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**Perceived effects of state mandates on the work of principals
and superintendents in the Western Education Region of North
Carolina**

Buckner, Iva Nell, Ed.D.

The University of North Carolina at Greensboro, 1989

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PERCEIVED EFFECTS OF STATE MANDATES ON THE WORK OF
PRINCIPALS AND SUPERINTENDENTS IN THE WESTERN
EDUCATION REGION OF NORTH CAROLINA

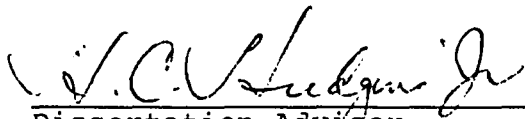
by

Iva Nell Buckner

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Doctor of Education

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Approved by


Dissertation Adviser

APPROVAL PAGE

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The purpose of this study was to investigate the perceived effects of state mandates on the work of principals and superintendents in the Western Education Region of North Carolina. Specifically the study sought to investigate:

- (1) early precedents for educational state mandates;
- (2) concerns leading to recent educational state mandates;
- (3) the rationale, rules, and regulations governing fourteen leading mandates imposed upon public schools in North Carolina, 1972-1987;
- (4) how principals and superintendents perceive the effects of these state mandates on their decision-making empowerment, commitment, and motivation;
- (5) how these administrators perceive the effects of state mandated rules and regulations on their administrative duties; and
- (6) how these administrators perceive the effects of state mandates on education programs.

Eighty-eight principals and nineteen superintendents in public schools in the Western Education Region in North Carolina were asked to participate in this study. Each was mailed a two-part questionnaire asking for biographical data and administrator opinion data. The seventy-nine administrators who responded were categorized as principals and superintendents.

Descriptive statistics and written comments were used to analyze and summarize the data collected by the

Biographical Questionnaire. Descriptive statistics were used to analyze the data collected by the Administrator Questionnaire. Responses for each question were recorded and summarized to determine the prevailing opinions of public school principals and superintendents on issues addressed in the questionnaire. Comparisons were made of the opinions of each administrative group on each issue.

The results of the analysis revealed that the principals and superintendents shared the same opinions regarding the effects of state mandates on their decision-making ability, motivation, and commitment. The analysis indicated no differences in the opinions of the two administrative groups concerning the effects of state mandated rules and regulations on their administrative duties. However, the two administrative groups did differ, but not significantly, in their opinions on the effects that state mandates have on their empowerment and education programs.

The principals and superintendents did not differ significantly in their opinions relating to the effects of state mandates on their work. There were no major emphases on the positive or negative aspects of state mandates as they relate to the work of public school administrators. Principals and superintendents in the study placed equal emphasis on the positive and negative aspects of state mandated programs as they relate to their work.

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CHAPTER I
INTRODUCTION

It has now become evident that the quality of public school education is a major national concern. Schools today are under constant pressure to provide a high quality education for all students. The push for improvements in the educational system has resulted in an outpouring of reports and articles seeking to generate reform of American public schools. State governors and legislators have responded by promoting and providing support for educational reform. State governments have imposed state mandates which have substantially influenced educational programs and practices.

Public school education is undergoing a period of rapid change. According to recently published reports, these changes are long overdue. Some of these reports are A Nation at Risk, Report on Federal Elementary and Secondary Education Policy, Action for Excellence, The Paideia Proposal, and Horace's Compromise. All of these reports agree that improvements are needed in the American educational system. They also reflect a consensus on the lack of academic skills among high school graduates, and concern with the differences between American students and students in other developed countries.¹

The National Commission on Excellence in Education, in its report A Nation at Risk, seeks to generate reform of our schools, and warns "our nation is at risk," because of the current state of our educational system.

We report to the American people that while we can take justifiable pride in what our schools and colleges have historically accomplished and contributed to the United States and the well-being of its people, the educational foundations of our society are presently being eroded by a rising tide of mediocrity that threatens our very future as a nation and as a people. What was unimaginable a generation ago has begun to occur--others are matching and surpassing our educational attainments.²

Following the publication of A Nation at Risk, excellence in education became an issue that created considerable interest and attention. Even before that report and for at least the past twenty-five years, the quality of public education has been one of the leading concerns in the nation.³ These concerns have resulted in governors and legislators assuming a greater leadership role in educational curriculum and other public school operations.

State governments have always had a role in developing and implementing policies which affect public school education. A state legislature can enact any educational legislation that is not forbidden by fundamental law, and state governments may legislate and provide these educational programs at public expense.

Local school boards are required to carry out legislative educational mandates. State boards of education

determine educational policies and enforce standards and regulations imposed by the state legislature, and a state department of education transforms these mandates and state statutes into programs of study, curricular guides, statements of standards and procedures for compliance with the state laws, rules and regulations.⁴

State governments recognize their role and responsibility in education, which is acknowledged in their state constitutions. The North Carolina Constitution states:

"Religion, morality and knowledge being necessary to good government and the happiness of mankind, schools, libraries, and the means of education shall forever be encouraged."⁵

The state has an obligation to provide a system of public education. North Carolina has carried out this Constitutional mandate by providing a system of elementary and secondary schools, and has been committed to providing for a public school system since 1776.⁶

The leadership role of state government has become increasingly prominent during recent years. Current reports indicate that mandates issued by the state have become a major concern. Although many of the concerns about state mandates are national in scope, these concerns are being examined at the state level. In an effort to improve education in the state, North Carolina has issued a number of education mandates during the past two decades. A literature

search yielded the following mandates issued by North Carolina, which have affected education at the local school level throughout the state:

1. The North Carolina Teacher Tenure Act
2. The Primary Reading Program
3. Educational Opportunities for all Children Requiring Special Education
4. The North Carolina Annual Testing Program
5. The North Carolina Competency Testing Program
6. Emergency Compensatory Education Regulation
7. The Willie M. Program in North Carolina
8. Elementary and Secondary Reform Act of 1984
9. North Carolina Initial Certification Program
10. North Carolina Performance Appraisal
11. North Carolina Professional Development Plan
12. Promotion Standards and Summer School (included in Elementary and Secondary Reform Act of 1984)
13. End of Course Testing (included in Elementary and Secondary Reform Act)
14. Dropout Prevention Program (included in Elementary and Secondary Reform Act)

These mandates have influenced the curriculum, organization, and personnel in North Carolina schools over the past two decades. They have resulted in governors and legislators assuming a greater leadership role in educational curriculum

and other public school operations. In an effort to improve education, they have mandated one educational program after another, including those identified in this study.

Statement of the Problem

The quality of public education has been one of the major concerns in America during recent years. These concerns have resulted in a number of studies about primary and secondary schools throughout the nation.

Commissions, task forces, and political leaders have published recommendations for improving public schools. They have suggested higher expectations of students, higher standards for teachers, and improved curriculum. Research and studies on improving the public educational system are being conducted throughout America. In Terrel Bell's report, The Nation Responds, the summary of school reforms for improvement of education in all states revealed that these improvements are being imposed at the state level. The reforms focused primarily on institutional rules and regulations.⁷

State legislation has had a tremendous influence on the educational program in local school systems, especially in North Carolina. Some of the North Carolina state legislators and governors have responded to the educational reform movement with new legislation, policies, and funding.

Recent reform movements in education, and leadership making it possible, have come primarily from state government

officials. State government has provided stimulus for these reforms by means of new legislation, policies, and funding. The motives for state governments' leadership role in education and reform movements are questionable. Are governors and legislators really interested in education or is it just a "political" gesture? Is it just for economic or social reasons? Doyle and Hartle argued that it is not likely that top-down directives will bring about tremendous change.

Leadership by state officials, such as governors and legislators, may have some merit; however, this type of leadership seems too far removed from the followers to be effective. In addition, everyone from the top level leader on down to the classroom level needs to become involved in the shared mission of excellence in education. This kind of involvement and excitement could create leaders at all levels.⁸

Governors and legislators have assumed a prominent role in education across America. Ernest L. Boyer, president of the Carnegie Foundation, reported that for the first time in history, over 50 percent of all educational funds come from the states. He maintained that authority continues to shift from the local school system, making teachers and principals more accountable but less empowered.

In the report, The Nation Responds, a summary of the reform movements in the fifty states shows that the initiative for the majority of these reforms was imposed at the

state level. These school reforms called for more and more courses, more testing, and more preparation for teachers. Institutional rules and regulations were the primary focus of the reforms.

Boyer fears that local schools will be by-passed as new state mandates are imposed. He feels that those who do the work should be given greater participation and empowerment.⁹ Most public schools rely almost totally on state mandates, rules, and regulations that call for monitors or inspectors to ensure that everyone is in compliance with legislative enactments. This suggests that administrators and teachers cannot be trusted, and leads to the assumption that education can be improved through detailed specification of school curriculum and other operations.¹⁰

Jack Frymier, a senior fellow at Phi Delta Kappan International Headquarters, expressed concern that decision-making in American schools is being centralized by state legislatures that legislate school curriculum. He said, "Both centralized decision making and legislated curriculum presume that there is 'one best way' to help children learn. Such presumptions are at the very least naive, and they may be dangerous."¹¹

Frymier maintained that centralization inhibits commitment to improve schools. He suggested that the result of legislated programs will in all probability be stagnation and mediocrity in the schools.¹²

Public figures such as Terrel Bell have had a tremendous effect on the degree of control which state governors and legislators have on educational policy today. The states have responded to his admonition to "enact new laws carefully designed to reward excellence and discourage mediocrity." Bell urged that the following should be heeded.

Legislative leaders should assign to governing boards the responsibility for attaining the levels of educational performance commensurate with the ideals and aspiration of the state. Legislative assignment of responsibility should, however, be accepted by mandates that results be measured and reported back to those who must stand before the electorate and account for the taxes levied.¹³

In the fall, 1986, issue of The Delta Kappa Gamma Bulletin, Dandra F. Boone and William G. Chance stated:

We are mandating through legislation--apart from educational practitioners--systems for evaluating the educational enterprise, and the systems seem destined to impose unwarranted bureaucratic procedures and all the attendant political games on what should be a reasoned and reasonable process creatively implemented.¹⁴

Educational standards need to be developed from within rather than being imposed from without. Education must be viewed in terms of the process and the product.¹⁵

Centralized decision-making in education at the state level exists in North Carolina and most other states today. This has been achieved through state mandates.

Although state mandates have become one of the major concerns during the 1980's, little conclusive research has been done on the perceived effects of these mandates on the

practices as perceived by public school administrators. It is important to determine the probable consequences of state mandates on educational systems.

Jack Frymier, quoted earlier, also stated that no one knows with certainty the probable consequences of legislating centralization. "Two things seem likely: diminished enthusiasm on the part of professionals and inability to improve curriculum over time."¹⁶

Purpose and Significance

The purpose of this study is to investigate the perceived effects of state mandates on the work of principals and superintendents in the Western Education Region of North Carolina. Specifically, the study will seek to investigate: (1) early precedents for state educational mandates; (2) concerns leading to recent educational state mandates; (3) the rationale, rules, and regulations governing fourteen leading education mandates imposed upon public schools in North Carolina, 1972-1987; (4) how principals and superintendents perceive the effects of these state mandates on their decision-making, empowerment, commitment, and motivation; (5) how these administrators perceive the effects of state mandated rules and regulations on their administrative duties; and (6) how these administrators perceive the effects of state mandates on educational programs.

According to recently published articles, state mandates are a serious concern of educators all across the nation. At this time no research data concerning the effects of state mandates on administrators in North Carolina have been published. This study has implications for further investigation of the effects of educational state mandates in North Carolina.

Definitions of Terms

The following definitions of terms used in this research are necessary to provide a better understanding of the study,

1. Education Mandates refers to curriculum and other operations mandated by state legislation and State Board of Education rules and regulations.

2. Educational Reform reflects new educational programs which have been implemented in an effort to improve education at the classroom level.

3. Public Schools refers to elementary and Secondary schools organized under a school district of the state and supported by tax revenue.¹⁷

4. Institutional Rules and Regulations reflects the guidelines required for implementation of state mandated programs.

5. Teacher Tenure Act refers to a legislative attempt to provide public school teachers in North Carolina with greater security, certain rights and privileges.¹⁸

6. Primary Reading program refers to a North Carolina reading program which was initiated in an effort to improve the reading achievement level of students by providing teachers with a more effective means of teaching every child in grades one, two, and three to read.¹⁹

7. Education for all Handicapped Children Act, P.L. 94-142 refers to legislation ensuring all handicapped children a free appropriate public education.²⁰

8. North Carolina Annual Testing Program refers to administering an annual state-wide testing program to all students in grades one, two (previously), three, six, and eight (grade nine previously)²¹ for the purpose of helping local school units and teachers identify and correct students' needs in the basic subject areas of reading, language arts, mathematics, and writing.²²

9. North Carolina Competency Testing Program refers to a state-wide testing program administered to all tenth grade students (previously eleventh grade) to ensure that all high school graduates possess minimum skills and knowledge necessary to function as a member of society, to provide a means of identifying strengths and weaknesses in the education process, and to establish means for making the education system accountable for results.²³

10. Emergency Compensatory Education Regulation refers to a North Carolina mandate which requires each local school

unit to provide services to students who failed the North Carolina Competency Test or who have been identified as being a high risk for failing the test.²⁴

11. Willie M. Program refers to an exceptional children program which originated in North Carolina as a result of a class action suit filed against the State of North Carolina by the lawyers of Willie M. and three other children.²⁵

12. Elementary and Secondary Reform Act reflects the curriculum and basic education program which must be provided for all students attending the North Carolina Public Schools.²⁶

13. Initial Certification Program refers to initially certified teachers in North Carolina who are required to demonstrate their performance for two years before they are eligible to receive a continuing teaching certificate.²⁷

14. Professional Development Plan refers to an individual plan for teachers which consists of goals, strategies, and progress toward improving professional skills.²⁸

15. Promotion Standards refers to specific standards required for promotion of public school students in North Carolina.²⁹

16. End-of-Course Tests refers to tests administered at the end of the school year in areas required for admission into the University of North Carolina system of higher education, effective 1988.³⁰

17. Dropout Prevention Program refers to a program established for the purpose of reducing the dropout rate in each of the local education units across North Carolina by providing more services to high-risk students.³¹

18. Administrator when it is used generically, the person responsible for the total administration of a system, institution, or division of either.³²

19. Superintendent refers to a school administrator who serves as a coordinating officer, marshaling many functions and working toward the accomplishment of the system's goals.³³

20. Principal refers to the professional leader of an elementary or secondary public school.³⁴

21. Performance Appraisal refers to a standard procedure for evaluating teacher performance.³⁵

Research Methodology

Much of the data for this study were collected from periodicals, a dictionary of education, law books, state manuals, books, memoranda, and North Carolina Public School law documents. Additional data were collected through questionnaires mailed to selected principals and superintendents from nineteen school systems. The information was obtained by a multiple choice and fill-in-the-blank type of questionnaire (see Appendix B). The questionnaire method was used because it allows the respondent to understand and to give the question considerable time for thought before selecting an appropriate response.

Population and Sample

The population of this study was comprised of public school principals and superintendents employed in the Western Education Region of North Carolina.^a To obtain a sample of this population, the following procedures were employed.

Names of school superintendents were identified from the 1986-1987 North Carolina Education Directory. The names of the superintendents in each of the nineteen school systems in the Western Education Region of North Carolina were obtained from this source. The school systems include Asheville City, Buncombe, Burke, Cherokee, Clay, Graham, Haywood, Henderson, Hendersonville, Jackson, Macon, Madison, Mitchell, Polk, Rutherfordton, Swain, Transylvania, Tryon, and Yancey.³⁶ Each was identified as a member of the sample.

The names of public school principals were also obtained from the 1986-1987 North Carolina Education Directory. Only those principals employed in the Western Education Region were selected to participate in the study. This yielded a total population of 229 principals from nineteen school systems. The next procedure was to choose a sample of these principals. Each of the nineteen school systems located in the Western Education Region was written on a separate piece of paper and drawn randomly, then listed in the order in which it was drawn. Every other school system was then

selected, beginning with the first one on the list. This yielded a total of 88 principals in the ten selected school systems.

Data Collection

All principals and superintendents identified in the sample were mailed a questionnaire. In addition, the subjects were sent a cover letter explaining the study and enlisting their cooperation (see Appendix A). Return envelopes, stamped and self-addressed, were also included in the questionnaire.

Limitations of the Study

One limitation of this study was that the subjects were drawn only from the Western Education Region in North Carolina, a specific geographic location within one state. Another limitation is generalizations of the results of this study to principals and superintendents in other geographic locations may not be appropriate.

Overview

Chapter I presented an introduction to this study of the perceived effects of educational state mandates on school administrators in the Western Education Region school systems. The problem, purpose of conducting this study, and the significance of the study were stated. The methodology was described, and the limitations of the study were given.

Chapter II is devoted to a description of important educational state mandates, 1972-1987. A review of significant and relevant literature in this area is also presented.

Chapter III is devoted to the design of the study. A description of the population and sample, tools used to gather the data, procedures used to gather the data, and methods used to analyze the data were described.

Chapter IV discusses the results of the study. The biographical data and administrator questionnaire data were analyzed and reported.

Chapter V presents a summary of the study, draws conclusions, and makes recommendations for further study.

END NOTES TO CHAPTER I

¹Betsy Lowman, "Improving Public Education: Recommendation from Recent Study Commissions," Popular Government 50 (Winter 1985):13.

²National Commission on Excellence in Education, A Nation at Risk (Washington, DC: U.S. Government Printing Office, April 1983).

³Lowman, "Improving Public Education," p. 13.

⁴Joseph Bond, The School Board Primer (Boston: Allyn and Bacon, Inc., 1985), pp. 71-75.

⁵Margaret Sloane, "State Structures for Operating School," Education Law in North Carolina (Chapel Hill: Institute of Government, 1987), p. 2-1.

⁶Sloane, "State Structures," p. 2-1.

⁷Ernest Boyer, "In the Aftermath of Excellence," Educational Leadership 42 (March 1985):11.

⁸Dennis P. Doyle and Terry Hartle, "Leadership in Education: Governors, Legislators and Teachers," Phi Delta Kappan 67 (September 1985):21-27.

⁹Boyer, "In the Aftermath of Excellence," pp. 11-13.

¹⁰George H. Daniel, "When Legalism Gains a Foothold in Schools Leadership Takes a Hike," The American School Board Journal 42 (October 1985):28-29.

¹¹Jack Frymier, "Legislating Centralization," Phi Delta Kappan 67 (May 1986):646.

¹²Ibid., p. 648.

¹³Ibid., pp. 646-647.

¹⁴Sandra F. Bone and William G. Chance, "Costly Innovation in Education: Reformation-Repudiation," The Delta Kappa Gamma Bulletin 53 (Fall 1986):14.

¹⁵Ibid., p. 14.

- ¹⁶ Frymier, "Legislating Centralization," p. 647.
- ¹⁷ Carter V. Good, ed., Dictionary of Education (New York: McGraw-Hill Book Company, 1973), p. 460.
- ¹⁸ Public School Law of North Carolina State Board of Education (Raleigh, NC: Mache Company, 1986), p. 151.
- ¹⁹ Teaching Every Child to Read: The Primary Reading Program (Raleigh, NC: Division of Reading, North Carolina Department of Public Instruction, 1979-1980).
- ²⁰ Kern Alexander and David M. Alexander, American Public School Law (New York: West Publishing Company, 1985), p. 369.
- ²¹ Report of Student Performance (Raleigh, NC: Division of Research, North Carolina Department of Public Instruction, 1985-1986), p. 1.
- ²² Public School Laws of North Carolina State Board of Education, p. 97.
- ²³ North Carolina Administrative Code (Department of Public Instruction, 1979), p. 2-297.
- ²⁴ Ibid., p. 2-302.
- ²⁵ The Willie M. Program in North Carolina (Raleigh, NC: Division for Exceptional Children, Department of Public Instruction), p. 7.
- ²⁶ The Basic Education Program for North Carolina's Public Schools (Raleigh, NC: Instructional Services, North Carolina Department of Public Instruction, State Board of Education, 1986, revised), p. 1.
- ²⁷ North Carolina Initial Certification Program (Raleigh, NC: Division of Accreditation and Program Approval, State Department of Public Instruction, May 1985), p. 2.
- ²⁸ North Carolina Professional Development Plan (Raleigh, NC: Division of Staff Development/Leadership Institute for Principals, Department of Public Instruction, Personnel Services Area, 1986), p.1.
- ²⁹ The Basic Education Program for North Carolina Public Schools (Raleigh, NC: North Carolina State Board of Education, 1986), p. 35.
- ³⁰ Update North Carolina End of Course Testing in High School (August 15, 1986).

³¹Ted Drain, "Dropout Prevention Program Policies and Procedures" (Raleigh, NC: State Department of Public Instruction, October 7, 1986).

³²Good, Dictionary of Education, p. 15.

³³Ibid., p. 571.

³⁴Ibid., p. 436.

³⁵North Carolina Performance Appraisal Training Program Trainers Manual (Raleigh, NC: Department of Public Instruction Personnel Services Area, 1985-1986), p. 3.

³⁶North Carolina Education Directory (Raleigh, NC: The North Carolina Department of Public Instruction, 1986-1987), p. 21.

CHAPTER II
REVIEW OF RELATED LITERATURE

This study focused on the perceived effects of state mandates on the work of principals and superintendents in public school education in North Carolina. A review of the literature was conducted in three interrelated areas:

(1) early precedents for state educational mandates; (2) concerns leading to recent state educational mandates; and (3) a description of fourteen leading educational mandates, issued in North Carolina, 1972-1987.

The review of early precedents for state educational mandates was conducted with an emphasis on precedents established early in the history of the United States. Early precedents for educational mandates in North Carolina were also examined and reported.¹

A review of concerns leading to recent state educational mandates was conducted with an emphasis on national educational concerns. Educational concerns in North Carolina were examined in an effort to provide a better understanding of efforts to improve education at the state level.

An examination of North Carolina state mandates constitutes the third section of the literature review. Major concentration is given to fourteen leading mandates issued by the state from 1972-1987. A description of each mandate is given in this section.

Early Precedents for State Educational Mandates

Early in the history of the United States, precedents were established for state authority in educational matters. The colonial assembly of Massachusetts enacted a law in 1642 which stated a new trend in the relation of the state to education.² This law required the parent or master to teach his child as an apprentice in the home or shop. Materials and tools for vocational instruction were to be provided by the town. The law further required the selectmen to watch the behavior and habits of the young children. The primary purpose of the Massachusetts Law of 1642 was to promote the welfare of the children, the welfare of the Colony, and the welfare of the people.³

The other colonies began following the example set by Massachusetts. In 1642 a law in Virginia gave justices of the peace the power to bind out and apprentice children. Virginia law did not require the teaching of reading and writing until 1701. Some of the early laws in Pennsylvania required that all children must "be taught some useful trade or skill that the poor may work to live, and the rich, if they become poor, may not want."⁴

In 1647 the "old deluder Satan" law was passed by Massachusetts General Court, requiring all towns of fifty families to provide an elementary school, and towns of one hundred families to provide a secondary school to prepare boys

for college. The law established a fine to be paid by towns that failed to comply.

Massachusetts led the way in establishing and maintaining town schools. All the New England Colonies except Rhode Island enacted laws similar to the "old deluder Satan" law of 1647.⁵

The original pattern for compulsory attendance laws was also set by the State of Massachusetts.⁶

It specified an age range, some type of exemptions, and penalties. It required school attendance between the ages of eight and fourteen years for a period of twelve weeks in each year and attendance was to be continuous for six weeks. The rest of the time could be made up at the convenience of the child or the family by dropping in at school perhaps one day in one week and three days the next. If the parents were poor, if the child was being otherwise educated, or if it suffered from ill health, it was to be exempted from the requirements of the law.⁷

The exemptions of the 1852 Massachusetts Compulsory Attendance Law could be interpreted in such a way that it was difficult to obtain a conviction. However, parents who were convicted of an offense were to pay a fine. Another curious aspect of this law was the requirement for a child to attend school for twelve weeks. This applied only if the public schools of the town were open for that long.

The Compulsory Attendance Law of 1852 was not effective because it was not enforced. There was little regard for the law, which was evidenced in Horace Mann's advice "to exclude pupils who were irregular in attendance."⁸ This indicated approval of "Compulsory Absence." By 1862 a new law

was passed which dealt with "habitual truants."⁹ This law was also ineffective. Despite the ineffectiveness of the 1852 Compulsory Attendance Law, it was the beginning of a trend that was repeated in other states.¹⁰ New York also adopted a compulsory education law in 1852 and 1853. Other states enacted compulsory education laws after the Civil War. The pattern became universal in 1918 when Mississippi accepted the principle of compulsory education.¹¹

Public school education began during the period preceding the Civil War. The Lancasterian schools prepared the way for the transition from private to public schools. All children in the public schools were to be provided with a free education. The rich and poor alike were entitled to a public education.¹²

The Common School Movement of the 1830's saw a renewed interest in public elementary education. The movement occurred in every state, appearing first in New York and Pennsylvania. It spread into New England, then westward, and later into the South. The states were interested in reforming elementary education.¹³

The goals of the Common School Movement were to provide a free elementary education for every white child in America, to provide training for professionals, and to provide state control over local schools to a limited degree. State control of education occurred gradually over the nineteenth century.¹⁴

New York was the first state to develop a state system of education. New York created a Board of Regents for Secondary and Collegiate Education in 1784 and the first American State Superintendency in 1812. New York gave state appropriations to towns and counties which raised their contributions. The contribution was one-half as much as the town was to receive from the state. New York started a teacher training program in 1834 which was continued for a number of years. The first normal school was created in Albany, New York, in 1844. Public support of high schools began in New York in 1853.

Pennsylvania was the second state after New York to pass the general education law in 1834. A county superintendent was established in 1854.¹⁵ To encourage acceptance of the law, state appropriations were given to units in which the tax was collected. The law of 1857 established a separate state superintendency in the state.

The public schools in some states such as Indiana, California, and New York did not become free until the post Civil War period. A number of states began providing for a free education. The earlier states had been influential on the practice of the newer states.

The New England states were slow in developing state systems of education. Massachusetts led the way for a state system of education in this section of the country. Massachusetts profited from the leadership of governors James Carter

and Horace Mann. Public education systems were developed in the West by many who migrated there from Massachusetts.¹⁶

Common schools began springing up across the state of North Carolina following the Civil War. This was the state's first effort to provide a system of public education for all its white students. This effort climaxed when the office of the General Superintendent of Common Schools was abolished and these schools were replaced by subscription schools which operated for the remainder of the century. North Carolina revised its public school law each biennium. The Constitutional Convention of 1868 provided for an educational provision in the Constitution.¹⁷ The General Assembly was to

provide by taxation or otherwise for a general uniform system of public schools, wherein tuition shall be free of charge to all children of the state between the ages of six and twenty-one years. Each county shall be divided into a convenient number of districts in which one or more public schools shall be taught at least four months in every year; and if the county commissioners of any county shall fail to comply with the aforesaid requirements of this section, they will be liable to indictment.¹⁸

In 1869 Samuel S. Ashely, Superintendent of Public Instruction, wrote the school law to implement the provisions of the Constitution. Ashely had the responsibility to rebuild the public school system. The compulsory aspect of the school law was annulled in 1871.¹⁹ Ashely resigned as superintendent this same year.²⁰

Supervision of North Carolina public schools was practically non-existent from 1865-1881. During this time no

local official was responsible for the operation of the schools. By 1868 an official county board of education was provided consisting of the county commissioners. The chairman of the county commissioners served as the chairman of the local board of education. This board was responsible for supervising the public schools and appointing the "county examiner." The examiner would examine teachers and issue certificates to them.

In 1881 North Carolina provided for county superintendents who were elected jointly by the county commissioners and county magistrates. A law of 1885 required that a separate county board of education be elected.²¹

The school law of 1887 provided for the creation of two normal schools in the state and the levying of an annual tax for the establishment of graded schools in townships containing 5,000 or more inhabitants. Greensboro and Charlotte had established graded schools earlier. Western North Carolina did not have a township large enough to qualify for a graded school.²²

In 1907 local school boards in North Carolina were permitted by a law passed by the General Assembly to establish one or more high schools. These schools were to operate five months each year. State appropriations were made to aid in establishing the high schools.

The first statewide compulsory education law for North Carolina was enacted in 1913 which required all children

between the ages of eight and twelve to attend school. The law required these children to attend school four months each year. By 1939 public schools were operating statewide in North Carolina. At this time the General Assembly of North Carolina established a system of "boards of county superintendents."²³

By 1933 North Carolina assumed most of the financial responsibility for the state's public schools. The state constitution required that the General Assembly make provisions for "a general and uniform system of public schools."²⁴ The Constitution also required that the public schools of the state be maintained for at least nine months each year. All children of an appropriate age and sufficient physical and mental capacity were required to attend the state's public schools unless they were educated by other means. Public education in North Carolina has become both a function and an obligation of the state government.²⁵

Concerns Leading to Recent Educational State Mandates

By 1945 everyone in America could go to school, but then there was a vast difference in the quality of the best schools and the worst schools. Diane Ravitch stated, "One's educational chances were limited by the accident of birth and by the color of one's skin."²⁶

After the Second World War the American crusade against ignorance required that "the opportunity for education to

be made available to all young people without regard to race, creed, national origin, sex or family background." Despite the obstacles to change, the campaign for equal educational opportunities was kept alive.²⁷

Substantial advances have been made in public school education over the years. Americans are proud of their public schools, yet they are very critical of this system of public education.²⁸

During the past twenty-five years, the quality of public education has been one of the leading national concerns.²⁹ A number of groups have studied the status of public schools throughout America and have made recommendations for improvements and changes in the educational system. Some of the general concerns during the recent past are summarized in American Education.

In the 1950s, when the Soviet Union took the lead in space exploration through the successful launching of Sputnik, the American educational enterprise was called into question. Some notable books were written on the subject, reports were issued, and educational reforms--particularly in the teaching of science and mathematics--were initiated. During the Vietnam war American education again came to the center of attention. Student riots at Berkeley, Columbia, and other universities ultimately led to curriculum reforms that attempted to make education "relevant" to contemporary social concerns and gave unprecedented attention to ethnic and minority group needs. Not only women's studies and black studies but scores of other special studies flourished during the 1970s. The policy of "open admissions," by which students were admitted to many public universities on the basis of a high school diploma, also had its effect in college classrooms. Remedial courses in the basics of English composition became a normal feature of even the most intellectually

respected colleges. These changes were the outcome of neglect of the traditional curriculum in the secondary schools, where college preparatory courses became unfashionable; students took fewer mathematics and science courses, and studied less history, literature, and language. For more than a decade SAT scores of high school seniors have declined steadily, and many graduates of the high schools read today at an eighth grade level or lower. This decline of standards in the secondary schools is the subject of the latest debate on American education.³⁰

The 1980s have focused on excellence in education. A large number of proposals and reports, published during this decade, called for improvements and reforms in the educational system.

The Paideia Proposal, published in 1982, one year earlier than A Nation at Risk, appears to be having a tremendous impact on education all across America. This report identifies many of the basic problems encountered by American school systems in their approach to basic schooling. The Paideia Group offers a solution to these problems.

The Paideia Group calls for a liberal, humanistic general curriculum for all primary and secondary school children. It aims to offset what its author Adler views as dangers of early specialization and an unnecessary emphasis on vocational and technical training. The proposal calls for an equal educational opportunity for all American youngsters, both in quality and quantity. The Paideia Group recommends that all children receive the same education through the same courses. The only electives in the curriculum would

be foreign language study. Students would be allowed to select from six different languages.³¹

Adler maintains that current teacher training programs do not prepare teachers to guide and help children efficiently in the course of study recommended by the Paideia Group. Their college education should not necessarily require majoring or specializing in certain subject areas which are now required in teacher certification programs.³²

In 1983 the National Commission on Excellence in Education published A Nation at Risk, highlighting varied dissatisfaction with public school education. This report and other major reports that followed made 1983 a watershed year for American education, according to Phipps. The Commission called for educational reform which has been taken seriously, and such reports have led to more rigorous standards for students and teachers throughout America.³³

1. Schools, colleges and universities should adopt more rigorous measurable standards and higher expectations for academic performance and student conduct. (This includes higher admission standards for colleges.)
2. The high school curriculum for all students should include 4 years of English and math, 3 years of science and social studies, 5 years of computer science, 2 years of foreign language for college bound students.
3. Teaching should be improved by attracting better teachers and paying them more. Higher entrance requirements for better students, recognition of "master teachers", and use of outside school resources to alleviate shortages in math and science are suggested.

4. More time should be spent on teaching and learning. The present school day should be used more effectively, the day and year lengthened, and more homework required.³⁴

Since the publication of A Nation at Risk, a number of other major reports have appeared. There is a common agreement in all of them that education in public schools, colleges, and universities is not sufficiently providing students with "excellence in education."³⁵

The issue for "excellence" is the primary focus of many recently published reports.³⁶ Recent proposals for the improvement of education include a variety of recommendations. According to Altbach, in most cases these recommendations have been applauded by the educational community. Some of the recommendations are listed below in order to give one a better idea of the scope of the proposals:

- Lengthen the school day and perhaps extend the school year to provide more time for educating young people.
- Institute tests for graduating students to ensure that minimal competencies have been learned.
- Ensure that all students have "computer literacy" and provide access to computers for all school children.
- Raise the standard of the teaching profession by revamping teacher education, using tests for entering teachers and raising teachers' salaries.
- Establish a basic curriculum so that all students will learn the fundamental elements of mathematics, science, social studies and English.
- Upgrade the teaching of foreign language so that America can compete more advantageously in the international marketplace.

- Relate schooling more closely to the "world of work".
- Instill a sense of value in children.
- Participate actively in the war on drugs.³⁷

Many of the reform studies and reports are concerned with ways to improve teaching. The Holmes Group, a national organization of some ninety universities dedicated to the quality of teacher preparation programs in the United States, is working to improve and reform teacher education, the teaching profession, and the quality of the work place. The group is committed to the development of teacher education programs that will help students master "a broad general and liberal education, the subject matter of the teaching field, pedagogy and educational literature and reflective practical experience." Other commitments by the Holmes Group are to prepare teachers for differentiated structure, establish professional development schools, and work toward making schools better places for teachers to work.³⁸

The Carnegie report, which calls for the restructuring of the nation's schools, has recently "captured the spotlight" in the world of education. The recommendations put forth by the Carnegie Task Force have received considerable attention during recent months, especially the more dramatic recommendations: "The establishment of a National Board of Professional Teaching Standards, greatly increased pay for teachers, the abolition of the undergraduate major in

education and the creation of Master in Teaching degree programs for professional teacher education."³⁹

The Carnegie Task Force recommends the creation of a professional teaching career which would later result in a lead teacher position. Teachers holding this position would be able to help set instructional policy and involve other teachers in analyzing and improving school performance.

The Carnegie Task Force maintains that teachers are the most important resource available to students in their educational experiences. It is important that these resources be used as efficiently as possible. The demand for teachers is becoming greater than the supply, and it is imperative that schools get their share of the best college graduates.⁴⁰

There is agreement among many leading commissions that the quality of teaching needs to be improved in the nation's public schools. They agree that teachers should be compensated by increasing salaries and financially recognizing those who are outstanding. Efforts must be made to recruit more math and science teachers and to pay higher salaries to those in these fields. Teacher training programs must have higher admission and certification standards.⁴¹

Since 1980 changes have occurred at the state level which have affected standards and compensation for teachers. Thirty-eight states have addressed the structure of teaching careers. These states have actively sought ways to recognize and compensate good teachers. The career ladder

concept has been fully implemented in at least two states and is being piloted in twelve other states.⁴²

Mounting criticisms of public education and the great number of recommendations made for the improvement of the educational system have led to more and more state involvement and control of education. Although education in the United States has always been a function of the state, the role of the state has entered a new and different dimension during recent years. Stronger state control of public education began in the early seventies but became more visible in the eighties when a large number of proposals for reform made the need for education reform evident to the American people.⁴³

As early as 1984 Jerome Cramer reported at least forty-eight states had stiffened high school graduation requirements. Many states have mandated major curriculum reforms and more than 240 state level task forces and commissions have suggested ways to improve public education.⁴⁴

In 1986 Piphio reported that only five states had not altered their requirements for earning a standard high school diploma. Since 1980 thirty-four states and the District of Columbia have added to their minimum requirements for graduation. One state has decreased its requirements for graduation.⁴⁵

Specific subject area requirements have been increased in a number of states. Forty-two states increased their

mathematics requirements, while social studies requirements were increased in only twenty-six states. Language arts requirements were modified in eighteen states.⁴⁶

Since 1980 two other changes affecting students have occurred. Fifteen states have changed the attendance age of students. The length of the school year has been changed in thirteen states and the District of Columbia.⁴⁷

Odden reported that education reform has moved faster than any other public policy reform in modern history. Many basic recommendations for the improvement of public education have been acted upon by state legislatures.⁴⁸

During recent years, as states have become more involved in education, there has been a move toward greater state control of public education.⁴⁹ Ernest Boyer reported in 1985 that more than 50 percent of the funds for education comes from the states. A majority of the initiatives for the improvement of education in all fifty states have been imposed at the state level. As indicated in Terrel Bell's report, The Nation Responds, the focus has been on more courses for students, more testing programs, and more preparation for teachers.⁵⁰

The Commission on Excellence is confident that the educational systems across America will be successful in their pursuit of superior educational attainment. Based on what has happened in past educational endeavors, the Commission believes "America can do it."⁵¹

There are a number of people who are not so optimistic about recent efforts to improve the American educational system. Cramer stated that the good news coming from state capitals regarding education reform may not all be good. Many of these reform efforts are being criticized, leading a number of educators to conclude that some reform actions are headed in the wrong direction and may result in problems for them in the future.

Some critics complain that state reforms are now out of control. These critics oppose some state mandates, believing they interfere with school progress.

Critics offer three primary objections:

- (1) The new education changes in some states are based on unreasonable and unrealistic assumptions about public schools.
- (2) Changes are being made without regard to their impact on school system curriculums or on the availability of teachers.
- (3) Changes in many parts of the U.S.--especially in the South--could erode the tradition of local control of education.⁵²

Frymier has expressed concerns about the new state legislative requirements. He believes it is likely that these requirements may "cast the curriculum in concrete" and could result in curriculum development as it is currently known becoming obsolete. Other probable consequences are:

(1) demoralizing professionals; (2) inhibiting commitment; and (3) hampering motivation in improving schools. Frymier maintains that schools need teachers and administrators who

have a feeling of ownership, who are committed to the programs with which they work, and who are empowered to make decisions about what should be taught and how it should be taught.⁵³

Doyle and Hartle have expressed concern that state governors and legislators have assumed a tremendous leadership role in education. They argue that leadership at the state level is not likely to improve education or bring about tremendous change at the local level. This type of leadership seems too far removed to be effective.⁵⁴

Boyer maintains that the prominent role of governors and legislators in education has resulted in teachers and principals becoming more accountable but less empowered. Those who do the work should be given greater participation and empowerment.⁵⁵

There is an assumption that education can be improved through detailed specifications of school curriculum and other operations, according to Daniel. He believes that educators are hemmed in by laws, rules, and regulations preventing them from making decisions which would have a positive effect on education.⁵⁶

The national concerns discussed in this study extend to the local level, specifically the state of North Carolina. Quality education has long been a concern of the people of this state. Like many other states across America, North

Carolina has addressed a number of education problems during recent years. Recommendations have been made to help solve these problems.

In 1984, Governor Hunt established the North Carolina Commission on Education for Economic Growth for the purpose of addressing educational procedures in the state. This group made some specific recommendations:

1. Create local business and community task forces on education, local foundations for public education, and local school advisory councils.
2. Improve the school curriculum by promoting students only when they have mastered certain competencies at the third-, sixth-, and ninth-grade levels and provide summer schools for those who fail. Teach more science and math at all grade levels and upgrade vocational offerings. Teach honesty, loyalty, and patriotism in schools.
3. Raise teachers' pay, offer a career growth program, create a center for advancement of teaching, and strengthen the quality assurance program and extend it to experienced teachers.
4. To improve the learning environment, reduce class size, give teachers more clerical help, establish more rigorous discipline, improve laboratory and vocational education facilities, and purchase more computers.
5. Increase administrators' pay, establish quality assurance and career growth programs for them, and offer them more training in management.
6. Support special-needs children with more counseling, more programs for the gifted, and programs for dropouts; attract more women and minority-group members to math, science, and foreign language programs; and establish an Office of Rural Education.⁵⁷

During this same year the North Carolina Association of Educators Task Force on Excellence in Education made a

number of recommendations for the improvement of education in the state. The report included recommendations for the teaching profession, curriculum revisions, and leading curriculum reform.⁵⁸

The Task Force on the Preparation of Teachers submitted a report to the 1987 North Carolina General Assembly. The Task Force recommendations called for improvements in eight areas of teacher preparation:

- Reform of teacher education programs
- Quality assurance program improvement
- Teacher certification and program approval
- Continuing professional education coordination
- Incentives to attract teachers
- School-college partnerships
- Revitalization of teacher education faculty
- The demand for teachers in North Carolina 1986-1995

These recommendations are scheduled to be implemented over a period of six years. The Task Force recommends that implementation begin in 1987.⁵⁹

Description of State Mandates

North Carolina promotes excellence in education which is evidenced in the legislation passed by the General Assembly mandating program and operations for improving student achievement and teacher standards. This researcher's study yielded fourteen mandates issued by North Carolina

from 1972-1987 which affect education at the local levels throughout the state. Each of the mandates is identified, described, and discussed as follows.

The North Carolina Teacher Tenure Act

The North Carolina Teacher Tenure Act was passed in 1972. This was a legislative attempt to provide public school teachers in North Carolina with a greater amount of security than they had had in previous years.

The tenure act created the status of "career teacher" to which is attached certain rights and privileges. According to the tenure law, a teacher is eligible for career status when he has been employed for three consecutive years by a North Carolina Public School system. The board may vote on his employment for the next year and notify him in writing by June 1 of this third year of employment. If the board of education fails to vote on granting career status but reemploys the teacher for the fourth year, he becomes a tenured teacher.

A teacher who has attained career status in another school system within the state is not required to serve more than two years as a probationary teacher and may, if the board elects, be tenured immediately. A teacher in this category is automatically tenured if he is reemployed for the third consecutive year. A teacher with career status who resigns and returns to the school system is required to

serve no more than a one-year probationary period. He is automatically tenured if reemployed for the second consecutive year.⁶⁰

Public school superintendents, associate superintendents, and assistant superintendents are not eligible for obtaining career status. Any other public school employee who is not a teacher or who does not perform the duties of a teacher as defined in G.S. 115-325 (a) (6) is not eligible for obtaining career status. The North Carolina Teacher Tenure Act defines a "teacher" as

a person who holds at least a current, not expired, class A certificate or a regular, not provisional or expired vocational certificate issued by the Department of Public Instruction; whose major responsibility is to teach or directly supervise teaching or who is classified by the State Board of Education or is paid as a classroom teacher; and who is employed to fill a full-time permanent position.⁶¹

Teachers who have obtained career status have other rights and privileges including: he shall maintain his career status when returning to his teaching position after a granted leave of absence; he is not subject to the requirement of reappointment each year and he cannot be demoted, dismissed, or employed on a part-time basis without his consent.

A public school principal or supervisor who has performed his duties for three consecutive years shall not be transferred to a lower paying administrative or non-administrative position without his consent. If the

principal's or supervisor's salary is maintained at the previous salary amount, it is not considered a demotion.

The procedures for dismissing or demoting career teachers are outlined in the North Carolina Tenure Act. The procedures are described in considerable detail. The law specifies that a career teacher shall not be dismissed, demoted, or employed on a part-time basis, except for one or more of the following reasons:

- a. Inadequate performance.
- b. Immorality.
- c. Insubordination.
- d. Neglect of duty.
- e. Physical or mental incapacity.
- f. Habitual or excessive use of alcohol or non medical use of controlled substance.
- g. Conviction of a felony or a crime involving moral turpitude.
- h. Advocating the overthrow of the government of the United States or the State of North Carolina by force, violence, or other unlawful means.
- i. Failure to fulfill the duties and responsibilities imposed upon teachers by the General Statutes of the state.
- j. Failure to comply with such reasonable requirements as the board may prescribe.
- k. Any cause which constitutes grounds for revocation of such career teacher's teaching certificate.
- l. A justifiable decrease in the number of positions due to district reorganization, decreased enrollment or decreased funding, provided that there is compliance with subdivision (2).
- m. Failure to maintain his certificate in current status.
- n. Failure to repay money owed to the state in accordance with the provisions of Article 60, Chapter 143 of the General Statutes.⁶²

If the superintendent determines that there is cause to dismiss a teacher for any of the reasons stated above, he may recommend suspension without pay. However, if he

feels that further investigation is necessary, he may request suspension with pay for up to 90 days.

The Tenure Act states that before a superintendent recommends to a board the dismissal of a career teacher he must notify the teacher by certified mail that he intends to recommend dismissal or demotion and the grounds and evidence upon which he makes such recommendation. The teacher is permitted to make an informal decision within a 15-day period. He may request a review, a board hearing, or waive his right to both of these.

If the teacher requests a review, the superintendent must within five days ask the State Superintendent of Public Instruction to appoint a panel. The State Superintendent of Public Instruction, with the State Board of Education's consent, appoints the panel members. These are selected from a 121-member Professional Review Committee. A copy of the committee list must be given to the teacher. He may reject up to 30 of the committee members and may have two panel members from his peer group.

If the teacher elects to have a board hearing, he must make a request in writing within 15 days after receiving the notice. The board must schedule a hearing within 10 days after receiving the request.

If neither a review or board hearing is requested, the superintendent may make his recommendation to the board. The board may dismiss the teacher without a hearing.⁶³

Any teacher who has been dismissed or demoted pursuant to G.S. 16C-325 can appeal the decision to the superior court for the judicial district where the teacher is employed. This appeal must be filed within 30 days from the time the notification came from the board of education.

Both career and probationary teachers who plan to resign must give a 30-day notice. If the superintendent does not consent and the teacher resigns, the State Board of Education may revoke the certificate upon the board's request.

A probationary teacher shall be notified by June 1 if his contract will not be renewed for the next year. A probationary teacher is a "certified person other than a superintendent, associate superintendent or assistant superintendent, who has not obtained career teacher status and whose major responsibility is to teach or to supervise teaching."⁶⁴

The Primary Reading Program

The Primary Reading Program was begun in North Carolina in 1975 in an effort to improve the reading achievement level of the students. The program was designed to help teachers provide more effective means of teaching every child in grades one, two, and three to read. The program operated as a demonstration project for two years, 1975-1977. The North Carolina General Assembly appropriated \$2.7 million to implement, operate, and evaluate the project during this

time. During the 1975-1976 school year the program was piloted in 117 benefit classes and 117 comparison classes in forty schools throughout the state. In 1976-1977 the program was operated and evaluated in 305 classes in 104 schools across the state.

In 1977 state appropriations and monies obtained through the Comprehensive Employment Training Act (CETA) made it possible to operate 577 primary reading classes in North Carolina. By 1979, approximately 80 percent of the students in grades one, two, and three were served through the program.

A teacher aide was provided for each primary reading class. Each was to assist the classroom teacher in listening to students read, reading to students, and providing follow-up activities which had been developed by the teacher. The teacher aide is responsible for assisting with reading in content areas such as science, social studies, and math.

All staff participating in the primary reading program were required to complete forty contact hours of staff development training. The staff included the program coordinator, principal, teachers in grades one, two, and three, and the teachers' aides. Follow-up staff development sessions were conducted throughout the year.

Each local school system in the state was required to submit a comprehensive plan to the regional reading

consultant. The plan included a statement of the school's needs, objectives for reading strategies, and an evaluation. The plan was to be revised as often as necessary.

The primary reading program was evaluated through tests used in the North Carolina Annual Testing Program. The test results provided teachers with information necessary for prescribing appropriate instruction for students.

According to test results, students who participated in the primary reading program scored higher than those students who did not. Minority and low income students benefited the most from participation in the program.⁶⁵

Educational Opportunities for All Children Requiring Special Education

In 1975 the Education for all Handicapped Children Act, P.L. 94-142, was passed. This federal legislation ensured all handicapped children of a free, appropriate public education. The primary tenets incorporated by P.L. 94-142 include: "(1) a free appropriate public education; (2) an individualized education program; (3) special education services; (4) related services; (5) due process procedures; and (6) the least restrictive environment (LRE) in which to learn. The act required appropriate educational services for all children with special needs who were between the ages of three and eighteen by September 1, 1978. All children with special needs who were between the ages of three

and twenty-one were to receive appropriate services by September 1, 1980.⁶⁶ North Carolina complies with P.L. 94-142.

In the 1977 legislative session, the North Carolina General Assembly ratified House Bill 824. This act provided for a system of educational opportunities for all children requiring special education services.

The state policy as specified in Article 45 of the General Statutes is stated below:

Policy. The policy of the State is to provide a free appropriate publicly supported education to every child with special needs. The purpose of this act is to (1) provide for a system of special educational opportunities for all children requiring special education (hereinafter called 'children with special needs'); (2) provide a system for identifying and evaluating the educational needs of all children with special needs; (3) require evaluation of the needs of such children and the adequacy of special education programs before placing children in programs; (4) require periodic evaluation of the benefits of the programs to the children and of the nature of the children's needs after placement; (5) prevent denials of equal educational opportunity on the basis of physical, emotional, or mental handicap; (6) to assure that the rights of children with special needs and their parents or guardians are protected; (7) insure that there be no inadequacies, inequities, and discrimination; and (8) bring State law, regulations, and practice into conformity with relevant federal law.

The State of North Carolina provided a definition of children with special needs. The term 'children with special needs' includes, without limitation, all children between the ages of five and eighteen who because of permanent or temporary mental, physical or emotional handicaps need special education, are unable to have all their needs met in a regular class without special education or related services, or are unable to be adequately educated in the public schools. It includes those who are mentally retarded, epileptic, learning disabled, cerebral palsied, seriously emotionally

disturbed, orthopedically impaired, autistic, multiply handicapped, pregnant, hearing-impaired, speech-impaired, blind or visually-impaired, genetically impaired, and gifted and talented.⁶⁷

The state included gifted and talented in its definition of children with special needs. This exceeds the services required by federal guidelines. The term gifted and talented was later referred to as academically gifted.

North Carolina Annual Testing Program

The North Carolina Annual Testing law was passed by the North Carolina General Assembly on June 13, 1977. The State Board of Education was directed to administer annually the test to all first, second, third, sixth, and ninth grade students in the state. In 1985 the law was revised to include all students in first, second, third, sixth, and eighth grades.

An annual statewide testing program was implemented for the purpose of helping local school units and teachers identify and correct student needs in the basic subject areas of reading, language arts, and mathematics. Writing was included as a part of the annual testing program effective June 17, 1985.⁶⁸

During the 1987-1988 school year students in the first and second grades were not required to participate in the North Carolina Annual Testing Program. The State Board of Education is currently developing appropriate individualized

assessment instruments which will be consistent with the North Carolina Basic Education Program.⁶⁹

The statewide annual testing law required each local education unit to provide personnel to administer and monitor the test administration. A testing coordinator is appointed by the superintendent in each school unit. The coordinator is required to attend regional and state training sessions and conduct similar sessions with local test administrators and proctors. Test scores of individual students may not be disseminated to any persons other than those permitted under the provision of the Family Educational Rights and Privacy Act of 1974, 20 U.S.C. 123g.⁷⁰

The North Carolina Competency Testing Program

The North Carolina General Assembly passed the competency testing law in June 1977. The State Board of Education was directed to administer tests annually to all eleventh grade students in the public schools. The testing program has three purposes:

To assure that all high school graduates possess those minimum skills and that knowledge necessary to function as a member of society, to provide a means of identifying strengths and weaknesses in the education process, and to establish additional means for making the education system accountable for results.⁷¹

Students who do not attain the required minimum score are provided with remedial instruction. These students are given additional opportunities to retake and pass the area(s)

they fail until the last month of the twelfth grade. The only students who may be exempted from the tests are those who are served in special education programs. The school-based committee is responsible for making this decision.⁷²

Procedural modifications such as braille editions, large-print editions, and audio-cassette tape editions may be administered to special needs students. The school-based committee must recommend in writing the necessary procedural modifications needed for each student.⁷³

In 1985 the General Assembly of North Carolina amended the statute. The word "eleventh" was deleted and "tenth" was substituted. During the spring of 1986 the North Carolina Competency Tests were administered to tenth grade students for the first time. These tenth grade students who will graduate in 1988 must pass a reading, mathematics, writing objective and writing essay test to fulfill the requirements for a high school diploma.⁷⁴

The competency test consists of 120 items in reading and mathematics. To pass, students must attain a score of 87 in reading and 77 in mathematics. They must get 63 out of 84 items correct on the writing objective test and make a "pass" on the writing essay to be eligible to graduate from high school with a diploma.⁷⁵

Students who exit high schools with certificates and not a diploma because they did not fulfill the testing

requirements may return for remedial instruction and further testing. When all requirements are met, the local school system must issue a diploma.⁷⁶

Emergency Compensatory Education Regulation

An emergency compensatory education regulation was filed effective December 11, 1978. The regulation was made permanent effective March 2, 1979. It mandates that each local school unit in North Carolina provide services to students who failed the competency test or who have been identified as being at high risk for failing the test. Each school system must designate a person to serve as the coordinator of the compensatory education program, and individualized plans must be developed for students identified as high risk. The identification is based on previous test data, grades, and teacher judgment. The instruction may include remediation in reading, mathematics, and writing. Some students require instruction in all these areas.⁷⁷

The Willie M. Program in North Carolina

The Willie M. Program originated in North Carolina as a result of Willie M., an eleven-year-old abused boy, and three other handicapped children being placed in institutions which did not provide an appropriate education or treatment program. After being tried for larceny, Willie M. was placed in an institution with no help for his problem.

He displayed violent behavior and his lawyers viewed this as the equivalent of neglect.

A class action suit was filed against the State of North Carolina by the lawyers of Willie M. and three other children. The lawyers maintained that the rights of these handicapped children had been violated. They asserted that the children had been placed in an institution where appropriate services were not provided.

The lawyers argued that it would be less expensive to identify and treat children like Willie M. rather than locking them up until they are 18, then let them go, locking them up again when they commit another crime.

On February 20, 1981, Judge James McMillan mandated changes in the treatment of children like Willie M. referred to as "Willie M. class" children. The North Carolina Department of Human Resources and the State Department of Public Instruction were ordered to carry out the following:

- a. provide appropriate treatment and education for the named plaintiffs and immediately;
- b. identify class members;
- c. name a five-member panel to review the treatment and education of the named plaintiffs, the identification and diagnosis of potential class members and programs and implementation plans; and
- d. provide members of the class [with] habitation including treatment and education.

The stipulations in Judge McMillan's order were agreed to by the Department of Human Resources and the State Department of Public Instruction. A panel was selected to

oversee the implementation of the program and establish criteria for identifying "Willie M. class children."

The following criteria were established for identifying Willie M. class children:

- a. reside in the State of North Carolina;
- b. be under 18 years of age;
- c. be diagnosed by a licensed physician or psychologist as seriously emotionally, neurologically or mentally handicapped;
- d. exhibit violent or assaultive behavior which is sufficiently intense, frequent and out of proportion to the situation, including one or more of the following behaviors:
 - physical attacks against other persons, with or without weapons;
 - physical attacks against property including arson;
 - physical attacks against animals
 - self abusive or injurious behavior, including suicide attempts;
 - forcible sexual attacks;
- e. be receiving inappropriate treatment and education.

It was requested that the North Carolina legislation provide funds to comply with Judge McMillan's order. By December 1984, 1,148 certified Willie M. children were determined eligible for services. Funds have been made available to provide appropriate services for them.⁷⁸

Elementary and Secondary Reform Act of 1984

In June 1984 the Elementary and Secondary Reform Act was passed which resulted in the development of a basic education program for the public schools in North Carolina. The basic education program includes: The Basic Education for North Carolina's Public Schools, North Carolina Standard

Course of Study, and North Carolina Competency-Based Curriculum. The Basic Education Plan describes the curriculum and educational programs which should be provided for all students attending North Carolina Public Schools.⁷⁹ The program addresses all the basic components of the student's development from kindergarten through the twelfth grade. The Basic Education Plan outlines the standards, material support, and staffing which are to be provided for all schools throughout the state.⁸⁰

The North Carolina Standard Course of Study provides a general overview of the curriculum areas which should be made available to all students at all grade levels.⁸¹ The essential areas outlined for students in grades kindergarten through grade twelve include the arts, communication skills, media, computer skills, second language, healthful living, guidance, mathematics, science, social studies, and vocational education.⁸²

The North Carolina Competency Based Curriculum, the third component of the Basic Education program, provides goals, objectives, and learning outcomes for each grade level and subject area. Each local school system is required to implement all components of the curriculum.⁸³ Local school units may petition the State Board of Education to waive any component which is not considered as being appropriate for their situations.⁸⁴

The Basic Education program provides programs not confined to subject areas. These programs include exceptional children programs, extended day program, remedial and compensatory efforts, in-school suspension program, student services, child nutrition, library media programs, and sports medicine. The courses outlined in the course of study must be tailored to meet each individual student's need. In order to graduate from high school, students must satisfactorily complete the state mandated units of credit and make a passing score on the North Carolina Competency Test.

The Extended Day program is an alternative for students between the age of 16 and 19 who are experiencing difficulty during the regular school day and whose needs are not met during the 8:00-3:00 school day. An extension of the regular school day may be necessary for many middle and secondary grade students.

Each local school system in the state is required to provide remedial education to all students who do not meet state promotion standards and students who fail the North Carolina Competency Testing Program or who are in danger of failing the test.

North Carolina makes compensatory education programs available to students who need help in the basic subject areas. Since the compensatory education programs are

federally funded, not all students will be eligible for these services. The passage of the Elementary and Secondary Education Act of 1965, (ESEA) Title I, made it possible for low achieving children from low income areas to receive special help in the basic academic areas. The Title I program was changed to Chapter I in 1981. The state follows federal guidelines in administering this program.

In-school suspension programs have been developed and implemented in a number of middle and secondary schools throughout the state in an effort to modify unacceptable behavior by problem students. The program provides counseling, conferencing with student and parents, and opportunities for students to continue their regular academic work and function more successfully in the regular classroom.

Each school system must implement a pre-school screening program to identify the students' strengths and weaknesses before they enter the public schools. The results of the screening are used for educational planning and for identifying children who may need to be referred for further evaluation. The screening must include the following: speech, hearing, vision, gross and fine motor skills, cognitive, social and emotional maturity, and health.

Other student services which must be provided by the schools are counseling, social work services, psychological services, health services, child nutrition, and media programs.

The physical education program is expanded to include intramural activities for all students in grades 4-12. The intramural program includes a wide range of activities.⁸⁵

Each school system throughout the state of North Carolina requires a minimum of 5.5 hours of actual instruction time daily for each student. Every school is required to have 180 days for student instruction. Instruction may be defined as any activity leading to the mastering of the goals and objectives in the North Carolina Standard Course of Study. Kindergarten and handicapped children may be exempted from this standard if the local board of education approves.

All students enrolled in the North Carolina Public School graduation programs must pass all three areas of the competency test. The competency test is administered annually to all students in grade ten (previously grade eleven). Remediation services are provided for all students who fail the test. Those students are provided additional opportunities to retake the test prior to graduation.

In order to graduate from high school, students not only have to pass the competency test, they are also required to complete successfully 20 units of credit in grades nine through twelve. The 20 units must include the following:

- four units in English
- two units in mathematics
- two units in social studies (one in government and economics and one in United States History)

two units in science (one - life science or biology and one in physical science)
 one unit in physical education and health
 nine units to be determined by the local education agency.⁸⁶

The following staffs are necessary to comply with the North Carolina Basic Education program:

STAFFING

A. District Level Staffing

1. Superintendents - one for each Local Education Agency (LEA)
2. Assistant or Associate Superintendent - Positions will be allotted as follows:

ADM	Number of Positions
0-1,999	1
2,000-4,999	2
5,000-9,999	3
10,000 or above	4
Each additional 10,000 above 19,999	1

3. Finance Officer - one position will be allotted for each county
4. Psychologists - one for every 2,000 students in ADM, at least one per county
5. School Social Workers - one for every 2,500 students in ADM, at least one per county
6. School Nurse - one for every 3,000 students in ADM, at least one per county
7. Instructional Supervisors - positions will be allotted as follows:

ADM	Number of Positions
0-1,999	1
2,000-4,999	2
5,000-9,999	3
10,000-14,999	4
Each additional 5,000	1

8. Math, Science and Computer Science Teachers (Special allotment of 100 teachers) - one for each county
9. Maintenance Supervisors - one for each LEA
10. Secretaries/Clerical Support (Central Office) - positions will be allotted as follows:

ADM	Number of Positions
0-1,999	3
Each additional 1,000	1

11. Maintenance workers - one position for every 400 students in ADM
12. Transportation Supervisors - one for each county
13. Child Nutrition Supervisors - one for each LEA
14. Transportation Workers - allotment to be determined based on demonstrated need, including the approved number of school buses in operation during the school year
15. Community Schools - one for each LEA

- B. School Level Staffing (All positions in this section are assigned at the school level. Some are allotted, however, based on district-wide ADM; others by school.)

By District ADM:

1. Classroom Teachers (the following ratios are needed to maintain appropriate class sizes. They are explained in Section D below).
 - K-3: one teacher for 20 ADM
 - 4-6: one teacher for every 22 ADM
 - 7-8: one teacher for every 21 ADM
 - 9-12: one teacher for every 24.5 ADM
 - Handicapped, K-12: one for every 22 certified ADM*
 - Academically gifted, K-12: one teacher for every 80 certified ADM
 - Pregnant: one teacher for every 20 certified ADM
 - Summer, K-12: one teacher for every 15 ADM (not to exceed 10% of school year ADM)
 - Vocational Education, 7-12: one teacher for every 95 ADM

2. Instructional Aides
K-3: one for every 23 ADM
3. Counselors: one position for every 400 students in ADM
4. Media Specialists (librarians): one position for every 400 students in ADM
5. Assistant Principals: one position for every 700 students in ADM
6. Custodians: one 12 month position for every 216 students in ADM
7. Instructional, Lab, or Clerical Aides: one position for every 285 students in ADM
8. School Secretaries: one position for every 375 students in ADM

By School:

9. Principals: one for every school with at least seven (7) state allotted teachers or 100 students in ADM, unless the State Board of Education determines that special circumstances warrant allotment of a principal to a small school
10. Athletic Trainers: to provide a teacher/athletic trainer for every high school
11. In-School Suspension Teacher: one for each school in grades 7-12

C. Staff Development

Funds for staff development will be allotted on the basis of \$100 for each State funded position (1985 dollars).⁸⁷

North Carolina Initial Certification Program:
Quality Assurance Program

As early as 1978 efforts were begun in North Carolina to improve teacher effectiveness. As a result, the North

Carolina Quality Assurance Program was originated and endorsed by the State Board of Education. A committee was appointed to study the issue and made recommendations regarding the implementation of the Quality Assurance Program. In October 1981, the final report was submitted to the State Board of Education.

During the 1982-1983 school year funds were made available to support thirteen pilot projects in schools throughout the state. The next school year eighteen institutions of higher education and local school systems piloted the implementation of the Quality Assurance program.

From 1983-1985 other critical elements of the Quality Assurance Program were established including a validation study of the national teacher examination, adoption of specific testing requirements for admission and exiting. The State Board of Education, during this time, developed the initial certificate to be issued to all prospective teachers who received their degree after January 1985, and who must demonstrate their performance for two years before they are eligible to receive a continuing certificate.⁸⁸

Preservice training leading to the initial certificate includes mainly four years of formal study leading to a bachelor's degree or other prerequisite degree. The institution of higher education must make a recommendation for the issuance of the initial certificate.

Each initially certified person who enter the teaching profession for the first time is required to participate in the Initial Certification Program for a two-year period. At the end of the two years, the local school system will decide to recommend or not recommend continuing certification status for the employee. These guidelines were fully implemented throughout the state beginning with the 1985-1986 school year.

Prior to the first observation the initially certified teachers' training should be provided in the areas of the Quality Assurance program and the Teacher Performance Appraisal process. Each teacher should be fully familiar with the Initial Certification Program.

The local school system must provide a mentor teacher or a support team for each initially certified person. Guidance, support, and counsel are provided by the support person or support team. Local school systems are responsible for delivering appropriate training for the mentor/support team.⁸⁹

A portfolio containing the following information must be maintained for each initially certified person: (a) a copy of the professional development plan, including additions or modifications to the plan; (b) a copy of strengths and weaknesses; (c) a properly completed summative evaluation report for each of the two years; and (d) evidence that the strategies in the professional development plan have been

completed. The portfolio is maintained by the superintendent or his designee during the initial certification period.⁹⁰

North Carolina Performance Appraisal

Effective July 1, 1982, the North Carolina State Board of Education, in consultation with local boards of education, was required to develop uniform performance standards and criteria for evaluating professional personnel employed with the public schools. It was required to develop rules and regulations to govern the use of established standards and criteria used in the evaluation process.

All local boards of education in North Carolina are required to adopt rules and regulations to provide for an annual evaluation of their professional employees as defined by G.S. 115C-325(a) (6), by July 1, 1982. Local boards of education may adopt rules and regulations for evaluating other professional employees not defined in this particular section. All rules and regulations adopted by local boards of education must utilize the performance standards and criteria established by the State Board of Education.

From July 1, 1985 to June 30, 1986, the North Carolina State Board of Education was required to plan and develop a certified school personnel evaluation pilot program. Local school systems were selected to participate in the program to be implemented from July 1, 1986 through June 30, 1990. Outside evaluators are employed to evaluate teachers using the

Appraisal Instrument which was developed by the State Board of Education.⁹¹ According to Craig Phillips, State Superintendent of Public Instruction, the new revised appraisal system for North Carolina "is being tested in the 16 career development pilots and 24 volunteer units throughout the state."

The revised appraisal system consists of a six-point scale and eight primary functions in evaluating teacher performance. The North Carolina Teacher Performance Appraisal System Rating Scale anchors will yield a better understanding of the process and content of the new evaluation system.⁹²

NORTH CAROLINA TEACHER PERFORMANCE APPRAISAL SYSTEM
RATING SCALE ANCHORS

MANAGEMENT OF INSTRUCTIONAL TIME

The teacher has sufficient materials and supplies and all necessary equipment ready and easily accessible prior to the start of the lesson or instructional activity. At the time established by the schedule, the teacher promptly starts relevant administrative procedures, such as roll call, or starts instruction, such as explaining the lesson or instructional activity. The teacher gets students to begin active involvement in tasks appropriate to the lesson (e.g., listening, writing, verbal participation, etc.). The teacher keeps students actively involved in appropriate instructional tasks, including listening to the teacher present subject matter and directions, offering answers to teacher questions, attending to assigned activities, and listening to comments by other students.

MANAGEMENT OF STUDENT BEHAVIOR

The teacher has stated expectations and/or taught rules for administrative matters such as taking attendance, collecting lunch money, collecting and distributing student work and handouts; for verbal participation

during lessons and other class activities such as raising hands and being recognized before answering questions; and for student movement such as moving to groups; moving to the pencil sharpener, going to the restroom, and putting up supplies. The teacher routinely looks about the room during and between lessons and activities as a method of monitoring student behavior and as a way of letting all students know that the teacher is aware of what students are doing. The teacher attends to infractions of rules and procedures by informing the student(s) of the misdeed(s) and, when appropriate, calling attention to the specific violated rule.

INSTRUCTIONAL PRESENTATION

At the beginning of a lesson or instructional activity, the teacher restates the main points of the previous lesson or, through questioning, leads students to restate these points. At the beginning of a lesson of instructional activity, he clearly and concisely states the next topic or task. The teacher may also cite the purpose or goal(s) of the lesson or activity, provides an overview of the content, or present a specific order or pattern that the lesson or activity will follow. Teacher speaks smoothly and does not use vague words or phrases. The teacher designs and delivers lessons and instructional activities using concepts, vocabulary, and sentence structure that match the students' cognitive level. The teacher routinely uses relevant and accurate examples and/or demonstrations to clarify and illustrate concepts and skills. All, or almost all, of the students are able to successfully complete instructional tasks assigned (for individual and group work) and correctly answer questions asked by the teacher. The teacher asks both factual level questions and higher cognitive level questions. Students are able to successfully answer all, or almost all (at least 80%), of the questions asked of them by the teacher. The lesson proceeds at a fast rate which maintains student interest, is devoid of slowdown behaviors, and adjusts to students' ability levels. The teacher indicates a shift from one lesson or activity to another by moving physically or simply by changing the focus of their attention. This can be done by giving them the current status of the lesson or activity and its future direction. The emphasis is on the efficiency (absence of wasted effort) and smoothness (lack of halts) of these inbetween times so that student on-task

behavior remains at a high level. The teacher explains the nature of, and procedures for, to make sure that the students do understand. At the end of a lesson or instructional activity, the teacher, with or without invoking student participation, provides a reviewing and condensation of the significant points of the lesson or activity

INSTRUCTIONAL MONITORING OF STUDENT PERFORMANCE

The teacher holds students to reasonable deadlines and reasonable standards for form, completeness, neatness, punctuality, etc. Extensions of deadlines and relaxations of standards should be rare and should occur for the entire class or group of students only if the teacher has mistakenly overestimated the students' ability to meet the initial requirements. The teacher circulates around the room during student seatwork or other independent work to check students' performance on an effort toward an assigned task, helping those who require assistance, not just those who ask. The teacher gathers information, either verbally or through work products, to determine the extent to which students understand the lesson or parts of the lesson. The teacher asks students only one question at a time to determine their understanding of a lesson or task.

INSTRUCTIONAL FEEDBACK

The teacher consistently provides students with information about the correctness or incorrectness of their in-class work, such as seatwork, group work, response to teacher questions, etc. The teacher does not just offer ambiguous comments, such as a non-committal "okay", that may be interpreted as acceptance of an inadequate response or inadequate work. Whenever possible, such as during recitation, this feedback should be immediate. It should always be provided as promptly as possible. When a student gives a correct oral response, the teacher acknowledges it verbally by simply recognizing and accepting the correct response without further elaboration, or acknowledges it nonverbally by simply moving on to the next question. (Note: if the answer to the question has involved an abstract or complex level of reasoning, the teacher may explain, or may ask the student to explain the process used to obtain the answer.) After a student gives an incorrect or incomplete answer or fails to respond to the question, the teacher continues the interaction with the same student by probing, providing clues, repeating

or rephrasing the question, or allowing more time for the student to answer the question. The teacher consistently provides students with information about the correctness or incorrectness of their out-of-class work. The teacher does not just offer ambiguous comments, such as non-committal "okay", that may be interpreted as acceptance of inadequate work. This feedback should always be provided as promptly as possible.

FACILITATING INSTRUCTION

The teacher makes decisions regarding his/her classroom which are based on goals set forth by the school as well as by the system as a whole. The teacher/classroom unit is given the discretion to plan instructional activities which best meet the needs of that unit. Both long-range and daily plans should be considered. Gathering information and recording that information for use in making educational decisions are critical tasks. The teacher maintains up-to-date, accurate records which present a clear picture of student progress. Documentation is imperative for record keeping which could be challenged for accuracy, for objectivity, or for sufficient quantity. The teacher has an instructional plan ready for the specific class of students. The teacher uses various tests to diagnose student levels of performance and to devise tasks to meet realistic objectives. The teacher uses a variety of media to motivate students. The teacher uses human resource banks, volunteers, and community business/industry resources to meet educational objectives.

COMMUNICATING WITHIN THE EDUCATIONAL ENVIRONMENT

The teacher disciplines all students fairly. The teacher assures that all students have equal opportunities for classroom response. The teacher interacts with students in a way which appears to value the feelings of the students. The teacher can be seen interacting with students and co-workers outside the classroom. The teacher conducts helpful parent conferences. The teacher participates in community activities.

PERFORMING NON INSTRUCTIONAL DUTIES

The teacher performs monitoring duties when assigned. The teacher identifies opportunities to improve the school and assumes some initiative in suggesting or implementing such improvements. The teacher obeys

laws and adheres to school and system-level policies and regulations. The teacher identifies areas for further professional growth and formulates a written plan which documents appropriate strategies to support growth. The teacher seeks opportunities and experiences which will produce such growth. The teacher tries new techniques and skills in the classroom.⁹³

North Carolina Professional Development Plan

The North Carolina State Board of Education requires all local school systems in the state to develop and maintain a professional development plan for all certified personnel. An individualized professional development plan is required for each initially certified person. This plan consists of goals, strategies, and progress toward improving professional skills. The new certificate renewal rules and regulations adopted by the State Board of Education effective July 1, 1985, require that a professional growth plan be developed and maintained for each certified person in each of the local school systems within the state.

The professional development plan should be developed collaboratively by principal/teacher, superintendent/principal, or superintendent/director; that is, the evaluator and the person being evaluated should develop the professional growth plan jointly.

The basis for requiring a professional development plan for each certified person is as follows:

That those involved in the profession of education must continue to learn and acquire better skills in order to keep current and informed in this time of rapidly expanding new knowledge.

That every educator has room for improvement. That every educator has much to learn about their area of instruction, supervision, or administration.

That an on-going systematic program of professional development will improve the quality of education in North Carolina.

That all educators who participate in planned professional growth will find themselves being more effective.

The following guidelines and sample forms with directions have been developed to assist in the design of Professional Development Plans.

GUIDELINES FOR DEVELOPMENT:

Professional Development Plans

1. Should be based on a positive model for improvement as often as possible as opposed to deficit models.
2. Should be based on the assessed needs of the individual, the school, or the local unit.
3. Should include rewards, reinforcement, motivation and leadership values which support professional development.
4. Should be developed collaboratively.
5. Should include rewards, reinforcement behavior rather than student behavior.
6. Should provide linking mechanisms between training and actual job situations.
7. Should include both formative and summative evaluation mechanisms.
8. Should have a strategic component which is continually updated to accommodate change at various decision points.
9. Should emphasize individualized programs where possible.
10. Should be developed
 - a. to encourage growth in on-the-job performance; and
 - b. to gain or refine skills.
11. Should be developed for a five year period to parallel the certificate renewal cycle and should include:
 - a. a two year cycle for INITIALLY CERTIFIED teachers.
 - b. a one year cycle to coincide with the PERFORMANCE APPRAISAL SYSTEM and

- c. an appropriate cycle to coincide with decision points for the NORTH CAROLINA CAREER DEVELOPMENT PLAN FOR TEACHERS AND ADMINISTRATORS.
- 12. Should be reviewed periodically and revised as necessary.
- 13. Should include:
 - a. at least one long range goal;
 - b. strategies for achieivng the goal;
 - c. target dates;
 - d. resource requirements; and
 - e. assessment strategies.⁹⁴

Promotion Standards and Summer School

Promotion standards and summer school were both implemented for the first time in North Carolina, Summer 1986. The North Carolina Basic Education Program requires specific standards for the promotion of students in grades three, six, and eight. Students at these grade levels are required to master competencies in the areas of reading, language, and mathematics before they can be promoted to the next grade level. In addition to meeting the state promotion standards, students must also meet all local standards for promotion. The State Board of education allows each local education agency to develop its own promotion policies.

Students who have been retained in the same grade span (K-3, 4-6, 7-8) are exempt from state standards. The state standards also do not apply to mentally handicapped students.

The state promotion standards are based upon the curriculum and course of study described in Basic Education Program. The standards consist of three phases.⁹⁵

Phase One: A student in grade 3, 6 or 8 who scores at or above the 25th percentile (total battery) in the Annual Testing Program meets the state standard and must then meet local requirements. A student who scores at the 24th percentile or below enters Phase Two.

Phase Two: In Phase Two, a student is tested for mastery of the competencies listed below. The State Board of Education will develop the Phase Two test and set the mastery score. Students who do not achieve the mastery score will be retained, unless they successfully attend a summer program in which they will have another chance to develop the competencies specified.

Those who demonstrate mastery will have met state standards and may be promoted if they have also met local requirements.

Phase Three: The state will fund the costs of teachers and transportation needed for the summer program. The same child nutrition program provided during the regular school year may be provided to students in the remedial summer program. The principal and the teacher will determine whether, at the end of the summer program, a student has mastered the specified competencies. For handicapped pupils, the principal will make the decision in consultation with the teacher and school-based committee.⁹⁶

A test developed by the State Board of Education is administered to each child at the end of the summer session. The results are used to help determine the effectiveness of the summer school program. The test results are used to determine student mastery of appropriate competencies. Any student required to attend summer school who does not successfully complete the summer school program will be retained.

A remediation program must be provided for students who are retained. Curriculum content and instructional methods should be modified to help meet the needs of these students as well as others who are in danger of failing to achieve the minimum score on the tests.⁹⁷

Effective the summer of 1987, some changes were made in the remedial summer school program. On May 22, 1987, the North Carolina General Assembly ratified House Bill 510, an act concerning remedial summer school programs. The House Bill as enacted is stated below:

The General Assembly of North Carolina enacts:

Section 1: The State Board of Education shall use funds available to it to provide intensive remedial summer school programs and related transportation in the local school administrative units in grades 1 through 4, 6, and 8 for the summer of 1987 and in grades 1 through 11 for the summer of 1988. It is the intent of the General Assembly that, where practical, the local school administrative units cooperate to provide joint summer school programs in an efficient and effective manner.

The State board of Education shall adopt rules for the allotment and use of summer remediation funds on an equitable basis. In accordance with the Basic Education Program, first priority for the use of these funds shall be the provision of a remedial summer program to students in grades 3, 6, and 8 who fail to meet State promotion standards. Second priority shall be students in the grades funded who fail to meet local standards. Third priority shall be other students in the grades funded who, in the judgment of local boards of education, need remedial instruction.

The summer school session in each local school administrative unit shall be a minimum of four weeks long and a maximum of six weeks long.

In order to allow local boards of education to plan their remedial summer programs effectively, funds available for remedial summer school programs may be carried over to the succeeding fiscal year.

Section 2: Nothing herein contained shall be construed to obligate the General Assembly to make additional appropriations to implement the provisions of this act.

Section 3: This act shall become effective upon ratification, and applies to remedial summer school programs for the summer of 1987.

In the General Assembly read three times and ratified this the 22nd day of May, 1987.⁹⁸

End-of-Course Testing

In June 1984 the North Carolina General Assembly passed the Elementary-Secondary Reform Act which included end-of-course testing in high school. The State Board of Education has responded to the legislation by beginning the development of end-of-course tests in areas required for admission into the University of North Carolina system of higher education, effective 1988. The end-of-course tests are being developed and administered for two reasons:

1. The tests will provide information about each individual student's performance relative to that of other students in North Carolina
2. The tests will provide information about school and school system achievement on the subject area goals and objectives specified in the Standard Course of Study.⁹⁹

Multiple forms of the end-of-course tests will be administered to each classroom for each subject area. Although it was not the intent of the legislation to set standards for passing the end-of-course tests, legislation provides that "information from these tests may be used as one criterion by teachers and local school personnel in arriving at student grades and in making administrative decisions."¹⁰⁰

The end-of-course tests results will be used to determine to what extent specific goals and objectives stated in the Standard Course of Study are being met throughout the state. Over a period of time each school and school system will be able to determine if specified goals and objectives are being met as compared to the original norm set by the tests.

End-of-course tests are to be administered at the end of the school year, either during the final examination or during two class periods at the end of the last grading period. Each test requires approximately two hours.

During the spring of 1985 the item development phase of two tests--Biology and Algebra I--was initiated. At the end of the 1985-86 school year the Algebra I end-of-course test was administered throughout the state. Each local education unit was responsible for scanning the five forms of Algebra I test. A disk containing the results was submitted to the regional education centers. Other field tests were conducted in selected schools.

Field tests for Algebra II and Biology were conducted in selected schools in May 1987. These tests were administered statewide at the end of the 1986-87 school year. History and geometry tests were field tested during the spring of 1987.

Currently test specifications are being developed for high school geometry and English. Statewide implementation for these tests is planned for 1989.¹⁰¹

Dropout Prevention Program

In 1985 the North Carolina General Assembly established the dropout prevention program. This program was established for the purpose of reducing the dropout rate in each of the local education units across the state by providing more services to high-risk students. The State Board of Education set a goal of reducing the dropout rate in each local school system by one-half over an eight year period, 1985-1993. The staff of the Department of Public Instruction was authorized by the State Board to develop guidelines, standards, materials, and programs appropriate for meeting this goal.

Administrative guidelines were established October 9, 1986, by the North Carolina Board of Education for implementation of the dropout prevention fund. The following policies, procedures, and standards must be used as the guide in the implementation of the program:

1. Funds may be used to support programs and services to high-risk students from the middle grades through grade 12.

2. Each school system shall develop and maintain an identifiable and targeted dropout prevention program. The dropout prevention program should be discrete and goal-oriented and constitute a new initiative to keep students in school.
3. Each LEA shall submit a system-wide plan for dropout prevention annually on forms to be provided by the Department of Public Instruction. The plan shall include a problem statement, objectives, strategies, and the method of evaluation and impact measures to be used.
4. Funds may be used to employ full-time or part-time personnel.
5. Funds may be used to compensate substitute teachers.
6. All personnel must hold State Board of Education certification appropriate for the teaching or student services (counselor, school psychologist, or school social worker) position held.
7. Funds may not be used to support other program costs, such as supplies, travel, or administration.
8. All work of staff employed through dropout prevention funds must directly benefit students at risk of dropping out. Dropout prevention staff may, however, share proportionately in routine duties carried out by all staff of a school.¹⁰²

Each school system in the state is expected to meet established standards for dropout prevention. Indicators have been developed to help determine if standards have been met and to aid in evaluating the impact of the program in dropout prevention. The standards and indicators are listed below:

- A. Provide an alternative to out-of-school suspension by creating a learning and therapeutic environment within the school for students with problems which would normally lead to out-of-school suspension.

Indicator: - A reduction in the number of out-of-school suspensions from the previous school year.
- A reduction in the number of in-school suspensions from the previous school year.

- B. Develop and adopt by the local board of education a system-wide discipline policy incorporating a continuum of approaches to be used in addressing behavior problems.

Indicator: - A reduction in the number of incidents and referrals to the principal's office for behavior problems from the previous school year.

- Completed copy of the adopted discipline policy (copy to be submitted to state agency).

- C. Implement a system, using teachers, counselors, or other appropriate personnel, for early identification of high-risk students, grades K-12, with an emphasis on the early grades, K-3.

Indicator: - Development and adoption of a system for the identification of high-risk students, kindergarten through grade twelve.

- Development and maintenance of a profile of each high-risk student. The profile should include grades, truancy (attendance record), number of retentions and discipline problems (an LEA sample profile and annual report should be submitted to the state agency).

- D. Develop and enhance programs and services to identify, assess, and resolve difficulties which may interfere with a student's attendance.

Indicator: - A reduction in truancy from the previous school year.

- E. Establish linkages with community agencies for program support and coordination.

Indicator: - Development and adoption of written cooperative agreements with at least two community agencies serving high-risk students.

- Collection of data on the number of referrals of individual students to community agencies (results to be submitted to state agency).¹⁰³

Dropout prevention funds may be used for implementing other types of programs. The program to be implemented will be determined by the local school system's needs and priorities. These programs include: in-school suspension, counseling for high risk students, extended school day programs, job placement specialist, transition programs and special programs for high-risk students. These programs may include academic remediation, school within-a-school, early identification and intervention, and alternative schools.¹⁰⁴

Summary

This review of literature has included an investigation of three interrelated areas of educational mandates including early precedents for state educational mandates, concerns leading to recent educational mandates, and a description of fourteen leading educational mandates issued in North Carolina, 1972-1987.

The review of early precedents for state educational mandates reveals that early in the history of the United States and North Carolina, precedents were established for state authority in educational matters. During the period preceding the Civil War, the way was prepared for the transition from private to public schools. Gradually the people of the States began promoting public schools. State constitutions included provision on education. States began

enacting laws on educational matters. A public school education was gradually made available to children in all states.

A review of concerns leading to recent educational mandates supports the notion that the educational system needs a number of improvements. A variety of recommendations for the improvement of education have been made by commissions and task forces. The mounting recommendations and criticisms of the educational system have led to greater state involvement and control of education. This is evidenced in the number of changes and reforms that have been initiated and mandated by the States, including North Carolina.

The review of literature revealed that a number of articles have been published which oppose the leadership role of state government in education. Some indicate that state mandated programs are not likely to improve education at the local level. Others suggest that involvement of governors and legislators in education has resulted in teachers and administrators becoming less empowered, less motivated, and less committed to improving their schools.

The review of state mandates issued by North Carolina supports the national concern for quality education of "excellence". The state has responded to the improvement of education legislation passed by the General Assembly. A number of programs and operations have been mandated in an effort to improve student achievement and teacher standards.

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CHAPTER III
DESIGN OF THE STUDY

The primary purpose of this study was to investigate and report the perceived effects of state educational mandates on the work of public school principals and superintendents in the Western Education Region of North Carolina. The investigation included early precedents for state educational mandates, concerns leading to recent education mandates, and the rationale, rules, and regulations governing fourteen leading state mandates imposed upon public schools in North Carolina, 1972-1987. Pertinent biographical data about the principals and superintendents were reported.

This chapter includes a description of the population and sample, the tools used to gather the data, the procedures used to collect the data, and the methods used to analyze the data collected by the questionnaire and a summary.

Population and Sample

Principals and superintendents employed in public schools in the Western Education Region of North Carolina comprised the population for this study. The following procedures were employed to obtain a sample of this population.

Public School Principals

Names of public school principals were solicited from a sample of the principals located in the Western Education Region of North Carolina. The 1986-1987 North Carolina Education Directory was used to identify the principals. This yielded a total of 229 public school principals from 19 school systems. The next step was to choose a sample of these principals. Each school system was listed on separate pieces of paper and then each was drawn from the total pool. Each was listed in the order in which it was drawn. After all school systems were listed in the order in which they were drawn, every other one was selected, beginning with the first one on the list. This yielded a total of ten school systems. The principals in these selected school systems were chosen as the sample, yielding a total of 88 principals.

Public School Superintendents

Names of public school superintendents from each of the 19 school systems in the Western Education Region were obtained from the 1986-1987 North Carolina Education Directory. This yielded a total of 19 superintendents who were identified as the population. The population and the sample became one and the same, which allowed all superintendents in this area to be included in the study.

The Measurement Tools

The data for this study were collected through questionnaires mailed to the selected principals and superintendents. The questionnaire sent to each administrator in the sample consisted of two parts. Information was obtained by a Biographical Questionnaire (Appendix B) and an Administrator Questionnaire (Appendix B).

The questionnaire method was used for the primary reason that a written questionnaire allows the respondent to give more deliberate thought before responding to each question. For this reason the investigator chose the written questionnaire method rather than the interview method.

Administrator Questionnaire

The Administrator Questionnaire was used to elicit responses from the public school principals and superintendents regarding their opinions of the effects of educational state mandates on their work. This questionnaire was designed in part by a format used in similar types of questionnaires. The items included in the questionnaire were evaluated by twenty public school principals, superintendents, supervisors, and a university professor. These evaluations resulted in a number of changes in the questionnaire items.

The Administrator Questionnaire was composed of 16 questions regarding state mandates. The items were designed to solicit responses on the perceived effects of state mandates

on the decision-making ability, empowerment, motivation, and commitment of the administrators. It was also designed to solicit responses on the perceived effects of state mandated rules and regulations on the administrative duties of the two groups of administrators. Responses were solicited regarding the perceived effects of state mandates on educational programs.

Each item in the Administrator Questionnaire was answered by circling one of five possible responses: strongly agree, agree, undecided, disagree, strongly disagree. The total number of responses for each item were tabulated and statistically compared to determine the prevailing opinion of public school principals and superintendents.

The Biographical Questionnaire

The Biographical Questionnaire was developed specifically for this study. It was designed to obtain information on the sample groups in the areas of personal, educational, and professional characteristics. Comparisons of these characteristics were made for each group of administrators.

The items on the Biographical Questionnaire were selected on the basis of their appropriateness for collecting data on personal, educational, and professional characteristics of public school administrators. Each item was evaluated by twenty public school principals, superintendents, supervisors, and a university professor. Based on their critiques, some items were eliminated and others reconstructed.

Descriptive statistics were used to analyze the data collected by the Biographical Questionnaire. Written comments were also used to analyze and summarize data collected by the Biographical Questionnaire.

Procedures

The data for this study were collected by utilizing the following procedures:

Questionnaire and Letter

All principals and superintendents described in the samples were mailed a two-part questionnaire which consisted of a Biographical Questionnaire and an Administrator Questionnaire. The subjects were sent a letter explaining the study and asking for their cooperation. (A copy of this letter is presented in Appendix A.) In addition, a self-addressed, stamped envelope was included in the mailing.

Confidentiality

All respondents were assured in the letter that their responses would be reported only on a group basis. They were further assured that individual data would not be made available to anyone. Names on the questionnaire were used only to determine those who had not responded.

Methods of Analyzing the Data

The data collected from the two-part questionnaire were tabulated for both the principals and superintendents. The

biographical and administrator opinions on the effects of state mandates on their work were tabulated separately and analyzed separately.

Analysis of the Administrator Questionnaire

The Administrator Questionnaire consists of 16 questions. Responses for each question were recorded and summarized. The responses for each question represented a position of strongly agree, agree, undecided, disagree, strongly disagree. Descriptive statistics were used to analyze the data collected by the Administrator Questionnaire. Comparisons were made of the responses of principals and superintendents for each item.

Analysis of the Biographical Questionnaire

The data collected by the Biographical Questionnaire were analyzed using descriptive statistics. Written comments were also used to analyze and summarize the data collected by the questionnaire. A comparison was made of the principals and superintendents in the areas of personal, educational, and professional characteristics.

Summary

Chapter III discussed the design of this study. The chapter contains a description of the population, the method for developing the sample, a description of the measurement tools, the procedures used to collect the data, and the methods used to analyze the data collected by the questionnaires.

CHAPTER IV
REPORT OF THE FINDINGS

It is the purpose of Chapter IV to present the data collected for the study. A report of the composition of the study and a presentation of both the biographical and administrator response data are presented.

Composition of the Study

Participants in this study were 88 public school principals and 19 superintendents. They were all from the Western Education Region in North Carolina. Both the principals and superintendents were asked to respond to a questionnaire consisting of biographical data and administrator opinions. This instrument was used to collect data for this study. Of the 107 questionnaires sent to principals and superintendents, a total of 81 were completed and returned for an overall response rate of 75.7 percent. Two (2.5 percent) of the questionnaires which were returned were not usable because they were not completed by a principal or superintendent. The superintendents comprised 18.5 percent of the sample who responded, while principals claimed 79 percent of the sample who responded to the questionnaire. Two (2.5 percent) responding were neither principal nor superintendent. One was a general supervisor, the other an assistant principal.

After identifying the usable questionnaires, the next step involved classifying each of the respondents as a principal or superintendent. The classification technique was based on the administrators' response to question 10 in the Biographical Questionnaire. Sixty-four of the respondents classified themselves as principals, and 15 of the respondents classified themselves as superintendents. One respondent was classified as a supervisor and another as an assistant principal. This resulted in the removal of the supervisor and assistant principal from the sample, since only principals and superintendents were asked to respond to the questionnaire.

Statistical Procedures Used

Both descriptive statistics and written comments were used to analyze and summarize the data gathered by the Biographical Questionnaire. Descriptive statistics were used to analyze questions 2, 3, 4, 7, 8, and 9. Questions 1, 5, 6, 10, 11, and 12 solicited written comments from the respondents. Written comments for questions 5, 10, 11, and 12 were recorded and summarized. Responses to questions 1 and 6 were optional. These two questions were not used for statistical purposes.

An analysis of the data exhibits the similarities and differences in the opinions of the respondents. Responses for each of the 16 questions were recorded and summarized.

The response for each question represented a position of strongly agree, agree, undecided, disagree, and strongly disagree. The total for each position was tabulated and statistically compared to determine the prevailing opinions of public school principals and superintendents on each issue addressed in the Administrator Questionnaires. Comparisons were also made of the opinions of principals and superintendents on each issue.

Presentation of the Biographical Data

The biographical part of the questionnaire was developed and designed to gather data in the areas of personal, educational, and professional characteristics. The information will be presented using these categories.

Personal Characteristics

Questions 2 and 3 of the Biographical Questionnaire provided personal data about the 64 principals and 15 superintendents in the study. Question 2 ascertained the marital status.

Age of principals and superintendents. Fifty-eight (90.6 percent) of the principals responding to this question and all (100 percent) of the 15 superintendents were over the age of 30. Only two principals (3.1 percent) were 30 or younger. Three (4.7 percent) of the principals and 3 (20 percent) of the superintendents were over 59 years of age. Forty-two (65.6 percent) of the principals and 3

(20 percent) of the superintendents were between 31 and 45 years of age. Thirteen (20.3 percent) of the principals and 9 (60 percent) of the superintendents were between 46 and 59 years of age. Four principals did not report their age. The principals in the study clearly outnumber the superintendents and tend to be younger than the superintendents. Table 1 shows a distribution of the principals and superintendents by age.

Marital status. Of the 61 principals responding to this question, 2 (3.1 percent) were single, 57 (89.1 percent) were married, and 2 (3.1 percent) were divorced. None of the 14 superintendents responding to this question were single or divorced. One superintendent did not respond. Table 2 shows the marital status of the two groups of administrators.

Educational Characteristics

Questions 4 and 5 of the Biographical Questionnaire sought information regarding the highest educational level sought by the principals and superintendents and if they are pursuing an advanced degree which includes Master of Arts, Education Specialist, and Doctoral degrees.

Highest educational level attained by principals and superintendents. All 64 principals responding to question 4 had received an advanced degree. Thirty-four (53.1 percent) had received a master's degree, 29 (45.3 percent) had

TABLE 1
DISTRIBUTION OF PRINCIPALS AND SUPERINTENDENTS BY AGE

Age	Principals		Superintendents	
	F	%	F	%
30 or under	2	3.1	0	0.0
31 to 45	42	65.6	3	20.0
46 to 59	13	20.3	9	60.0
over 59	3	4.7	3	20.0
No response	4	6.3	0	0.0
Total	64		15	

TABLE 2
MARITAL STATUS OF PRINCIPALS AND SUPERINTENDENTS

Marital Status	Principals		Superintendents	
	F	%	F	%
Single	2	3.1	0	0.0
Married	57	89.1	14	93.3
Divorced	2	3.1	0	0.0
No response	3	4.7	1	6.7
Total	64		15	

received an education specialist degree, and 1 had received a doctoral degree. Fifteen superintendents responded to this question with 3 (20 percent) who had earned a master's degree, only 4 (26.7 percent) had received an education specialist degree, and 8 (53.3 percent) had earned a doctoral degree. None of the administrators had attained only a bachelor of arts or bachelor of science degree. A higher percentage of superintendents (53.3 percent) tended to have earned doctoral degrees, while a higher percentage (53.1 percent) of the principals had earned only a Master of Arts degree. The educational levels attained by the principals and superintendents may be seen in Table 3.

Principals and superintendents pursuing advanced degrees.

The findings in question 5 indicated that 20 (31.2 percent) of the 64 principals were pursuing an advanced degree. Forty-four (68.8 percent) of these principals indicated that they were not working toward an advanced degree. Only 2 (13.3 percent) of the superintendents indicated that they were pursuing an advanced degree, and one superintendent did not respond to this question. The findings showed that 31 percent of the principals and 13.3 percent of the superintendents are working toward an advanced degree. Table 4 contains the number of principals and superintendents who are pursuing advanced degrees.

TABLE 3
 HIGHEST EDUCATIONAL LEVEL ATTAINED BY PRINCIPALS
 AND SUPERINTENDENTS

College or University Degree	Principals		Superintendents	
	F	%	F	%
Bachelor's Degree	0	0.0	0	0.0
Master's Degree	34	53.1	3	20.0
Educational Specialist	29	45.3	4	26.7
Doctoral	1	1.6	8	53.3
No response	0	0.0	0	0.0
Total	64		15	

TABLE 4
 PRINCIPALS AND SUPERINTENDENTS PURSUING ADVANCED DEGREES

Pursuing an Advanced Degree	Principals		Superintendents	
	F	%	F	%
Yes	20	31.2	2	13.3
No	44	68.8	12	80.0
No response	0	0.0	1	6.7
Total	64		15	

Professional Characteristics

The Biographical Questionnaire solicited data on the professional characteristics of the school principals and superintendents. The question pertains to the size of the school system, type of school, and the number of subordinates supervised by the administrators.

Size of school system in which principals and superintendents are employed. School principals and superintendents were asked in question 7 to indicate the size of the school system where they were employed. A total of 17 (26.6 percent) of the principals were employed in school systems with fewer than 2,500 students compared to 19 (29.7 percent) employed in school systems with 5,000 or more students. Twenty-four (37.5 percent) were employed in school systems with a student population between 2,500 and 4,999. A total of 4 principals did not respond to this question. Ten (66.7 percent) of the 15 superintendents were employed in school systems with fewer than 5,000 students. Five (33.3 percent) were employed in school systems with a student enrollment of 5,000 or more. Two (13.3 percent) of the superintendents indicated that they worked in school systems with an enrollment of 1,000 to 2,000, and 8 (53.4 percent) were employed in school systems with an enrollment of 2,500 to 4,999 students. Table 5 reveals the size of school systems where principals and superintendents are employed.

TABLE 5
 SIZE OF SCHOOL SYSTEMS IN WHICH PRINCIPALS AND
 SUPERINTENDENTS ARE EMPLOYED

	Principals		Superintendents	
	F	%	F	%
1,000 - 2,499	17	26.6	2	13.3
2,500 - 4,999	24	37.5	8	53.4
5,000 - over	19	29.7	5	33.3
No response	4	6.2	0	0.0
Total	64		15	

Size of schools in which principals are employed. Question 8 of the Biographical Questionnaire asked the principals to indicate the size of their school. Of the 59 principals responding, all were employed in schools with fewer than 2,500 students. Thirty (46.9 percent) of the principals were employed in schools with an enrollment of more than 200 but fewer than 500. A total of 11 (17.2 percent) were employed in schools with an enrollment under 200. Fifteen (23.4 percent) of the principals indicated their schools had an enrollment between 500 and 999, while 3 (4.7 percent) indicated that they were employed in schools with an enrollment between 1,000 and 2,499. Five principals did not respond to this question. The question did not apply to the superintendents responding to the questionnaire. Table 6 shows the data for this item.

Type of school in which principals are employed. Question 9 considered the type of school where the principals were employed. This question did not apply to the superintendents. The results showed that the majority of the 64 principals responding to this question were employed in elementary schools. A total of 32 (50.0 percent) of the principals were employed in primary schools. Twelve (18.8 percent) were employed in middle schools, and 10 (15.6 percent) were employed in secondary schools. Seven (10.9 percent) indicated that they were employed in types of schools

TABLE 6

SIZE OF AND TYPE OF SCHOOL IN WHICH PRINCIPALS ARE EMPLOYED

Size of School	Principals		Type of School	Principals	
	F	%		F	%
Under 200	11	17.2	Primary	3	4.7
200 - 499	30	46.9	Elementary	32	50.0
500 - 999	15	23.4	Middle	12	18.8
1,000 - 2,499	3	4.7	Secondary	10	15.6
2,500 - 4,999	0	0.0	Other	7	10.9
5,000 - over	0	0.0	No response	0	0.0
No response	5	7.8			
Total	64		Total	64	

not indicated in the survey. Data concerning the type of school where principals were employed are shown in Table 6.

Number of subordinates supervised by principals and superintendents. In question 11 the number of subordinates supervised by the administrators was determined. When analyzed, the results showed that 21 (32.8 percent) of the 64 principals supervised 10 or fewer subordinates. Twenty-six (40.6 percent) supervised between 11 and 25 subordinates, and 12 (18.8 percent) supervised between 26 and 50 subordinates. Five (7.8 percent) of the principals indicated that they supervised between 51 and 100 subordinates. None of the principals indicated that they supervised more than 100 subordinates.

Of the 15 superintendents repsonding to question 11, none of them indicated that they supervised 10 or fewer subordinates. Five (33.3 percent) said they supervised between 11 and 25 subordinates. Five (33.3 percent) said they supervised between 26 and 50 subordinate.s Three (20.0 percent) indicated that they supervised between 51 and 100 subordinates, and one (6.7 percent) supervised between 101 and 200 subordinates. One (6.7 percent) supervised more than 200 subordinates. Table 7 reflects the number of subordinates supervised by principals and superintendents.

Professional ambitions of principals and superintendents. Question 20 solicited responses indicating the ultimate professional ambitions of the two groups of

TABLE 7
 NUMBER OF SUBORDINATES SUPERVISED BY PRINCIPALS
 AND SUPERINTENDENTS

Number of Subordinates Supervised	Principals		Superintendents	
	F	%	F	%
10 or fewer	21	32.8	0	0.0
11 - 25	26	40.6	5	33.3
26 - 50	12	18.8	5	33.3
51 - 100	5	7.8	3	20.0
101 - 200	0	0.0	1	6.7
More than 200	0	0.0	1	6.7
Total	64		15	

administrators. The responses were summarized and recorded for the principals and superintendents. Twenty (31.2 percent) of the 64 principals indicated that they would like to remain in their current position. Eight (53.3 percent) of the 15 superintendents indicated that they want to remain in their current position. The responses for this question are shown in Appendix C.

Presentation of the Administrator Questionnaire

The Administrator Questionnaire solicited responses from school principals and superintendents regarding their opinions relating to educational state mandates. Items in the questionnaire were designed to elicit information concerning the perceived effects of state mandates on the work of public school principals and superintendents. Questions 4, 8, and 9 of the Administrator Questionnaire sought information regarding how these administrators perceived the effects of state mandates on their decision-making ability. Questions 2 and 16 elicited responses on the perceived effects of state mandates on the empowerment of the administrators. The perceived effects of state mandates on the principals' and superintendents' motivation and commitment were solicited respectively in questions 5 and 6.

Questions 3, 11, 12, 13, and 14 solicited responses on how principals and superintendents perceive the effect of state mandated rules and regulations on their administrative duties.

Responses to the perceived effects of state mandates on improving educational programs were collected in questions 1, 7, 10, and 15 of the Administrative Questionnaire.

The information for the administrative part of the questionnaire will be presented using these categories. Tables will be used to present the data.

Perceived Effects of State Mandates on the Decision-making Ability of Principals and Superintendents

Questions 4, 8, and 9 on the Administrative Questionnaire solicited responses regarding the decision-making ability of public school principals and superintendents. The responses were summarized and recorded for each question. Responses to each question are represented by a position of strongly agree, agree, undecided, disagree, and strongly disagree.

Constraining effects of policies, rules, and regulations on the decision-making ability of principals and superintendents. Question 4 collected responses indicating that 13 (20.3 percent) of the 64 principals strongly agree that public school principals and superintendents are constrained by excessive policies, rules, and regulations which make it difficult to make decisions which would have a positive effect on education. Twenty-one (32.8 percent) indicated that they agree, 3 (4.7 percent) were undecided, 23 (35.9 percent) disagreed, and 4 (6.3 percent) strongly disagreed with the question.

The results showed that 7 (46.6 percent) of the 15 superintendents agreed to some extent with the question. Two (13.3 percent) indicated that they strongly agree and 5 (33.3 percent) indicated that they agree with the question. Three (20.0 percent) of the superintendents said they were undecided, while 4 (26.7 percent) disagreed and 1 (6.7 percent) strongly disagreed with the question. Table 8 shows the responses for this question.

School administrators' decisions about what is taught and how it is taught. Eleven (17.2 percent) of the 64 principals strongly agreed with question 8, that school administrators would prefer to make their decisions. Twenty-five (39.1 percent) agreed with the question. Four (6.2 percent) of the principals indicated that they were undecided. Twenty-one (32.8 percent) principals disagreed, and 3 (4.7 percent) strongly disagreed.

Of the 15 superintendents, 6 (40.0 percent) agreed that administrators would prefer to make their own decisions about what is taught and how it is taught rather than the state making their decisions. One (6.7 percent) strongly agreed and 5 (33.3 percent) agreed with the question. Six (40.0 percent) of the superintendents disagreed with the questionnaire item, and none strongly disagreed. The results indicated that 3 (20.0 percent) were undecided about the question.

TABLE 8

PRINCIPALS' AND SUPERINTENDENTS' RESPONSES TO QUESTION 4

Question 4: Public school principals and superintendents are constrained by excessive policies, rules, and regulations which make it difficult to make decisions which would have a positive effect on education.

	Responses											
	Strongly Agree		Agree		Undecided		Disagree		Strongly Disagree		Total	
	F	%	F	%	F	%	F	%	F	%	F	%
Principals	13	20.3	21	32.8	3	4.7	23	35.9	4	6.3	64	100
Superintendents	2	13.3	5	33.3	3	20.0	4	26.7	1	6.7	15	100

The collected responses showed that the majority of principals strongly agreed or agreed with the questionnaire item. The same number of superintendents both agreed and disagreed to some extent with the question. Table 9 shows the responses for the two groups of administrators.

Power of administrators to make decisions regarding their educational programs. The majority of the 64 principals agreed with question 9, the power of school administrators to make decisions regarding their educational programs has been weakened as a result of state mandated programs. Eleven (17.2 percent) of the principals indicated that they strongly agree, and 29 (45.3 percent) agreed with the question. The data indicated that two principals were undecided about the questionnaire item. Twenty (31.3 percent) disagreed with the question, and 2 (3.1 percent) strongly disagreed.

More than one-half of the superintendents indicated that they agreed that the power of school administrators to make decisions regarding their educational programs has been weakened as a result of state mandated programs. One (6.7 percent) strongly agreed, and 7 (46.6 percent) agreed with the question. Six superintendents disagreed with the item, none strongly disagreed, and one was undecided about the question. The responses of the principals and superintendents for this question may be seen in Table 10.

TABLE 9

PRINCIPALS' AND SUPERINTENDENTS' RESPONSES TO QUESTION 8

Question 8: School administrators would prefer to make decisions about what is taught and how it is taught rather than the state making those decisions.

	Responses											
	Strongly Agree		Agree		Undecided		Disagree		Strongly Disagree		Total	
	F	%	F	%	F	%	F	%	F	%	F	%
Principals	11	17.2	25	39.1	4	6.2	21	32.8	3	4.7	64	100
Superintendents	1	6.7	5	33.3	3	20.0	6	40.0	0	0.0	15	100
No response	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0

TABLE 10

PRINCIPALS' AND SUPERINTENDENTS' RESPONSES TO QUESTION 9

Question 9: The power of school administrators to make decisions regarding educational programs has been weakened as a result of state mandated programs.

	Responses											
	Strongly Agree		Agree		Undecided		Disagree		Strongly Disagree		Total	
	F	%	F	%	F	%	F	%	F	%	F	%
Principals	11	17.2	29	45.3	2	3.1	20	31.3	2	3.1	64	100
Superintendents	1	6.7	7	46.6	1	6.7	6	40.0	0	0.0	15	100

Perceived Effects of State Mandates on the Empowerment of Principals and Superintendents

Questions 2 and 16 on the Administrator Questionnaire elicited responses regarding the empowerment of public school principals and superintendents. The responses were summarized and reported for each group of administrators.

State mandates and the empowerment of principals and superintendents. The responses to question 2 showed that 17 (26.6 percent) of the 64 principals strongly agreed that state mandates have resulted in superintendents and principals being more accountable but less empowered. Thirty-three (51.5 percent) agreed with the question. The data clearly indicated that the majority of the principals agreed with the questionnaire item. Eleven (17.2 percent) indicated that they disagree and 1 (1.6 percent) strongly disagreed with the question. Two (3.1 percent) indicated that they were undecided about the questionnaire item.

The majority of the 15 superintendents strongly agreed or agreed that state mandates have resulted in superintendents and principals being more accountable but less empowered. Four (26.7 percent) agreed and 5 (33.3 percent) strongly agreed with the item. Five (33.3 percent) disagreed with the item and none strongly disagreed. One (6.7 percent) was undecided about the questionnaire item. Table 11 reflects the responses of the two groups of administrators for this question.

TABLE 11

PRINCIPALS' AND SUPERINTENDENTS' RESPONSES TO QUESTION 2

Question 2: State mandates have resulted in superintendents and principals being more accountable but less empowered.

	Responses											
	Strongly Agree		Agree		Undecided		Disagree		Strongly Disagree		Total	
	F	%	F	%	F	%	F	%	F	%	F	%
Principals	17	26.6	33	51.5	2	3.1	11	17.2	1	1.6	64	100
Superintendents	4	26.7	5	33.3	1	6.7	5	33.3	0	0.0	15	100

School principals and superintendents as effective followers rather than effective leaders. Question 16 solicited responses indicating that 36 (56.3 percent) of the principals agreed that school superintendents and principals have become effective followers rather than effective leaders as a result of state mandated programs. Six (9.4 percent) indicated that they strongly agreed and 30 (46.9 percent) agreed with the question. Twenty-one (32.8 percent) disagreed and 3 (4.7 percent) strongly disagreed with the questionnaire item. The response data indicated that 4 (6.2 percent) were undecided about the question.

The majority of the superintendents did not share the same opinions as the principals. Only 1 (6.7 percent) agreed and 5 (33.3 percent) strongly agreed that school principals and superintendents have become effective followers rather than effective leaders. Four (26.7 percent) of the 15 superintendents disagreed and 3 (20.0 percent) strongly disagreed with the questionnaire item. Two (13.3 percent) of the superintendents were undecided about the question. Table 12 shows the responses of the principals and superintendents.

Perceived Effects of State Mandates on the Motivation of Principals and Superintendents

Question 5 solicited responses regarding the perceived effects of state decisions on public school principals and their level of motivation to improve their schools. The

TABLE 12

PRINCIPALS' AND SUPERINTENDENTS' RESPONSES TO QUESTION 16

Question 16: School superintendents and principals have become effective followers rather than effective leaders as a result of state mandated programs.

	Responses											
	Strongly Agree		Agree		Undecided		Disagree		Strongly Disagree		Total	
	F	%	F	%	F	%	F	%	F	%	F	%
Principals	6	9.4	30	46.9	4	6.2	21	32.8	3	4.7	64	100
Superintendents	1	6.7	5	33.3	2	13.3	4	26.7	3	20.0	15	100

State level decisions and motivation of school principals and superintendents. The majority of principals and superintendents disagreed or strongly disagreed with question 5, state level decisions have caused principals to be less motivated to improve their schools. Thirty-two (50.0 percent) of the 64 principals disagreed with the questionnaire item and 8 (12.5 percent) strongly disagreed. Only 5 principals strongly agreed and 10 (15.6 percent) agreed with the questionnaire item. Nine principals indicated that they were undecided about this particular question.

The results indicate that 10 (66.6 percent) of the 15 superintendents disagreed but none strongly disagree that state level decisions have caused principals to be less motivated to improve their schools. Four (26.7 percent) of the superintendents agreed and none strongly agreed with the question. One superintendent was undecided. The responses to this question may be seen in Table 13.

Perceived Effects of State Mandates on the Commitment of Principals and Superintendents

Question 6 was designed to solicit responses from principals and superintendents regarding how they perceive effects of state mandates on their commitment. Responses for both groups of administrators were analyzed and recorded.

State level decisions and commitment of principals and superintendents. A larger percentage of principals and

TABLE 13

PRINCIPALS' AND SUPERINTENDENTS' RESPONSES TO QUESTION 5

Question 5: State level decisions have caused principals to be less motivated to improve their schools.

	Responses											
	Strongly Agree		Agree		Undecided		Disagree		Strongly Disagree		Total	
	F	%	F	%	F	%	F	%	F	%	F	%
Principals	5	7.8	10	15.6	9	14.1	32	50.0	8	12.5	64	100
Superintendents	0	0.0	4	26.7	1	6.7	10	66.6	0	0.0	15	100

superintendents tended to disagree or strongly disagree with question 6 on the Administrator Questionnaire, educational decision-making at the state level has inhibited the commitment of principals and superintendents. Only 3 (4.7 percent) strongly agreed and 22 (34.4 percent) agreed with the questionnaire item compared to 28 (43.7 percent) who disagreed and 6 (9.4 percent) who strongly disagreed with the question. Five (7.8 percent) of the 64 principals indicated that they were undecided.

Of the 15 superintendents, none indicated that they strongly agree that educational decision-making at the state level has inhibited the commitment of principals and superintendents. Only 2 (13.3 percent) agreed with the questionnaire item compared to 11 (73.3 percent) who disagreed and 1 (6.7 percent) who strongly disagreed with the item. The results showed only 1 (6.7 percent) superintendent was undecided. Table 14 shows the responses of the principals and superintendents regarding this questionnaire item.

Perceived Effects of State Mandated Rules and Regulations on the Administrative Duties of Principals and Superintendents

Questions 3, 11, 12, and 13 of the Administrator Questionnaire sought information regarding the perceived effects of state mandated rules and regulations on the work of principals and superintendents.

TABLE 14

PRINCIPALS' AND SUPERINTENDENTS' RESPONSES TO QUESTION 6

Question 6: Educational decision-making at the state level has inhibited the commitment of principals and superintendents.

	Responses											
	Strongly Agree		Agree		Undecided		Disagree		Strongly Disagree		Total	
	F	%	F	%	F	%	F	%	F	%	F	%
Principals	3	4.7	22	34.4	5	7.8	28	43.7	6	9.4	64	100
Superintendents	0	0.0	2	13.3	1	6.7	11	73.3	1	6.7	15	100

Too much emphasis on laws, rules, and regulations in public schools. When responding to question 3 on the questionnaire, there is too much emphasis on laws, rules and regulations in public schools, 10 (15.6 percent) of the 64 principals responding indicated that they strongly agreed that there is too much emphasis on laws, rules, and regulations in public schools. Twenty-one (32.8 percent) indicated that they agreed compared to 26 (40.6 percent) of the principals who disagreed and 2 (3.2 percent) strongly disagreed with the questionnaire item. Five (7.8 percent) indicated that they were undecided.

Of the 15 superintendents responding to the question, none strongly agreed, 7 (46.7 percent) said they agreed, 1 (6.7 percent) was undecided compared to 5 (33.3 percent) of the superintendents who reported that they disagreed and 2 (13.3 percent) strongly disagreed with the item. Table 15 reflects the responses for both groups of administrators regarding the emphasis on laws, rules, and regulations in public schools.

Inconsistency of guidelines and rules for mandated programs. The school principals and superintendents were asked to respond to question 11, the inconsistency of guidelines and rules for mandated programs is a definite problem for administrators. The results showed that of the 64 principals responding to the question, 18 (28.1 percent) indicated that they strongly agreed and 31 (48.4 percent) said

TABLE 15

PRINCIPALS' AND SUPERINTENDENTS' RESPONSES TO QUESTION 3

Question 3: There is too much emphasis on laws, rules, and regulations in public schools.

	Responses											
	Strongly Agree		Agree		Undecided		Disagree		Strongly Disagree		Total	
	F	%	F	%	F	%	F	%	F	%	F	%
Principals	10	15.6	21	32.8	5	7.8	26	40.6	2	3.2	64	100
Superintendents	0	0.0	7	46.7	1	6.7	5	33.3	2	13.3	15	100

they agreed with the question. Nine (14.1 percent) were undecided, 6 (9.4 percent) indicated that they disagreed, while none strongly disagreed with this particular item.

The majority of the 15 superintendents agreed to some extent that the inconsistency of guidelines and rules for mandated programs is a definite problem for administrators. Four (26.7 percent) indicated that they strongly agreed, 6 (40.0 percent) said they agreed, 3 (20.0 percent) indicated that they were undecided, 2 (13.3 percent) disagreed, and none of the superintendents strongly disagreed with the question. The data for this questionnaire item are shown in Table 16.

Time spent following regulations required by mandated programs. The responses to question 12, too much time is spent by administrators following regulations and completing paper work required by mandated programs, showed that the majority of principals agreed. Twenty-one (32.8 percent) indicated that they strongly agree with the questionnaire item and 27 (42.2 percent) said they agree. Three (4.7 percent) of the principals indicated that they were undecided. Twelve (18.7 percent) indicated that they disagreed and 1 (1.6 percent) strongly disagreed with the item.

The responses collected from the superintendents showed that the majority agreed that too much time is spent by administrators following mandated programs. Four (26.7 percent) indicated that they strongly agree with the

TABLE 16

PRINCIPALS' AND SUPERINTENDENTS' RESPONSES TO QUESTION 11

Question 11: The inconsistency of guidelines and rules for mandated programs is a definite problem for administrators.

	Responses											
	Strongly Agree		Agree		Undecided		Disagree		Strongly Disagree		Total	
	F	%	F	%	F	%	F	%	F	%	F	%
Principals	18	28.1	31	48.4	9	14.1	6	9.4	0	0.0	64	100
Superintendents	4	26.7	6	40.0	3	20.0	2	13.3	0	0.0	15	100

questionnaire item and 8 (53.2 percent) agreed with the question. The results show that 1 (6.7 percent) was undecided with the same number disagreeing and strongly disagreeing with the question. Table 17 reflects the responses for both the principals and superintendents.

Complex mandated regulations cause burnout. The results showed that the majority of the 64 principals strongly agreed or agreed with question 13, complex mandated regulations cause premature teacher and administrator burnout. Thirteen (20.3 percent) of the principals indicated that they strongly agreed and 24 (37.5 percent) said they agreed. Ten (15.6 percent) of the principals indicated that they were undecided. Sixteen (25.0 percent) reported that they disagreed and 1 (1.6 percent) strongly disagreed with the item.

A larger percentage of superintendents than principals tended to disagree that complex mandated regulations cause premature teacher and administrator burnout. Of the 15 superintendents responding to this item, 2 (13.3 percent) indicated that they strongly agreed, 3 (20.0 percent) indicated they were undecided, 6 (40.0 percent) indicated that they disagreed, and 1 (6.7 percent) strongly disagreed with question 13. The responses to this question are shown for both groups of administrators in Table 18.

Delivery of services mandated by state government and morale problems. Question 14, school administrators are

TABLE 17

PRINCIPALS' AND SUPERINTENDENTS' RESPONSES TO QUESTION 12

Question 12: Too much time is spent by administrators following regulations and completing paperwork required by mandated programs.

	Responses											
	Strongly Agree		Agree		Undecided		Disagree		Strongly Disagree		Total	
	F	%	F	%	F	%	F	%	F	%	F	%
Principals	21	32.8	27	42.2	3	4.7	12	18.7	1	1.6	64	100
Superintendents	4	26.7	8	53.2	1	6.7	1	6.7	1	6.7	15	100

TABLE 18

PRINCIPALS' AND SUPERINTENDENTS' RESPONSES TO QUESTION 13

Question 13: Complex mandated regulations cause premature teacher and administrator burnout.

	Responses											
	Strongly Agree		Agree		Undecided		Disagree		Strongly Disagree		Total	
	F	%	F	%	F	%	F	%	F	%	F	%
Principals	13	20.3	24	37.5	10	15.6	16	25.0	1	1.6	64	100
Superintendents	2	13.3	3	20.0	3	20.0	6	40.0	1	6.7	64	100

faced with teacher morale problems as they attempt to deliver all the services mandated by state government, solicited responses from both groups of administrators. Fifty-three (82.8 percent) of the 64 principals strongly agreed or agreed with the question. Nineteen (29.7 percent) strongly agreed and 34 (53.1 percent) agreed with this questionnaire item. Principals agreeing with the statement outnumbered those who were undecided, disagreed, or strongly disagreed with the item. Four (6.2 percent) indicated that they were undecided, 6 (9.4 percent) disagreed, and only 1 (1.6 percent) strongly disagreed.

There was agreement by principals and superintendents that administrators are faced with teacher morale problems as they attempt to deliver all the services mandated by state government. Twelve of the 15 superintendents agreed or strongly agreed with the questionnaire item. One (6.7 percent) agreed and 11 (73.3 percent) strongly disagreed. Only 1 (6.7 percent) disagreed and none strongly disagreed with the item. Two (13.3 percent) of the superintendents indicated that they were undecided. Data concerning responses to this question may be found in Table 19.

Perceived Effects of State Mandates in Improving Education

Questions 1, 7, 10, and 15 of the Administrator Questionnaire sought information regarding the perceived effects of state mandates on improving education.

TABLE 19

PRINCIPALS' AND SUPERINTENDENTS' RESPONSES TO QUESTION 14

Question 14: School administrators are faced with teacher morale problems as they attempt to deliver all the services mandated by state government.

	Responses											
	Strongly Agree		Agree		Undecided		Disagree		Strongly Disagree		Total	
	F	%	F	%	F	%	F	%	F	%	F	%
Principals	19	29.7	34	53.1	4	6.2	6	9.4	1	1.6	64	100
Superintendents	1	6.7	11	73.3	2	13.3	1	6.7	0	0.0	15	100

Role of the state government in education. In question 1, the investigator determined that both groups of administrators tended to disagree or strongly disagree that state government has assumed too great a role in education in North Carolina. Twenty-six (40.6 percent) of the 64 principals disagreed and 7 (10.9 percent) strongly disagreed with the question, compared to 5 (7.8 percent) who strongly agreed and 22 (34.4 percent) who agreed with the questionnaire item. Four principals were undecided about the item.

Four (26.7 percent) of the superintendents disagreed that state government has assumed too great a role in education in North Carolina, with the same number strongly disagreeing with the question. None of the 15 superintendents strongly agreed and 7 (46.6 percent) agreed with the item. The results indicated that none of the superintendents was undecided. Data concerning the responses to this questionnaire item may be seen in Table 20.

Continued effort of state governors and legislators to take over leadership roles to improve education. The responses to question 15 showed that the majority of the principals and superintendents disagreed that state governors and legislators should continue to take over leadership roles in an effort to improve education in the state. In response to the question, only 5 (7.8 percent) of the 64 principals strongly agreed and 12 (18.8 percent) agreed.

TABLE 20

PRINCIPALS' AND SUPERINTENDENTS' RESPONSES TO QUESTION 1

Question 1: State government has assumed too great a role in education in North Carolina.

	Responses											
	Strongly Agree		Agree		Undecided		Disagree		Strongly Disagree		Total	
	F	%	F	%	F	%	F	%	F	%	F	%
Principals	5	7.8	22	34.4	4	6.3	26	40.6	7	10.9	64	100
Superintendents	0	0.0	7	46.6	0	0.0	4	26.7	4	26.7	15	100

A total of 28 (43.7 percent) of the principals indicated that they disagreed and 8 (12.5 percent) strongly disagreed with the questionnaire item. Eleven principals indicated that they were undecided about the item.

Only 1 (6.7 percent) of the 15 superintendents strongly agreed and 4 (26.7 percent) agreed that state governors and legislators should continue to take over leadership roles in an effort to improve education in the state. Seven (46.6 percent) of the superintendents disagreed and 2 (13.3 percent) strongly disagreed with the question. One (6.7 percent) was undecided about the questionnaire item. Table 21 reflects the responses for this question.

Legislated educational programs and stagnation and mediocrity in the public schools. Question 7 collected responses indicating that the majority of principals and superintendents disagreed to some extent that legislated educational programs have resulted in stagnation and mediocrity in the public schools. None of the 64 principals strongly agreed and only 12 (18.8 percent) agreed with the questionnaire. Eight principals indicated that they were undecided about the item. Thirty-three (51.5 percent) of the principals disagreed and 11 (17.2 percent) disagreed with the question.

Of the 15 superintendents, none strongly agreed that legislated educational programs have resulted in stagnation and mediocrity in the public schools. Only 2 (13.3 percent)

TABLE 21

PRINCIPALS' AND SUPERINTENDENTS' RESPONSES TO QUESTION 15

Question 15: State governors and legislators should continue to assume leadership roles in an effort to improve education in the state.

	Responses											
	Strongly Agree		Agree		Undecided		Disagree		Disagree		Total	
	F	%	F	%	F	%	F	%	F	%	F	%
Principals	5	7.8	12	18.8	11	17.2	28	43.7	8	12.5	64	100
Superintendents	1	6.7	4	26.7	1	6.7	7	46.6	2	13.3	15	100

said they agreed with the statement. Six (40.0 percent) disagreed and 5 (33.4 percent) strongly disagreed with the item. Two (13.3 percent) of the superintendents indicated that they were undecided. Table 22 reflects the responses collected from the principals and superintendents for this question.

State mandated programs and needed changes in education.

The majority of both groups of administrators agreed with question 10, state mandates have brought about needed changes in education. Twelve (18.8 percent) of the principals strongly agreed and 44 (68.7 percent) agreed with the questionnaire item. Only 3 (4.7 percent) disagreed and none strongly disagreed with the questionnaire item. Five (7.8 percent) of the 64 principals indicated that they were undecided.

Of the 15 superintendents responding, 3 (20.0 percent) strongly agreed and 9 (60.0 percent) agreed that state mandates have brought about needed changes in education. None of the superintendents disagreed or strongly disagreed with the questionnaire item. Three (20.0 percent) indicated that they were undecided. The responses for this question may be seen in Table 23.

Summary

Chapter IV contained a presentation of the results in this study. This chapter contained the composition of the

TABLE 22

PRINCIPALS' AND SUPERINTENDENTS' RESPONSES TO QUESTION 7

Question 7: Legislated educational programs have resulted in stagnation and mediocrity in the public schools.

	Responses											
	Strongly Agree		Agree		Undecided		Disagree		Strongly Disagree		Total	
	F	%	F	%	F	%	F	%	F	%	F	%
Principals	0	0.0	12	18.8	8	12.5	33	51.5	11	17.2	64	100
Superintendents	0	0.0	2	13.3	2	13.3	6	40.0	5	33.4	15	100

TABLE 23

PRINCIPALS' AND SUPERINTENDENTS' RESPONSES TO QUESTION 10

Question 10: State mandates have brought about needed changes in education.

	Responses											
	Strongly Agree		Agree		Undecided		Disagree		Strongly Disagree		Total	
	F	%	F	%	F	%	F	%	F	%	F	%
Principals	12	18.8	44	68.7	5	7.8	3	4.7	0	0.0	64	100
Superintendents	3	20.0	9	60.0	3	20.0	0	0.0	0	0.0	15	100

study, the procedures used, and presentation of the biographical data and a presentation of the Administrator Questionnaire data. A comparison was made between the responses collected for the principals and those collected for the superintendents in the Western Education Region of North Carolina.

CHAPTER V
SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

It is the purpose of Chapter V to present a summary of the study in the areas of related literature, design of the study, and analysis of the data collected for the study. Conclusions drawn after the completion of the study are presented. Recommendations for further research are given.

Summary of the Study

The primary purpose of this study was to investigate the perceived effects of state mandates on the work of public school principals and superintendents. The study sought to investigate how these administrators perceive the effects of state mandates on their decision-making ability, empowerment, commitment, motivation, administrative duties, and education programs. Other goals were to investigate early precedents for educational state mandates, concerns leading to recent state mandates, and the rationale, rules, and regulations governing fourteen leading education mandates imposed upon public schools in North Carolina, 1972-1987.

To accomplish this task, four steps were taken. First, related materials on state mandates were reviewed. Second, 19 superintendents and 229 principals from Western Education

Region in North Carolina were identified. The principals were identified from 19 school systems in Western North Carolina and were sampled. All superintendents were included in the sample. Third, biographical data and administrator data were collected on the principals and superintendents. A comparison was made between the principals' and superintendents' data. Fourth, statistical methods were used to analyze the data and compare the responses of the principals and superintendents.

Review of Related Literature

A review of literature was conducted in three interrelated areas: (1) early precedents for educational state mandates; (2) concerns leading to recent state mandates; and (3) a description of 14 leading education mandates issued in North Carolina, 1972-1987. The review of the early precedents for educational state mandates was conducted with a historical perspective. This historical perspective on early precedents for educational state mandates revealed that early in the history of the United States and North Carolina, precedents were established for state authority in educational matters. Before the Civil War period, the way was prepared for the transition from private to public schools. Gradually, state systems of free education were developed all across America. The people of the states began promoting public schools and enacting laws on

educational matters. Gradually a free public school education was made available for all children in every state. The states became more and more involved in educational matters which has resulted in a move toward greater state control of public education.

Throughout the years tremendous advances have been made in public school education. Despite these advances, there are a number of concerns and criticisms aimed at the educational system. Recent state mandates have resulted from concerns expressed about the quality of education in the public schools across America. A number of groups have studied the status of the public schools and have published reports, studies, and proposals making recommendations for improvements and changes in the educational system. The Paideia group offered a solution to the problems encountered by the American schools. They recommended a framework for a twelve-year course of study for all children. The National Commission on Excellence in Education called for reform, and their concerns were taken seriously by educators all across America. The Holmes Group and Carnegie Task Force were concerned with the improvements of teacher education programs.

Criticisms of public education and the large number of recommendations made for the improvement of education led to greater state involvement and control of education. In an effort to improve student achievement and teacher standards,

state governments have mandated a number of programs and operations.

Mounting criticisms and recommendations of the educational system have also led to greater state involvement and control of education in North Carolina. A number of mandates have been issued by North Carolina which affect education at the local level throughout the state. Fourteen leading mandates issued by North Carolina from 1972-1987 are: The North Carolina Teacher Tenure Act; the Primary Reading Program; Educational Opportunities for All Children Requiring Special Education; The North Carolina Annual Testing Program; The North Carolina Competency Testing Program; Emergency Compensatory Education Regulation; The Willie M. Program in North Carolina; Elementary and Secondary Reform Act of 1984; North Carolina Initial Certification Program; North Carolina Performance Appraisal; North Carolina Professional Development Plan; Promotion Standards and Summer School; End of Course Testing; and Dropout Prevention Program.

These mandates have had a tremendous influence in the curricular organization and personnel in North Carolina. They have resulted in state governors and legislators assuming a greater leadership role in education.

Design of the Study

The population for this study consisted of public school principals and superintendents employed in the Western

Education Region of North Carolina. These administrators were identified from a current North Carolina Education Directory. The two administrative groups provided a total of 107 principals and superintendents.

These 107 administrators were asked to respond to a two-part questionnaire consisting of biographical data and administrator opinions. Of the 107 mailed questionnaires, a total of 81 were returned with 79 of these being usable. This produced a 75.7 percent usable response rate.

Descriptive statistics were used to analyze most of the data collected by the Biographical Questionnaire. Some questions required written comments from the respondents. Descriptive statistics were used to analyze the data collected by the Administrator Questionnaire. All responses were analyzed and the data were used to compare the two groups of administrators.

Report of the Findings

The biographical data obtained from the 79 participants in this study were classified into three primary areas of personal characteristics, educational characteristics, and professional characteristics. The Administrator Questionnaire data were statistically analyzed to determine the opinions of the principals and superintendents as indicated by responses to 16 questionnaire items. The results of the biographical data showed some differences in the two groups of public

school administrators. The results of the administrator opinion data showed that the two groups of administrators did not differ significantly on how they perceived the effects of state mandates on their work. The biographical and administrator opinion data were compiled and summarized. A profile was created for each group of administrators as shown in Profile 1 and Profile 2. The biographical data showed that the principals were younger than the superintendents in the study. The majority, 65.6 percent, of the principals were between 31 and 45 years of age; and the majority of the superintendents, 60 percent, were between 46 and 59 years of age. A larger percentage of both administrative groups were married, which included 89.1 percent of the principals and 93.3 percent of the superintendents. Educationally, the superintendents in this study had attained a higher level of education than the principals. The majority, 53.3 percent, of the superintendents had earned a doctoral degree, while the majority, 53.1 percent, of the principals had earned a master's degree. A very low percentage of both groups were currently pursuing an advanced degree.

The principals and superintendents were comparable in at least one of the professional characteristics. A total of 37.5 percent of the principals and 53.4 percent of the superintendents were employed in school systems with an enrollment between 2,500 and 4,999 students. Almost one-half, 46.9 percent, of the principals were employed in

Profile 1

Profile of Public School Principals

- a married person between 31 and 45 years of age.
- a master degree recipient not currently pursuing an advanced degree.
- employed in school systems with 2,500 to 4,999 students, work in elementary schools with an enrollment between 200 and 499, supervise between 11 and 25 subordinates.
- no significant emphasis on the positive or negative aspects of state mandates as they relate to the work of public school administrators.

Profile 2

Profile of Public School Superintendents

- a married person between 46 and 59 years of age.
- a doctoral degree recipient who is not currently working on a degree.
- employed in a school system with 2,500 to 4,999 students, supervises between 11 and 50 subordinates.
- no significant emphasis on the positive or negative aspects of state mandates as they relate to the work of public school administrators.

schools with an enrollment between 200 and 499 students. Fifty percent of these principals were employed in elementary schools. The superintendents in the study supervised more subordinates than the principals. The majority, 66.6 percent, of the superintendents supervised between 11 and 50 subordinates and 40.6 percent of the principals supervised between 11 and 25 subordinates. The majority, 53.3 percent, of the superintendents indicated that they would like to remain in their current position, while only 31.2 percent of the principals indicated that they wanted to remain in their current position.

The responses to the 16 items on the administrator questionnaire pertaining to the perceived effects of the mandates on the work of public school principals and superintendents were classified into six areas of decision-making ability, empowerment, motivation, commitment, administrative duties, and education programs. The data were used to compare the two groups of administrators.

With regard to the perceived effects of state mandates on the decision-making ability of principals and superintendents, 35.9 percent of the principals disagreed that public school principals and superintendents are constrained by excessive policies, rules, and regulations which make it difficult to make decisions which would have a positive effect on education. A total of 33.3 percent of the superintendents agreed with the questionnaire item.

A large percentage of both administrative groups tended to agree that school administrators would prefer to make decisions about what is taught and how it is taught rather than the state making these decisions. This included 39.1 percent of the principals and 33.3 percent of the superintendents in the study. Almost one-half of the principals, 45.3 percent, and superintendents, 46.6 percent, tended to agree that the power of school administrators to make decisions regarding educational programs has been weakened as a result of state mandated programs.

Concerning the perceived effects of state mandates on the empowerment of public school principals, 51.5 percent, more than one-half of the principals, perceived that state mandates have resulted in superintendents and principals being more accountable but less empowered. One-third, 33.3 percent, of the superintendents agreed and 33.3 percent of them disagreed that state mandates have resulted in superintendents and principals being less empowered. A large percentage of both principals, 46.9 percent, and superintendents, 33.3 percent, agreed that school superintendents and principals have become effective followers rather than effective leaders as a result of state mandated programs.

Regarding the perceived effects of state mandates on the motivation of principals and superintendents, the majority of principals, 50.0 percent, and superintendents,

66.6 percent, disagreed that state level decisions have caused them to be less motivated to improve their schools.

With regard to the perceived effects of state mandates on the commitment of principals and superintendents, both administrative groups disagreed that educational decision-making at the state level has inhibited their commitment. Of the 64 principals, 43.7 percent disagreed and 73.3 percent of the 15 superintendents disagreed.

In looking at the perceived effects of state mandated rules and regulations on the administrative duties of principals and superintendents, it was shown that 40.6 percent of the principals disagreed that there is too much emphasis on laws, rules, and regulations in public schools. Of the 15 superintendents, 46.7 percent agreed that there is too much emphasis on laws, rules, and regulations. Both groups of administrators agreed that the inconsistency of guidelines and rules for mandated programs is a definite problem for administrators. A large percentage of principals, 42.2 percent, and superintendents, 53.2 percent, agreed that too much time is spent by administrators following regulations and completing paperwork required by mandated programs. Of the 64 principals, 37.5 percent tended to agree that complex mandated regulations cause premature teacher and administrative burnout. Forty percent of the superintendents disagreed with this questionnaire item. The majority of both

administrative groups clearly agreed that school administrators are faced with teacher morale problems as they attempt to deliver all the services mandated by state government. Thirty-four, 53.1 percent, of the 64 principals agreed and 11, 73.3 percent, of the 15 superintendents agreed with this questionnaire item.

Concerning the perceived effects of state mandates on educational programs, 40.6 percent of the principals disagreed that state government has assumed too great a role in education in North Carolina. A large percentage, 46.6 percent, of the superintendents tended to agree that state government has assumed too great a role in education. A large percentage of both principals, 51.5 percent, and superintendents, 40.0 percent, disagreed that legislated educational programs have resulted in stagnation and mediocrity in the public schools. The majority of both groups of administrators agreed that state mandates have brought about needed changes in education. Of the 64 principals, 68.7 percent agreed with the questionnaire item and 60.0 percent of the superintendents agreed. A large percentage of both principals, 43.7 percent, and superintendents, 46.6 percent, disagreed that state governors and legislators should continue to assume leadership roles in an effort to improve education in the state.

Comparisons to Other Published Reports

The results of this research study were compared to perceived ideas about state mandates in other published reports. This comparison was made to determine the comparableness of this sample with other perceived ideas concerning the effects of state mandates on public school administrators. The results of this study which found that public school principals perceived that state mandates have a negative effect on their decision-making ability were supported by Doyle and Hartle, who believed that leadership by state officials seems too far removed from the followers to be effective.¹ Boyer reinforces the results of this study. He maintains that authority continues to shift away from the local school system. This tends to make principals and teachers more accountable but less empowered. This concern expressed by Boyer supports the results of this study which found that the principals perceived that state mandates have a negative effect on their empowerment. Boyer believes that those who do the work should be given greater participation and empowerment.²

The results of this study which found that both principals and superintendents perceived that state mandates have a positive effect on their motivation and commitment were not supported by opinions expressed in recent reports. Frymier believes that centralized control of education

inhibits commitment to improve schools. He also believes that legislating centralization may result in hampering motivation in improving schools.³

The opinion of Daniel supports the results of this study which found that the principals and superintendents perceived that state mandated rules and regulations have a negative effect on their administrative duties. Daniel maintained that educators are hemmed in by laws, rules, and regulations which prevent them from making decisions which would have a positive effect on education. There is an assumption that education can be improved through detailed specifications of curriculum.⁴

The results of this study which found that principals perceived that state mandates have had a positive effect on educational programs are not supported by the opinions of some critics who believe that state mandates interfere with school progress. They maintain that "changes are being made without regard to their impact on school system curriculums or the availability of teachers."⁵ The opinions of Frymier do not reinforce the results of this study. He believes that the new legislative requirements may "cast the curriculum in concrete." He believes that centralized decision-making and legislated curriculum presumes that there is 'one best way' to help children and that this presumption can be very dangerous.⁶

Conclusions

The primary thrust of this study has been to investigate the perceived effects of state mandates on the work of public school principals and superintendents in North Carolina. An examination of biographical data from these two groups of administrators has been used to determine how they compared to each other. Conclusions about the personal, educational, and professional characteristics of the principals and superintendents in this study will be presented first.

Personal Characteristics

1. When compared to the superintendents in the study, the principals in this study were younger.
2. The majority of the principals were between 31 and 45 years of age and were married.
3. A larger percentage of the superintendents were between 46 and 59 years of age and were married.

Educational Characteristics

1. The superintendents in the study had attained a higher level of education than the principals in the study.
2. The superintendents were more often a doctoral degree recipient and the principals were more often a master's degree recipient.

3. A lower percentage of both administrative groups were currently pursuing an advanced degree.
4. The principals more often than superintendents pursued an advanced degree.

Professional Characteristics

1. Both groups of administrators more often were employed in school systems with a student enrollment between 2,500 and 4,999.
2. Principals more often were employed in elementary schools with an enrollment between 200 and 499.
3. A larger percentage of superintendents than principals supervised more subordinates.
4. The majority of the superintendents in the study want to remain in their current position.
5. Only 20 of the 64 principals want to remain in their present position.

Turning to the primary focus of this study concerning the perceived effects of state mandates on the work of public school principals and superintendents, the two groups of administrators did not differ significantly in their opinions relating to educational state mandates. Conclusions about how principals and superintendents perceived the effects of state mandates on their decision-making ability, empowerment, commitment, administrative duties, and education programs are presented below.

Decision-Making Ability

1. The principals and superintendents in this study showed no significant difference in how they perceived the effects of state mandates on their decision-making ability.
2. Both principals and superintendents perceived that state mandates have a negative effect on their decision-making ability.

Empowerment

1. The two groups of administrators showed some differences in their opinions of the effects of state mandates on their empowerment.
2. Principals in the study perceived that state mandates have a negative effect on their empowerment.
3. Superintendents in the study did not place any significant emphasis on the positive or negative effects of state mandates on their empowerment.

Motivation

1. The principals and superintendents did not differ in their opinions of the effects of state mandates on their motivation.
2. Both principals and superintendents perceived that state mandates have a positive effect on their motivation.

Commitment

1. Both principals and superintendents perceived that state mandates have a positive effect on their commitment.

Administrative Duties

1. Principals and superintendents in the study perceived that state mandated rules and regulations have a negative effect on their administrative duties.

Education Programs

1. Principals in the study perceived that the effects of state mandates on educational programs are positive.
2. Superintendents in the study did not place any significant emphasis on the positive or negative effects of state mandates on education programs.

The findings of this study indicated that there was no significant emphasis on the positive or negative aspects of state mandates as they relate to the work of public school administrators. Given a larger and more comparable sample size for the two administrative groups, the study may have produced different results.

This study has not attempted to place values on the opinions expressed by the two administrative groups. The

investigator did not attempt to determine which opinions were better or which groups of administrators were better. The purpose to investigate the perceived effects of state mandates on the work of public school principals and superintendents in the Western Education Region of North Carolina has been achieved.

Recommendations for Future Study

It was felt that the sample group, the procedures used, and the results obtained were satisfactory for this study. However, recommendations for further study in the area of educational state mandates and their effects on public school administrators seem warranted. Among these recommendations are:

1. The perceived effects of state mandates on public school principals and superintendents need to be studied in the other seven education regions in North Carolina. This needs to be done with larger samples of principals and superintendents.
2. Research needs to be done on the perceived effects of state mandates on public school principals and superintendents in states other than North Carolina.
3. A comparison of the results of the perceived effects of state mandates on the work of public school principals and superintendents in the

Western Education Region of North Carolina needs to be done with the principals and superintendents in other education regions within the state.

4. Research needs to be done on principals and superintendents that is directed by a field study approach (observations of principals and superintendents performing their duties).

END NOTES TO CHAPTER V

¹Dennis P. Doyle and Terry Hartle, "Leadership in Education: Governors, Legislators and Teachers," Phi Delta Kappan, September 1985, pp. 21-27.

²Ernest Boyer, "In the Aftermath of Excellence," Educational Leadership 42 (March 1985):11-13.

³Jack Frymier, "Legislating Centralization," Phi Delta Kappan, May 1986, p. 648.

⁴George H. Daniel, "When Legalism Gains a Foothold in Schools, Leadership Takes a Hike," The American School Board Journal 42 (October 1985):28-29.

⁵Jerome Cramer, "Some State Commandments of Excellence Ignore Reality and Undercut Local Control," The American School Board Journal 171 (September 1984):25.

⁶Frymier, "Legislating Centralization," p. 648.

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APPENDIX A
LETTER

October 5, 1987

Dear Administrator,

As a doctoral student in the Department of Educational Administration at the University of North Carolina at Greensboro, I am conducting a survey to determine the opinion of public school administrators regarding North Carolina state mandates. You have valuable insights concerning state mandated programs and centralized control, which I hope you will be willing to share. You were selected to receive this questionnaire because of your present position.

It will be most helpful if you will take a few minutes of your time and respond to the statements on the enclosed questionnaire. No individual identifying information will appear in any report, nor will individual data be made available to anyone. The results of this study will be reported only on a group basis; therefore, it is important that your questionnaire be returned as soon as possible. A stamped, addressed envelope is included for your convenience.

If you have any questions or concerns about the questionnaire or its use, please feel free to call me at 704-682-6101.

Thank you in advance for your cooperation and participation in this research effort.

Sincerely,

Iva Nell Buckner

APPENDIX B
QUESTIONNAIRE

PURPOSE OF QUESTIONNAIRE

The following pages consist of a two-part questionnaire. Part I is a Biographical Questionnaire which will be used to describe the characteristics of the sample group. It is designed to obtain biographical data in the areas of personal, educational, and professional characteristics. Part II of the questionnaire asks for the principal's and superintendent's opinions regarding state level mandates affecting education in North Carolina.

NOTE: The term administrator as employed in some of the following statements refers to public school superintendents and principals.

The term "mandate" refers to curriculum and other operations mandated by state legislation and state board of education rules and regulations. Some examples of state mandated programs and operations include North Carolina Annual Testing Program, North Carolina Competency Testing Program, North Carolian Tenure Law, and the North Carolian Basic Education Program.

Directions:

- a. Read each item carefully.
- b. Supply written comments for Numbers 1, 5, 6, 10, 11, and 12.
- c. Mark your choice for Numbers 2, 3, 4, 7, 8, and 9.

BIOGRAPHICAL QUESTIONNAIRE

1. Name: _____ (optional)
2. Age: () 30 or under, () 31-45, () 46-59, () over 59.
3. Marital Status: () single, () married, () divorced.
4. Highest Educational Level Attained: () Bachelor's Degree,
() Master's Degree, () Education Specialist Degree,
() Doctorate Degree.
5. Are you now working on an advanced degree? _____
6. Name of Employing School System: _____
_____ (optional)
7. Size of School System: () 1,000-2,499, () 2,500 to 4,999,
() 5,000 or over.
8. Size of Your School: () under 200, () 200-499,
() 500-999, () 1,000-2,499, () 2,500 to 4,999,
() 5,000 and over.
9. Type of School: () primary, () elementary, () middle,
() secondary.
10. Position Title: _____
11. How many subordinates do you supervise? _____
12. What is your ultimate professional ambition? _____

Directions:

- a. Read each statement carefully.
- b. Draw a circle around one of the five letters (SA, A, U, D, SD) following the statement to show the answer you have selected.

ADMINISTRATOR QUESTIONNAIRE

- SA If you strongly agree with the statement
- A If you generally agree with the statement but may have some reservations
- D If you generally disagree with the statement
- SD If you strongly disagree with the statement

	STRONGLY AGREE	AGREE	UNDECIDED	DISAGREE	STRONGLY DISAGREE
	SA	A	U	D	SD
1. State government has assumed too great a role in education in North Carolina.	SA	A	U	D	SD
2. State mandates have resulted in superintendents and principals being more accountable but less empowered.	SA	A	U	D	SD
3. There is too much emphasis on laws, rules, and regulations in public schools.	SA	A	U	D	SD
4. Public school principals and superintendents are constrained by excessive policies, rules, and regulations which make it difficult to make decisions which would have a positive effect on education.	SA	A	U	D	SD

	STRONGLY AGREE	AGREE	UNDECIDED	DISAGREE	STRONGLY DISAGREE
	SA	A	U	D	SD
5. State level decisions have caused principals to be less motivated to improve their schools.	SA	A	U	D	SD
6. Educational decision-making at the state level has inhibited the commitment of principals and superintendents.	SA	A	U	D	SD
7. Legislated educational programs have resulted in stagnation and mediocrity in the public schools.	SA	A	U	D	SD
8. School administrators would prefer to make their own decisions about what is taught and how it is taught rather than the state making their decisions.	SA	A	U	D	SD
9. The power of school administrators to make decisions regarding their educational programs has been weakened as a result of state mandated programs.	SA	A	U	D	SD
10. State mandates have brought about needed changes in education.	SA	A	U	D	SD
11. The inconsistency of guidelines and rules for mandated programs is a definite problem for administrators.	SA	A	U	D	SD
12. Too much time is spent by administrators following regulations and completing paperwork required by mandated programs.	SA	A	U	D	SD
13. Complex mandated regulations cause premature teacher and administrator burnout.	SA	A	U	D	SD

	STRONGLY AGREE	AGREE	UNDECIDED	DISAGREE	STRONGLY DISAREE
	SA	A	U	D	SD
14. School administrators are faced with teacher morale problems as they attempt to deliver all the services mandated by state government.	SA	A	U	D	SD
15. State governors and legislators should continue to take over leadership roles in an effort to improve education in the state.	SA	A	U	D	SD
16. School superintendents and principals have become effective followers rather than effective leaders as a result of state mandated programs.	SA	A	U	D	SD

APPENDIX C
WRITTEN COMMENT:
BIOGRAPHICAL QUESTIONNAIRE

WRITTEN COMMENTS

Question 12: What is your ultimate professional ambition?

Responses are recorded for principals and superintendents.

Public School Principals

remain in same position
central office position
superintendent of schools
associate superintendent of curriculum
curriculum supervisor
state level job
move to secondary principal
primary grade principal
retirement
serve schools better/become more effective leader
work toward doctorate degree
work toward education specialist degree
make it through the year.

Public School Superintendents

continue in the same job
retirement
do not want to go any higher
become superintendent of larger school system
to continue serving children
become superintendent in excellent school system
continue to work in same phase of public school
administration
undecided.