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**The influence of Andrew Craig Phillips on North Carolina local
superintendents**

Banks, Theresa Kay, Ed.D.

The University of North Carolina at Greensboro, 1989

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THE INFLUENCE OF ANDREW CRAIG PHILLIPS
ON NORTH CAROLINA LOCAL
SUPERINTENDENTS

by

THERESA KAY BANKS

A Dissertation Submitted to
the Faculty of the Graduate School at
The University of North Carolina at Greensboro
in Partial Fullfillment
of the Requirements for the Degree
Doctor of Education

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Approved by



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APPROVAL PAGE

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THERESA KAY BANKS, Ed.D. The Influence of Andrew Craig Phillips on North Carolina Local Superintendents. (1989) Directed by Dr. Dale H. Brubaker and Dr. Edwin Bell. 231 pp.

Craig Phillips was the North Carolina State Superintendent of Public Instruction from 1968-1988, longer than any other holder of that office. This study investigates the impact of his tenure as state superintendent on local superintendents. Accordingly, the study had four purposes. The first was to determine to what extent Craig Phillips' behavior influenced local administrative procedure. The second purpose was to determine whether age, years in office, size of administrative unit, geographical region, or Phillips' tenure affected local superintendents' perceptions of Phillips and/or his administration. The third was to determine which statewide implemented programs during Phillips' tenure were attributed to Phillips and/or his administration. Finally, the fourth purpose was to examine how local superintendents would select the State Superintendent of Public Instruction.

The study was based on interviews with local superintendents in Region 8 and a Likert-scaled survey mailed to all of the 139 local superintendents in North Carolina.

Findings included the following:

- Although Phillips' questionable acceptance of gratuities did not affect local operations, it did make local superintendents more careful of their actions.

- The demographic areas of age, years in office and unit size did not have a significant impact on local superintendents' perceptions of Phillips and/or his administration.
- The region in which a superintendent works appeared to affect local superintendents' perceptions of Phillips and/or his administration.
- Local superintendents suggested that Phillips was less effective as State Superintendent during his later years in office (1983-1988) than earlier.
- According to local superintendents, the statewide kindergarten program was Phillips' greatest accomplishment.
- Local superintendents suggested that the State Superintendent should be appointed by the State Board of Education.

DEDICATION

A special note of thanks goes to Dr. Edwin Bell, for without his support and guidance this work would not have been possible.

Appreciation is expressed to Teddy and Lorraine Cody for their assistance in printing.

This work, like all others, would not have been possible without the lifelong influence and support of my loving parents, Arthur and Beatrice Banks.

Finally, this dissertation is dedicated to an individual who has been my best friend, my supporter and motivator. To Larry Leake, I extend my sincere appreciation and love.

TABLE OF CONTENTS

	Page
APPROVAL PAGE.....	ii
ACKNOWLEDGEMENTS.....	iii
LIST OF FIGURES.....	vi
CHAPTER	
I. INTRODUCTION.....	1
Purpose of the Study.....	3
Research Questions.....	4
Methodology.....	5
Definition of Terms.....	5
Significance of the Study.....	6
Limitations.....	6
Assumptions of the Study.....	7
Map for Remainder of Study.....	7
II. REVIEW OF THE LITERATURE.....	9
The Structure of the Office of Superintendent Elected Versus Appointed Selection.....	17
Administrative Organization of North Carolina's State Educational Agencies.....	22
History of Public Education in North Carolina.....	29
Craig Phillips' Administration.....	44
Summary.....	63
III. METHODOLOGY.....	65
Interview.....	69
Questionnaire.....	70
Data Analysis.....	74
IV. ANALYSIS OF DATA.....	75
Research Questions Answered by the Study.....	76
Research Question 1.....	76
Research Question 2.....	78
Research Question 3.....	122
Research Question 4.....	123

Discussion.....	125
Research Question 1.....	126
Research Question 2.....	127
Research Question 3.....	129
Research Question 4.....	131
Advice to New Superintendent.....	132
V. SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS.....	136
Summary.....	136
Problem.....	136
Review of Literature.....	137
Methodology.....	140
Research Questions and Results.....	140
Conclusions.....	144
Recommendations.....	150
BIBLIOGRAPHY.....	152
APPENDIX A. STATE SUPERINTENDENTS.....	159
APPENDIX B. STATE BOARD OF EDUCATION MEMBERS.....	160
APPENDIX C. EDUCATIONAL REGIONS.....	162
APPENDIX D. INTERVIEW QUESTIONS.....	164
APPENDIX E. INTERVIEWS.....	166
APPENDIX F. INTERVIEW LETTER.....	219
APPENDIX G. LETTER TO LOCAL SUPERINTENDENTS.....	221
APPENDIX H. QUESTIONNAIRE.....	223
APPENDIX I. FOLLOW-UP LETTER.....	228
APPENDIX J. REQUEST LETTER.....	229
APPENDIX K. RESEARCH QUESTIONS/INTERVIEW/SURVEY.....	230

LIST of FIGURES

	Page
Figure 1: Phillips' Opinion of the Appointment of the State Board of Education	80
Figure 2: Phillips' Opinion of the Appointment of the State Board of Education	81
Figure 3: The Effect of Phillips' Personal Statements	83
Figure 4: The Effect of Phillips' Personal Statements	84
Figure 5: The Influence of Phillips' Leadership on Local Education	86
Figure 6: The Influence of Phillips' Leadership on Local Education	87
Figure 7: Phillips' Cooperativeness with Local Superintendents	89
Figure 8: Phillips' Cooperativeness with Local Superintendents	90
Figure 9: Phillips' Effectiveness with the State Board of Education	92
Figure 10: Phillips' Effectiveness with the State Board of Education	93
Figure 11: Phillips' Effectiveness with the North Carolina General Assembly	95
Figure 12: Phillips' Effectiveness with the North Carolina General Assembly	96
Figure 13: Phillips' Effectiveness with the Media	98
Figure 14: Phillips' Effectiveness with the Media	99

Figure 15:	Phillips' Dealings with Teacher Organizations	101
Figure 16:	Phillips' Dealings with Teacher Organizations	102
Figure 17:	The Enhancement of Phillips' Political Position	104
Figure 18:	The Enhancement of Phillips' Political Position	105
Figure 19:	Phillips' Acceptance of Improper Gratuities and Textbook Favors	107
Figure 20:	Phillips' Acceptance of Improper Gratuities and Textbook Favors	108
Figure 21:	Phillips' Involvement in the Politicization of the Department of Public Instruction	110
Figure 22:	Phillips' Involvement in the Politicization of the Department of Public Instruction	111
Figure 23:	The Effect of Phillips' Travel on the Department of Public Instruction	113
Figure 24:	The Effect of Phillips' Travel on the Department of Public Instruction	114
Figure 25:	Phillips' Favoritism to Local Superintendents and Units	116
Figure 26:	Phillips' Favoritism to Local Superintendents and Units	117
Figure 27:	The Progress of North Carolina Education During the Past Twenty Years without Phillips	119
Figure 28:	The Progress of North Carolina Education During the Past Twenty Years without Phillips	120

CHAPTER I
INTRODUCTION

Since the office of state school superintendent was established in 1812 (Hillway 1961, 126), it has undergone drastic changes. No longer is it an office that simply maintains records or oversees expenses; rather, the responsibilities of the state school superintendent have expanded since the 1940's to include educational leadership for the state (Stoops, Rafferty, and Johnson 1981, 37).

In North Carolina, the office of the state school superintendent was established in 1852 (Coon 1925, 394). Since that time, sixteen superintendents have played an important role in the evolution of North Carolina education. The state superintendent who has held the position the longest is Andrew Craig Phillips. For twenty years, from 1968-1988, North Carolina has been under the direction and leadership of Superintendent Phillips.

As North Carolina's State Superintendent of Public Instruction, Phillips was secretary and chief administrative officer of the State Board of Education (G.S. 115C-19), and therefore, was responsible for keeping the Board and the public informed of the public schools' problems and recommending changes to deal with the problems (G.S. 115C-21). These were tasks that Phillips did not take lightly.

Throughout his career, Phillips was frequently outspoken and seldom afraid to fight for what he believed. At first, most educators, even though they did not always agree with Phillips, basically viewed this as a positive trait.

However, critics charged that Phillips began to distort issues ("Herring Defends Probe" 1975, 41), and allow personal conflicts to take precedence over educational issues ("School Efforts Need Questioning" 1975, 4). He not only used "tactics" to bypass State Board members and legislators in order to accomplish his goals ("Phillips Tries to Trip Board" 1976, 4; Schlosser 1974, D1), but he also made a practice of attacking opponents that did not agree with his ideas or his strategies ("Phillips Often His Own Worst Enemy" 1975, 4; "State Schools Head Lashes out at Critics" 1976, 1). These allegations and criticisms are only a few of the reasons Phillips' administration has been filled with controversy.

Throughout Phillips' career, he has been criticized for things such as excess travel ("Travel" 1977, 1), firing an employee for political reasons (Donsky 1976, 35), altering test results ("Herring Defends Probe" 1975, 41), and most recently, compromising the textbook selection process ("New School Chief Has a Cleanup Job" 1988, 4A) and billing the state for unused hotel rooms ("Craig Phillips Builds upon His Example" 1988, 4A).

Although these criticisms have not seemed to influence Phillips' determination to fight for educational improvement, it has undoubtedly affected those around him. Teachers (Marlowe 1972, 7), and State Board members (Guillory 1974, 45), are only a few of those who have spoken out against Phillips.

In fact, Phillips' main objective during his twenty years in office has been to make as many educational advances as possible, and with the growing concern over educational improvement, the completion of that objective has been critical. Although many advances occurred during his administration, the final evaluation must include not only an assessment of his educational agenda, but also related controversial issues.

The opinions of the educational community about the State Superintendent's position are also important. Although information is available to state superintendents concerning specific recommendations for educational improvement, there is little or no information concerning the perception of these recommendations by the educational community, and how these perceptions affect their final evaluation of the state superintendent's administration.

Purpose of the Study

There were four purposes to this study. The first was to determine to what extent Phillips' behavior influenced

local administrative procedure. The second was to determine if age, years in office, size of administrative unit, geographical region, or Phillips' tenure affected local superintendents' perceptions of Phillips and/or his administration. The third was to determine which statewide implemented programs during Phillips' tenure were attributed to Phillips and/or his administration. Finally, the fourth purpose was to examine how local superintendents would select the State Superintendent of Public Instruction.

Research Questions

The following questions and their ramifications related to Craig Phillips and his administration were addressed:

- (1) To what extent did Phillips' behavior influence local administrative procedure?
- (2) Did size of administrative unit, age, years in office, geographical location, or Phillips' tenure affect local superintendents' perceptions of Phillips and/or his administration?
- (3) Which statewide implemented programs during Phillips' tenure were attributed to Phillips and/or his administration?
- (4) How would local superintendents select the State Superintendent of Public Instruction? Why?

Methodology

The methodology used was triangulation, which allows the investigator to collect data on particular questions with different methods. For this study these methods were the questionnaire and the interview.

Definition of Terms

State Superintendent of Public Instruction: in North Carolina, constitutional officer (N.C. Const., art. IX, sec 4[2]), elected for a four-year term (G.S. 115C-18), serving as secretary and chief administrative officer of the State Board of Education (G.S. 115C-21), and responsible for keeping the Board informed of the public schools' problems and for organizing and administering the Department of Public Instruction.

Local superintendents: the chief local school administrator, appointed by the local board of education for a term of two or four years, and responsible for recommending teachers, principals and other personnel for local board approval.

Influence: "a change in behavior or attitude resulting directly or indirectly from the actions or examples of another person or group" (Stoner 1978, 266).

Perception: "a partial, incomplete view of something that is nevertheless real, and capable of different interpretation when seen from different viewpoints" (Lincoln and Guba 1985, 83).

Significance of the Study

Although more than two hundred articles have been written regarding Craig Phillips' administration and numerous task force reports have been generated concerning educational improvements, few if any of these documents concentrated on local superintendents' perceptions of Craig Phillips' administration and its subsequent affect on their assessment of Phillips and/or his administration. Although local superintendents are one of the major groups that worked with Phillips, there are no studies of how local superintendents perceived Phillips and his administration. Because of growing concern with education, and the important role that local superintendents play in the success or failure of a state superintendent's administration, this issue deserves attention.

Limitations

The study was limited to the issues and controversies that surrounded Andrew Craig Phillips and his administration between 1968 and 1988. It was further limited by the survey process, i.e., the difficulty of determining accurate perceptions from the survey, and the inability to establish rapport with respondents.

Assumptions of the Study

For purposes of the study, the following assumptions were made:

(1) The newspaper articles provided an accurate account of the development of the issues.

(2) The local superintendents that responded to the survey provided relevant information.

(3) People's perceptions are their reality.

(4) Phillips' success or failure as Superintendent of Public Instruction did not necessarily hinge upon the programs that were either implemented or not implemented, but rather, rested with individual perceptions of Phillips and his administration.

Map for Remainder of Study

The remainder of the study is presented in the following format:

Chapter II is devoted to a review of the literature related to this study. The review includes sections on the structure of the office of the state superintendent, the elected versus appointed debate, the administrative organization of North Carolina's state educational agencies, history of public education in North Carolina, and Craig Phillips' administration.

Chapter III describes the research population used in this study and the method for collecting data.

Chapter IV presents an analysis of the data.

Chapter V presents a summary, conclusions, and recommendations for further research.

CHAPTER II
REVIEW of LITERATURE

The following literature review provides the content within which the influence of Craig Phillips' administration on local education in North Carolina, as assessed by local superintendents, can be examined: (1) the structure of the office of superintendent, (2) the elected versus appointed debate, (3) the administrative organization of North Carolina's state educational agencies, (4) the history of public education in North Carolina, and (5) Phillips' administration.

The Structure of the Office of Superintendent

The development of public schools in America did not originate at the state level. Early schools emerged as a result of local initiative. Usually, they were established and maintained through efforts of town officials or church leaders, with little or no thought given to state support or control.

During the late 1700's, the federal government encouraged and promoted education in the western territories with the greatest single resource available at that time - the land grant. The Land Ordinance of 1785 provided that the Northwest Territories be divided into townships of thirty-

six sections, and that "the sixteenth section...of each township ... [be] given to the state to be used for education" (Callahan 1965, 124).

The same general thought was also incorporated into the Northwest Ordinance of 1787, which stated that "Religion, morality, and knowledge being necessary to good government and the happiness of mankind, schools and the means of education shall forever be encouraged" (Cohen 1974, 809).

In 1791, the adoption of the tenth amendment opened the way for state-supported schools, stating that "[t]he powers not delegated to the United States by the Constitution, nor prohibited by it to the States are reserved to the States respectively, or to the people" (Hudgins and Vacca 1985, 15). It set forth the principle that any powers not specifically mentioned in the Constitution were delegated to the respective states (American Association of School Administrators 1952, 41). This amendment has "bestowed upon state government the legal responsibility for the establishment of public school systems" (Hudgins and Vacca 1985, 15).

Even though the adoption of the tenth amendment was in 1791, it was not until later that states began accepting the responsibility for the establishment of public schools.

As more and more communities began asking for provisions for educating their children, state legislatures began enacting laws which would allow for state involvement.

As a result, state legislatures began supplementing local programs with financial support. Although school systems were not required to accept the funds, and some systems did reject funds, most local systems did not reject the support (Cubberley 1934, 213). However, "once any aid from permanent state endowment funds or any form of state taxation was accepted by a community school system, [the state] was now in position to make and enforce demands in return for the state aid granted" (Cubberley 1934, 213-214).

These demands were usually in the form of "factual returns and reports on the schools" (American Association of School Administrators 1952, 41). In order to receive financial support, state legislatures required local systems to make reports that would help determine how local money was spent. In return for the state aid, "the local school authorities must then make reports as to attendance, length of term, kind of teacher, and income and expenses, and must comply with the requirements of the state school laws as to district meetings, levying of local taxes to supplement the state aid, subjects to be taught, certification for the teacher, and other similar matters" (Cubberley 1934, 214).

At first, financial aid was small and state control was limited. However, as the amount of aid increased so did state control. As the work load became too heavy, many states began searching for a means by which to account for

local expenditures and to guarantee that local reports were completed (Wilson 1960, 3).

In the beginning, many states appointed a group of individuals to complete these tasks. It was soon realized, however, that this committee, the forerunner of a state board of education, could not complete the tasks. Therefore, committee members began searching for a paid officer who could oversee local school functions (Wilson 1960, 3).

The First Superintendent

New York selected the first state school superintendent, appointing Gideon Hawley in 1812. The duties of this office were largely financial. After eight years, the position was abolished and the duties were turned over to the secretary of state. In 1854, the office was reestablished (Hillway 1961, 126).

Although many states established the position of state school superintendent, some of those positions did not remain continuous. Maryland, which first established a state superintendent in 1825, and Vermont in 1827, were only a few of the state offices that did not remain continuous (Dexter 1916, 201). The first state to establish a state school office that has been maintained continuously to the present was Michigan in 1829 (Russell and Judd 1940, 115).

Duties and Responsibilities

All states today have an officer whose responsibility is to oversee public education at the state level. Although the title of this officer is usually Superintendent of Public Instruction (Cubberley and Elliott 1915, 282), other titles include Commissioner of Education, Director of Education (Stoop, Rafferty, and Johnson 1981, 36), and State Commissioner of Education (Callahan 1956, 216).

The duties and responsibilities of the chief school officer vary from state to state. Early duties included "visiting the counties, advising the local authorities, examining conditions, rendering advice on proposed school programs, and the promotion of school establishment by private societies, as well as public agencies" (American Association of School Administrators 1952, 42).

Oregon's state legislature, established in 1913, developed a detailed description of the powers and duties of the State Superintendent of Public Instruction. As an elected public official, the chief school officer was to perform the following:

- (1) Exercise general superintendence of the county and district.
- (2) Visit every county in the state annually.
- (3) Attend out-of-the-state educational meetings.
- (4) Visit and secure statistical information to number of students, etc.

- (5) Prepare and distribute forms.
- (6) Act as the secretary of the State Board of Education.
- (7) Issue printed letters pertaining to any subject relative to the duties of teachers.
- (8) ... Decide cases submitted to him on appeal.
- (9) ... Hold state teachers' association.
- (10) Submit quarterly travel expenses.
- (11) ... Report to the legislative assembly, biennially, concerning conditions of the schools, amount of money apportioned, the number and grade in each county, textbooks authorized, the number of students attending school and all information that he felt would be useful (Cubberley and Elliott 1915, 288-290).

As the position of the chief school officer started to grow and expand, the duties and responsibilities began to increase. The responsibilities were soon broadened to include leadership in such areas as

course of study, reading lists for teachers and pupils, special bulletins and reports, occasional codification or editing of school law, supervision of finances, teacher certification, teacher up-grading through teachers' institutes, reorganization and development of statistical reporting, and recommendations of new school legislation (American Association of School Administrators 1952, 42).

Stoops, Rafferty and Johnson, authors of Handbook of Educational Administration: A Guide for the Practitioner contended that the general powers and duties of the present-day state school superintendent are as follows:

- (1) Serves as executive officer of the state board of education.
- (2) Recommends policies and regulations for educational programs.
- (3) Recommends improvements in educational legislation.
- (4) Interprets educational laws and regulations.
- (5) Submits periodic reports and data regarding the educational system to the governor, the legislature, and other agencies.
- (6) Serves in a leadership capacity in working with other state agencies.
- (7) Conducts research and collects and tabulates statistical information in the educational realm.
- (8) Keeps the public informed regarding educational programs of the state, the needs and accomplishments of the schools, and financial matters.
- (9) Advises the legislature about the financial needs of the state's school systems.
- (10) Distributes federal and state funds to local school districts.
- (11) Approves or accredits public schools and sometimes private schools (1981,37).

Qualifications

New York selected the first state school superintendent in 1812, and since that time, all states have established the office.

The qualifications of the state school superintendent vary from state to state. Early chief school officers were not required to hold any type of special qualifications. Horace Mann, the most famous state superintendent, was the chief state school officer in Massachusetts from 1796-1859. A lawyer and member of the state legislature, Mann became Massachusetts' first state board of education's secretary (Hillway 1961, 127).

Today, qualifications of the state school superintendent are not uniform. "In some states, he must be a college graduate; in some he must have had educational experience; or the law may demand a special kind of certificate assuring his possession of both education and experience, but in other states, there is no special qualification" (Good and Teller 1973, 147).

No matter what qualifications are required, there is a growing consensus that all chief school officers must possess, if they are to work with both state and federal agencies, the ability to "provide leadership within both general governance circles and educational circles ..." (Kimbrough and Nunnery 1983, 136-137).

The evolution of the chief state school officer came as a result of the need of state government to provide financial and statistical reports to the federal government in exchange for financial support in education.

The duties and responsibilities of the chief school officer vary from state to state. Although early duties were restricted to governance, later responsibilities were broadened to include leadership in teacher certification, finances and curriculum.

Clearly, the office has undergone dramatic changes. No longer is it a position that merely observes and reports daily functions. Rather, it has expanded and developed into one of the most influential positions in state government, as well as education.

Elected Versus Appointed Selection

Originally, the chief state school officer was appointed to the position by the state board of education. Horace Mann, mentioned earlier, was one of the first full-time, appointed state school superintendents. As the position began to take shape and as more and more responsibilities and duties were added, the method of selection began to change.

Currently, there are three methods by which a chief state school officer is selected:

- (1) Election by popular vote.
- (2) Appointment by the governor.
- (3) Appointment by the state board of education

(Stoops, Rafferty, and Johnson 1981, 36).

In 1940, John Russell and Charles Judd in The American Educational System reported that thirty-two states elected the state superintendent, eight states filled the position through appointment, and in eight states the chief state school officer was appointed by the state board of education (1940, 115).

However, by 1981, an examination of the method of selection and the number of states that chose each method had undergone several changes. First, the number of states that elected the chief state school officer by popular vote had decreased to eighteen. Second, the number of states that filled the position through appointment by the governor had increased by three. Finally, the number of states whose state board of education made the appointment increased by twenty-one (Stoops, Rafferty, and Johnson 1981, 36). This information indicates that there is a growing tendency among state officials to choose their state superintendent through a state board of education appointment. Although the majority of states choose their chief school officer through board of education appointment, this by no means limits or lessens the controversy that surrounds the selection process. For years, there has been much discussion over whether the superintendent should be elected or appointed. Many educational authorities contend that the "poorest" selection method is that of election. However,

others maintain that if the chief state school officer is appointed, the individual can be fired at any time and will only "straddle the fence" on important issues (Callahan 1956, 216).

Obviously, there are advantages and disadvantages to each method. One advantage of election is that it "insures greater dispersion of power and an elected official can have influence with the governor and other public officials and not be dominated by them,... and more responsive to the wishes of the majority of the people" (Kimbrough and Nunnery 1983, 136). A criticism of election is that when individuals run for office, even in a nonpartisan election, politics are usually involved. Not only does this method subject the candidate to political pressure, but it may also eliminate competent people from seeking office (Stoops, Rafferty, and Johnson 1981, 37).

Advocates of state board appointment indicate that the board is in a position to select the best qualified individual, and therefore, can work better as a team (Stoops, Rafferty, and Johnson 1981, 37). One objection to this method is that the chief is too far removed from the political world to be influential (Kimbrough and Nunnery 1983, 136).

Those who recommend appointment by the governor believe that this type of selection would "provide for greater unity of command" (Kimbrough and Nunnery 1983, 136).

Opponents suggest that if a governor is not supportive, the appointed officer will be powerless (Kimbrough and Nunnery 1983, 136).

North Carolina's State Superintendent of Public Instruction is a constitutional officer (N.C. Const. Art. IX, s 4 [2]), elected every four years at the same time as the Governor (G.S. 137-4 [Cum. Supp. 1983]). If the office becomes vacant, the Governor appoints a replacement that will serve until the first election for the members of the General Assembly, providing the election is held more than thirty days after the vacancy occurs (G.S. 115C-18 [1983]; G.S. 163-8 [Cum. Supp. 1985]).

As in other states, there has been considerable debate recently as to whether North Carolina's State Superintendent should be appointed or elected (Kimbrough and Nunnery 1983, 136). In 1968, Craig Phillips, Superintendent of the Charlotte-Mecklenberg School System, stated that the state superintendent's position should not be political and therefore, should be filled by appointment, either by the governor, the State Board of Education, or the Legislature (Goodwin 1968, 1).

When Phillips filed for the State Superintendent's race in May, 1976, he vowed that if he were re-elected, "he would continue to press for clarifying the lines of authority between the State Board of Education and the State

Superintendent by making the appointed board elected and responsible for appointing the Superintendent" (Donsky 1976a, 32).

During July of that same year, Phillips contended that "as long as the State Board of Education is appointed, the State Superintendent must be elected by the people... I can think of no conditions under which the State Superintendent should be appointed by the Governor" ("Currin, Phillips Give Views" 1976, 6).

In 1977, the Renfrow Report, created by the legislature to "rewrite the public education laws and study North Carolina's complex system of public school administration" (Christensen 1977a, 5), examined this issue and "proposed a constitutional amendment that would allow the superintendent to be appointed by the school board" (Christensen 1977a, 5).

In March 1987, this issue was raised once again. Lieutenant Governor Bob Jordan endorsed a plan whereby the State Superintendent of Public Instruction would be appointed by the State Board of Education. Also, this plan would allow the General Assembly to appoint some board members, while the Governor, who chooses all of them now, would choose a majority.

Governor Jim Martin approved of this plan. Although he was in favor of making the state superintendent's position appointed, he continued to favor the current process of state

board member selection ("Jordan Seeks Superintendent Election" 1987, 24).

Obviously, this change of thinking does not clarify the issue or make it any easier to resolve. The method for selecting the individual that serves in one of the most important educational positions will probably remain in dispute. However, state legislatures must not allow controversy to shade the real issue of establishing the best system possible for selecting a competent state school superintendent.

In summary, the early chief state school officer was appointed to the position by the state board of education. However, as the position expanded, the methods for selection increased to include election by popular vote and appointed by the governor as well as appointment by the state board of education (Stoops, Rafferty, and Johnson 1981, 36).

Although all of these methods are currently being used, the most popular among the states is selection through a board of education appointment. However, the controversy still exists as to which selection method is the most appropriate.

Administrative Organization of North Carolina's State Educational Agencies

North Carolina's educational agencies are governed by three main bodies: the state board of education, the state

superintendent, and the controller. In the effort to examine Craig Phillips' administration, the powers and duties of each body will be examined.

The State Board of Education

The membership of the State Board in 1989 comprised the Lieutenant Governor, the State Treasurer, and 11 members appointed by the Governor, subject to confirmation by the General Assembly in joint session (G.S. 115C-10).

The powers of the Board consists of the following:

- (1) All those matters relating to the supervision and administration of the public school system, except the supervision and management of the fiscal affairs of the Board, shall be under the direction of the Superintendent in his capacity as the constitutional administrative head of the public school system.
- (2) All those matters relating to the supervision and administration of the fiscal affairs of the public school fund committed to the administration of the State Board of Education shall be under the supervision and management of the controller.

Duties include the following:

- (3) ... [T]o appoint a controller, subject to the approval of the Governor, who shall serve at the will of the Board and who, under the direction of the Board, shall have supervision and management of the fiscal affairs of the Board.
- (4) ... [T]o apportion and equalize over the State all State school funds and all federal funds granted to the State for assistance to educational programs administered within or sponsored by the public school system of the State.

- (5) To adopt and supply textbooks.
- (6) To certify and regulate the grade and salary of teachers and other school employees.
- (7) ...[T]o sponsor or conduct education research and special school projects considered important by the Board for improving the public schools of the State (G.S. 115C-12).

The State Superintendent of Public Instruction

The Superintendent of Public Instruction is elected every four years at the same time and place as members of the General Assembly. His term begins on the first day of January after each election and continues until his successor is elected and qualified (G.S. 115C-18).

In 1989, the powers and duties of the state superintendent were as follows:

- (1) To organize and establish, subject to the approval of the State Board of Education, a Department of Public Instruction which shall include such divisions and departments as are necessary for supervision and administration of the public school system. Provided, however, all appointments of administrative and supervisory personnel to the staff of the Department of Public Instruction shall be under the control and management of the Superintendent of Public Instruction.
- (2) To keep the public informed as to the problems and needs of the public schools by constant contact with all school administrators and teachers, by his personal appearance at public gatherings, and by information furnished to the press of the State.
- (3) To report biennially to the Governor 30 days prior to each regular session of the General Assembly ...

- (4) To have printed and distributed such educational bulletins as he shall deem necessary for the professional improvement of teachers and for the cultivation of public sentiment of public education...
- (5) To have under his direction, in his capacity as the constitutional administrative head of the public school system, all those matters relating to the supervision and administration of the public school system, except the supervision and management of the fiscal affairs of the Board (G.S. 115C-21).

As secretary, under the direction of the Board, it is the duty of the Superintendent of Public Instruction:

- (1) To administer through the Department of Public Instruction the instructional policies established by the Board.
- (2) To keep the Board informed regarding developments in the field of public education.
- (3) To make recommendations to the Board with regard to the problems and needs of education in North Carolina.
- (4) To make available to the public schools a continuous program of comprehensive supervisory services.
- (5) To collect and organize information regarding the public schools...
- (6) To communicate to the public school administrators all information and instructions regarding instructional policies and procedures adopted by the Board.
- (7) To have custody of the official seal of the Board and to attest all deeds, leases, or written contracts executed in the name of the Board...
- (8) To attend all meetings of the Board and to keep the minutes of the proceedings of the Board...
- (9) To perform such other duties as the Board may assign to him from time to time (G.S. 115C-21).

Controller

The controller is appointed by the Board, subject to the approval of the Governor, and serves at the will of the Board (G.S. 115C-27).

The controller, constituted the executive administrator of the Board in the supervision and management of the fiscal affairs of the Board (G.S. 115C-29), supervises and manages all matters pertaining to the budgeting, allocation, accounting, auditing, certification, and disbursing of public school funds (G.S. 115C-28). These affairs include the following:

- (1) The preparation and administration of the State school budget, including all funds appropriated for the maintenance of the public school term.
- (2) The allotment of teachers.
- (3) The protection of State funds by appropriate bonds.
- (4) The administration of such federal funds as may be made available by acts of Congress for the use of public schools.
- (5) All fiscal matters embraced in the objects of expenditure referred to in current acts of the General Assembly appropriating funds for the system of free public schools (G.S. 115C-28).

Since 1955, although the majority of the statutory mandates remain the same, several changes have occurred. In 1955, as secretary of the Board, the state superintendent entitled to vote on all matters before the Board (1955, c.1372, art. 1, s. 2). However, in 1971, G.S. 115C-10(d) was amended and this provision was removed.

The General Assembly, in 1955, passed legislation which made the state superintendent an ex officio member of each committee so created and named (1955, c. 1372, art. 2, s. 6). However, in 1975, The General Assembly removed this from the statutes, leaving the appointment of committees, with the majority of the Board's approval, to the chairman of the Board.

In 1969, when Phillips took office the State Board of Education consisted of the Lieutenant Governor, the State Treasurer, the State Superintendent of Public Instruction and ten members to be appointed by the Governor (1955, c. 1372, art. 1, s. 2). However, shortly after he became state superintendent, the makeup of the Board was changed. In 1971, G.S. 115C-10 was written to read as follows: "The general supervision and administration. . . shall be vested in the State Board of Education, to consist of the Lieutenant Governor, the State Treasurer, and 11 members appointed by the Governor..." (1971, c. 704, s. 2).

Prior to 1975, G.S. 115C-14 read as follows: "to organize and establish, subject to the approval of the State Board of Education, a Department of Public Instruction. . . ." However in 1975, The General Assembly added the following: "All appointments of administrative and supervisory personnel to the staff of the Department of Public Instruction shall be subject to the approval of the State Board of Education,

which shall have authority to terminate such appointments for cause in conformity with the State Personnel Act" (1975, c. 699, s. 3). In 1987 The General Assembly repealed G.S. 115C-14, placing an amended form under G.S. 115C-21. In 1989, G.S. 115C-21 provided for all appointments of administrative and supervisory personnel to the staff of the Department of Public Instruction to be under the control and management of the Superintendent of Public Instruction.

In summary, North Carolina's Department of Public Instruction is governed by the State Board of Education. The Board consists of the Lieutenant Governor, the State Treasurer, and 11 members appointed by the Governor, subject to confirmation by the General Assembly in joint session. Consistent with laws enacted by the General Assembly, the Board decided rules and regulations for the public school system.

The general supervision and administration of the public school system is under the direction of the State Superintendent of Public Instruction, who is elected every four years, was the secretary and chief administrative officer of the State Board of Education (G.S. 115C-19).

All matters relating to the administration of the fiscal affairs of the public school fund are under the supervision of the controller, who is appointed by the Board of Education and serves at the will of the Board (G.S. 115C-12).

Efforts to shift the control of funding away from the controller of the State Board of Education are discussed below in the section titled School Fund Control.

History of Public Education in North Carolina

The evolution of the chief state school officer in North Carolina, like that in other states, came as a result of the need of state government to provide financial and statistical reports to the federal government in exchange for financial support in education. Although New York had selected the first state school chief in 1812, it was not until 1852 that North Carolina passed a statute to provide for a state superintendent of common schools.

One of the chief advocates of education in North Carolina during the early 1800's was Archibald D. Murphy of Orange County. Concerned with the vast number of people moving away from North Carolina in search of work, Murphy, developed a program which would bring internal improvements and establish public education (Peele 1898, 119)

Murphy, elected a member of the Senate in 1817 and chairman of its Committee on Education, presented a detailed plan for a complete system of public education. The proposal "outlined a comprehensive plan for public education, including primary schools, academies, a state university, a course of study, provisions for the education of the poor, an asylum for the deaf and dumb, a state school fund, and a

state board of education" (Pearson and Fuller 1969, 899). Charles L. Coon, the historian of public education in North Carolina stated that these reports were "the profoundest and most comprehensive wisdom ever presented for the consideration of a North Carolina legislature" (Coon 1908, 108-111).

Although the bill met with legislative apathy and did not pass, it made a profound impression on North Carolina education, because it was "the first official reference to the state administration of public education education..." (Pearson and Fuller 1969, 899).

In 1825, the General Assembly enacted the first legislation that provided for a literary fund to establish public elementary schools and a board to manage the fund.

[A] fund for the support of common and convenient schools for the instruction of youth, in the several Counties of this state, ... [is] hereby appropriated, consisting of the dividends arising from the stock now held, and which may hereafter be acquired by the State in the banks of Newbern and Cape Fear, and which have not heretofore been pledged and set apart for internal improvements. (Coon 1908, 280-281).

The literary fund board consisted of the Governor of the State, the Chief Justice of the Supreme Court, the Speaker of the Senate, the Speaker of the House of Commons, and the Treasurer of the State (Coon 1908, 281). This board's main responsibility was to take charge and manage the fund.

Because the state was "utterly deficient in statistics from which to draw accurate information," (Coon 1908, 818), and since the literary fund was operating without an executive head, the General Assembly requested the literary fund to report on the urgency of central administrative authority for the common schools.

The report, submitted in 1838, contained the function and duties of the superintendent of common schools. However, it was not until 1852, that the General Assembly enacted a law that provided for a general superintendent of common schools.

The amendment stated that the duties of the chief state school officer shall be "to visit and examine the schools in every section of the State and confer with the schools committees, model the school houses, see that the teachers are competent, select textbooks, require reports and collect general statistics and report to the General Assembly" (Ashe 1925, 394).

Since the establishment of the position in 1852, sixteen men have served as the chief state school officer. Following is a brief history of nine of North Carolina's State Superintendents.

Calving Henderson Wiley (1852-1865)

In 1852, Calvin Henderson Wiley was elected by the Democratic legislature as the first Superintendent of Common

Schools. A native of Guilford County, Wiley was one of the first campaigners for free public education in the South.

Wiley graduated from the University of North Carolina in 1840. After practicing law for three years, he became the editor of a weekly newspaper in Oxford and wrote several novels.

During this time, he became increasingly interested in public education. Therefore, he returned to Guilford County and was elected to the General Assembly in 1850, where he became an outspoken promoter of education. He maintained that all students, rich and poor, should have an opportunity for "universal, free, and open" education (Knight 1969, 188), and for this to occur, North Carolina must have a state educational leader.

When Wiley took office, he found the educational system in disarray. During 1840 to 1852, prior to his entering office, local school officials had maintained fragmentary reports and had neglected their duties (Knight 1969, 160).

During his thirteen years of service, Wiley continued his fight for improved public education. "He devoted himself unselfishly and constructively to the improvement of teacher training, teacher certification, classroom instruction, and preparation and distribution of printed materials, especially textbooks, the publication of school statistics, and procedures for textbook adoptions" (Pearson 1969, 900).

The Civil War had a dramatic affect on North Carolina's education. Although some schools in the South were able to remain open, the state was forced to pay its Civil War debt and subsequently, state funds for public education were depleted. With this, the office of state superintendent was abolished.

Samuel Stanford Ashley (1868-1871)

In 1868, the General Assembly reestablished the office of the chief state school officer. Previously, called the superintendent of common schools, the position was now entitled "Superintendent of Public Instruction." The Republicans appointed Reverend Samuel Stanford Ashley, a carpetbagger from Massachusetts to fill the office (Pearson 1969, 900).

Ashley's administration was met with opposition, for although he was a diligent worker, "he possessed pronounced prejudices, [and] traits which made him imprudent and reckless" (Pearson 1969, 900). Either because of his questionable racial purity (Hamilton 1919, 352), or because of his favoritism toward racial mixing, he never gained public support.

One of Ashley's major tasks was rebuilding the schools destroyed during the Civil War. He faced the same prewar problems as Wiley: teacher shortages, lack of normal schools, and no teacher training.

In order to provide financial support for public schools, the General Assembly of 1868-69 appropriated \$100,000 from the general treasury. However, due to the financial strain the state was in at that time, no money was sent to the schools. In 1870, the General Assembly raised money by a state tax. From this tax, \$174,753.20 was raised for use in the common schools (Noble 1930, 356).

During Ashley's administration, the General Assembly also defined the school term, provided for Negro education, and increased the state superintendent's responsibilities.

Alexander McIver (1871-1875)

A friend of S. S. Ashley, McIver was appointed to the position of State School Superintendent by Governor Caldwell. Although a man of honor and integrity, he did not possess the leadership characteristics so desperately needed.

[H]e had none of the qualities of inspiring leadership at the time above all others in North Carolina when a leader of strategic ability and an advocate of persuasive powers as a public speaker was needed to lead men out of the bad humor they were in and unite them in an enthusiastic support of public schools in every nook and corner of the state (Noble 1930, 354).

One criticism of McIver's administration was that he made no precise recommendations for public school improvements. During his first report to the General Assembly, McIver "contented himself with taking ground for education as the best, cheapest, and only means of drying up the sources of pauperism" (Noble 1930, 355).

McIver's report for 1872 still did not make specific recommendations for improvement. During this report, he maintained that schoolhouses should be the best in the state; they should be the "ornament and point of attraction." Also, teachers should be the best. They should have "good moral character," be familiar with subjects, and should be trained to teach in all respects (Noble 1930, 362).

Clearly, McIver's administration did not progress as smoothly and as efficiently nor did it implement as many programs as Wiley's. However, some improvements were made: a more liberal provision for support was provided for teacher training, special poll and property taxes were provided, and counties were authorized to levy special taxes (Hamilton 1919, 359).

James Y. Joyner (1902-1919)

Although public education in North Carolina had made advances after the Civil War, it was not until the early 1900's that education began to progress. During this time, school attendance increased and the public's overall feelings toward the educational process began to improve.

A strong advocate of state-wide educational communication, Joyner was one of the first State Superintendents to produce information in mass quantities and distribute that material to local systems. During the period between 1902 and 1908, the department published 31 bulletins, while in 1912, the number had increased to 70.

In 1909, the General Assembly expanded the state superintendent's duties to include the training of teachers. With this, the first major step was taken to improve teacher instruction. In 1909, teachers were required to attend a two-week training session located in their home county. In 1910, teachers were required to attend either the county's training session or a summer school session provided by a college or university.

In the 1903 session of the General Assembly not only provided for the first teacher training, but they also enacted a law that provided local systems with state funds to improve school buildings. This fund, known as the State Literary Fund, was a loan that provided school districts with funds to improve school facilities. The Board required that all school facilities built by these funds must be constructed by plans approved by the State Superintendent. Unfortunately, due to the lack of personnel, the superintendent was unable to enforce this requirement until 1920, when the state board appointed a Director of Schoolhouse Planning.

Eugene C. Brooks (1919-1923)

In 1919, Governor Bickett appointed Eugene C. Brooks to succeed James Joyner as State Superintendent of Public Instruction. Brooks fought diligently for educational improvement, increasing the capacity and efficiency of high

schools throughout the state (Ashe 1925, 1280). He also accomplished the following:

- (1) The six-months school term amendment (1919-1920).
- (2) The inauguration of salary schedules for teachers, principals and superintendents, and the strengthening of the certification regulations, including a plan for standardizing the teacher facilities in the normal schools and colleges of the state (1920-1921).
- (3) The first two \$5,000,000 special building funds to be loaned to the counties for the erection of schoolhouses (1921 and 1923), thus stimulating the erection of many modern buildings for school purposes.
- (4) The increase in staff personnel at the Department of Public Instruction.
- (5) The decrease in number of districts and a corresponding increase in larger school instructional areas by consolidation in accordance with a county wide plan of school organization, thus resulting in a decided decrease in the number of small schools.
- (6) The beginning of transportation at public expense.
- (7) A recodification of the public school laws.
- (8) The beginning of vocational education under the provisions of the federal Smith-Hughes Act. The State Board for Vocational Education was created with the State Superintendent as executive officer (Lefler 1934, 467-468).

Arch T. Allen (1923-1934)

Prior to becoming state superintendent in 1923, Arch T. Allen served as the first director of the state's teacher training division. His interest and understanding of the state's educational system gave Allen a unique view of educational problems.

The Great Depression, which began in 1929, had disastrous effects on the educational system in North Carolina. Between 1930 and 1934, salaries and public services were drastically cut. In 1931 fifty-two high schools and 413 elementary schools were closed. School funds were cut by forty percent and teacher salaries decreased from \$850.00 to \$560.00 (Lefler 1956, 763).

Nevertheless, under the leadership of Allen, North Carolina's schools did make advances in many areas:

- (1) The continuation of the building program under the stimulation of two additional special building funds \$5,000,000 and \$2,500,000 (1925 and 1927).
- (2) The introduction by law of the county-wide plan of school organization (1924).
- (3) The revision of the school curriculum.
- (4) The provision for a state-supported uniform eight-months school term on state standards (1933) (Lefler 1934, 468-469).

Clyde A. Erwin (1934-1952)

Clyde Erwin, Superintendent of Schools of Rutherford County, was appointed State Superintendent by Governor Ehringhaus on October 24, 1934.

Even though the Depression had literally drained school purses, by 1935, over \$18,000,000 was appropriated for education (Lefler 1934, 469). These appropriations helped to improve vocational education and school facilities.

Lefler, author of North Carolina History Told by Contemporaries listed other significant advances:

- (1) The establishment of a rental system for textbooks (1935).
- (2) The provision for free basal textbooks for grades 1-7 (1937).
- (3) The provision for voting taxes for supplementing school purposes in districts having a school population of 1,000 or more (1939).
- (4) The establishment of a retirement system for all teachers and other state employees (1941).
- (5) The provision for the introduction of a 12-year program of instruction in lieu of the 11-year plan (1942-43).
- (6) The provision for a single State Board of Education to take the place of five existing State Agencies (1943-44)
- (7) The extension of State support to a nine-month school term (1943-44) (1934, 470).

As a result of the Depression and World War II, the North Carolina school lunch program was initiated. In 1935, the labor for some school lunches was provided for by the WPA and NYA, with food donated by the Surplus Commodities Corporation. Although the program was discontinued in 1943, the National School Act of 1946 put it on a continuing basis (Pearson and Fuller 1969, 910).

Charles F. Carroll (1952-1969)

Charles Carroll, Superintendent of the High Point City Schools, was appointed the State Superintendent of Public Instruction after the death of Superintendent Erwin in 1952.

Under his direction, the educational system in North Carolina began to increase at a phenomenal rate.

In 1956, the Department of Public Instruction expanded its six divisions to include research and statistics, vocational rehabilitation, school health and physical education and special education. During the period between 1958 and 1960, upon the recommendation of the State Education Commission, the department's ten divisions were reduced to five. After 1960, a few of the divisions remained as staff services: publications and central services, educational research, statistical services, NDEA administration, school athletics and activities, teacher merit study, and the North Carolina fund project (Pearson and Fuller 1969, 911).

In 1961, Carroll initiated a program to improve teacher education and certification. This program "placed a greater share of responsibility on the teacher preparation institutions in determining the necessary certification qualifications. . .the institutions were responsible for recruiting, selecting, and retaining only those persons displaying genuine promise" (Pearson and Fuller 1969, 913).

As the expansion occurred, the entire educational system began to feel its effect. During the period between 1952 and 1969, many of the existing programs were expanded or new programs were implemented.

- (1) Music education was introduced to the state department (1950).

- (2) Conservation and development of natural, social, and human resources in schools and communities was emphasized.
- (3) Expansion of plants, consolidations, and transportation facilities for Negro education was emphasized.
- (4) Vocational education programs increased. In 1955-56, more than \$1.25 million was spent for the expansion of his program.
- (5) During the 1955-56 school year, 1,628 schools participated in the school lunch program. Schools that participated during 1963-64 totaled 2,040 of the 2,154 public schools in the state.
- (6) Standardized testing of students in grades 7 through 12 increased from 60 percent in the 1961-62 school year to 68 percent in 1963-64.
- (7) Funds were allocated during the 1962-64 biennium to aid county and city administrative units in enforcing compulsory attendance laws.
- (8) Provisions for in-service education of teachers were made by the 1961 and the 1963 assemblies.
- (9) Funds were appropriated by the General Assembly in 1961, 1963, and again in 1965 to finance a statewide program of TV instruction.
- (10) In the 1965-66 school year, there were 304 state-allotted supervisors.
- (11) In 1965, the assembly appropriated funds for reducing the teacher-pupil ratio in grades 1 through 3 (Pearson and Fuller 1969, 911-917).

During this period, the expansion of programs resulted in an increased budget for public schools. In 1970-71, the expense of the public schools was estimated as \$725.3 million. Per pupil expenditures had increased from \$29.65 in 1934-35, to \$662.81 in 1970-71. During the period between 1959-69, more than 6.69 percent of the state's per capita

income was spent for public education (Lefler and Newsome 1973, 656).

Although this expansion was part of a national trend, North Carolina was fortunate in that it had governors that "indicated strong interest in education and exercised outstanding initiative to bring about improvements (Pearson and Fuller 1969, 911). Governors such as Terry Sanford (1961-65), Dan K. Moore (1965-69), and Robert W. Scott (1969-73) advocated and supported improvement of educational programs (Lefler and Newsome 1973, 656).

By the end of Carroll's administration, there were 1,220,619 pupils in public schools, with 48,834 teachers. Per pupil expenditures were \$608, and the average teacher's salary was \$7,444 (Lefler and Newsome 1973, 656).

Summary of State Superintendents before Phillips

The first statute to provide for a state superintendent of common schools in North Carolina was passed in 1852. The duties of the early state superintendents, included visiting local schools, collecting reports and selecting textbooks (Ashe 1925, 394).

The office of state superintendent was abolished in 1865, but reestablished in 1868 when Samuel Ashley was appointed. Ashley was followed by Alexander McIver (1871-1875). Although a man of honor, he did not possess the leadership qualities so desperately needed.

North Carolina schools steadily improved during the 1800's, but it was not until the early 1900's that education made major progress. James Joyner, State Superintendent from 1902-1919, led the fight to improve North Carolina schools. During his administration, the first teacher training schools were established and laws were passed to provide local systems with state funds to improve school buildings (Knight 1969, 338).

The next state school superintendent, Eugene Brooks (1919-1923), improved the efficiency of high schools. Also during his term, school transportation began at public expense, the number of school districts decreased, and the Department of Public Instruction personnel increased.

Education was drastically shaken by the Great Depression. Without question, Arch T. Allen's (1923-34) administration faced some of the most difficult problems in North Carolina's history. However, advances still occurred in the areas of curriculum, building programs and school organization.

During Clyde Erwin's term (1934-1952), the General Assembly appropriated money for vocational education and school facilities. Other improvements occurred in the areas of textbooks and retirement.

Under the direction of Charles F. Carroll (1952-1969), the educational system in North Carolina made vast improvements. The Department of Public Instruction expanded

its divisions. A program was initiated to improve teacher education and certification. Many existing programs were expanded or new programs were implemented. Teacher salaries and per pupil expenditures also increased.

Fortunately, our forefathers saw the need for education and therefore laid a strong foundation for its development for it has improved steadily. Under the direction of state superintendents, North Carolina has made great strides in expanding educational facilities, curriculums, and teacher education.

Craig Phillips' Administration

The Candidate

On January 15, 1968, Charles Carroll announced that he would not seek a new term as Superintendent of Public Instruction, thus opening the door for the first contested race for state superintendent since 1902 (Lewis 1969, 29).

Candidates from both parties battled for the position which was "regarded as highly important, not only in itself but also for the success of any governor" (Johnsey 1968, 10A).

Four democratic candidates competed for the office: Everette Miller, assistant superintendent of public instruction; Raymond Stone, president of Sandhills Community College; Bill Harrell, a state representative and business manager of Southwood Junior College; and A. Craig Phillips,

administrative vice president of the Richardson Foundation (Lewis 1969, 30). On May 4, 1968, North Carolina Democrats chose Craig Phillips as the Democratic candidate for Superintendent of Public Instruction. Although Phillips had not won the primary with a majority, he did win "handily" in the November 5 general election against Republican Joe Morgan, a native of Marshall, North Carolina (Lewis 1969, 30).

Phillips, former superintendent of Winston-Salem City Schools (1955-1962) and Charlotte-Mecklenburg Schools (1962-1967), entered the race with the promise to work for "productive innovation" (Ross 1968, N. pag.), and "forceful leadership" (Goodwin 1968, 1B).

When asked why he had entered the race for state superintendent, he maintained:

The challenge was thrown out to me: Is there a school superintendent in the state with the ability and experience to handle the job? And I seemed to be the only one available. I liked the excitement of the race, and the support I got. It does something for the ego. My number one motive was service. There is a place for a strong superintendent, and I wanted the chance to do something with it. It was also a humbling experience, and the teachers themselves were the backbone of the movement to elect me (Lewis 1969, 30).

He believed "there must be a revitalization of all public education from a sound kindergarten base through the elementary school, the comprehensive high school and the vocational programs at the technical, vocational and community college level (Ross 1968, N. pag.).

Although Phillips recognized that he must assume the office by political means, he felt that the office should not be a political one (Goodwin 1968, IB). He maintained that the office should be appointed by the State Board of Education, rather than elected (Lewis 1969, 29).

As for the question of control, Phillips contended:

The state superintendent should be the executive officer, like the local superintendent. The board should set the key policies and turn them over to the professional to implement, just as any responsible business is run. With 10 years experience as superintendent, I know that the only way the professional can function is as the executive of the board (Lewis 1969, 31).

When Phillips took office in 1969, he had a reputation as "a good administrator capable of delegating responsibility and expecting what he said to be carried out, and ... a fighter for his system" (Connah 1961, 1). However, the mere fact that Phillips was not afraid of a fight has caused him problems.

Throughout his twenty years as state superintendent, Phillips has implemented and changed a variety of educational programs, and fought openly with legislators, governors, and State Board of Education members.

Many people felt that Phillips did an excellent job as state superintendent. Nevertheless, he received a variety of complaints from State Board of Education members, as well as others in education:

(1) He runs his own shop as he sees fit and ignores the policy directives of the board when they do not suit his purpose; (2) he has assembled a massive educational bureaucracy in Raleigh which, at least in part, is there to protect and enhance his own power and authority; (3) in at least one instance he has been a party to a distorted report on progress in public education; (4) he has caused divisiveness and resentment in the ranks of teachers which could lead to militant unionism; and (5) perhaps most serious of all, he has paid much lip service to the cause of improving education but much less actual service ("State Board of Education Is Where the Battle Rages" 1975, 51).

Phillips was a superintendent "who evoked strong emotions one way or the other. Few people have no opinion about him, they either have nothing but praise for him or have nothing but criticism for him" (Scully 1967, 1).

In an attempt to examine Craig Phillips' administration, a variety of issues and conflicts that arose during his tenure are examined below.

Conflict with the State Board of Education

During Phillips' twenty years in office, he has collided with the State Board of Education on several occasions. These collisions have not necessarily been provoked by Phillips, nor have all of Phillips' attacks been aimed at the entire board. The clashes have ranged from funding to educational programs. In this study, only the major conflicts will be examined: Career Education, Channels for Changing Secondary Schools, Kindergarten Report, School Fund Control, North Carolina Association of Educators, Attitude Survey, Textbook selection, Fired Employee, Travel, Reimbursement for Rooms, Tactics, and Educational Programs.

Career Education

In 1973, the State Board of Education and Phillips battled openly over policy making authority.

The conflict arose when the State Board rejected Phillips' career education plan. Phillips had proposed that career education which "calls for prodding youngsters to make early occupational choices, and helping many of them train for limited futures" ("Phillips Subverting Board Policy" 1973, IV-4), be infused into the entire curriculum (Davis 1973a, 1).

On April 5, 1973, the board, in a formally adopted policy statement, stated that the plan was an "experimental concept" and that the inclusion of this entire plan should not occur "unless and until it is clearly established that the concept is sound" ("Text of Career Education Policy Statement" 1973, 8).

On Monday, April 16, 1973, however, Phillips "painted" a different picture ("Phillips Takes Dangerous Tack" 1973, 4). Ignoring the board's rejection, he stated that the plan was "the best chance for school people to begin carefully and quietly improving the schools, serving all young people and making a start on a new role for the schools in a new technological society" ("Phillips Takes Dangerous Tack" 1973, 4).

At this same briefing, Jerome Melton, Assistant Superintendent, indicated that the board had approved the plan when it "accepted and approved" a task force report which had described career education. He continued by stating that Phillips, as state superintendent, "has the statutory right to make statewide curriculum policy without help from the board" ("Phillips Takes Dangerous Tack" 1973, 4). Phillips' attempt at what appeared to be "czar-like posture over the state's public schools" ("Phillips Takes Dangerous Tack" 1973, 4), sent a shock through the educational community.

Robert Phay, a school law expert at the Institute of Government, stated that although more study was needed, it appeared that the ultimate authority over courses rested with the State Board (Davis 1973a, 1). In an article reported in The News and Observer on April 20, 1973, Melton "minimized" the differences between the State Board, and Phillips and stated that the issue should be "laid to rest" (Davis 1973a, 1).

However, it was not. In September 1973, Phillips criticized State Treasurer Edwin Gill's position on career education. Gill had stated the "only thing new about career education is the over-emphasis that its proponents are giving it to the hurt of other disciplines" (Davis 1973b, 14). Phillips, in a letter to the State Board members stated that Gills had "either ignored information ...or [had]

not interpreted it correctly" and that the board should remove the doubt and implement it in its entirety (Davis 1973b, 14).

In October 1973, Phillips once again introduced the issue of policy making. Phillips stated that career education was not the key issue of this ongoing controversy. In what he termed "straw man", Phillips stated that the issue would have occurred even if career education had not been involved. Phillips maintained that the important issue of this debate was "not a definition of career education nor debate over its being elective or tracking," but rather, "how will the State Board of Education function as the policy-making body for public education in North Carolina" (Davis 1973c, 1).

A year later in October 1974, Phillips, "defying a firmly worded policy of the State Board of Education," scheduled two statewide teacher workshops which were aimed at "infusing" career education into the fourth, fifth and sixth grades in North Carolina ("State Board Should Curb Phillips" 1974, 4). This action once again created wide-spread concern.

An editorial in The News and Observer called for the State Board of Education to "curb Phillips". The career education plan, stated the article, is "a social engineering scheme that is basically antidemocratic ("State Board Should

Curb Phillips" 1974, 4). "The State Board of Education simply must call Phillips to account for this kind of overreaching experimentation,... [and] stop this ill advised experimenting while the schools still have public support" ("State Board Should Curb Phillips" 1974, 4).

In a debate that lasted for several more years (Donsky 1976c, 18; "Weak Defense of Attitude Test" 1976, 4), Phillips continually criticized his opponents, calling them "elitists" and "irresponsible" ("Phillips Often His Own Worst Enemy" 1975, 4). An editorial titled "Phillips Often His Own Worst Enemy," summarized what may have been a key component of this on going struggle. The article stated that although Phillips is "deeply sincere, enthusiastic and eternally optimistic, [t]hese qualities cause him to think there is something blind or uncaring about those who question the effectiveness of some of his ideas" (1975, 4).

Channels for Changing Secondary Schools

In September 1974, a battle began over a controversial task force report, "Channels for Changing Secondary Schools." This report developed by a citizen task force appointed by Phillips recommended a "trial run at reducing compulsory [attendance] laws to the age of 14 and permitting a free flow of high school students to community colleges and technical institutions while at the same time allowing adults to enroll in high school courses" (Cline 1974a, 1).

The controversy began over the way Phillips' department handled the report. Although the State Board of Education had authorized the spending of \$35,000 (Adams 1974b, 19), it unknowingly approved the establishment of eight "model" schools to implement the recommendation of the Task Force (Adams 1974b, 16).

As for the Task Force Report, the Department of Public Instruction took the position that "it didn't matter if the board had approved it before voting to spend money to implement the recommendations because parts would be implemented without the board's approval, anyway" (Cline 1974a, 8). Also, Phillips appointed, without the advice or consent of the Task Force, Richard Ray of Southern Pines, at a cost of \$35,000, as consultant to the group. At the time of his appointment, Ray was under criminal indictment stemming from his activities while he was head of the Learning Institute of North Carolina (Cline 1974b, 1).

When questioned by Evelyn Tyler, member of the State Board of Education, concerning his handling of the report, Phillips publicly attacked the State Board of Education. He criticized Tyler for "attacking state school policies in the press" (Adams 1974a, 1). "We can talk more about what it is you (the board) want in the way of information", stated Phillips, "but I don't think the way to get it is through the press" (Adams, 1974a, 1). Although Phillips did not agree

with the entire report (Cowles 1971, 13), he felt that the conflict was not over philosophy but rather "power and responsibility" (Adams 1974a, 1). In October 1974, the State Board of Education voted to review the study and requested more information concerning the experimental schools (State School Board Doing Duty 1974, 4). In December 1974, the conflict over the report emerged once again.

George W. Lewis, President of the North Carolina Association of Classroom Teachers, criticized Phillips for spending over \$100,000 for the Task Force report that appeared to have been taken "partly verbatim" from "The Reform of Secondary Education," which had been written for the Charles F. Kettering Foundation and sold for \$2.95 ("Teachers' Official Disputes Quality of Education Study" 1974, I-7).

Kindergarten Report

In March 1975, Phillips accused State Board of Education members of attempting to discredit him. Phillips' charge came after he learned that Board Chairman Dallas Herring had "initiated an investigation into allegations that the State Board of Public Instruction had manipulated statistics to make a recent report appear favorable to the state kindergarten program" ("Phillips: Herring Lied" 1975, 4).

When the board voted to have the results of the kindergarten report evaluated by the University of North

Carolina statistics department, it learned that the report "omitted data from one of the 18 schools in the survey, and that, if the 18th school had been included, it would have shown no significant differences existed. . . ." ("Phillips: Herring Lied" 1975, 4).

Phillips charged that Herring had obtained "confidential" data and that he "had not gone through proper channels to obtain them" (Adams 1975a, 7). In response to Phillips' accusation, Herring released a statement stating that the controversy was "the first time in my experience when the right of the people to know the truth has become an issue" ("Herring Defends Probe" 1975, 41).

School Fund Control

In June 1977, there was a move by Phillips and key supporters in the General Assembly to shift the control of funding away from the controller of the State Board of Education and give it to Phillips and the Department of Public Instruction.

Bills introduced in both the House and Senate on June 10, 1976, sought to "deprive the Board of Education of direct fiscal control over all public school dollars, including about \$650 million now allocated annually to local schools for instructional salaries. The board would also lose control over monies spent for textbooks, school buses, plant operations, supplies and several other functions. The

controller, who supervises spending in these areas, serves at the pleasure of the board; the superintendent doesn't" ("School Fund Control Threat" 1977, 4).

Controversy arose quickly as Phillips argued that this proposal would "clarify lines of authority and improve the management of the public schools" ("Phillips Doesn't Need Control over Finances" 1977, 4), while opponents contended that the shifting fiscal control would "destroy this balance of power" ("Phillips Making a Power Grab" 1977, 4).

The State Board of Education responded to this issue by voting unanimously to oppose the bill (Christensen 1977b, 1). Phillips attempted to compromise by asking the State Board to propose to the Legislature to delay consideration of the bill until the next year. However, the board voted against it (Christensen 1977b, 6).

North Carolina Association of Educators

When Craig Phillips took office in January 1969, he felt that teacher unrest was one of the major problems he had to confront. "[T]eachers need to be recognized as a professional engaged in a very serious business", stated Phillips. "Until they have this recognition, the quality of education will rise very slowly, if at all" (Chaze 1968, N. pag.). Although Phillips declared that teachers were the backbone of the movement to elect him, it was not long before Phillips and the NCAE were in a confrontation.

During the NCAE convention, held in April 1971 at Charlotte, teachers voted to defeat a resolution that thanked Governor Robert Scott for "his years of interest in education in North Carolina" ("Phillips Hits Attitude of Some N.C. Teachers" 1971, 7).

Apparently this action disturbed Phillips, because several days later he issued a statement saying that some of the teachers in NCAE "are creating a very undesirable reflection on every one of our dedicated teachers," and he asked citizens of the state "not to be confused by those in our own profession who are trying either by design or through misdirection to divide us" ("Phillips Hits Attitude of Some N.C. Teachers" 1971, 7).

In January 1972, Phillips suggested that the NCAE should concentrate more on the professional needs of teachers and leave the other educational concerns to local and state superintendents. When questioned about the statement, Phillips blamed Republican Governor Jim Holshouser for badly distorting his remarks. Phillips contended that Holshouser had criticized his remarks because he (Holshouser) wanted to "create confusion and conflict" ("State School Superintendent Says Remarks Were Distorted" 1972, 15). Leaders of NCAE stated that they saw nothing wrong with the state having two voices for education (Marlowe 1972, 7).

Attitude Survey

In May 1976, 3,000 ninth grade students from across the state were given a student attitude test. This test asked questions that were designed to "probe the relationships of children with their parents, friends and other acquaintances" ("Weak Defense of Attitude Tests" 1976, 4). Some of the questions were: "Are you ashamed of your house?" and "Are you ashamed of how much money your parents make?"

Phillips defended the test saying that "it helps education planners to better understand youngsters and learning problems" ("Weak Defense of Attitude Tests" 1976, 4), and that the information obtained was important, because with it, educators "can make better decisions" (Donsky 1976b, 21). Unfortunately, many educators and parents did not hold the same view of these tests as did Phillips. Opponents felt that the test, despite its good intentions, did not set "sound academic policy".

Textbook Selection

In the spring of 1988, it was reported that Phillips accepted \$600 per speech or \$1,500 a day to speak before textbook companies and allowed textbook companies to host receptions ("Next School Chief Has a Cleanup Job" 1988, 4A).

At the 1988 State Superintendent's Summer Leadership Conference, book companies were asked to pay \$17,500 (Next School Chief Has a Cleanup Job 1988, 4A). Phillips contended

that this type of action was "very appropriate", but critics disagreed. Many people believed that Phillips' actions could cause "compromise of the book-selection process" (Next School Chief Has a Cleanup Job 1988, 4A).

These actions, as well as others, created the appearance that Phillips was after "easy money". An editorial published in the Asheville Citizen Times, stated that "[a]nytime the chance comes along to milk some personal benefit or private advantage from his office, Phillips seizes it" ("Craig Phillips Builds Upon His Example" 1988, 4A).

Employee Fired

Craig Phillips reinstated John Blanton, an education employee of 12 years, after he had fired him for supporting Ben Currin of Rocky Mount, candidate for State Superintendent. Phillips called Blanton into his office and told him that his (Blanton's) support of Currin was "a disruptive influence in the department and demanded his resignation" ("Fired Employee Is Reinstated" 1976, 31). When Blanton did not resign, Phillips fired him.

After Blanton filed suit against Phillips, Phillips reinstated him stating that he would lose no pay or benefits (Fired Employee Is Reinstated 1976, 31). Although Wake County District Attorney Burley B. Mitchell, Jr. investigated Phillips for election law violations (Donsky 1976d, 35), he found no basis on which to prosecute Phillips (Carroll 1976, 19).

Travel

Throughout Phillips' career, he received criticism for his travel both inside and outside the country.

In 1977, Phillips was outside the state approximately three months. Along with trips to conventions, seminars and conferences, for which taxpayers paid the majority of the expenses, he also traveled to Japan, Africa, Mexico, Las Vegas, San Francisco and Honolulu ("Travel" 1977, 1; "Phillips Spent 3 Months Outside N. C. Last Year" 1978, 1).

Between 1986 and 1988, Phillips was out of the state a total of 117 days ("Craig Phillips Builds Upon His Example" 1988, 4).

In 1988, he, along with 34 state educators, went on a trip to China. In exchange for his promotion, Goodwill People to People Travel Program paid expenses for Phillips and his wife ("Craig Phillips Builds Upon His Example" 1988, 4). Critics of Phillips contended that this type of behavior did "damage . . . to the ethical standards of his office and to the Department of Public Instruction" ("Craig Phillips Builds Upon His Example" 1988, 4).

Reimbursement for Rooms

During the summer of 1986, Phillips and his staff attended a summer conference in Asheville, North Carolina. Hotels that hosted the conference gave Phillips 10 complimentary rooms. Phillips and others used the free

rooms; however, when Phillips returned to Raleigh, he billed the state for "nonexistent lodging expenses" ("Get Those Officials out of the Trough" 1986, 4).

When questioned about the money, Phillips, who received \$441, stated that there was nothing wrong with the practice, "it's a practice that's carried out throughout the state" ("Get Those Officials out of the Trough" 1986, 4).

Tactics

Several criticisms have surfaced as a result of the questionable methods or tactics Phillips used to obtain his goals.

Phillips has been attacked for actions such as serving North Carolina Legislators a "sumptuous candlelight meal" while asking them for a budget increase (Schlosser 1974, D1), placing an election leaflet on the desks of employees of the State Department of Education inviting them to a Phillips fund raiser ("Some Education Workers Shy of Phillips' Invitation" 1976, 1), flooding State Board members with paper work before monthly meetings ("Phillips Tries to Trip the Board" 1976, 4), and not always offering a simple perspective on issues ("Phillips Tries to Trip the Board" 1976, 4).

Educational Programs

When Phillips took office in January 1969, the state's budget for public education was \$1.25 billion ("Phillips Says

State's Schools Better off Than Last Year" 1970, N. pag.). Although this amount had increased over the previous five years, Phillips felt that this amount was inadequate. In 1969, North Carolina's teacher salaries were among the lowest 10 percent nationally ("Phillips Says State's Schools Better off Than Last Year" 1970, N. pag.), and student enrollment had increased from 1,208,112 in 1966, to 1,220,636 in 1969 (Division of Management Information Systems 1977, I-3).

In the face of these problems Phillips used a report released by the Governor's Study Commission in 1968, as the "basic blueprint" for educational improvement. This report called for state-supported kindergartens, vocational education, an upgrading of the teacher profession and regional service centers (Pleasants 1968, D1; Johnsey 1968, A1). Apparently, Phillips used this report throughout his tenure, because many of these programs were implemented during his administration.

When Phillips stated "you can't talk about education without talking about money" (Cowles 1973b, 29), he literally meant it. Throughout his administration, he constantly fought for an increase in funds (Yancey 1971, B1; Guillory 1975, 1; Currie 1984, 1).

Without doubt, he was successful. On Wednesday, November 5, 1975, a report, a follow up report of the 1968's

Governor's Study Commission Report, was released which cited North Carolina's educational gains since 1968:

- (1) A state-supported kindergarten program was begun in 1969 with 16 classes serving 368 children. This year [1975] 44,000 children are enrolled in 1,904 kindergarten classes, and kindergarten will be provided for all 87,000 five year olds in North Carolina by 1978.
- (2) Teacher salaries have increased from an average of \$6,219 to an average of \$10,223 . . . North Carolina has risen from fifth to first in the Southeast in teacher salaries and from 37th to 18th in the nation.
- (3) Legislation in 1973 limited class sizes to 26 students in kindergarten through third grades, to 33 students in middle grades and 35 students in secondary schools.
- (4) Per-student expenditures have increased from \$531 to \$915 . . .
- (5) The number of exceptional children served by the public schools has increased from 54,572 to 116,661 . . .
- (6) The number of local school systems that do not offer programs in occupational education has declined from 30 to four.
- (7) The number of academic courses offered in high schools has increased by 50 per cent . . .
- (8) Consistent with the 1968 commission's recommendation that "the development of a valuing process be an integral part" of instruction in the public schools, the 1971 and 1975 General Assemblies passed laws promoting the teaching of economics and the free enterprise system.
- (9) Consistent with the commission's recommendation that the county be the basic local educational unit, city-county mergers have reduced the number of school systems from 157 to 148 (Adams 1975b, 9).

Other improvements that occurred were the passage of a \$300 million school bond issue, 10-month employment for teachers, 12-month employment for administrators, an increase to 180 student days, multiple textbook adoptions, establishment of eight regional education centers and increased appropriations for reading programs in the primary grades (Cowles 1971, 15; Donsky 1976a, 31).

Although student enrollment has declined from 1,214,506 in 1976 to 1,123,425 in 1985 (North Carolina Public Schools Statistical Profile 1986, 1-3), implementation of new educational programs have been on the increase.

More recently, there has been a move toward the implementation of the Basic Education Program and the Career Development Plan. Although the Legislature has not fully funded either of these programs, The Basic Education Program should be fully implemented by 1993 (The Basic Education Program 1985, 81-82), while the Career Development Plan is in the pilot stage and currently under review.

Summary

Since 1812, the position of state school superintendent has seen varied but constant evolution. It is recognized as one of the most important positions not only in state education but also in state government.

Duties and responsibilities have expanded to include leadership in certification, finances, and

curriculum. Qualifications vary from state to state. Although early superintendents were not required to hold any special qualifications, today's superintendents as usually required to have a college degree or educational experience.

One of the major controversies surrounding state superintendents is whether they should be elected or appointed. Early superintendents were appointed to the position by the state board of education, and most are still selected this way. However, as the position expanded, the methods for selection also increased. Today, chief school officers can be elected by popular vote or appointed by the governor, as well as appointed by the state board of education. The controversy still exists as to which selection method is the most appropriate.

North Carolina, like other states, has made enormous far-reaching changes in education. From the 1800's to the present, state superintendents have influenced and directed the state's educational system. However, dramatic advances in North Carolina education have occurred since the 1960's. From the implementation of the kindergarten program in 1975 to the complete fulfillment of the Basic Education Program in 1995, North Carolina will have undergone one of the most productive periods in history.

However, of the seventeen North Carolina State Superintendents since 1852, probably none has been as

powerful or as controversial as Craig Phillips.

From the time he took office in 1969 to today, Phillips appeared to have provoked more altercations than any other state superintendent. His forceful personality (Adams 1969, 1A), and his willingness to confront adversity have generated criticism. In 1976, Phillips stated that politics should not be brought into education ("State Schools Head Lashes out at Critics" 1976, 1), but his actions repeatedly contradicted that statement.

Throughout his career as state superintendent, Phillips did not hesitate to confront his critics. When opponents disagreed with his programs or his leadership style, he would call them "elitists" or "irresponsible" ("Phillips Often His Own Worst Enemy" 1975, 4).

Phillips found it difficult accepting a decision made by the State Board, if it was not in accordance with his own. Frequently, he would either disregard the decision or attempt to distort it. In either case, Phillips' attempts to "be his own man" and to manipulate conditions to get what he wanted often created an appearance of disloyalty and subversion.

With much of Phillips' administration being clouded with these perceptions, it was difficult at times for him to function in the legislative and educational arenas.

Although criticism has surrounded his administration, Phillips was nevertheless an effective leader. Under his

leadership since 1969, North Carolina education has seen major changes, most notably in its kindergarten program, primary reading program and support personnel. Recently, the Basic Education Plan, has been implementing a dramatic shift back to focusing on basic instruction.

While, these innovations cannot be solely credited to Phillips, since many educators and legislators have devoted intelligence and time searching for improvements, still his influence cannot be disregarded. With diligence and dedication, Phillips has led North Carolina toward great educational improvements.

CHAPTER III

METHODOLOGY

In order for this study to produce reliable findings, triangulation was used. Triangulation is a research methodology that "improve[s] the probability that findings and interpretations will be found credible" (Lincoln and Guba 1985, 305).

By using a system that integrates quantitative and qualitative methods, the investigator can collect data on particular questions with different methods. The methods that will be used for this study are the questionnaire and the interview.

Survey/questionnaire research is the type of self-report research most often used. The major purpose of survey research is to "attempt to collect data from members of a population in order to determine the current status of that population with respect to one or more variables" (Gay 1987, 191).

There are advantages in using questionnaire. "It requires less time, is less expensive, and permits collection of data from a much larger sample" (Gay 1987, 195). However, there are also criticisms.

The major criticism of a questionnaire involves its misuse. Too often, questionnaires ask participants to answer

questions that are unclear and misleading. Obviously, attempting to answer this kind of questionnaire creates a dislike of all questionnaires. Although this can be avoided, the development of a good questionnaire takes time and skill.

Another criticism of questionnaires is dealing with nonresponse. There is no guarantee that a questionnaire will produce a high rate of return. Obviously, a well-constructed questionnaire would tend to increase the return rate. However, there is still no guarantee that subjects will respond.

An interview is "the oral, in-person, administration of a questionnaire to each member of a sample" (Gay 1987, 202). The interview, like the questionnaire, has advantages and disadvantages. One of the major advantages of an interview is that it allows the interviewer to establish "rapport and trust" so that "the interviewer can often obtain data that subjects would not give on a questionnaire" (Gay 1987, 203). Critics of the interview process contend that it is "expensive and time consuming," and that a subject may be "affected by his or her reaction to the interviewer either positive or negative" (Gay 1987, 203).

This study attempted to determine the extent to which local superintendents were influenced by Craig Phillips and/or his administration. Such an investigation was too complex to be viewed from a single perspective. Therefore,

both questionnaire and interview methods were integrated in this study. Combining the two methodologies permits the researcher to have the best of both worlds. By using both questionnaires and interviews, the researcher can obtain information from a large sample, while expanding upon that information through interviews.

The questionnaire population consisted of all 137 North Carolina local school superintendents. The interview population consisted of the sixteen superintendents in the Western Region (Region Eight).

Interview

Questions for the interview were obtained from the review of the literature and focused on the major research questions for this study.

The interview format was pretested with two local superintendents in Region Eight. During the pretest, the respondents made suggestions concerning the interview and questions.

After the interview format had been pretested, the superintendents were contacted and the interviews were scheduled. Of the remaining fourteen superintendents in Region eight, twelve agreed to be interviewed.

During the interview, the superintendents were asked semistructured questions. Several structured questions were asked, followed by open-ended questions (See Appendix

D). The interviewer not only gained valuable information concerning Phillips, but also acquired information that was useful in the development of the questionnaire.

Although mechanical recording is more objective and efficient (Gay 1987, 205), the interviewer felt that the superintendents would be more relaxed and therefore more open if a mechanical recording device was not used. Therefore, the interviewer recorded the responses manually, and these were transcribed later (See Appendix E). From the interview material, the interviewer extracted the questions and determined the format for the questionnaire.

Questionnaire

The questions for the questionnaire were developed not only to address the research questions, but also to reflect the issues that emerged from the interview process.

The survey instrument contained the Likert Scale, a five-step attitude scale which "asks an individual to respond to a series of statements by indicating whether he or she strongly agrees (SA), agrees (A), is undecided (U), disagrees (D), or strongly disagrees (SD) with each statement" (Gay 1987, 146).

After the interviews were completed, it was determined that the questionnaire format must include two scales, one that allowed superintendents to answer the question in relation to Phillips' early years and one that allowed them

to answer the same question concerning later years in office.

Although none of the local superintendents could state a specific policy or an exact date when Phillips "lost" his power, twelve of the fourteen local superintendents interviewed agreed that the breaking point occurred five or six years before his retirement. Therefore, the first scale covered the period between 1970-1982, and the second encompassed the period between 1983-1988 (See Appendix G and Appendix H).

In order to determine the face validity of the questionnaire, members of the investigator's doctoral committee reviewed the questions and made appropriate suggestions.

In order to determine instrument deficiencies, the questionnaire was pretested by the local superintendents in Region Eight (See Appendix C). Six of the open-ended questions that had been included in the interview were included in the questionnaire, however, since Region Eight superintendents had already answered these questions, they were asked not to answer them, but they were asked to read them for clarity.

In the pretest process, an extra cover letter was attached to the questionnaire. This letter thanked the superintendent for the interview and asked him to complete the scale section of the questionnaire and to make

suggestions concerning format, directions and clarity for the entire questionnaire (See Appendix F).

Of the fourteen pretest questionnaires mailed to Region Eight superintendents, thirteen were returned. Responses to the pretest questions indicated that there were no major problems with the questionnaire or the cover letter.

After the questionnaire was pretested, the questionnaire and the cover letter were mailed to 121 local superintendents in the Northeast, Southeast, Central, South Central, North Central, Southwest and Northwest Regions (See Appendix C).

In an attempt to improve the return rate of both the pretest questionnaire and the updated questionnaire, the researcher personally signed each cover letter and hand-addressed each envelope.

In the first mailing, 57 of 121 questionnaires were returned. Of those 57 superintendents that participated in the survey, three did not wish to participate, and three superintendents completed the questionnaire but commented that the questionnaire's tone was negative.

Ten days after the first mailing, the researcher mailed a reminder to the 64 superintendents that had not responded in the first mailing (See Appendix I). The second mailing produced an additional sixteen questionnaires. Of those sixteen superintendents that responded to the second mailing, three did not participate because they felt that the

questionnaire was too negative, and two superintendents commented that the questionnaire was negatively constructed.

After the questionnaires were received from the first two mailings, a letter was mailed asking the eight superintendents that perceived the questionnaire to be negative, and subsequently did not answer, for a telephone interview to discuss how the issues could be addressed without a negative tone, and to discuss the positive aspects of Phillips' administration (See Appendix J). Of the eight superintendents that were contacted, only two participated in a telephone interview. During the telephone interviews, both superintendents indicated that the questionnaire was negatively constructed, one calling it a "witch hunt" and the other "unprofessional." However, after the issue was discussed, both superintendents agreed to be interviewed.

In an attempt to determine if the remaining 48 superintendents that did not respond held different opinions from those superintendents that responded, 20 percent of the 48 superintendents that did not respond, were randomly selected and contacted by telephone to determine the reason the questionnaire had not been returned.

Of those ten superintendents that were randomly selected, two were from Region 7, two from Region 1, two from Region 2, one from Region 3 and three were from Region 5.

Of the ten superintendents that were contacted by telephone, seven had failed to return them due to the lack of time and subsequently mailed them, while three superintendents simply chose not to answer the questionnaire.

Eight-nine questionnaires were returned from the superintendents. Following is a summary of the returns and how they were obtained: 54 questionnaires were received from the first mailing, thirteen from the second, two were from telephone interviews, seven questionnaires were returned after the interviewer mailed a reminder to the superintendents, and thirteen questionnaires were received from Region Eight superintendents.

Data Analysis

For research question one, content analysis of an open-ended question from the interviews was used.

In order to examine research question two, a frequency analysis of closed-ended questions was used from the questionnaire.

Research question three was addressed through content analysis of open-ended questions from the questionnaire.

Research question four was examined with the use of content analysis of an open-ended question from the questionnaire.

In order to examine the advice to the new superintendent, content analysis of an open-ended survey question was used.

CHAPTER IV
ANALYSIS OF DATA

There were four purposes to this study. The first was to determine to what extent Phillips' behavior influenced local administrative procedure. The second was to determine if age, years in office, size of administrative unit, geographical region or Phillips' tenure affected local superintendents' perceptions of Phillips and/or his administration. The third was to determine which statewide implemented programs during Phillips' tenure were attributed to Phillips and/or his administration. The fourth was to determine how local superintendents would select the State Superintendent of Public Instruction.

The methodology that was used for this study was triangulation, which allowed the investigator to collect data from two different methods. The two methods used for this study was the questionnaire and the interview.

In order to answer each research question, the researcher interviewed fourteen superintendents from Region Eight and mailed a questionnaire to all of the 137 local superintendents. The interview process not only helped to answer one of the four research questions, but it also aided in the development of the questionnaire.

As a result of the questionnaire, which was used to answer three of the research questions, eight superintendents indicated that the questionnaire was negative, while four expressed doubts concerning the validity of the study. Six superintendents chose not to complete the questionnaire. However, two of the six agreed to be interviewed by telephone.

Research Questions Answered by the Study

The researcher explored four questions and their ramifications related to Craig Phillips and/or his administration. Of the four research questions, three questions were answered through the use of the questionnaire, while one was answered from the information obtained from the interviews of the superintendents in Region Eight. The major findings, based on these questions, are summarized as follows:

Research Question 1: To what extent did Phillips' behavior influence local administrative procedure?

Research question one was addressed with the interview data obtained from the fourteen Region Eight superintendents.

For a listing of the interview question used to answer this research question, see Appendix K.

Content analysis of the interview responses indicated that seventy-five percent of the superintendents (11)

believed that Phillips' traveling and his questionable acceptance of gratuities did not affect local operations. However, sixty-nine percent (10) agreed that these incidents made them more careful of their actions.

Although the majority of local superintendents indicated that Phillips' traveling and questionable acceptance of gratuities did not affect local operation, they did suggest that they were more cautious in their daily transactions.

Research Question 2: Did the size of administrative unit, age, years in office, geographical region or Phillips' tenure influence local superintendents' perceptions of Phillips and/or his administration? If so, to what degree did each of these attributes contribute to the overall perception?

For a listing of the interview questions used to answer this research question, see Appendix K.

This research question was addressed by an analysis of fourteen survey questions.

Local superintendents (137) were asked to complete a Likert-scale survey which asked them to respond to each of the 14 survey questions for the time periods of 1970-1982 and 1983-1988. Fourteen survey questions were used to answer research question two. The survey questions that were used to answer research question two are as follows:

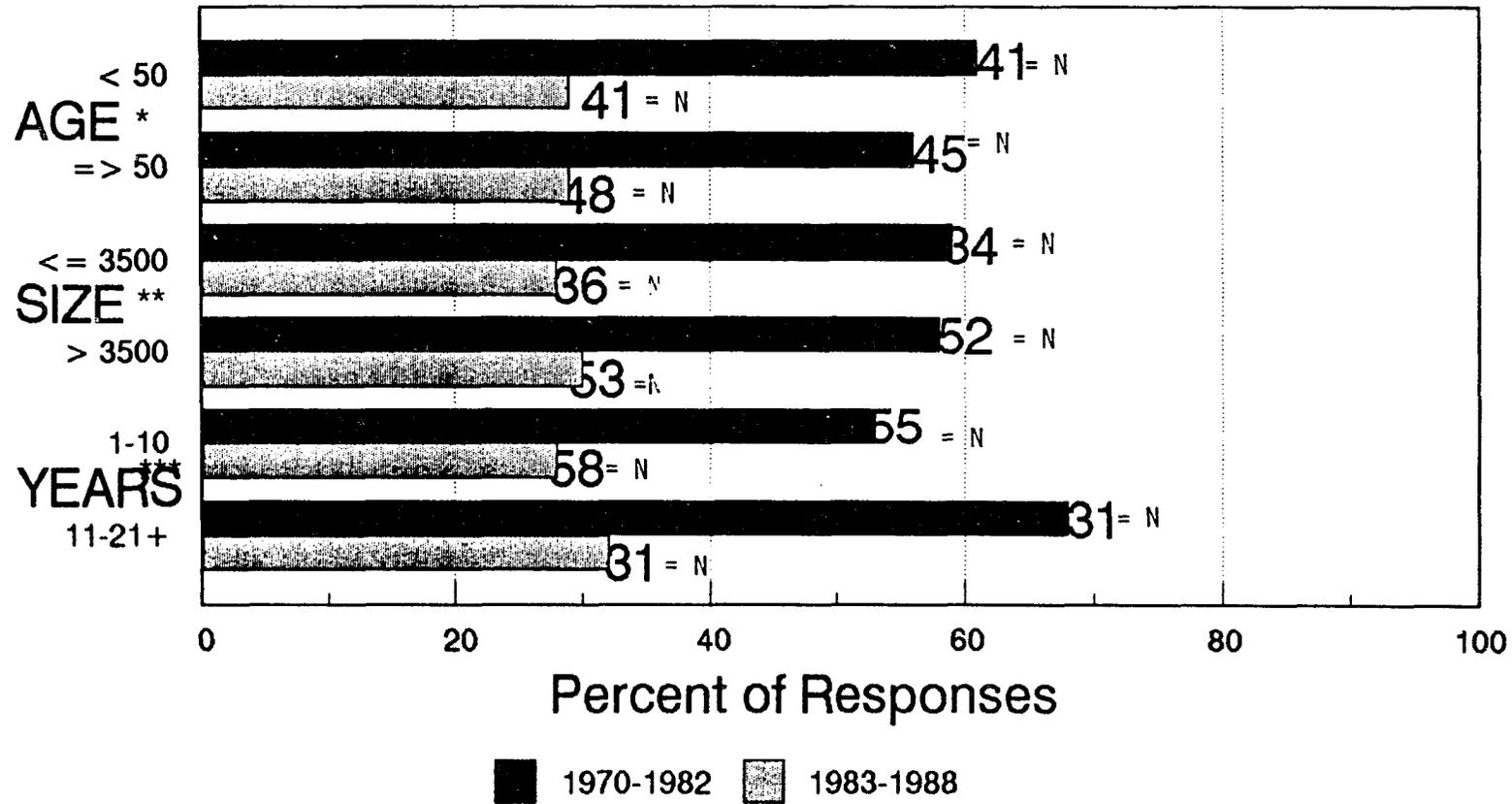
Survey Question 1: Craig Phillips strongly believed that the Superintendent of Public Instruction should be appointed by the State Board of Education.

An analysis by age, years in office, administrative unit, and Phillips' tenure is contained in Figure 1. This figure illustrates, as it related to the time period 1970-1982, that the majority of superintendents, regardless of age, unit size, and years, disagreed or strongly disagreed that Phillips believed that the Superintendent of Public Instruction should be appointed by the State Board of Education. However, for the time period 1983-1988, the majority of the superintendents agreed or strongly agreed with this statement. Generally, the superintendents (31) with the most experience expressed the highest rate of disagreement.

A summary of the superintendents' responses by region is contained in Figure 2. When classified by region, the results indicated that the majority of the superintendents in all of the regions, except one, either disagreed or strongly disagreed that Phillips believed that the Superintendent of Public Instruction should be appointed by the State Board of Education between 1970-1982.

However, as it pertained to his later years in office, the results suggested that superintendents from each region perceived Phillips as believing that the Superintendent of Public Instruction should be appointed by the State Board of Education.

Figure 1
State Superintendent Should be Appointed by
State Board of Education



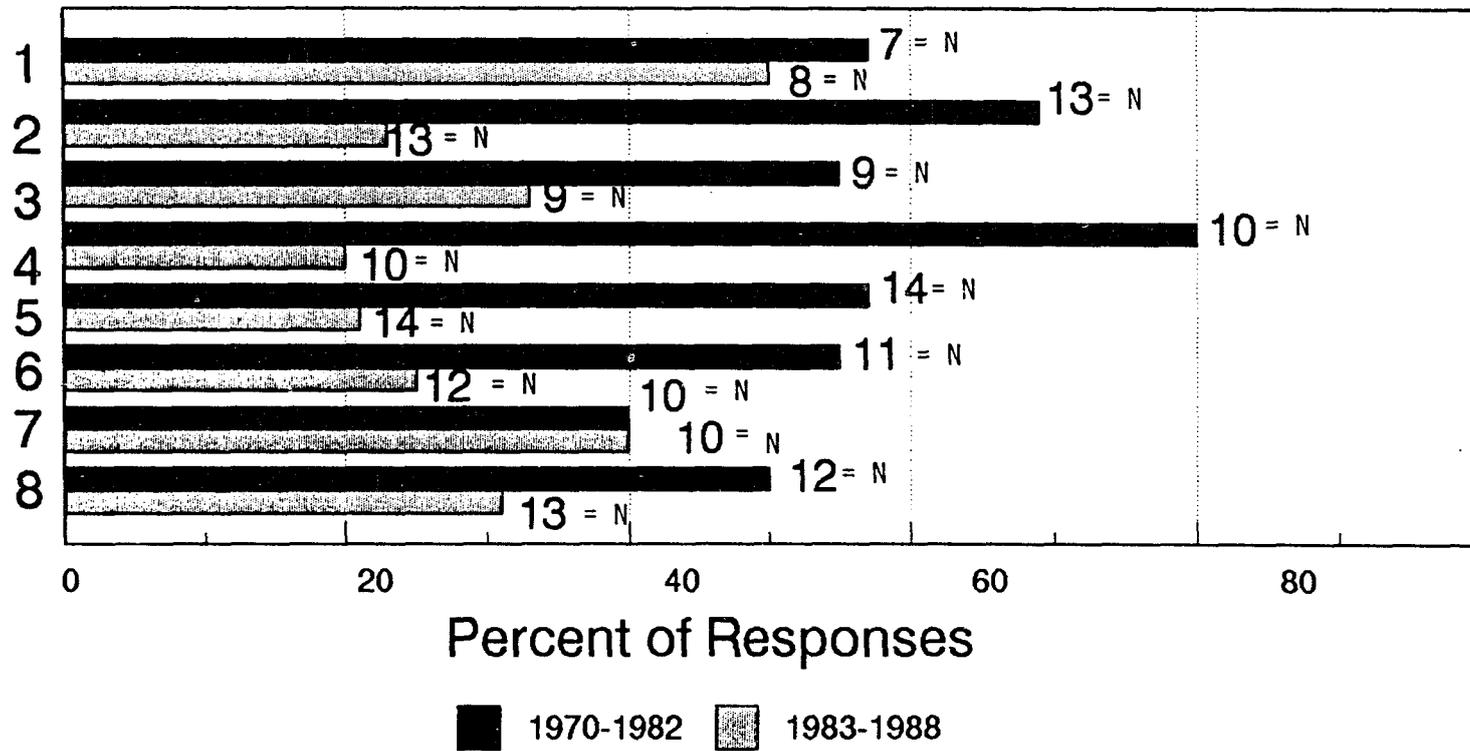
Superintendents that disagree or strongly disagree
 N = total number of responses

* Age of Superintendent
 ** Size of Unit
 *** Superintendent's Years in Office

Figure 2

Phillips' Opinion of the Appointment of the State Board of Education

Regions



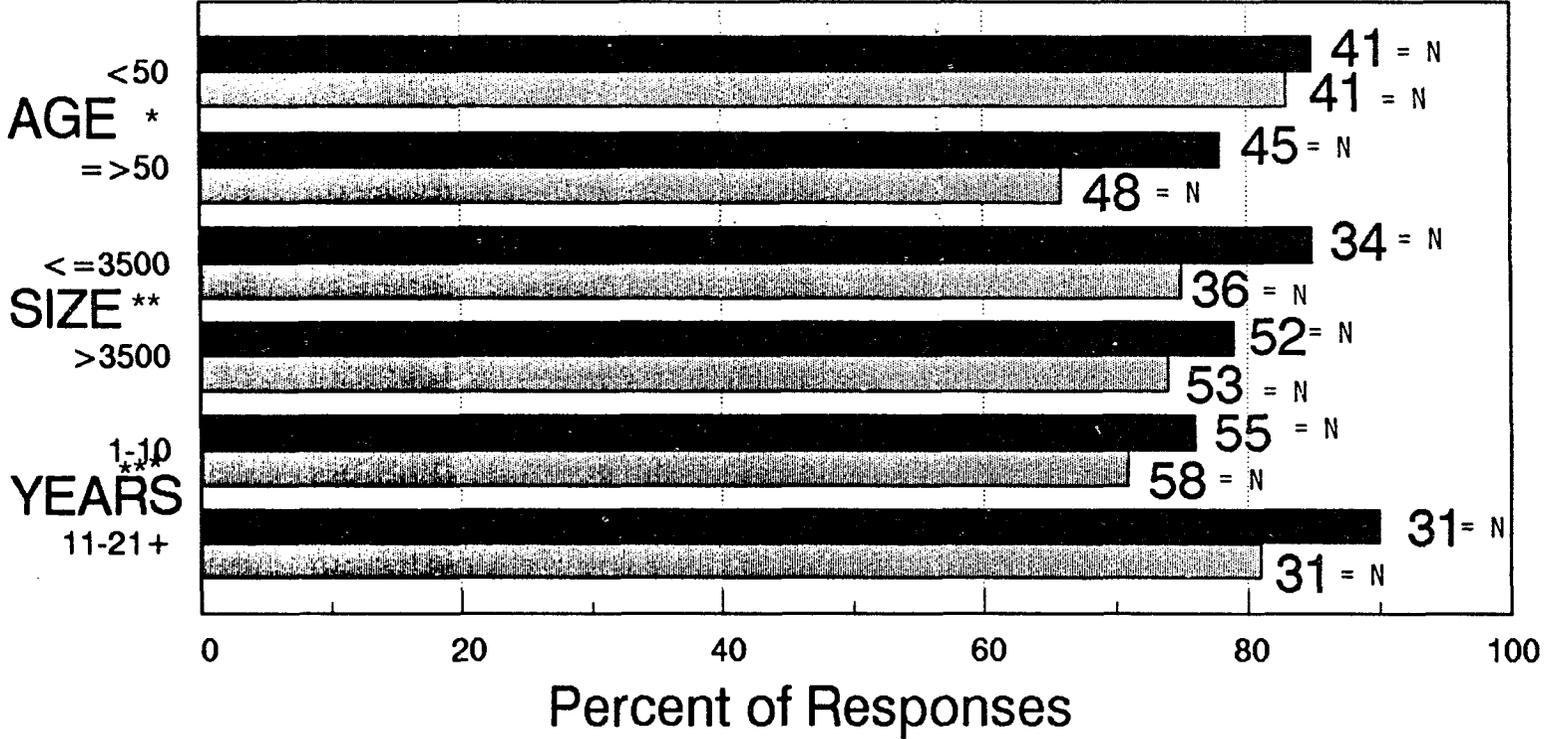
Superintendents that disagree or strongly disagree
 N = total number of responses

Survey Question 2: He (Phillips) made inaccurate statements in an effort to put himself in a better light and to advance positions which he favored.

A summary of the data concerning age, unit size, years in office and Phillips' tenure is contained in Figure 3. The results indicated that the majority of the respondents from all of the categories either disagreed or strongly disagreed that Phillips made inaccurate statements in an effort to put himself in a better light and to advance positions which he favored.

A breakdown of the responses by region is contained in Figure 4. All of the responses as categorized by region indicated that the majority of superintendents either disagreed or strongly disagreed that Phillips made inaccurate statements in an effort to put himself in a better light and to advance positions which he favored.

Figure 3
The Effect of Phillips' Personal Statements
on Local Superintendents



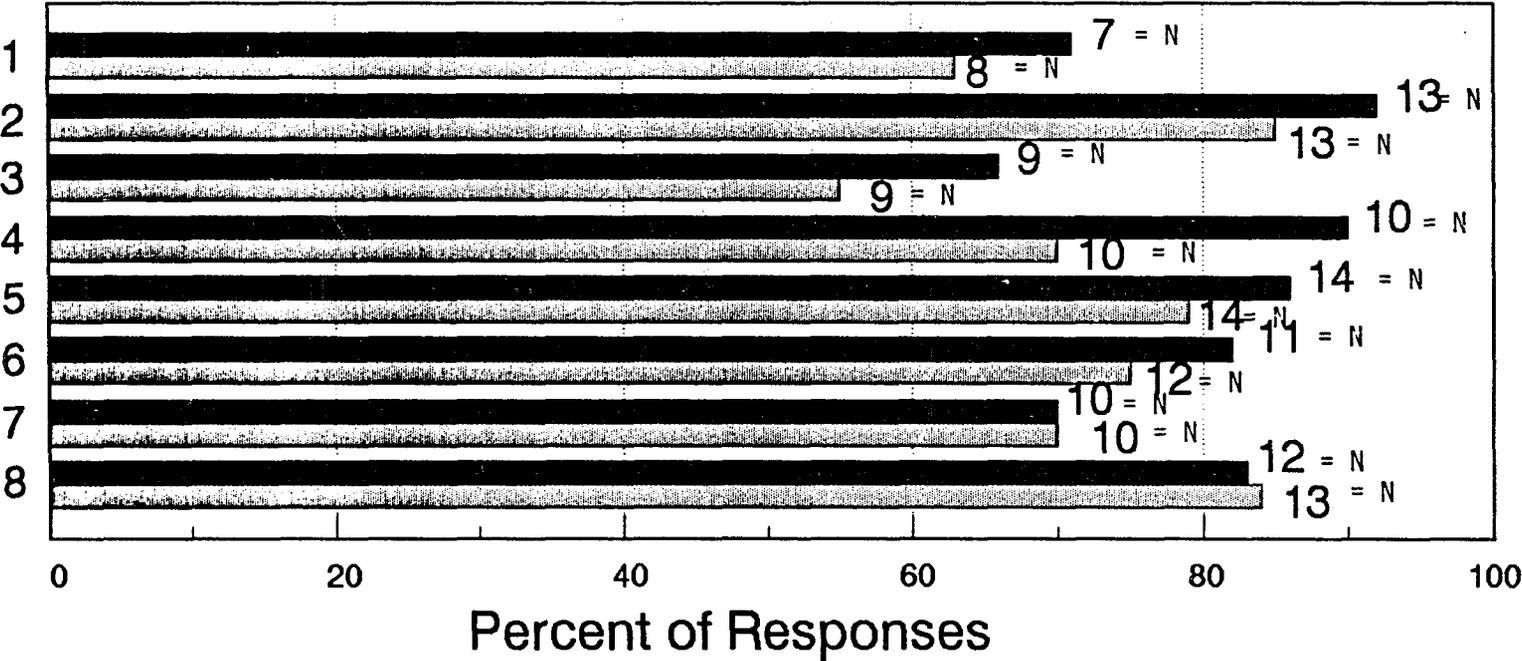
Superintendents that disagree
or strongly disagree
N = total number of responses

■ 1970-1982 ▨ 1983-1988
* Age of Superintendent
** Size of Unit
*** Superintendent's Years in Office

Figure 4

The Effect of Phillips' Personal Statements on Local Superintendents

Regions



Superintendents that disagree or strongly disagree
 N = total number of responses

Survey Question 3: Phillips' leadership empowered the quality of education offered by your administrative unit.

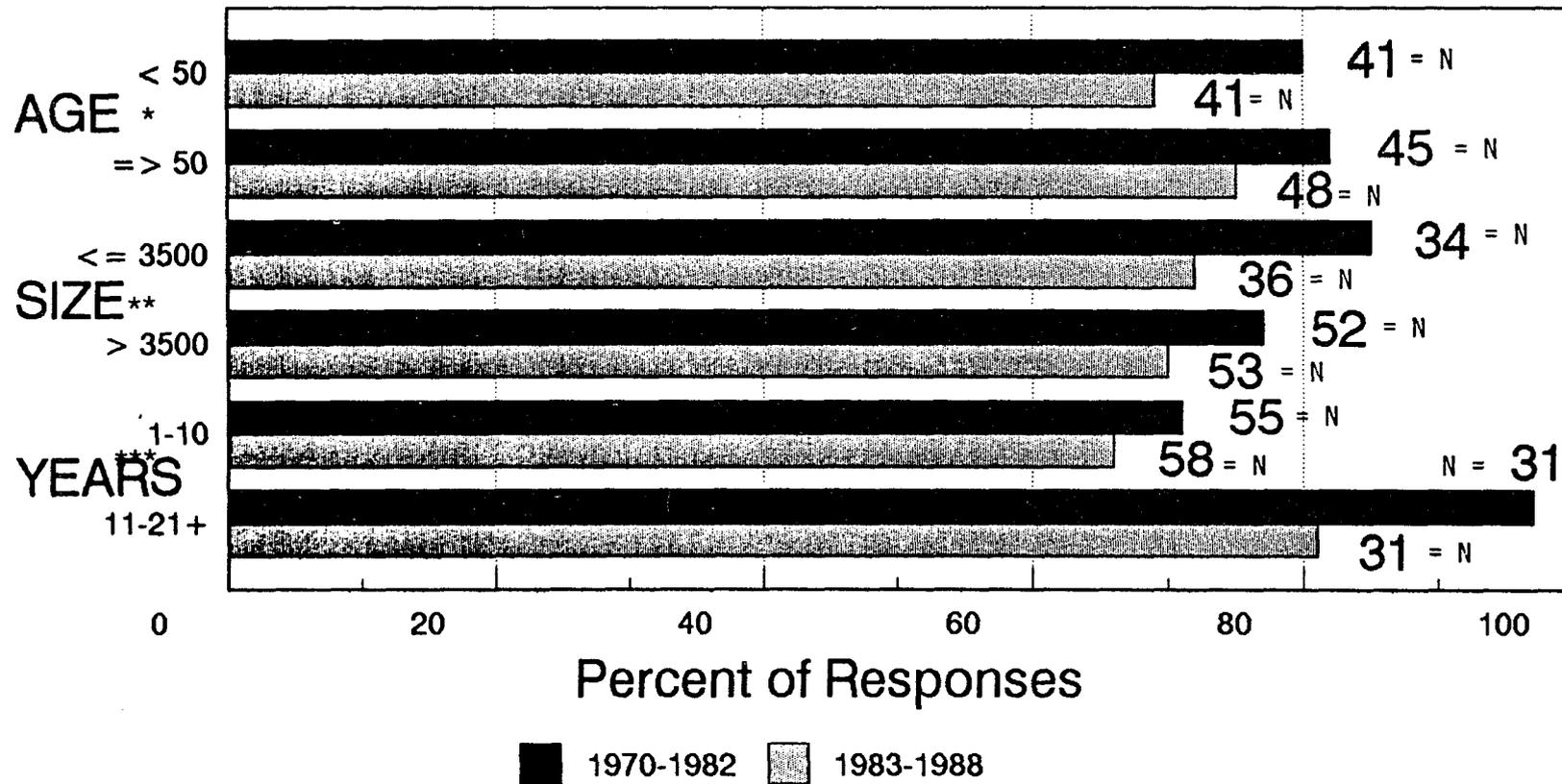
An analysis of the results broken down into age, unit size, years in office and Phillips' tenure is shown in Figure 5. The findings of each classification suggested that the majority of the superintendents that responded to the questionnaire either agreed or strongly agreed that Phillips' leadership influenced or enhanced the quality of education offered by local administrative units.

All of the classifications indicated that the superintendents believed that Phillips' leadership empowered the quality of education more during the years 1970-1982. However, there was not a significant difference between the time periods or classifications.

An examination of the data by region is in Figure 6. Superintendents in Regions Eight, Seven and Five not only agreed with this statement, but they saw no difference in his leadership ability during the two time periods. However, superintendents in the remaining regions felt that there was a change in Phillips' leadership ability between 1970-1982 and 1983-1988.

Figure 5

The Influence of Phillips' Leadership on Local Superintendents



Superintendents that agree or strongly agree

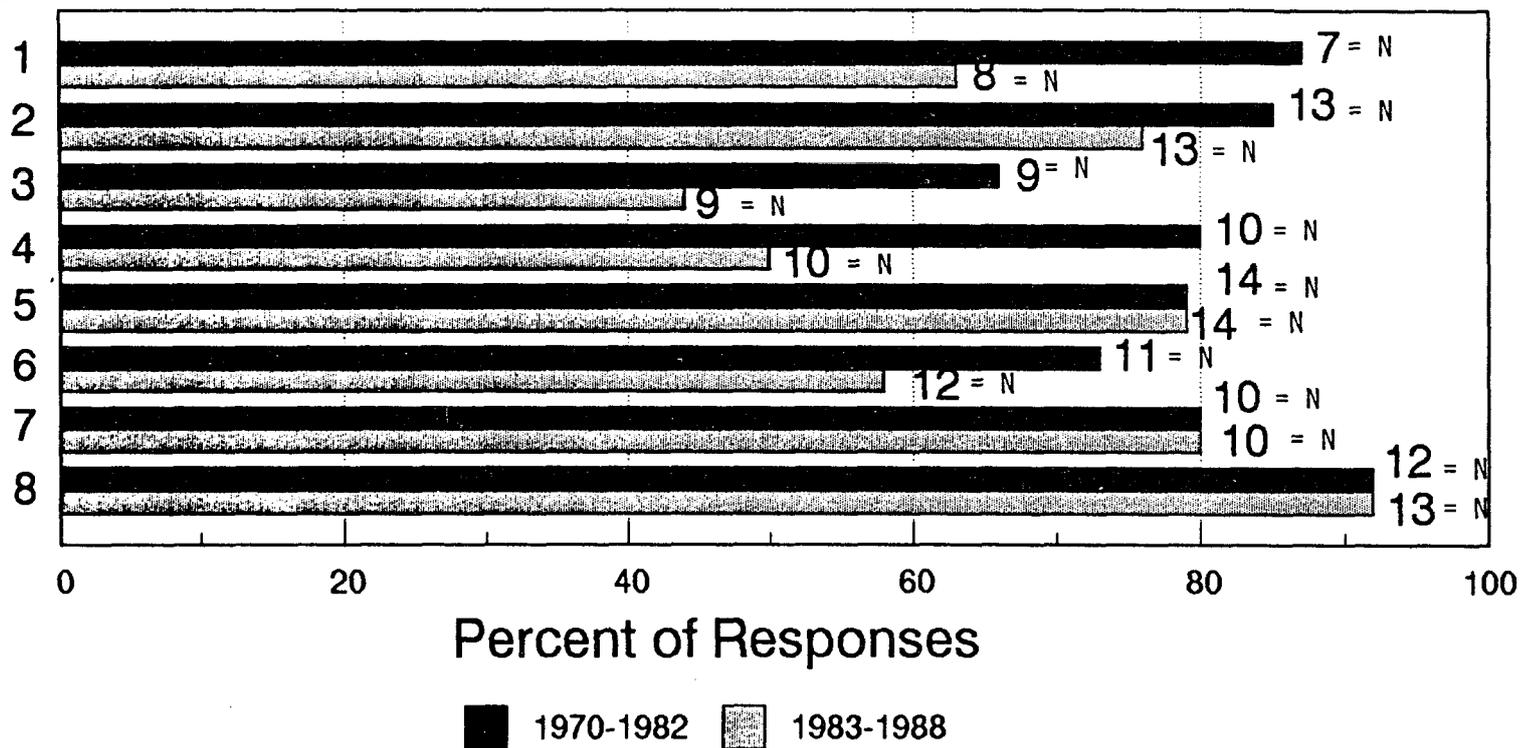
N = total number of responses

* Age of Superintendent
 ** Size of Unit
 *** Years in Office

Figure 6

The Influence of Phillips' Leadership on Local Superintendents

Regions



Superintendents that agree or strongly agree

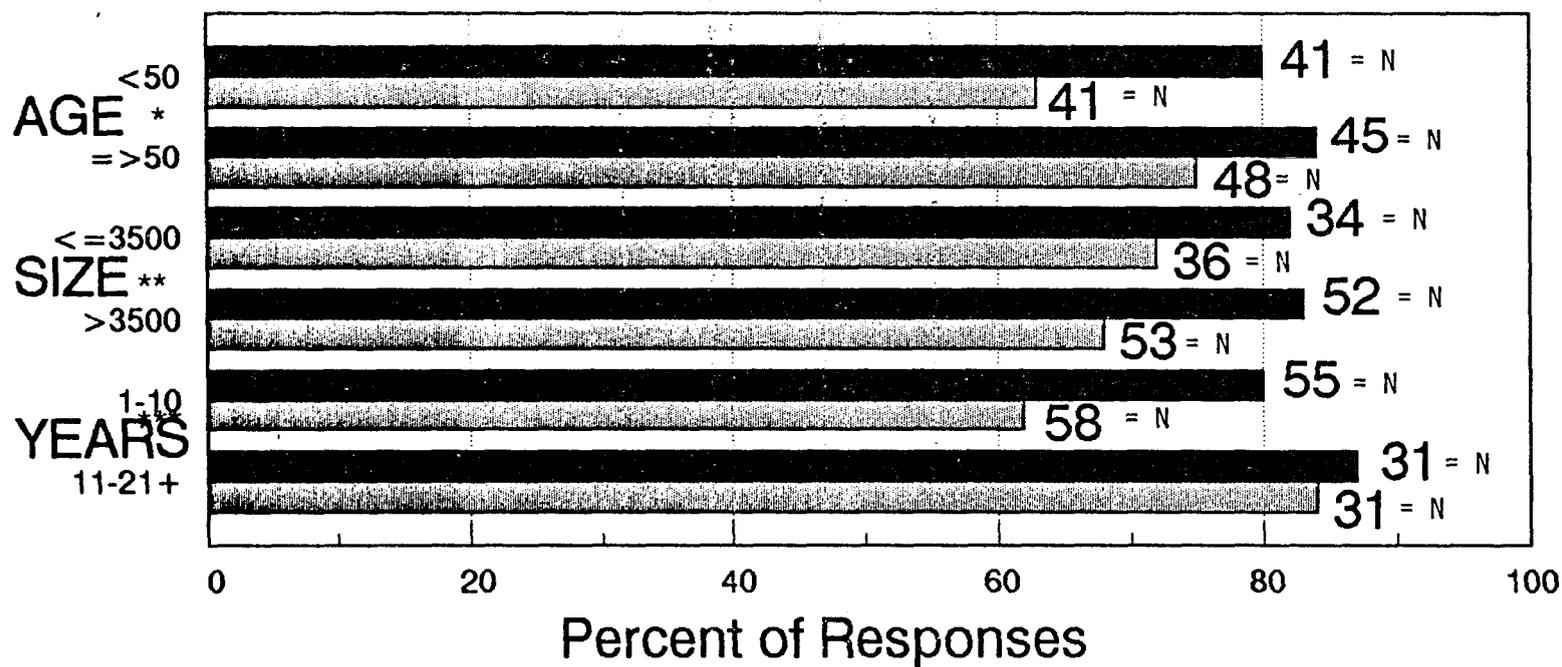
N = total number of responses

Survey Question 4: Craig Phillips was cooperative in working with local superintendents.

An analysis by age, unit size, years in office and Phillips' tenure can be found on Figure 7. The majority of superintendents indicated that Phillips was cooperative in working with local superintendents. However, the results indicated that Phillips may have been less cooperative during 1983-1988.

A summary of the superintendents responses by region is in Figure 8. All of the superintendents (7) that responded to this question from Region One as it pertained to 1970-1982, either agreed or strongly agreed. However, these superintendents like those in Regions Two, Three, Four, Five and Six tended to feel that he was less cooperative during the years 1983-1988. Superintendents (13) in Region Eight were the only superintendents who indicated that his cooperation increased during the later years.

Figure 7
Phillips' Cooperativeness with
Local Superintendents



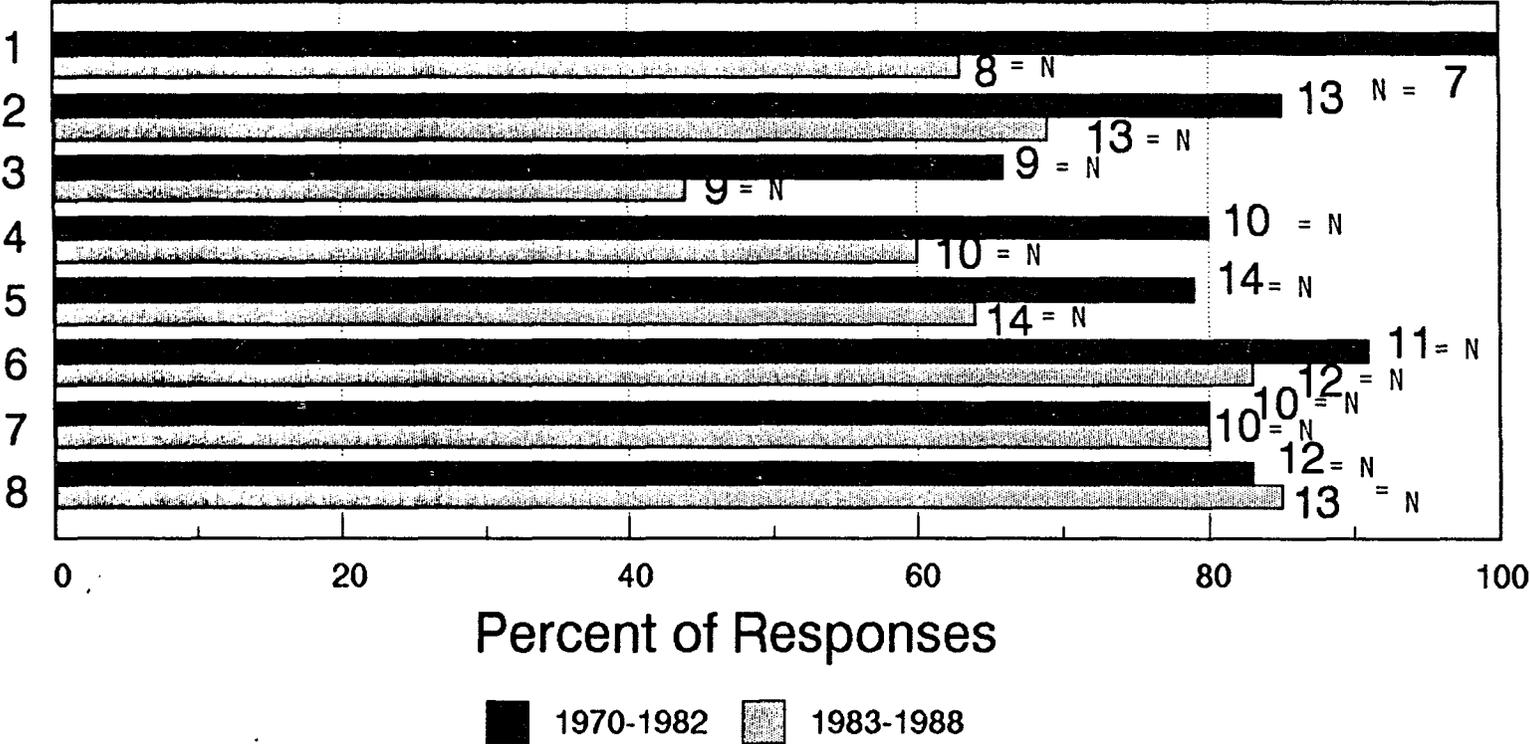
Superintendents that agree or strongly agree

N = total number of responses

* Age of Superintendent
 ** Size of Unit
 *** Years in Office

Figure 8 Phillips' Cooperativeness with Local Superintendents

Regions



Superintendents that agree or strongly agree

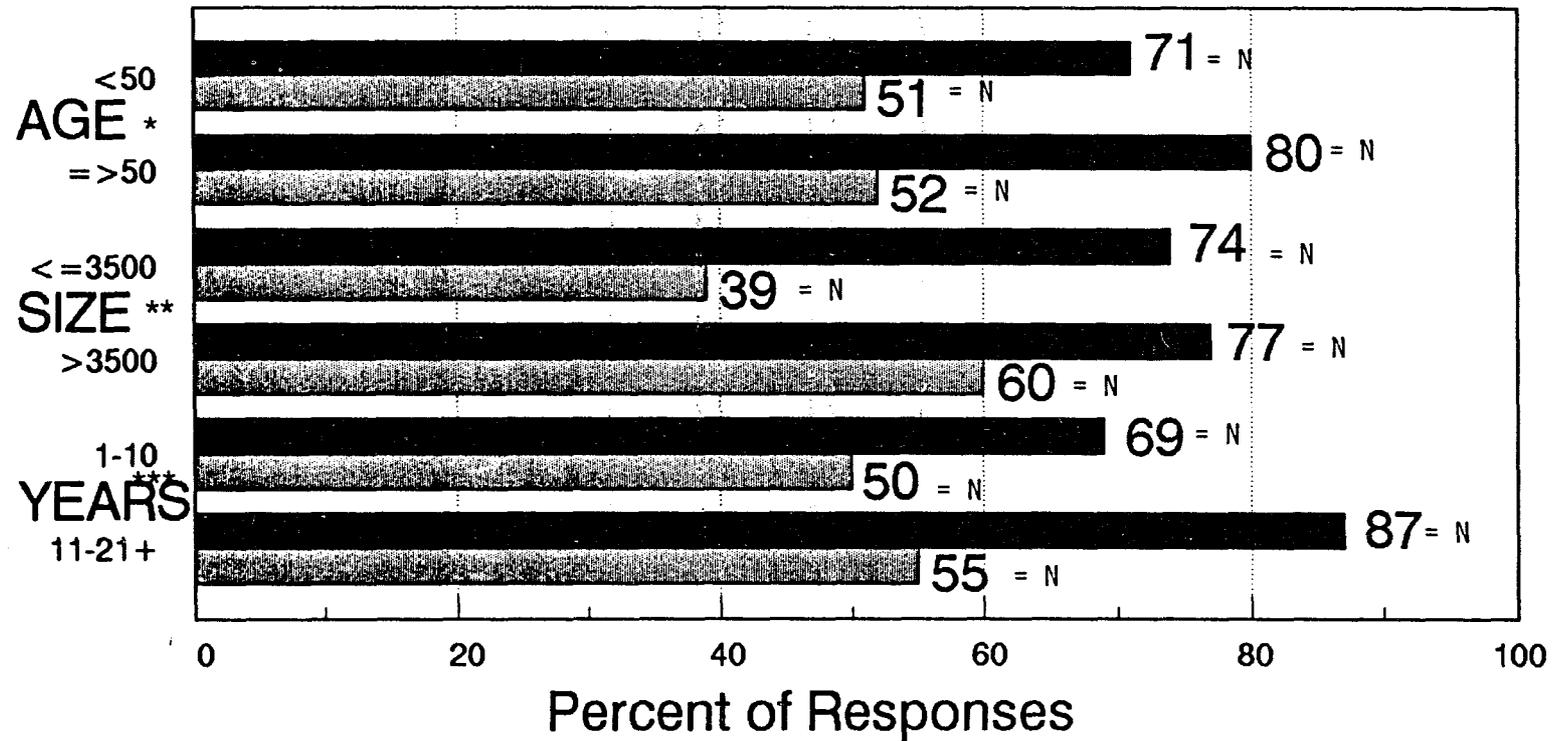
N = total number of responses

Survey Question 5: He (Phillips) worked effectively with the State Board of Education.

The summary of the results by age, unit size, years in office and Phillips' tenure is contained in Figure 9. An examination of the results indicated that the majority of superintendents in all three categories felt that Phillips worked more effectively with the State Board of Education during 1970-1982.

A breakdown of the findings related to regions can be found on Figure 10. The majority of superintendents from all but Region One suggested that Phillips worked more effectively with the State Board of Education during the years 1970-1982 than he did during the years 1983-1988.

Figure 9
Phillips' Effectiveness with the North
Carolina State Board of Education

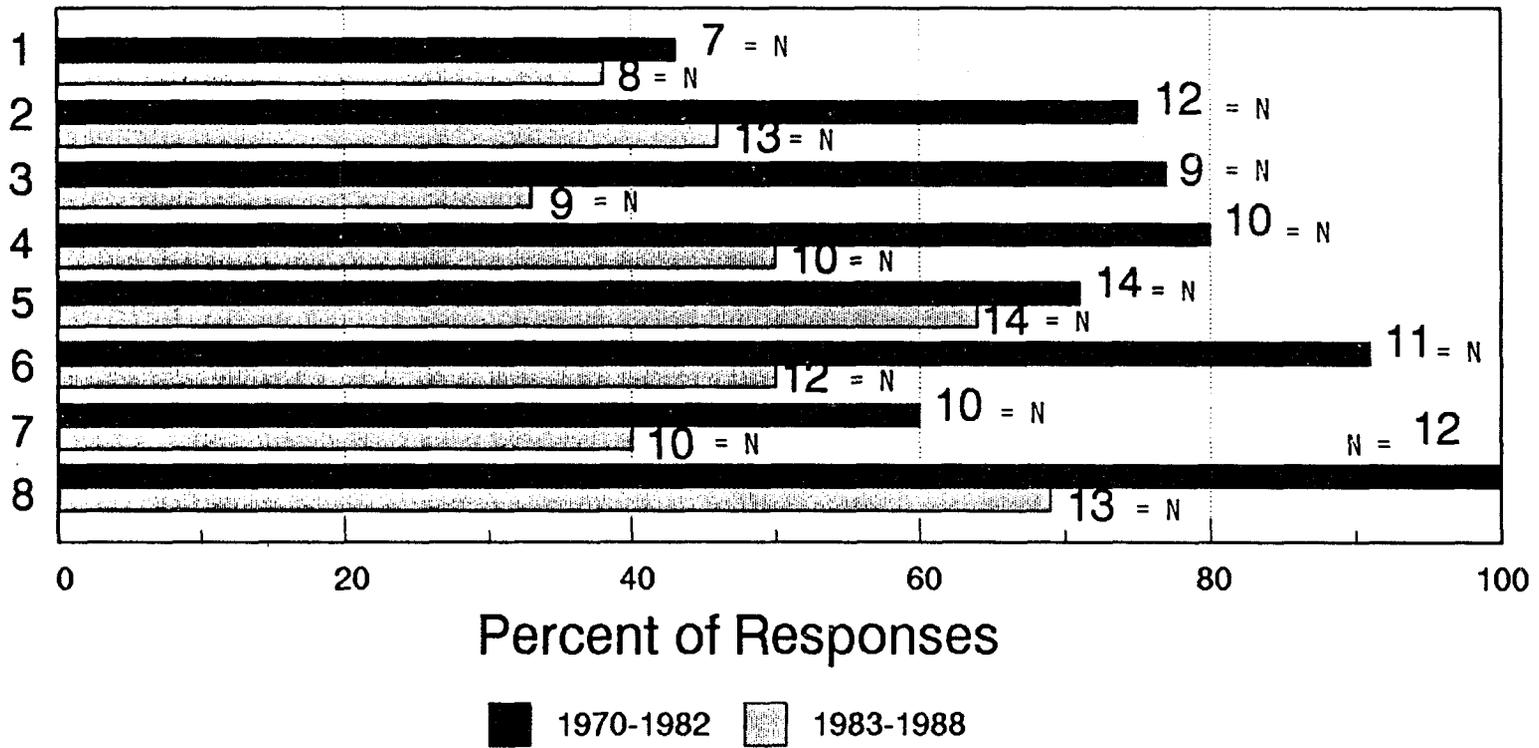


Superintendents that agree
 or strongly agree
 N = total number of responses

■ 1970-1982 ▨ 1983-1988

* Age of Superintendent
 ** Size of Unit
 *** Years in Office

Figure 10
Phillips' Effectiveness with the North
Carolina State Board of Education
Regions



Superintendents that agree or strongly agree

N = total number of responses

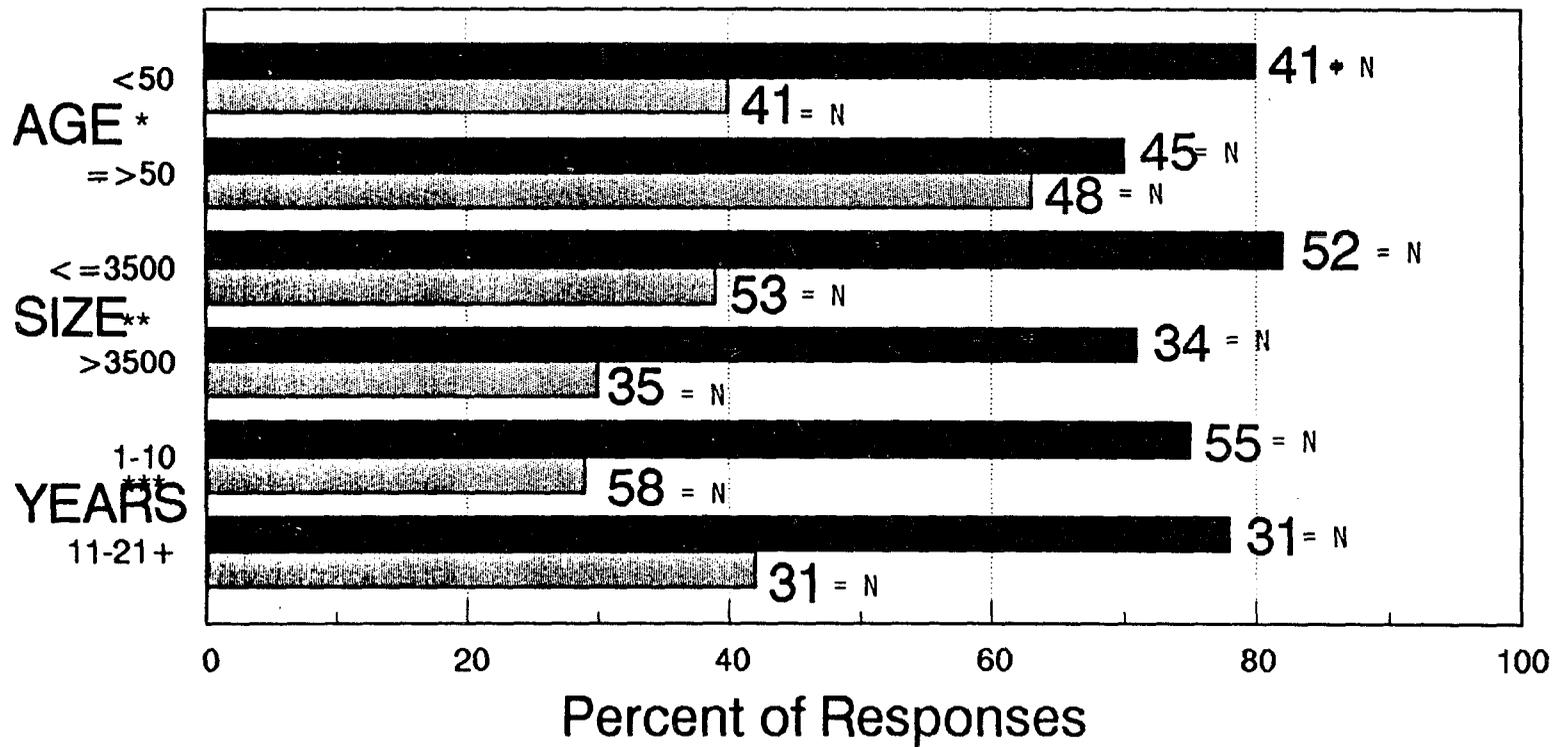
Survey Question 6: Phillips worked effectively with the North Carolina General Assembly.

A summary of the superintendents responses by age, unit size, years in office and Phillips' tenure can be found in Figure 11. The responses by age, unit size and years suggested that the majority of superintendents felt that Phillips worked more effectively with the General Assembly during 1970-1982.

Although the results in each category showed a difference between the local superintendents' perceptions of Phillips' effectiveness with the General Assembly between the years 1970-1982 and 1983-1988, superintendents with less than 11 years indicated the largest contrast, while superintendents age 50+ represented the smallest.

The results tabulated by region can be found on Figure 12. The tabulation of the results by regions showed that the majority of superintendents believed that Phillips' effectiveness with the General Assembly decreased during 1983-1988. Also, these results tended to suggest that superintendents in Regions Two, Three and Four believed that Phillips was less effective with the General Assembly than their counterparts from other regions.

Figure 11
Phillips' Effectiveness with the North
Carolina General Assembly



■ 1970-1982 ▨ 1983-1988

Superintendents that agree or strongly agree

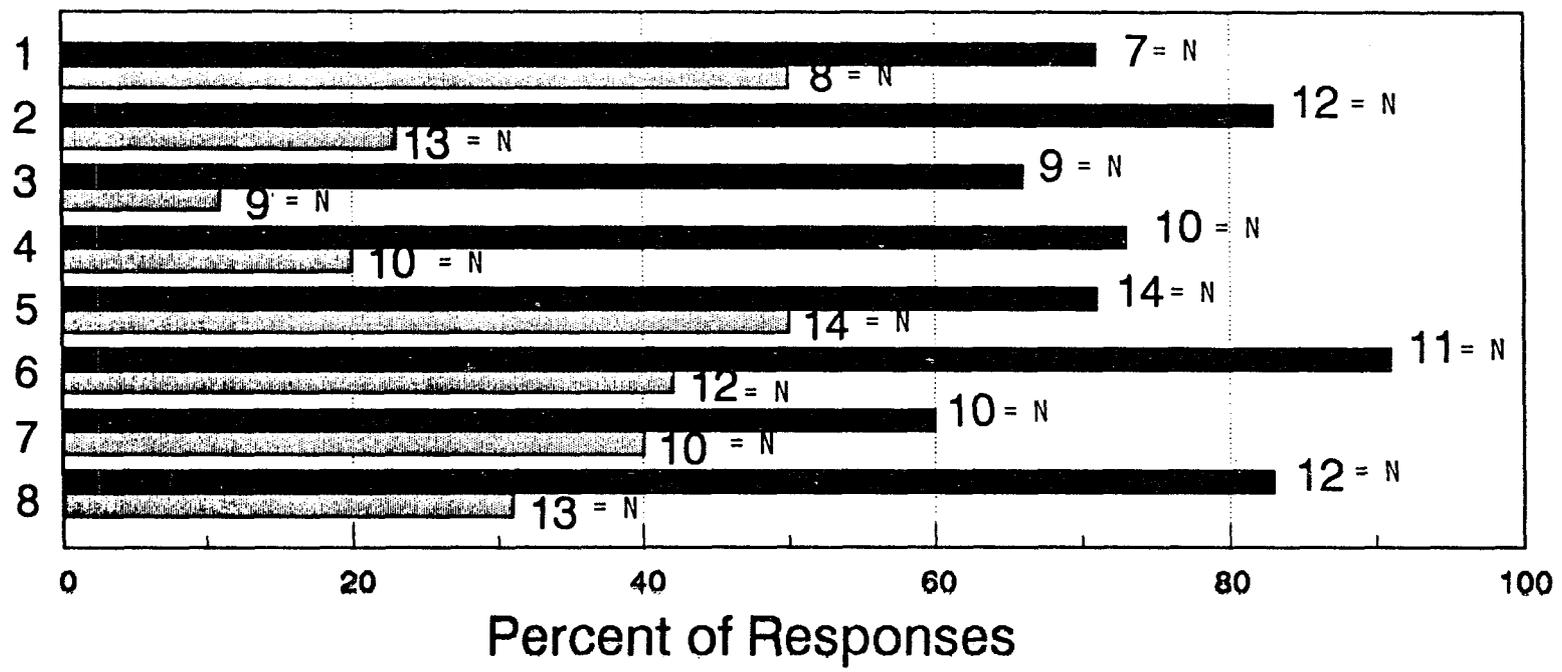
* Age of Superintendent
 ** Size of Unit
 *** Years in Office

N = total number of responses

Figure 12

Phillips' Effectiveness with the North Carolina General Assembly

Regions



■ 1970-1982 ▨ 1983-1988

Superintendents that agree or strongly agree

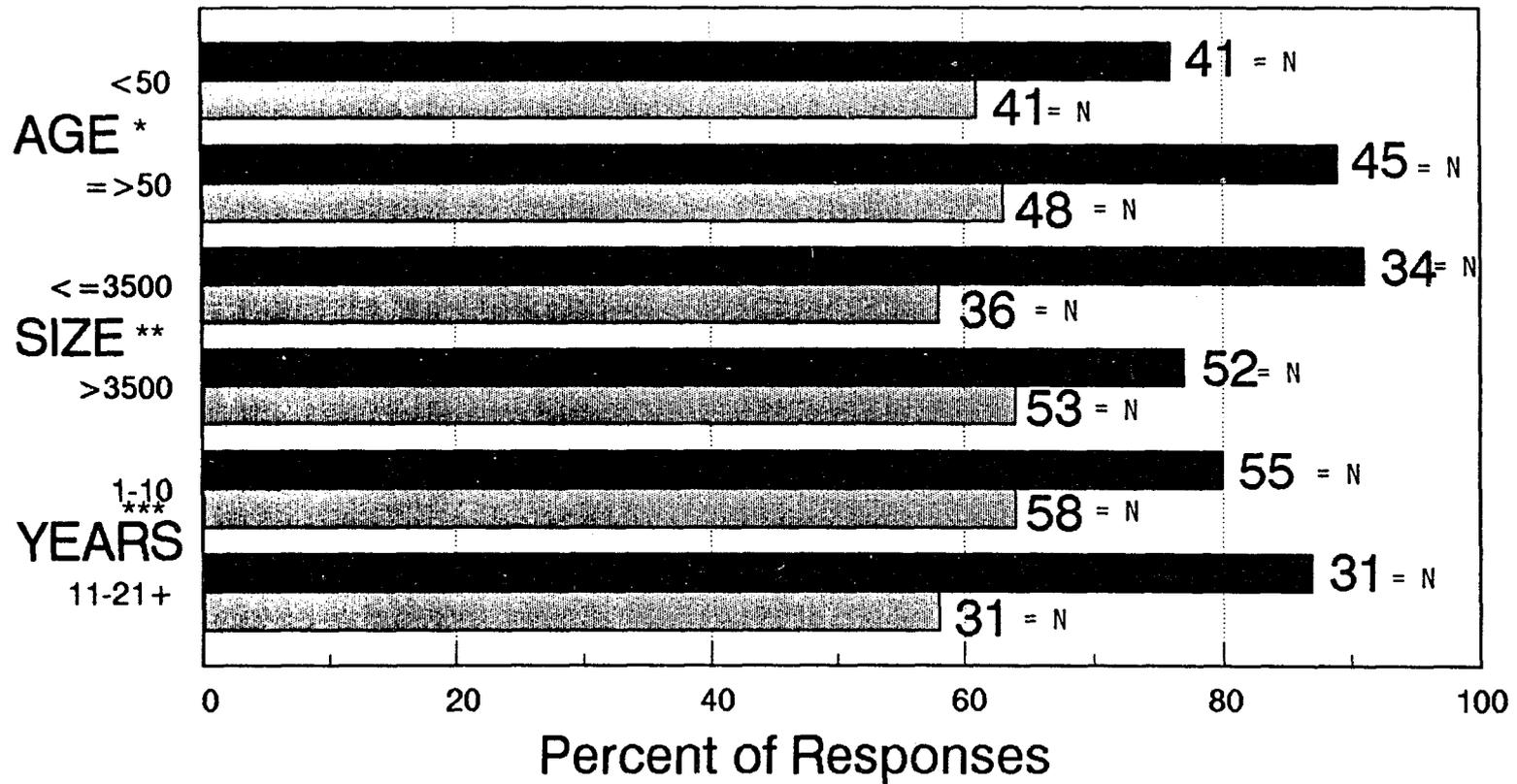
N = total number of responses

Survey Question 7: Phillips was effective in working with the public media in educating the general public as to the needs of the educational system.

The results are arranged by age, unit size, years in office and Phillips' tenure and can be found on Figure 13. The findings of each classification tended to suggest that the majority of the superintendents that responded to the questionnaire felt that Phillips was more effective with the media during 1970-1982. Although all of the categories indicated that Phillips was less effective with the media during 1983-1988, the responses from superintendents who worked in units between 500-3500 exhibited the largest percentage of dissimilarity.

A summary of the superintendents' responses by region is in Figure 14. The results indicated that the majority of superintendents in all of the regions felt that Phillips worked more effectively with the media during his early years.

Figure 13
Phillips' Effectiveness with the Media



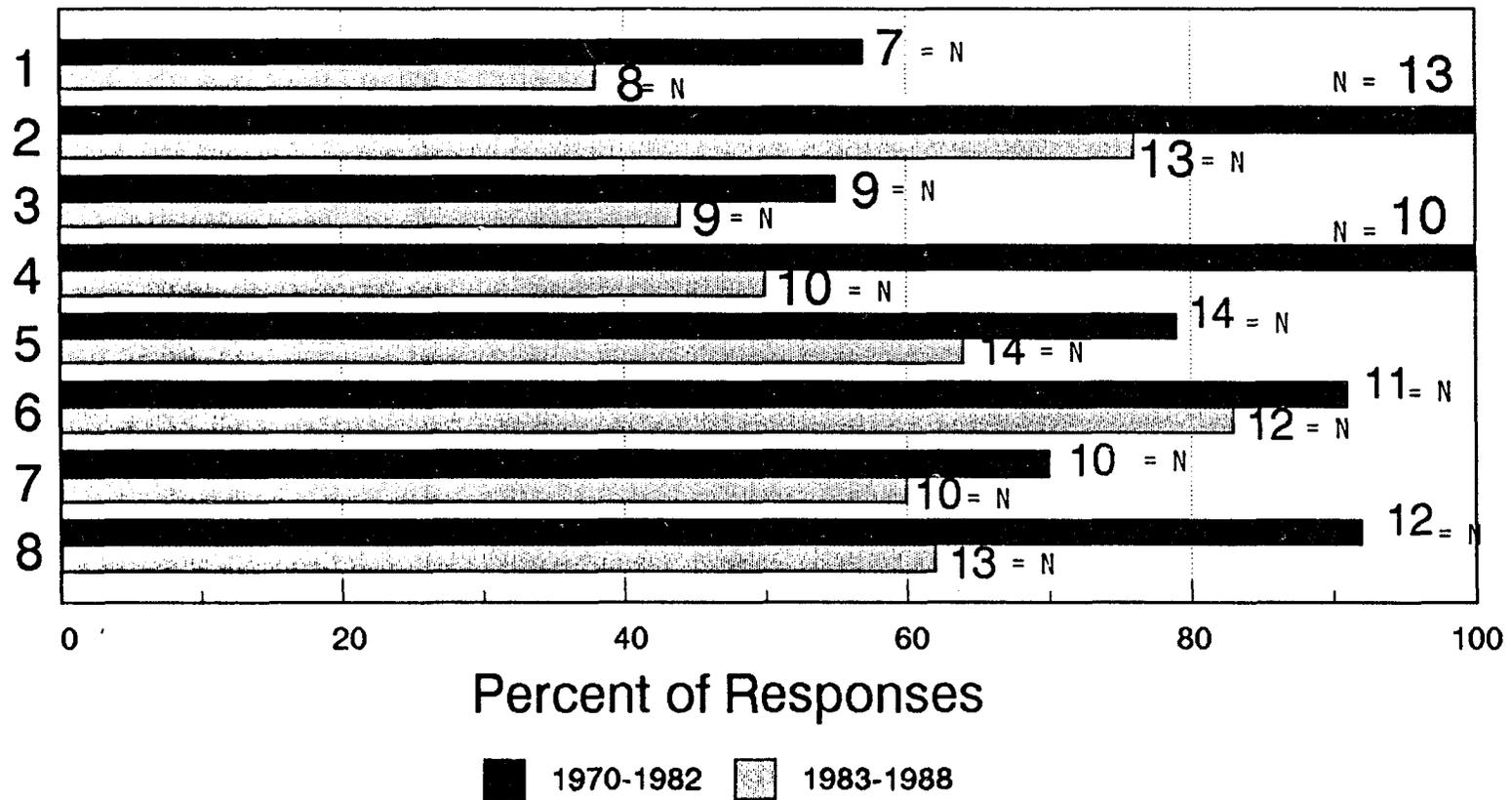
Superintendents that agree or strongly agree

N = total number of responses

■ 1970-1982 ▨ 1983-1988

* Age of Superintendent
 ** Size of Unit
 *** Years in Office

Figure 14
Phillips' Effectiveness with the Media
 Regions



Superintendents that agree or stongly agree

N = total number of responses

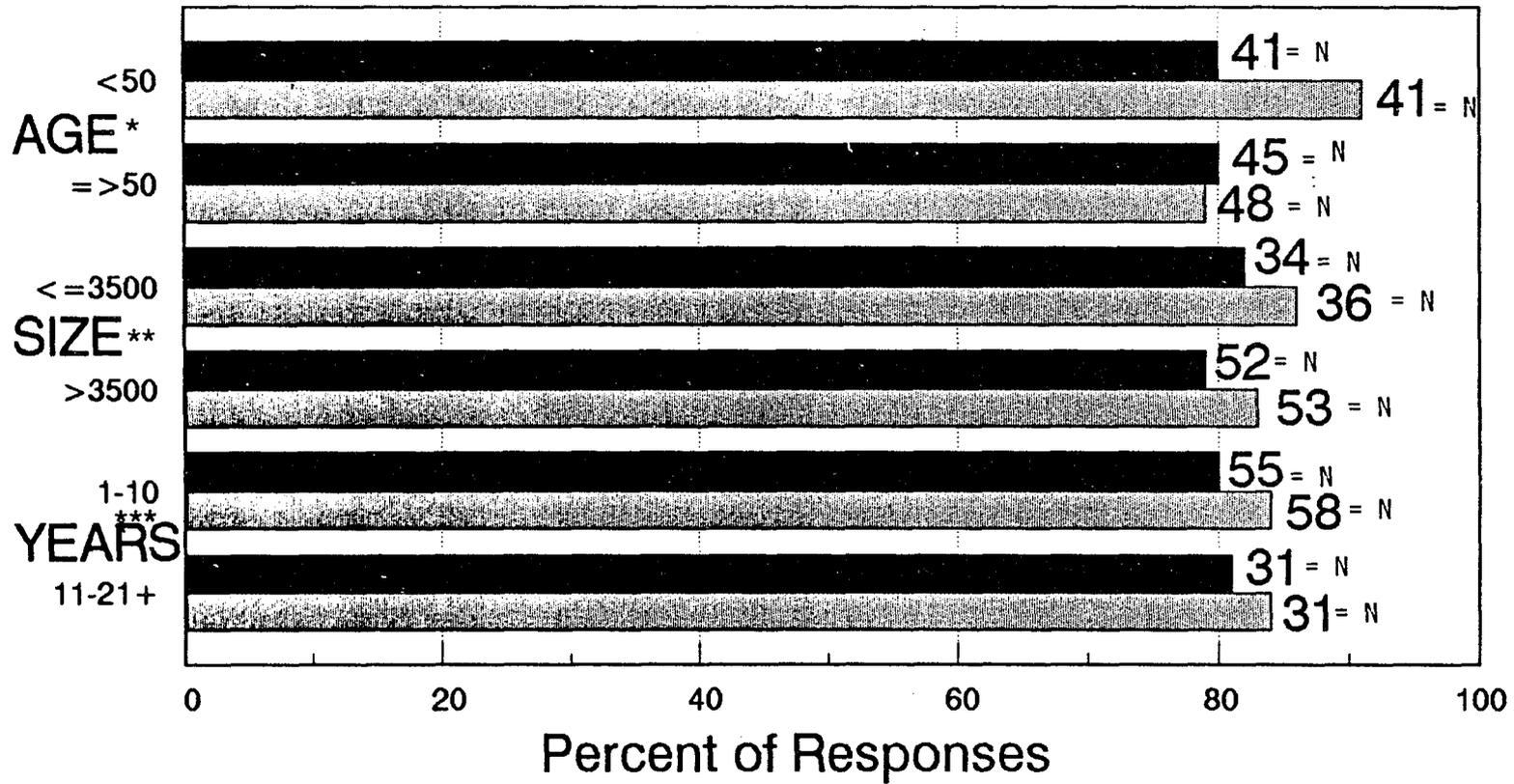
Survey Question 8: Phillips was too confrontational in his dealings with teacher organizations.

A breakdown of the results by age, unit size, years in office and Phillips' tenure is in Figure 15. An examination of age, unit size and years in office showed that the majority of superintendents either disagreed or strongly disagreed that Phillips was too confrontational in his dealings with teacher organizations.

A summary of the results of the study by region is in Figure 16. Superintendents from five regions indicated that Phillips was less confrontational with teacher organizations during 1983-1988, while superintendents from two regions felt that he was less confrontational during 1970-1982. All of the superintendents (10) from Region Four either disagreed or strongly disagreed and felt that there was no change in Phillips' dealings with teacher organizations.

Figure 15

Phillips' Dealings with Teacher Organizations



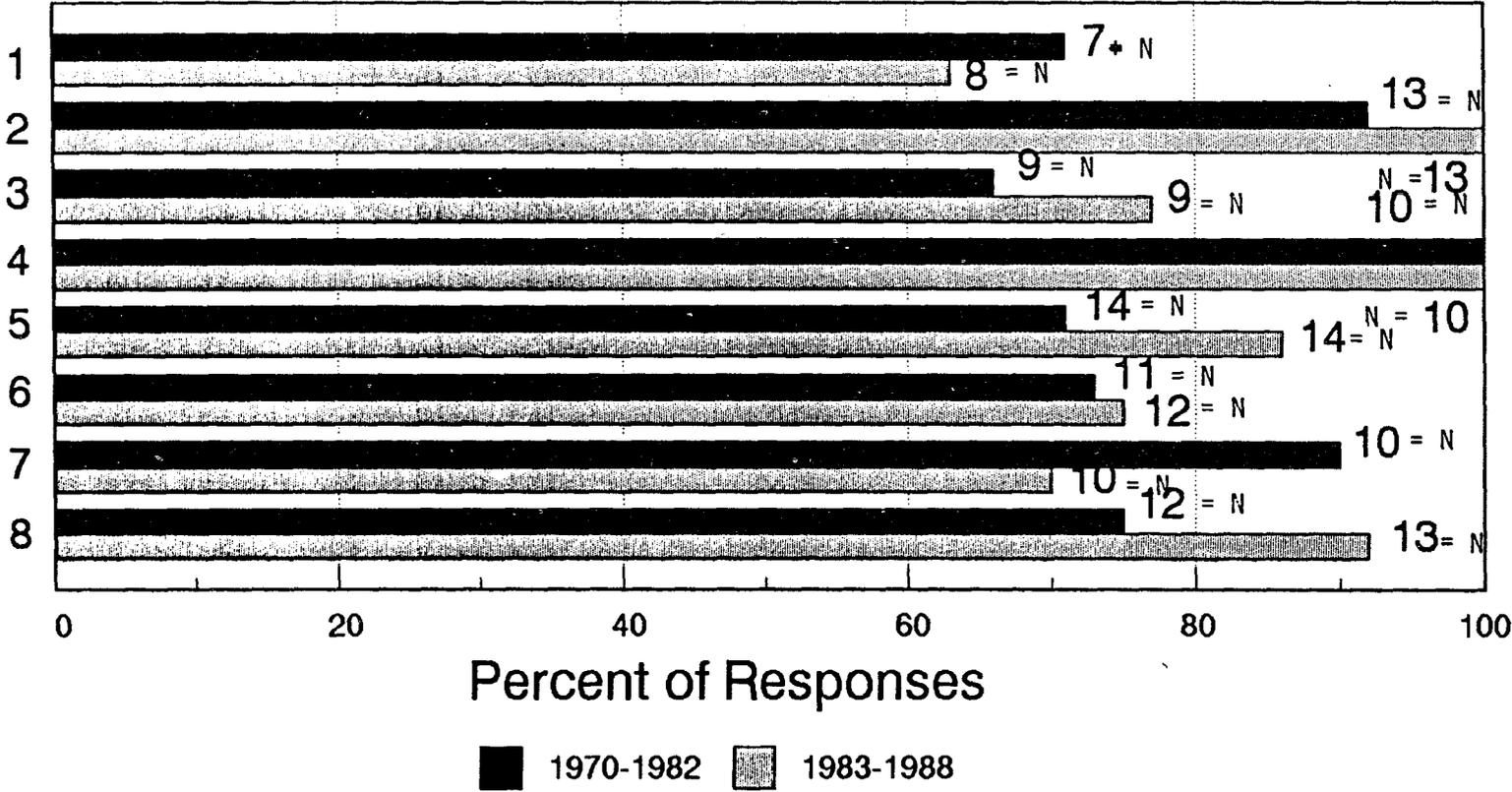
Superintendents that disagree or strongly disagree
 N = total number of responses

■ 1970-1982 ▨ 1983-1988

* Age of Superintendent
 ** Size of Unit
 *** Years in Office

Figure 16 Phillips' Dealings with Teacher Organizations

Regions



Superintendents that disagree
or strongly disagree
N = total number of responses

Survey Question 9: Phillips spent too much time trying to enhance his political position.

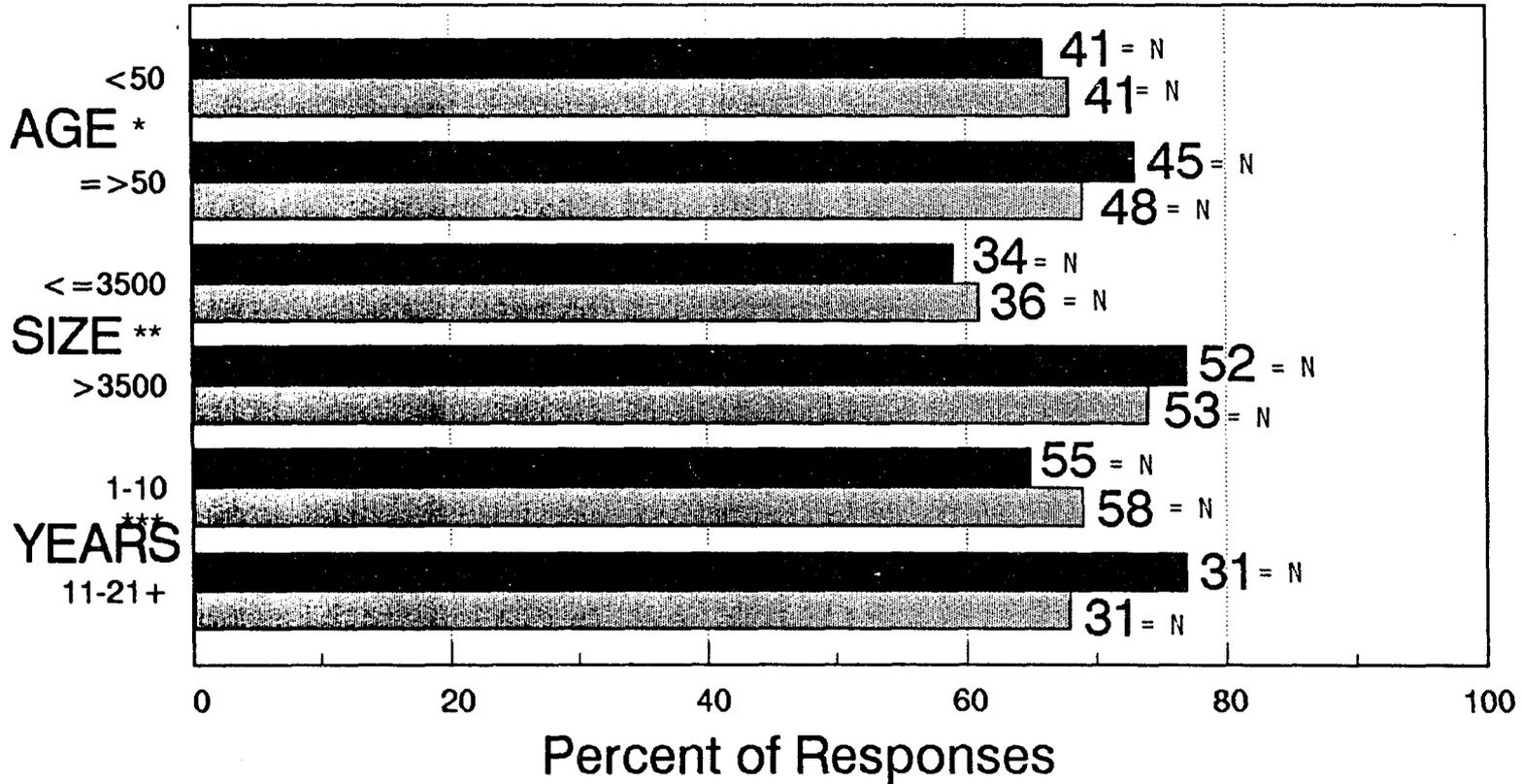
A summary of the results of the study broken down by age, unit size, years and Phillips' tenure is in Figure 17. The majority of responses classified by age 50+ (48), unit size 3501-10,000+ (53) and years in office 11-21+ (31) disagreed or strongly disagreed that Phillips spent too much time trying to enhance his political position. However, the percentage of responses from the other categories (age, size of system, and years of experience) tended to be lower.

Responses from superintendents age 50+ (48), unit size 3501-10,000+ (53), and years in office 11-21+ (31) indicated that these superintendents felt that Phillips may have spent more time enhancing his political position during 1983-1988 than he did earlier. And, these superintendents either disagreed or strongly disagreed more than superintendents from other categories.

A breakdown of the results by region is in Figure 18. Superintendents from Regions One, Two, Three and Four suggested that Phillips may have spent more time enhancing his political position during 1983-1988, while superintendents from the remaining four regions indicated that he may have spent more time enhancing his position during 1970-1982.

Figure 17

The Enhancement of Phillips' Political Position



Superintendents that disagree or strongly disagree
 N = total number of responses

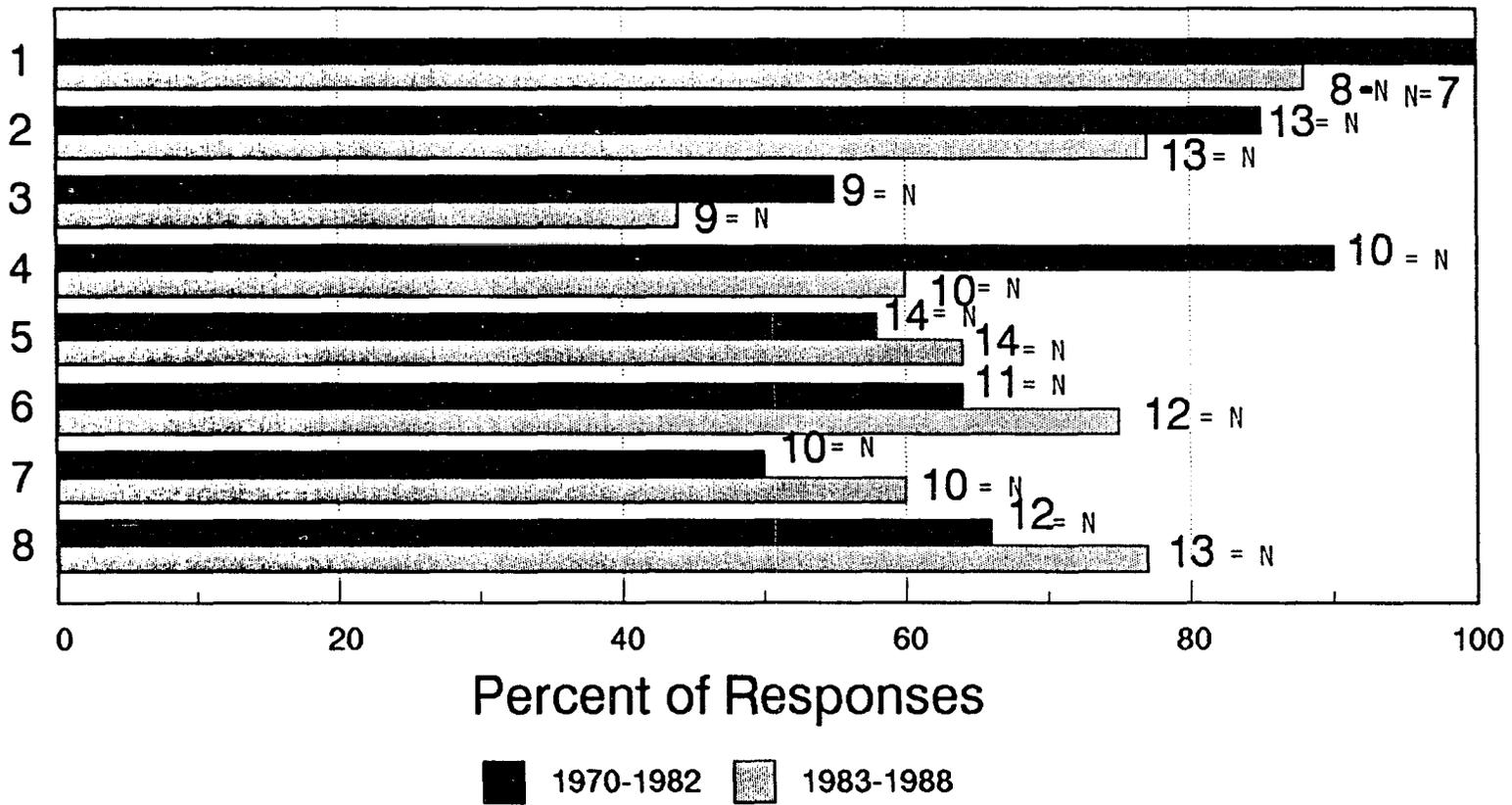
■ 1970-1982 ▨ 1983-1988

* Age of Superintendent
 ** Size of Unit
 *** Years in Office

Figure 18

The Enhancement of Phillips' Political Position

Regions



Superintendents that disagree
or strongly disagree
N = total number of responses

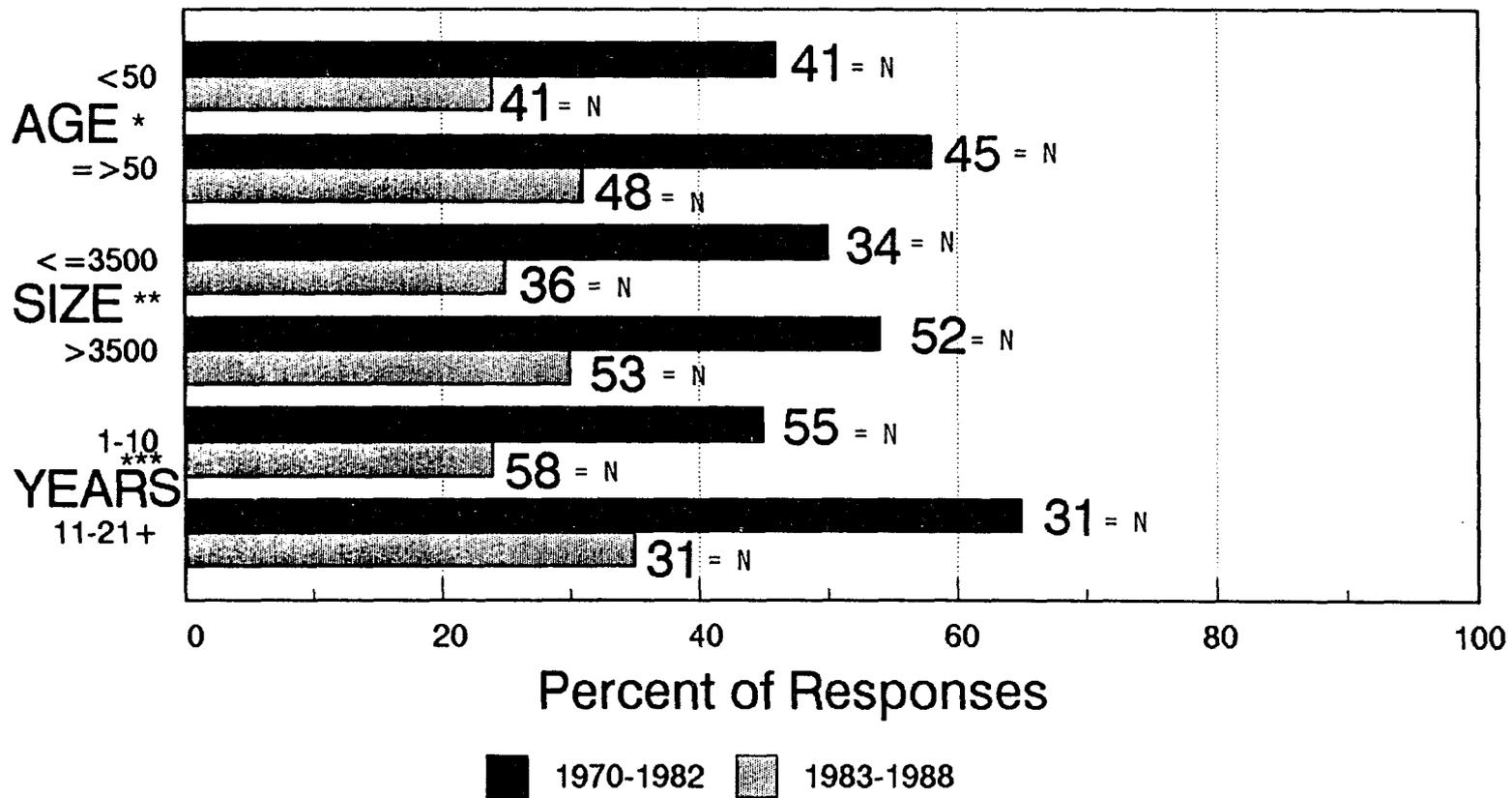
Survey Question 10: He (Phillips) accepted improper gratuities and favors from textbook companies.

A summary of the results broken down by age, unit size, years in office and Phillips' tenure is in Figure 19. A review of the findings of the classifications tended to indicate that a majority of the superintendents did not disagree or strongly disagree with this statement. Superintendents aged 50 and under (41) and those that had less than 11 years in office (58) seemed to agree that Phillips may have accepted gratuities and favors more than superintendents in other categories.

As for Phillips' years in office, an examination of the findings in each area indicated a large number of superintendents either agreed, strongly agreed or was undecided. There was no time period or classification in which superintendents disagreed more than sixty-five percent. And, in each area, the responses were approximately fifty percent lower than they were for the period 1970-1982.

A review of the results by region is in Figure 20. Superintendents in Regions One, Two, Four and Five tended to agree or strongly agree that Phillips accepted improper gratuities and favors from textbook companies more than superintendents from other regions.

Figure 19
Phillips' Acceptance of Improper Gratuities
and Textbook Favors

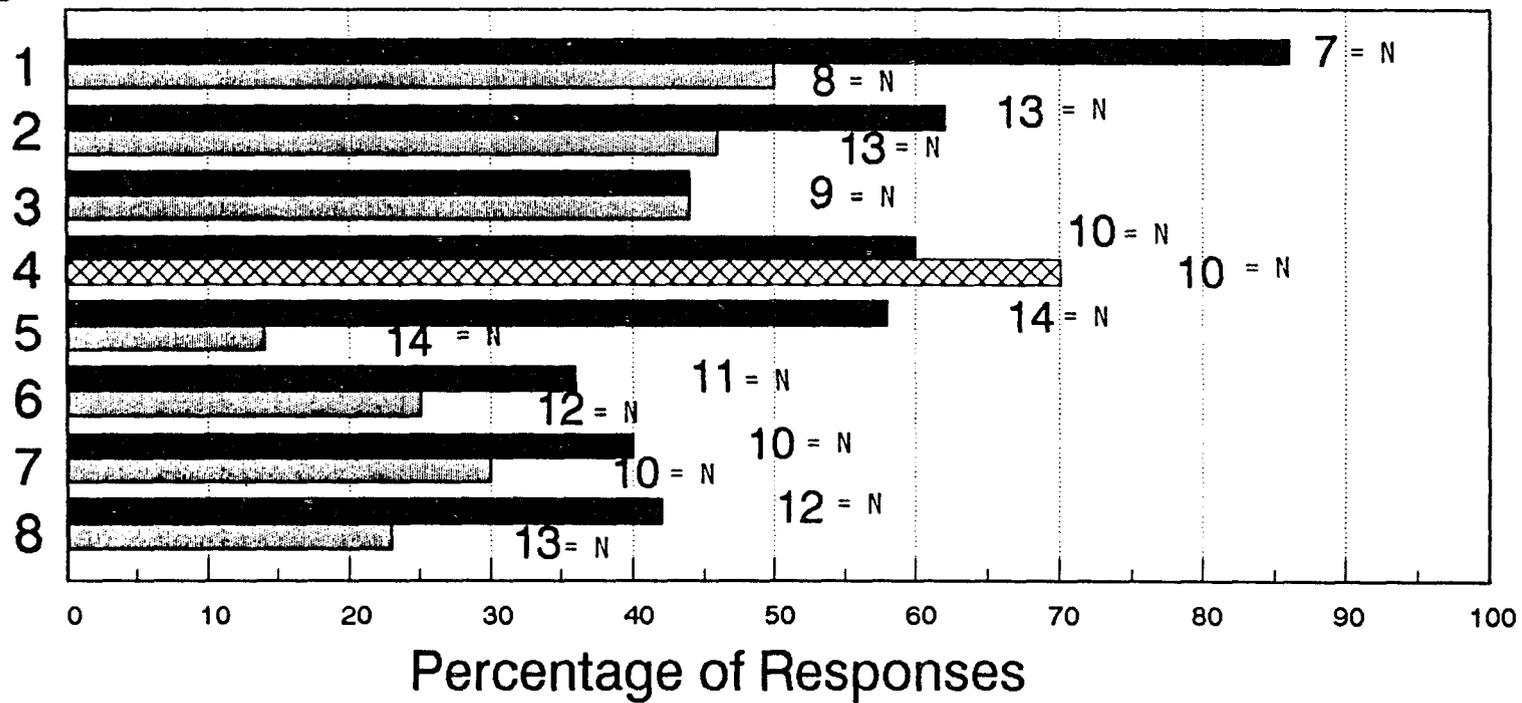


Superintendents that disagree or strongly disagree
 N = total number of responses

* Age of Superintendent
 ** Size of Unit
 *** Years in Office

Figure 20
Phillips' Acceptance of Improper Gratuities
and Textbook Favors

Regions



Superintendents that disagree or strongly disagree
 N = Total Number of Responses

1970-1982
 1983-1988
 1983-1988 Undecided

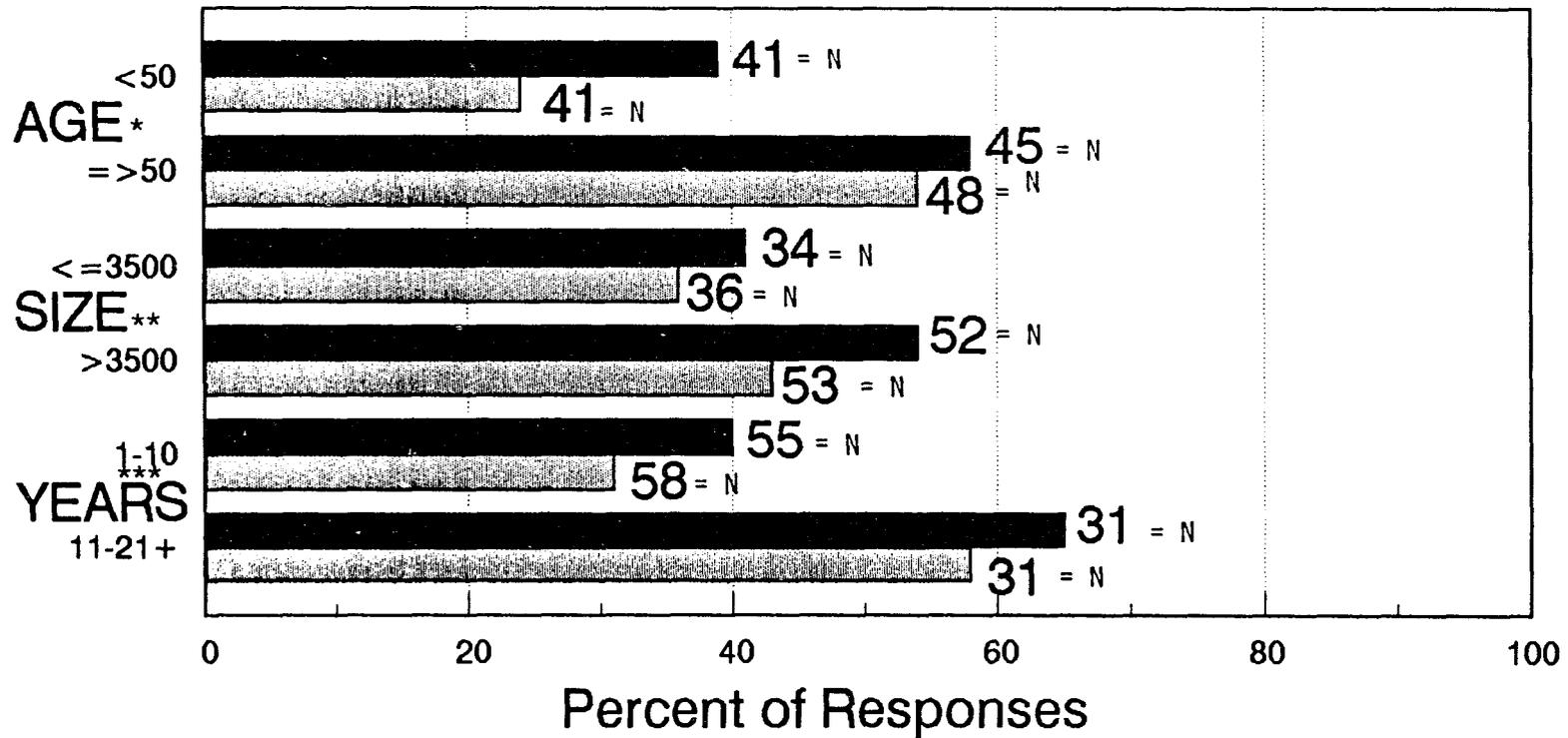
Survey Question 11: He (Phillips) politicized the Department of Public Instruction.

An analysis of the results by age, unit size, years in office and Phillips' tenure is in Figure 21. Superintendents who are age 50 and below (41) appeared to have the lowest disagreement percentage, while superintendents who have served 11-21+ years in office (31) had the highest disagreement percentage.

An examination of the results as it related to Phillips' tenure indicated a small decrease in the percentage of disagreement between the two time periods. The areas of age 50+ (48) and years in office 11-21+ (31) represented the smallest percentage differential between time periods.

A summary of the results by region is in Figure 22. Superintendents from Regions Two, Three, Five and Eight disagreed or strongly disagreed with this statement as it related to the period 1970-1982. However, superintendents from Regions One and Six disagreed more with the statement as it pertained to 1983-1988. Respondents in Regions Four and Seven, even though the percentage of disagreement was forty percent, indicated no change during the periods.

Figure 21
Phillips Politicized the Department
of Public Instruction



Superintendents that disagree or strongly disagree
 N = total number of responses

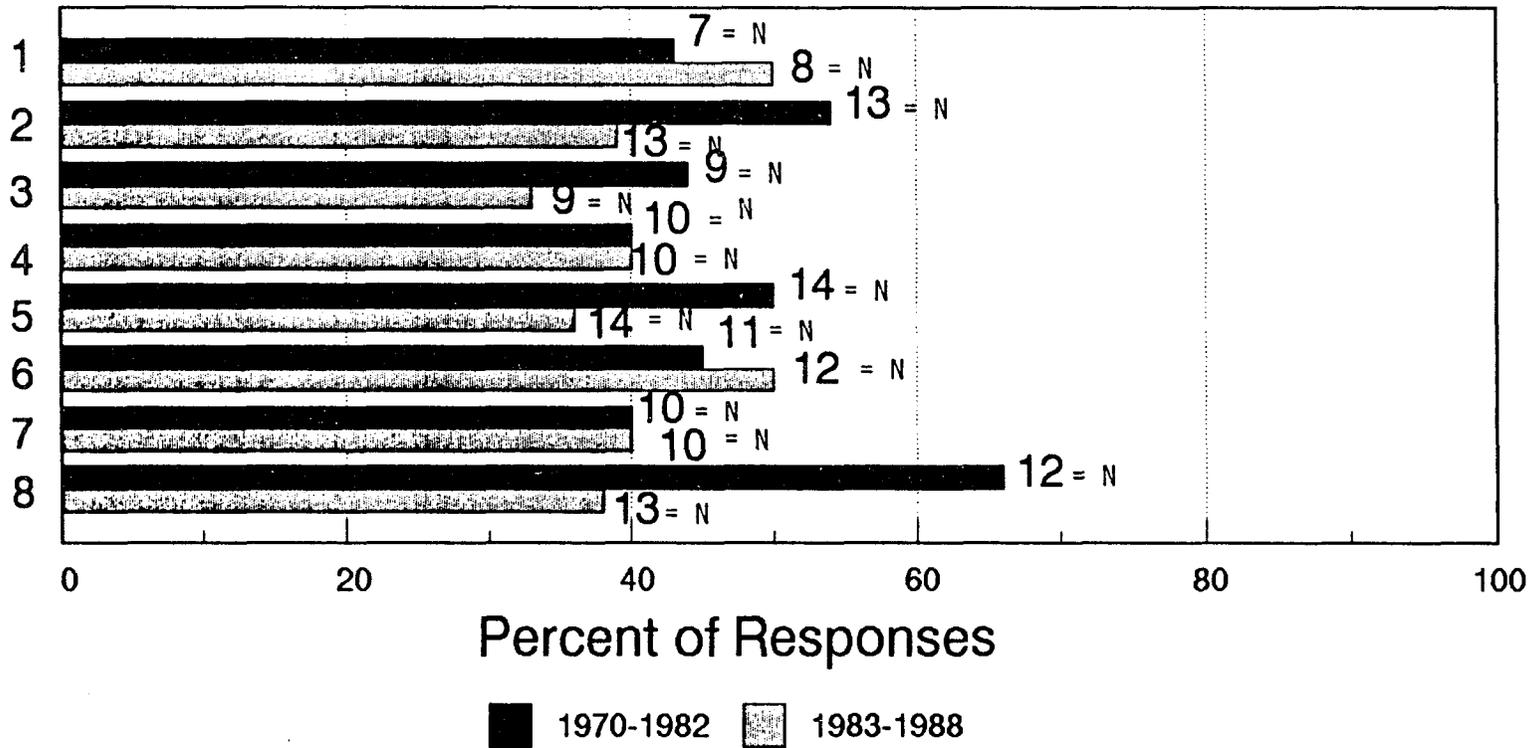
■ 1970-1982 ▨ 1983-1988

* Age of Superintendent
 ** Size of Unit
 *** Years in Office

Figure 22

Phillips Politicized the Department of Public Instruction

Regions



Superintendents that disagree or strongly disagree
 N = total number of responses

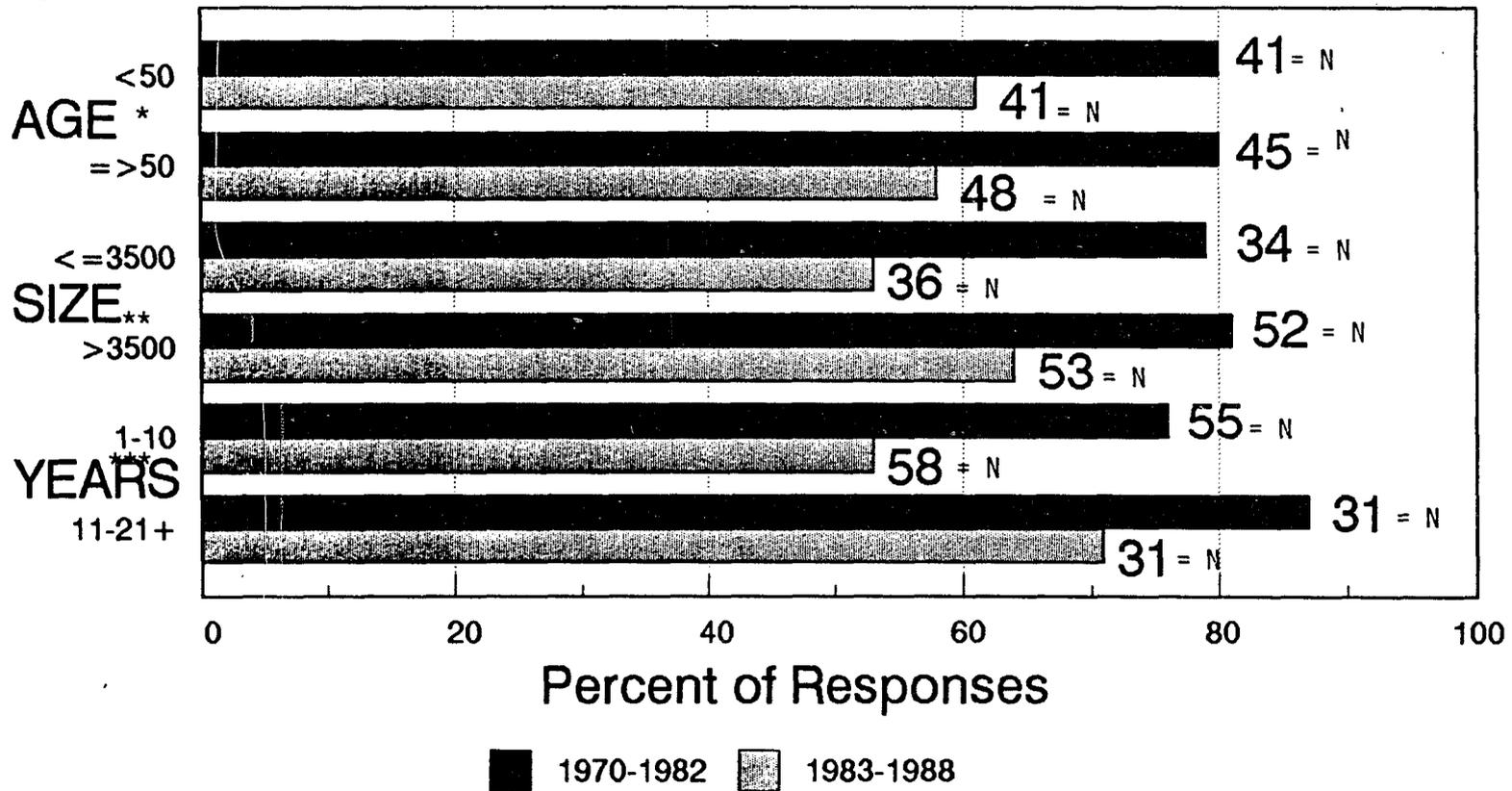
Survey Question 12: Phillips was often away from his office traveling, leaving the Department of Public Instruction without effective leadership.

A breakdown of the results by age, unit size, years in office and Phillips' tenure is in Figure 23. The majority of superintendents as it related to the categories of age, unit size and years in office either disagreed or strongly disagreed that Phillips was often away from his office traveling, leaving the Department of Public Instruction without effective leadership.

However, the responses in all areas declined as it pertained to the years 1983-1988. Superintendents who served in units 500-3500 (36) indicated the largest percentage differential as it related to time periods.

A summary of the superintendents responses by region is in Figure 24. Superintendents in all of the regions except Region five tended to agree, or strongly agree that Phillips tended to be away from his office more during 1983-1988 than he was during 1970-1982.

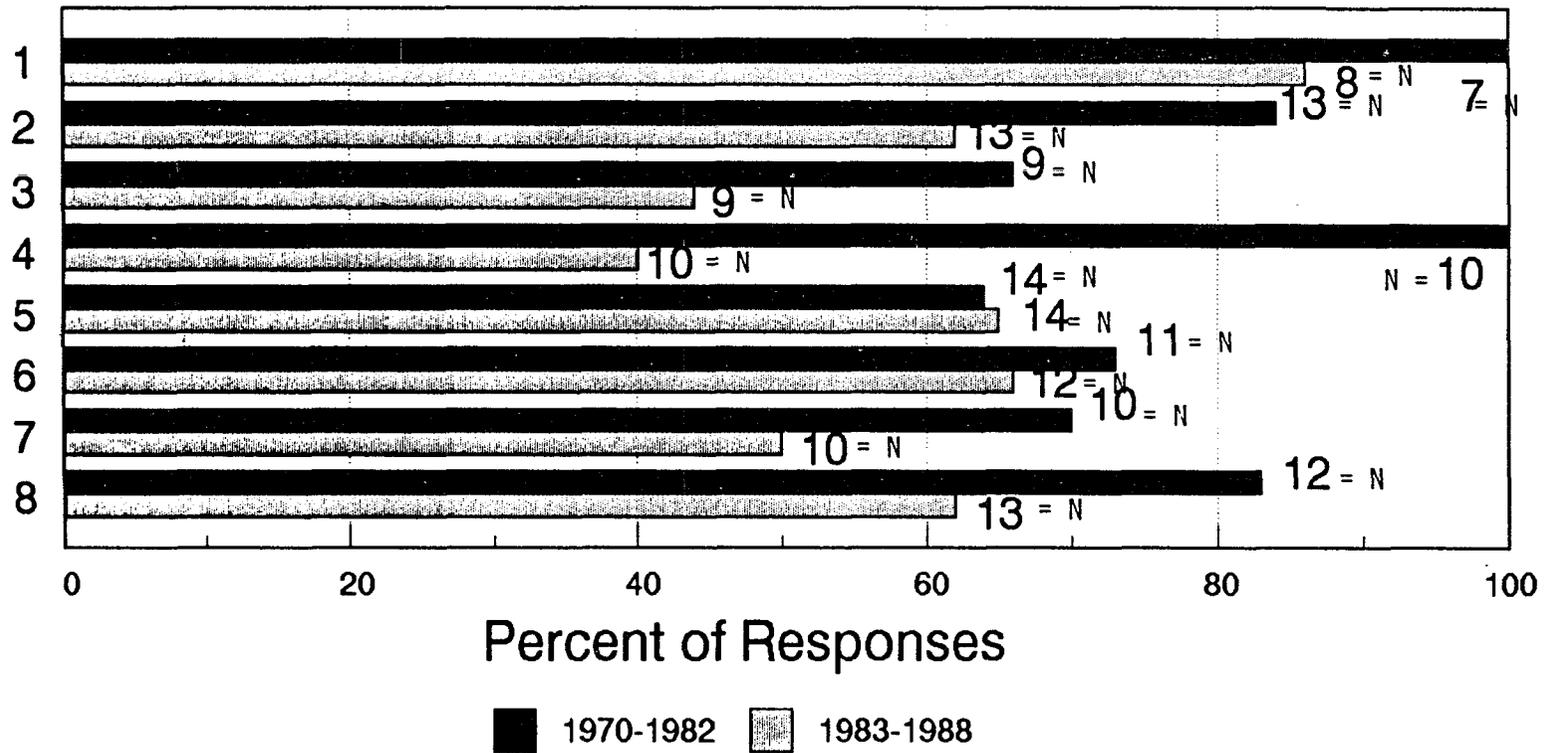
Figure 23
The Effect of Phillips' Travel on the
Department of Public Instruction



Superintendents that disagree or strongly disagree
 N = total number of responses

* Age of Superintendent
 ** Size of Unit
 *** Years in Office

Figure 24
The Effect of Phillips' Travel on the
Department of Public Instruction
Regions



Superintendents that disagree
or strongly disagree
N = total number of responses

Survey Question 13: He (Phillips) showed favoritism to local superintendents and local educational units.

An analysis of the results by age, unit size, years in office and Phillips' tenure is in Figure 25. The majority of the superintendents, except those superintendents aged 50 and below (41), either disagreed or strongly disagreed that Phillips showed favoritism to local superintendents and local educational units.

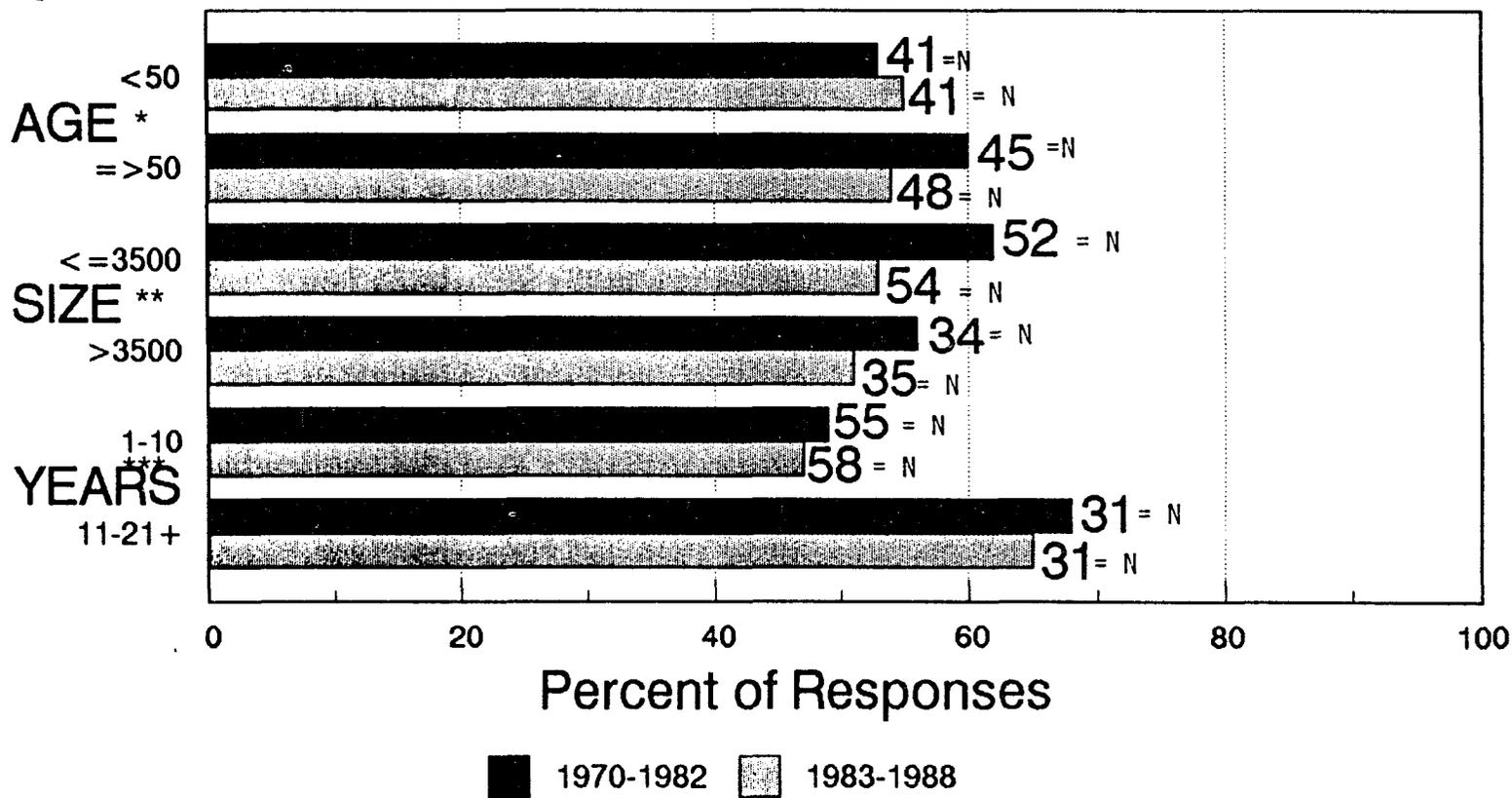
Superintendents with 11 or more years in service tended to have the highest percentage of disagreement, while superintendents with 10 or less years indicated the smallest percentage of disagreement.

Although the percentage differential was small, there was a contrast between time periods in all of the categories. All categories except age 50 and below (41) indicated that Phillips may have shown more favoritism between 1983-1988 than he did during 1970-1982.

A breakdown of the results by region is in Figure 26. Superintendents in Regions One, Two, Seven and Eight indicated that Phillips may have shown more favoritism during 1983-1988 than he did during 1970-1982. Respondents in Regions Three, Four and Five suggested that there was no difference in Phillips' favoritism between the two time periods.

Figure 25

Phillips' Favoritism to Local Superintendents and Units



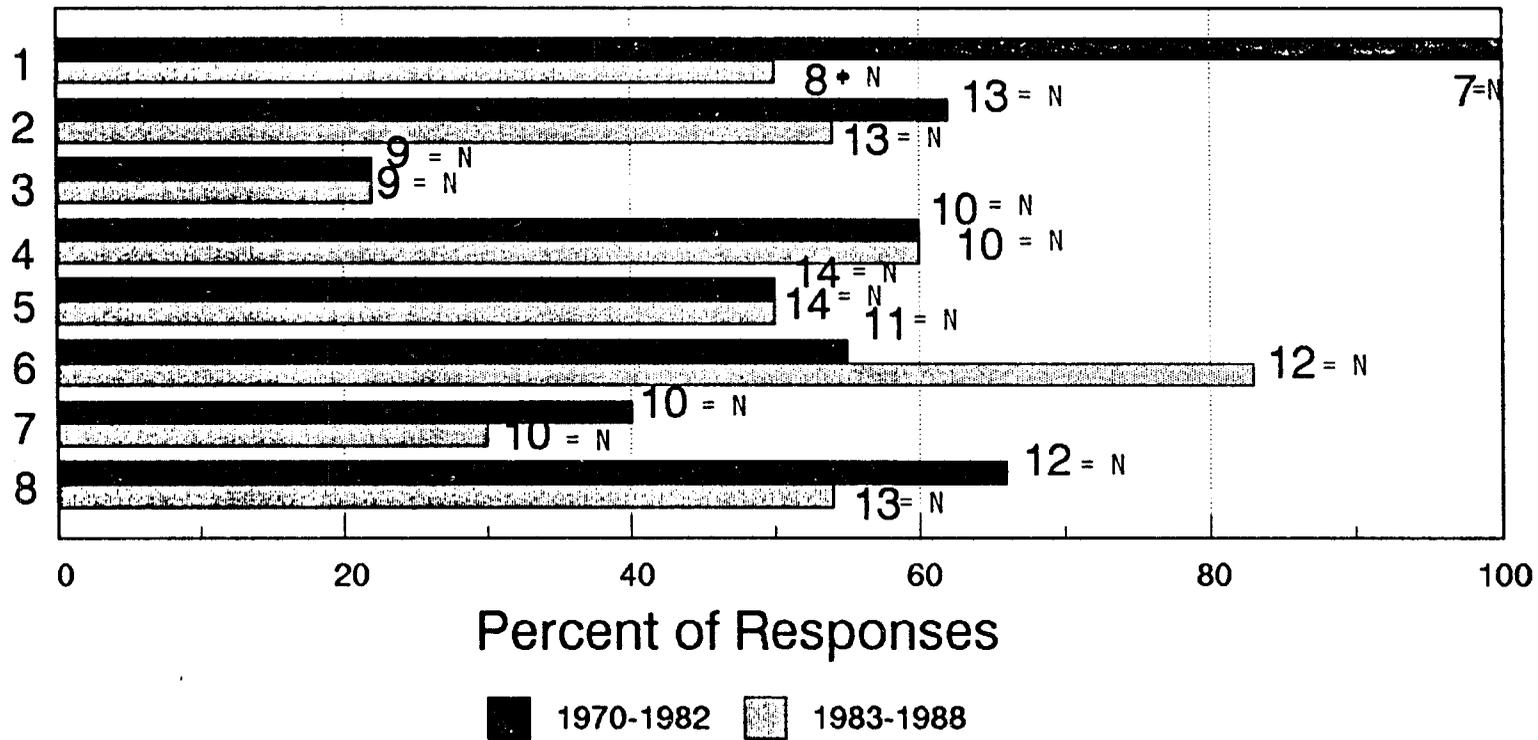
Superintendents that disagree or strongly disagree
 N = total number of responses

* Age of Superintendent
 ** Size of Unit
 *** Years in Office

Figure 26

Phillips' Favoritism to Local Superintendents and Units

Regions



Superintendents that disagree or strongly disagree
 N = total number of responses

Survey Question 14: North Carolina Public Education would have been at a higher and better level if Craig Phillips had not been State Superintendent.

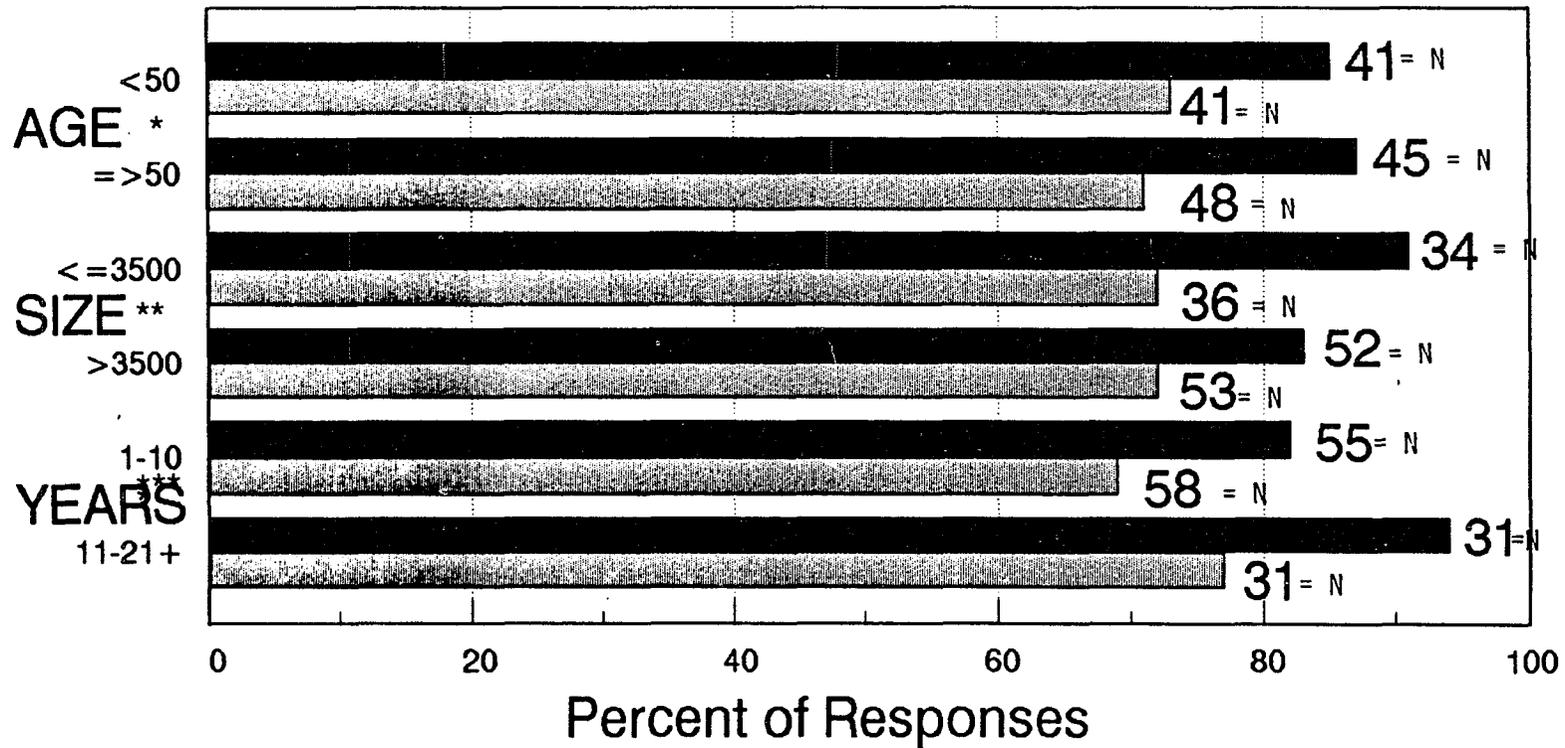
An analysis of the results by age, unit size, years in office and Phillips' tenure is in Figure 27. Upon examination of the results, the majority of superintendents classified by age, unit size and years in office tended to disagree or strongly disagree that North Carolina Public Education would have been at a higher and better level if Craig Phillips had not been State Superintendent.

Although there was a slight difference in percentages between the periods 1970-1982 and 1983-1988, the superintendents in all categories and responses in both time periods indicated a high percentage of disagreement with this statement.

A summary of the superintendents responses by region is in Figure 28. The majority of the responses in all of the regions indicated a high disagreement rate for the time period 1970-1982. Although there was a difference in response in time periods for all regions except Region Seven, the percentage of response for Regions Eight, Six, Five, Three and Two was slight. The percentage differential between time periods was the largest for Region One.

Figure 27

The Progress of North Carolina Education During the Past Twenty Years without Phillips



Superintendents that disagree or strongly disagree
 N = total number of responses

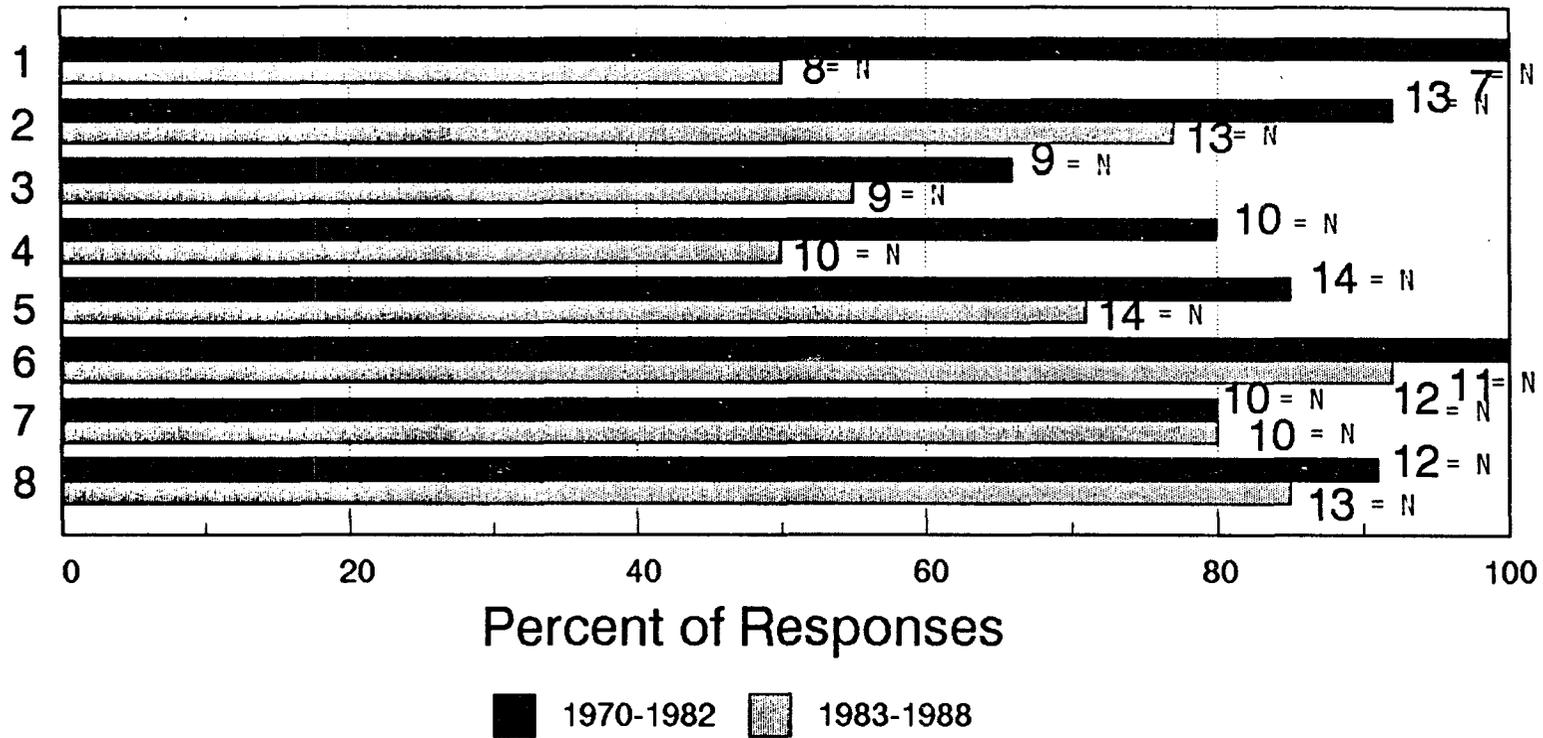
■ 1970-1982 □ 1983-1988

* Age of Superintendent
 ** Size of Unit
 *** Years in Office

Figure 28

The Progress of North Carolina Education During the Past Twenty Years without Phillips

Regions



Superintendents that disagree or strongly disagree
 N = total number of responses

Summary of Survey Questions

In summary, although the size of administrative unit, age and years in office did have a slight effect on local superintendents' perceptions of Phillips and/or his administration, an examination of the results of the study indicated that the region in which a superintendent worked may have had an effect on local superintendents' perceptions of Phillips. Also, the results suggest that local superintendents perceived Phillips to lose his effectiveness as the State Superintendent during his later years in office (1983-1988).

Research Question 3: Which Statewide implemented programs during Phillips tenure were attributed to Phillips and/or his administration?

This research question was addressed by an analysis of three open-ended survey questions. For a listing of the questions used to answer research question three, see Appendix K.

Superintendents in all regions were asked to answer this question. Of the 89 superintendents that participated in the study, 85 responded to this question, with 55 percent (48) of the superintendents listing two or more accomplishments. The total number of accomplishments was 115.

Of the 115 accomplishments listed, 40 percent (46) of the suggestions indicated that the statewide kindergarten program was his greatest accomplishment, while 22 percent (25) advocated the Basic Education Plan. Other achievements receiving less than eight percent included: ten-twelve month employment for teachers and administrators (8), overall improvement of education (7), regional centers (6) and the primary reading program (6).

All superintendents were also asked who in their opinion was responsible for the Basic Education Plan and the Career Ladder. Although 22 percent (25) of the superintendents indicated that the BEP was one of his major accomplishments,

only 18 percent (16) felt that Phillips was solely responsible for this plan. Forty-nine percent believed that the basic construction of the BEP derived from the efforts of many people, while 28 percent (25) superintendents indicated that the North Carolina General Assembly was responsible for its development.

While 18 percent (16) of superintendents gave Phillips credit for the development of the Basic Education Plan, only ten percent (9) gave him recognition for the construction of the Career Ladder. As with the BEP, the majority of the superintendents gave the credit for the development of the Career Ladder to a combination of groups and/or individuals. While 46 percent (41) of the superintendents gave credit to groups and/or individuals, 31 percent (28) indicated that the General Assembly was responsible for the development of the Career Ladder.

In summary, the statewide implemented program for which Phillips and/or his administration received the most credit was the kindergarten program. Even though less than fifty percent (46) of local superintendents credited Phillips for this program, it still remained the program that local superintendents felt was his greatest accomplishment.

Research Question 4: How would local superintendents select the North Carolina State Superintendent? Why?

For a listing of the questions used to answer this question, see Appendix K. Of the 89 superintendents that

participated in the study, 98 percent (87) responded to the question. Fifty-five percent (49) of the superintendents indicated that the State Superintendent should be appointed by the State Board of Education, while 11 percent (10) agreed that the position should be appointed, but did not specify by whom. Although only 76 percent of the superintendents that preferred this method explained why they selected this method, only 37 percent (22) believed that this method would make the positions more professional. Thirty percent (18) indicated that appointment by the State Board would produce more unity between the State Board and the State Superintendent.

Other reasons for appointment by the State Board were that it would make the State Superintendent more accountable to the State Board, and that the State Superintendent would be less political.

Sixteen percent (14) of the superintendents suggested that the selection of the State Superintendent should continue as an electoral process. A majority (12) of these superintendents felt that the citizens of North Carolina would not be willing to forego their right to vote for the State Superintendent.

Although the majority of superintendents indicated that the State Superintendent should be appointed, a small number of superintendents felt that the State Superintendent should

be appointed only if the State Board were appointed or elected.

Other suggestions for selection included appointment by the General Assembly, appointment by the Governor, and joint appointment by local superintendents and the State Board.

In summary, sixty-six percent (59) of the local superintendents that participated in this study would select the North Carolina Superintendent of Public Instruction by appointment. Although only 55 percent (49) of these superintendents indicated that the State Superintendent should be appointed by the State Board of Education, all of these superintendents agreed that the best method of selection was appointment.

Although the majority (45) of the superintendents that advocated this method explained why they selected it, twenty-two believed that this method would make the position more professional. Only, sixteen percent (14) of the superintendents suggested that the selection of the State Superintendent should continue as an electoral process.

Discussion

In order to examine the findings of the research questions, the four research questions and the advice to the new superintendent will be discussed as they relate to the review of the literature.

Research Question 1: To what extent did Phillips' behavior influence local administrative procedure?

Seventy-five percent (11) of the superintendents that were interviewed agreed that Phillips' questionable behavior did not affect local administrative procedure. However, the majority (10) did agree that the negative publicity ("Travel" 1977, 1; "Craig Phillips Builds upon His Example" 1988, 4; "Get Those Officials out of the Trough" 1986, 4) that Phillips received due to his excessive travel and his questionable acceptance of gratuities did make them more cautious concerning their own actions.

How can local superintendents change their behavior in relation to the acceptance of gratuities and travel and subsequently not affect local procedure? This appeared to be contradictory. However, the superintendents that participated in the interviews did not intend for the results of the interview data to be interpreted in this fashion. Rather, superintendents may have changed their behavior as it related to travel and gratuities, but they did not change or alter local procedure. Superintendents may have stopped accepting free dinners from salesmen and altered their traveling to some extent, but they did not believe that it was necessary to change the daily operating procedure.

Research Question 2: Did age, years in office, size of administrative unit, geographical region or Phillips' tenure affect local superintendents' perceptions' of Phillips and/or his administration.

Explaining why region affects local superintendents' perceptions of Phillips and/or his administration was more difficult than justifying why local superintendents perceived Phillips' performance in his later years to be less admirable. Although local superintendents could not state a specific date in which Phillips' administration started to decline, they did suggest that during his last five or six years in office Phillips was ineffective with the North Carolina General Assembly, and that he had also received negative publicity for accepting improper gratuities and favors from textbook companies, and for traveling and charging the state for unused room fees. Although these incidents were not the only ones suggested by superintendents, they did reflect the majority of the responses.

The regions that tended to be most affected by Phillips and/or his administration were the regions in the extreme Eastern part of the state. Although all of the regions showed some degree of variability, depending upon the question, the data indicated that Regions One, Two, Three, and at times Four tended to be stronger in the negative than did other regions.

There are perhaps two reasons why region tended to affect local superintendent's perceptions of Phillips and/or his administration. These speculations arise from the researcher's discussions with the local superintendents and the review of the literature.

The first reason may rest with the fact that the majority of these areas are served by the Charlotte Observer and The News and Observer (Raleigh). Throughout Phillips' career, these two newspapers have been extremely outspoken about Phillips and/or his career. Unlike small local newspapers, these newspapers have not hidden their dissatisfaction with Phillips. Although this may not have affected Phillips' relationship with these regions, it would be extremely difficult for Phillips to ignore these attacks. When new programs were to be assigned to regions, Phillips may have distributed programs and favors to the areas in which he received the least hostility.

Another reason for the apparent negative responses from these regions may rest with the relationship that Phillips had with that region's regional center director. The regional center played an important role in the distribution of information to local units. If Phillips and the regional director did not communicate or if they had major disagreements, Phillips could have withheld major programs and subsequently created a negative relationship between himself and the local superintendents.

Without question, the fact that the region in which a superintendent worked had an affect on his/her perceptions of Craig Phillips and/or his administration was significant and should be examined closer.

Research Question 3: Which statewide-implemented programs during Phillips' tenure were attributed to Phillips and/or his administration?

A review of the literature indicated that Phillips was involved in the development of several major educational improvements: the kindergarten program, occupational education, statewide achievement and competency testing, increased funding for teacher salaries, ten and twelve month employment for teachers and administrators, the Basic Education Plan, and the Career Development Program.

Although the literature credits Phillips for these improvements, the superintendents that participated in the study did not appear to agree. Forty percent (46) suggested that Phillips' major educational contribution was the kindergarten program.

In an article entitled, "Craig Phillips: Twenty Years of Leadership Draws to a Close," Amy Washburn, a 1988 summer intern, stated, "[t]wo programs Dr. Phillips might best be remembered for have been initiated during his last two terms of office." She then named the Career Development Program

and the Basic Education Plan. She was not alone in her perception of who initiated the Basic Education Plan and the Career Development Program. However, not all education officials perceived Phillips to be responsible for the development of these two programs. Only 22 percent (25) of the superintendents that responded to the questionnaire indicated that Phillips was responsible for the Basic Education Plan, while 10 percent (9) felt that he was responsible for the Career Ladder.

Why the apparent contradiction? The problem may have originated with a lack of proper communication between local superintendents and the State Superintendent.

Although it would be extremely difficult to communicate the actual "nuts and bolts" of a new statewide program, the current operating procedure has been to announce the program, and then to provide basic information about it, without giving behind-the-scenes information.

When this occurs, local superintendents as well as community members and other educational officials may have tended to credit the wrong party. Obviously, if the program is a success and the wrong party is credited, then the only wrong that is committed is to the individual who created the program. However, if the program were unsuccessful and the wrong person received the blame, his or her reputation could be destroyed.

The manner in which most local superintendents learn about new programs is through newsletters and the local newspaper. Although these methods are important to a local superintendent, they by no means can provide the complete behind-the-scenes picture.

Local superintendents need to know and to understand who played a role in the development of a new program and how it was developed. Without this understanding, State Superintendents may receive blame they do not deserve, and, likewise, they may receive praise for a program that they did not create.

Research Question 4: How would local superintendents select the State Superintendent of Public Instruction? Why?

The early chief state school officers were appointed to the position by the State Board of Education. However, as the position expanded, the methods for selection included election by popular vote, appointment by the governor, as well as appointment by the State Board of Education (Stoops, Rafferty and Johnson 1981, 36).

All of these methods are currently being used, although the most popular among the states is selection through a board of education appointment.

Although North Carolina selects its State Superintendent of Public Instruction through the electoral process, the local superintendents that responded to this study clearly indicated a need for change.

Fifty five percent (49) of local superintendents felt that the state superintendent should be appointed by the State Board, while 11 percent (10) agreed that the position should be appointed but did not specify by whom. And, 16 percent (14) suggested that the process remain the same.

The local superintendents who responded to the study were not unlike other superintendents, for they believed that appointment of the state superintendent reduces the chances of the position's being political, thus allowing the position to be filled with the most competent person.

During the period that Craig Phillips was the State Superintendent, he received criticism for being too political. Selection of the State Superintendent through appointment, most local superintendents believe, would help to alleviate the political ambience of the position, although politics will never be completely removed from this position. A well qualified individual, who is loyal to the Board that selected him or her, would most likely refrain from participating in partisan politics.

Advice to the New Superintendent

Of the superintendents that responded to this study, ninety-eight percent (87) made recommendations for the new Superintendent of Public Instruction. Although there was a wide range of suggestions, the recommendations that received the highest percentage of response are as follows:

(1) Listen. Thirty-two percent of the superintendents felt that the new superintendent must listen to the educational community as well as the general public. One superintendent stated that it was imperative that the new superintendent keep his "ear to the people". "He simply cannot close the door," stated another superintendent. "He must keep the lines of communication open between everyone."

(2) Hire fewer and better qualified people in the Department of Public Instruction. Twenty-eight percent (25) of the superintendents that responded to this survey indicated that the new superintendent should reduce the number of people working in the Department of Public Instruction and replace the less competent individuals with people who are familiar with the functions of local units. One local superintendent suggested that the new superintendent not only make changes in the top people but also "bring in active superintendents that know what is going on".

(3) Work harmoniously with the North Carolina General Assembly and the State Board of Education. Eight percent (7) of the superintendents suggested that the state superintendent must cooperate with the General Assembly and the State Board to be effective. One superintendent stated, "the new superintendent must be able to function successfully with the two bodies, because if he does not, he will lose

credibility and then the entire educational system will suffer."

Other suggestions included the following:

- Increase the flexibility of local units
- Remove the bureaucracy
- Make changes slowly
- Increase support from the State Department of Public Instruction
- Become familiar with educational programs
- Communicate with local superintendents
- Be firm under political pressure
- Manage well and lead better
- Screen advice
- Remain committed to the Basic Education Plan

Since the majority of local superintendents have worked only under Craig Phillips, it was interesting to examine these suggestions as they related to Phillips' term in office.

When local superintendents were asked to identify Phillips' weaknesses, they indicated not listening, hiring unqualified people in the Department of Public Instruction, and not being able to work harmoniously with the North Carolina General Assembly and the State Board of Education.

When a comparison was made of Phillips' weaknesses and suggestions made to the new superintendent, it was found that they were identical. Not only have local superintendents

learned from Phillips' mistakes, but they have also learned that these three components were important to the success of the State Superintendent.

CHAPTER V

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

In this final chapter, the problem, literature review, methodology and the research questions and findings are summarized; and conclusions and recommendations for further research are presented.

SummaryProblem

Although there were more than two hundred articles written regarding Craig Phillips' administration and numerous task force reports were generated concerning educational improvements, none of these documents concentrated on local superintendents' perceptions of Craig Phillips' administration and its subsequent effect on their assessment of Phillips and/or his administration. Although local superintendents are one of the major groups that worked with Phillips, there are no studies of how local superintendents perceived Phillips and his administration. Because of growing concern with education, and the important role that local superintendents play in the success or failure of state superintendent's administration, this issue deserved attention.

Review of Literature

Since 1812, with the establishment of the first state school superintendent, the position has undergone change. The duties and responsibilities have expanded to include leadership in certification, finances, and curriculum. Qualifications vary from state to state. Although early superintendents were not trained to hold any type of special qualifications, today's superintendents are required to have a college degree or educational experience.

One of the major controversies surrounding state superintendents is the elected versus appointed debate. Early superintendents were appointed to the position by the state board of education. However, as the position expanded, the methods for selection also increased, so that states now select their chief school officer either by popular election, appointment by the governor, as well as appointment by the state board of education.

Even though most states select their state superintendent by board of education appointment, the controversy still exists as to which selection method is the most appropriate.

North Carolina, like other states, has undergone drastic changes in education. From the 1800's to the present, state superintendents have influenced and directed the state's educational system. Calvin Wiley and Samuel Ashley were

only two of the state's superintendents who helped to improve education.

Although improvements occurred steadily after 1852, dramatic advances in North Carolina education began to occur in the 1960's.

During the leadership of Craig Phillips, North Carolina has witnessed a variety of improvements. From the implementation of the kindergarten program in 1975 to the complete fulfillment of the Basic Education Program in 1995, North Carolina will have undergone one of the most productive periods in history.

Although there have been 17 North Carolina State Superintendents, probably none has been as powerful or as controversial as Andrew Craig Phillips. From the time he took office in 1969 to today, Phillips appeared to have provoked more altercations than any other state superintendent. Phillips' forceful personality (Adams 1969, 1A), and his willingness to confront adversity have generated criticism.

In 1976, Phillips stated that politics should not be brought into education ("State Schools Head Lashes out at Critics" 1976, 1), but his actions repeatedly contradicted that statement. Throughout his career as state superintendent, Phillips did not hesitate to confront his critics. When opponents disagreed with his programs or

his leadership style, he would call them "elitists" or "irresponsible" ("Phillips Often His Own Worst Enemy" 1975, 4).

Phillips found it difficult to accept a decision made by the State Board, if it was not in accordance with his own. Frequently, he would either completely disregard the decision or attempt to distort it. In either case, Phillips' attempt to "be his own man" and his willingness to manipulate circumstances to get what he wanted, often created an appearance of disloyalty and subversion.

With much of Phillips' administration being clouded with these perceptions, it was difficult at times for him to function in the legislative and educational arenas.

Although criticism has surrounded his administration, Phillips was nevertheless an effective leader. Under his leadership, North Carolina has made major changes most notably in its kindergarten program, primary reading program, and support personnel. Recently, the Basic Education Plan has been implementing a dramatic shift back to focusing on basic instruction.

While these innovations cannot be solely credited to Phillips, since many educators and legislators have devoted intelligence and time searching for improvements, still his influence cannot be disregarded. With diligence and determination, Phillips has led North Carolina toward great educational improvements.

Methodology

The research methodology used for this study was triangulation, which allowed the investigator to collect data with two different methods. The two methods that were used for this study were the questionnaire and the interview.

Questions for the interview were obtained from the printed data and focused on the major research questions for this study. Three research questions were answered from the questionnaire and one was answered from the interview.

After the interview process was completed, the questions for the questionnaire were developed to address not only the research questions, but also to reflect the issues that emerged from the interview process.

Local superintendents were asked to complete a 14 question Likert-scaled survey. The superintendents were to respond to each question based on two time scales--1970-1982 and 1983-1988--by indicating whether they strongly agree (SA), agree (A), are undecided (U), disagree (D), or strongly disagree (SD) with the statement.

Research Questions and Results

Research Question 1: To what extent did Phillips' behavior influence local administrative procedure?

Seventy-five percent (11) of the superintendents that responded to this question indicated that Phillips' traveling and his questionable acceptance of gratuities did

not affect local operations. However, 69 percent (10) agreed that these incidents made them more careful of their actions.

Although this appears to be contradictory, a close examination of the data indicates that local superintendents did change their behavior, but they did not alter local procedure. Local superintendents may have stopped accepting free dinners from salesmen, but they did not change local policy or operating procedure.

Research Question 2: Did age, years in office, size of administrative unit, geographical region, or Phillips' tenure affect local superintendents' perceptions of Phillips and/or his administration?

The data indicate that the demographic areas of age, years in office, and unit size did not have a significant effect on local superintendents' perceptions of Phillips and/or his administration. However, the data also suggest that the region in which a superintendent worked had an effect on the local superintendent perceptions of Phillips and his administration. Moreover, local superintendents perceived Phillips' administration to be less effective during his final years in office (1983-1988).

Although there was a slight difference in all regions, depending on the question, the regions that showed the largest difference were Regions One, Two, Three and sometimes Four.

Even though it is difficult to justify these differences, the reasons may rest with the fact that these regions are served by The News and Observer (Raleigh) and the Charlotte Observer. While he was in office, both of these newspapers attacked Phillips for his personal behavior and policy. Because of this public criticism, granting these regions new and innovative programs could be difficult.

Another reason that the superintendents in these regions responded in this fashion may be that Phillips and the regional center director may not have had a good working relationship. Local superintendents indicated that if the director and the State Superintendent held different philosophical views, there could be a tendency for the latter to avoid those regions altogether.

The superintendents that were interviewed indicated that the decline in Phillips' tenure was due to several reasons: Phillips' acceptance of gratuities and favors from textbook companies, his excessive travel, and his ineffectiveness with the North Carolina General Assembly.

Research Question 3: Which statewide-implemented programs during Phillips' tenure were attributed to Phillips and/or his administration?

Only 40 percent (46) indicated that Phillips' major educational contribution was the kindergarten program. Twenty-two percent indicated that Phillips was responsible

for the Basic Education Plan, while 10 percent (9) felt that he was responsible for the Career Ladder.

Clearly, this can be an important component of a successful career. State Superintendents must be able to communicate with people about their programs and the process by which these programs are developed, if they are to receive the proper recognition.

Research Question 4: How would local superintendents select the State Superintendent of Public Instruction? Why?

Fifty-five percent (49) of local superintendents felt that the State Superintendent should be appointed by the State Board, while only 16 percent (14) suggested that the process should remain the same.

The local superintendents responding to the study believed that appointment of the State Superintendent reduces the chances of the position's being political, thus allowing the position to be filled with the most competent person.

Advice to the new superintendent: Of the 98 percent (87) of the superintendents who responded to this question, 32 percent (28) felt that the new superintendent must listen to the educational community as well as the general public. Twenty-eight percent (25) of the superintendents responding indicated that the new superintendent should reduce the number of people working in the Department

of Public Instruction, and replace less competent individuals with people who were familiar with the functions of local units. Eight percent (7) of the superintendents suggested that the State Superintendent must cooperate with the General Assembly and the State Board.

Although these were the suggestions made to the new State Superintendent, they were also the same items listed by local superintendents as Phillips' weaknesses.

Conclusions

Analysis of the data obtained from this study produced the following conclusions:

(1) The State Superintendent should listen to the suggestions of local superintendents.

Although the literature did not deal with interactions among the State Superintendent, local superintendents, and the general public, the local superintendents indicated that the State Superintendent must listen to the suggestions of these two groups.

Of the superintendents that responded to the questionnaire, thirty-two percent indicated that the State Superintendent must "listen" and "keep his ear to the people."

(2) The North Carolina State Superintendent of Public Instruction should reduce the number of people employed by the State Department of Public Instruction, and the

State Superintendent should surround himself with competent people.

One of the main conclusions reached by this study was that the Department of Public Instruction must reduce the number of its employees and hire better qualified people. One the major criticisms of Craig Phillips was that he hired too many people and that many of them were unqualified. When local superintendents were asked for suggestions to give to the new state superintendent, the second leading suggestion, made by 28 percent was to hire fewer and better people.

(3) Increase the salary scale for the employees of the State Department of Public Instruction.

This conclusion is related to the previous finding. If the State Superintendent is to hire competent individuals, the salary scale must be improved.

One superintendent stated that if the pay scale had been increased earlier, Phillips would have been able to hire better people. He contended, "with the money that he had to pay these people, he simply could not get good, qualified people."

Another superintendent commented that Phillips was unjustly criticized for this problem. "How can anyone expect to get good superintendents to come and work at the Department when they would take a reduction in pay? Why, that idea is simply ridiculous."

(4) Reorganize the administration of the North Carolina State Educational Agency.

During Phillips' term as State Superintendent, the controller was appointed by the State Board to be the executive administrator of its fiscal affairs. The State Superintendent was responsible for all matters relating to the supervision and administration of the public school system, except the supervision and management of the fiscal affairs of the Board.

During Phillips' tenure, although he was responsible for the supervision of the public school system, he did not have control of the finances. Therefore, he had no guarantee that his educational programs would have financial support and backing.

Clearly, this made his role as State Superintendent difficult. One superintendent stated, "how could he run an organization when he did not have control of the money? As you know, money talks. By not having control of the purse strings, it certainly decreased his effectiveness as State Superintendent."

Not only did this type of organization make his role more difficult, but it may also have created tension between Phillips and the State Board. Without question, Phillips and the State Board collided on numerous occasions. Although numerous issues arose, much of the controversy may have been over control of the finances.

(5) A committee should be established to make recommendations concerning policy changes relating to the ethical practices of the State Superintendent.

A majority of superintendents that participated in the study, agreed that Phillips did accept improper gratuities. Although the superintendents indicated that he did accept favors during his entire tenure, they felt that he received more gratuities during the years 1983-1988. The acceptance of favors from textbook companies and the receiving of free travel and rooms were not positive leadership characteristics. One superintendent stated that "although these practices were not illegal, they hurt him tremendously. It greatly diminished the common man's perception of him." Another superintendent felt that these practices were widespread throughout the state and that a policy should be established to prevent these actions from occurring.

Another superintendent agreed, "unfortunately, these practices occur statewide. Phillips did not do anything that local superintendents did not do. However, this is not to say that I condone these actions. To the contrary. There must be established guidelines for us to follow."

(6) The method of selecting the North Carolina State Superintendent of Public Instruction should be examined.

Of the superintendents that participated in this study, 66 percent (59) agreed that the State Superintendent should be appointed. Of that 66 percent (59), fifty-five percent (49) of the superintendents specified that the superintendent should be appointed by the State Board. The remaining 11 percent did not specify.

Recently, in North Carolina , as in other states, there has been considerable debate as to whether the State Superintendent should be appointed or elected (Kimbrough and Nunnery 1983, 136). As early as 1968, Craig Phillips suggested that the State Superintendent's position should be filled by appointment (Goodwin 1968, 1). Several times throughout the remaining years in office, Phillips spoke out concerning this issue.

In March 1987, Lieutenant Governor Bob Jordan endorsed a plan that would make the State Superintendent of Public Instruction a position which would be appointed by the State Board of Education ("Jordan Seeks Superintendent Election" 1987, 24). With only 16 percent (14) of the local superintendents indicating agreement with the current method and with the controversy that on this issue during the past 20 years, it is obvious that this matter needs attention.

(7) A policy should be established that would curb favoritism in the hiring procedures and would reduce the political ambience of the Department of Public Instruction.

The survey results indicated that the superintendents did not disagree with the statement that Phillips politicized the Department of Public Instruction (DPI). The highest percentage of disagreement by region was 66 percent (12), while the lowest was only 22 percent (9). The superintendents also felt that Phillips politicized the Department more during his later years than earlier.

One superintendent stated, "although some politics is good, it is not good when it is used the way that Phillips used it. The Department should not be used to give favors. He should not have hired people, simply because he felt that he had to pay someone back. Although I know that politics cannot and should not be removed from the Department, there certainly needs to be a system for hiring personnel that helps to prevent this from happening."

Other superintendents felt that some of the departments of the DPI were operated entirely through politics. One superintendent stated, "I think that the majority of the DPI is too political. Not only do you have to know someone to get a job, but you also have to know someone to get anything done. Although I cannot say that it was always Phillips that was political, he certainly laid the groundwork for politics. And, he certainly never stopped it."

(8) Limit the number of terms of the North Carolina State Superintendent of Public Instruction.

The local superintendents who participated in the study believed that Phillips lost effectiveness during his later term of office. Although no one can identify the exact time or event that caused Phillips to lose control, the majority of the superintendents felt that it occurred around 1982-1983.

Even though no exact event caused this to occur, it became obvious to many superintendents as they observed his interactions with legislators, Board members, and other superintendents. One superintendent stated, "during the mid 1980's, Phillips simply lost control. He lost his effectiveness. He had burned so many bridges that it was impossible for him to be effective. He should have left earlier."

Another superintendent agreed, "I think that it would be impossible for any person to stay on top as long as he did and still be effective. He would have left the office with a better reputation had he left earlier. No one should serve over two terms."

Recommendations

Additional Research

On the basis of the findings of this study, it is recommended that future research be conducted in the following areas:

(1) A study of the administrative organization of the North Carolina's State Educational Agencies to determine departmental effectiveness as it relates to local units.

(2) A study to determine the most appropriate means of selecting the North Carolina State Superintendent of Public Instruction.

(3) A study to determine what special training and preparation are needed to serve as state superintendent with emphasis on an assessment of management skills, interpersonal skills, and knowledge of policy development.

(4) A study to assess the perceptions of local superintendents regarding the characteristics of an effective state superintendent.

(5) A study to determine whether the North Carolina State Board of Education should continue to appoint the controller or whether the controller should serve at the pleasure of the State Superintendent of Public Instruction.

(6) A study to determine why region has an impact on local superintendents' perceptions of the North Carolina State Superintendent of Public Instruction.

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APPENDIX A

NORTH CAROLINA STATE SUPERINTENDENTS

Superintendent of Common Schools

Calvin H. Wiley	Guilford	1852-1865
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Superintendents of Public Instruction

Samuel H. Ashley	New Hanover	1868-1871
Alexander McIver	Guilford	1871-1875
Kemp P. Battle	Wake	1873
Stephen D. Pool	Craven	1875-1876
John Pool	Pasquotank	1876-1877
John C. Scarborough	Johnston	1877-1885
Sidney M. Finger	Catawba	1885-1893
John C. Scarborough	Hertford	1893-1897
Charles H. Mebane	Catawba	1897-1901
Thomas F. Toon	Robeson	1901-1902
James Y. Joyner	Guilford	1902-1919
Eugene C. Brooks	Durham	1919-1923
Arch T. Allen	Alexander	1923-1934
Clyde A. Erwin	Rutherford	1934-1952
Charles F. Carroll	Duplin	1952-1969
Andrew Craig Phillips	Guilford	1969-1989

APPENDIX B

MEMBERS OF NORTH CAROLINA STATE BOARD OF EDUCATION, 1968-1988

St. Bd. of Education	District No.	Residence	Term Expires
H. Pat Taylor	Lt. Gov.		Ex Officio
Edwin Gill	St. Tre		Ex Officio
C. Phillips	Sec.		Ex Officio
John A. Pritchett	Vice-Chair	Windsor	April 1, '71
Dallas Herring	Chairman	Rose Hill	April 4, '77
Charles E. Jordan	3	Durham	April 1, '75
Mrs. Eldiweiss F. Lockey	4	Aberdeen	April 1, '73
William Lybrook	5	Winston-Sal.	April 1, '73
G. Douglas Aitken	6	Charlotte	April 1, '75
R. Barton Hayes	7	Hudson	April 1, '77
John M. Reynolds	8	Asheville	April 1, '77
Mrs. Mildred S. Strickland	At large	Smithfield	April 4, '77
Harold L. Trigg	At large	Greensboro	April 1, '73
Richard Cannon Erwin	At large		April 1, '79
James B. Hunt	Lt. Gov.		Ex Officio
R. R. Manz	Vice Chair	Roanoke Rap.	April 1, '75
E. H. Oxendine	4	Raeford	April 1, '80
Evelyn S. Tyler	5	Greensboro	April 1, '80
Prezell Robinson	At large	Raleigh	April 1, '80
Larry M. Harding	6	Charlotte	April 1, '83
James C. Green	Lt. Gov.		Ex Officio
Harlan E. Boyles	St. Tre.		Ex Officio
John Tart	2	Smithfield	April 4, '85
Ben Battle	8	Cullowhee	April 1, '85
H. David Bruton	At large	So. Pines	April 4, '85
C. R. Edwards	At large	Fayetteville	April 1, '79
Norma Turnage	3	Rocky Mount	April 1, '83
Theda H. Moore	7	N. Wilkesboro	April 1, '87
James Chavis	4	Pembroke	May 7, '89
Barbara Tapscott	5	Burlington	May 7, '89
Betty Speir	1	Bethel	April 1, '87
C. D. Spangler, Jr.	At large	Charlotte	April 1, '85
Mebane Pritchett	At large	Chapel Hill	April 1, '93
E. V. Wilkins	At large	Roper	April 1, '89
*Dr. Prezell Robinson	At large	Raleigh	May 7, '89
Bob Jordan	Lt. Gov.		
Mary Morgan	2	Jacksonville	April 1, '93
Dr. James B. Chavis	4	Pembroke	May 7, '89

Dr. Barbara Tapscott	5	Burlington	May 7, '89
Jere Drummond	6	Charlotte	April 1, '91
Mrs. Cary C. Owen	8	Asheville	April 1, '93

APPENDIX C

NORTH CAROLINA EDUCATION REGIONS
AND SCHOOL DISTRICTSNortheast Region (1)

Beaufort County	Currituck County	Martin County
Washington City	Dare County	Pasquotank County
Bertie County	Gates County	Perquimans County
Camden County	Hertford County	Pitt County
Chowan County	Hyde County	Tyrrell County
		Washington County

Southeast Region (2)

Brunswick County	Lenoir County	Sampson County
Carteret County	Kinston City	Clinton City
Craven County	New Hanover County	Wayne County
Duplin County	Onslow County	Goldsboro City
Greene County	Pamlico County	
Jones County	Pender County	

Central Region (3)

Durham County	Granville County	Northampton County
Durham City	Halifax County	Vance County
Edgecombe County	Roanoke Rapids City	Wake County
Tarboro City	Weldon City	Warren County
Franklin County	Johnston County	Wilson County
Franklinton City	Nash County	
	Rocky Mount City	

South Central Region (4)

Bladen County	Hoke County	Robeson County
Columbus County	Lee County	Fairmont City
Whiteville City	Montgomery County	Lumberton City
Cumberland County	Moore County	Red Springs City
Harnett County	Richmond County	Saint Pauls City
		Scotland County

North Central Region (5)

Alamance County	Forsyth County	Randolph County
Burlington City	Guilford County	Asheboro City
Caswell County	Greensboro City	Rockingham County
Chatham County	High Point City	Eden City
Davidson County	Orange County	Western
Lexington City	Chapel Hill-	Rockingham City
Thomasville City	Carrboro City	Reidsville City
	Person County	Stokes County

Southwest Region (6)

Anson County	Gaston County	Stanly County
Cabarrus County	Lincoln County	Albemarle City
Kannapolis City	Mecklenburg County	Union County
Cleveland County	Rowan County	Monroe City
Kings	Salisbury City	
Mountain City		
Shelby City		

Northwest Region (7)

Alexander County	Henderson County	Surry County
Alleghany County	Hickory City	Elkin City
Ashe County	Newton-Conover City	Mt. Airy City
Avery County	Davie County	Watagua County
Burke County	Iredell County	Wilkes County
Caldwell County	Mooresville City	Yadkin County
	Statesville City	

Western Region (8)

Buncombe County	Henderson County	Polk County
Asheville City	Hendersonville City	Rutherford County
Cherokee County	Jackson County	Swain County
Clay County	Macon County	Transylvania County
Graham County	Madison County	Yancey County
Haywood County	Mitchell County	

*Polk County and Tryon City merged 1/1/89.

APPENDIX D

INTERVIEW QUESTIONS

1. Was Phillips cooperative in working with local superintendents? Explain.
2. How did he interact with the State Board of Education?
3. Did he work effectively with the North Carolina General Assembly?
4. Was he effective in working with the public media?
5. Who was responsible for the development of the Basic Education Plan?
6. Phillips has been accused of taking improper favors from textbook companies. How do you feel about this?
7. During Phillips' career, he was away from the office traveling on numerous occasions. How did this affect your working relationship with Phillips? Was he ever away when you needed him?
8. How do you feel about Phillips accepting free travel?
9. Did he show favoritism to superintendents or units? If so, how?
10. What was his relationship with the Department of Public Instruction?
11. Name three adjectives that described Phillips.
12. What were his major strengths?
13. What were his major weaknesses?
14. How would you select the state superintendent? Why?
15. If you had been the state superintendent, would you have done anything differently?
16. How did Phillips make a decision?
17. Are regional centers beneficial?

18. What do you remember most about Phillips?
19. What advice would you give to the new state superintendent?
21. Did Phillips' behavior influence your behavior as superintendent or local administrative procedure?
22. What do you consider to be Phillips' greatest accomplishments?
23. Do you have any other comments concerning Phillips and/or his administration?

APPENDIX E

INTERVIEWS

Interview #1

Question: Was Phillips cooperative in working with local superintendents? Explain.

Answer: Over the years, he was very cooperative.

Question: How did he interact with the State Board of Education?

Answer: He worked very well with the Board the last couple of years.

Question: Did he work effectively with the North Carolina General Assembly?

Answer: No, but I don't know why. Phillips seemed to have no credibility with the General Assembly.

Question: Was he effective in working with the public media?

Answer: He was a good PR person. He did a good job with the media.

Question: Who was responsible for the development of the Basic Education Plan?

Answer: He made major contributions to the plan. However, I can't give him full credit.

Question: Phillips has been accused of taking improper favors from textbook companies. How do you feel about this?

Answer: This practice seems to be wide-spread in state government. However, he should have set an example as a leader.

Question: During Phillips' career, he was away from the office traveling on numerous occasions. How did this affect your working relationship with Phillips?

Answer: Trips are a good idea. They can have a lot of educational value. I think he should have traveled.

Question: How do you feel about accepting free travel?

Answer: It's ethical. I see nothing wrong with it.

Question: Did he show favoritism to superintendents or units? If so, how?

Answer: Definitely. He seemed to favor the older superintendents.

Question: What was his relationship with the Department of Public Instruction?

Answer: He brought in lots of people that didn't need to be there, and as a result, his respect as a leader went down.

Question: Name three adjectives that described Phillips?

Answer: Forceful, gentle, and competent.

Question: What were his major strengths?

Answer: He was a good PR person. He could sell. Phillips was competent and he was sharp.

Question: What were his major weaknesses?

Answer: He didn't have a good feeling of change.

Question: How would you select the state superintendent? Why?

Answer: Appointed by the State Board of Education. The position should be removed from politics. During an election year, the tide can carry in the wrong person.

Question: If you had been the state superintendent, would you have done anything differently?

Answer: I would have surrounded myself with the best people.

Question: How did Phillips make a decision?

Answer: He gave thought to his decisions. You could tell that by the projects that came down.

Question: Are regional centers beneficial?

Answer: Region 8 has been good. I cannot speak for the others.

Question: What do you remember most about Phillips?

Answer: The interviewer felt that the answer to this question could not be given without revealing the identity of the superintendent.

Question: What advice would you give to the new state superintendent?

Answer: Make changes in the top people. Bring in active superintendents that know what is going on. Act quickly while his credibility is still good with the General Assembly.

Question: Did Phillips' behavior influence your behavior or local administrative procedure?

Answer: His actions had no affect on local operations.

Question: What do you consider to be his greatest accomplishments?

Answer: The primary reading program and the kindergarten program.

Question: Do you have any other comments concerning Phillips and/or his administration?

Answer: No, we have covered everything.

Interview #2

Question: Was Phillips cooperative in working with local superintendents? Explain.

Answer: Yes, he was cooperative. If I wanted anything, all that I had to do was to call him.

Question: How did he interact with the State Board of Education?

Answer: For the last four years, he didn't have as much leadership as he wanted or needed. He lost his influence with the Board in his later years.

Question: Did he work effectively with the North Carolina General Assembly?

Answer: He was weak with the General Assembly. I think it was because he backed the wrong person for lieutenant governor.

Question: Was he effective in working with the public media?

Answer: He did not relate well with the media. He had a negative image because of the mistakes that he made. You know about the rooms and the travel.

Question: Who was responsible for the development of the Basic Education Plan?

Answer: I must give him credit. I can't deny that he was our state leader.

Question: Phillips has been accused of taking improper favors from textbook companies. How do you feel about this?

Answer: I didn't see anything wrong with the textbook incident. It wasn't as though he was buying inferior textbooks. But, there is no question that the incident hurt him. It detracted from him as a leader. His credibility was hurt.

Question: During Phillips' career, he was away from the office traveling on numerous occasions. How did this affect your working relationship with Phillips?

Answer: It was like the textbook incident. It hurt him.

Question: How do you feel about Phillips accepting free travel?

Answer: I don't see anything wrong with it.

Question: Did he show favoritism to superintendents or units? If so, how?

Answer: Probably so. But, not any more than anyone else. He naturally liked some people more than others.

Question: What was his relationship with the Department of Public Instruction?

Answer: He was the leader. He had the greatest influence on the lieutenants that he chose to serve under him.

Question: Name three adjectives that described Phillips.

Answer: Caring, knowledgeable, and hard working.

Question: What were his major strengths?

Answer: Leadership, knowledge of education, personal contacts around the state, and he worked well with people.

Question: What were his major weaknesses?

Answer: He appointed friends. He was too loyal to friends and he was too political. He tied the state schools to state politics.

Question: How would you select the state superintendent? Why?

Answer: Probably, by appointment.

Question: If you had been the state superintendent, would you have done anything differently?

Answer: I would have had more contact with local superintendents. Phillips did not give us an opportunity to help direct the state. He was in the classroom some, but that was for publicity.

Question: How did Phillips make a decision?

Answer: One of his strong points was that he gave thought to his decisions. He was not a spur-of-the-moment person.

Question: Are regional centers beneficial?

Answer: I don't think that you can judge. We can't determine if consultants from the centers are beneficial; therefore, we can't judge the centers.

Question: What do you remember most about Phillips?

Answer: I never heard him speak without talking about the kids and promoting education. He had a sincere desire to improve conditions for learning. He had vision. His heart was in the right place. He had positive thoughts. Phillips was always pushing change and hard work.

Question: What advice would you give to the new state superintendent?

Answer: Have more flexibility. Work on credibility with people, the General Assembly, and administrators in the state. He should stay in touch with local systems. He should be more accessible than Phillips was.

Question: Did Phillips' behavior influence your behavior or local administrative procedure?

Answer: There was no question about it; some of his actions hurt him professionally. It had some effect on my system.

Question: What do you consider to be his greatest accomplishments?

Answer: The regional centers, the kindergarten program, and the increased number of auxiliary personnel.

Question: Do you have any other comments concerning Phillips and/or his administration?

Answer: Basically, he was a great superintendent. He certainly had vision.

Interview #3

Question: Was Phillips cooperative in working with local superintendents? Explain.

Answer: Yes, he was very cooperative. He would do anything that we needed.

Question: How did he interact with the State Board of Education?

Answer: He had a good relationship considering that he was in office for 20 years. He had to get along.

Question: Did he work effectively with the North Carolina General Assembly?

Answer: He was politically naive at times. At times, his relationship was less than adequate, especially for the past five to six years.

Question: Was he effective in working with the public media?

Answer: He did dumb things and because of this the media were bad to him. Some of the things that he did were inexcusable, and he should have been reprimanded for them.

Question: Who was responsible for the development of the Basic Education Plan?

Answer: It was not his plan, but he adopted it early.

Question: Phillips has been accused of taking improper favors from textbook companies. How do you feel about this?

Answer: It would bother me if he didn't work with them. He should have gotten something for going on his free time. I know how the commission works and he did not have undue pressure placed on him.

Question: During Phillips' career, he was away from the office traveling on numerous occasions. How did this affect your working relationship with Phillips?

Answer: It did not affect our relationship. The person in that position should travel. It is appropriate for him. The lieutenants under him should do most of the major leadership.

Question: How do you feel about Phillips accepting free travel?

Answer: I had no problems with the internal trips.

Question: Did he show favoritism to superintendents or units?

Answer: No, he made them feel a part of the group. Although the superintendents from the bigger units tended to speak more, everyone had a chance. Favoritism had nothing to do with the unit that a superintendent came from or who he was; it had to do with his individual personality.

Question: What was his relationship with the Department of Public Instruction?

Answer: Good. His leadership was good.

Question: Name three adjectives that described Phillips.

Answer: Warm, friendly, and energetic.

Question: What were his major strengths?

Answer: He treated all superintendents the same.

Question: What were his major weaknesses?

Answer: He was politically naive. He spent too little time with politics.

Question: How would select the state superintendent? Why?

Answer: I would leave it elected. There needs to be a good tie with the General Assembly and politics. I don't believe that the people would give up their right to vote.

Question: If you had been the state superintendent, would you have done anything differently?

Answer: I would have worked harder to establish rapport with the conservative element of the General Assembly.

Question: How did Phillips make a decision?

Answer: He jumped on fads. Sometimes that was good. If he did this, he would always come up with a rationale and push for it.

Question: Are regional centers beneficial?

Answer: Region 8 has a need for a center. The concept is good, but they may not be needed close to Raleigh.

Question: What do you remember most about Phillips?

Answer: He is warm. He wanted North Carolina to be on the leading edge in education. He was highly respected.

Question: What advice would you give the new state superintendent?

Answer: Be himself. Use his strengths with the General Assembly to promote education in North Carolina. Be sure to listen to all elements of education-- teachers, administrators and the public. He needs to assume a leadership role in educating the public.

Question: Did Phillips' behavior influence your behavior as superintendent or local administrative procedure?

Answer: After some of the things that he did, I was certainly more careful about my actions. Basically, there was no effect on my system. Some of these incidents really hurt him personally.

Question: What do you consider to be his greatest accomplishments?

Answer: Reducing class size and the kindergarten program.

Question: Do you have any other comments concerning Phillips and/or his administration?

Answer: One thing that stands out in my mind was Phillips' ability to recall names. He always knew my name.

Interview #4

Question: Was Phillips cooperative in working with local superintendents? Explain.

Answer: Yes, he was very cooperative.

Question: How did he interact with the State Board of Education?

Answer: It was varied. He should have attacked positions of the Board, but he should not have attacked them personally.

Question: Did he work effectively with the North Carolina General Assembly?

Answer: Up until six years ago, he was very effective, but after that time, he lost confidence and did not tell it straight.

Question: Was he effective in working with the public media?

Answer: He worked very well with the education aspect, but he personally got a bum rap.

Question: Who was responsible for the development of the Basic Education Plan?

Answer: Phillips was responsible for most of it. He was the man with the vision.

Question: Phillips has been accused of taking improper favors from textbook companies. How do you feel about this?

Answer: The incident diminished respect for him on a personal level, but not on a professional level.

Question: During Phillips' career, he was away from the office traveling on numerous occasions. How did this affect your working relationship with Phillips?

Answer: It made me feel that he was not in charge. He basically retired two years ago. It made me be more careful, no impropriety going on here.

Question: How do you feel about Phillips accepting free travel?

Answer: As I said earlier, no impropriety going on in this office. After what happened with Phillips, I made sure of it.

Question: Did he show favoritism to superintendents or units?

Answer: I didn't see any evidence of favoritism. I found him to be very accessible and very helpful.

Question: What was his relationship with the Department of Public Instruction?

Answer: For the last two years, he lost control. No one was really in charge. However, earlier in his career, he was certainly in charge.

Question: Name three adjectives that described Phillips.

Answer: Charismatic, political, and intelligent.

Question: What was his major strengths?

Answer: He was the best one-on-one politician I've ever met. He never met a stranger. Phillips had a tremendous grasp of the total educational program and its needs. He was a visionary. He was far ahead of everyone else. He never let up.

Question: What were his major weaknesses?

Answer: He was in the job too long. He perhaps hired people on political favors. He lost control because he placed emphasis in areas that were not really important to education.

Question: How would you select the state superintendent?
Why?

Answer: The position should be appointed by the State Board. It should be kept professional. The person should have specific qualifications.

Question: If you had been the state superintendent, would you have done anything differently?

Answer: I certainly would not have double-dipped. There were questionable practices that should not have occurred.

Question: How did Phillips make a decision?

Answer: It was difficult to change his mind. He refused to listen.

Question: Are regional centers beneficial?

Answer: The eastern and western centers provide a tremendous service.

Question: What do you remember most about Phillips?

Answer: He was a visionary. He could see where we needed to go over a long period of time.

Question: What advice would you give to the new state superintendent?

Answer: He should make immediate organizational changes. He needs to return the department to a service-oriented department. He has to bring people in who can run the department. He must stay political and get all groups behind him.

Question: Did Phillips' behavior influence your behavior as local superintendent or local administrative procedure?

Answer: There was not any effect on operations. I may have been more careful about what I did, but it

did not affect my activities. It did hurt him personally.

Question: What do you consider to be his greatest accomplishments?

Answer: Reducing class size, regional centers, increased teacher salary, and the kindergarten program.

Question: Do you have any other comments concerning Phillips and/or his administration?

Answer: No.

Interview #5

Question: Was Phillips cooperative in working with local superintendents?

Answer: Yes, basically he was cooperative.

Question: How did he interact with the State Board of Education?

Answer: Well, he was considerate of the Board's desires and wishes.

Question: Did he work effectively with the North Carolina General Assembly?

Answer: At one time, he was very effective. However, in the last four or five years, although we got lots done, we cannot give credit to Phillips. We must give it to the General Assembly.

Question: Was he effective in working with the public media?

Answer: He received a lot of criticism. Some of it was deserved and some of it was not. In his position, he had to take a position. This, in and of itself, caused him problems.

Question: Who was responsible for the development of the Basic Education Plan?

Answer: I cannot give him full credit. He was more out front on the BEP than he was the Career Ladder.

Question: Phillips has been accused of taking improper favors from textbook companies. How do you feel about this?

Answer: This was not an ethical choice. Choosing textbooks should be left to the experts and he was not an expert in this area.

Question: During Phillips' career, he was away from the office traveling on numerous occasions. How did this affect your working relationship with Phillips?

Answer: Very much. The Department had been left in the hands of people who were not proper leaders.

Question: How do you feel about Phillips accepting free travel?

Answer: This was not an ethical choice.

Question: Did he show favoritism to superintendents or units?

Answer: This is hard to say. He knew who his enemies were and who his friends were. In his day-to-day operations it didn't make much difference, because we are locally operated.

Question: What was his relationship with the Department of Public Instruction?

Answer: Over the years, he assembled good leaders. But, for the past four or five years, he hired more people with less experience.

Question: Name three adjectives that described Phillips.

Answer: Personable, thoughtful, and charismatic.

Question: What were his major strengths?

Answer: Working with subordinates. At one time, he was very influential with the legislature. He was far-sighted in what kids needed.

Question: What were his major weaknesses?

Answer: Over-staffing, picking the quality of his staff, and he had a poor image the last two or three years.

Question: How would you select the state superintendent?
Why?

Answer: The position should be appointed by the State Board. The State Board knows education better than the general public and what is needed for the job. There would be more accountability if the bosses were looking at the superintendent.

Question: If you had been the state superintendent, would you have done anything differently?

Answer: I would fight against a larger staff. The salaries of the staff need to be increased.

Question: How did Phillips make a decision?

Answer: Basically, his decisions were well thought out.

Question: Are regional centers beneficial?

Answer: Region eight has helped in many, many ways. However, there are too many on the staff.

Question: What do you remember most about Phillips?

Answer: Whether it was true or not, he certainly had a reputation for womanizing.

Question: What advice would you give to the new state superintendent?

Answer: He should develop a local flexibility plan. He should reassign or dismiss top leaders that do not have respect or support for the new superintendent and replace them with competent people.

Question: Did Phillips' behavior influence your behavior as superintendent or local administrative procedure?

Answer: It affected my behavior to some degree. It made me more careful about what I did.

Question: What do you consider to be his greatest accomplishments?

Answer: Increased teacher salary, twelve-month employment for administrators, and the primary reading program.

Question: Do you have any other comments concerning Phillips and/or his administration?

Answer: He was very cooperative with me. Overall, he was a good superintendent.

Interview #6

Question: Was Phillips cooperative in working with local superintendents?

Answer: Yes, he was cooperative until he disagreed with you and then he would say no.

Question: How did he interact with the State Board of Education?

Answer: He did not work with the Board much. His staff worked with the Board more than Craig did.

Question: Did he work effectively with the North Carolina General Assembly?

Answer: Lately, no. At least not for the last five years.

Question: Was he effective in working with the public media?

Answer: Lately, it has been dismal. The Raleigh paper was out to get him. However, once programs were going, newspapers would give him more credit.

Question: Who was responsible for the development of the Basic Education Plan?

Answer: This plan was not Phillips' plan. It came out of the Legislature. The Legislature directed him to have his staff complete the program. Even though the plan was not his original idea, however it stemmed from his philosophy.

Question: Phillips has been accused of taking improper favors from textbook companies. How do you feel about this?

Answer: I think that he did it, but it was not illegal. It sounded bad and it was poor judgement, but the stipend needs to be increased so that it doesn't happen. It hurt him personally and professionally.

Question: During Phillips' career, he was away from the office traveling on numerous occasions. How did this affect your working relationship with Phillips?

Answer: It did not affect our relationship.

Question: How do you feel about Phillips accepting free travel?

Answer: It brought fire down on him.

Question: Did he show favoritism to superintendents or units?

Answer: No, I did not see it.

Question: What was his relationship with the Department of Public Instruction?

Answer: Not good enough. The department was too big. It was not effective and there was no way to monitor it.

Question: Name three adjectives that described Phillips.

Answer: People-oriented, child-oriented, and fearless.

Question: What were his major strengths?

Answer: He had ability in the early days to work with the General Assembly.

Question: What were his major weaknesses?

Answer: He stopped surrounding himself with the best people. He stopped surrounding himself with people who had respect for the rest of the system and ones that gave him the real truth.

Question: How would you select the state superintendent? Why?

Answer: The position should be appointed and it should be filled with a school person.

Question: If you had been the state superintendent, would you have done anything differently?

Answer: I would have stayed closer to the local superintendents.

Question: How did Phillips make a decision?

Answer: He never lacked being sure of himself. He made quick decisions.

Question: Are regional centers beneficial?

Answer: Some are good. I think the Raleigh area centers are useless. Regions 1,2,7,8 are very valuable. Of course, if you don't use them, they are not valuable.

Question: What do you remember most about Phillips?

Answer: He didn't care what he said.

Question: What advice would you give to the new state superintendent?

Answer: He must maintain a good working relationship with the Legislature, which is his source of immediate strength. He should recognize that there is more to school than test scores. He should also stay close to local superintendents. He should meet with them at least quarterly.

Question: Did Phillips' behavior influence your behavior as superintendent or local administrative procedure?

Answer: It did not change operations. But, it did make me more aware that people are watching.

Question: What do you consider to be his greatest accomplishments?

Answer: The kindergarten program.

Question: Do you have any other comments concerning Phillips and/or his administration?

Answer: He should have been more careful about some of his actions. Some of his actions got him into trouble.

Interview #7

Question: Was Phillips cooperative in working with local superintendents?

Answer: Phillips would say, "we'll try to work it out", but there was never much follow-through with tasks or promises.

Question: How did he interact with the State Board of Education?

Answer: Over the years, it has been up and down. It's been down for the past 10 years. He reached a low point with the controversy with Dallas Herring. Once he started attacking him personally, his influence decreased.

Question: Did he work effectively with the North Carolina General Assembly?

Answer: He had a good start with them, but it was bad later. The General Assembly lost total respect for him.

Question: Was he effective in working with the public media?

Answer: Earlier it was great. But, later he lost accountability. He has a good image outside the state, but it was bad here.

Question: Who was responsible for the development of the Basic Education Plan?

Answer: It came from a lot of people. I would give Phillips a lot of credit for the plan but not all of it.

Question: During Phillips' career, he was away from the office traveling on numerous occasions. How did this affect your working relationship with Phillips?

Answer: He was away too much, but it did not affect my daily schedule. This type of activity hurt him.

Question: How do you feel about Phillips accepting free travel?

Answer: It just was not ethical.

Question: Did he show favoritism to superintendents or units?

Answer: Yes, but for different reasons than one might think. In some cases, he knew some superintendents were willing to try new programs. If the superintendents would try the program, Phillips would promise to take care of them if the program went bad. Also, he protected some superintendents. If they had problems with records or financial reports, Phillips would take care of it.

Question: What was his relationship with the Department of Public Instruction?

Answer: Phillips usually let his lieutenants run the Department.

Question: Name three adjectives that described Phillips?

Answer: Friendly, gregarious, and political.

Question: What were his major strengths?

Answer: Personal skills. He made people feel good about themselves.

Question: What were his major weaknesses?

Answer: He was too protecting and he was overly loyal to his friends.

Question: How would you select the state superintendent? Why?

Answer: The position should be appointed by the Governor for a four year term. The Governor can select the most competent person for the job.

Question: If you had been the state superintendent, would you have done anything differently?

Answer: Yes, I would have surrounded myself with competent people.

Question: How did Phillips make a decision?

Answer: Phillips was the type of person who made decisions that were well thought out and those that were made on the spur of the moment.

Question: Are regional centers beneficial?

Answer: In a state this big, I certainly support them. The centers are capable of providing a valuable service to the units. They also help to hide the number of people that the State Department has employed.

Question: What do you remember most about Phillips?

Answer: The way he handled integration in this state. Integration in this state went very smoothly. Phillips had a lot to do with that.

Question: What advice would you give to the new state superintendent?

Answer: He should bring in highly competent people. He should look at the mission of the department of public instruction and determine how it can best service local units. He should evaluate the department and cut where needed.

Question: Did Phillips' behavior influence your behavior as superintendent or local administrative procedure?

Answer: No, it did not.

Question: What do you consider to be his greatest accomplishments?

Answer: Integration in North Carolina.

Question: Do you have any other comments concerning Phillips and/or his administration?

Answer: No, I think we covered the topic.

Interview #8

Question: Was Phillips cooperative in working with local superintendents? Explain.

Answer: In the first two-thirds of his career, he was very cooperative. However, for the past five or six years, he listened to those around him and not much to the superintendents.

Question: How did he interact with the State Board of Education?

Answer: For the first eight years, he worked very closely with the board. For the past two-thirds of his term, there was competition between Phillips and the members.

Question: Did he work effectively with the North Carolina General Assembly?

Answer: It is basically the same as with the State Board. He did not get much cooperation from the General Assembly.

Question: Was he effective in working with the public media?

Answer: Yes, to begin with. But, he had the media on his back for his last eight years. There was no question that he was an advocate for education, but the way he went about it turned people off. He didn't bring the press and the legislature along with him.

Question: Who was responsible for the development of the Basic Education Plan?

Answer: Phillips was the father of the concept, but the details were put together by his staff. He can't take credit for getting it funded. It was funded in spite of him.

Question: Phillips has been accused of taking improper favors from textbook companies. How do you feel about this?

Answer: I would be surprised if he did in fact take favors from them. He accepted no more than any other person did. If he did in fact take favors, I don't see any difference in that and local superintendents or principals taking a cake or a pen from a company. We all do it.

Question: During Phillips' career, he has been away from the office traveling on numerous occasions. How did this affect your working relationship with Phillips?

Answer: Not at all. I didn't call him directly.

Question: How do you feel about Phillips accepting free travel?

Answer: Some of the trips were advantageous to education.

Question: Did he show favoritism to superintendents or units?

Answer: No, I never saw evidence of it.

Question: What was his relationship with the Department of Public Instruction?

Answer: He oversaw that department much like anyone else would; he had key people from different areas and he met with them on a regular basis.

Question: Name three adjectives that described Phillips.

Answer: Innovative, gregarious, and genuine.

Question: What were his major strengths?

Answer: Vision, leadership, and accepting what needed to be done.

Question: What were his major weaknesses?

Answer: Personnel.

Question: How would you select the state superintendent?

Answer: The person should be selected the same as the local superintendents are. The position should be appointed by the State Board of Education.

Question: If you had been the state superintendent, would you have done anything differently?

Answer: It is hard to say. It is very easy for someone to sit and take pot shots, but until they have been there they can't really judge.

Question: How did Phillips make a decision?

Answer: He always gave a lot of thought to his decisions. He at times picked up on an idea too quickly. This is where he got into trouble.

Question: Are regional centers beneficial?

Answer: They are very beneficial. I strongly support them. They are more important in the west and east than they are close to Raleigh. Some have said that the centers were a political extension of Phillips, but I don't agree with this.

Question: What do you remember most about Phillips?

Answer: I never saw him at a loss for words. He was a statesman. We would not have been as advanced had it not been for his courageous leadership.

Question: What advice would you give to the new state superintendent?

Answer: He needs only a few key people in the organization. He needs to keep the reins tight.

Question: Did Phillips' behavior influence your behavior as superintendent or local administrative procedure?

Answer: Some of his activities hurt both personally as well as professionally. However, the only effect that some of the incidents had was that they caused me to be more cautious.

Question: What do you consider to be his greatest accomplishments?

Answer: The kindergarten program, the primary reading program, regional centers, reduction of class size and increased support personnel.

Question: Do you have any other comments concerning Phillips and/or his administration?

Answer: He definitely was a visionary. He knew where he wanted education to go.

Interview #9

Question: Was Phillips cooperative in working with local superintendents?

Answer: Oh yes, he was cooperative with me. I can't speak for the others.

Question: How did he interact with the State Board of Education?

Answer: He worked with them the best that he could. If he had internal fights with them, they never surfaced. He made an attempt to work with them, but he was not answerable to them.

Question: Did he work effectively with the North Carolina General Assembly?

Answer: Probably, but the relationship between the General Assembly and Craig deteriorated over the years. I think it was because of the quality of people that were liaisons.

Question: Was he effective in working with the public media?

Answer: The media were unjust to him. The irritation that he caused was because what he wanted cost money.

Question: Who was responsible for the development of the Basic Education Plan?

Answer: I would give Phillips a lot of credit for it. The leaders in the legislature also get a lot of credit. The legislatures get credit for pushing it through. There would have been a lot fewer birth pains had it been better thought out.

Question: Phillips has been accused of taking improper favors from textbook companies. How do you feel about this?

Answer: I look at it from both sides of the coin. If I were from the textbook company, I would want to talk to someone who was knowledgeable; and if I had been Phillips, I would not have done it for free. Phillips had no influence over the selection of the textbook commission.

Question: During Phillips' career, he was away from the office traveling on numerous occasions. How did the affect your working relationship with Phillips?

Answer: All that I will say in response to that question is that I do not care what he does in his free time.

Question: Did he show favoritism to superintendents or units?

Answer: I was not aware of it. He certainly never showed me any. I've been accused of being his friend, but there was never any maneuvering on his part to get me favors.

Question: What was his relationship with the Department of Public Instruction?

Answer: He ran the department by personality. He worked with the key people in the department.

Question: Name three adjectives that described Phillips.

Answer: Energetic, innovative, and loyal.

Question: What were his major strengths?

Answer: Being able to deal with people.

Question: What were his major weaknesses?

Answer: He made errors in judgement when it came to selecting people to serve in key positions. However, I feel that I must clarify that statement. With the money that he had to pay

these people, he simply could not get good, qualified people.

Question: How would you select the state superintendent?

Answer: By appointment of the State Board of Education. With the way it is now, we cannot put the blame on anyone. The Board should appoint the superintendent so that he can be accountable to them.

Question: If you had been the state superintendent, would you have done anything differently?

Answer: I would have worked on increasing the salaries of the department employees so that I could hire competent people.

Question: How did Phillips make a decision?

Answer: He was not faddish at all. Most things that he decided had basic research behind them.

Question: Are regional centers beneficial?

Answer: Very, especially in the east and west. We don't need the number we have. The department could serve more regions and eliminate some of the centers that are close to Raleigh.

Question: What do you remember most about Phillips?

Answer: He was a friend and a fellow professional. Every time I heard him talk, I always heard him talk about what was best for education.

Question: What advice would you give to the new state superintendent?

Answer: As Lewis Grizzard said, "Aim low 'cause they're riding Shetland ponies."

Question: Did Phillips' behavior influence your behavior as superintendent or local administrative procedure?

Answer: No!

Question: What do you consider to be his greatest accomplishments?

Answer: Laying the ground work for the Basic Education Plan. He led systems through troublesome times.

Question: Do you have any other comments concerning Phillips and/or his administration?

Answer: He was an excellent state superintendent.

Interview #10

Question: Was Phillips cooperative in working with local superintendents?

Answer: Yes, but he would also stand up and say no. But, he was never offensive.

Question: How did he interact with the State Board of Education?

Answer: Considering that the chairman changed several times during the later part of Phillips' career, I think that he worked well with the Board.

Question: Did he work effectively with the North Carolina General Assembly?

Answer: He lost some battles and he won some. But, he was never offended when he lost a battle.

Question: Was he effective in working with the public media?

Answer: Yes, in my opinion he did. The media was hard on him. All that the media was doing was trying to sell papers.

Question: Who was responsible for the development of the Basic Education Plan?

Answer: There was no question about it, Phillips was responsible. He knew when he had the money for the program.

Question: Phillips has been accused of taking improper favors from textbook companies. How do you feel about this?

Answer: There was nothing wrong with Phillips working with the textbook companies. He should have been honored that they asked him.

Question: During Phillips' career, he was away from the office traveling on numerous occasions. How did this affect your relationship with Phillips?

Answer: There was no affect. He was in a leadership position. He should have been away from the office. It was his responsibility to develop good public relations. In national education, he was viewed in high esteem.

Question: How do you feel about Phillips accepting free travel?

Answer: As I said earlier, he should have traveled some. It did not bother me that he received free travel.

Question: Did he show favoritism to superintendents or units?

Answer: No, not at all. He was always very kind to me.

Question: What was his relationship with the Department of Public Instruction?

Answer: I can't answer that question. I was not close enough to the Department.

Question: Name three adjectives that described Phillips.

Answer: Visionary, politician (in the good sense of the word) and people-oriented.

Question: What were his major strengths?

Answer: He was a visionary. He knew what we needed.

Question: What were his major weaknesses?

Answer: He wasn't able to hire great assistants. There simply was not enough funding available.

Question: How would you select the state superintendent? Why?

Answer: The state superintendent should be appointed by the state board of education. The superintendent should work for the people that hire him. But, the people of North Carolina will not give up their right to vote.

Question: If you had been the state superintendent, would you have done anything differently?

Answer: I really can't answer that question. It's difficult to say when I was not the one in charge.

Question: How did Phillips make a decision?

Answer: His decisions were always well thought out. He was a leader. He was up-front in all of the movements.

Question: Are regional centers beneficial?

Answer: Yes, but they don't have enough clout to make decisions. Not all of the centers are needed. This should be looked into. Some areas may have one that is not needed, while another area may need another one.

Question: What do you remember most about Phillips?

Answer: He was a visionary with a sense of humor. I've heard that all great leaders have a sense of humor. Something else was that he always remembered my name. Every time he saw me, no matter where I was, he remembered my name and where I was from.

Question: What advice would you give to the new state superintendent?

Answer: Don't turn loose of the horse too quickly. He should have the ability and the funds to hire good people.

Question: Did Phillips' behavior influence your behavior as superintendent or local administrative procedure?

Answer: The things that he did did not affect how I ran the system. But, I would have to admit that I certainly was aware of things that would hurt me professionally.

Question: What do you consider to be his greatest accomplishments?

Answer: The kindergarten program and The Basic Education Program.

Question: Do you have any other comments concerning Phillips and/or his administration?

Answer: Phillips was a good state superintendent.

Interview #11

Question: Was Phillips cooperative in working with local superintendents?

Answer: Very much.

Question: How did he interact with the State Board of Education?

Answer: I do not know a great deal of information concerning this matter. However, I do know that a superintendent has to be able to present to the Board what we (the state) need and where we hopefully will go, and to be knowledgeable about education. Phillips certainly had both of these characteristics.

Question: Did he work effectively with the North Carolina General Assembly?

Answer: He was very effective. He worked with key legislative leaders.

Question: Was he effective in working with the public media?

Answer: I am very leery about what I read in the paper. The people wrote what they wanted to write about him.

Question: Who was responsible for the development of the Basic Education Plan?

Answer: I assumed that Phillips was the father of this plan. It was his concept.

Question: Phillips has been accused of taking improper favors from textbook companies. How do you feel about this?

Answer: The media were negative about him. Had there been any wrongdoing concerning the textbook incident or the room incident, it would have been investigated. However, it was poor judgement.

Question: During Phillips' career, he was away from the office traveling on numerous occasions. How did this affect your relationship with Phillips?

Answer: It did not affect our relationship. I didn't miss him. Some travel can be good; however, on occasions it can be abused.

Question: How do you feel about Phillips accepting free travel?

Answer: I don't know that he did. All that I know is what I read in the paper, and it is not always right.

Question: Did he show favoritism to superintendents or units?

Answer: No, absolutely not. He was kind to them.

Question: What was his relationship with the Department of Public Instruction?

Answer: The way that you would lead that department is to select the best possible people, make your expectations known to them, and then get the hell out of the way. He had a lot of competent people working for him. Since I have been associated with two other state departments, I can say that on a scale of one to ten, North Carolina's personnel was close to an eight.

Question: Name three adjectives that described Phillips.

Answer: Visionary, determined, and sincere.

Question: What were his major strengths?

Answer: He had an ability to communicate and grasp the big picture, both nationally and locally. He knew where, when, and how we should be going.

Question: What were his major weaknesses?

Answer: He didn't have any glaring weaknesses. Sometimes he would rub people the wrong way, but those people were usually the older superintendents.

Question: How would you select the State Superintendent?

Answer: The superintendent should be appointed by the Board, as long as the board is elected. The board should be nonpartisan.

Question: If you had been the state superintendent, would you have done anything differently?

Answer: I really can't answer that question.

Question: How did Phillips make a decision?

Answer: Most of the time, they were well thought out. I'm sure that with as many decisions that he had to make, some of them would have been made quickly.

Question: Are regional centers beneficial?

Answer: Yes, the amount of help that you receive depends on the competence of the people. The centers bring the Department to the local education agencies.

Question: What do you remember most about Phillips?

Answer: His leadership style reflected commitment. He also had a great memory. He certainly knew his superintendents.

Question: What advice would you give to the new state superintendent?

Answer: Become his own man. He needs to keep in mind that he must give support to teachers. The opportunity must be given so teachers can teach and children can learn.

Question: Did Phillips' behavior influence your behavior as superintendent or local administrative procedure?

Answer: I watch what I do as far as taking things from salesmen, but the things that Phillips did did not change anything that I ordinarily would do.

Question: What do you consider to be his greatest accomplishments?

Answer: In order to answer this, his tenure must be measured against the backdrop of social events. He must be judged in the context of the times. He has made a lot of accomplishments during racial integration and the changing family patterns. All of these make me have respect for him.

Question: Do you have any other comments concerning Phillips and/or his administration?

Answer: No, we have covered the topic.

Interview #12

Question: Was Phillips cooperative in working with local superintendents?

Answer: He was very cooperative.

Question: How did he interact with the State Board of Education?

Answer: He was far out in front of the board. That was why he had problems with some of the members.

Question: Did he work effectively with the North Carolina General Assembly?

Answer: As we all do, he asked for budgets that were larger than he expected to receive. Many times he would send someone to lobby for education and this was not good. He should have gone himself. He would have received more money and the General Assembly would not have been as critical of him.

Question: Was he effective in working with the public media?

Answer: The media were unduly harsh on him. He did not deserve it.

Question: Who was responsible for the development of the Basic Education Plan?

Answer: Phillips studied and worked on that plan for a long period of time, and then he sold it to the legislature.

Question: Phillips has been accused of taking improper favors from textbook companies. How do you feel about this?

Answer: The fees should have been the same for him as it was for others.

Question: During Phillips' career, he was away from the office traveling on numerous occasions. How did this affect your working relationship with Phillips?

Answer: It did not bother me. Most of the trips were educational. He should have travelled.

Question: Did he show favoritism to superintendents or units?

Answer: No!

Question: What was his relationship with the Department of Public Instruction?

Answer: He had key people that worked under him. They took care of the day-to-day activities.

Question: Name three adjectives that described Phillips?

Answer: Caring, visionary, and devoted.

Question: What were his major strengths?

Answer: He was able to secure money for local boards of education.

Question: What were his major weaknesses?

Answer: He was not able to keep a staff that superintendents respected. And, the reason for that was that he was not able to pay them.

Question: How would you select the state superintendent?

Answer: I would leave it as it is. I would never take it away from the people.

Question: If you had been the state superintendent, would you have done anything differently?

Answer: That is difficult to answer. I could not begin to answer.

Question: How did Phillips make a decision?

Answer: He always gave a lot of thought to his decisions.

Question: Are regional centers beneficial?

Answer: Many people thought that Craig was building a political empire when the centers were developed, but he was not. Centers are good. Region 8 has had good leadership.

Question: What do you remember most about Phillips?

Answer: He was an educator and a friend.

Question: What advice would you give to the new state superintendent?

Answer: He should not expect a lot at first. He should employ strong personnel as quickly as possible.

Question: Did Phillips' behavior influence your behavior as superintendent or local administrative procedure?

Answer: No, it did not.

Question: What do you consider to be his greatest accomplishments?

Answer: Kindergartens.

Question: Do you have any other comments concerning Phillips and/or his administration?

Answer: When Phillips left office, he was interested in adding three-and-four-year-old children to the school systems and in pay for teachers.

Interview #13

Question: Was Phillips cooperative in working with local superintendents?

Answer: Yes, I could always get him on the phone.

Question: How did he interact with the State Board of Education?

Answer: One of the problems that he had with the Board was caused by the fact that the controller's office was separate from that of the superintendent's office.

Question: Did he work effectively with the North Carolina General Assembly?

Answer: He was in a honeymoon period with the General Assembly up until approximately 15 years ago.

Question: Was he effective in working with the public media?

Answer: Yes, for the most part.

Question: Who was responsible for the development of the Basic Education Plan?

Answer: He was not solely responsible for the BEP. He talked about it for a long time and started the ball rolling.

Question: Phillips has been accused of taking improper favors from textbook companies. How do you feel about this?

Answer: This issue didn't help him, but he did not break any policy.

Question: During Phillips' career, he was away from the office traveling on numerous occasions. How did this affect your working relationship with Phillips?

Answer: The last trip that he went on was purely for educational purposes. We all had an opportunity to go. He should not have received as much criticism as he did.

Question: Did he show favoritism to superintendents or units?

Answer: I think that some superintendents or programs were awarded more than others, but I don't think that it was always Phillips that was behind it. The department was very large.

Question: What was his relationship with the Department of Public Instruction?

Answer: It was very large and I don't think that he knew everything that was happening.

Question: Name three adjectives that described Phillips.

Answer: Tenacious, visionary, and bold.

Question: What were his major strengths?

Answer: He wasn't afraid to be ahead of his times.

Question: What were his major weaknesses?

Answer: He tried to impact in too many directions.

Question: How would you select the state superintendent?

Answer: Whether the method is appointed or elected, the person will be political, but I have more faith in the electoral approach. The state superintendent should then appoint a deputy.

Question: If you had been the state superintendent, would you have done anything differently?

Answer: I cannot answer that question.

Question: How did Phillips make a decision?

Answer: He would study an issue before he made a decision.

Question: Are regional centers beneficial?

Answer: My people are as good as the regional center employees.

Question: What do you remember most about Phillips?

Answer: He was certainly not afraid to say what he thought.

Question: What advice would you give to the new state superintendent?

Answer: He should cut the State Department employees by half, put the specialist in the regional centers, and use the others as generalists who interpret State Board policy.

Question: Did Phillips' behavior influence your behavior as superintendent or local administrative procedure?

Answer: At times I was a little more careful about what I did, but otherwise, his actions had no affect.

Question: What do you consider to be his greatest accomplishments?

Answer: He established the state superintendent as the chief superintendent. He also placed more money in local schools, bringing them to a higher level.

Question: Do you have any other comments concerning Phillips and/or his administration?

Answer: No, we have basically covered the topic.

Interview #14

Question: Was Phillips cooperative in working with local superintendents? Explain.

Answer: He was extremely cooperative.

Question: How did he interact with the State Board of Education?

Answer: He had a very strong personality and because of that, he had a difficult time getting along with some of the members. He saw them as laymen.

Question: Did he work effectively with North Carolina General Assembly?

Answer: There were always differences. However, they were worse near the end. One of the problems was that near the end of his term, he did not go to the General Assembly in person. Rather, he chose to send a representative. This was not good. He should have gone himself.

Question: Was he effective in working with the public media?

Answer: In the beginning, his relationship with the media was good. But, in the last years, the media were very cutting to him.

Question: Who was responsible for the development of the Basic Education Plan?

Answer: I don't think that it was all Phillips, but he certainly had a lot to do with it.

Question: Phillips has been accused of taking improper favors from textbook companies. How do you feel about this?

Answer: This hurt him tremendously. It greatly diminished the common man's perception of him.

Question: During Phillips' career, he was away from the office traveling on numerous occasions. How did this affect your working relationship with Phillips?

Answer: He has traveled a lot during the last several years. Not all travel is bad, because some is good.

Question: How do you feel about accepting free travel?

Answer: He did travel a lot, but I didn't see anything wrong with it.

Question: Did he show favoritism to superintendents or units?

Answer: I never experienced it.

Question: What was his relationship with the Department of Public Instruction?

Answer: The department was very large. It would have been difficult for anyone to keep up with what was happening.

Question: Name three adjectives that described Phillips.

Answer: Intelligent, energetic, and personable.

Question: What were his major strengths?

Answer: He saw the needs of the educational community. He knew where we needed to go.

Question: What were his major weaknesses?

Answer: Travel and the fact that he was spread very thinly in the Department.

Question: How would you select the state superintendent?

Answer: There should be criteria developed pertaining to the qualifications that a state superintendent should hold. After that has occurred, he should be appointed.

Question: If you had been the state superintendent, would you have done anything differently?

Answer: I can't answer that question.

Question: How did Phillips make a decision?

Answer: Decisions were carefully thought out.

Question: Are regional centers beneficial?

Answer: They are not as beneficial for the large systems as they are for the smaller ones.

Question: What do you remember most about Phillips?

Answer: He always remembered names.

Question: What advice would you give to the new state superintendent?

Answer: Give the department vision and credibility.

Question: Did Phillips' behavior influence your behavior as superintendent or local administrative procedure?

Answer: I watched what I did, but it did not change anything.

Question: What do you consider to be his greatest accomplishments?

Answer: The kindergarten program and the BEP.

Question: Do you have any other comments concerning Phillips and/or his administration.

Answer: No.

APPENDIX F

LETTER TO SUPERINTENDENTS IN REGION 8

Dear

Thank you for allowing me to come and talk with you about Craig Phillips. Not only did I gain valuable information concerning Dr. Phillips, but I also enjoyed meeting you.

As you know, the purpose of the study is to examine the influence of Craig Phillips' administration on North Carolina education, as assessed by local superintendents. In an attempt to determine if and to what extent local superintendents were influenced by our past state superintendent, the researcher is gathering information from both interviews and questionnaires.

In order to determine instrument deficiencies, the questionnaire must be pretested.

Enclosed you will find the cover letter and the questionnaire that will be mailed to the remainder of the state superintendents. Please complete the scaled section of the questionnaire. Since we have already discussed the final six questions during the interview, you do not have to answer them.

As you read the letter and complete the questionnaire, please examine the material for clarity. If there are problems concerning directions, recording procedures or specific items, please indicate the problems in the spaces below.

Once again, thank you for your help. Without your time and patience, this dissertation would not be possible.

Sincerely,

Theresa Banks

After you have read the letter and completed the questionnaire, please answer the following questions.

1. Was there any part of the cover letter for the survey that was confusing? _____

2. Were the directions clear?

3. Were the questions appropriate? _____

4. Was the answer format understandable and were there responses that could not be answered in the format?

5. Do you recommend any other changes? _____

APPENDIX G

LETTER TO LOCAL SUPERINTENDENTS

Dear

North Carolina has recently elected a new state school superintendent. For the past 20 years, our educational system had been under the direction of Craig Phillips.

Unquestionably, education during those 20 years has made giant strides forward in North Carolina. Even though most educators would agree with the perception, many would disagree with the source of the improvement. Many would credit Phillips personally for the improvement, while others would disagree entirely.

Although there is uncertainty as to the source of the improvement, the fact still remains that the state school superintendent has played an extremely important role in the educational process.

Without question, most would agree that Phillips has been an outspoken supporter of education. But, at the same time, his career has been plagued by numerous controversies.

Because North Carolina is about to embark on a new educational era, it is important to examine the influence of Craig Phillips' administration on North Carolina education, as assessed by local superintendents.

As a student of the University of North Carolina at Greensboro and a principal of a small elementary school, I am conducting doctoral research in an attempt to answer such questions as: How has Craig Phillips influenced North Carolina education? What part did he play in educational improvements? Would North Carolina education have progressed as rapidly under the leadership of a different superintendent?

Clearly, the answers to these questions are not simple. But, with your help the next state school superintendent will have a framework by which he can assess Phillips influence on local superintendents.

Enclosed you will find a questionnaire which contains a variety of questions pertaining to Phillips and/or his administration. Please note that this questionnaire will be confidential and that the questions are not necessarily the

opinion of the author, but rather, were developed after extensive research.

After you have completed the questionnaire, please return it to me by February 17. A self-addressed envelope is provided for your convenience.

Thank you for your help.

Sincerely,

Theresa Banks

If you would like to receive a summary of the results of this research, please indicate below.

_____ Yes, I would like to receive a summary of the research.

_____ No, I would not like to receive a summary of the research.

APPENDIX H
QUESTIONNAIRE

Following are questions pertaining to Craig Phillips and/or his administration. After you have completed the questionnaire, a self-addressed, stamped envelope is provided for your convenience.

As you complete the questionnaire, please keep in mind that your answers will be confidential.

Please check the appropriate information in each category:

1. Age:

- 20-35
 36-50
 50+

2. Current region:

- 1 or 2
 3 or 4
 5 or 6
 7 or 8

3. Size of unit:

- 500-2,000
 2,001-3,500
 3,501-5,000
 5,001-10,000
 10,001+

4. Total years as superintendent:

- Less than 5
 6-10
 11-20
 21+

5. Number of years in current position:

- same as #4
 other, please specify

Please respond to each statement or question by indicating whether you strongly agree (SA), agree (A), undecided (U), disagree (D), or strongly disagree (SD). Two scales are provided due to the length of Phillips' administration. Please mark both.

Phillips was effective in working with the public media in educating the general public as to the needs of the educational system.

(1970-1982)					(1983-1988)				
SA	A	U	D	SD	SA	A	U	D	SD
-----	-----	-----	-----	-----	-----	-----	-----	-----	-----

North Carolina Public Education would have been at a higher and better level if Craig Phillips had not been state superintendent.

(1970-1982)					(1983-1988)				
SA	A	U	D	SD	SA	A	U	D	SD
-----	-----	-----	-----	-----	-----	-----	-----	-----	-----

Please answer the following questions in the space provided.

1. Who was responsible for the adoption of the Basic Education Program?

2. Who was responsible for the adoption of the Career Ladder Program?

3. How would you select the state superintendent? Why?

4. What advice would you give to the new state superintendent?

5. What do you consider to be Phillips' greatest accomplishments?

6. Other comments _____

APPENDIX I
FOLLOW-UP LETTER

February 27, 1989

Dear Superintendent:

On February 20, I mailed you a questionnaire pertaining to former North Carolina State Superintendent.

Without your help, it will be extremely difficult to assess Dr. Phillips' impact on North Carolina education.

Please take a few moments to complete the questionnaire, and return it to me in the self-addressed, stamped envelope.

Once again, thank you for your help.

Sincerely,

Theresa Banks

APPENDIX J
REQUEST LETTER

Dear

I greatly appreciate your response to the questionnaire pertaining to Craig Phillips. My intent was not to be negative, nor was it to neglect the positive aspects of his tenure.

With your consent, I would be interested in discussing how the issues could be addressed more positively and to examine Phillips' accomplishments.

If you would be willing to talk with me, please return the bottom portion of this letter in the self-addressed, stamped envelope.

Thank you for your help.

Sincerely,

Theresa Banks

_____ Yes, I would like to discuss Phillips' administration.
A good time to call would be _____.

_____ No, I would not be interested in discussing this
topic.

APPENDIX K

QUESTIONNAIRE IN RELATION TO RESEARCH QUESTIONS

Research Question 1: To what extent did Phillips' behavior influence local administrative procedure?

Interview Question: Did Phillips' behavior influence your behavior or local administrative procedure?

Research Question 2: Did size of administrative unit, age, years in office, geographical region or Phillips' tenure affect local superintendent perceptions of Phillips and/or his administration?

Survey Questions: Craig Phillips strongly believed that the Superintendent of Public Instruction should be appointed by the State Board of Education.

He made inaccurate statements in an effort to put himself in a better light and to advance positions which he favored.

Phillips' leadership empowered the quality of education offered by your administrative unit.

Craig Phillips was cooperative in working with local superintendents.

He worked effectively with the State Board of Education.

Phillips worked effectively with the North Carolina General Assembly.

Phillips was effective in working with the public media in educating the general public as to the needs of the educational system.

Phillips was too confrontational in his dealings with teacher organizations.

Phillips spent too much time trying to enhance his political position.

He accepted improper gratuities and favors from textbook companies.

He politicized the Department of Public Instruction.

Phillips was often away from his office traveling, leaving the Department of Public Instruction without effective leadership.

He showed favoritism to local superintendents and local educational units.

North Carolina Public Education would have been at a higher and better level if Craig Phillips had not been state superintendent.

Research Question 3: Which statewide implemented programs during Phillips' tenure was attributed to Phillips and/or his administration?

Survey Questions: Who was responsible for the adoption of the Basic Education Program?

Who was responsible for the adoption of the Career Ladder Program?

What do you consider to be Phillips' greatest accomplishments?

Research Question 4: How would local superintendents select the State Superintendent of Public Instruction?

Survey Question: How would you select the state superintendent? Why?