could provide? PROBE: Leadership of intermediate district, size of the intermediate district, support of local districts, philosophy, sophistication of local district personnel and programs, and evaluation.

A-6 Would you consider that the services presently being provided are successful in meeting the needs of local districts?

PROBE: Evaluation.

A-7 What systems of communication are operating between the local districts and this intermediate district?

A-9 How does this office get local school districts to financially support and then to use the services and personnel available for instructional improvement?

A-8 and What means does an intermediate district use
B-3 to facilitate change within its own structure?

PROBE: Elimination or addition of services and modification of existing services and personnel, evaluation, and criteria determination and utilization.

A-11 and What questions should intermediate districts
B-5 give attention to in the development of instructional improvement services?

B-8 Suppose that you have just been hired as the superintendent of an intermediate district and you discover that it has never provided instructional improvement services to the local districts. Your intermediate board has given you complete freedom to set-up instructional improvement services as well as assuring you that the necessary money is available.

B-8b How would you determine what services, programs, and/or curriculum personnel your office would provide? PROBE: Direct vs. in-direct services, rationale, evaluation, and means of self-renewal.

B-8c What is likely to be the most effective service to provide for entry strategy? PROBE: Rationale.

B-8d What is likely to be the first type of curriculum worker you would hire? PROBE: Rationale.

C-3 and Do you believe that by granting more powers
D-3 and responsibilities to the intermediate districts and, by reducing their number, intermediate districts will provide improved

instructional improvement services to local school districts?

E-3 What means are used to involve local districts in deciding upon services, programs, and/or personnel to be provided by the intermediate district in the area of instructional improvement? PROBE: Evaluation and communication systems.

E-5 What has been the most effective instructional improvement service received from the intermediate district? PROBE: Reasons, type of service and/or curriculum personnel.

Category III (Issues Intermediate Districts Are Likely to Confront in the Development of Instructional Improvement Services)

The following questions were used in the main study to secure responses regarding the issues intermediate districts are likely to confront in the development of instructional improvement services.

A-2 Why are you providing the services that you are and not other types? PROBE: Sophistication of local districts, financial support and usage of services by local districts, and rationale.

A-3 What is the most effective instructional improvement service and/or curriculum worker provided by this office? Which service and/or curriculum worker would you first provide?

PROBE: Rationale, entry strategy, evaluation, and type of service and/or curriculum worker.

A-4 What means are used by this intermediate district to determine the services and/or curriculum personnel it should or could provide?

PROBE: Leadership of intermediate district, size of the intermediate district, support of local districts, philosophy, sophistication of local district personnel and programs, and evaluation.

A-5 What limits this office in providing additional services? PROBE: Provincialism of local districts, finances, size of district, board members, image, and sophistication of local districts.

A-7 What systems of communication are operating between the local districts and this intermediate district?

A-10 and B-4 What issues are likely to be confronted by this district within the next five years in terms of providing instructional improvement services to local school districts?

B-2 What limits intermediate districts in providing instructional improvement services and/or curriculum personnel to local school districts?

B-6 Do you believe that by granting more powers and responsibilities to the intermediate districts and by reducing their number, intermediate districts will provide improved instructional improvement services to local school districts?

B-7, C-2, Why haven't most intermediate districts been
D-2, and
E-4 more successful in the past in providing instructional improvement services to local school districts?

B-8b How would you determine what services, programs, and/or curriculum personnel your office would provide? PROBE: Direct vs. in-direct services, rationale, evaluation, and means of self-renewal.

B-8c What is likely to be the most effective service to provide for entry strategy? PROBE: Rationale.

B-8d What is likely to be the first type of curriculum worker you would hire? PROBE: Rationale.

C-1 and What do you see as future issues confronting
D-1

the intermediate districts in providing instructional improvement services to local school districts over the next 5 years?

E-1 What do you believe should be the intermediate district's role in providing instructional improvement services to local school districts? PROBE: Type of aid, type of service and/or consultant, and degree of involvement.

E-2 Would you say that this intermediate district (has, hasn't) been active in the past in providing instructional improvement services to local school districts? PROBE: Reasons for districts being active or inactive, empire building, threatening, image, and personalities.

Review of Steps Taken to Collect Data

Selection Procedure

Selection procedures used in this study were discussed earlier in this chapter.

Schedule

Letters were sent to each intermediate district and to the other participants in the study requesting

their assistance and cooperation in the study. Requests were made to visit these individuals and to conduct interviews. See Appendix E for sample letters.

The interview schedule that resulted was as follows:

Calhoun Intermediate School District	May 19 and May 20
COOR Intermediate School District	May 21
Oakland Intermediate School District	May 23 and May 26
Wayne Intermediate School District	May 27 and June 3
Dr. Jack Kirsh	June 5
Mr. Steve Glaza	May 19
Dr. William Emerson	May 23
Mr. William Shunck	May 27
Dr. Stanley Hecker	June 9
Dr. Ralph Kellogg	June 10 and June 11
Mr. Richard Escott	June 11
Mr. Howard Malitz	June 12
Mr. Earl Lancaster	June 13

Each of the interviews lasted approximately one hour except for one group interview session at Calhoun Intermediate School District. This group interview session involved three persons and lasted approximately three hours.

Each interview session began with a short introductory statement about the background of the interviewer

and included informing the participants as to the study's purpose and the importance of their participation in the study. In addition, each participant was given two cards to read and keep in front of him during the interview session. These cards contained definitions of terms which were used in the study and helped ensure that a common understanding would exist between the respondents and the interviewer with regard to terms used in the questions asked. Refer to Appendix C for information on cards.

Taped Interviews

In order to reduce the tendency to make an unconscious selection of data favoring biases, interview data were tape recorded. The tape recorded data could be played back more than once and thus studied much more thoroughly than if data were limited to notes taken during the interviews. The tape recorder method of recording data speeded up the interview process because there was no necessity for extensive note taking.

There were a few interviews conducted where the tape recorder was not used during the course of the interview. This was the result of the interviewer believing that the use of the tape recorder might hinder responses from persons being interviewed. In these cases extensive notes were made during the interview

session and immediately after the interview session was completed these notes and additional comments were placed on tape.

Disturbances

Certain disturbances were encountered during the interview sessions. It was practically impossible to control the interview environment. Since each interview was conducted at the participant's place of employment, environmental conditions were not exactly the same in each case. Several interviews encountered telephone interruptions although requests had been made for no interruptions to take place. Two interviews were disturbed by the playing of radios in offices next to where the interviews were being conducted. One of the interviews was conducted over the excessive clacking of typewriters in an outer secretarial office area.

Summary

This chapter has been used to present a description of the participants in the study, description of measures used to collect data and a description of research procedures used in the study. Chapter IV will be concerned with the research findings.

FOOTNOTES--CHAPTER III

¹J. Francis Rummel, An Introduction to Research Procedures in Education (New York: Harper and Brothers, Publishers, 1958), p. 84.

CHAPTER IV

FINDINGS

This chapter will be devoted to describing the method of analysis used, presenting and interpreting the relevant data, and reporting on the findings.

Description of the Method of Analysis Used

The purpose of the study was to construct a model which could be used by intermediate districts in developing instructional improvement services. Data were collected by means of semistructured interviews conducted with various sources. Data were then categorized under three headings: general information; questions; and issues.

Data categorized under the heading of general information were analyzed in such a manner as to extract that information essential to providing a general understanding of the nature of the study. Data categorized under the heading of questions were analyzed in order to isolate those questions to which intermediate school districts should direct their attention in the development of instructional improvement services. The method of

analysis consisted of isolating only those identified as being of crucial concern to the development of instructional improvement services. Data categorized under the heading of issues included a listing of those issues which various sources identified as likely to be confronted by reorganized districts. The analysis consisted of isolating those issues which directly affected the development of instructional improvement services.

Section I: General Information

This section will be devoted to a presentation and interpretation of those data which were considered to be of a general information nature. Data to be presented include descriptions of each intermediate district visited, programs and services provided, number and category of curriculum personnel employed, that service and category of curriculum personnel deemed the most important to provide first, and that service or program deemed the most effective for making entry into the local schools.

Description of Each District Visited

Wayne County Intermediate
School District

Wayne County Intermediate School District was representative of the following category: "A mixture of

large-sized local school districts and satellite districts situated in an area that could be classified as being urban as well as rural." As Table 3 indicates this intermediate district comprises 622 square miles. It has 39 local school districts with a total of 1,023 school buildings. 28,000 teachers are employed within the district. It has a total of 710,245 students with 578,193 being public school students and 132,052 being non-public school students. The valuation of this district is \$10,097,690,344. Within its boundaries is located the City of Detroit.

Oakland Intermediate School District

Oakland Intermediate School District was representative of the following category: "Large-sized local school districts that have long been established and are situated in an area that could be classified as urban." As Table 3 indicates, this intermediate district comprises 900 square miles. It has 28 local school districts with a total of 400 school buildings. It employs 12,000 teachers. There are a total of 258,000 students, 228,000 public school students and 30,000 non-public school students. This district has a valuation of a little more than \$3,000,000,000. The City of Pontiac is located within the boundaries of the intermediate districts, and the district borders the City of Detroit on the north.

TABLE 3.--Summary table of general data for intermediate districts in the study.

District	Area (Square Miles)	Number of Local Districts	Number of Teachers	Number of Students		Number of School Buildings	Valuation of the District
				Public	Non- Public		
Wayne	622	39	28,000	578,193	132,052	1,023	\$10,097,690,344
Oakland	900	28	12,000	228,000	30,000	400	\$ 3,000,000,000
Calhoun	800	11	1,600	34,850	2,140	81	\$ 484,011,841
COOR	2,070	7	290	7,160	495	19	\$ 155,372,555

Note: Data were provided by the superintendent at each intermediate district visited.

The smallest local school district has an enrollment of 1,400 pupils.

COOR Intermediate
School District

This intermediate school district was representative of the following category: "Small-sized local school districts situated in an area that could be classified as being rural and embracing no municipalities of any consequence." Table 3 indicates that this district covers approximately 2,070 square miles. One finds only 7 school districts located in four different counties. The intermediate district has 7,655 students, 7,160 public school students and 495 non-public students. The district has a valuation of \$155,372,555. The district has 19 buildings and 290 teachers. The four counties comprising the COOR Intermediate District include Crawford, Oscoda, Ogemaw, and Roscommon.

Calhoun Intermediate
School District

Calhoun Intermediate School District was representative of the following category: "Medium-sized local school districts embracing a large municipality and situated in an area that could be classified as being urban as well as rural." Table 3 indicates that this district covers an area of about 800 square miles with the City of Battle Creek located within its boundaries.

Eleven districts make up the intermediate district. It has 81 buildings and 1,600 teachers. There are a total of 37,000 students, 34,850 public school students and 2,140 non-public school students. This district has a valuation of \$484,011,841.

Programs and Services Provided

Table 4 lists the programs and services found at each intermediate district visited. Data suggest that local districts employing curriculum personnel and emphasizing instructional improvement, in turn, have access to great numbers of intermediate district programs and services of a highly specialized nature. Both Wayne County and Oakland Intermediate School Districts have constituent school districts large enough to provide for instructional improvement. Persons interviewed at these two intermediate districts commented that as local school districts become capable of providing for their own instructional improvement they begin to recognize their own limitations and turn to the intermediate district for more programs and services. These programs and services are highly specialized.

Data suggest that local districts which are not large enough to provide for their own instructional improvement have access to fewer intermediate district programs and services. Programs and services which are

TABLE 4.--Summary table of instructional improvement services and programs provided by each intermediate district in the study.

Wayne County Intermediate School District

Assist Center (Title III)	Paraprofessional Programs
Action Programs	Reading and Language Arts
Information Services	Research
Materials Production	School Facilities Planning
Staff Development	School Law
Curriculum Development	Science
Data Processing	Secondary Education
Disadvantages Youth	Shared Learning
Educational Television	School Studies
Elementary Education	Vocational and Technical Education
Federal Grant Assistance	Stadis (Title III)
Home Economics	State-wide Dissemination
Guidance and Counseling	In-service Education
Health Education	
Instructional Materials	

Oakland Intermediate School District

Language Arts (Title III)	Measurements and Guidance
Mathematics	Program Evaluation
English	Special Projects
Reading Clinic	Library
Reading Consultants	Professional Library
Science	Educational Media
Social Studies	Workshops and Convocations
Systematic Studies (Research)	In-service
Vocational Education	Data Processing Services

Calhoun Intermediate School District

Area Studies	Instructional Materials Center
Teacher Recruitment	Vocational Education
In-service Education (Teachers and Boards of Education)	Federal Programs Consultant
Arranges University Extension Courses	Data Processing
	E.P.I.C. (Title III)
	Educational Planning
	to Improve the Community

COOR Intermediate School District

Instructional Media Center
 (12 county areas)
 Program Coordination
 Data Processing
 In-service Education Programs

provided by the intermediate district are general in nature. Both Calhoun and COOR Intermediate Districts have constituent school districts which are unable to provide for their own instructional improvement. Persons interviewed at these two intermediate districts commented that their constituent school districts required assistance of a general nature. What appears to be occurring is that the small local district needing the most help have less access to intermediate programs and services than does the large local district.

Number and Category of
Curriculum Personnel
Found in Each District

Table 5 shows that COOR Intermediate School District had a total of three consultants on their staff who they considered to be Generalists. Calhoun Intermediate School District had a total of eleven consultants on their staff and all were considered to be Generalists. Wayne County Intermediate School District had a total of twenty-eight consultants. Wayne County had eleven Generalists, thirteen Specialists, and four Change Agents. Oakland Intermediate School District had a total of forty-seven consultants. Forty-five were considered to be Specialists and two were Generalists.

Because of the constituency of COOR, consultants having a general background in curriculum development

TABLE 5.--Summary table of responses regarding instructional improvement services and curriculum personnel.

Unit of Analysis	Most Important First Service to Provide	The First Consultant to be Hired	Most Effective Service or Program Which Provides Entry into the Local Schools for the Consultants ^a	Services Desired but not Presently Provided ^b	Instructional Improvement is Seen as a Function of Intermediate Districts	Present Curriculum Personnel Employed (Number and Type)			
						Gen.	Spec.	Change Agent	Total
COOR	Media Center	Generalist (K-12)	Media	--	Yes	3	--	-	3
Calhoun	Media Center of Staff Development	Generalist (K-12) (Specialist in In-Service)	Media and Staff Development	--	Yes	11	--	-	11
Wayne	Staff Development	Specialist (Academic Area)	Determination of Needs	--	Yes	11	13	4	28
Oakland	Content Specialists (Content Area Help)	Specialist (Academic Area)	Content Area Assistance	--	Yes	2	45	-	47
Intermediate Supts.	Media and Diagnostic Reading Help	Specialist (Reading and Academic)	Reading and Content Area	--	Yes				
University "Experts"	Staff Development	Specialist (In-Service Education)		--	Yes				
State "Experts"	Media Center if not found locally	Generalist (K-12)	Leadership of District (Competent personnel & Communication)	--	Yes				
Local Supts.	Materials Center	Generalist (K-12)		Program Development (K-12)	Yes				

^aNo response was sought from the state "experts" or the local superintendents on this item.

^bOnly the local superintendents were asked to respond to this item.

(K-12) were deemed appropriate. The districts of Calhoun and Oakland have school districts requiring a higher level of specialization than was the case with COOR. Calhoun, however, does not require the level of specialization that Oakland requires. Calhoun has elected to provide general consultative service with concentration on the process of change. Oakland, however, has decided to access (i.e. provide) the local schools in its district with high level specialists with concentration on the process of change. Wayne County Intermediate School District, having a mix of small and large local school districts, has elected to provide a product mix of generalists, specialists, and change agents. The change agents were found to be working in the area of staff development.

Service and Category of
Curriculum Personnel
Deemed the Most
Important to Provide
First

Examination of Table 5 indicates that the most important service to provide first was dependent upon the nature of the constituency. COOR and Calhoun Intermediate Districts have constituent districts which lacked supplementary instructional media materials because of the cost factor involved. Thus, these intermediate districts determined that the most important first service was that

of providing materials which would supplement that which local school districts could provide on their own.

Wayne County and Oakland Intermediate School Districts, however, had constituents which did not require access to services of a media nature because of the availability of these services within their own districts. The most important service required for these districts was that of staff development help. All of the constituent districts were determined to require staff development help but evidence indicated both a lack of time and expertise to perform it.

The data suggest that the most important service to provide will vary from intermediate district to intermediate district if it is based upon needs of each district, since these needs are different in type and priority.

Local and intermediate school superintendents interviewed cited two services as being the most important to provide first. They were: media centers, and diagnostic reading centers. Media help was deemed important because it would help teachers do a better job of classroom teaching. Diagnostic reading centers were also deemed important to provide. One intermediate superintendent cited evidence of severe reading problems among school children in constituent school districts. He believed that constituent school districts would benefit

from a regional diagnostic reading center. In most cases the local district is unable to provide the necessary expertise to resolve severe reading problems. A regional diagnostic reading center would permit every local district the opportunity to avail itself of expertise not available within its own district. This superintendent stated that this service would most likely be used since every school district has reading problems.

State and University "experts" believed the intermediate districts should provide media centers first because most local school districts are unable to provide their own center and because it is necessary for teachers to have access to good media and materials for instructional purposes. These same "experts" saw staff development as being another important area because of the need for teachers to develop new teaching approaches.

Table 5 shows that COOR Intermediate District would first provide a curriculum generalist (K-12). Because of the lack of any curriculum help of any consequence within the local constituents, this district saw a need to provide access to curriculum assistance of a general nature.

Calhoun would also select a curriculum generalist as the first consultant to provide. This intermediate district, like that of COOR, is made up of many small districts lacking any kind of curriculum help.

Both Wayne County and Oakland Intermediate Districts saw a need to first provide curriculum specialists to their constituents. Both of these intermediate districts have highly sophisticated local school constituents. The highly sophisticated district usually has its own generalists and need to access specialized consultative help in academic areas.

Intermediate school district superintendents would first provide reading specialists. They believed reading specialists to be a service which would provide the greatest help to the greatest number children. They also pointed out that reading was one area where all schools need help and improvement.

The university "experts" see in-service specialists as the first type to be provided. Specialists in in-service education are seen as being essential to staff development programs for the local school teachers.

The state "experts" saw a need to first provide curriculum generalist assistance to local schools. The reason given was that most schools in Michigan require curricular help of a general nature. The state "experts" also believe that intermediate districts should contract for the services of specialists through the colleges and universities rather than hiring their own specialists.

Most Effective Service
for Gaining Entry
(Consultants)

COOR and Calhoun Inter-
mediate Districts

Table 5 shows that resource media services were found to be a highly effective service to provide entry for the curriculum consultants. Consultants would use this service to bring educational materials and media to the attention of local school faculties and then use this as a means of identifying and attacking problems affecting instructional improvement. Media services appeared to help develop a good image for the intermediate district. Teachers perceived it as being non-threatening and helpful. Thus, teachers became receptive to help from curriculum consultants because of the success of the media services.

Wayne County Inter-
mediate District

Table 5 shows that the persons interviewed in this district believed the most effective service in which to provide entry for curriculum consultants was that of involving the community in a determination of needs. The involvement of local constituents in matters affecting them helps to create an environment in which the intermediate district is perceived as being non-threatening. Wayne County Intermediate believed local

constituents would seek curricular assistance more readily when it was perceived as being non-threatening to the local constituents.

Oakland Intermediate District

Table 5 shows that Oakland's staff believed the most effective service in which to provide entry for its curriculum consultants was that of content area assistance. Local constituents were believed more likely to seek services of a specialized nature and, in turn, use the curriculum specialists provided in those areas.

State "Experts"

Table 5 shows that state "experts" believed that the most effective service an intermediate district can provide for entry of its consultants is that of leadership. Leadership was mentioned as being necessary to attract competent curriculum consultants who would be accessed by the constituents. Leadership was also seen as being important in the area of establishing effective systems of communication in order that local constituents become aware of the consultative help available. It was stated that if local constituents know about consultative help and if those consultants are seen as being competent by the local constituents, they will be accessed by the local constituents.

Section II: Questions

The use of semistructured interviewing with the different sources identified earlier resulted in the collection of numerous questions and the suggestion of others. Data were compiled in a master list under the general heading of questions. This master list then was examined in order to isolate those considered to be of crucial concern to the development of instructional improvement services at the intermediate district level. Analysis resulted in isolation of ten questions to which intermediate school districts should direct attention in the development of instructional improvement services.

This section will be devoted to a presentation and interpretation of ten isolated questions. The ten questions isolated included: (1) What instructional improvement services need to be provided? (Present and future needs); (2) How does an intermediate district determine the needs?; (3) What factors contribute to instructional improvement services being accessed by constituent districts?; (4) How are instructional improvement services evaluated?; (5) How do consultants make entry into the local schools?; (6) What means are available to intermediate districts to develop a process of self-renewal?; (7) How do intermediate districts promote an image which is both positive and non-threatening?; (8) What implications does the size of a local school district have on

instructional improvement services provided by the intermediate district?; (9) How does an intermediate district ensure that once a cooperative instructional improvement service has been implemented, local districts won't threaten withdrawal of financial support?; and (10) What course of action should intermediate districts take if they perceive a need which local districts fail to recognize?

1. What Instructional Improvement Services Need to be Provided? (Present and Future Needs)

The data collected in this study indicate that a legitimate function of an intermediate district is to provide instructional improvement services to its constituents. In order to provide appropriate instructional improvement services, the intermediate district must identify present and future needs of its constituents. Thus, an important function becomes one of planning. This planning consists largely in developing some means of identification of the needs of local constituents.

It was found that the needs of one particular district are not necessarily the same as those of another intermediate district. The needs of a district having small local school districts are not the same as those of an intermediate district having large local school districts. Persons interviewed expressed the opinion

that any intermediate district that provides services modeled after another intermediate district having dissimilar needs is "doomed to failure."

2. How Does an Intermediate District Determine the Needs?

Data suggest that many techniques are available to intermediate districts for determination of needs. Two means identified were: external determination (i.e. cooperative planning groups, or reference groups), and internal determination (i.e. intermediate staff).

External Determination of Needs

Externally, intermediate districts determine needs through cooperative planning groups and reference groups involving both the intermediate and local district staff members.

Cooperative Planning Groups

According to persons interviewed at the intermediate district level, the most effective means available to an intermediate district in determination of needs of its constituents is to "go to them." The local constituents are in a better position to know what their own needs are. Two intermediate districts which were visited had established cooperative planning groups. Both cooperative

planning groups were composed of nearly one hundred persons representing a cross-section of the intermediate district's constituency. These groups included teachers, administrators, students, business, industry, and the lay-public. The cooperative planning group developed a list of needs over a period of a year. The list of needs included both present and future needs. These were then listed in priority of importance. Thus, a list of needs was identified which were seen as being most important to constituents. This list provided the intermediate districts with a means of determining appropriate services to provide. A key work seemed to be that of INVOLVEMENT.

Reference Groups

Another effective way identified, in which to determine the needs of an intermediate district, was that of establishing reference groups. A reference group was found to be either formal or informal.

Formal reference groups.--Most persons interviewed believed that formal groups can be most important in obtaining data about current and future needs as perceived by the local constituents. Most requests for specific services were found to result directly from formal groups. The following types of formal groups were ones deemed important for intermediate personnel to be

involved with on a regional basis: superintendents' associations; principals' associations'; assistant superintendents' associations; curriculum directors' groups; directors of media groups; department chairman groups; negotiating teams; school boards' associations; data processing directors; and guidance directors' groups. Most persons interviewed indicated that if these groups did not exist then the intermediate district should perform a facilitating role in establishing these groups.

It was found that intermediate personnel were directly involved in the leadership of the above listed county-wide reference groups. They served as executive-secretaries of the groups and provided such services to their particular reference groups as typing of minutes, distribution of minutes, arranging programs for their group, and scheduling meetings within the intermediate district's facilities. Not only does this type of group help in determining the perceived needs of local constituents but it also provides a means for the intermediate personnel to "plant seeds" about needs which they perceived as being important to the local schools. One intermediate district superintendent referred to this as "stacking the deck for the future in a positive manner."

Informal groups.--Sometimes an intermediate district was found to collect data about needs through

interaction with informal groups. The intermediate consultant sometimes was informed of a need or recognized a need, not previously identified in his reference group, during interaction with a group of teachers while presenting a program of in-service education within a local district.

Internal Determination of Needs

Internally, the intermediate district can determine needs through interaction among its own staff. Many times the intermediate staff can best identify needs local districts fail to recognize or do not want to recognize. Data suggest that local districts tend to limit themselves to looking only at their own individual district needs and not in terms of regional needs. The intermediate staff was found best able to address itself to a determination of long-range needs within the intermediate district. This results largely because they are better able to project themselves into a regional outlook.

Intermediate staff members were found to use their own reference group to collect data about needs and to "plant seeds." This entails developing programs, whereby the need which the intermediate staff believe to be important is "created" as being important to local school districts. Those needs discovered in the informal and

formal reference groups are relayed to and discussed with other members of the intermediate staff.

All intermediate districts visited cited the importance of establishing some means of priority for each of the determined needs. Data suggest that the following could be used by an intermediate district in establishing the priority of needs:

1. Is it one that can be done well yet meet the greatest need or demand? (Does it affect children, teachers, or schools?)
2. Is it a service that is needed regionally?
3. Do local districts have a need for it?
4. Do local districts see a need for it?
5. Has an awareness for the need been created?
6. Can the intermediate district provide this service with minimum dislocation and expense?
7. Is this service within the intermediate district's area of sovereignty?

3. What Factors Contribute to Instructional Improvement Services Being Accessed by Constituent Districts?

Data suggest that local districts avail themselves only of those instructional improvement services which they know about and which they perceive as being of importance in meeting the needs of their district. Thus, those instructional improvement services developed to

meet a need as identified by the local districts themselves have a much greater chance of being accessed than ones which are not seen as meeting a need identified by local districts.

It was found important for the intermediate district to establish systems of communication between itself and local districts, in order that local districts become aware of services available. Many times local districts fail to access services because they do not know about them.

Dr. William Emerson of Oakland Intermediate District believes that a local district also will not "access itself to a duplication of effort, redundancy, generality, or low level capability." He also believes that an intermediate district has four options within its operations strategy.

- A. Access the constituency to high levels of specialized educational practice (clinical operations);
- B. Access the constituency to high levels of preparation and experience by those having competence in discrete academic fields (consultancies);
- C. Access the constituency to high level collections of professional media and bibliography referency;
- D. Access the constituency to high levels of technology (computers in teleprocessing mode and technical consultancies).¹

Local school districts are continually involved in change. Textbook selection is only one example. Local school districts appear always to be in need of help in arriving at answers to such questions as:

1. Which method, technique, or textbook should local districts adopt?
2. How do local districts install it?
3. How do local districts decide which of the different methods, techniques, or textbooks to go for?
4. Which option of installation should local districts apply?
5. How do local districts decide which form of evaluation to use, once it is adopted?

Instructional improvement services which help to answer the above questions would undoubtedly be accessed by constituents according to intermediate staff interviewed. If a service was considered to be good, consistent, and predictable, local districts were found to access it.

Sovereignty was another factor found to affect the accessing of instructional improvement services by local districts. Both the local constituent district and the intermediate district has sovereignty. That is to say, they possess certain powers and authority which may not be divided, shared, or parcelled out to other agencies. Relationships between sovereign corporations must be

cooperative in order for instructional improvement services to be accessed.

Once an instructional improvement service is developed and available to local school districts it must not be wasted. Resources provided by the intermediate district which abridged the sovereignty of the local district were found to be wasted. The local district must determine the work to be done, how and when it is to be done, and who else it is to involve. It is the constituent district that maintains the environment where the work becomes effective. Thus, it is imperative that the intermediate district does its business with the constituent district in the constituent's context and under his direction. The local district sovereignty will not be abridged if this is done.

Another factor identified was that of the power structure of the local school districts. One intermediate school district visited had a large local school district whose power structure restricted usage of intermediate district services. This local district believed that they needed little help from outside sources since they believed that they already had the necessary instructional improvement resources. This local district evidenced failure to best utilize their own resources and appeared to be so unsure of itself as not willing to access service from outside sources. Although this local

district's power structure was not accessing services, or encouraging its teaching staff to access services, teachers were using some services anyway.

4. How are Instructional
Improvement Services
Evaluated?

All intermediate districts visited expressed great concern regarding the matter of evaluation. Evaluation was found to be necessary for determining whether an existing instructional improvement service needed to be modified or spun-off. Evidence collected suggest several techniques are available for use by intermediate districts.

Internal Evaluation

Quantitative.--All intermediate districts visited quantified both the number and type of requests received for a particular service. This tabulation provided some evidence concerning the success of a particular program or service. The number of visits made by the different consultants as well as the persons visited also was found to provide evidence of program success or failure. The different types of assistance provided to local schools was also identified as being another means of evaluation of programs and services.

Qualitative.--All intermediate districts visited indicated that studies and surveys were conducted as a

means of follow-up on how particular services were used and what changes were effected in the local schools.

Informal feedback.--Interaction with those being served was another means of evaluation identified. Intermediate districts were found to go periodically to those persons using the services and asking them to assess the success or failure of certain programs or services. Sometimes, feedback resulted from interaction with constituent teachers at in-service meetings or at universities where intermediate staff personnel were teachers and local constituent teachers were students.

Advisory groups.--Establishment of advisory groups for the different services, especially those of a cooperative nature, were identified by intermediate staff members as being very important for evaluation. Certain intermediate districts had established advisory groups. These advisory groups, representative of the different school districts, advised and made recommendations concerning changes needed in the different programs and services. Those intermediate districts having advisory groups considered them to be an effective means of evaluating instructional improvement services.

Outside evaluation.--Little evidence was found of intermediate districts employing much outside evaluation. Intermediate districts believed this to be a weak link in the intermediate district's evaluation process. All

intermediate districts indicated that the state department of education should be more actively involved in providing guidelines, standards, and evaluative assistance.

Staff evaluation.--Data suggest the establishment of a staff steering committee in each intermediate district. The staff steering committee could make periodic assessment of the programs and services in its district. One intermediate district's staff conducted self-evaluations on their own performance over a period of time as one means of evaluation.

5. How Do Consultants Make Entry Into the Local Schools?

Data collected in this study indicates that local constituents will access themselves to consultants who are able to help resolve a need perceived as being important by the local constituents. Therefore, intermediate districts having consultants on their staff with a higher level of specialization than the local districts have available will be accessed more quickly than will those intermediate districts having specialization equal to or less than is available at the local districts.

If a local district fails to access itself through requests to the intermediate district, the consultant may need to pursue a strategy of "aggressive consultation."

Data indicate that local districts needing the most help are usually the most reluctant to call for help. Several techniques were identified as available to a consultant in pursuing a strategy of "aggressive consultation."

These techniques included:

1. Enlist the aid of that district needing help in the collection of data for a regional survey in an academic area. Consultants should enlist their help in analyzing the collected data. The need for help will become apparent to them. Ask them if the intermediate district can be of help to them.

2. P.T.A. programs appear to be another excellent way to gain entry. Consultants should get to the program chairman and arrange to present a program about good instructional programs within the intermediate district. Inform this group of the services available from the intermediate office.

3. Curriculum directors or principal groups are other means available to gain entry. Meeting with these groups provide the consultants with an opportunity to advance certain positive points of view regarding curriculum and instructional matters and services available from the intermediate district.

4. Another technique is to utilize "human relations." Consultants can invite two curriculum directors or principals to lunch who have similar school districts.

Talk to one about the success his program is having. Let the other person think about his own program in comparison to his neighbor's. At a later date, call the person up who needs help in his program. Let him know that you want to help in his program.

5. Another technique is to know everything which is going on in the intermediate district. Know the textbooks, for example, being used in all local districts. Inform local districts that consultants will be glad to help their textbook selection committee by providing in-service programs on what is a good textbook and they are selected. This gives the consultant an opportunity to slow down the selection procedure in order to help the committee to discover new learning methods and receive special help needed in discipline areas.

6. What Means are Available
to Intermediate Districts to
Develop a Process of
Self-renewal?

One key factor identified from the data was the innovativeness of the intermediate superintendent. Many of those interviewed stated that the superintendent must be aware of what is going on in education, willing to share his ideas, able to keep his own staff "excited" and up-to-date, and capable of developing pride in both the staff and the organization. All persons interviewed cited as an important contribution to self-renewal that

of superintendents giving evidence to staff of both support and autonomy.

Establishment of an action research group to try new things was also identified as being important. In many intermediate districts visited federal funding was found to provide for the opportunity of trying something different. Many persons mentioned that such funding helped the intermediate district to become "risk-takers." Intermediate districts which were found to have such action research groups cited two results of such groups. First, these groups had a positive effect on all staff members. Secondly, action research groups generated new programs for the intermediate district.

The hiring of innovative staff members was also identified as being important for self-renewal. Those persons from outside of the intermediate district area who had traveled and/or were "hungry" Ph.D.'s were considered excellent for self-renewal. Encouragement of staff to take courses, visit innovative programs, teach at universities, and attend state and national workshops and conferences was also mentioned as being important.

Another means available for developing self-renewal which intermediate districts identified was that of having an informed intermediate board of education. Several persons mentioned the importance of board members attending state, national and regional meetings in order to

become better aware of intermediate responsibilities. Thus, board members who became aware of intermediate responsibilities were seen as contributing to the self-renewal of the intermediate district.

One intermediate district was found to conduct retreats for key staff members. This district used the retreat to brain-storm new and old ideas and programs. Oakland Intermediate District conducts two retreats a year, each for a period of two days. Other intermediate districts visited were found to hold weekly meetings of the entire staff; encourage staff members to conduct self-evaluation of their own performance; establish a staff steering committee to evaluate programs and to offer recommendations for new programs to be provided by the intermediate district; and utilize outside agencies for evaluation of programs and services.

Data suggest that it is essential for the intermediate district to develop a flexible posture in order to meet changing needs. In order to be flexible the intermediate district must itself be innovative and receptive to change within its own structure.

7. How Do Intermediate Districts Promote an Image Which is Both Positive and Non-threatening?

Data suggest that intermediate districts may not always find this possible or necessary. Persons

interviewed commented that some things intermediate districts attempt to do will seem negative and threatening to local constituents. These persons did indicate that continuous communication with the constituents is necessary and vital. One thing is clear, local districts must be involved in developing, cooperatively, lists of needs and services. To do anything else is to create an image of a negative type.

Examination of the data resulted in the identification of five things an intermediate district should do to develop a positive and non-threatening image.

1. The intermediate district should provide services which don't threaten the local district's sovereignty.

2. The intermediate district should provide services which don't "mess up" the local district internally.

3. The intermediate district should provide services which don't cause fuss, confusion, or argument. Many services represent a threat to local district administrators. They do not represent a threat to teachers. They are a threat to local administrators because they have succeeded in the system as it is today. To change the system these administrators would have to succeed in a new system. They have more to lose than do the teachers. Teachers are not as dictated by what the

structure is. Thus, teachers can succeed or fail without too much to worry about.

4. The intermediate district's activities and serviceability should be predictable.

5. The benefits to be gained should be predictable. This is based upon the history and experiences of the intermediate district over a period of time.

8. What Implications Does
the Size of a Local School
District Have on Instruc-
tional Improvement Services
Provided by the Intermediate
District?

Large Local School
Districts

These districts sometimes see little need to draw upon the intermediate district resources for help. Some districts were seen to withdraw, or threaten to withdraw, financial support of certain programs at the intermediate district level. This type of district usually believes it has the necessary resources to meet its own needs (i.e. wealth, size, and level of specialization). These districts tend to over-estimate both what they are doing and how well they are doing it. Many persons interviewed at the local and intermediate level commented that this type of district looks to the intermediate district for help of a highly specialized nature. They usually access only highly specialized areas of a high quality nature

which they cannot afford to provide on their own and which appear to be able to meet a need which they perceive as being important. Data suggest that these districts tend to look only at needs in their own district and fail to view needs in a regional light. In fact, the resources they do have could be shared with the smaller school districts within the intermediate district if they believed in a regional concept, rather than a localized concept.

Small Local School Districts

These districts usually require the most help but make fewer requests for services. They appear to feel threatened by the intermediate district. They perceive the intermediate district as an agency competing for the same financial support and, since local districts are usually too small and lack adequate financial support to provide their own services, express fear about the quality and scope of services provided by the intermediate district.

Many persons interviewed expressed the opinion that K-12 reorganization in Michigan has progressed slowly during the last few years, with the result that many districts remain too small to be effective in providing their own services. Many could be characterized as being unsophisticated and, thus, affects the type of

instructional improvement service an intermediate district is likely to provide. Districts of this type usually require those services which a sophisticated district already has itself and considers basic. The unsophisticated district appears likely to draw upon the intermediate district for general curriculum consultant help and services of a media nature.

A fact of life which was identified in those intermediate districts having both types of local school districts was that the smaller local districts need the larger districts' financial support more than the larger districts need the smaller districts' support. Data suggest that in order to provide a program in an intermediate district having a large local school district within its boundaries, the intermediate district will need to get that district's support first.

In those intermediate districts having large number of large local school districts, it was found that services of the intermediate district were being accessed. Persons interviewed at these districts suggested that local districts recognized that they were able to get those services cheaper, that those services were highly specialized, and that the intermediate district was not perceived as a threat.

9. How Does an Intermediate District Ensure That Once a Cooperative Instructional Improvement Service Has Been Implemented, Local Districts Won't Threaten Withdrawal of Financial Support?

Data suggest that local districts tend to withdraw funds, or threaten withdrawal, when services being provided by the intermediate district begin to appear threatening to them. In order to get around this, interviews indicate that instructional improvement services should be financed from the general education budget as derived from tax allocated millages. Thus, intermediate districts could retain a degree of autonomy from the pressures which likely would result when local school districts disagree with basic policies of the intermediate district, personalities of intermediate staff, or specific program objectives.

Many of those persons interviewed suggested that services geared specifically at making significant and positive changes in the local schools should be financed from sources outside the area of local control. Several intermediate districts utilized ESEA Title III funds as an effective means of financing programs of this nature. Local schools were not able to withdraw financial support since they did not provide these monies. All intermediate district personnel interviewed expressed the

opinion that the state should establish a special fund for use by intermediate districts in order to achieve a degree of autonomy in certain areas. This special fund was also viewed as helping the intermediate district to become "risk-takers."

10. What Course of Action
Should Intermediate Districts
Take if They Perceive a Need
Which Local Districts Fail
to Recognize?

Data suggest that the intermediate district should never establish a program to meet needs which the local district has failed to recognize. As one intermediate staff member stated, "This type of program is doomed to failure."

Most persons interviewed indicated that the intermediate district must initiate means of developing within the local districts, through the different systems of communication available to the intermediate district, recognition of needs. In other words, the intermediate district must create an awareness of the needs.

Section III: Issues

Various sources provided data about those issues which were believed as likely to be confronted by re-organized intermediate school districts in the future. Many issues were identified as well as the suggestion of others. Data were compiled in a master list under the

general heading of issues. This master list then was analyzed in order to isolate those issues which directly affected the development of instructional improvement services at the intermediate district level. Analysis resulted in the isolation of five issues likely to be confronted by intermediate school districts in the future.

This section will be devoted to a presentation and interpretation of those five issues seen as likely to be confronted by intermediate school districts in the development of instructional improvement services. Issues which were isolated included: (1) The absence of definite and reliable financial support for intermediate school districts; (2) The lack of effective and responsible leadership at the state and intermediate levels; (3) The existence of certain psychological barriers between local and intermediate school districts; (4) The manner in which consultative services at the intermediate school district level are provided (i.e. Process vs. Substance); and (5) The current ineffectiveness of staff development programs at the local school district level.

1. The Absence of Definite and Reliable Financial Support for Intermediate School Districts

Data suggest that intermediate school districts are not presently receiving definite and reliable financial support. All persons interviewed indicated that the

absence of definite and reliable financial support of intermediate school districts was the major issue presently confronting intermediate school districts and most likely to continue to be the major issue within the next five years.

Valuation and Tax Allocations

Data indicate that some intermediate districts in Michigan have higher valuations than do others. This in itself was found to create great inequities as far as the nature of services an individual district provides to its constituents. COOR Intermediate School District with a valuation of \$155,372,555 provides fewer instructional improvement services than does Wayne County Intermediate School District with a valuation of \$10,097,690,344. Persons interviewed at the intermediate school district level stated that they believed intermediate school districts having a low valuation, in turn, needed to provide more instructional improvement services to local constituents than did intermediate school districts having a high valuation. These same persons believed that though the need is greater among intermediate districts having low valuation these districts are unable to provide the needed services.

Every intermediate district has its operating funds largely determined by a tax allocation board. This board

sets a portion of the 15 mills aside to be used in the support of schools. The schools' allocated portion of the 15 mills has fluctuated at times from a low of three one hundreds (.03) of one mill to a high of three tenths (0.3) of one mill. An intermediate district having a low valuation to begin with and then receiving a low allocated millage was found to experience severe difficulties with regard to providing services of a quality nature.

The tax allocation board meets to determine how the 15 mills will be distributed among the county, townships, local schools, and intermediate district. Since the local school district is the only one of the four units able to go to the public for extra millage, the tax allocation board was found in some cases to decrease its allocation from year to year because of the increased costs of operating the county and townships. It should be pointed out that the membership of the tax allocation board includes only two persons out of the six members who could be seen as truly sympathetic with the problems of the schools. What ever millage is initially allocated to the schools it remains at that level for the intermediate district. The problem here is that the intermediate district cannot go to the public for additional millage.

Not only does this system create problems for the local schools in the matter of trying to get additional

millages passed but, it tends to create real problems between the local school districts and the intermediate district. The local schools see the intermediate district as a competitor for the same funds and view the intermediate district as a threat to their very existence.

Although an intermediate district could go to the electorate to establish a fixed allocation, few have done so. For some intermediate districts visited the cost of a special election would amount to more than the benefits likely to be realized from the increased millage.

State Appropriation

One of the over-riding concerns of those persons interviewed at the intermediate district level was the nature of the support received from the state. It was reported that the percentage of re-imbusement changes from year to year and usually is not determined until a very late date in the year in so far as planning for the coming year is concerned. Great uncertainty results in program planning when operational funding is also uncertain.

Composition of Intermediate Boards

The composition of an intermediate board was also reported to have some affect upon the financial support to be realized. At the present time, intermediate board

members are voted for membership on the board by a representative from the board of each constituent district. Because some local school districts perceive the intermediate district as a threat to their own local programs and also view the intermediate district as competing for the same tax allocated funds, it was reported that some local districts attempt to elect a board which would be sympathetic to local needs rather than to regional needs. As a result, an intermediate district might find its own board resisting efforts to expand operations.

Autonomy

Intermediate districts were found to depend upon four sources for operational funds. These four sources were identified as federal, state, local, and cooperative programs. At the present time, only those funds received as a result of federal funding were mentioned by the intermediate staff members interviewed as providing any degree of autonomy within the intermediate district. Intermediate staff members mentioned that federal funding provided the intermediate district with the opportunity to try new and different programs without the fear of having funds withdrawn if the project failed to meet objectives. These staff members believed it to be essential to secure funding for creative projects at

the intermediate level. One suggestion made was that the state should provide some funds on a matching basis aimed specifically at establishing projects of a creative nature at the intermediate district level.

Quality of Staff

Intermediate staff members interviewed agreed that if an intermediate district is to provide both quality services and programs it must have quality staff members. In order to attract the competent and experienced personnel needed to implement quality services and programs, these same intermediate staff members indicated that it would require additional funds.

Flexibility

Data indicate that an intermediate district needs to remain flexible in order to provide programs, services, and personnel for meeting the changing needs. Data also indicate that intermediate districts cannot remain in a flexible position if they have to depend largely upon indefinite and unreliable funding from both state and local sources.

2. The Lack of Effective and Responsible Leadership at the State and Inter- mediate Levels

Much concern was evidenced as to the lack of both present and long-range planning by the state. Many

intermediate district personnel mentioned that few goals have been established in such technological areas as data processing. These same persons indicated that little has been said about the directions intermediate districts should go or what their responsibilities should be in that area.

Intermediate district personnel were critical of the state for being lax in establishing standards and guidelines for both the intermediate district and its personnel. They also criticized the lack of two-way communication and the failure to involve intermediate district personnel in matters affecting them. Mentioned specifically was the failure of the state to involve intermediate district personnel in the reorganization of intermediate school districts.

Reorganization of intermediate districts was found to be of great concern to those intermediate districts planning new programs. These districts mentioned that they lacked information about where the new districts would be. One district has a \$4,000,000 area vocational center being built with its location previously determined by where the population center of the district was located. If this district is one which will be added to, it appears obvious that the population center will change. Thus, this \$4,000,000 investment might well be located in the wrong location to be effective. This intermediate

district believes that if their district is one that is enlarged that certain problems will be created. They see the possibility of having to return to the taxpayers and local schools for support of additional centers throughout their intermediate district. This district anticipates having a real image problem with their local school districts and taxpayers.

Many persons interviewed at the intermediate district level mentioned that they believed the state exhibits little real concern for the needs of the intermediate districts. They indicated that seldom had the state involved the intermediate districts in matters affecting intermediate districts. It was also reported that the state had failed to support adequately the intermediate districts both financially and with resources of a consultative nature.

All intermediate districts visited expressed a concern for the lack of evaluative help emanating from the state. Intermediate districts admit that they need help in evaluating their services and felt that the state could provide someone from their staff to work with them in a liaison, evaluative, and/or consultative capacity. One district said they were "flying blind" as far as knowing if they were doing a good job.

Another area of concern mentioned by intermediate staff members had to do with a state department ruling

regarding number of hours of college course work needed in order to qualify for a permanent teaching certificate. At the present time a teacher must complete 10 semester hours of 15 quarter hours of course work beyond their Bachelor Degree at an approved teachers college in order to qualify for a Permanent teaching certificate in Michigan. Intermediate staff members believed that the state department needs to implement a change in their administrative ruling that these hours must be in college approved courses. They believed that this same number could be in approved in-service education courses conducted under the direction of the intermediate district. This would encourage intermediate districts to do some things which are of a local concern and help solve local problems in the area of staff development.

Much concern was noted about the nature of the leadership presently found throughout the state. According to those interviewed an organization is only as good as its leadership. Many expressed the opinion that many intermediate districts have ineffective leadership. One of the reasons cited was the carry-over of the county superintendent concept of administration. Another reason cited was the failure of the state to establish higher standards and qualifications for superintendents. Persons interviewed stated that they believed higher levels of qualification plus higher compensation could well

attract the competent superintendent. Data suggest that some intermediate superintendents may lack a forward-looking philosophy regarding the intermediate district's functions and roles. Many superintendents appear to be a reflection of their own intermediate district board of education's attitudes and understandings of the powers, and responsibilities of the intermediate district.

One subject interviewed stated that "leadership is a responsibility of all staff members." Data suggest that an intermediate staff should have certain qualities. Those which were deemed necessary were that the staff be empathetic, change-agent oriented, innovators, and able to operate in the environment of the constituent's design.

Another key concern evidenced in the data was the failure of some intermediate boards of education to exercise responsible leadership. It was reported that many times the best candidates fail to get elected to intermediate boards because of the election procedure used. Presently, board members are elected by one representative from each of the local constituent districts. Candidates who espouse a regional concept sometimes fail to be elected by this small group of representatives who view the intermediate district as being a possible threat to local schools' sovereignty.

Most subjects interviewed emphasized a need for having popular elections of intermediate school board

members rather than the present system. Instead of the present local school district control, the intermediate district could well realize a degree of autonomy not presently held. Policy making by an elected lay board directly accountable to the people is a system which holds ultimate control in the hands of citizens and harmonizes with the principles of political democracy.

Subjects interviewed indicated that the smaller intermediate school districts tend to attract individuals to the board of education who reflect a provincial attitude with regard to intermediate district operations. The larger intermediate school districts, however, were found to attract those individuals who are highly educated and cosmopolite. Data also indicate that some intermediate school boards are used as a means of gaining political visibility for future ambitions.

Data suggest that the intermediate superintendent establish an effective educational program for his board. Many subjects cited the need of educating intermediate boards regarding regional problems and regional solutions. It was mentioned many times that since they make decisions and approve budget requests, the board must also be informed and involved in order to exercise leadership. The intermediate school district superintendents interviewed in this study encouraged their boards to attend state, national, and regional meetings to see and hear

about innovative programs which might have importance to their own district. These superintendents reported that they believed the attendance of their board members at such meetings had helped them to become oriented to the regional concept and had helped them to exercise leadership.

3. The Existence of Certain Psychological Barriers Between Local and Intermediate School Districts

Data suggest that certain barriers arise between local districts and the intermediate districts which impede the education of children.

Lack of Understanding

One of the barriers discovered from the data was that of the local districts having a lack of understanding as to the role of the intermediate district and the functions it performs. This was found to result from a lack of involvement of local districts in the development of intermediate programs and is indicative of an ineffective communication system.

Threat to Their Existence

Some local districts viewed the intermediate district as a threat to their existence. They expressed concern that intermediate districts would take over their

operating functions and become a large operating district, regional in scope. The basis of this fear was found to be the Thomas Report recommendation that intermediate districts should take over the fiscal operation of any district having less than 2,500 students in it. Thus, small local districts do not want to give away much money or authority to intermediate districts. They also refrain from supporting, financially, new programs and fail to use current services which are available.

Conflict in Empire Building

Some local districts were found to look no farther than their own district boundary lines. One local district does not want to do anything to help other local districts because "it's their problem not mine." Their perceptual field is limited to the individual district. In this case the conflict in empire building is between local districts.

Data suggest that some local districts see the intermediate district as building its own empire when it suggests to local districts a regional approach to meeting needs of the entire intermediate district. Data also indicate that local districts see the intermediate district competing for the same functions and money. At one time relationships between the local district and the intermediate district were primary, face-to-face;

now they have been replaced by memos and letters which suggests a large bureaucracy to the local district. This was found to confirm the idea which the local districts had about the intermediate district building its own empire.

Personalities of Staff

Interviews with local school personnel suggest that the personality of staff members has importance to the attitude which local districts develop toward intermediate districts. Some local schools reported that they had withdrawn financial support or failed to use certain services because of actions and/or personalities of certain intermediate staff members.

Quality of Programs and Staff

Local districts were found to sometimes become threatened by the high quality of programs and/or staff being provided by the intermediate district. They indicated that they realized that their own programs were not as good. In order not to be further embarrassed they decided not to avail themselves of the programs, services, and/or staff available from the intermediate district.

Data suggest that if an intermediate district is to lead and if it is to be serviceable it must have people

who are competent to act in an environment in which they find themselves. Thus, as the environment becomes more sophisticated and specialized these persons also must become more sophisticated and specialized.

Competition for Funds

Local districts were found to want to promote that which they already have. When the intermediate district develops new services or programs, they are viewed as competing for funds which the local school district needs for their own instructional improvement programs. When the intermediate district gets an increase in their tax allocation the local school district usually finds itself having to go to the local taxpayers and seeking approval for an additional operating millage. Local schools report that they feel threatened by the intermediate district in both cases.

History of Intermediate District's Method of Operation

If the history of an intermediate district has been one of political compulsion, local districts were found to "withdraw" from the intermediate district. They were found to become distrustful of the intermediate district's purposes. Local districts also view the intermediate district in a poor light if history and experience indicates: (1) poorly organized programs and unqualified

staff members; (2) inconsistency on the part of the intermediate district; or (3) unpredictability.

Data suggest that if the service of the intermediate district is a history of generality, it is doomed to fail. Local districts appear to select and use only those services, programs, and/or staff having a higher level of specialization than is available within their own local district.

4. The Manner in Which
Consultative Services at
the Intermediate School
District Level are
Provided (i.e. Process
vs. Substance)

Evidence was found which suggests that an issue exists as to which type of consultative service should be provided by an intermediate district. Proponents of substance (content areas) argue that districts emphasizing process are committing a fatal error. Two reasons given were that: (1) that there is not enough to process (not a specialized affair--too common since local schools can provide this); and (2) it does not get at what schools are about. These persons see the intermediate district needing to provide specialized help in content areas if it is to be utilized by the local districts.

The proponents of process argue that even though local schools have available the techniques of process they may: (1) be unable to use it; or (2) be unwilling

to use it. Intermediate districts are believed to have a responsibility to provide process help. These persons see a need to generate the process of change within the local schools--and letting the local schools decide the direction to go. Most process persons believed that the best approach would be through an affective approach rather than strictly through an intellectual approach.

Both the process and substance approaches concern themselves with developing a process of change within a local school district. Both operate from a highly specialized area: substance (content areas) and process (areas such as staff development). Data suggest that if an intermediate district is to remain flexible it should not commit itself to one or the other but to a product mix employing both techniques.

The proponents of both approaches agree that the change agent should be institutionalized within the intermediate district. These persons indicated to consider employing someone with a broad background of experience to give instructional improvement services a thrust of a continuous nature.

5. The Current Ineffectiveness of Staff Development Programs at the Local School District Level

The current ineffectiveness of staff development programs at the local school district level was cited

by many sources as one of the present issues likely to continue as an issue within the next five years. One district staff member indicated that it was "harder to get things done today than it was five or ten years ago in the area of staff development."

Some of the reasons which the data indicate contribute to making this an issue were negotiations, teacher-preparation programs, and the lack of available tools for classroom teachers.

Many sources reported that as a result of professional negotiations within their particular intermediate district, the number of hours available for in-service education at the local district level had decreased. Thus, many local districts were requesting assistance from the intermediate district in the area of staff development or in-service education. Data also suggest that staff development requires more time than a one day "show and tell" experience presently found in many local school districts.

Persons interviewed at the intermediate district level expressed the opinion that the universities and colleges apparently were failing to provide teachers with the necessary expertise required in such areas as the urban school situation. Thus, in the case of the urban school teacher, additional preparation through staff development programs was deemed important.

Intermediate district sources cited this as having further implications for instructional improvement services provided by the intermediate school district in the future.

A survey conducted by an intermediate school district reported that its teachers were not really doing the kind of teaching job deemed appropriate. This intermediate district concluded that the teachers were "telling" and the students were "listening" the majority of the time. This intermediate district recognized a need to develop an awareness through staff development programs of the need for teachers to change from a behavior of "telling" to one of "explaining and showing." They also realized that the students' behavior must not only be that of "listening" but also that of "doing." Thus, this intermediate district began to supply its teachers with additional tools necessary to change the teaching situation and environment. Data suggest that intermediate school districts may be required to provide leadership in programs of staff development. Some intermediate school districts were found to have developed "soft-ware" such as providing the time, location, and curriculum personnel required. Others were found to have developed models of good teaching behavior, trained key teachers to return to the local schools as "models," and entered the local school environment to demonstrate the different teaching models.

Persons interviewed at the intermediate school district level reported that the importance of staff development will continue to increase in the future. As the need for staff development increases these persons see the local school district's need for assistance also increasing. Many believed that the intermediate school district may be in a better position to attack, through a regional approach, the problems associated with staff development.

Findings

This study resulted in the isolation of ten questions to which the intermediate district should address itself in the development of instructional improvement services. These questions were:

1. What instructional improvement services need to be provided? (Present and future needs)
2. How does an intermediate district determine the needs?
3. What factors contribute to instructional improvement services being accessed by constituent districts?
4. How are instructional improvement services evaluated?
5. How do consultants make entry into the local schools?
6. What means are available to intermediate districts to develop a process of self-renewal?

7. How do intermediate districts promote an image which is both positive and non-threatening?
8. What implications does the size of a local school district have on instructional improvement services provided by the intermediate district?
9. How does an intermediate district ensure that once a cooperative instructional improvement service has been implemented, local districts won't threaten withdrawal of financial support?
10. What course of action should intermediate districts take if they perceive a need which local districts fail to recognize?

In addition to the isolation of the above ten questions, five issues likely to confront intermediate districts in the development of instructional improvement services were also isolated. These five issues were:

1. The absence of definite and reliable financial support for intermediate school districts.
2. The lack of effective and responsible leadership at the state and intermediate levels.
3. The existence of certain psychological barriers between local and intermediate school districts.
4. The manner in which consultative services at the intermediate school district level are provided for (i.e. Process vs. Substance).
5. The current ineffectiveness of staff development programs at the local school district level.

Additional Findings

In addition to the isolation of questions and issues mentioned above, certain other findings resulted.

1. The intermediate school district should assist local school districts in instructional improvement.

Everyone interviewed during the course of this study expressed strong opinions regarding the necessity for intermediate districts to assist their constituents in the area of instructional improvement. Data suggest that intermediate districts may be in a better position to provide certain types of instructional improvement services than local constituents. Direct services to children was not considered to be a function of the intermediate district. Instructional improvement services deemed appropriate included those which were regional in scope and supplementary to schools and teachers.

2. The local school district will not access itself to a duplication of effort, redundancy, generality, or low level capability.

Local schools will not utilize services they see themselves already performing. These schools also look for help when they lack the necessary expertise within their own system. Thus, instructional improvement services likely to be used must include a level of specialization not available within a local district.

3. Instructional improvement services and curriculum consultants are unlikely to be the same in every intermediate school district.

Intermediate school districts will unlikely provide the same instructional improvement services and

curriculum consultants if they are based upon the needs of their constituents. Intermediate districts, as presently established, vary in constituency make-up and, therefore, have varying levels of specialization operating within each local district. Thus, the needs of each intermediate district will be different.

Summary

This chapter has described the method of analysis used, presented and interpreted the relevant data, and reported on the findings. Chapter V will present a summary of the problem, method, and findings; conclusions; implications; and the model which was constructed for use at the intermediate level in developing instructional improvement services.

FOOTNOTES--CHAPTER IV

¹Interview with Dr. William J. Emerson, Superintendent, Oakland Intermediate School District, May 23, 1969.

CHAPTER V

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

This chapter will present a brief statement of the purpose of the study, a description of the sources of data and method of analysis, a listing of the main findings, conclusions based upon those findings, presentation of the model constructed for use in the development of instructional improvement services at the intermediate level in Michigan, recommendations, and implications.

Summary

The purpose of the study was to construct a model which could be used by intermediate districts in Michigan in the development of instructional improvement services. The model was to be constructed by isolating the responses to two questions. First, to what questions should intermediate school districts give attention in the development of instructional improvement services? Secondly, with what issues are intermediate districts likely to be confronted in the development of instructional improvement services.

The major source of data was semistructured interviews conducted at four selected intermediate districts.

These districts were selected from a list of recommended districts compiled by a panel of five educators having an understanding of intermediate school district administration in Michigan. One intermediate district was selected for each of the following constituencies:

- (A) Large-sized local school districts that have long been established and are situated in an area that could be classified as urban.
- (B) A mixture of large-sized local school districts and satellite districts situated in an area that could be classified as being urban as well as rural.
- (C) Small-sized local school districts situated in an area that could be classified as being rural and embracing no municipalities of any consequence.
- (D) Medium-sized local school districts embracing a large municipality and situated in an area that could be classified as being urban as well as rural.

The intermediate districts selected for study included Wayne Intermediate District (representing category B), Oakland Intermediate District (representing category A), COOR Intermediate District (representing category C), and Calhoun Intermediate District (representing category D).

Additional data resulted from semistructured interviews of selected "experts" and local school superintendents. These "experts" and local school superintendents were selected from a list recommended by a panel of three educators having an understanding of the

intermediate school district and knowledgeable of persons having expertise. Nine persons were selected from this list and included intermediate superintendents, university personnel, state department of education personnel, and local school district superintendents.

Data were analyzed by categorizing the responses into three areas: general information, questions, and issues. Data placed under general information were analyzed to extract that information essential to providing a general understanding of the nature of the study. Data listed under issues were analyzed by isolating those issues intermediate districts would likely confront in developing instructional improvement services. Data listed under questions were analyzed by isolating those questions which directly affect the development of instructional improvement services and would require the attention of the intermediate district.

This study resulted in the isolation of ten questions to which the intermediate district should address itself in the development of instructional improvement services. These ten questions were:

1. What instructional improvement services need to be provided? (Present and future needs)
2. How does an intermediate district determine the needs?

3. What factors contribute to instructional improvement services being accessed by constituent districts?
4. How are instructional improvement services evaluated?
5. How do consultants make entry into the local schools?
6. What means are available to intermediate districts to develop a process of self-renewal?
7. How do intermediate districts promote an image which is both positive and non-threatening?
8. What implications does the size of a local school district have on instructional improvement services provided by the intermediate district?
9. How does an intermediate district ensure that once a cooperative instructional improvement service has been implemented, local districts won't threaten withdrawal of financial support?
10. What course of action should intermediate districts take if they perceive a need which local districts fail to recognize?

In addition to the isolation of the above ten questions, five issues with which intermediate districts are likely to be confronted in the development of instructional improvement services were also isolated.

These five issues were:

1. The absence of definite and reliable financial support for intermediate school districts.
2. The lack of effective and responsible leadership at the state and intermediate levels.

3. The existence of certain psychological barriers between local and intermediate school districts.
4. The manner in which consultative services at the intermediate school district level are provided (i.e. Process vs. Substance).
5. The current ineffectiveness of staff development programs at the local school district level.

Additional findings included the following:

1. The intermediate school district should assist local school districts in instructional improvement.
2. The local school district will not access itself to a duplication of effort, redundancy, generality, or low level capability.
3. Instructional improvement services and curriculum consultants are unlikely to be the same in every intermediate school district.

Conclusions

Adequate Service Area

Intermediate school district reorganization needs to be accomplished in order that equalization of educational opportunity becomes a reality in the state of Michigan. The service area should encompass a sufficient population and valuation to permit the efficient employment of competent and specialized instructional improvement personnel and the development of an appropriate and effective instructional improvement service.

Elected Governing Body

In order to assure representation to all geographical areas of the intermediate district and to realize more responsible intermediate governing bodies, the selection of board members should result from popular elections.

Adequate Financial Support

The instructional improvement function of the intermediate district is of direct benefit to the state system of public education and justifies substantial state support. including money for creative program development. Desirable organization and operation would insist that the governing board have access to some funds which it completely controls--the authorization to raise funds independently.

Local Determination

Instructional improvement services should be available to all local school districts, but each should have freedom to decide for itself, beyond legal limitations or requirements, which it shall accept.

Competent Administrator and Staff

As the service areas become larger, both in population and valuation, greater competency is required of both the superintendent and his staff.

Successful Instructional Improvement Services

Intermediate school districts must have adequate financial support, competent leadership, competent staff personnel, effective two-way communication systems between themselves and their constituents, and active involvement of their constituents in planning activities if instructional improvement services are to be successful. The absence of any one of the above factors contributes to a decrease in effectiveness.

State Responsibilities

The State has apparently failed to assume its responsibilities in ensuring that adequate service areas and adequate financial support are provided in order that equalization of educational opportunity becomes a reality in the State of Michigan. Progress has been slow forthcoming.

Recommendations--State

That the State:

1. Establish effective service areas which embrace a sufficient population and valuation to permit efficient employment of competent and specialized instructional improvement personnel and the development of an appropriate and effective instructional improvement program. The state should mandate both intermediate reorganization and K-12 reorganization rather than to effect permissive legislation.
2. Provide financial support which is definite, reliable, and adequate.
3. Provide the intermediate districts with independent fund raising authority.
3. Provide the intermediate districts with financial support for the development of small research and development type projects in instructional improvement. .
5. Re-establish systems of two-way communication between itself and the intermediate districts.
6. Actively seek the involvement of the intermediate districts in those matters directly affecting intermediate districts.

7. Establish necessary legislation to bring about the popular election of intermediate boards of education.
8. Provide intermediate districts with evaluative assistance.
9. Provide personnel having a background in and an understanding of intermediate districts to work with the intermediate districts in a liason, evaluative, and consultant capacity.
10. Implement long-range planning regarding the direction and goals of the intermediate district with regard to instructional improvement.

All persons interviewed indicated that in their opinion the absence of definite and reliable financial support of intermediate school districts was the major issue presently confronting intermediate school districts and most likely to continue to be the major issue within the next five years. Evidence was also collected which indicated that great inequities exist in the services provided by intermediate school districts to their constituents. Factors identified as exerting influence toward contributing to inequitable services were: inequitable valuation of intermediate school districts; uncertain tax allocations; uncertain

and unreliable state appropriation; district size (population and area); method of selection and composition of intermediate board; degree of autonomy; and organizational flexibility.

Another major issue identified was the lack of effective and responsible leadership at both the state and intermediate school district level. Intermediate district personnel interviewed were critical of the state of being lax in establishing standards and guidelines for the intermediate school district, and for failure to provide liason, evaluative, and/or consultative assistance. These same individuals were also critical of the ineffective leadership displayed at many intermediate school districts throughout the state.

Another area of concern identified was the lack of two-way communication between state and intermediate school districts. Specific mention was made by all persons interviewed of the state failing to involve intermediate district personnel in matters affecting them. One example cited was with regard to intermediate school district reorganization. Additionally, the state was cited for its failure to establish long-range planning regarding directions and goals in the area of instructional improvement at the intermediate school district level.

Recommendations--Intermediate District

That the Intermediate District:

1. Provide instructional improvement services to its constituents.
2. Not provide a service for which a need is not perceived.
3. Concentrate upon providing "quality" services rather than "quantity."
4. Establish a cooperative planning group to identify needs.
5. Establish effective two-way communication systems between itself and its constituents.
6. Provide services which are not a duplication of effort, redundant, or of a low-level capability.
7. Respect the sovereignty of its constituents.
8. Exercise leadership in the initiation of programs.
9. Establish a flexible posture.
10. Attract and retain innovative, competent, and highly qualified staff members.
11. Establish small research and development programs in the area of instructional improvement.
12. Establish representative advisory groups for those services provided.

13. Pursue a strategy of "aggressive consultation" with those districts needing help but not accessing themselves to consultative services provided by the intermediate district.
14. Be the risk taker, the experimenter, the challenger, and the agitator for action.
15. Conduct both qualitative and quantitative evaluations of its instructional improvement services in order to determine necessary modifications or "spin-offs."
16. Establish some means of internal evaluation of instructional improvement services.
17. Encourage and support board and staff to attend state and national conferences, workshops, and outstanding innovative programs or projects.
18. Provide a degree of autonomy to its staff members.
19. Establish effective internal two-way communication systems.
20. Provide leadership in establishing both formal and informal reference groups beyond that of local superintendents groups.
21. Not "compete" with other intermediate districts. Those instructional improvement

services provided should be based on actual needs of its constituents.

22. Establish effective two-way communication with the State Department of Education.
23. Develop a process of self-renewal within its own organizational structure.
24. Develop an image which is reflected to its constituents as being both positive and non-threatening.
25. View its role as one of contributing to the strength in the districts of its constituency.
26. Re-assign services to local districts when the latter, because of changed circumstances, can perform the services equally well.

All persons interviewed stated that they believed a legitimate function of an intermediate school district is to provide instructional improvement services to its constituents. In the opinion of those interviewed local districts avail themselves only of those instructional improvement services which they perceive as being of importance in meeting the needs of their own local district.

Those local superintendents and intermediate staff members who were interviewed reported that it was important for the intermediate school district to

establish systems of communication with local school districts. The reason which was most often mentioned was that local districts need to become informed as to what is available, and for the intermediate district to learn what the needs of the local schools are. Local districts reportedly did not access themselves to a duplication of effort, redundancy, generality, or low level capability. Those intermediate school district personnel who were interviewed reported that the most effective means available to an intermediate district in determination of needs of its constituents is through cooperative planning groups representative of a cross-section of the intermediate school district.

Resources provided by the intermediate school district which abridged the sovereignty of the local district were found to be wasted. A strategy of "aggressive consultation" was reported by two intermediate school districts as a means of helping local school districts access themselves to services at the intermediate level.

Many means were identified by those interviewed as being available to intermediate school districts for the development of a process of self-renewal. Means identified included: innovativeness of the superintendent and his staff; establishment of an action research group to try new ideas out; innovativeness of the intermediate board; provision for retreats;

establishment of effective systems of internal systems of communication; provisions for staff autonomy; and provision for both internal and external evaluation.

Recommendations--Local School District

That the Local School District:

1. Request or demand that instructional improvement services be provided by the intermediate district when these services can be done more effectively or economically at that level.
2. View the intermediate district as a coordinating and supplementary organization interested in equalizing educational opportunities within its boundaries.
3. Lend its assistance in securing adequate financing for intermediate district instructional improvement services.
4. Provide its teachers with credit toward advancement on the salary schedule for inservice programs successfully completed under the intermediate district's direction. Schools could then direct attention to their own unique problems and involve their own teaching staffs in solving these problems.

Intermediate staff members reported that some local schools fail to recognize that some instructional

services can be provided more effectively and economically at the intermediate school district level than can be provided locally. Specifically mentioned were those services aimed at equalizing educational opportunities of children in the area.

Those local school superintendents and intermediate staff members interviewed reported that many local school districts presently have ineffective staff development programs. Not only was this identified as a major issue today, but it was the opinion of these persons that it would continue to be a major issue in the years to come.

Factors reportedly contributing to making this a major issue were: the current situation with regard to collective negotiation in the state; lack of qualified staff at the local level to conduct staff development; and the absence of definite and reliable financial support.

Implications

The model developed as a result of this study is designed to assist in developing instructional improvement services at the intermediate district level. The use of this model requires the intermediate district personnel to think through certain considerations deemed necessary in formulating programs of instructional

GUIDE FOR DEVELOPING INSTRUCTIONAL IMPROVEMENT SERVICES

The purpose of this guide is to help intermediate school districts think through the considerations necessary in formulating programs of instructional improvement.

<u>Items Needing Consideration</u>	<u>Your Thinking to be Recorded</u>
I. <u>Determination of Present and Future Needs</u> 1. Describe the groups you will involve in determining both present and future needs. (Ex. district-wide cooperative planning group, principal groups, superintendent groups, curriculum director groups, and academic department head groups.) 2. Explain how you will assure that the district-wide cooperative planning group will represent a cross-section of the entire intermediate school district. 3. Describe how your staff will be involved in the determining of needs for the intermediate school district. (Ex. establishment of a staff steering committee.)	

Items Needing Consideration

4. Identify the present and future needs as determined by the different groups.

II. Priority of Needs

1. Is it a service that is needed?
2. Does this service affect the most pupils, schools, or teachers?
3. Do local districts have a need for it?
4. Do the local districts see a need for a service which your staff has identified as being important?
5. What plans do you have for creating a recognition of this staff-perceived need? Describe how you plan to "plant the seed."
6. Will you be able to provide this service with a minimum of expense and dislocation?
7. How will you support this service financially?
8. Is this service within your sovereignty?

Your Thinking to be Recorded

Items Needing Consideration

9. Will this service be one of high-level specialized educational practice?
10. Will this service require high levels of preparation, competency and experience?
11. Describe how you will attract and retain the necessary personnel to implement and direct this service.
12. Will this service be one of high-level specialization not available within the local school districts?
13. Will the service be predicable, good, and consistent?
14. Describe the responsibilities of the advisory groups you will establish for this service. How will district-wide representation be assured?
15. Identify the needs having the greatest priority.

III. Staff Considerations

1. Describe how autonomy for staff members will be assured.

Your Thinking to be Recorded

Items Needing Consideration

2. Identify the conference, workshops, and conventions each staff member will be encouraged to attend. (List)
3. Describe how you plan to support and encourage the staff to attend state and national conferences.
4. Describe how you plan to encourage and support visitations to innovative programs.
5. Identify the formal reference groups the staff members will belong to within the intermediate school district. (List)
6. Describe what you plan to do to encourage your staff to be innovative.
7. Will you be employing any staff members from outside your intermediate district?
8. Will your staff have a greater degree of competence and professional preparation than that found at the local district level?

Your Thinking to be Recorded

Items Needing Consideration

9. Describe how intermediate district pride will be established among staff members.
10. How will you be assured that each staff member will be able to work within the environment of a local district and under its direction?
11. What type of personality is required within your district which will permit effective accomplishment of instructional improvement by your staff members?
12. What do you believe will be the most effective service or program which will provide entry for your consultants into the local schools? (What evidence is available?)
13. Identify the means that are contemplated for evaluation of each staff member.
14. Describe how you plan to involve your staff in suggesting new programs needed and in the evaluation of current programs.
15. Explain how you plan to communicate with your staff members and how often.

Your Thinking to be Recorded

Items Needing Consideration

IV. Intermediate Board Considerations

1. Describe your plans for communicating with and involving your board in matters of instructional improvement concerns.
2. Describe the educational program you plan to provide for newly elected board members.

V. Autonomy Considerations

1. Describe those programs of an innovative nature which you would like to be free of local control. (How do you plan to support them financially?)

VI. Evaluation Considerations

1. Describe the goals and objectives that have been determined for each service and indicate how these were determined.
2. Describe the type of evaluation that will be necessary.
3. Describe the function which the staff steering committee will perform in the evaluation of programs and services.

Your Thinking to be Recorded

Items Needing Consideration

4. Describe the function which formal reference groups such as superintendent groups, curriculum directors, or principal groups will perform with regard to evaluation of services.
5. Describe the criteria that you will use in "spinning off" services and staff personnel.
6. Describe the type of outside evaluation that is contemplated. (i.e. State Department of Education or University Consultants.)
7. Describe how feedback about the effectiveness of programs and services will be collected from classroom teachers.

VII. Two-way Communication Considerations

1. Describe the means that will be used to communicate with intermediate staff (i.e. monthly staff meetings.)
2. Describe the means that will be used to communicate with intermediate district division heads (i.e. weekly division or department head meetings.)

Your Thinking to be Recorded

Items Needing Consideration

3. Describe the means of communication contemplated and how often it will take place between the intermediate school district and such groups as: intermediate board of education, local district superintendents, principals, curriculum directors, local district teachers, State Department of Education, and the general public.

VIII. Superintendent Considerations

1. Describe how you plan to encourage and support your staff to be innovative. (List some of the activities planned.)
2. Describe how you plan to develop an innovative behavior pattern for yourself. (List some of the conventions, workshops and other activities you plan to involve yourself in.)

IX. Self-Renewal Considerations

1. Describe how your office will develop a flexible posture.

Your Thinking to be Recorded

Items Needing Consideration

2. Describe possible procedures which would likely help generate new ideas or program (i.e. Retreats for key staff members.)
3. Describe the steps you have taken to establish a research and development section within your intermediate district organization.

X. Specific Facility Considerations
(Ideal Conditions)

1. Describe the type of activities which might be conducted in the intermediate district facilities (Board meetings, formal reference group meetings, programs of in-service education.)
2. What percentage of time will this faculty be used for each activity.
3. What kind and amounts of instructional materials and equipment will be needed in this facility? List specifically and briefly describe use (Ex. video-tape equipment - in-service education.)

Your Thinking to be Recorded

Items Needing Consideration

4. What furniture, storage space, etc. is needed for this facility?
List specifically and briefly describe use.
5. What kind of areas are needed?
What percentage of time will be devoted for a particular kind of activity.
6. Indicate any special ideas you have concerning the relationship between the different areas to be located within this facility
(Ex. materials Center - designed to house materials and serve as an area for in-service education).

Your Thinking to be Recorded

improvement. Thus, instructional improvement services should result through a systematic procedure rather than through a haphazard approach.

The model should also aid intermediate districts presently providing instructional improvement services to assist in the evaluation of those services.

Although the model was intended for Michigan intermediate school districts, it has implications for the intermediate districts, or area service centers, in other states. States presently experiencing or contemplating reorganization of their intermediate units should find this model to be helpful in the development of instructional improvement services. The questions to which intermediate districts need give attention are likely to be the same no matter what the state. Likewise, the issues which were identified as likely to confront Michigan intermediate districts in providing instructional improvement services will probably be quite similar to issues other states are likely to confront.

Recommendations for Further Study

This study was of a general, exploratory nature. It was primarily concerned with examining instructional improvement at the intermediate school district level in broad terms. At the same time, however, it did

attempt to identify more specific areas for future research.

1. Further study is suggested in identifying operational strategies being employed by the different intermediate school districts and the rationale behind these strategies. It would be particularly important to discover if there are strategies which can be employed by all intermediate school districts in effecting instructional improvement at the local level.

2. It is also suggested that further study is needed with regard to the two major types of consultative service (Process or Substance) provided by an intermediate school district. Such a study might well examine, or compare, intermediate school districts of similar make-up but providing different types of consultative services. Such questions as the following were raised in this study and might be answered in such a study:

- a. Is one type of consultative service more effective at the local level than another?
- b. Under what conditions is each optimal? Why?
- c. What factors contribute to this effectiveness? Why?
- d. Is one type of consultative service more readily accepted by the local districts? Why?

3. Another suggestion for further study might well include an examination into the factors which influence the degree to which intermediate school

districts become involved with instructional improvement at the local level. Such questions as the following were raised in this study and remained unanswered:

- a. Why are some intermediate school districts more involved in instructional improvement than others?
- b. What factors contribute to this involvement?
- c. What are the perceptions of local school districts and the State Department of Education as to the role which intermediate school districts should perform in the area of instructional improvement?
- d. Do local school districts and the State Department of Education see the intermediate school district as a change agent?
- e. Do intermediate school districts see themselves as change agents?
- f. Why do some local school districts see the intermediate school district as an agency to assist in instructional improvement while others do not?
- g. What factors contribute to this receptiveness?

4. It is recommended that this study be replicated using a much larger sample from each of the three sources used in collecting data. Those sources being selected--intermediate school districts and their staff, "experts" in the field of intermediate school administration, and local school district superintendents.

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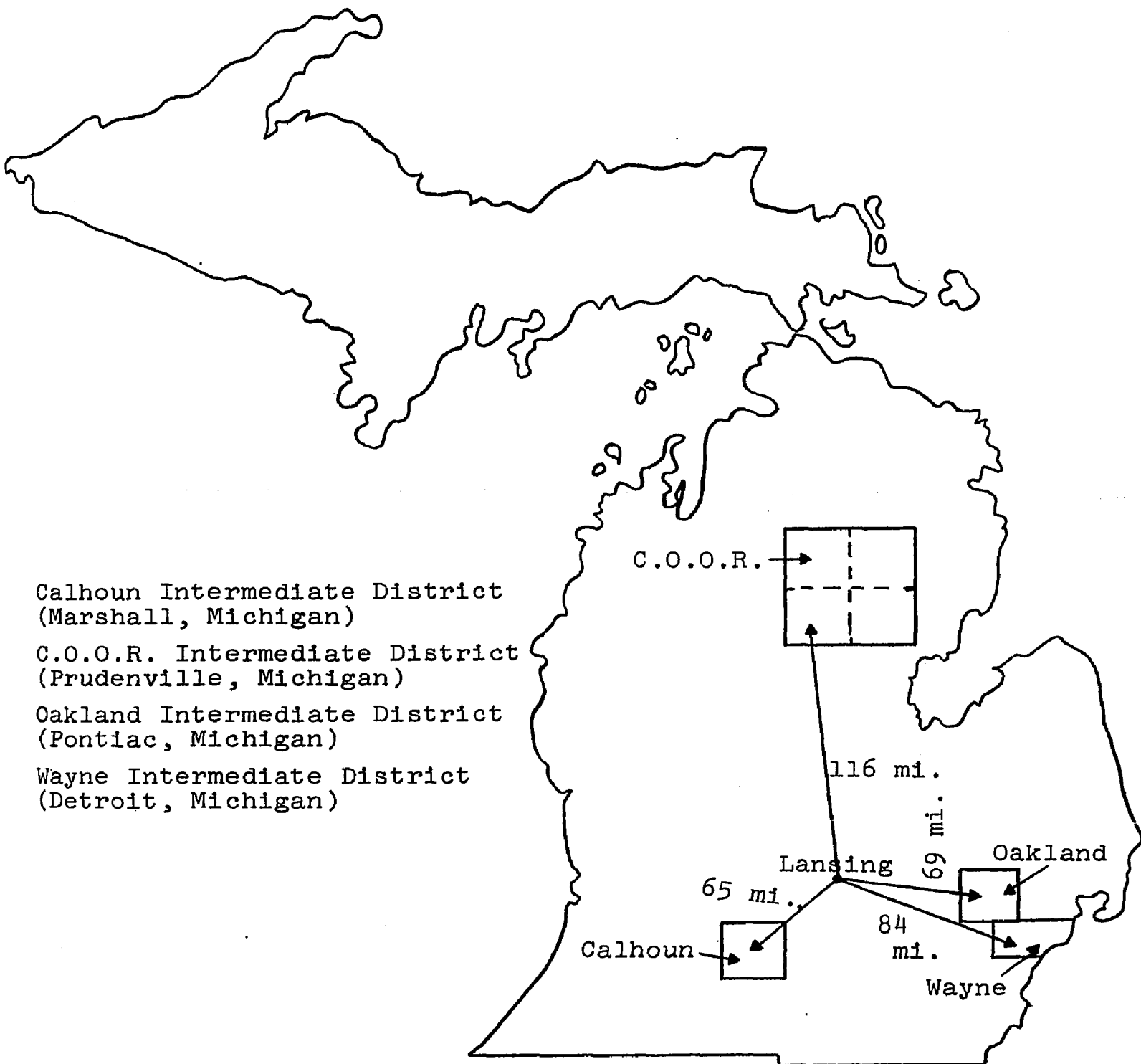
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APPENDICES



Location of Intermediate Districts included in Study

APPENDIX B

LIST OF PERSONS INTERVIEWED

CALHOUN INTERMEDIATE SCHOOL DISTRICT

Mr. Roger Ross
Mr. Carl Buehler
Mr. Don Carter
Mr. Doran Osborne
Mr. Harry Miller
Mr. Nelson Kreuze
Mr. Arthur Gillis

COOR INTERMEDIATE SCHOOL DISTRICT

Mr. Jack Keck

OAKLAND INTERMEDIATE SCHOOL DISTRICT

Dr. K. W. Brown
Dr. David Wells
Dr. Loyal Joos
Dr. Robert Fichtenau
Dr. Robert Johnson

WAYNE COUNTY INTERMEDIATE SCHOOL DISTRICT

Dr. William Miller
Dr. Samuel Mangione
Dr. Rachel Brake
Dr. Allen L. Bernstein
Dr. Leonard S. Demak
Mr. David L. Heinzman
Mr. Norman J. Milchus
Mr. Charles E. Barnett
Mr. Robert Wall

"EXPERTS"

Dr. William J. Emerson - Superintendent, Oakland Intermediate School District
Dr. Jack Kirsh - Director of Instruction, Washtenaw Intermediate School District

- Dr. Stanley Hecker - Professor, Department of Administration and Higher Education, Michigan State University
- Dr. Ralph Kellogg - Director of Curriculum, Michigan State Department of Education
- Mr. Steven Glaza - Superintendent, Calhoun Intermediate School District
- Mr. William A. Shunck - Superintendent, Wayne County Intermediate School District

LOCAL SCHOOL SUPERINTENDENTS

- Mr. Richard Escott - Superintendent, Haslett Public Schools
- Mr. Howard Malitz - Superintendent, Laignsburg Public Schools
- Mr. Earl Lancaster - Superintendent, St. Johns Public Schools

APPENDIX C

INFORMATION CARDS USED DURING THE INTERVIEW

Curriculum Personnel

This refers to any one of the following types of curriculum workers who are directly responsible to the intermediate school district and who work with local school districts for the improvement of curriculum and/or instruction.

Curriculum generalist. A person who is responsible for instructional leadership in more than one subject matter area. Such a person could have responsibilities at one or more educational levels.

Curriculum specialist. A person who is responsible for instructional leadership in one subject area. Such a person could have responsibilities at one or more educational levels.

Curriculum change agent. A professional person who attempts to influence curricular and/or instructional decisions in a direction that he feels is desirable. This is a role that might be played by either the generalist or the specialist but, in this case, it is the primary role of the individual.

Curriculum or Instructional Improvement
Services and Programs

This refers to both the coordinative functions and supplementary service functions.

Coordinative functions. These include activities carried on by an intermediate school district which bring together personnel from local school district for the purpose of improving education or helping districts and/or other agencies to solve their common problems. (Examples: in-service programs for teachers, special consultant service for school districts, leadership in the development of curricula, or cooperative research on common school district problems.)

Supplementary service functions. These consist of direct educational services rendered at the classroom level to supplement the local instructional programs or to assist teachers in their classroom work. (Example: instructional materials centers.)

APPENDIX D

INTERVIEW GUIDE: INTERMEDIATE

STAFF PERSONNEL

- A-1 What instructional improvement services, programs, or personnel does this office provide to local school districts?
- A-2 Why are you providing the services that you are and not other types? PROBE: Sophistication of local districts, financial support and usage of services by local district, and rationale.
- A-3 What is the most effective instructional improvement service and/or curriculum worker provided by this office? Which service and/or curriculum worker would you first provide? PROBE: Rationale, entry strategy, evaluation, and type of service and/or curriculum worker.
- A-4 What means are used by this intermediate district to determine the services and/or curriculum personnel it should or could provide? PROBE: Leadership of intermediate district, size of the intermediate district, support of local districts, philosophy, sophistication of local district personnel and programs, and evaluation.
- A-5 What limits this office in providing additional services? PROBE: Provincialism of local districts, finances, size of district, board members, image, and sophistication of local districts.
- A-6 Would you consider that the services presently being provided are successful in meeting the needs of local districts? PROBE: Evaluation.
- A-7 What systems of communication are operating between the local districts and this intermediate district?
- A-8 What means does an intermediate district use to facilitate change within its own structure? PROBE: Elimination or addition of services and

modification of existing services and personnel, evaluation, and criteria determination and utilization.

- A-9 How does this office get local school districts to financially support and then to use the services and personnel available for instructional improvement?
- A-10 What issues are likely to be confronted by this district within the next five years in terms of providing instructional improvement services to local school districts?
- A-11 What questions should intermediate districts give attention to in the development of instructional improvement services?

INTERVIEW GUIDE: INTERMEDIATE
SUPERINTENDENTS

- B-1 Would you describe your philosophy regarding the intermediate district's role in the area of instructional improvement? PROBE: Rationale.
- B-2 What limits intermediate districts in providing instructional improvement services and/or curriculum personnel to local school districts?
- B-3 What means does an intermediate district use to facilitate change within its own structure?
PROBE: Elimination or addition of services and modification of existing services and personnel, evaluation, and criteria determination and utilization.
- B-4 What issues are likely to be confronted by this district within the next five years in terms of providing instructional improvement services to local school districts?
- B-5 What questions should intermediate districts give attention to in the development of instructional improvement services?
- B-6 Do you believe that by granting more powers and responsibilities to the intermediate districts and by reducing their number, intermediate districts will provide improved instructional improvement services to local school districts?
- B-7 Why haven't most intermediate districts been more successful in the past in providing instructional improvement services to local school districts?
- B-8 Suppose that you have just been hired as the superintendent of an intermediate district and you discover that it has never provided instructional improvement services to the local districts. Your intermediate board has given you complete freedom to set-up instructional improvement services as well as assuring you that the necessary money is available.
a. Would you provide instructional improvement services?

- b. How would you determine what services, programs, and/or curriculum personnel your office would provide? PROBE: Direct vs. in-direct services, rationale, evaluation, and means of self-renewal.
- c. What is likely to be the most effective service to provide for entry strategy? PROBE: Rationale.
- d. What is likely to be the first type of curriculum worker you would hire? PROBE: Rationale.

INTERVIEW GUIDE: STATE

DEPARTMENT "EXPERTS"

- D-1 What do you see as future issues confronting the intermediate districts in providing instructional improvement services to local school districts over the next five years?
- D-2 Why haven't most intermediate districts been more successful in the past in providing instructional improvement services to local school districts?
- D-3 Do you believe that by granting more powers and responsibilities to the intermediate districts and, by reducing their number, intermediate districts will provide improved instructional improvement services to local school districts?

INTERVIEW GUIDE: LOCAL SCHOOL DISTRICT
SUPERINTENDENTS

- E-1 What do you believe should be the intermediate district's role in providing instructional improvement services to local school districts? PROBE: Type of aid, type of service and/or consultant, and degree of involvement.
- E-2 Would you say that this intermediate district (has, hasn't) been active in the past in providing instructional improvement services to local school districts? PROBE: Reasons for districts being active or in-active, empire building, threatening, image, and personalities.
- E-3 What means are used to involve local districts in deciding upon services, programs, and/or personnel to be provided by the intermediate district in the area of instructional improvement? PROBE: Evaluation and communication systems.
- E-4 Why haven't most intermediate districts been more successful in the past in providing instructional improvement services to local school districts?
- E-5 What has been the most effective instructional improvement service received from the intermediate district? PROBE: Reasons, type service and/or curriculum personnel.
- E-6 What would you like the intermediate district to provide that they are not providing at the present time?

APPENDIX E

May 12, 1969

Dr. Frederick Vescolani
Department of Administration
and Higher Education
Michigan State University
East Lansing, Michigan

Dear Sir:

I am presently attempting to identify individuals in Michigan having some expertise in the area of intermediate district school administration. I would like for you to recommend individuals from three levels: University, State, and Intermediate Superintendents. These persons may either be presently active or retired.

Two other persons are participating in this search: Dr. Ferris Crawford, State Department of Education, and Mr. John R. Francis, Superintendent, Shiawassee Intermediate District.

The criteria to be used are as follows:

1. Someone familiar with the function of the intermediate unit of school administration in Michigan.
2. Someone who occupies, or has occupied, a position of leadership most likely to influence the opinions of other school personnel and citizens.
3. Individuals sufficiently interested in participating in an interview regarding the future of the intermediate district in providing instructional improvement services.

I would like for you to recommend three (3) persons for each level and indicate their title and address. I sincerely hope that you may find the time to assist me in locating these individuals. If you are unable to do so would you please let me know. I would like to have your recommendations no later than May 20, 1969.

Thank you in advance for your help and consideration in this matter.

Sincerely,

John Robert Osborne
4400 Okemos Road Apt. 214-11
Okemos, Michigan 48864
(517) 351-5387

APPENDIX E

May 16, 1969

Dr. William J. Emerson
Superintendent
Oakland Intermediate School District
Campus Drive
Pontiac, Michigan 48053

Dear Sir:

I am presently conducting a study of selected intermediate school districts in Michigan. The purpose of this study is to build a model which can be used in the development of instructional improvement services at the intermediate level in Michigan. The model will be based upon the responses to two questions: to what questions should intermediate districts give attention in the development of instructional improvement services? and with what issues are intermediate districts likely to be confronted in the development of instructional improvement services?

As you probably know, the Michigan Department of Education is presently preparing legislation which is proposed to become effective in 1971 dealing with two things: reduction in number of intermediate school districts, and granting of additional powers and responsibilities. The results of this study may aid in the preparation of this and future legislation dealing with intermediate districts and should assist reorganized intermediate districts in the development of instructional improvement services.

Your district was one of those recommended for study by a committee knowledgeable in intermediate district administration. The participation of your district is most important to the study because of its particular constituency make-up. Your cooperation in permitting me to visit your office and conduct interviews with those staff members working in the area of instructional improvement (excluding special education Personnel) would be most appreciated and ehlpful. I would like to visit your office on Friday, May 23rd and Monday, May 26th if possible. I will telephone your office on Wednesday, May 21st, to verify those dates.

I will be pleased to send you a summary of the results of this study if you desire. Thank you for your cooperation.

Sincerely,

John Robert Osborne
4400 Okemos Road Apt. 214-H
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(517) 351-5387