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**A descriptive study of intermediate school district services
provided to fourth-class school districts in Michigan**

Hartman, Carl C., Ph.D.

Michigan State University, 1990

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**A DESCRIPTIVE STUDY OF INTERMEDIATE SCHOOL DISTRICT
SERVICES PROVIDED TO FOURTH-CLASS SCHOOL
DISTRICTS IN MICHIGAN**

By

Carl C. Hartman

A DISSERTATION

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

DOCTOR OF PHILOSOPHY

Department of Teacher Education

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ABSTRACT

A DESCRIPTIVE STUDY OF INTERMEDIATE SCHOOL DISTRICT SERVICES PROVIDED TO FOURTH-CLASS SCHOOL DISTRICTS IN MICHIGAN

By

Carl C. Hartman

The researcher's purpose in this study was to describe the existing services that are currently being provided by intermediate school districts to their local constituent districts with student populations between 500 and 3,000. Additional purposes were to determine (a) whether there was a perceived difference between what the local school superintendents expected of the intermediate school district and what was actually provided and (b) whether these local superintendents thought there should be a basic core of essential services that all intermediate school districts provide for their constituent districts.

A survey instrument developed by the researcher was used to gather data focusing on the use of services and perceived program offerings in seven program areas. The respondents were also asked to answer four open-ended questions regarding these services. A nonreplacement, random sampling technique was used to select the districts to be surveyed within the population group selected for study.

Carl C. Hartman

The study is important because it may contribute to the development of a basic core of essential services that all intermediate school districts will offer to each local school district in Michigan. The two basic research questions were:

1. Is there a perceived difference between what the local superintendents expect of the intermediate school district and what is actually provided?

2. Is there a basic core of essential services that all intermediate school districts should provide for all local districts, regardless of the economic base of either unit?

Major conclusions of the study are:

1. The superintendents who responded to the survey indicated the areas of Curriculum Research, Curriculum Development, and School Improvement as a basis for the development of a basic core of essential services that all intermediate school districts provide to their constituent districts.

2. The superintendents who responded to the survey saw the need to work toward providing equality of funding and increased funding as key issues related to the provision of these services.

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CHAPTER I

INTRODUCTION

During the past 25 years, societal forces have led to the demand for expanded and improved educational services from our schools. This demand has resulted in improved services to students on a local and statewide basis. Economic and social developments in our society, coupled with changing concepts of the role and function of education, have combined to become key factors in creating demands for change (Stephens, 1973). Four basic approaches to improvement of these services are:

1. Consolidation of small local systems into larger systems.
2. Provision of special services from state agencies.
3. Formation of cooperatives among local systems for special programs.
4. Development of regional educational service agencies (Stephens, 1977).

All four approaches are used to some extent in Michigan, with the regional educational approach being the most predominant. These regional units in Michigan are called intermediate school districts (ISDs). The ISD is a midlevel unit of government, defined by the National Education Association in 1963 as "an agency that operates at a regional level, giving coordination and supplementary services

to a local school district and serving as a link between these basic administrative units, school districts, and the state education authority" (Rhodes, 1963).

The task of establishing good working relationships between units of educational government is very complex. This complexity is compounded because certain functions overlap or parallel existing agencies. "The intermediate school district is not a static organization. It is still an evolving, developing mechanism designed to facilitate the new role of serving local education agencies and acting as an extension of the state education agency" (Lewis, 1979).

The ISD in Michigan came into existence in 1963, although the structure for regional services has existed since territorial times. In the 1800s and early 1900s, county governments were given the responsibility for enforcing local and state law, and regulations governing the operation of local public schools, because of the thousands of primary school districts within the state. Until 1930, this power was vested either in the township or in the county (Kloster, 1978).

In 1931, the state law was amended to provide for an elected county commissioner of schools. In late 1947, the state law was again amended, abolishing the title of county commissioner of schools and providing for a county superintendent (Kloster, 1978). This went unchanged until the early 1960s, when the ISDs were created by statute (Public Act 190, 1962). Until that time, county boundaries determined the area of responsibility for the county

board and county superintendent. By statute, in 1962, the ISD encompassed areas not necessarily along county boundaries. It was at that time that the concept of regional service began to emerge (Kloster, 1978).

Before 1963, the duties of the county superintendent primarily included enforcing statutes and regulations, determining the length of the school day, and examining people's credentials to teach school. With the growth of the K-12 districts, county school officials' authority and responsibility began to decline. The K-12 district boards of education began to hire superintendents and other administrative officials who performed supervisory functions that, before that time, had been the responsibility of the county superintendent.

Right in that time period (1958 to 1965), teacher certification standards were also raised, which all but eliminated county normal schools. As the traditional roles of the county superintendent began to decline, a movement developed at both the state and national levels to establish ISDs. Kloster (1963) stated it this way:

It is impossible to determine whether this movement developed out of the survival instincts or whether there was a rational and objective belief that the intermediate school district is, and should be, a permanent and integral part of the educational and management structure.

Perhaps the answer to this question is "yes," as both theories were involved in the conceptual development of the ISD.

Lewis listed ten advantages pertaining to educational service agencies (ESAs), with the following being of particular importance to this study:

1. Personnel can be provided who will act cooperatively with other professionals to bring about appropriate educational change. This corps of professionals can work effectively with both local constituents and state consultants to assess, modify and implement mandated and alternative programs.
2. Local education agencies can receive comprehensive, readily available, high-quality supplemental services which have been mutually defined and agreed upon. These may include computer services for budget, financial reports, payroll, membership reports, student programming and assignments, cooperative purchasing programs, and even psychological, social work and speech correction services.
3. Planning can be done to develop instructional programs to implement mandated educational legislation, such as special education, career and vocational education, adult education, and professional development.

The remaining advantages dealt with the issues of flexibility, cooperative ventures, and educational planning and management as they pertain to ESAs.

Lewis also listed five constraints that deal with state and federal mandates, power sharing, political relationships, and economics. The one constraint listed by Lewis that, in part, was used as a rationale for this study is as follows:

The ISD concept is based on a belief in institutional cooperation and shared decision-making among groups committed to good, ever-improving educational change. This calls for a clear understanding on the part of all players of where the power rests on any given issue and what the benefits of cooperation are for each participating group. If there are no immediate and visible gains or, at least, no imbalance between loss and gain for existing groups, then cooperative ventures, such as ISD's, will be seen as an unnecessary addition to the system.

A number of studies have been conducted on ISDs in Michigan, yet few of them have addressed the problem of actual and recommended roles for the ISDs in the state. The studies have included "The Role of the Intermediate Superintendent" (Boss, 1963), "The Reduction of the Number of Intermediate and Local School Districts" (Britton, 1969), "The Expectations That Local Superintendents Have of the Intermediate School Districts" (Blomquist, 1975), "The Definition of Role Perception by the Intermediate School District" (Davis, 1976), and "The Study of Reorganization of the Intermediate School District" (Phelps, 1980). The exceptions have been Dorsey and Ameen (1980), who dealt with the function and structure of the ISD, and Egloff (1982), who also supported research efforts in the area of ISD functions. Since 1968, each study has recommended some kind of reorganization of the system. Almost every effort to strengthen the ISDs has dealt with the number and size of these districts, rather than with their function.

The Michigan Department of Education issued a position paper in 1971 entitled "Reorganization of Intermediate School Districts in Michigan," which stated, in part, that "intermediate school districts must be reorganized before the Department of Education can, or should, regionalize its services." There was no description of how local districts and ISDs should relate to each other, and advice on the distribution of responsibility and authority was completely lacking. Mandatory and permissive functions are currently assigned to Michigan ISDs. (Permissive functions are

those actions that the ISD may engage in with the local districts' sanction.)

Davis (1976) surveyed all 50 states to determine the status of existing ISDs in each state. Concerning Michigan, he wrote, "In Michigan, although the mandate of the legislature is clear, how each intermediate school district perceives its role may vary significantly from district to district."

The Purposes

The researcher's purposes for this study were (a) to describe the existing services that are currently being provided by ISDs to their local constituent districts, (b) to determine whether there is a difference in the perceptions that local superintendents have of the services that are provided to their district by the ISDs and those services that are actually being provided, and (c) to determine whether these local superintendents think there should be a minimum core of essential services that all ISDs provide for their constituent districts.

Significance of the Study

By focusing on the perceived and actual services, this study will provide decision makers at the ISD with data on how their existing services are being viewed by local superintendents and will provide a basis for discussion between ISDs and local districts regarding needed services. This could be especially true for the smaller districts as they express their need for services from the ISD.

The study was developed from the assumption that there is not an agreed-on or defined common core of essential services that every ISD provides for every student in Michigan. This will give the ISD boards of education and superintendents a data base to strengthen their decisions on what services the local districts believe are essential to meet the needs of a changing and diverse student body.

The findings of this study could also provide decision makers at the state level with information with which to make financial and policy decisions. Changes may be needed in the distribution of educational funds based on what the local superintendents view as essential services for students provided by ISDs.

Questions Examined in the Study

What was attempted in this study was to determine the basic services currently offered to the local school district by the ISD in the broad categories of special education, career and vocational education, instructional services, remedial and compensatory instructional services, and administrative services. Within these service areas, the following questions were generated:

1. Is there a perceived difference between what the local superintendents expect of the ISD and what is actually provided?
 - a. What characteristics would account for this perceived difference if, in fact, there is one?

2. Is there a basic core of essential services that all ISDs should provide for all local districts, regardless of the economic base of either unit?
 - a. What problems arise from providing a common core of services to all districts?
 - b. Is it realistic to expect a common core of services to be provided for all districts, and, if so, how can this become a reality?
 - c. What additional services do the superintendents think that they need assistance in providing for students?

Delimitations and Limitations of the Study

Delimitations

Districts having a student population between 500 and 3,000 were the focus of the study. This limits the findings of the study to those districts and their ISD service areas. Therefore, the reliability of the findings is limited to districts of this size. Districts with enrollments of fewer than 500 students do not have the economic base or staff necessary to offer many of the programs requisite for this investigation. Conversely, those districts with more than 3,000 students usually have the necessary enrollment and/or the economic base to offer many of the surveyed programs without the assistance of the ISD.

In addition, only local district superintendents were surveyed. Therefore, the perceptions of ISD superintendents were not considered.

Limitations

The degree of involvement in and knowledge of ISD services by each local superintendent limited the investigation. The perceptions of the local superintendents regarding services currently offered and their interpretation of the term "essential service" may have produced variation in the data.

Changes in the political leadership, the economic picture of the state, and the legislative process could also affect the study findings over time. Thus, the data may not be useful over an extended period of time.

Overview

The introduction provided background information on the rationale for the study. The purpose was to determine, in the judgment of the respondents, what services are provided to local districts by the ISD and, within these services, whether there should be a common core of essential services offered to all local schools regardless of the size and economic base of each.

Chapter II contains a review of the related literature, while the research design is detailed in Chapter III. An analysis of the research results is provided in Chapter IV. A summary with conclusions based on the analysis of the results appears in Chapter V.

CHAPTER II

REVIEW OF THE LITERATURE

Introduction

"The value of history is the impact that past events and conditions can and should have on our present view of things" (Muth, 1977). This thought is applicable to the consideration of the relationship between ISDs and local districts. It is through the examination of the historical development not only in Michigan, but throughout the United States as well, that one can gain perspective about issues related to this relationship. Related literature is reviewed in this chapter on the following topics: (a) historic origins of the ISD, (b) responsibilities that are mandated to the ISDs, (c) common terms that are used throughout the United States, and (d) reorganization of regional educational agencies.

Variants on the Title Intermediate School District

While conducting a review of literature on intermediate service agencies, the writer found that many terms are used in different states and regions to refer to the same concept. Some of those terms are as follows:

1. State Education Agency (SEA): The state agency that has the prime responsibility by law for elementary and secondary education.

2. Local Education Agency (LEA): The school administrative unit at the local level that is supported and maintained by public funds and local leadership. This agency is usually a school district comprised of kindergarten, elementary school, middle or junior high school, and high school.

3. Education Service Agency (ESA): A public agency that is organized and designed to serve several LEAs within a specific region, as well as to serve the state education agency.

4. Regional Education Service Center (RESC): The title of the education service agency in some states.

5. Regional Educational Service Agency (RESA): The title of the education service agency in some states.

6. Intermediate Unit (IU): The title of the education service agency in some states.

7. Bureau of Cooperative Educational Services (BOCES): The title of the education service agency in New York.

8. Intermediate School District (ISD): The title of the education service agency in Michigan.

Rhodes (1963) also indicated three functions of intermediate units that are appropriate for this study:

1. Articulative functions--assistance in meeting the regulatory needs of local districts while identifying local needs at the state level. Examples are compilation of attendance data, communication of specific directives from the SEA to local districts, facilitation of local district compliance, and so on.

2. Coordinative functions--coordination and leadership in assisting districts in solving problems. Examples are consultant services, leadership in curriculum development, coordination of cooperative research, and so on.

3. Supplementary service functions--provision of shared services to districts that cannot provide them effectively or efficiently. Some examples are supervision of instruction, media centers, special education, and so on.

Historical Background

The Intermediate Unit in a National Perspective

One of the earliest statements asserting the importance of the intermediate movement is Rhodes's (1963) short monograph published by the National Education Association, which defines an intermediate unit (IU) as an agency "that operates at a regional level, giving coordination and supplementary services to local school districts and serving as a link between these basic administrative units and the state education authority.

Rhodes suggested that IUs are beneficial in several ways. For example, IUs can facilitate good school district organization because of their unique political position as a regional entity. He recognized that local districts can be too small, but he suggested that they also can be too large. While a large school district may be capable of providing comprehensive services, a "lack of unity would prevent its being a good district" (Rhodes, 1963, p. 7). Excessive size of local districts can be avoided by shared services

that are coordinated by the IU. A second advantage of IUs is protection of local control.

Although an IU represents an SEA in certain functions, it can localize these to conform to local district needs and situations. Supplementary services also provide an avenue for local control. Rhodes also pointed out that IUs can facilitate equal educational opportunity. This is especially true in the IU role of providing specialized services. Rhodes also suggested that IUs enhance the economy and quality of services: "Employment of specialized workers by one IU and sharing their services . . . might yield a much higher degree of economy" (p. 8). Finally, Rhodes regarded coordination of functions as a critical factor in achieving quality programming.

Rhodes cited several characteristics of a "good" intermediate unit. These include (a) an adequate service area, (b) a responsible governing body, (c) a qualified chief executive and staff directly responsible to the board, and (d) adequate financial support. Rhodes contended that the determination of boundaries should be based primarily on the service responsibilities of the unit and should coincide with a natural grouping of school districts. He listed three criteria to be used in making this determination:

1. The area should encompass a sufficient population to permit the efficient employment of specialized personnel.

2. The area should be sufficiently limited in size to facilitate travel and communication between local districts and the intermediate offices.

3. The local districts comprising the service area should have sufficient common interest to become a cooperative working force.

One of the most prolific writers and researchers on intermediate units or, as he called them, educational service agencies is E. Robert Stephens (1975). Stephens directed a major research effort on the ESAs, which resulted in the publication of four major documents. These studies included a study of status and trends in the three types of ESAs (Stephens, 1980a), identification of the major policy issues surrounding the movement toward educational service agencies (Stephens, 1980d), a case study of the establishment and abolishment of an ESA's structure in Kentucky (Stephens, 1980b), and a study of local perceptions about the equity of Texas's system of 20 regional educational service centers (Stephens, 1980c). While the analysis of types of ESA networks and the identification of major policy issues represent a considerable contribution to the research literature, examination of these documents reveals how little is known about the effectiveness of ESA networks or the reasons for the effectiveness of such networks.

Stephens (1979) contended that ESAs appeared to be developing in three basic patterns:

1. The special district pattern is through designation of a legally constituted unit of school government sitting between the state education agency and a collection of local education agencies. This form of ESA appears to be supported by the view that ESA's should be established by the state, or the state and LEA's acting in concert to provide services to both the SEA and constituent local districts.

2. The regionalized SEA pattern, through establishment of regional branches of the state agency. This pattern appears to be supported by the view that ESA's should be established as arms of the state to LEA's.
3. The cooperative pattern, through sponsorship by two or more local education agencies, of single or multi-purpose shared services. This pattern appears to be supported by the view that ESA's should be established by consortia of LEA's to provide services exclusively to members of the consortia.

In the study, Stephens (1979) found that seven programs were offered by all ESAs. These programs were (a) general ESA administration, (b) special education, (c) media and library services, (d) staff development, (e) curriculum services, (f) information services, and (g) planning services. In addition, he found special district networks of ESA that were likely to offer both vocational education and data processing as services.

Stephens (1980a) contended that the special district ESA networks had many strengths and a limited number of weaknesses in program offerings and services provided. The major strengths of special district ESA networks are the structured mode of operation, base of fiscal support, and the comprehensiveness of their programs, services, and staff. The principal strengths that Stephens found in the special district networks he studied were the election of governing boards and the selection and evaluation of executive officers.

Until recently, ISDs in the 26 states that have them were creatures of another era. ISDs or their predecessors, the county superintendent or commission, came into existence to assist state school officials in operating a system of schools dedicated

primarily to the offering of elementary instruction. During the period 1830 to 1920, a state superintendent did not have the transportation or communication facilities to assure that the number of elementary school districts were even in operation at any one time, not to mention that all of the regulations of the day were being observed. This is one of the reasons for the growth of the existing system of intermediate or regional units (Isenberg, 1971).

Michigan is considered a state to have special district ESAs, as do Texas and Iowa, to name a few. Within the states that are considered as special district ESAs, Iowa is considered as having a strong network with excellent state support. The central programming areas of Iowa's system of 15 area education agencies (AEAs), which serve 447 school districts, are special education and media services. These functions include inservice training for local district employees and AEA staff, educational data processing, and research and educational planning (Iowa Department of Public Instruction, 1979).

Arkansas received a grant from the National Institute of Education to study the possible creation of ESAs in Arkansas (Giuiden, 1980). The study identified unmet needs in Arkansas that could be addressed by an ESA network and identified existing services that could be provided more effectively and efficiently through an ESA network. Other topics addressed included the question of how the state should be divided into workable regions, and such factors as LEA enrollment, number of LEA professionals,

number of LEAs, common culture, interests, market areas, accessibility, and financial resources of an area being considered.

The ISD in Michigan

As an original part of the Northwest Territory, Michigan was subject to the ordinances of 1785 and 1787 and the reservation of certain public lands for school purposes. Because of these land reservations, the township was made the natural unit for early school governance in the territorial law of 1827. This law provided for township officials to maintain schools and to divide the township into school districts if the voters of the township decided to do so. In 1829, the territorial law was amended to make it mandatory for the township officers to create school districts (Pine, 1971).

The Michigan Constitution of 1835 provided that local school district officials give immediate supervision to schools within their districts and that a state superintendent give general supervision to all schools. No mention was made of township or county supervision, but in 1837 a legislative statute provided school inspectors for each township. Under criteria developed by the superintendent of public instruction, their duties were to examine candidates for teaching "in regard to moral character, learning and ability to teach" and "to inspect schools."

These inspectors were provided, but their effectiveness was questioned, as seen by the statement of the state superintendent: "As a general thing, inspectors do not visit schools; or if they do,

only once or twice a year, and then they seldom examine the scholars or make suggestions to the teachers. In some districts, they have not been near the school during the past year" (Beem, 1955).

Due to these weaknesses, State Superintendent Gregory, in 1860, presented to the legislature a detailed plan setting up an office of county superintendent of schools. The report of the Michigan Committee for the Study of School Administration described the event as follows: Superintendent Gregory proposed that the constitutional requirement of a school inspector for each township could be met by the election of a single inspector in each township, and that these township inspectors could form a board for the election of a county superintendent.

The chief duties of the county superintendent would be to examine and license teachers and to visit and examine schools, and he should have the sole power to grant and revoke licenses. He should receive and transmit the township inspector's reports, and should also himself report annually to the superintendent of public instruction. (Beem, 1955)

Although the legislature did not act on these suggestions, it did enact a law providing for an elective superintendent in 1867.

A virtual tug-of-war took place immediately with the passage of this act and continued until about 1900 between the proponents of the township system and the county system of intermediate school supervision. In 1875, the legislature repealed the act concerning county superintendents and provided that their ascribed duties be given to township school inspectors. In 1887, the legislature, at the urging of county supervisors, again amended the statutes to provide for a three-member county board of examiners, two to be

elected by the people and the third member to be the judge of probate. The board was to select one of the two members, other than the judge of probate, as the secretary of the board and as general overseer of the township school inspectors.

In 1891 the name of the said secretary was changed to county school commissioner, and provision was made for his or her popular election every two years. In 1903 the legislature changed the term of office to four years with the election to take place, on a partisan basis if desired, in the biennial spring election.

In 1909 the legislature authorized the county commission to hold schools of instruction for local school officers, and it was made the duty of the state superintendent of public instruction to assist in such meetings either in person or through his staff members.

During the period from 1910 to 1935, (a) the position of city superintendent grew more prevalent, and (b) the State Department of Public Instruction became stronger. Because of these factors, the importance of the position of county commissioner became less important. In many instances, this became a part-time position. Although county normals for training teachers for one-room rural schools remained one of the commissioner's important administrative tasks, the commissioner was still responsible for the supervision of rural schools, and the clerical tasks assigned by the superintendent of public instruction increased. However, the salaries of the commissioners remained low compared to those of the local school

superintendents; consequently, the prestige of the office became proportionately lower.

In 1935, the position of county commissioner of schools was renamed by legislative statute to that of county superintendent of schools. In the late 1940s, the statutes were expanded to include the election of county boards of education by the boards of education within the county. Each school board was given the same number of votes in the election regardless of the size of the district. This resulted in the membership of the county board of education being oriented toward rural viewpoints as opposed to viewpoints held by those in metropolitan areas ("Where Are They Going?" 1967).

The statutes also provided for some sharing of the cost of operation of the county school district through legislative appropriation. In addition, the statutes assigned additional mandatory and permissive administrative tasks for performance by the county school districts. One of the tasks that took up a considerable amount of time for the boards was that of settling boundary disputes between school districts. Another task was sponsoring and conducting area studies designed to bring about reorganization of school districts ("Where Are They Going?" 1967).

In 1962, the state legislature through Act 190, which would take effect March 18, 1963, provided for the renaming of the county schools to ISDs and to include the following responsibilities:

. . . contracting by means of district-wide taxes for special education and vocational-technical education by local districts, and [performing] duties required by law and by the

state board, but shall not supersede nor replace the board of a constituent district.

Also, the act provided that under certain circumstances when local school districts refused to operate certain instructional programs, the ISD could do so.

The Michigan legislature and Michigan Department of Education have, in recent years, initiated a number of studies and planning efforts regarding the ISD. In 1967, under authorization of the legislature, Thomas undertook a study entitled "School Finance and Educational Opportunity in Michigan." This study suggested fiscal reform and the increased use of the computer in assisting both administration and instruction through the establishment of strategically located computer facilities throughout the state. The report also proposed to have special education programs organized through the ISDs, and consideration of programs of pupil transportation operated or coordinated by ISDs.

Additional steps were taken by the Michigan Department of Education in March 1972 when they attempted to identify and establish educational planning districts. In the process of this deliberation, the committee of 26 (a group of 26 local school superintendents) was formed. Consultation with the committee of 26 resulted in the creation of 22 regional education media centers, which now provide basic educational services in educational programs, technological equipment, instructional print and nonprint materials, and training and promotion in their use, to local school districts on a regional basis.

The Michigan Department of Education also initiated activity in the area of career education. In fall 1971, the State Board of Education created 49 Career Education Planning Districts (CEPDs). A CEPD is made up of a group of educational agencies, including K-12 districts, community colleges, and ISDs located in geographical proximity and organized to increase opportunities for individuals to become, and remain, prepared for effective living and working.

The major result of Public Act 190, and planning and study efforts just described, was to stimulate establishment of a wider variety of services offered by intermediate units. Provision for consultive services at various grade levels and specific subject areas was encouraged by the act. In addition to providing more special education and vocational-technical education services, the areas of electronic data processing, curriculum improvement, testing services, diagnostic centers, instructional materials services, and inservice education for administrators and other certificated and noncertificated personnel were greatly expanded.

ISD functions and services in Michigan. The General School Laws of Michigan enumerate the functions and services that ISDs can perform. The intermediate unit can "furnish services on a consultant or supervisory basis to any constituent school district upon the request of that district" (Michigan, 1966, p. 92). Additional provisions are made for cooperative educational programs by state law. Intermediate units can direct, supervise, and conduct cooperative educational programs on behalf of constituent districts that request such services. The district does not have the power to

force a local district to participate; thus, the concept of local control of schools is followed. Funds to run cooperative programs can come from the ISD, local districts, or both, if such funds are not committed to another function by law. The board is given the latitude to employ teachers or to take whatever action is necessary to conduct a cooperative educational program within the membership of the unit (Michigan, 1966, p. 92).

Cooperative educational programs between ISDs are also permitted by state law. Each board of the respective intermediate unit is required to give approval of the joint program (Michigan, 1966, p. 92).

Area study committees can be formed to examine problems of an area comprised of a portion or all of an ISD. Area studies can also include up to three ISDs or fractions of contiguous intermediate units. All area studies have to be authorized by the superintendent of public instruction, contingent on the receipt of a petition and a plan for the proposed study. The petition is to be signed by qualified electors of at least "5% of the total vote cast within the cities, townships and counties lying within the area for the office of Secretary of State in the last preceding general election at which the Secretary of State was elected" (Michigan, 1966, p. 86).

The state law charges the area study committee to make a comprehensive study of the educational conditions and needs of the area. At the end of the study, the committee is responsible for making any recommendations for changes in the configuration of the

existing districts "which will afford better educational opportunities, more efficient and economical administration of the public schools, and a more equitable sharing of public support" (Michigan, 1966, p. 96). The law also requires the area study committee to confer with residents and school authorities, hold hearings, and make available to school officials and the public information concerning the educational conditions and needs of the school districts in the area studied. "A culminating report to the superintendent of public instruction is also mandated by law" (Michigan, 1966, p. 96).

"Intermediate districts in Michigan are eligible to run programs for the handicapped, area vocational-technical education, or both if the electors of the unit passed by a majority vote a resolution calling for the development of such programs" (Michigan, 1966, pp. 96-98). "Financing for each program is to be approved by the electorate with the maximum tax levy being passed by a majority of the voters." Budgets for the programs are to be approved by the intermediate districts. "Commingling of funds is not permitted by law" (Michigan, 1966, p. 89).

Intermediate units are obligated to operate special education programs in instances where services have been approved and a special education center is not available (Michigan, 1966, p. 95). A special education center is "a constituent school district which, by action of its board, contracts with the board of the intermediate district to provide special education to nonresident students" (Michigan, 1966, p. 95). The intermediate board will be allowed to

employ teachers and other personnel, and provide for transportation and materials necessary to carry through on the program. "Districts are not mandated by law to run vocational-technical programs."

Intermediate funds cannot be used to maintain or construct buildings to house special education or vocational-technical programs unless the buildings are owned by constituent school districts and are under the administration of a special education or an area vocational-technical center board. "Programs which met the criteria were eligible to receive intermediate funds, but not in excess of the per-pupil costs" (Michigan, 1966, p. 100).

ISDs that have special education or vocational-technical centers, or both, are eligible for state funds. State funds for the intermediate units are allotted on a per-pupil basis in the same manner as allotments for regular school district participation.

Intermediate units provide more than special education or vocational-technical programs. The units play an important role in the development and implementation of reorganization plans of local school districts. "The main idea of school reorganization was to place every child in a school district large enough and strong enough to run a comprehensive K-12 program" (Emerson, 1967).

The technological age holds the promise of great benefits in the areas of school operation and instructional programs. A problem arose from the inability of most school districts to provide the capital necessary to initiate and carry through on programs that took advantage of technological advancements. "Cooperatively, an

intermediate district could provide programs for local units which might be out of the realm of practicability for an individual school district" (Emerson, 1967).

Emerson predicted the development of a dynamic intermediate unit that would "spin off" the services to constituent members when the membership of the constituent district was sufficient to warrant the district's performing the service for itself. "Higher level or more sophisticated programs would take the place of the program 'spin off' to allow the development and eradication of intermediate programs in such a manner required a unit which could change and adjust" (Emerson, 1967, p. 12).

To maintain a high profile for providing services, program development should occur as a result of constituent district demand. When local school districts develop the capability of handling the services offered by the intermediate unit, the service should have been transferred to the local district. The transference of services allows the intermediate district to develop new programs. The types of services have to be of a sophisticated nature, which would otherwise be unavailable, for the intermediate unit to be most effective (Emerson, 1967).

The financing of the ISD. The fiscal backing for programs of the ISDs in Michigan comes primarily from the constituent districts of the intermediate unit. The financial support takes the form of a property tax, which the Michigan Constitution mandates must be uniformly applied on properties within the boundaries of the intermediate unit (Michigan, 1966, p. 1).

One of the responsibilities of the superintendent and board of the ISD is to prepare a general budget to be submitted for approval to a committee composed of one school board member from each constituent district. The representative body is to approve a maximum monetary figure within which the intermediate unit is to work, but is prohibited by state law from specifying an exact amount to be spent for any "line item." The approved budget is sent to the county clerk for submission to the tax-allocation board for processing. The administration of the resulting tax follows the same sequence as a regular school budget (Michigan, 1966, pp. 90-91).

According to Rhodes (1963), adequate financial support is one of the characteristics of a good intermediate unit.

The intermediate unit has a distinct job to do, as different and 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 administrative units. The intermediate unit should have similar fiscal independence, including authority to adopt its own budget and expend funds accordingly.

A body composed of one member from each constituent district for the purpose of budget review is an important organizational arrangement. The power of budget review, mandated by law, is the best means of guaranteeing the responsiveness of the ISD to local needs.

Intermediate districts that have special education or vocational-technical programs, or both, are eligible for a proportionate share of the state subsidy allocated for such

programs. "The proportion of the subsidy was determined by the number of children in membership in intermediate programs on a count day determined by state law" (Michigan, 1966, p. 19).

The intermediate district in Michigan can provide sophisticated, expensive programs to members of constituent districts on a cooperative basis (Pine, 1971). Regional efforts can be developed to meet certain educational needs that local school districts alone cannot satisfactorily meet (Pine, 1971).

Saving money is not usually the main reason for cooperation on a regional basis. Additional services frequently cost the local districts money, but the local district is, nevertheless, better off financially. "The cost of the service acquired individually was higher. Furthermore, the quality of the services received was frequently better when local districts obtained services jointly" (Pine, 1971, p. 2).

Additional funds are available to ISDs through grants from the federal government. The original source of federal funds for cooperative projects was made available through the Elementary and Secondary Education Act, passed in 1965. Pine described the effect that act has had on multi-district projects:

Another great boost to cooperation has come from Title III of the Elementary and Secondary Education Act (ESEA), which encourages shared services by providing grants to combinations of districts, as well as to single systems. Of the first 217 proposals approved under Title III, over half concern multi-district projects. (p. 2)

Cooperatively purchasing instructional material and joint research programs have been encouraged by other federal programs.

Intermediate boards could elect to invest the unit's funds in the same securities as were authorized for investment for local school districts. Separate financial records were required by law for the unit in the financial areas of general funds, cooperative education and special education. The financial records had to show the investment of any monies. The same section of the law prohibited the commingling of such specially allocated funds. (Michigan, 1966, p. 89)

According to Emerson (1967), many ISDs in Michigan took advantage of Title II of the Elementary and Secondary Education Act. Monies from Title II were to be spent for books and other teaching aids and materials.

The ISDs of Michigan are partially subsidized by the state. In 1966, the state provided \$2.5 million for intermediate districts, and Emerson predicted additional monies would have to be provided for intermediate units to progress appropriately. Emerson's prediction has come true: In the 1990 school-aid-fund budget, \$21,714,200 is allocated under Section 81 in the basic formula to fund ISD operations (Michigan, 1990).

The numbers of students and geographical size of ISDs in Michigan. In 1963, county school districts were converted to the title of ISDs. The same state law mandated new intermediate units with a student membership of fewer than 5,000 to combine with one or two adjoining intermediate districts, resulting in a reorganized school district. The new intermediate unit was to equal or surpass the minimum 5,000-student standard. Three intermediate districts forming a reorganized district, but with a total membership of fewer than 5,000 students, were considered to have met the requirements of the law. "Intermediate school districts failing to comply with the

law forfeited all financial benefits from legislative appropriations for school aid purposes. Intermediate districts had to comply with the law before July 1, 1965, or be penalized" (Michigan, 1966, p. 101).

Some types of services were more practical and effective with larger populations. Isenberg (1971) provided five general categories in which larger student populations made programs more appropriate:

1. Programs that require a large pupil population base for effective and economical operation because the incidence of need is small.

2. Programs that require a large pupil population base for effective and economical operation because the kinds of equipment and/or personnel they require are highly specialized, expensive, in short supply, or infrequently used.

3. Programs that require a larger area in order to get an appropriate and desirable social and economic mix.

4. Programs that, by nature, must be regional or which relate to nonschool oriented regional agencies.

5. Programs of research and those that might be considered experimental, pilot, or of a demonstration type. Individually, they seldom have either the expertise or the risk capital to carry on experimentation.

In 1964, the act was amended to permit more than three counties to consolidate to form an intermediate unit (Michigan, 1966, p.

101). By 1973, three districts comprised of more than three counties had taken advantage of the amendment.

Emerson (1967) was interviewed by the Michigan Education Journal staff concerning the Michigan intermediate system and was quoted as saying:

One of the problems of the intermediate unit was the large number of districts which existed. The problem . . . is to find some means to reduce the number of intermediate school districts from 60 to 40 or fewer. I would prefer to see 20 to 25. We have done a good job in northern Michigan. Districts containing great land area, but few people, have been combined to form intermediate districts that are now as big geographically as they can be. In southern Michigan, combinations have not taken place among counties with more than 10,000, but fewer than 50,000 or 60,000 students. They should take place with some kind of mandate or statutory action brought to bear.

Pine (1971) stated that the ideal number of students should be more than 60,000 but fewer than 100,000. The number of students must be large enough to provide an adequate base for the development of sophisticated programs.

The boundary of the intermediate unit can be changed to reflect the increase in service responsibilities required by constituent districts and to coincide with a natural grouping of school districts. County boundaries do not necessarily have to correspond to the boundaries of the intermediate unit (Rhodes, 1963).

Another determining factor in the size of the intermediate unit is geographic characteristics. A generally accepted standard guide of one-hour driving time from the intermediate offices has been used to help determine the practical geographical boundaries for the intermediate unit. In some areas where a longer period of driving time is required, satellite centers have been established to

maintain accessibility to intermediate resources and maximize the effective use of the staff (Stephens, 1971).

The number of intermediate districts in Michigan has decreased since the inception of the ISD unit. A reduction in the number of intermediate districts resulted when such districts reorganized to meet the 5,000-student minimum required by law (Michigan, 1966, p. 101). Pine, in 1971, reported that 59 intermediate units existed in Michigan, and the 1988-89 Michigan Education Directory and Buyer's Guide (Michigan Department of Education, 1989) listed 57 ISDs.

Fifteen of the 58 ISDs in 1973 were composed of two or more of the previously existing county districts. Seven of the eight intermediate units in the upper peninsula of Michigan were more than one-county districts. Of the nine multi-county intermediate districts in the lower peninsula, all were located in the top one-half of the state. In 1989, 17 of the 57 intermediates were in multi-county districts. The number of multi-county districts in the upper peninsula has been reduced from 7 to 6, whereas the number of multi-county districts in the upper lower peninsula has increased from 9 to 11.

In 1967, the Michigan Education Journal staff wrote about the existence of 60 intermediate units in Michigan. The article included a forecast that "some foresee the state ultimately being divided into no more than 35 intermediate districts" ("Where Are They Going?" 1967).

In an address given during the First General Session of the Fourth Annual Educational Commission of the States in 1970, Governor Milliken told of the proposals that had been submitted to the Michigan legislature the previous fall. The main focus of the address was the need for educational reform in the areas of finance and administration in Michigan. In talking about the proposed changes, the governor stated:

The major elements of the plan have not become law, but I will continue fighting for this plan as long as I am governor. For I believe that without bold and sweeping reform in finance and administration, there can be no significant increase in the quality of American education. (Milliken, 1970, p. 70)

Milliken's program of administrative reform called for the replacement of ISDs with larger regional educational centers. Increasing the effectiveness of the delivery system for services such as special education, vocational education, and a variety of administrative responsibilities was the basis for the recommendation that regional educational centers be developed.

John W. Porter, Superintendent of Public Instruction in Michigan from October 1969 until June 30, 1979, sent a letter to the State Board of Education on January 28, 1971, calling for a realignment of the state educational administrative structure, which involved a regionalization plan. The plan would have divided the state into 12 regions, each of which would have been responsible for the services and functions of the intermediate districts. The proposed unit would encompass all existing services currently being offered by the intermediate unit. Each region would have an assistant superintendent of public instruction. The letter further

requested that the State Board of Education seek a legislative appropriation to finance these new positions. The reason for the recommendation was the inability of the then-current administrative arrangement to meet the following constitutional mandates:

The State Board of Education has the constitutional responsibility for superintending the services and programs provided to those enrolled in the elementary and secondary schools, the responsibility for planning and coordinating and advising on the financial requirements of the institutions of higher learning, and for providing general leadership and supervision over adult education and instructional programs in state institutions. (Michigan, 1966, p. 1)

Porter (1967) said the services and programs offered by the State Board of Education through the Department of Education should be as "close to the people to be served as possible." Another problem that could be eliminated by the reorganization of the State Department was the difficulty presented by having six different regionalization plans, all of which were concurrently in operation at the time in the Department of Education.

The adoption of the regionalization plan, Porter further asserted, would in no way create conflict or violate the responsibilities of existing ISDs. However,

If and when there is reorganization of intermediate districts into regional offices or centers, the State Board of Education leadership, in moving forward at this time, could be helpful in merging the department's regional offices with intermediate offices or whatever is created.

The number of recommended regions to be established, 12, was not an arbitrary one. The State Department of Education made an attempt to determine the minimum-size school-age population that would provide an adequate number of affected children to justify

operating classes for handicapped children. The resulting study came up with a minimum figure of 40,000 students. Other criteria that were examined to help determine region size and boundaries were (Michigan State Board of Education, 1976):

1. Population distribution and concentration
2. School population
3. Major transportation arteries
4. Transportation
5. Financial resources potential
6. Leadership potential
7. Availability of facilities
8. Number of school districts
9. Regional boundaries of noneducational services
10. Socioeconomic cohesiveness
11. Commercial centers
12. Boundaries of the governor's planning regions
13. Boundaries of present local school districts
14. Boundaries of present ISDs
15. Boundaries of present community college districts
16. Boundaries of present area vocational centers
17. Boundaries of special education districts
18. Boundaries of present library systems
19. Boundaries of present vocational rehabilitation division

The requested regionalization of the State Department of Education was an attempt to make a comprehensive education program

available to every student. Every impaired student would have the opportunity to enroll in special classes and have the same special services available regardless of geographical location in the state where the family resided. Incoming revenues would be more equitable by increasing the size of the tax base, thus tending to equalize the amount of money spent for each student over a larger area.

The decentralization of the State Department of Education would not affect four major services. Assessment and evaluation, school management, student financial aid, and department services would remain centralized. Decentralization into a network of regional centers would bring together vocational education, vocational rehabilitation, general education services, special education, and compensatory services. The reorganization of the Department of Education was also aimed at bringing about a realignment of library services, ISD services, higher education planning and coordination services, teacher education services, and adult continuing education services. In instances where the population of the region mandated a large number of local services, satellite centers were suggested.

In response to the letter and accompanying materials Porter sent to the Michigan State Board of Education, Emerson (1971) replied by sending a letter to Porter. The reply was "a preliminary and incomplete reaction" to the state superintendent's proposal, according to Emerson. The basic problem with the proposal of the superintendent was the encompassing nature of the regional units.

It's my experience that in matters like this one's most important decisions involve what not to do, rather than what to do. In environments where large amounts of authority are

present the particularistic exercise of it tends to be productive of more bad than good.

Emerson believed the idea of considering larger regional areas was a good one. Almost everyone who has considered regionalization has thought in units that were too small as to geography and population and has tended to underestimate the number of regional operations a larger unit could perform.

In writing about the emerging role of state departments of education, Beach (1950) cited as the key to the decentralization of educational responsibilities of states "the proper distribution of the responsibilities between the state and local agencies."

There are opposing views to the concept of reorganization. In 1967, the Michigan Association of Intermediate School Administrators cautioned that the tendency should not be to create larger districts, and that the criterion of size may have already been overemphasized. Shea and Tompkins (1976) were even more emphatic on consolidation when they stated:

Given the enthusiasm with which consolidation was advocated, one would expect the empirical evidence supporting this policy to be overwhelming. It is not. The evidence on consolidation is incomplete. Most of the research not only fails to document the alleged benefits of consolidation, but also fails to acknowledge potential liabilities or problems. The conclusions are, at best, inconclusive, and, at worst, simply incorrect. (p. 3)

While conducting a study of the function and structure of the ISD in Michigan, Dorsey and Ameen (1980) noted that "there are no data to support the notion that a minimum enrollment of 25,000 students in an intermediate school district will result in effective programming" (p. 19).

Egloff (1982) supported research efforts for Michigan ISDs that would deal with their functions and dwell less on the numbers and sizes of districts. Aycock (1981) noted that "changes in behavior are not caused simply by reorganization" (p. 42).

Services common to Michigan ISDs. In studying the relationships between expectations and perceptions of performance in service areas of Michigan ISDs, it is the thinking of some local superintendents and researchers that a common set of services to be offered by the ISD should be developed. There is a conceptual role of the ISD to be considered, as well as the more defined services to be provided.

Although the mandate of the legislation for creating the ISD in Michigan is clear, how each intermediate perceives its role may vary. Davis (1976) used the Kent Intermediate School District in Michigan as an illustration of role definition. The Kent Intermediate proposed three role areas: (a) to provide the constituent districts with the services they requested, (b) to be initiators of new programs, and (c) to comply with legislation and to make changes as the changes in legislation occur. In a special report, the task force appointed by the State Board of Education (1977) supported the broad roles outlined by the Kent Intermediate School District. Two additions to those proposed by the Kent Intermediate were offered by the task force: (a) the idea of an ISD being large enough to support a broad range of services financially and (b) the concept of governance of local schools remaining with

local schools without interference from intermediate boards of education.

Moving from the broad roles of the ISDs to the more specific services provided, there is support for a common set of services. Rhodes (1963) recognized many supplemental services of intermediates that are regarded as essential services. He suggested that ISDs provide services, such as supervision of instruction, consultant help for teachers, operation of library and instructional materials centers, provision of psychological and guidance services, health services, and special classes for handicapped pupils. Stephens (1972), in a study of ESAs, examined features that characterized which services and programs would be provided. He noted that "most typically, major emphasis involves program areas in which there is a high degree of specialization of staff or facility requirements, technology is a requisite and there is a high cost factor or low pupil incidence associated with the program" (p. 37). The range of programs he found to exist in exemplary units matched many of those offered by Rhodes (1963) with the addition of research and development services.

Stephens (1979a), while studying status and trends of ESA networks across the nation, asked each ESA to rank the program areas offered from a prepared list of 26. In ranked order the following programs were listed: (a) special education, (b) media, (c) library services, (d) general ESA administration, (e) staff development, (f) curriculum services, and (g) a tie between data-processing services and vocational education. There is a resemblance to the service and

program areas outlined above and those suggested in research by Kloster (1978) and Dorsey and Ameen (1980).

The similarity of thinking between what services and programs were believed to be important for ESAs in moving from 1963 to 1980 continued in Michigan as recently as 1985. In a report that highlighted exemplary programs offered throughout many of the Michigan ISDs, the Michigan Association of Intermediate School Administrators (MAISA, 1985) outlined six areas of responsibilities for intermediates: (a) administrative services, which include processing and monitoring some of the reports and programs that are required by state and federal law; (b) special education, which provides local districts with specialized personnel and classrooms to fulfill state and federal requirements; (c) a regional media center that will have the financial and human resource base to provide extensive media equipment, materials, and services; (d) data processing, which can assist in handling payroll, bus scheduling, and student services programs; (e) professional development, which offers workshops, seminars, guest speakers, and content specialists that may not otherwise be affordable at the local level; and (f) career and vocational education, which provides experiences that help students prepare for the world of work.

In addition, the MAISA Instructional Committee recently completed a position paper on ISD services. The paper, entitled "ISD Services to Implement the Quality Package, 1989," lists the

following services the MAISA believes should be provided by ISDs to the local districts:

1. School improvement: Assist local districts in meeting the requirements of the three- to five-year school-improvement plan.

2. Accreditation: Assist local districts in meeting State Board of Education accreditation requirements.

3. Core curriculum: Assist local districts in designing a program to meet core-curriculum outcomes that will meet local and state requirements.

4. Staff development: Assist local districts continually to develop the human resources needed to bring about positive and appropriate change.

Summary

The administrative organization for education in Michigan has undergone many changes in structure and function that have corresponded with national trends. Increased student enrollments and the need for the development of a more comprehensive educational program resulted in local district reorganization. The one-teacher school was on the verge of disappearing from both the national and Michigan educational scenes.

Local school district reorganization brought about changes in the middle-echelon level in the educational administrative structure of Michigan. The county unit, which had served as an administrative agency for the small rural school districts, became obsolete as the larger reorganized districts developed the capacity to handle the

administration of the district. In 1962, the state legislature passed a law changing the supervisory county unit into an ISD concept. Service became the primary objective of the new unit.

The ISD, it was found, should complement the whole educational administrative structure of the state. The function of the unit was to provide services that could not be performed by the individual member districts or were provided by the State Department of Education. The intermediate district had the legal right to develop area study committees, vocational-technical programs, and special education programs with the consent of the electorate. Other services, functions, and cooperative programs could be developed to facilitate the needs of constituent districts. The services offered could reflect the needs of the local districts. New services could be incorporated into the service framework of the intermediate district as local district needs dictated. The intermediate district could be flexible enough to "spin off" services that were within the capabilities of individual member districts.

Decentralization of the State Department was being reviewed as a means of making services and programs more readily available to local school districts and the people. Decentralization of the State Department would also form a structure for consolidating the existing library, vocational rehabilitation, community college, and vocational center systems into one regional administrative unit.

Using the information gathered from the review of the related literature in Chapter II and building on the research questions posed in Chapter I, the following research questions were developed:

Research Question 1: Is there a perceived difference between what the local superintendents expect of the ISD and what is actually provided?

Research Question 2: Is there a basic core of essential services that all ISDs should provide for all local districts?

Research Question 3: What basic services are currently offered to the local district by the ISD?

Chapter III includes the research design and methodology used in the actual research of the preceding questions.

CHAPTER III

METHODOLOGY

Introduction

The methodology used in conducting the survey is described in this chapter. The population and sample are identified, and sample-selection techniques are explained. The data-gathering procedures are outlined, and the research instruments employed in the investigation are described.

Review of Purpose

The researcher's purpose in this study was to determine, in the judgment of respondents, the basic services offered to the local districts by the ISD and whether there was a perceived difference between what local superintendents expected of the ISD and what was actually provided. In addition, the respondents were asked to identify, in their judgment, what services they viewed as essential services.

Instrumentation

The instrument used in this study was developed by the researcher. The primary purpose of the survey was to determine whether there was a core of essential services that local superintendents believed should be offered by all ISD service units.

A secondary purpose was to examine what services were currently being offered to the local district by the ISDs.

Another purpose of the survey was to find whether there was a variance between local superintendents' expectations or desired services and the actual delivery of services by the ISD. In effect, the researcher was developing a client system to determine the number and kinds of services offered. Consequently, the survey instrument for the study had to be developed in such a way that these objectives could be met.

In reviewing the literature on the ISD on a state and national level, the researcher was limited by the number of instruments available to measure services. What was discovered was an instrument similar to what the researcher was looking for. The instrument required at least two answers for each question. Stephens (1980c) designed a survey instrument with which to question local superintendents in Texas on their actual and desired use of services provided by their regional educational service units. The respondents were asked to indicate on a scale from 1 to 6 their actual and desired use of services. The respondents were asked when the "actual" use was less than "desired" use to indicate, in their opinion, why this variance occurred. An open-ended opportunity was provided to allow for subjective responses.

The design of the instrument developed by this researcher focused on the use of services and perceived program offerings. The respondents were asked to indicate what programs were offered in the areas of special education, remedial and compensatory instruction,

career and vocational education, instructional services, and administrative services.

Responses from local superintendents were requested to indicate what services were currently being provided to their school district, whether there was a difference in the perceived need for services and the actual services being provided, and what services, in their opinion, were regarded as essential services. The respondents were also asked to respond to four open-ended questions regarding these services. These questions were developed by the researcher with the assistance of the MAISA board of directors. The questions were as follows:

1. What services that you are presently operating do you feel should be operated by the ISD?
2. What additional services should the ISD provide to your local districts?
3. Do you receive any federal, state, or local grants? If so, from what source?
4. Do you feel your expectations for services from your ISD are higher than the services actually received? If so, what do you consider to be the primary reason for this difference?

Once the instrument had been developed and endorsed by the MAISA board of directors, a pilot study was conducted. The pilot study included 18 local superintendents in districts with student populations of 500 to 1,500 and 2,000 to 3,000 representing several ISD regions. After receiving responses from the local

superintendents on the pilot study, modifications to the instrument were made. The changes in the instrument were not significant, but they did reflect a need for clarification in the format. Once the revisions were made and approved by the MAISA board of directors, the researcher determined the instrument was ready for use in the research project (Appendix A).

Population and Sample

The population investigated in this study comprised local school district superintendents of K-12 public schools in Michigan with student enrollment populations between 500 and 3,000. The members of the population were identified by using The Michigan Education Directory and Buyer's Guide (Michigan Department of Education, 1989).

The investigation was limited to this population for the following reasons. School districts with enrollments of fewer than 500 students usually do not have the staff or resources to offer many of the programs indicated in the instrument. School districts with more than 3,000 students have either the necessary staff and economic base to offer their own programs or are in a large intermediate service area with greater program opportunities.

A nonreplacement random sampling technique was used to select which districts were surveyed. This technique assures that each member district within the defined population has an equal opportunity to be selected. Borg and Gall (1973) and Hinkle, Wiersma, and Jurs (1979) supported random sampling as a method of

concurrently reducing the researcher's time and expense while being able to reach valid conclusions. Each district's superintendent was given an identification number for the purpose of random selection. With the use of a table of random numbers, the superintendents were selected to participate in the study.

The number of superintendents to be surveyed was derived from a table of sample size developed by Keejcie and Morgan (1970). Using a confidence level of 95%, the sample size of 260 out of 345 local district superintendents was used.

Borg and Gall (1983) addressed the concept of analyzing the results when not all of the questionnaires are returned. They pointed out that when more than 20% of the subjects fail to respond, serious questions arise as to whether the results would have changed had all the subjects responded. Because the return rate in this study was 89.2%, the results were presumed to represent the entire population accurately.

Data Collection

The data collection was conducted by mailing the questionnaire to the selected superintendents. Materials were sent with a cover letter explaining the purpose and significance of the survey (Appendix B). Each survey instrument was numbered to allow for location of respondent and size of the district, and for follow-up purposes. As explained in the cover letter, in an effort to maintain confidentiality, only the researcher recorded the number of

the returned questionnaires. Once the numbers had been recorded, they were separated from the questionnaires and destroyed.

Report of the Sample

On May 15, 1989, questionnaires were sent by first-class mail to 260 randomly sampled public school superintendents of the 345 K-12 superintendents of districts with enrollments between 500 and 3,000 students. The superintendents were selected from those listed in the 1989 Michigan Education Directory and Buyer's Guide (Michigan Department of Education, 1989). After the first mailing, 190 questionnaires were returned. A follow-up letter was sent to 70 superintendents on June 20, 1989, urging them to complete and mail the questionnaires if they had not already done so (Appendix C). The second mailing resulted in the return of another 35 questionnaires. A third mailing of the same letter resulted in the return of seven additional questionnaires. This three-step mailing process resulted in 232 questionnaires being returned. The 232 questionnaires that were returned represented 89.2% of the 260 K-12 superintendents contacted for this research.

Data Analysis

Data received from the respondents were tallied according to responses to specified areas in the instrument. The data were separated into categories by school enrollment.

The data were placed on a spread sheet and totaled by school enrollment, as well as by total respondents. The data were classified and presented using percentages of those responding.

Open-ended responses and comments were classified and consolidated by the researcher for reporting purposes.

The key factors the researcher was looking for were those items that the respondents perceived as essential services, as well as those that were provided as direct services by the ISD.

Through the random sampling technique that was used to select the respondents, the researcher recorded the questionnaires as they were returned to look for the geographic distribution of those districts surveyed. It was found that all geographic areas as well as all single-county and multi-county ISDs were represented for the purpose of this study.

In addition to the geographic distribution, the researcher was concerned that districts within each enrollment group be equally represented for the purpose of the study. It was found through the recording process that the following number of districts returned the questionnaire. In the enrollment group with 500 to 1,500 students, 105 (89%) questionnaires were returned. In the 1,500 to 2,000 enrollment group, 62 (93.9%) questionnaires were returned. And from districts with student populations of 2,000 to 3,000, 65 (85.5%) of the questionnaires were returned.

Each category and the percentages of responses are listed in the tables found in Chapter IV. Included are explanations of the nature of the data tabulated and a discussion of the data contained in the table.

Summary

In this chapter, the design of the study was examined. Instrumentation, population and sample, data collection, and data analysis were described. The findings are analyzed in Chapter IV.

CHAPTER IV

ANALYSIS OF DATA

Introduction

The researcher's purpose in this study was to determine, in the judgment of the respondents, the basic services offered to the local districts by the ISD service area in the broad areas of special education, career and vocational education, instructional services, remedial and compensatory instructional services, and administrative services. In addition, the respondents were asked to identify, in their judgment, what services they viewed as essential services that all ISDs should offer to their constituent districts and to determine whether there was a perceived difference between what the local school superintendents expected of the ISD and what was actually provided.

The analysis of the data pertaining to the research questions is presented in this chapter. Subjective responses made by the superintendents are also addressed. The data were examined to determine whether there was a core of essential services that superintendents believed should be offered by each intermediate service area.

Description of Response

The researcher created five categories and asked the respondents to identify what services they received and how they perceived those services were being administered. The results are listed in the following tables by school enrollment along with the percentages of those responding to the services listed. The items that are listed are those services considered direct services and those perceived as essential services by the superintendents. A complete data analysis of the total responses is provided in Appendix D.

Description of Tables

The respondents were asked to identify those services that they considered to be direct services their school districts were currently receiving from the ISD. The direct service is a service that the intermediate provides to the local district in the areas of administrative leadership, personnel, or financial support, which enables the program or service to be offered to the students of that local district.

The respondents were also asked whether, within the identity area, they perceived this to be an essential service for the operation of their district, and whether this service should be offered as a core of services to all local districts.

Special Education

Table 1 contains the percentage of responses concerning the services in the area of special education that were provided as a

direct service available to the local district, and whether the local superintendents thought the service was essential.

Table 1.--Percentage listing of direct and essential services in the area of special education, by enrollment category.

Service	School Enrollment		
	500- 1,500	1,500- 2,000	2,000- 3,000
Preschool Development			
Direct service	38.10	35.48	33.85
Essential service	25.71	12.90	24.62
Severely Mentally Impaired			
Direct service	90.48	64.52	84.62
Essential service	49.52	30.65	47.69
Trainable Mentally Impaired			
Direct service	87.62	64.52	81.54
Essential service	50.48	29.03	46.15
Educable Mentally Impaired			
Direct service	58.10	43.55	27.69
Essential service	41.80	24.19	33.85
Emotionally Impaired			
Direct service	43.81	41.94	35.38
Essential service	39.05	29.03	36.92
Hearing Impaired			
Direct service	62.86	62.90	40.00
Essential service	43.81	30.65	40.00
Visually Impaired			
Direct service	62.86	62.90	40.00
Essential service	43.81	33.87	38.46
Physically Impaired			
Direct service	59.05	51.61	49.23
Essential service	43.81	30.65	38.46
Home Bound/Hospitalized			
Direct service	27.62	27.42	24.62
Essential service	20.95	24.19	29.23

Table 1.--Continued.

Service	School Enrollment		
	500- 1,500	1,500- 2,000	2,000- 3,000
Learning Disabled			
Direct service	25.71	14.52	12.31
Essential service	28.57	9.68	40.00
Speech & Language Impaired			
Direct service	50.48	40.32	35.38
Essential service	30.48	17.74	30.77
Head Start			
Direct service	7.62	14.52	6.15
Essential service	10.48	3.23	9.23
Curriculum Guides			
Direct service	6.67	11.29	13.85
Essential service	8.57	14.52	10.77
Curriculum Resource Consultant			
Direct service	10.48	14.52	18.46
Essential service	12.38	17.74	20.00
School Psychologists			
Direct service	68.57	48.39	50.77
Essential service	32.38	19.35	33.85
School Social Worker			
Direct service	68.57	51.61	40.00
Essential service	32.30	20.97	30.77
Occupational Therapy			
Direct service	47.62	54.84	49.23
Essential service	28.57	24.19	29.23
Physical Therapy			
Direct service	50.48	62.90	45.15
Essential service	28.57	30.65	30.77
Transportation			
Direct service	41.90	45.16	41.54
Essential service	28.57	17.74	29.23

The data shown in Table 1 indicate that respondents viewed three areas as essential services by a greater percentage than those services they indicated as being a direct service. Those categories, percentage differences, and total number of respondents for each category are as follows:

Learning disabilities: Essential service, 26.72% with 62 responses; direct service, 18.97% with 44 responses.

Curriculum guides: Essential service, 10.78% with 25 responses; direct service, 9.91% with 23 responses.

Curriculum resource consultant: Essential service, 15.95% with 37 responses; direct service, 13.79% with 32 responses.

Remedial and Compensatory Instruction

Table 2 contains the percentage of responses concerning the services in the area of remedial and compensatory instruction that were provided as a direct service available to the local district, and whether the local superintendents thought the service was essential.

The data shown in Table 2 indicate that respondents viewed six areas as essential services by a greater percentage than those services they indicated as being a direct service. Those categories, percentage differences, and total number of respondents for each category are as follows:

Reading: Essential service, 5.60% with 13 responses; direct service, 3.88% with 9 responses.

Table 2.--Percentage listing of direct and essential services in the area of remedial and compensatory instruction, by enrollment category.

Service	School Enrollment		
	500- 1,500	1,500- 2,000	2,000- 3,000
Reading (not Title I)			
Direct service	4.76	3.23	3.08
Essential service	5.71	6.45	4.62
Preschool			
Direct service	11.43	14.52	7.69
Essential service	2.86	9.68	1.54
Alternative Education			
Direct service	12.38	4.84	9.23
Essential service	27.62	11.29	13.85
Juvenile Home Programs			
Direct service	7.62	12.90	15.38
Essential service	18.10	6.45	6.15
Dropout Prevention			
Direct service	4.76	3.23	4.62
Essential service	19.05	8.06	6.15
Bilingual			
Direct service	8.57	4.84	4.62
Essential service	11.43	4.84	4.62
Pregnant Pupils			
Direct service	14.29	17.74	13.85
Essential service	17.14	8.06	15.38
Substance Abuse			
Direct service	6.67	6.45	9.23
Essential service	12.38	8.06	10.77
Title I Programs			
Direct service	6.67	6.45	7.69
Essential service	6.67	3.23	7.69

Alternative education: Essential service, 19.40% with 45 responses; direct service, 9.48% with 22 responses.

Juvenile home programs: Essential service, 11.64% with 27 responses; direct service, 11.21% with 26 responses.

Drop-out prevention: Essential service, 12.50% with 29 responses; direct service, 4.31% with 10 responses.

Bilingual education: Essential service, 7.76% with 18 responses; direct service, 6.47% with 15 responses.

Substance abuse programs: Essential service, 10.75% with 25 responses; direct service, 7.33% with 17 responses.

Career and Vocational Education

Table 3 contains the percentage of responses concerning the services in the area of career and vocational education that were provided as a direct service available to the local district, and whether the local superintendents thought the service was essential.

The data shown in Table 3 indicate that no significant area had a greater number of respondents who thought that a service was more essential than the service they were receiving as a direct service. The area of transportation did receive an equal number of responses and was considered an essential service in this study.

Table 3.--Percentage listing of direct and essential services in the area of career and vocational education, by enrollment category.

Service	School Enrollment		
	500- 1,500	1,500- 2,000	2,000- 3,000
Area Vocational Center			
Direct service	62.56	50.00	56.92
Essential service	33.33	30.65	36.92
Vocational Education Director			
Direct service	67.62	59.68	49.23
Essential service	28.57	20.979	18.46
Transportation			
Direct service	10.48	11.29	9.23
Essential service	13.33	6.45	9.23
Shared-Time Programs			
Direct service	29.52	59.68	23.08
Essential service	16.19	29.03	12.31
Student Orientation			
Direct service	42.86	46.77	30.77
Essential service	14.29	14.52	13.85
Vocational Career Planning			
Direct service	43.81	35.48	32.31
Essential service	20.95	16.13	18.46
Vocational Counseling			
Direct service	42.86	35.48	30.77
Essential service	20.95	16.13	18.46
Job Placement			
Direct service	46.67	45.16	43.08
Essential service	18.10	17.74	16.92
JTPA Youth Employment			
Direct service	54.29	46.77	40.00
Essential service	18.10	16.13	13.85

Table 3.--Continued.

Service	School Enrollment		
	500- 1,500	1,500- 2,000	2,000- 3,000
Follow-Up Studies			
Direct service	48.57	43.55	38.46
Essential service	18.10	12.90	16.92
High Technology Programs			
Direct service	38.10	35.48	38.46
Essential service	19.05	30.65	26.15
Work Experience Co-op			
Direct service	43.81	41.94	30.77
Essential service	14.29	19.35	13.85

Instructional Services

Table 4 contains the percentage of responses concerning the services in the area of instructional services that were provided as a direct service available to the local district, and whether the local superintendents thought the service was essential.

The data shown in Table 4 indicate that respondents viewed five areas as essential services by a greater percentage than those services they indicated as being a direct service. Those categories, percentage differences, and total number of respondents for each category are as follows:

Curriculum development: Essential service, 18.53% with 43 responses; direct service, 12.07% with 28 responses.

Research and development: Essential service, 15.95% with 37 responses; direct service, 12.07% with 28 responses.

School improvement: Essential service, 21.12% with 49 responses; direct service, 18.10% with 42 responses.

Cable and interactive TV: Essential service, 15.52% with 36 responses; direct service, 14.66% with 34 responses.

Recreation programs: Essential service, 3.88% with 9 responses; direct service, 2.16% with 5 responses.

Table 4.--Percentage listing of direct and essential services in the area of instructional services, by enrollment category.

Service	School Enrollment		
	500- 1,500	1,500- 2,000	2,000- 3,000
Gifted and Talented			
Direct service	29.52	50.00	24.62
Essential service	26.67	11.29	21.54
Adult Education			
Direct service	9.52	8.06	4.62
Essential service	5.71	3.23	4.62
Staff Development			
Direct service	35.24	40.32	41.54
Essential service	23.81	17.74	26.15
County-wide Inservice			
Direct service	41.90	45.16	49.23
Essential service	20.95	14.52	20.00
Curriculum Development			
Direct service	10.48	19.35	7.69
Essential service	20.00	16.13	18.46
Preschool			
Direct service	2.86	14.52	4.62
Essential service	6.67	4.84	4.62

Table 4.--Continued.

Service	School Enrollment		
	500- 1,500	1,500- 2,000	2,000- 3,000
Shared-Time Academic Program			
Direct service	19.05	11.29	7.69
Essential service	16.19	8.06	12.31
Instructional Media Service			
Direct service	49.52	40.32	56.92
Essential service	20.95	11.29	23.08
Research and Development			
Direct service	9.52	16.13	12.31
Essential service	18.10	8.06	20.00
School Improvement			
Direct service	19.05	19.35	15.38
Essential service	19.05	16.13	29.23
Cable TV/Interactive			
Direct service	17.41	12.90	12.31
Essential service	15.24	9.68	21.54
Outdoor Education			
Direct service	4.76	11.29	9.23
Essential service	9.52	3.23	6.15
Health Education			
Direct service	13.33	17.74	12.31
Essential service	12.38	4.84	13.85
Sex Education			
Direct service	8.57	17.74	7.69
Essential service	12.38	4.84	10.77
Recreational Programs			
Direct service	1.90	3.23	1.54
Essential service	2.86	6.45	3.08

Administrative Services

Table 5 contains the percentage of responses concerning the services in the area of administrative services that were provided as a direct service available to the local district, and whether the local superintendents thought the service was essential.

The table shows no significant area to be of greater importance as an essential service than that of a direct service, as perceived by the local superintendents.

Table 5.--Percentage listing of direct and essential services in the area of administrative services, by enrollment category.

Service	School Enrollment		
	500- 1,500	1,500- 2,000	2,000- 3,000
Data Processing			
Direct service	54.29	41.94	49.23
Essential service	21.90	17.74	20.00
Purchasing Service			
Direct service	28.57	30.65	30.77
Essential service	14.29	16.13	10.77
Food Service			
Direct service	6.67	8.06	4.62
Essential service	6.67	6.45	3.08
Audit Functions			
Direct service	39.05	45.16	35.38
Essential service	10.48	25.81	16.92
Teacher Certification			
Direct service	45.71	41.94	36.92
Essential service	17.14	20.97	18.46
Legislative Services			
Direct service	27.62	35.48	23.08
Essential service	11.43	14.52	15.38

Table 5.--Continued.

Service	School Enrollment		
	500- 1,500	1,500- 2,000	2,000- 3,000
Information Services			
Direct service	46.67	56.45	29.23
Essential service	12.38	16.13	12.31
Substitute Teacher Permits			
Direct service	70.48	40.32	46.15
Essential service	18.10	22.58	20.00
School Census			
Direct service	36.19	25.81	20.00
Essential service	12.38	14.52	10.77
Transportation			
Direct service	10.48	22.58	10.77
Essential service	9.52	8.06	6.15
Process State & Federal Reports			
Direct service	44.76	56.45	38.46
Essential service	14.29	19.35	20.00

Subjective Responses

Each respondent was asked to provide a subjective response to the following questions:

1. What services that you are presently operating do you feel should be operated by the ISD?
2. What additional services should the ISD provide to your local districts?
3. Do you receive any federal, state, or local grants? If so, from what source?
4. Do you feel your expectations for services from your ISD are higher than the services actually received? If so, what do you consider to be the primary reason for this difference?

The responses to three of these questions are addressed in this section. They are:

1. What services that you are presently operating do you feel should be operated by the ISD?
2. What additional services should the ISD provide to your local districts?
3. Do you feel your expectations for services from your ISD are higher than the services actually received? If so, what do you consider to be the primary reason for this difference?

The question regarding federal, state, or local grants was not addressed in this study because the local superintendents did not provide sufficient data.

The responses were not tested for statistical significance because the questions were not designed as such. The purpose was to give an indication of how the superintendents perceived services from their ISDs. The responses were grouped according to school district enrollment for the purpose of data analysis.

Question 1. What services that you are presently operating do you feel should be operated by the ISD?

School enrollment: 500-1,500. Although superintendents identified many areas they thought should be operated by the ISDs, the following became clear to the researcher as areas of greatest concern: all areas of special education services; general classroom special education instruction; and specialized services, such as social workers, speech and language, and school psychological services. In conjunction with special education services, the respondents thought the ISD should be responsible for the

transportation of these students. In addition to special education transportation, many of the respondents viewed the transportation of all students as a responsibility of the ISD. Only two other areas appeared to be of significant importance to the respondents: curriculum development and school-improvement efforts.

School enrollment: 1,500-2,000. The superintendents' responses in this category were similar to those of superintendents from smaller districts: special education and related services, including transportation; general education transportation; and curriculum development and school-improvement assistance. The major difference was that this group of superintendents viewed the importance of professional development more highly than those in the previous category.

School enrollment: 2,000-3,000. This group of superintendents also viewed special education services and transportation as areas that should be offered by the ISD, but not as significantly as the other two groups. The respondents viewed the area of staff development as of equal importance.

Question 2. What additional services should the ISD provide to your local districts?

School enrollment: 500-1,500. In response to this question, the superintendents viewed the areas of curriculum development, staff development, and school improvement as by far the most important services the ISD should provide to local districts.

School enrollment: 1,500-2,000. Superintendents in this category had the same concerns for curriculum development, staff development, and school improvement as did those in the previous category. In addition to these areas, the respondents also expressed the need to expand opportunities for technology education.

School enrollment: 2,000-3,000. The responses of superintendents in this enrollment group did not reveal a definitive need for additional services. If anything, the responses reflected satisfaction with the "existing services" and a desire to "maintain the current services" now being offered. There were many different responses to the question, compared to the answers provided by their colleagues in the other two groups. Some examples are: "pooled insurance efforts," "legislative services," "grant-writing assistance," "general education advanced placement," and "alternative education."

Question 3. Do you feel your expectations for services from your ISD are higher than the services actually received? If so, what do you consider to be the primary reason for this difference?

School enrollment: 500-1,500. The expectations of the vast majority of respondents in this group were greater than the services they actually received. They cited the lack of funds and inadequately funded programs as the prime reasons for this difference. The other predominant reason given for this perceived difference was in the area of leadership by the ISD personnel. The "lack of leadership and foresight" was a common statement when respondents cited leadership as a concern.

School enrollment: 1,500-2,000. The superintendents in this group did not view the expectation difference as did the respondents in the smaller group. Those who did, viewed the same two areas of concern: "leadership, or the lack of" and not having the funds to provide adequately for existing or new programs. "Lack of funding" was a simple statement that was often cited when referring to expectations.

School enrollment: 2,000-3,000. The superintendents in this category appeared to rate their expectations and actual services equally. Those who did not do so again cited financial concerns and leadership as reasons for those differences. The superintendents appeared to have accepted the way things were, as evidenced by the following statements: "I have lowered by expectations because of reality" and "level of services and expectations are acceptable given those financial limitations."

In all three enrollment categories, many of the superintendents just answered "yes" to the question regarding expectations and did not give a reason for their response.

Summary

This chapter dealt with the results of the analysis of the data. A statistical analysis of the data was presented, followed by a brief discussion of the subjective responses.

A summary of the study, as well as conclusions drawn from the data, are presented in Chapter V.

CHAPTER V

SUMMARY, FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

Introduction

The researcher's purpose in this study was to determine, in the judgment of the respondents, what current services are being offered to their districts by ISDs, and whether there is a common core of essential services that ISDs should provide for all constituent districts. In addition, the superintendents were asked whether there is a perceived difference between what they expect of the ISD in those identified service areas and what is actually provided.

Chapter V includes a summary, conclusions, and recommendations and implications drawn from the study.

Summary

In Chapter I, a foundation was given for the education service agencies (ESAs) in the United States. This foundation provided a concept and strategy for providing increased and improved educational services for students. Michigan adopted a form of this strategy in 1962 and used the term "intermediate school district" to describe its regionalized approach for a delivery system of educational services.

Previous studies of the ISD have been directed toward the structure and functions of this service agency, and not toward

determining the perceived need of those programs and services offered.

While directing this study toward the need for services offered, the following goals were sought:

1. To provide information on the perception concerning services offered to the local district by the intermediate unit. It was hoped that this information would be useful to the decision makers at the intermediate level as they make decisions concerning the delivery of services to local districts.

2. To provide information for decision makers at the intermediate school level regarding a "common core" of essential services that all ISDs offer to their local districts, regardless of the economic base of either unit.

3. To provide information for the decision makers at the state level that would assist in the decisions regarding funding and policy development affecting ISDs.

4. To provide a conceptual framework that could show discrepancies that exist in the perceptions that superintendents have about what services are offered to their students, the degree to which they are offered, by what organization they are offered, and who is financially responsible for such services.

With these goals in mind, the researcher focused on the questions of variance between expectations and performance that local superintendents have of intermediate services and the need of a common core of essential services.

The review of literature in Chapter II revealed a strong background of the ESA concept both nationally and in Michigan. From the review, it was learned that the first regional administrative unit was established in Delaware in 1829. Michigan was committed to the county school system in the state's early years and strengthened the commitment by legislative action in 1962.

The service areas that ISDs provide have a long history. There is considerable similarity between the areas of programs and services they provided in the early twentieth century and those that were supported by the Michigan Association of Intermediate School Administrators in 1985. Special education, career and vocational education, data processing, regional media centers, professional development, and administrative services are the areas that this group addresses.

The design and methodology selected for the study was survey research. A randomly selected group of local superintendents serving districts with student populations between 500 and 3,000 were asked to complete a questionnaire that dealt with the research questions. An 89% return rate was achieved. The responses were listed as percentages of those superintendents responding to the questionnaire in the five service areas. Follow-up questions were posed to gather additional data. The questions were:

1. What services that local districts operate should be operated by the ISD?
2. What additional services should be offered by the ISD?

3. Is there a perceived difference in expected services and those services actually received by the local districts?

Although not statistically significant, the responses were reported. A summary of these data was reported in Chapter IV and is addressed in subsequent sections of Chapter V.

Findings

Respondents were asked to list what services they currently received in the areas of special education, remedial and compensatory instruction, career and vocational education, instructional services, and administrative services. Under each broad category were listed various program activities within that area of responsibility. The responses were tallied as enrollment groups and totaled for all respondents.

It was found that all categories of service were offered to the respondents in some form; this could be as a direct service, an indirect service, or a consultant service. The range of the availability of service was from a high of 81.90% of direct service for severely mentally impaired programs, to a low of 2.16% of direct service for recreation programs. These totals reflect the percentages for all respondents to the questionnaire.

The next area examined included the categories that the superintendents listed as essential services to a greater degree than the direct services they were receiving at the time of the study. It is the opinion of the researcher, for the purpose of this study, that when the respondents identified a service as an

essential service with a higher percentage ranking than that reported for an existing direct service, the service so identified was considered to have greater priority and importance by the local superintendents and was viewed as essential to the operation of their districts. These services are listed under the following categories with percentages of all respondents from the total enrollment groups.

Essential service: A function that the superintendents thought should be provided by all ISDs to their districts.

Direct service: A service provided directly by the ISD, staff, or facilities.

	<u>Essential</u>	<u>Direct</u>
Special Education:		
Learning Disabled	26.72%	18.97%
Curriculum Guides	10.78%	9.91%
Curriculum Resource Consultant	15.95%	13.97%
Remedial and Compensatory Instruction:		
Reading (Not Title I)	5.60%	3.88%
Alternative Education	19.40%	9.48%
Juvenile Home Programs	11.64%	11.21%
Dropout Prevention	12.50%	4.31%
Bilingual	7.76%	6.47%
Substance Abuse	10.78%	7.33%
Career and Vocational Education:		
Transportation	10.34%	10.34%
Instructional Services:		
Curriculum Development	18.53%	12.07%
Research and Development	15.95%	12.07%
School Improvement	21.12%	18.10%
Cable and Interactive T.V.	15.52%	14.66%
Recreation Programs	3.88%	2.16%
Administrative Services:		
No services were listed in this category		

The areas identified by the respondents as an essential service by a greater percentage number than that assigned a direct service were considered as a service they viewed as being essential to the operation of the local school district. The exception to this, for the purpose of this study, was the Learning Disabled Program, which is mandated by law (Public Act 258, 1972) and must be provided by each district in Michigan.

To provide a complete analysis of the data produced, it is important to consider the open-ended subjective responses from the superintendents. Using the three central research questions as a framework, what follows is a discussion of the responses from the questionnaire concerning the subjective responses. Each respondent was asked to provide a subjective response to the following questions:

What services that you are presently operating do you feel should be operated by the ISD?

The subjective responses of all three groups of superintendents indicated that they would like to see special education programs, which would include special education transportation, as a service provided by the ISD. This was not evident from the response to the questionnaire regarding this area as an essential service, but it became clear from the subjective response that it may be considered as such.

The other categories that did correspond with the views of essential services were those of Curriculum Research and Development and assistance with the School Improvement process.

What additional services should the ISD provide to your local district?

This question confirmed the categories of Curriculum Research and Development and School Improvement for the superintendents of school districts with student enrollments of 500 to 2,000. An additional element of expanded services for Technology Education was expressed for those districts in the 1,500 to 2,000 group. This, again, was indicated as being an essential service by the questionnaire.

The major difference in the responses to this question came from the superintendents in the enrollment group 2,000 to 3,000. The responses reflected satisfaction with the existing services and did not provide a clear indication of need.

Generally, these districts were either the largest district within an intermediate service area or were in a more heavily populated intermediate area, where finances do not seem to be as much of a problem as in smaller districts.

Do you feel your expectations for services from your ISD are higher than the services actually received, and if so, what do you consider to be the primary reason for this difference?

Leadership and funding were reported as two major reasons for a variance between expectations and perceptions of performance in all enrollment groups. The central concern raised in leadership was that of quality. Many respondents indicated that effectiveness is linked to intermediate leaders and staff being proactive in the service areas, and there is a need to place those service areas as high-priority items for future planning and funding.

An additional area of concern by the majority of respondents was funding. The funding, or lack thereof, was a primary reason given for the identification of those items viewed as essential services. They did not have adequate funds to offer the program; therefore, the respondents viewed the program as essential. Intermediate decision makers can also use this information when working with intermediate boards in planning for the future.

Recommendations

After reviewing the results of the questionnaire, the subjective responses, and the MAISA's position paper, some broad recommendations can be made.

1. Encourage local superintendents to provide information regarding their need for services to the Michigan Association of Intermediate Administrators.

This information will provide input to the association as they develop their mission statements and essential services for their organization. This study may be of assistance as they proceed in the development of such a statement and services. They have recently completed a position paper on "ISD Services to Implement the Quality Package" (MAISA, 1989). This document listed the following services to be provided by ISDs for local districts:

School improvement: Assist local districts in meeting the requirements of the three- to five-year school-improvement plan.

Accreditation: Assist local districts in meeting state board of education accreditation requirements.

Core curriculum: Assist local districts in designing a program to meet core curriculum outcomes that will meet local as well as state requirements.

Staff development. Assist local districts to continually develop the human resources needed to bring about positive and appropriate change.

These four position statements, as reported in a previous section, do reflect the areas that this study showed as essential services by those who responded to the survey.

2. Develop a "core of essential services" for all local school districts.

It would appear from this study and the work of the MAISA Instructional Committee that Curriculum Research, Curriculum Development, and School Improvement are a basis for the development of a "core of essential services." It is also important to note that additional program areas that received a higher degree of response as an essential service warrant review and consideration from both the local and ISD superintendents.

The area of technology was of particular interest to those superintendents in the student population range of 1,500 to 2,000, as indicated in their subjective responses. All of these programs or services listed as essential services indicate enough of a need by the local superintendents surveyed and warrant further consideration. However, for the purpose of this study it is recommended that the areas of Curriculum Research, Curriculum

Development, and School Improvement programs be developed at the local level with the assistance of the ISD.

3. Continue to work for equality of funding.

The local superintendents need to continue to work with the ISDs and the state legislature in the area of equality and increased funding for all districts. The local superintendents' concern about the lack of funding at the local as well as the ISD level is apparent from this study.

4. Develop correlates of effective ISDs.

By developing correlates of an effective ISD, it would not only provide a standard that all ISDs could attempt to emulate, but would also set the tone for a minimum standard for leadership and a core of essential services offered to all local districts.

5. Develop a service-provider evaluation process.

The development of a standard needs-assessment and evaluation instrument to be used for local districts to provide input to ISD leaders would also be a worthy pursuit for the local and state ISD associations. This could assure some continuity in working with local superintendents, as well as promoting the concept of using the local superintendents as clients in assessing needs and evaluating ISD services.

6. Examine the role of leadership and staffing of the ISDs.

In the area of leadership and staffing, the central concern raised by the superintendents was that of quality of the leadership provided. This was listed as a major reason for a variance between expectations and perceptions of ISD services by the local

superintendent. It is suggested that the intermediates reexamine the roles of staff personnel and take action to assure that those roles are being filled.

The necessity of collaboration by both groups has never been more prevalent than it is today. Neither the local district nor the ISD can stand alone in providing services for the children they serve.

Conclusions and Implications

The purpose of this study was to determine whether there is a need for a common core of essential services that all ISDs should provide for all local districts in Michigan. Although the study was based in Michigan, the findings can be of significance at the national level, as well. The conclusions and implications are appropriate for all states that use similar forms of educational service agencies. The major conclusions and implications of the study are:

1. There appears to be evidence to support the concept of a "core of essential services."

Implications: The results of the questionnaire, which was returned by 89% of the superintendents surveyed, and the work of the MAISA Instructional Committee confirm that the areas of Curriculum Research, Curriculum Development, and School Improvement should be offered to all local school districts. How these services will become a part of the ISDs' delivery system was not addressed in this study but does provide for a statement of need by the local districts.

2. The need to work toward providing equality and increased funding is a key issue for the districts surveyed in this study.

Implications. Superintendents who responded to the questionnaire expressed the area of funding as both a concern and a need from the intermediate and state levels as a determining factor in local districts' ability to offer programs. The need for funding equality was also apparent as superintendents identified those programs they thought should be offered as "essential services." The areas of Curriculum Research, Curriculum Development, and School Improvement were addressed by the majority of districts surveyed but appeared to be of greater concern to the smaller, low-millage districts.

With the high availability and usage rates reported in the various service areas, along with those services identified as "essential" by the local superintendents, this researcher concluded that top-level decision makers should take into consideration the local superintendents' concern about the lack of funding at the ISD and state levels and work toward providing some solutions to funding problems. ISD decision makers can also use this information when working with ISD boards of education in planning for the future.

3. It is very important for the local district superintendents to continue to cooperate with the ISD superintendents and their state organization in the area of program development.

Implications: For the first time in Michigan, the Michigan Association of Intermediate Administrators, through its Instruction Committee, is attempting to develop a list of services that they

have identified as "Essential Intermediate School District Instructional Services." The development of this common set of goals and services could provide a foundation for further communications and understanding between intermediate and local districts. It is imperative that the local superintendents provide input in the development of these services. This movement could assure some continuity in working with local districts, as well as promoting the concept of a meaningful, well-defined core of common "essential services" that all ISDs provide for every local district in Michigan.

Suggestions for Further Study

The review of literature and the results of this research provide the basis for suggestions for future research concerning ISDs. They are:

1. Will districts with student populations larger than 3,000 and those with fewer than 500 students view the development of a core of essential program offerings differently from those districts under investigation in this study?

2. Would further exploration regarding additional subjective responses generate new variances between the expectations that the local superintendents have for services offered by the ISD in either the population group of this study or the remaining population groups?

3. Is the core of essential services identified dependent on the needs and economic base of the ISDs and the local districts they serve?

4. Is it possible to develop an assessment-outcomes and rendering-of-services instrument to measure the effectiveness of the ISD?

APPENDICES

APPENDIX A

PILOT STUDY LETTER AND SURVEY

January 11, 1989

Dear :

Would you please take a few minutes to fill out the enclosed survey and return it in the enclosed envelope?

The results you provide will be used for my dissertation topic. This draft is part of a pilot study in cooperation with the Board of Directors of the Michigan Association of Intermediate School Administrators. The M.A.I.S.A. is interested in developing a "Common Core" of services to all local districts and this information will assist in this effort.

If you have suggestions about additional services or other items that you feel should be part of this survey, please feel free to comment on the instrument.

Thank you for your cooperation and please return the survey by January 27, 1989.

Thanks again.

Sincerely,

Carl C. Hartman

SURVEY
TO DETERMINE THE COOPERATIVE SERVICE AREAS
BETWEEN MICHIGAN LOCAL SCHOOL DISTRICTS
AND THEIR
INTERMEDIATE SERVICE AGENT.

Please complete the brief survey. It should take no more than 10 minutes. Then, if you would please mail it today in the postage-paid, self-addressed envelope provided. All answers are confidential. Your name is not required.

INSTRUCTION

You are being asked to respond to the services provided to your local district in five broad program areas. Please respond as how you perceive the services being delivered.

- Direct Service - provided directly by the I.S.D. Staff or facilities
In Direct Service - Consortium or sub-contracted services
Consultant Services- Provided by the I.S.D. or independent agencies
No Service Provided-
Essential Services - functions that you feel should be provided by all I.S.D.'s to your districts.

QUESTIONNAIRE

Please check the appropriate column or columns:

<u>SPECIAL EDUCATION</u>					Is this regarded as an
<u>PRESENT SERVICE</u>					
	<u>Direct Service</u>	<u>In Direct Service</u>	<u>Consultant Service</u>	<u>No Service Provided</u>	<u>Essential Services</u>
1. Pre-school development					
2. Severely mentally impaired					
3. Trainable mentally impaired					
4. Educable mentally impaired					
5. Emotionally impaired					
6. Hearing impaired					
7. Visually impaired					
8. Physically impaired					
9. Homebound & hospitalized					
10. Learning disabled					
11. Speech and Language Impaired					
12. Head start					
13. Curriculum Guides					
14. Curriculum Resource Consultant					
15. School psychologists					
16. School social worker					
17. Occupational therapy					
18. Physical therapy					
19. Transportation					
20. Other					

REMEDIAL AND COMPENSATORY INSTRUCTION

	Direct Service	In Direct Service	Consultant Service	No Service Provided	Essential Services
1. Reading (not Title I)					
2. Pre-school					
3. Alternative Education					
4. Juvenile Home Programs					
5. Drop out prevention					
6. Bilingual					
7. Pregnant pupils					
8. Adult basic education					
9. Substance abuse					
10. Title I Programs					
11. Other _____					

CAREER AND VOCATIONAL EDUCATION

	Direct Service	In Direct Service	Consultant Service	No Service Provided	Essential Services
1. Area vocational center					
2. Vocational education director					
3. Transportation					
4. Shared time programs					
5. Student orientation					
6. Vocational career planning					
7. Vocational counseling					
8. Job placement					
9. JTPA Youth Employment					
10. Follow up studies					
11. High technology programs					
12. Work experience/co-op					
13. Other _____					

INSTRUCTIONAL SERVICES

	Direct Service	In Direct Service	Consultant Service	No Service Provided	Essential Services
1. Gifted and Talented					
2. Adult Education					
3. Staff development					
4. County-wide inservice					
5. Curriculum development					
6. Pre-school					
7. Shared-time academic programs					
8. Instructional media services					
9. Research and development					
10. School improvement					
11. Cable T.V./Interactive T.V.					
12. Outdoor education					
13. Health education					
14. Sex education					
15. Recreational programs					
16. Other _____					

ADMINISTRATIVE SERVICES

	Direct Service	In Direct Service	Consultant Service	No Service Provided	Essential Services
1. Data processing services					
2. Purchasing services					
3. Food service					
4. Audit and supervisory functions (financial, membership, food service, transportation)					
5. Teacher certification					
6. Legislative services					
7. Information services					
8. Substitute teacher permits					
9. School census					
10. Transportation					
11. Process and monitor state & Federal Program reports					
12. Other _____					

What services that you are presently operating do you feel should be operated by the I.S.D.?

What additional services should the I.S.D. provide to your local districts?

Do you receive any federal, state or local grants? If so, from what source?

Do you feel your expectations for services from your I.S.D. are higher than the services actually received? If so, what do you consider to be the primary reason for this difference?

Thank you for your time and consideration. If you would like a summary of the results, please print your name and address on the back of the return envelope.

APPENDIX B

COVER LETTER

May 15, 1989

Dear Superintendent:

Enclosed please find a questionnaire that I am sending to all superintendents in Michigan with enrollments between 500 and 3,000 students. The purpose of this questionnaire is to examine the services currently being offered to your district by your I.S.D. service agency; to examine what services you feel could be offered that are not; and what essential services you feel should be offered as a core of services to all local districts by the I.S.D.'s.

I am very interested in your perceptions of what services should be provided and what, in reality, is being provided.

The instrument and concept has been endorsed by the Michigan Association of Intermediate School Administrators (M.A.I.S.A.) Board of Directors. This association is very interested in the key concept of essential services and, through your assistance, we can provide them with valuable information.

I realize we, as superintendents, receive a number of questionnaires and they are time consuming; however, I would hope you would see the value in providing the requested information.

You may be assured of complete confidentiality in your responses, and the information will be used only for my research. The results of this research will be made available to the M.A.I.S.A. and all interested superintendents.

You may receive a summary of the results by writing your name and address on the return envelope.

I would appreciate you returning the survey by May 30, 1989. Thank you in advance for your assistance.

Sincerely,

Carl C. Hartman

APPENDIX C

FOLLOW-UP LETTER

June 20, 1989

Dear

I need your help! About a month ago, I wrote to you seeking your feedback regarding your opinions on cooperative efforts between your local and the intermediate school district. As of today, I have either misplaced or not received your survey. If I have misplace it, I apologize. If you have gotten busy and forgotten, I surely understand. I would appreciate it if you would take a few minutes and complete the survey and return it to me.

I am writing to you again because your response is significant in my assessment of the existing delivery system to districts of our size. In the event that your questionnaire has been misplaced, a replacement is enclosed. Your cooperation is greatly appreciated.

Sincerely,

Carl C. Hartman

APPENDIX D

SURVEY RESULTS

INTERMEDIATE SERVICE AGENT SURVEY	SCHOOL ENROLLMENT 500-1500	SCHOOL ENROLLMENT 1500-2000	SCHOOL ENROLLMENT 2000-3000	ALL SCHOOL'S NUMBERS GROUPED TOGETHER	NUMBERS FOR 500-1500	NUMBERS FOR 1500-2000	NUMBERS FOR 2000-3000
TOTAL SCHOOLS IN EACH GROUP	105	62	65	232			
*****SPECIAL EDUCATION *****							
PRE-SCHOOL DEVELOPMENT							
Direct Service	38.10%	35.48%	33.85%	36.21%	40	22	22
In Direct Service	14.29%	12.90%	7.69%	12.07%	15	8	5
Consultant Service	9.52%	14.52%	10.77%	11.21%	10	9	7
No Service Provided	30.48%	29.03%	41.54%	33.19%	32	18	27
Essential Services	25.71%	12.90%	24.62%	21.98%	27	8	16
SEVERELY MENTALLY IMPAIRED							
Direct Service	90.48%	64.52%	84.62%	81.90%	95	40	55
In Direct Service	4.76%	9.68%	13.85%	8.62%	5	6	9
Consultant Service	0.00%	6.45%	6.15%	3.45%	0	4	4
No Service Provided	0.00%	1.61%	1.54%	0.86%	0	1	1
Essential Services	49.52%	30.65%	47.69%	43.97%	52	19	31
TRAINABLE MENTALLY IMPAIRED							
Direct Service	87.62%	64.52%	81.54%	79.74%	92	40	53
In Direct Service	7.62%	9.68%	13.85%	9.91%	8	6	9
Consultant Service	1.90%	6.45%	9.23%	5.17%	2	4	6
No Service Provided	0.00%	1.61%	0.00%	0.43%	0	1	0
Essential Services	50.48%	29.03%	46.15%	43.53%	53	18	30
EDUCABLE MENTALLY IMPAIRED							
Direct Service	58.10%	43.55%	27.69%	45.69%	61	27	18
In Direct Service	14.29%	25.81%	21.54%	19.40%	15	18	14
Consultant Service	13.33%	19.35%	26.15%	18.53%	14	12	17
No Service Provided	8.57%	12.90%	24.62%	14.22%	9	8	16
Essential Services	41.90%	24.19%	33.85%	34.91%	44	15	22
EMOTIONALLY IMPAIRED							
Direct Service	43.81%	41.94%	35.38%	40.95%	46	28	23
In Direct Service	26.67%	29.03%	30.77%	28.45%	28	18	20
Consultant Service	17.14%	19.35%	29.23%	21.12%	18	12	19
No Service Provided	8.57%	12.90%	15.38%	11.64%	9	8	10
Essential Services	39.05%	29.03%	36.92%	35.78%	41	18	24
HEARING IMPAIRED							
Direct Service	62.86%	62.90%	40.00%	56.47%	66	39	26
In Direct Service	20.95%	24.19%	33.85%	25.43%	22	15	22
Consultant Service	10.48%	12.90%	23.08%	14.66%	11	8	15
No Service Provided	5.71%	3.23%	6.15%	5.17%	6	2	4
Essential Services	43.81%	30.65%	40.00%	39.22%	46	19	26
VISUALLY IMPAIRED							
Direct Service	62.86%	62.90%	40.00%	56.47%	66	39	26
In Direct Service	22.86%	20.97%	33.85%	25.43%	24	13	22
Consultant Service	10.48%	17.74%	21.54%	15.52%	11	11	14
No Service Provided	4.76%	3.23%	4.62%	4.31%	5	2	3
Essential Services	43.81%	33.87%	38.46%	39.66%	46	21	25
PHYSICALLY IMPAIRED							
Direct Service	59.05%	51.61%	49.23%	54.31%	62	32	32
In Direct Service	16.19%	16.13%	30.77%	20.26%	17	10	20
Consultant Service	11.43%	24.19%	20.00%	17.24%	12	15	13
No Service Provided	3.81%	11.29%	10.77%	7.76%	4	7	7

HOMEBOUND & HOSPITALIZED	Essential Services	43.81%	30.65%	38.46%	38.79%	46	19	25
	Direct Service	27.62%	27.42%	24.62%	26.72%	29	17	16
	In Direct Service	16.19%	3.23%	16.92%	12.93%	17	2	11
	Consultant Service	14.29%	11.29%	8.15%	11.21%	15	7	4
	No Service Provided	39.05%	32.26%	47.69%	39.66%	41	20	31
	Essential Services	20.95%	24.19%	29.23%	24.14%	22	15	19
LEARNING DISABLED	Direct Service	25.71%	14.52%	12.31%	16.97%	27	9	8
	In Direct Service	17.14%	17.74%	15.38%	16.81%	18	11	10
	Consultant Service	28.57%	30.65%	29.23%	29.31%	30	19	19
	No Service Provided	16.10%	30.65%	40.00%	27.59%	19	19	26
	Essential Services	28.57%	9.68%	40.00%	26.72%	30	6	26
SPEECH AND LANGUAGE IMPAIRED	Direct Service	50.48%	40.32%	35.38%	43.53%	53	25	23
	In Direct Service	12.38%	14.52%	15.38%	13.79%	13	9	10
	Consultant Service	17.14%	22.58%	21.54%	19.83%	18	14	14
	No Service Provided	17.14%	25.81%	33.85%	24.14%	18	16	22
	Essential Services	30.48%	17.74%	30.77%	27.16%	32	11	20
HEAD START	Direct Service	7.62%	14.52%	6.15%	9.05%	8	9	4
	In Direct Service	6.67%	9.68%	7.69%	7.76%	7	6	5
	Consultant Service	6.67%	4.84%	9.23%	6.90%	7	3	6
	No Service Provided	70.48%	40.32%	63.08%	60.34%	74	25	41
	Essential Services	10.48%	3.23%	9.23%	8.19%	11	2	6
CURRICULUM GUIDES	Direct Service	6.67%	11.29%	13.85%	9.91%	7	7	9
	In Direct Service	6.67%	3.23%	6.15%	5.60%	7	2	4
	Consultant Service	20.95%	16.13%	33.85%	23.28%	22	10	22
	No Service Provided	55.24%	40.32%	47.69%	49.14%	56	25	31
	Essential Services	8.57%	14.52%	10.77%	10.78%	9	9	7
CURRICULUM RESOURCE CONSULTANT	Direct Service	10.48%	14.52%	16.46%	13.78%	11	9	12
	In Direct Service	6.67%	3.23%	4.62%	5.17%	7	2	3
	Consultant Service	29.52%	27.42%	40.00%	31.90%	31	17	26
	No Service Provided	40.00%	40.32%	30.77%	37.50%	42	25	20
	Essential Services	12.38%	17.74%	20.00%	15.95%	13	11	13
SCHOOL PSYCHOLOGISTS	Direct Service	68.57%	48.39%	50.77%	58.19%	72	30	33
	In Direct Service	13.33%	4.84%	6.15%	9.05%	14	3	4
	Consultant Service	4.76%	30.65%	6.15%	12.07%	5	19	4
	No Service Provided	8.57%	14.52%	32.31%	16.81%	9	9	21
	Essential Services	32.38%	19.35%	33.85%	29.31%	34	12	22
SCHOOL SOCIAL WORKER	Direct Service	68.57%	51.61%	40.00%	56.03%	72	32	26
	In Direct Service	16.19%	8.06%	6.15%	11.21%	17	5	4
	Consultant Service	5.71%	16.13%	7.69%	9.05%	6	10	5
	No Service Provided	10.48%	16.13%	44.62%	21.55%	11	10	29
	Essential Services	32.38%	20.97%	30.77%	26.86%	34	13	20
OCCUPATIONAL THERAPY	Direct Service	47.62%	54.84%	49.23%	50.00%	50	34	32
	In Direct Service	19.05%	4.84%	13.85%	13.79%	20	3	9
	Consultant Service	12.38%	14.52%	10.77%	12.50%	13	9	7
	No Service Provided	17.14%	17.74%	21.54%	18.53%	18	11	14

PHYSICAL THERAPY	Essential Services	28.57%	24.19%	29.23%	27.59%	30	15	19
	Direct Service	50.48%	62.90%	46.15%	52.59%	53	39	30
	In Direct Service	20.00%	6.45%	16.92%	15.52%	21	4	11
	Consultant Service	10.48%	13.35%	12.31%	13.36%	11	12	8
	No Service Provided	16.19%	17.74%	21.54%	16.10%	17	11	14
	Essential Services	28.57%	30.65%	30.77%	29.74%	30	19	20
TRANSPORTATION	Direct Service	41.90%	45.16%	41.54%	42.67%	44	28	27
	In Direct Service	12.38%	9.68%	10.77%	11.21%	13	8	7
	Consultant Service	1.90%	6.45%	9.23%	5.17%	2	4	6
	No Service Provided	36.19%	29.03%	35.38%	34.05%	38	16	23
	Essential Services	28.57%	17.74%	29.23%	25.86%	30	11	19
OTHER	Direct Service	1.90%	0.00%	4.62%	2.16%	2	0	3
	In Direct Service	0.00%	0.00%	0.00%	0.00%	0	0	0
	Consultant Service	0.00%	0.00%	0.00%	0.00%	0	0	0
	No Service Provided	0.00%	0.00%	1.54%	0.43%	0	0	1
	Essential Services	1.90%	3.23%	4.62%	3.02%	2	2	3
REMEDIAL AND READING (NOT TITLE I)	COMPENSATORY INSTRUCTION*****							
	Direct Service	4.76%	3.23%	3.08%	3.88%	5	2	2
	In Direct Service	4.76%	3.23%	3.08%	3.88%	5	2	2
	Consultant Service	10.48%	17.74%	23.08%	15.95%	11	11	15
	No Service Provided	78.10%	40.32%	63.08%	63.79%	82	25	41
	Essential Services	5.71%	6.45%	4.62%	5.60%	8	4	3
PRE-SCHOOL	Direct Service	11.43%	14.52%	7.69%	11.21%	12	9	5
	In Direct Service	10.48%	9.68%	4.62%	8.62%	11	6	3
	Consultant Service	7.62%	14.52%	7.69%	9.48%	8	9	5
	No Service Provided	67.62%	54.84%	75.38%	66.38%	71	34	49
	Essential Services	2.86%	9.68%	1.54%	4.31%	3	8	1
ALTERNATIVE EDUCATION	Direct Service	12.38%	4.84%	9.23%	9.48%	13	3	6
	In Direct Service	13.33%	11.29%	8.15%	10.78%	14	7	4
	Consultant Service	5.71%	8.06%	13.85%	8.62%	6	5	9
	No Service Provided	63.81%	40.32%	60.00%	56.47%	67	25	39
	Essential Services	27.62%	11.29%	13.85%	19.40%	29	7	9
JUVENILE HOME PROGRAMS	Direct Service	7.62%	12.90%	15.38%	11.21%	8	8	10
	In Direct Service	11.43%	6.45%	7.69%	9.05%	12	4	5
	Consultant Service	6.67%	9.68%	7.69%	7.76%	7	6	5
	No Service Provided	62.86%	40.32%	58.46%	55.60%	66	25	38
	Essential Services	18.10%	6.45%	6.15%	11.64%	19	4	4
DROP OUT PREVENTION	Direct Service	4.76%	3.23%	4.62%	4.31%	5	2	3
	In Direct Service	6.67%	4.84%	4.62%	5.60%	7	3	3
	Consultant Service	13.33%	14.52%	18.46%	15.09%	14	9	12
	No Service Provided	71.43%	48.39%	64.62%	63.36%	75	30	42
	Essential Services	19.05%	8.06%	6.15%	12.50%	20	5	4
BILINGUAL	Direct Service	8.57%	4.84%	4.62%	6.47%	9	3	3
	In Direct Service	4.76%	0.00%	6.15%	3.88%	5	3	4

	Consultant Service	5.71%	6.45%	12.31%	7.76%	6	4	8
	No Service Provided	76.19%	40.32%	67.69%	64.22%	80	25	44
	Essential Services	11.43%	4.84%	4.62%	7.76%	12	3	3
PREGNANT PUPILS								
	Direct Service	14.29%	17.74%	13.85%	15.09%	15	11	9
	In Direct Service	16.19%	14.52%	6.15%	12.93%	17	9	4
	Consultant Service	6.67%	9.68%	13.85%	9.48%	7	6	9
	No Service Provided	55.24%	40.32%	60.00%	52.59%	58	25	39
	Essential Services	17.14%	8.06%	15.38%	14.22%	18	5	10
ADULT BASIC EDUCATION								
	Direct Service	4.76%	4.84%	4.62%	4.74%	5	3	3
	In Direct Service	13.33%	9.68%	3.08%	9.48%	14	6	2
	Consultant Service	5.71%	4.84%	12.31%	7.33%	6	3	8
	No Service Provided	72.38%	40.32%	72.31%	63.79%	78	25	47
	Essential Services	7.62%	3.23%	4.62%	5.60%	8	2	3
SUBSTANCE ABUSE								
	Direct Service	6.67%	6.45%	9.23%	7.33%	7	4	6
	In Direct Service	15.24%	6.45%	3.08%	9.48%	16	4	2
	Consultant Service	16.19%	17.74%	26.15%	19.40%	17	11	17
	No Service Provided	55.24%	40.32%	58.92%	51.72%	58	25	37
	Essential Services	12.38%	8.06%	10.77%	10.76%	13	5	7
TITLE I PROGRAMS								
	Direct Service	6.67%	6.45%	7.69%	6.90%	7	4	5
	In Direct Service	6.67%	6.45%	4.62%	6.03%	7	4	3
	Consultant Service	7.62%	4.84%	15.38%	9.05%	8	3	10
	No Service Provided	71.43%	40.32%	66.15%	61.64%	75	25	43
	Essential Services	6.67%	3.23%	7.69%	6.03%	7	2	5
OTHER								
	Direct Service	0.00%	0.00%	0.00%	0.00%	0	0	0
	In Direct Service	0.00%	0.00%	0.00%	0.00%	0	0	0
	Consultant Service	0.00%	0.00%	0.00%	0.00%	0	0	0
	No Service Provided	0.00%	3.23%	1.54%	1.29%	0	2	1
	Essential Services	0.95%	0.00%	0.00%	0.43%	1	0	0
CAREER AND VOCATIONAL EDUCATION*****								
AREA VOCATIONAL CENTER								
	Direct Service	62.86%	50.00%	56.92%	57.76%	68	31	37
	In Direct Service	10.48%	19.35%	16.92%	14.66%	11	12	11
	Consultant Service	1.90%	3.23%	3.08%	2.59%	2	2	2
	No Service Provided	17.14%	20.97%	23.08%	19.83%	18	13	15
	Essential Services	33.33%	30.65%	36.92%	33.62%	35	19	24
VOCATIONAL EDUCATION DIR.								
	Direct Service	67.62%	59.68%	49.23%	60.34%	71	37	32
	In Direct Service	10.48%	14.52%	23.08%	15.09%	11	9	15
	Consultant Service	6.67%	6.45%	6.15%	6.47%	7	4	4
	No Service Provided	11.43%	12.90%	20.00%	14.22%	12	8	13
	Essential Services	28.57%	20.97%	18.46%	23.71%	30	13	12
TRANSPORTATION								
	Direct Service	10.48%	11.29%	9.23%	10.34%	11	7	6
	In Direct Service	4.76%	9.68%	7.69%	6.90%	5	6	5
	Consultant Service	3.81%	0.00%	7.69%	3.88%	4	0	5
	No Service Provided	73.33%	40.32%	72.31%	64.22%	77	25	47
	Essential Services	13.33%	6.45%	9.23%	10.34%	14	4	6
SHARED TIME PROGRAMS								

Direct Service	29.52%	59.68%	23.08%	35.78%	31	37	15
In Direct Service	18.10%	29.03%	12.31%	19.40%	19	18	8
Consultant Service	7.62%	3.23%	7.69%	6.47%	8	2	5
No Service Provided	39.05%	9.68%	49.23%	34.05%	41	6	32
Essential Services	16.19%	29.03%	12.31%	18.53%	17	18	8
STUDENT ORIENTATION							
Direct Service	42.86%	46.77%	30.77%	40.52%	45	29	20
In Direct Service	14.29%	12.90%	7.69%	12.07%	15	8	5
Consultant Service	2.86%	8.06%	9.23%	6.03%	3	5	6
No Service Provided	24.76%	33.87%	47.69%	33.62%	28	21	31
Essential Services	14.29%	14.52%	13.85%	14.22%	15	9	9
VOCATIONAL CAREER PLANNING							
Direct Service	43.81%	35.48%	32.31%	38.36%	46	22	21
In Direct Service	19.05%	17.74%	20.00%	18.97%	20	11	13
Consultant Service	14.29%	17.74%	18.46%	16.38%	15	11	12
No Service Provided	14.29%	14.52%	27.69%	18.10%	15	9	18
Essential Services	20.95%	16.13%	18.46%	18.97%	22	10	12
VOCATIONAL COUNSELING							
Direct Service	42.86%	35.48%	30.77%	37.50%	45	22	20
In Direct Service	19.05%	17.74%	15.38%	17.67%	20	11	10
Consultant Service	14.29%	14.52%	18.46%	15.52%	15	9	12
No Service Provided	17.14%	25.81%	33.85%	24.14%	18	18	22
Essential Services	20.95%	16.13%	18.46%	18.97%	22	10	12
JOB PLACEMENT							
Direct Service	46.87%	45.16%	43.08%	45.28%	49	28	28
In Direct Service	23.81%	17.74%	16.92%	20.26%	25	11	11
Consultant Service	7.62%	8.06%	12.31%	9.05%	8	5	8
No Service Provided	18.19%	24.19%	23.08%	20.26%	17	15	15
Essential Services	18.10%	17.74%	16.92%	17.67%	19	11	11
JTPA YOUTH EMPLOYMENT							
Direct Service	54.29%	46.77%	40.00%	48.28%	57	29	26
In Direct Service	12.38%	9.68%	13.85%	12.07%	13	6	9
Consultant Service	6.67%	12.90%	12.31%	9.91%	7	8	8
No Service Provided	20.95%	19.35%	29.23%	22.84%	22	12	19
Essential Services	18.10%	16.13%	13.85%	16.38%	19	10	9
FOLLOW UP STUDIES							
Direct Service	48.57%	43.55%	38.46%	44.40%	51	27	25
In Direct Service	14.29%	12.90%	10.77%	12.93%	15	8	7
Consultant Service	8.57%	16.13%	15.38%	12.50%	9	10	10
No Service Provided	19.05%	20.97%	27.69%	21.98%	20	13	18
Essential Services	18.10%	12.90%	16.92%	16.38%	19	8	11
HIGH TECHNOLOGY PROGRAMS							
Direct Service	38.10%	35.48%	38.46%	37.50%	40	22	25
In Direct Service	11.43%	8.06%	20.00%	12.93%	12	5	13
Consultant Service	9.52%	14.52%	15.38%	12.50%	10	9	10
No Service Provided	34.29%	35.48%	18.46%	30.17%	38	22	12
Essential Services	19.05%	30.65%	26.15%	24.14%	20	19	17
WORK EXPERIENCE/CO-OP							
Direct Service	43.81%	41.94%	30.77%	39.66%	46	26	20
In Direct Service	13.33%	9.68%	21.54%	14.66%	14	6	14
Consultant Service	9.52%	4.84%	9.23%	8.19%	10	3	6
No Service Provided	17.14%	25.81%	38.46%	25.43%	18	16	25
Essential Services	14.29%	19.35%	13.85%	15.52%	15	12	9
OTHER							

Direct Service	0.00%	1.61%	3.08%	1.29%	0	1	2
In Direct Service	0.00%	0.00%	0.00%	0.00%	0	0	0
Consultant Service	0.00%	0.00%	0.00%	0.00%	0	0	0
No Service Provided	0.00%	0.00%	0.00%	0.00%	0	0	0
Essential Services	4.76%	0.00%	1.54%	2.59%	5	0	1
INSTRUCTIONAL SERVICES*****							
GIFTED AND TALENTED							
Direct Service	29.52%	50.00%	24.62%	33.62%	31	31	16
In Direct Service	24.76%	14.52%	15.38%	19.40%	26	9	10
Consultant Service	43.81%	40.32%	50.77%	44.83%	46	25	33
No Service Provided	2.86%	8.06%	7.69%	5.60%	3	5	5
Essential Services	26.67%	11.29%	21.54%	21.12%	28	7	14
ADULT EDUCATION							
Direct Service	9.52%	8.06%	4.62%	7.76%	10	5	3
In Direct Service	9.52%	3.23%	3.08%	6.03%	10	2	2
Consultant Service	9.52%	9.68%	12.31%	10.34%	10	6	6
No Service Provided	65.71%	40.32%	69.23%	59.91%	69	25	45
Essential Services	5.71%	3.23%	4.62%	4.74%	6	2	3
STAFF DEVELOPMENT							
Direct Service	35.24%	40.32%	41.54%	38.38%	37	25	27
In Direct Service	31.43%	12.90%	20.00%	23.26%	33	8	13
Consultant Service	30.48%	37.10%	29.23%	31.90%	32	23	19
No Service Provided	2.86%	8.06%	13.85%	7.33%	3	5	9
Essential Services	23.81%	17.74%	26.15%	22.84%	25	11	17
COUNTY-WIDE INSERVICE							
Direct Service	41.90%	45.16%	49.23%	44.83%	44	28	32
In Direct Service	26.67%	16.13%	15.38%	20.69%	28	10	10
Consultant Service	10.48%	17.74%	12.31%	12.93%	11	11	8
No Service Provided	20.00%	17.74%	18.46%	18.97%	21	11	12
Essential Services	20.95%	14.52%	20.00%	18.97%	22	9	13
CURRICULUM DEVELOPMENT							
Direct Service	10.48%	19.35%	7.69%	12.07%	11	12	5
In Direct Service	19.05%	8.06%	9.23%	13.36%	20	5	6
Consultant Service	19.05%	29.03%	35.38%	26.29%	20	18	23
No Service Provided	45.71%	35.48%	35.38%	40.09%	46	22	23
Essential Services	20.00%	16.13%	18.46%	18.53%	21	10	12
PRE-SCHOOL							
Direct Service	2.86%	14.52%	4.62%	6.47%	3	9	3
In Direct Service	11.43%	4.84%	4.62%	7.76%	12	3	3
Consultant Service	10.48%	16.13%	13.85%	12.93%	11	10	9
No Service Provided	62.86%	48.39%	66.15%	59.91%	66	30	43
Essential Services	6.67%	4.84%	4.62%	5.60%	7	3	3
SHARED-TIME ACADEMIC PROG.							
Direct Service	19.05%	11.29%	7.69%	13.79%	20	7	5
In Direct Service	15.24%	8.06%	6.15%	10.78%	16	5	4
Consultant Service	12.38%	17.74%	18.46%	15.52%	13	11	12
No Service Provided	45.71%	40.32%	61.54%	48.71%	46	25	40
Essential Services	16.19%	8.06%	12.31%	12.93%	17	5	8
INSTRUCTIONAL MEDIA SERV.							
Direct Service	49.52%	40.32%	58.92%	49.14%	52	25	37
In Direct Service	13.33%	9.68%	10.77%	11.64%	14	8	7
Consultant Service	8.57%	9.68%	15.38%	10.78%	9	6	10
No Service Provided	24.76%	20.97%	13.85%	20.69%	26	13	9

RESEARCH AND DEVELOPMENT	Essential Services	20.95%	11.29%	23.08%	18.97%	22	7	15
	Direct Service	9.52%	16.13%	12.31%	12.07%	10	10	8
	In Direct Service	8.57%	11.29%	6.15%	8.62%	9	7	4
	Consultant Service	32.86%	11.29%	13.85%	17.24%	24	7	9
	No Service Provided	51.43%	40.32%	44.62%	46.55%	54	25	29
SCHOOL IMPROVEMENT	Essential Services	18.10%	8.06%	20.00%	15.95%	19	5	13
	Direct Service	19.05%	19.35%	15.38%	18.10%	20	12	10
	In Direct Service	14.29%	8.06%	10.77%	11.64%	15	5	7
	Consultant Service	27.62%	27.42%	21.54%	25.88%	29	17	14
	No Service Provided	35.24%	35.43%	41.54%	37.07%	37	22	27
CABLE T.V./THERACTIVE	Essential Services	19.05%	16.13%	29.23%	21.12%	20	10	19
	Direct Service	17.14%	12.90%	12.31%	14.66%	18	8	8
	In Direct Service	9.52%	3.23%	13.85%	9.05%	10	2	9
	Consultant Service	12.38%	14.52%	15.38%	13.79%	13	9	10
	No Service Provided	52.38%	40.32%	48.15%	47.41%	55	25	30
OUTDOOR EDUCATION	Essential Services	15.24%	9.68%	21.54%	15.52%	16	6	14
	Direct Service	4.76%	11.29%	9.23%	7.76%	5	7	6
	In Direct Service	5.71%	8.45%	3.08%	5.17%	6	4	2
	Consultant Service	8.87%	6.45%	7.69%	6.90%	7	4	5
	No Service Provided	72.38%	40.32%	70.77%	63.36%	78	25	48
HEALTH EDUCATION	Essential Services	9.52%	3.23%	8.15%	6.90%	10	2	4
	Direct Service	13.33%	17.74%	12.31%	14.22%	14	11	8
	In Direct Service	13.33%	9.68%	18.92%	13.36%	14	6	11
	Consultant Service	18.19%	24.19%	24.62%	20.69%	17	15	16
	No Service Provided	48.57%	40.32%	40.00%	43.97%	51	25	26
SEX EDUCATION	Essential Services	12.38%	4.84%	13.85%	10.78%	13	3	9
	Direct Service	8.57%	17.74%	7.69%	10.78%	9	11	5
	In Direct Service	13.33%	8.45%	12.31%	11.21%	14	4	8
	Consultant Service	17.14%	16.13%	29.23%	20.26%	18	10	19
	No Service Provided	54.29%	40.32%	41.54%	48.98%	57	25	27
RECREATIONAL PROGRAMS	Essential Services	12.38%	4.84%	10.77%	9.91%	13	3	7
	Direct Service	1.90%	3.23%	1.54%	2.16%	2	2	1
	In Direct Service	7.62%	3.23%	4.62%	5.60%	8	2	3
	Consultant Service	6.67%	6.45%	6.15%	6.47%	7	4	4
	No Service Provided	73.33%	40.32%	75.38%	65.09%	77	25	49
OTHER	Essential Services	2.86%	6.45%	3.08%	3.88%	3	4	2
	Direct Service	0.00%	0.00%	0.00%	0.00%	0	0	0
	In Direct Service	0.00%	0.00%	0.00%	0.00%	0	0	0
	Consultant Service	0.00%	0.00%	1.54%	0.43%	0	0	1
	No Service Provided	0.00%	1.61%	4.62%	1.72%	0	1	3
ADMINISTRATIVE SERVICES*****	Essential Services	0.00%	0.00%	1.54%	0.43%	0	0	1
	Direct Service	54.29%	41.94%	49.23%	49.57%	57	26	32
	In Direct Service	15.24%	11.29%	4.62%	11.21%	16	7	3
	Consultant Service							
	No Service Provided							
DATA PROCESSING SERVICES	Essential Services							
	Direct Service							
	In Direct Service							
	Consultant Service							
	No Service Provided							

	Consultant Service	6.67%	3.23%	7.69%	6.03%	7	2	5
	No Service Provided	28.57%	40.32%	41.54%	35.34%	30	25	27
	Essential Services	21.90%	17.74%	20.00%	20.26%	23	11	13
PURCHASING SERVICES								
	Direct Service	28.57%	30.65%	30.77%	29.74%	30	19	20
	In Direct Service	29.52%	24.19%	18.46%	25.00%	31	15	12
	Consultant Service	4.76%	9.68%	10.77%	7.76%	5	6	7
	No Service Provided	33.33%	45.16%	44.62%	39.66%	35	28	29
	Essential Services	14.29%	16.13%	10.77%	13.79%	15	10	7
FOOD SERVICE								
	Direct Service	6.67%	8.06%	4.62%	6.47%	7	5	3
	In Direct Service	8.57%	6.45%	10.77%	8.62%	9	4	7
	Consultant Service	10.48%	14.52%	1.54%	9.05%	11	9	1
	No Service Provided	69.52%	40.32%	70.77%	62.07%	73	25	46
	Essential Services	6.67%	6.45%	3.06%	5.60%	7	4	2
AUDIT AND SUPERVISORY FUNCT'S (FINANCIAL, MEMBERSHIP, FOOD SERVICE TRANSPORTATION)								
	Direct Service	39.05%	45.16%	35.36%	39.66%	41	28	23
	In Direct Service	15.24%	14.52%	13.85%	14.66%	16	9	9
	Consultant Service	20.95%	20.97%	27.69%	22.84%	22	13	16
	No Service Provided	48.57%	40.32%	49.23%	46.55%	51	25	32
	Essential Services	10.48%	25.81%	16.92%	16.38%	11	16	11
TEACHER CERTIFICATION								
	Direct Service	45.71%	41.94%	36.92%	42.24%	48	26	24
	In Direct Service	13.33%	9.68%	18.46%	13.79%	14	6	12
	Consultant Service	13.33%	17.74%	18.46%	15.95%	14	11	12
	No Service Provided	20.00%	30.65%	27.69%	25.00%	21	19	18
	Essential Services	17.14%	20.97%	18.46%	18.53%	18	13	12
LEGISLATIVE SERVICES								
	Direct Service	27.62%	35.48%	23.08%	28.45%	29	22	15
	In Direct Service	16.19%	16.13%	26.15%	18.97%	17	10	17
	Consultant Service	15.24%	20.97%	15.38%	16.81%	16	13	10
	No Service Provided	24.76%	30.65%	35.38%	29.31%	26	19	23
	Essential Services	11.43%	14.52%	15.38%	13.36%	12	9	10
INFORMATION SERVICES								
	Direct Service	48.67%	58.45%	29.23%	44.40%	49	35	19
	In Direct Service	14.29%	9.68%	16.92%	13.79%	15	6	11
	Consultant Service	14.29%	17.74%	24.62%	18.10%	15	11	16
	No Service Provided	14.29%	17.74%	30.77%	19.83%	15	11	20
	Essential Services	12.38%	16.13%	12.31%	13.36%	13	10	8
SUBSTITUTE TEACHER PERMITS								
	Direct Service	70.48%	40.32%	46.15%	55.60%	74	25	30
	In Direct Service	5.71%	6.45%	7.69%	6.47%	6	4	5
	Consultant Service	5.71%	11.29%	10.77%	8.62%	6	7	7
	No Service Provided	10.48%	9.68%	20.00%	12.93%	11	6	13
	Essential Services	18.10%	22.58%	20.00%	19.83%	19	14	13
SCHOOL CENSUS								
	Direct Service	36.19%	25.81%	20.00%	28.88%	38	16	13
	In Direct Service	7.62%	6.45%	7.69%	7.33%	8	4	5
	Consultant Service	6.67%	9.68%	10.77%	8.62%	7	6	7
	No Service Provided	41.90%	48.39%	58.46%	48.28%	44	30	38
	Essential Services	12.38%	14.52%	10.77%	12.50%	13	9	7
TRANSPORTATION								

Direct Service	10.48%	22.58%	10.77%	13.79%	11	14	7
In Direct Service	12.38%	11.29%	3.08%	9.48%	13	7	2
Consultant Service	16.19%	16.13%	20.00%	17.24%	17	10	13
No Service Provided	49.52%	46.77%	56.92%	50.86%	52	29	37
Essential Services	9.52%	8.06%	6.15%	8.19%	10	5	4
PROCESS AND MONITOR STATE & FEDERAL PROGRAM REPORTS							
Direct Service	44.76%	56.45%	38.46%	46.12%	47	35	25
In Direct Service	10.48%	8.06%	15.38%	11.21%	11	5	10
Consultant Service	15.24%	8.06%	12.31%	12.50%	16	5	8
No Service Provided	18.10%	14.52%	30.77%	20.69%	19	9	20
Essential Services	14.29%	19.35%	20.00%	17.24%	15	12	13
OTHER							
Direct Service	0.00%	0.00%	0.00%	0.00%	0	0	0
In Direct Service	0.00%	0.00%	0.00%	0.00%	0	0	0
Consultant Service	0.00%	0.00%	0.00%	0.00%	0	0	0
No Service Provided	0.00%	0.00%	4.62%	1.29%	0	0	3
Essential Services	0.00%	0.00%	1.54%	0.43%	0	0	1

APPENDIX E

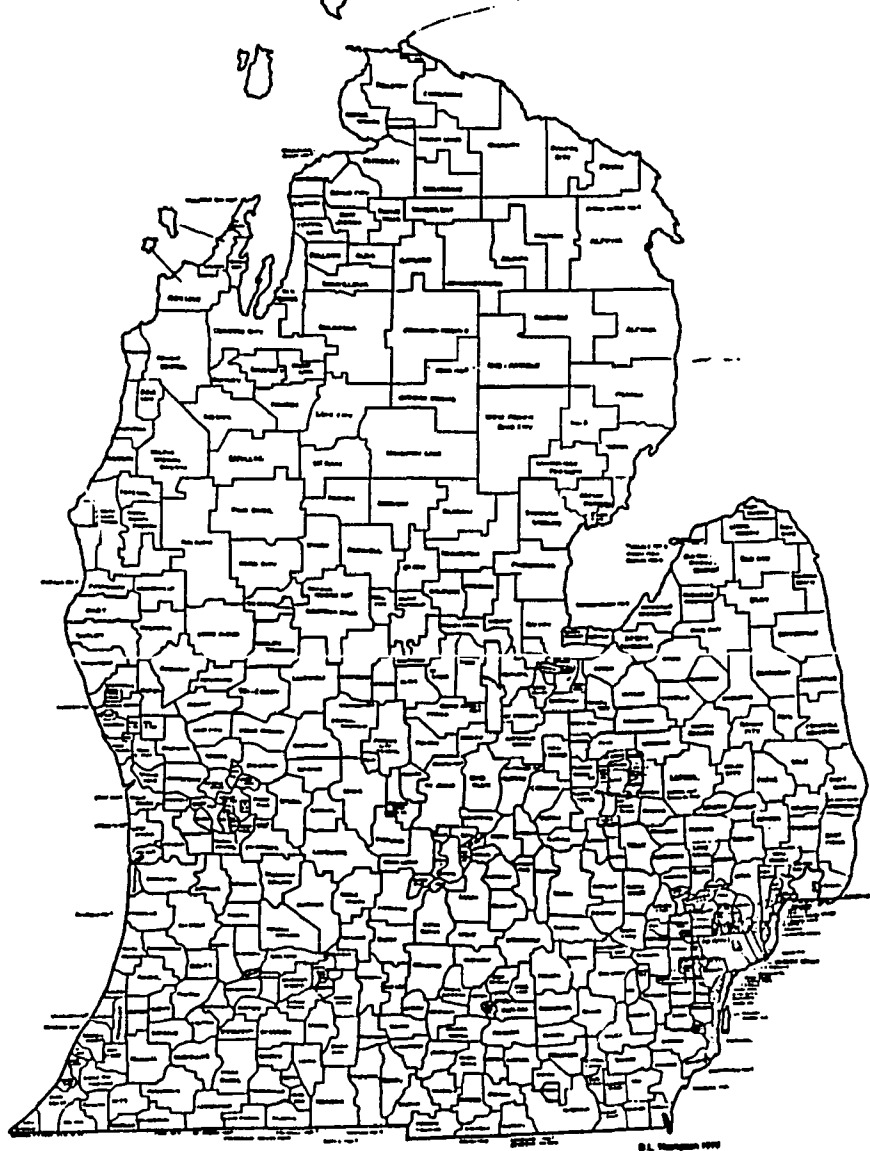
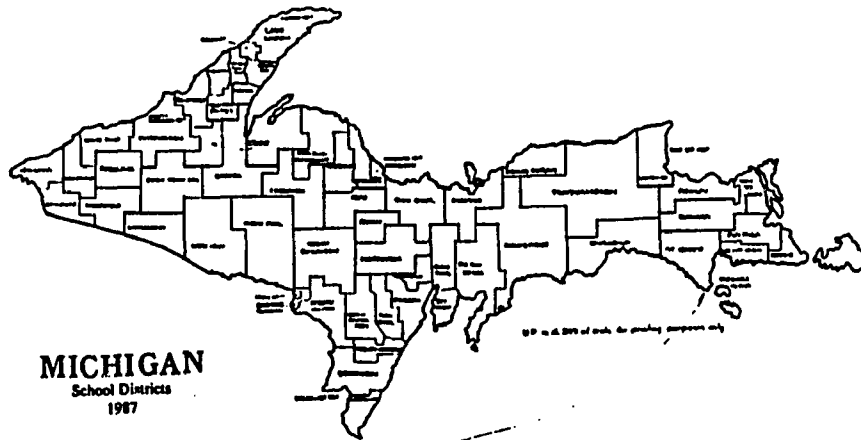
MAP OF INTERMEDIATE SCHOOL DISTRICT BOUNDARIES

INTERMEDIATE SCHOOL DISTRICTS IN MICHIGAN



APPENDIX F

MAP OF MICHIGAN SCHOOL DISTRICTS



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