



Dissertations

Theses and Dissertations

1985

Managing Decline: Practices Recommended and Used by Selected Public School Superintendents in Illinois

Anita M. Pankake
Loyola University Chicago

Follow this and additional works at: https://ecommons.luc.edu/luc_diss

 Part of the [Education Commons](#)

Recommended Citation

Pankake, Anita M., "Managing Decline: Practices Recommended and Used by Selected Public School Superintendents in Illinois" (1985). *Dissertations*. 2380.
https://ecommons.luc.edu/luc_diss/2380

This Dissertation is brought to you for free and open access by the Theses and Dissertations at Loyola eCommons. It has been accepted for inclusion in Dissertations by an authorized administrator of Loyola eCommons. For more information, please contact ecommons@luc.edu.



This work is licensed under a [Creative Commons Attribution-NonCommercial-No Derivative Works 3.0 License](#).
Copyright © 1985 Anita M. Pankake

MANAGING DECLINE: PRACTICES RECOMMENDED AND USED BY
SELECTED PUBLIC SCHOOL SUPERINTENDENTS IN ILLINOIS

by

Anita McCoskey Pankake

A dissertation submitted to the Faculty of the Graduate
School of Loyola University of Chicago in Partial
Fulfillment of the Requirements for the Degree of
Doctor of Education

January

1985

This study investigated the management practices recommended for use and those used in managing declining resources by superintendents in school districts in Illinois that had experienced a 10% or greater decline in real dollar revenues for the period 1977/78 to 1981/82. One hundred seventy-two unit districts were selected for study. Questionnaires were used for the initial data collection. One hundred thirty-eight (80%) usable questionnaires returned. Follow-up interviews were conducted with 12 participating superintendents.

The study attempted to operationalize Whetten's theory regarding organizational responses to the management of decline. Whetten's six efficiency reinforcing dynamics were used in the development of items for both the questionnaire and the interview instruments. Questionnaire data were analyzed using the Statistical Package for the Social Sciences. Statistical procedures produced frequency distributions, crosstabulations, and Kendall's Tau c correlation coefficients. Interview data were quantified by establishing frequency of responses to each of 23 items.

Data from the study led to the following conclusions:

1. Superintendents appear to be innovative in their recommendation and use of management practices for the allocation of resources to the Operations, Building and Maintenance Fund and to the Bond and Interest Fund, but passive in their recommendation and use of management practices

for the allocation of resources in general and to the Educational Fund.

2. Superintendents appear more likely to recommend innovative practices for managing decline, but report the use of passive practices.

3. Superintendents do not appear to know what management practices should be in the management of decline.

4. The effects of characteristics of the school district and of the superintendent on the selection of strategies for managing decline should not be dismissed even though this study was unable to establish a significant statistical relationship between these variables.

ACKNOWLEDGEMENTS

Appreciation is extended to all of the superintendents who took time from their already full schedules to participate in this study. A special note of thanks is given to the group of superintendents who shared generously of their time for the interview portion of this study.

This writer is indebted to the Illinois Association of School Business Officials and its President, Paul Swinford, for the support and assistance given.

Dr. Karen S. Gallagher and Dr. Robert L. Monks gave generously of their time and knowledge as members of this dissertation committee. Special thanks go to Dr. Max A. Bailey, not only for serving as Director of this dissertation but also for his patience, encouragement, and belief in this writer throughout her doctoral program.

Finally, this writer wishes to acknowledge the three individuals whose love never allowed her to be less than she could be; her parents, Mr. and Mrs. Wayne Robert McCoskey and her husband, David William Pankake.

VITA

Anita McCoskey Pankake was born on September 16, 1947 in Terre Haute, Indiana.

She attended grade school in the city of Terre Haute and the rural community of Pimento, Indiana. She graduated from Wiley High School in Terre Haute in June of 1965. That same summer she enrolled in Indiana State University and received a Bachelor of Arts degree in 1970. In August, 1974, the degree of Master of Science in education was awarded by the same institution.

From September of 1970 through June of 1975 she was employed by Elkhart Community Schools in Elkhart, Indiana. During this time she served as a primary and intermediate classroom teacher. In July of 1975, she was employed by Valley View Community Unit District #365 U in Romeoville, Illinois as an assistant principal. In 1977, she was appointed principal of Robert C. Hill Elementary School in Romeoville and served in this position until June 1983. For the past year she has been a graduate assistant in the School of Education at Loyola University. She was recently appointed to the position of Assistant Professor of Educational Administration at Texas Tech University, Lubbock Texas.

TABLE OF CONTENTS

	<u>Page</u>
ACKNOWLEDGEMENTS	i
VITA	ii
LIST OF TABLES	iii
CONTENTS OF APPENDICES.....	vi
 CHAPTERS	
I. INTRODUCTION	1
Significance of the Study	4
Statement of the Problem	4
Theoretical Framework	5
Research Questions	6
Limitations	7
Delimitations	8
II. REVIEW OF RELATED LITERATURE	10
Introduction	10
Overview	11
Research	20
Organizational Concerns Regarding Decline.....	33
Recommendations for Managing Decline.....	45
III. METHODOLOGY	51
Introduction	51
Theoretical Framework	51
Research Questions	55
Selection of the Sample	56
Methods of Inquiry	58
Questionnaire	59
Interview Guide	61
Collection of the Data	63
Organization and Treatment of the Data	65
Independent Variables	67
Dependent Variables	69
Interview Data	74
IV. ANALYSIS AND INTERPRETATION OF THE DATA	83
Research Question #1	84
Research Question #2	94
Research Question #3	101
Research Question #4	113

TABLE OF CONTENTS (cont'd.)

	<u>Page</u>
Research Question #5	123
Research Question #6	125
Summary	149
V. SUMMARY, CONCLUSIONS AND RECOMMENDATIONS	157
Summary	161
Conclusions	165
Recommendations	171
BIBLIOGRAPHY	175
APPENDIX A	180
APPENDIX B	192
APPENDIX C	204
APPENDIX D	209
APPENDIX E	212
APPENDIX F	245

LIST OF TABLES

<u>Table</u>		<u>Page</u>
1.	Frequency of Recommended General Management Practices	86
2.	Descending Frequency of Recommended General Management Practices	87
3.	Frequency of Recommended Educational Fund Management Practices	89
4.	Descending Frequency of Recommended Educational Fund Management Practices	90
5.	Frequency of Recommended Operations, Building and Maintenance Fund Practices	91
6.	Descending Frequency of Recommended Operations, Building and Maintenance Fund Practices	92
7.	Frequency of Recommended Bond and Interest Fund Management Practices	93
8.	Descending Frequency of Recommended Bond and Interest Fund Practices	94
9.	Frequency of General Management Practices Used	96
10.	Other General Management Practices Reported	97
11.	Frequency of Educational Fund Management Practices Used	98
12.	Other Educational Fund Practices Reported	99
13.	Frequency of Operations, Building and Maintenance Fund Management Practices Used	100
14.	Other Operations, Building and Maintenance Fund Practices Reported	100

LIST OF TABLES (cont'd.)

<u>Table</u>	<u>Page</u>
15. Size of Student Enrollment with the Recommendation of "Hire a trained engineer"	104
16. Location with the Recommendation of "Hire a trained engineer"	106
17. Changes in Number of Students in Remedial Programs with Recommendation of "Focus on internal allocations"	109
18. Changes in Number of Students in Remedial Programs with Recommendation of "Institute a preventive maintenance program"	110
19. Level of Education with Recommendation of "Implement an early retirement policy"	116
20. Level of Education with Recommendation of "Invest borrowed money"	117
21. Previous Experience in Managing Decline in Another School District with Recommendation of "Institute an incentive program"	118
22. Formal Business Training with the Recommendation of "Implement an early retirement policy"	120
23. Formal Business Training with the Recommendation of "Defer maintenance projects"	121
24. Summary of Passive and Innovative Interview Responses to Conservative Effects of Stress	128
25. Summary of Passive and Innovative Interview Responses to the Trained Incapacity of Administrators	133
26. Summary of Passive and Innovative Interview Responses to the Innovative-Resistant Organizational Structure	137
27. Summary of Passive and Innovative Interview Responses to Problem-solving Based on Efficiency Data	140

LIST OF TABLES (cont'd.)

<u>Table</u>		<u>Page</u>
28.	Summary of Passive and Innovative Interview Responses to the Most Innovative Members Leave First	143
29.	Summary of Passive and Innovative Interview Responses to Crisis Leads to Espousal of Traditional Values	145
30.	Summary of Passive and Innovative Responses to All Interview Questions	146
31.	Summary of Passive and Innovative Orientation of Superintendents Interviewed	148
32.	Summary of Questionnaire and Interview Orientations of Superintendents Interviewed	149

CONTENT FOR APPENDICES

	<u>Page</u>
APPENDIX A Real Dollar Revenues	181
APPENDIX B Questionnaire	193
APPENDIX C Interview Guide	205
APPENDIX D Letters of Inquiry	210
I. Letter Requesting Participation	210
II. Letter of Support	211
APPENDIX E Correlations for School District Characteristics	213
APPENDIX F Correlations for Characteristics of the Superintendent	246

CHAPTER I

INTRODUCTION

The management of decline has become a topic of increasing interest and importance in public school administration. According to a report by the National School Public Relations Association (NSPRA, 1977), the cost of operating schools in this country nearly tripled during the period from 1960 to 1970. The National Institute of Education (NIE, 1978) reported that while the average school enrollment dropped 2.3% between 1971 and 1976, the average cost of educating children increased by 56%. A report prepared by the Illinois State Board of Education (Illinois Public Schools Finance Project, 1982), noted that school districts, like other consumers of goods and services, have been experiencing erosion of their purchasing power. The report noted that local school district officials have had to contend with persistent inflation along with the economic effects of declining enrollment. According to the report, "...the real purchasing power of total school expenditures has declined by 10.8%, while the reported dollar amounts grew by an apparent 51.5%." The impact of this inflation has resulted in more than 90% of all school districts experiencing a real decline in purchasing power.

"The days of plenty are surely over, at least for now." wrote Lippitt and Lippitt (1982). The Lippitts stated that raw materials, manpower, energy, and money are becoming increasingly expensive and difficult to obtain. They noted that the trend in business seemed to be toward doing the best one can with what one has. Such a trend, according to Lippitt and Lippitt, will bring about the single most difficult problem managers will face in the next decade. Managers must cope with scarce resources, handle major budgetary cutbacks, and still be pressured to maintain or even improve productivity.

The Lippitt predictions agreed with earlier statements by Culbertson and Bakalis. Culbertson (1976) described the declining situation facing educational leadership as "unprecedented". He noted that neither educational nor governmental units have been prepared for the fiscal adjustment to move effectively from an expanding to a declining resources base. Similarly, Bakalis (1981) suggested that responding adequately to managerial problems to which they are unaccustomed and mostly untrained to handle would be a pressing demand on school leaders.

Boulding (1975) suggested that large adjustments would have to be made in educators' ways of thinking, in their habits and standards of decision-making, and perhaps even in their institutions in order to adjust to decline. He noted

that one of education's top priorities should be to develop administrators who are skilled in the process of managing decline. Boulding asserted, however, that so little is known about decline that the skills needed have not yet been identified. Therefore, he suggested that decline be studied through research, beginning with the education system.

Levine (1979) noted that a commitment must be made to develop a research program that addresses the management of fiscally stressed public organizations. Like Boulding, Levine stated that so little is known about what works best in decline situations that there is need to develop an inventory of tools, techniques, and applications for organizations experiencing decline, or as Levine called it, "cutback management".

In the same vein, Whetten (1980) observed that there is a pressing need for pooling information regarding the management of organizational decline. He pointed out the need for additional research in the field, followed by improved practices in the preparation of managers.

The statistics presented by the National School Public Relations Association, the National Institute of Education, and the Illinois State Board of Education evidenced the onset of the period of decline in education. The warnings of Boulding, Culbertson, and Bakalis regarding the need to learn about the management of decline have become realities for

many school leaders and policy-makers. The experiences of these pioneers in the management of decline in education can provide the basis for research to develop the tools, techniques, and training procedures advocated by Levine and Whetten.

Significance of the Study

Seeking additional knowledge regarding the management of decline is an on-going priority of practitioners and policy-makers. This study sought to add to the existing body of knowledge by operationalizing Whetten's (1981) theory of types of organizational responses to managing declining resources. In addition, elements in need of further study were identified. The results of the study should be useful to institutions having responsibility for the preservice and inservice education and training of administrators. The information gathered, analyzed, and presented in this study should also serve as a guideline for action to those practicing superintendents and incumbent school board members who are experiencing decline currently and those who will soon be faced with such conditions.

Statement of the Problem

Responding to the need for research regarding the management of decline pointed out by Boulding, Levine and Whetten,

this study investigated the management practices recommended for use and those used by superintendents in Illinois public school districts that experienced a 10% or greater decline in real dollar revenues for the period 1977/78 to 1981/82.

Theoretical Framework

The study attempted to operationalize Whetten's theory regarding organizational responses to the management of decline. Whetten (1981) asserted that a paradox regarding the management of decline exists in educational administration. He pointed out that much of the literature on managing decline encourages, even warns, administrators to respond to the decline situation in innovative ways. However, the literature which reports on what administrators actually do in managing decline situations reveals that innovative responses are rarely present.

Whetten postulated that there are personal and organizational factors within education which, unless changed, will cause administrators to respond to decline in a passive rather than an innovative manner. According to Whetten, there are six efficiency reinforcing dynamics present in the environment of educational organizations which cause this passive response. Whetten labelled the six efficiency reinforcing dynamics as: the Conservative Effects of Stress; The Trained Incapacity of Administrators; the Innovative-resis-

tant Organizational Structure; Problem-solving Based on Efficiency Data; the Most Innovative Members Leave First; and Crisis Leads to the Espousal of Traditional Values.

Whetten's six efficiency reinforcing dynamics guided the design of the instrumentation of this study. The efficiency reinforcing dynamics were also used for analysis of data collected in determining the superintendents' responses to the management of decline as passive or innovative.

Research Questions

The major questions which guided this research effort were:

1. What management practices were most often recommended by superintendents for use in the allocation of resources generally and to each of three selected budget funds?
2. What management practices were used most often by superintendents in the allocation of resources generally and to each of the three budget funds?
3. Was there a relationship between the management practices recommended by the superintendents and characteristics of the school district such as: size, location, per pupil expenditures, proportion of state aid funding, enrollment changes, and the number of the student population needing special services?
4. Was there a relationship between the management practices recommended by superintendents and characteristics of the

superintendent such as: age, experience as a superintendent, amount of time in current position, level of education, previous experience in working with decline, and training in business?

5. Were the superintendents' recommended management practices consistent with a passive orientation as postulated in the Whetten Model?
6. Were the management practices used by the superintendents consistent with a passive orientation to the management of decline as postulated in the Whetten Model?

Limitations of the Study

It was recognized that the limitations inherent in this study are related to the following conditions.

1. The degree to which the instrumentation used elicited a reasonably valid response from the superintendents involved.
2. The degree to which the selected factors regarding the school districts and the superintendents were relevant to the purposes of this study.
3. The degree to which the management practices selected were correctly categorized as passive or innovative according to the Whetten Model.

4. The degree to which the perceptions of the superintendents regarding the activities reported agree with the actual events that took place in the districts.
5. Only unit (K-12) school districts were included in this investigation. In the state of Illinois there are three types of school districts: elementary (K-8) school districts; secondary (9-12) school districts; and unit (K-12) school districts. Use of only unit (K-12) school districts may restrict the representativeness of the sample in Illinois.

Delimitations of the Study

This study was conducted within the following delimiting framework.

1. This study did not attempt to make judgments regarding the effectiveness of the practices used or recommended.
2. The sole criterion for defining decline in this study was based on the total revenues of the school districts for the specified years adjusted for inflation using the Consumer Price Index. Other kinds of decline such as decreases in enrollment, decreases in the number of staff members, and

school closings were considered as effects of decline, not as measures.

CHAPTER II
REVIEW OF RELATED LITERATURE

Introduction

A review of the literature indicated that the research in the area of decline in educational organizations has been focused on the decline in student enrollment. Even when financial decline is considered, it is generally viewed as an effect of the decline in student population. Research outside the field of education gives its main focus to declining markets in the private sector and declining financial resources in public organizations. A number of other writings were found that dealt with theory, speculations, and perspectives of individuals regarding the characteristics of decline as well as what it means and how and what is needed in order to deal with it.

For this section of the study, a decision was made to approach this information in the following manner.

1. A brief overview of the history of education as a growth field and the recent phenomenon of decline.
2. Descriptions of the research conducted inside and outside the field of education regarding decline.

3. General comments regarding decline as an organizational concern in general and a specific concern for education.
4. A summary of the recommendations given for the managing of education as a declining industry.

Overview

Abramowitz and Rosenfeld (1978) presented statistics for the number of schools and the enrollments in the schools showing consistent growth over an extended period. The percentage of youth between the ages of 14 and 17 years attending schools moved from 15% in 1910 to 88% in 1957. Along with the increase in the number of schools and in the numbers of students enrolled in the schools came an increase in the number of years the average person attended school. These factors in combination with the 1957 post-war baby boom caused school enrollments to swell. Between 1946 and 1957, 43 million children were born. Abramson (1978) reported that (as a result of this unprecedented event) during the period 1950 to 1970 student enrollments in the elementary schools increased from 22 to 37 million and high school enrollments moved from 6.5 to nearly 15 million. To accommodate these increases, the number of instructional staff increased also, from 960,000 in 1949-59 to over 2,200,000 in 1969-70. (Davis and Lewis, 1978) A scarcity of buildings, teachers, and sup-

plies was the problem with which the schools had to cope. According to Abramowitz and Rosenfeld (1978), expansion became a way of life and shortages of facilities, faculty and other operating necessities became the major concern of educational planners.

Abramowitz and Rosenfeld (1978) observed that both the optimistic and pessimistic estimates published by the Bureau of the Census, based on 1960 data, pointed to growth in school enrollments that would accelerate more in the years after 1975. They noted that even as late as the mid-60's none of the indicators which would alter the estimates of increased school enrollments (the Women's Movement, women in the workforce, and Zero-Population Growth Movement) had yet appeared. Yet, in the last 18 years the number of births in this country declined by 28% which in turn has cause a 10% decrease in elementary school enrollments.

March (1976) referred to education as a declining industry. He pointed out that the growth rate in education had been substantially reduced. Although some regions were still constructing school buildings to accommodate population shifts, there was an increase in the rate at which classrooms were being abandoned due to enrollment declines. March noted that the shock of discovering the decline in education should pass quickly, but that the reality of education as a declining industry would persist for some time.

Similar predictions were made by Boulding in 1975. He announced that declining enrollments would be the great problem facing the education system over the coming twenty years. He advised that education would likely be the first major segment of the economy to suffer a decline. However, he went on to say that because of the country's almost continuous history of growth in almost every aspect, thinking of the leaders of institutions and the institutions themselves had adapted well to adjusting to growth as a way of life.

A similar mind set for the field of education was described by Davis and Lewis (1978) in their presentation of the demographic background of school enrollments. They described the recent history of the schools as a struggle to cope with growth. This struggle created an expectation that growth would continue and therefore brought on an "expansiveness of mind" that caused this line of thinking to continue even when all indications were that growth was slowing.

"Two full decades after 1957 conditions are quite different." (Abramowitz and Rosenfeld, 1978) In 1970, according to Leppert and Routh (1978), school enrollments started to decline in the elementary schools. They cited the figures from the U.S. Office of Education National Center for Educational Statistics as showing a total loss of 1,203,000 students between 1970 and 1975 with approximately three-fourths of the states showing enrollment declines since 1970.

Abramowitz and Rosenfeld (1978) pointed out that decline had not been a factor to be dealt with in schools up to 1970. Although it was not completely unknown, decline had been a problem mostly for poor rural districts. However, decline had begun to effect the children of the suburbs and cities. As decline has expanded from a limited problem mostly for poor rural districts to a declining birth rate that effected the entire country, the concern for the management of decline had gained attention from policy-makers and educational planners. Decline brings with it new problems. Among them are underutilization of facilities and a surplus of trained teachers. Even more of a problem is the inadequate preparation of educators to deal with decline. They reported that no codified strategies exist to deal with decline and educators have been left with the lessons of the past--a past of growth and expansion. The problem today has shifted from one of too many to one of too few students.

According to March (1976), education is in the second phase of three natural phases characteristic of the history of social institutions. The first phase is "a period of dynamic growth". During this first phase, social expectations rise, the institution is able to meet these rising expectations and accompanying these expectations, are elements of excitement, expansion and self-confidence. The second stage is "a period of conflict." During this phase,

expectations for the institution outrun it's capabilities resulting in frustration, anger, and recrimination. No matter what solutions are posed the problem remains unsolved. The leadership presents a solution then abandons it. This exchange of one solution for another continues until finally the leadership gives up entirely. The third phase is "a period of neglect." During this time social expectations outrun the capabilities of the institution and therefore the expectations decline. Given the diminished expectations, the institution is able to meet them, however, the period is characterized by indifference, passivity, and stagnation.

Culbertson (1976) pointed out, too, that until quite recently, the country's educational system has had exceptional public, political and financial support. He supported this view by listing the importance placed on education by Presidents Eisenhower, Kennedy, and Johnson. He noted that the various federal programs of the 1950's and 1960's encouraged us to view education as a way to solve the problems of society. However, in the late sixties, the patterns of economic and population development and the mood of the country began to change. Confidence in education for solving societal problems dwindled.

Cone (1981) noted that the public confidence in education has declined in the past ten years. He pointed to a

decrease in the percentage of adults with children in public schools, an increase in the number of single parent families, and an increase in the number of senior citizens as all having influence on the public schools and how they are viewed.

According to Abramowitz and Rosenfeld, (1978) "The most direct impact of decline is on school budgets." They pointed out that about half of the funds for school districts come from state and federal sources and are distributed on the basis of student enrollment. Given this basis, a decline in student enrollment results in a decline of funds. Although there may be declines in the number of students and in the amount of funds for operation, many of the fixed and semi-fixed costs cannot be reduced in the same proportions. They reported that research has shown that districts with large declining enrollments have the following characteristics: spending greater than the state averages per pupil for total instructional, operational, and maintenance-of-plant and fixed expenditures; above average property wealth per pupil; tax rates above or equal to state wide averages; and above average state-aid per pupil.

Odden and Vincent (1978) reinforced this finding in their research when they reported that the areas of education expenditures most difficult to reduce in the short term were transportation, operations and maintenance of plant and the

fixed charges. They pointed out that transportation depends entirely on the area size and geographics of the district being served. Operations, maintenance, and fixed costs increase because it is difficult to reduce these expenses until an entire building can be closed.

According to Market Data Retrieval information cited by the National School Public Relations Association (1977), school districts spent an average of \$105 more per student than had been spent a year earlier. The figures further showed that all but \$15 of this increased amount paid for inflation. This same report went on to say that whether a particular school or school district is facing increased enrollment or an enrollment decline they share the common problem of stretching fewer new dollars to cover the increasing costs of present programs. The report noted that tight budgets are not a passing phase and that fiscal accountability is here to stay.

According to Leppert and Routh (1978), the fiscal impacts of decline have resulted for a number of reasons. One of the major ones is because state funding of the schools is generally of three types: 1) student or weighted pupil approach; 2) teacher unit; or 3) classroom unit. Each of these types is either directly or indirectly related to student enrollment. Therefore, as student enrollments decline, so do the revenues. Few states have adjusted their

modes of financing schools in order to accommodate the fact of enrollment declines. This delay in reacting to the financial impacts of declining enrollments through adjustments in the funding basis results in shrinking the state's revenues for schools. If the local school district seeks to maintain previous levels of funding, then the replacement funds for lost state revenues must come from local effort.

Keough noted that the idea that fewer students mean decreased costs is one that has a logic to it but in reality is quite the opposite. He went on to say that the increased costs of utilities, mandated services, salaries, and school supplies and equipment by themselves demand increased taxes even if no new programs are implemented. In fact, Keough pointed out that many districts have had to cut current staff and programs to hold the budget to the previous year's costs and have not even been able to consider adding to the existing educational program.

Inflation has had an impact on school districts whether they are experiencing enrollment declines or not. Schools as well as other institutions have been burdened with inflation. Odden and Vincent (1978) indicated in their research that during 1971-75, the Consumer Price Index increased by over 30% at an average annual rate of almost 7%. Such impact requires that even if a school district decreased its use of real resources, the increased inflation rate would use up the

amount saved and still add additional dollar expenditures. Naumer (1983) cited information that indicated the proportional share of the costs for elementary and secondary education provided by the State of Illinois has dropped in excess of 20%, leaving billions of dollars in costs to be picked up through local revenue sources.

Lewis and Logalbo (1978) pointed out that often local school officials are faced with situations that stem from external economic constraints beyond their control. Persistent inflation was suggested as one of these constraints. Inflation cuts purchasing power of local expenditures to the point that holding the line in nominal expenditures is transformed by inflation into real cuts. Further, local governments cannot rely on consistent and adequate infusion of new revenues to substitute for the purchasing power lost to inflation.

From the 1957 post-war baby boom and through 1970, school enrollments increased at an unprecedented rate. Problems of scarcity during this period focused on such things as an inadequate number of qualified teachers and a lack of classroom space for housing students. Public support for education was evidenced by the many curriculum development projects triggered by the launching of Sputnik in 1957. This support continued into the 1960's with the implementation of many compensatory programs.

As late as 1960, census data indicated that increases in school enrollments would continue and even accelerate well into the 1970's. The indicators that would change the growth trend had not yet appeared. However in 1977, The National School Public Relations Association pointed out that inflation, declining enrollments, voters' disenchantment with government institutions, and family mobility had begun to cause the overcrowding of schools in some areas of the country and the decline of enrollments in others. Between 1970 and 1975 enrollment declines in schools were evidenced in the majority of states in this country.

Within two decades, education changed from an arena of continuous expansion to one of contraction due to the combination of declining enrollments, continuing double digit inflation, and a reduction of public confidence in the schools. This combination of events has presented education with a new and unfamiliar situation, the need to manage decline.

Research

Whetten (1980) observed that a review of the literature on organizational change demonstrated that there was an emphasis on growth in organizations with little information available on the causes of or responses to decline. He cited

three common assumptions that have caused this preoccupation with growth:

- There is a positive correlation between size and age; consequently the greatest need of organizations as they mature is to manage growth.
- Size is a desirable organizational characteristic-i.e. bigger is better.
- Growth is synonymous with effectiveness.

He went on to say that there now exists a number of examples of organizations which have had to reduce their operations in order to maintain their effectiveness and that it is therefore more difficult to continue to equate effectiveness with growth. These visible examples of effective decline management have increased awareness of decline as a phenomenon and have provided researchers with a greater resource for study.

A review of the research regarding the management of decline showed a number of studies both in and outside the field of education that investigated the nature, dynamics, and impact of decline as a phenomenon.

One of the most frequently referenced studies on enrollment decline was done by Rodekohl (1974). In "Adjustment of Colorado School Districts to Declining Enrollments", Rodekohl compared patterns of resource allocations and the changes of those patterns in school districts with different

enrollment experiences ranging from substantial growth to substantial decline. In addition to patterns of resource allocation, Rodekohl also attempted to determine if the size of the district affected its adjustment to decline, if levels of student achievement varied with decline, and if districts experiencing decline were less likely to implement program innovations.

Data were gathered through a survey questionnaire to 73 school districts with an in-depth interview conducted with a stratified sample of five. The findings of this study indicated that many of the superintendents either didn't know or suppressed the knowledge of decline in their districts. Regarding resource allocation, it was found that declining districts: have a relatively low mill levy combined with a relatively higher assessed valuation per Average Daily Attendance (ADA) to produce higher revenues, that costs per pupil are increased, that pupil/teacher ratios are lower, and that staff is not as well educated compared to growing areas. By relating the percent change in ADA to such factors as mill levy, local and county revenues per ADA, and pupil/teacher ratios, it was found that there may be fundamental differences in the patterns of resource allocation between growing and declining districts.

Regarding size and adjustment, the results of the study indicated that larger school districts seem to adjust more successfully to decline than do smaller districts. However, lower student drop-out rates and higher student achievement scores were found to relate positively with decline. It was also found that large districts have used declining enrollment as an opportunity to implement program innovations while smaller districts have struggled to maintain their established comprehensive programs.

In 1977, "The Perceived Effects of Declining Enrollment on Selected Unified School District in Los Angeles County" was completed by Burgner. He (1977) used interviews and questionnaires to determine the perceived effect of declining enrollment in the selected school districts. Burgner found that all ten of the districts studied had experienced financial difficulties with the decline in enrollment. All of the districts had reduced personnel during the period of 1971 to 1975 and two of the districts had examined all programs for efficiency. A concern reported by three of the respondents dealt with a static and aging staff as a result of enrollment decline.

In a University of Alberta study, Almeida (1980) focused on the use of planning as an administrative process in relation to the problems created by declining enrollment in the Edmonton Public School District. A summary of the find-

ings indicated that the rational models which describe planning as an orderly, linear progression of sequential steps toward goal accomplishment do not adequately describe how planning actually takes place. In this study, it was found that politics and values of administrators and various interest groups played a more key role than the planning models would seem to indicate.

A second Canadian study by Crespo and Hache' (1982) focused on the management strategies used by school districts in response to severely declining enrollments. Once the strategies were identified, an attempt to observe the consequences and the effectiveness of the strategies was conducted. For analysis, the management strategies were classified into two groups: compensatory strategies aimed at increasing available funds and management strategies which were intended to allow the districts to operate within their reduced budgets.

The data from the study suggested that the development of management strategies in districts faced with declining enrollment is connected to the mix of local district and community characteristics. Development of management strategies is further affected by the context of general social and educational system constraints. The researchers indicated that it is not yet possible to specify what combination of environmental characteristics result in the selection of specific

strategies. They did, however, point out that such variables as district size, population density, size of the geographic area served, average age and range in age of district teachers and administrators, ethnic and linguistic mix of the population, socio-economic level of the population, and others appear to be relevant in understanding the development of management strategies.

Regarding the effectiveness of the strategies developed, the study showed that once the strategies were selected, the consequences tended to be more negative than positive when viewed in the long term. In general, it was found that strategies were generated from a reactive rather than a proactive posture. Because of this, the long term consequences were not generally considered.

Chapdelaine (1977) used a case study survey to investigate public opinion regarding educational goals and outcomes in one school district experiencing declining enrollment and financial difficulties. The survey indicated that the majority of respondents were reluctant to cut programs but were more in favor of cutting administrative positions and holding down salaries of personnel. It was also found that the respondents saw declining enrollment as a way to save money since fewer students should require less dollars.

Chapdelaine noted that after the results of the survey were reported to the school board and superintendent, these indi-

viduals concluded that periodic surveying of public opinion might be useful in helping decide program priorities and school policies.

Boyd (1976) studied eight Chicago suburban school districts in his original and follow-up research regarding the impacts on the governance of the public schools with the change from a growth situation to a decline situation in both enrollment and financial resources.

In his original study, Boyd (1976) found that the variance in conflict levels of higher and lower status districts was significantly related to the political traditions and values or "political culture" of the districts. According to Boyd, "...the fundamental difference between the blue collar and white collar districts lies in their different norms and values regarding conflict and the proper conduct of politics." This difference in "political culture" was further found to affect how issues are perceived and defined as well as the extent to which expertise can be used to impress laymen or exploit ambiguity. In the preliminary reports of the 1979 follow-up study, Boyd pointed out that conflict levels associated with decline, and especially with school closings will be as high and perhaps higher in high status districts than in low status districts.

The Illinois Public School Finance Project (1982), sponsored by the Illinois State Board of Education, accumu-

lated data regarding the effects of enrollment decline and inflation on revenues and expenditures. The Consumer Price Index was used to assess the inflation impact. The statistical technique of time-series analysis was used on various elements of annual reports filed with the state by individual school districts. According to the study, between 1973-74 and 1979-80, 94% of all elementary districts, 92% of the high school districts, and 97% of the unit districts experienced constant dollar declines in total revenues. The overwhelming majority of all school districts have been adversely affected by inflation in terms of maintaining district level budgets according to constant purchasing power. Because of inflation, total revenue has appeared to grow, when in fact, the purchasing power of the revenue has been declining.

Using declining enrollments as their definition of decline, Odden and Vincent (1978) conducted a survey of four states to assess what effect enrollment decline had on school district expenditures and personnel. They found that per pupil operating expenditures in districts with the highest percentage of decline exceeded the statewide averages. Expenditures in the two categories of maintenance and operations of plants were significantly higher in decline districts. Regarding personnel, they found pupil ratios to be lower in declining districts and that the percentage increase

in administrative expenditures significantly exceeded the percentage increase in instructional expenditures per pupil.

Dembowski, et al. (1979) have conducted the largest study to date regarding the impacts of declining enrollments. A nationwide stratified sample of 320 school districts was used. The focus of the study was on the impact of decline on school instructional programs, equity initiatives in instructional programs, the range of course offerings, program quality and innovation, inter-district/inter-agency cooperation, and school personnel and personnel policies. Data showed that as overall school enrollments decline so do student enrollments in various courses of study. In addition, special education, compensatory education and vocational education increased irrespective of overall enrollment declines. Regarding programs and course offerings, it was found that the range of courses offered in decline situations was not reduced and declining districts showed a greater percentage of alternative or innovative educational programs. Declining districts reported that the quality of their educational programs had deteriorated. Declining districts also showed an increase in the median age of the teaching staff and had more often adopted early retirement policies than had growing districts.

One informal study focusing on financial decline as a major factor was presented by Collins and Lucove (1981).

their work examined school districts in Massachusetts after the passage of Proposition 2 1/2, a tax reform bill that limited the levy on property taxes in the state. Collins and Lucove attempted to examine the actions that had been taken by school districts to adjust to the financial impact of this tax reform. Through the use of newspaper accounts and interviews with various levels of school personnel and patrons, a description of prioritized budget cuts was developed. This investigation revealed the following general list of priorities for budget cuts: non-personnel items, special nonacademic programs and services, special academic programs and professional support staff, and academic programs and teachers.

In one study at the university level, Mikolousky (1983) sought to determine the differences in the managerial behavior of department chairs in growth and decline situations. As in the previous studies in public school settings, enrollment was used as the growth/decline measure. A comparison of management styles, management practices and ability to maintain resources was made. Data were gathered through questionnaires and self-administered instruments, interviews, and outcomes measures such as personnel changes, budget allocation and research expenditures were examined. The sample was made up of four growth and four decline departments at a single university. The data from this study showed that some differences existed between the growth and decline groups.

Mikolousky found that decline chairmen described higher degrees of environmental stress, risk, fluctuation, and domination, as well as greater competitive pressures. Overall the personalities and management styles of the chairs were similar, with the decline group showing more tolerance for ambiguity.

Two studies outside the field of education also indicated a concern with decline and how it is managed. One study conducted by Harrigan (1980) sought to assess the different strategies that private industries used in coping with declining markets. Case study methods were used. Harrigan's study concluded that the kind of strategies selected for re-establishing consumption levels in a market differ significantly from industry to industry. In addition, different firms with the same market can pursue different strategies for coping with the problem of declining demand and still be successful.

Levine and others (1981) examined local government units and their experiences with and responses to fiscal crisis. Case studies were done on four localities: Oakland, California, Cincinnati, Ohio, Baltimore, Maryland, and Prince George's County, Maryland. Two sets of interviews and information collection took place within a 12 month period to gather the necessary data. Findings indicated that the municipalities were more interested in delaying expenses and

rationing services than in terminating them. The units were strikingly similar in their responses. There was a preference shown for some strategies which often resulted in some departments taking the brunt of the cuts. It was found that all the units kept central authority effective in the face of decline with additional efforts to centralize, especially budgetary control. Moderate decline was met with across-the-board cuts, freezes, and a variety of efficiency measures with employee reductions accomplished through attrition. It was suggested that the units reacted with across-the-board cuts rather than targeting of cuts because none of those studied had experienced an acute enough decline for the use of such strategies.

Ireton (1975) investigated the effect of inflation on public school education in Oklahoma schools. He sought to discover if inflation had produced negative changes in the educational programs, and if so, what was the nature of the changes, and what actions were being taken by administrators in their efforts to cope with inflation. He found that 88% of those who responded to the questionnaire indicated that inflation had been a problem in their school district. Eighty-six percent indicated that they felt that the full impact of the inflation had not yet been felt. Ireton concluded that inflation had affected the school and that its effect directly or indirectly resulted in reduction in cer-

tain programs and budget items. Ireton indicated that not all effects noted were negative. Inflation had caused an increased awareness of expenditures, and acknowledgement of the need for prioritization, and the likelihood that more effective management features would result. Given the sample of 112 schools, it was concluded that inflation affected the schools no matter what their size or geographic location.

Research in the area of decline has varied in kind and content. Work by Rodekohl, Burgner, Almeida, Odden and Vincent, Dembrowski, et al., investigated enrollment decline in the schools and how this has effected such things as operating expenses, class sizes, personnel, planning, and both the quantity and quality of instructional programs. Boyd and Chapedelaine were concerned with public opinion, conflict, and the political context of decline. Decline from a financial aspect was key to the research conducted by the Illinois State Board of Education, Collins and Lucove, Levine, et al. and Ireton. The characteristics of leaders and the management strategies used in working with decline were studied by Crespo and Hache', Mikolousky, and Harrigan.

The research reviewed here indicates that information is developing regarding organizational decline, its character and consequences. Whetten (1980) pointed out that such re-

search is needed to provide the data on which insights and assistance regarding the management of this phenomenon can be based.

Organizational Concerns Regarding Decline

Whetten (1980) has indicated that there are no theories of organizational decline. He noted that few articles have been published regarding the management of organizations under crisis conditions. Because of this, he suggested that no preparations have been made to provide data-based recommendations on how to manage the decline process. He expressed that the typical management preparation program does not teach pre-service managers how to cope with decline and its induced stress. In further explaining the neglect of decline and the focus on growth, Whetten pointed out that the fear of being blamed for a failure is likely to increase the chances of those that do occur being on a grand scale. This fear often results in the reluctance to drop a new project or product when trouble first appears and therefore results in pouring good money after bad.

March (1976) suggested that a declining industry has certain regular administrative characteristics. In a declining industry, management tends to age. Individual managers are locked in place because of the lack of opportunity to move and turnover will only be increased through involuntary

exits. Decline produces a loss of the joy of life, because there are few chances for advancement, few resources, and fewer occasions of success. The aging of the employees tips the balance in favor of cynicism and creates doubt about the utility of commitment. Finally, March indicated that decline results in an over supply of qualified administrators. He warned that if the production of administrators is not slowed soon enough, the result will be a back log of would-be administrators doing other things and reducing their enthusiasm and increasing the pressure for more administrative superstructures to provide career opportunities.

Starbuck and Hedberg (1977) speculated that when an organization first notices that a positive environment has disappeared, no serious thought is given to this as being a permanent situation. The loss of benevolence is perceived to be a momentary challenge that can be overcome in a short time using expedient measures such as: marginal activities are exercised, investments and postponable expenses are stopped, budgets are tightened, and control is centralized. This situation occurs because once an organization is set up, the behavior of those within it begins to take on habitual responses. This habituation provides for consistency, but it also allows for the individuals within the organization to be lulled into misperceiving situations and therefore acting inappropriately. When a new situation is finally recognized,

it is met through the use of all the old behavior repertoires until finally these behaviors are recognized as inadequate for the situation. It is at this point of the recognition of the inadequacy of the old behaviors, and only then that efforts are begun to create new and appropriate behaviors.

Levine (1979) referred to the current fiscal decline situation as a new era of public budgeting. Cutbacks, trade-offs, reallocations, organizational contractions, program terminations, sacrifice, and the freezing of grants and privileges that have come to be regarded as unnegotiable rights and entitlements will characterize this period. Levine defined cutback management as managing organizational change toward lower levels of resource consumption and organizational activity.

Levine observed that no real answers exist to the question of how best to manage decline. He pointed out that what little evidence does exist suggests that decline brings new complication for organizational management. For example, he stated that organizations cannot cut back by merely reversing the activities and allocation patterns used during expansion. Further, he said, that to attempt such a reversal process could well disrupt the functioning of the entire organization. Other concerns expressed by Levine were: (a) at a time when resources for support and implementation of planning and policy analysis are needed most, they are unavail-

able (b) a lack of resources will impede the ability to reward and promote the leadership needed for managing and directing the organization in the times of decline, and (c) the impact of inflation will require that greater internal economies be made just to stay even.

Boulding (1975) stated that "...decline management comes down to the problem of administration." He saw decline creating a situation in which difficulty in attracting quality administrators to handle the complex problems of decline would become a concern. He described the skills needed for the management of decline as different and perhaps greater than those needed for managing growth. He asserted that the leadership of decline will require an expanded sense of compassion combined with a realistic view of the situation; an ability to think new ideas; and a realization that mistakes are not easily corrected.

According to Bakalis (1981) not all of the impacts of the economic decline in schools are yet identified. However, he noted that a common characteristic of declining organizations is increasing age of the organization's membership. An aging leadership is likely to reduce job mobility, lower morale and increase cynicism regarding the worth of the effort. Like Boulding, Bakalis suggested that the management of decline will require thought processes and skills unfamiliar to leaders trained in a period of growth. He expressed

the concern that the immediate response to decline would result in an increase in centralization and bureaucratic management, an increase in the demand for quantification and measures of accountability, and an erosion of local decision-making as policies and legislation at higher levels of government increase.

Culbertson (1976) indicated that decline in education is a new phenomenon. He concluded that as well as being new, decline is different from growth and that it is accompanied by an entirely new set of adversities. Culbertson described these new adversities as: (a) new and ambiguous conditions, (b) a shortage of experience in dealing with the decline phenomenon, (c) a lack of knowledge regarding the dynamics of decline, and (d) growth management as the basis upon which administrators' training and preparation programs are developed.

Bozeman and Slusher (1979) speculated that public organizations experiencing decline would respond by becoming more rigid and formalized and would increase the emphasis on efficiency. Such a response, they observed, comes from an application of the "habitual response". Because the organization is highly structured and has operated so in the period of growth, the pressures of decline will cause it to continue more of the same. They further asserted that public organizations would respond to the stress of decline by narrowing

the definition of their purposes and responsibilities, and by creating more structure to provide for administrative control.

Tyler (1982) described the current situation of decline in the schools as the end of education's "growing pains". He suggested that now the focus can move from the need to cope with the problems of growth to one in which "chronic and acute educational problems" can be addressed and constructive ways of using unused resources can be developed. He listed some of these "chronic and acute" problems as: identification and clarification of a goal that is perceived as important and attainable; the development of a plan of action that is likely to move toward achieving the goal; and the assignment of responsibilities for goal achievement to each individual. Tyler stated that the present is a time for improvement and reform, suggesting that this need not be a time for decline in quality. In accomplishing this, Tyler pointed to the importance of leadership. "With positive leadership and continued encouragement, the morale of a school or college staff is higher during times of austerity than in periods of affluence."

Levine (1979) pointed out that scarcity and contraction will increase the probability of conflict, decrease the prospects for innovation by consensus, and complicate the processes for building and maintaining support for administra-

tive systems and democratic processes. It will be the responsibility of management to find new ways of maintaining credibility, civility, and consensus.

Boyd (1976) also proposed that the conflict that accompanies decline and the kinds of decisions that have to be made would have several consequences for the leadership of education. First, high levels of public conflict in educational policy-making could result in a reduction of the autonomy and discretion of school administrators. Second, high levels of conflict could have a "debilitating" effect on school administrators since they are unaccustomed to being opposed and ordinarily operate in a non-political and non-partisan environment. Third, increased conflict will result in the likely defeat of school board members which will in turn be followed by the replacement of the superintendent and the adoption of new educational policies.

Whetten (1981) commented that the current state of educational administration contains an "interesting paradox". He pointed out that much of the literature regarding the management of decline encourages, even warns, practitioners to respond to decline in innovative ways. On the other hand, he also noted that the literature which has reported on what administrators actually do in response to decline indicated that innovative responses are rarely present.

He pointed out that over a twenty year period organizational theory has shifted from a closed-rational to an open-political orientation. As a result of this shift, job expectations for administrators and the view of administration in general has shifted also. In the closed rational orientation, administration's responsibility was short term and focused on internal allocations. Administrators with this orientation were expected to be problem solvers via the rational decision-making process. With the shift to the open-political orientation, administrators' responsibility now focus on the formulation of long-term strategies to assist in keeping the organization politically and economically viable. Within this context, administrators are expected to be dilemma managers by making decisions which often involve conflicting alternatives.

In the management of decline these two organizational theories translate into very different behaviors for administrators. The closed-rational orientation approaches the management of decline in a passive manner. Within this approach, declining resources are accepted as fact and the mechanism for coping with the situation deal primarily with budget elements. Actions usually take the form of trimming every aspect of the operation to increase efficiency and is accomplished through reallocation of internal resources. Actions based on the open-political theory are more likely to

be innovative with a focus on long-term effectiveness. In this context, administrators analyze the situation looking for emerging trends. Analysis may result in some areas being severely cut, some enlarged and perhaps even some new areas established. Decline is seen as an opportunity to act, not react.

Given these choices, Whetten postulated that within the personal and organizational confines of education, several factors exist that if left unaltered will cause school administrators to respond to decline in a passive rather than a more innovative manner.

He went on to describe the personal and organizational forces that cause this passive reaction as efficiency reinforcing dynamics. Whetten labelled the six efficiency reinforcing dynamics as: the Conservative Effects of Stress; the Trained Incapacity of Administrators; the Innovative-Resistant Organizational Structure; Problem-Solving Based on Efficiency Data; the Most Innovative Members Leave First; and Crisis Leads to the Espousal of Traditional Values.

"Decisions about solutions and strategies under conditions of decline are heavily influenced by one's vision of schools as organizations" was the view expressed by Deal and Wiske (1981). They theorized that the decisions and solutions selected for the management of decline are based on one of three views which the superintendent may have regarding

the schools. One view, the rational-technical systems view, dictates that problems have solutions, that decisions are made by gathering information and weighing the alternatives, and that administrators play a central role in the decision-making, problem-solving processes.

A second view which the superintendent might take would be the schools as a political environment. In the political view the focus is more on process than on product. In this view, policies and decisions are influenced by the competing interests, agenda, and preferences of powerful combinations of constituencies. In this view the decision-making will involve a variety of interest groups who will form coalitions and seek to gain actions regarding special interests. Decisions will be based more on the merits of political power than on the merits of the specific proposal. The superintendent perceiving the schools from a political view will be concerned about maintaining power and staying in office. Tactics which may be necessary to accomplish this include, intimidation, collaboration, manipulation, bargaining, bluffing and bullying.

The third view described by Deal and Wiske is called the symbolic view and emphasizes the meanings that schools and school activities have for those who participate. The operations of the schools based on this view must allow various interest groups to view the schools as worthy of their

faith and support. Within this view, the superintendent plays a "guru" type role in decision-making. In making the decision regarding what will be cut, it is important that the people have faith in the decisions, that they have an opportunity to grieve about their losses, to develop stories which help explain why these decisions had to be made and are able to extract "myths" for future operations.

Deal and Wiske (1981) indicated that each of the views described focuses on different aspects of the school as an organization. They postulated that the way in which administrators view the schools and their role within that will be a great factor in the way in which the administrator will act when faced with the management of decline. They noted that the two challenges to administering the schools in the 80's will involve the difficult and unavoidable decisions that will be necessary and the recognition that characteristics of the individual school district setting will create a situation that is ambiguous, uncertain and highly political. They postulated that administrators who embrace several views will be less likely to become casualties of the possible pitfalls in managing decline and that such a multiplicity of views will allow the administrator to see more available opportunities for successful administration during these times.

Schick (1980) based his theory of organizational behavior in decline as revolving around the budget. According

to Schick, "Budgeting is a creature of scarcity". He contended that budgeting is a result of resource scarcity and that no government ever has enough resources to satisfy all of the interests of its citizens. He claimed that scarcity is based on both attitude and circumstance since it is dependent on how much governments have to spend in relationship to how much the interests and agencies serviced by the government want. According to Schick, scarcity is determined by supply and demand. He identified four types of scarcity: relaxed, chronic, acute, and total. The type of scarcity perceived in government will dictate many of the behaviors of the administrators.

As a superintendent who has had direct experience in managing decline, Keough (1978) pointed out that the biggest danger in the management of decline is the use of short term solutions when long-range planning is needed. He noted that too often a "band-aid" approach is used. He qualified this by stating that such an approach is often what is desired by the board and the school community.

Concerns regarding the organizational effects of managing decline focus on the tendency for habitual response, centralization of decision-making, effects of political conflict, and the inexperience of the current generation of administrators. In addition to the voicing of concerns for possible problems, some writers have advocated particular

actions for the leadership in education so that many of the predicted negative consequences of decline can be avoided.

Recommendations for Managing Decline

Consensus regarding the importance of leadership in the management of decline is fairly clear in the literature. Several of the writers have gone beyond writing about the organizational concerns and have identified specific leadership characteristics and behaviors that will be required for the successful management of decline.

Culbertson (1976) presented five requirements of leadership in times of adversity. In order to be effective in managing during times of decline, Culbertson recommended that the leadership have the following characteristics: the capacity and courage to recognize and accept adversity in its unadorned state; the ability to see and help others see potential in what at first appears to be bleak and adverse conditions; the capacity to deal with ambiguity (increased variables and interrelationships to be considered); an increased capacity to take risks; and a need to maintain a humane perspective.

Bakalis (1981) presented a list of characteristics needed for administrators managing decline: the courage to challenge old assumptions; creativity; a confidence and a desire to seek help from experts in other fields; the ability

to combine intellectual tools of education with professional management skills; and the ability to see this time of decline not as one of retreat but one as having new and positive possibilities.

Hodgkinson (1982) listed skills and behaviors needed for the management of the schools in the 1980's. He indicated that increased sophistication in communicating with the public; increased use of strategic planning; development of techniques to motivate the best teachers to stay on the job; greater decision-making and participation for parents; and, increased sharing of resources would all be necessary given the demographic, political and social changes taking place.

In their work with the educational leaders in Massachusetts, Collins and Lucove (1982) commented on the importance of realizing that all budget decisions indicate "trade-off". Because of this they recommended that school leaders faced with shrinking resources reflect on the impact that various decisions will have on the school and its environment.

Lippitt and Lippitt (1982) advocated a proactive stance be taken by leadership in dealing with decline. They described such a stance to be one in which the leadership established new priorities, made current assets do double duty, used creativity to look beyond current practices for

possible alternatives, and expanded and created new roles, operations and customs in the organization.

Keough (1978) identified skills that he believed would be required for the management of decline. The needed skills included: an understanding of declining resource budgeting, an expertise in phased-scheduling as a mode to preserve program, and an awareness of needed curricular redesigns for fewer numbers of students. The management of decline, according to Keough, will require more fully developed leadership abilities than those required for growth. He speculated that the management of decline will demand a keener sense of balance and proportion because of the need to allocate scarce resources. In addition, a deeper understanding of human behavior and a greater awareness of the priorities of the future will be required.

In addition to concerns for buildings and budgets, Keough suggested that boards and superintendents will need to make one of their main concerns during this time that of people -- parents, teachers, children and principals. The need to make cuts will likely cause public conflict which could result in the credibility of the administrators being diminished even to the point of loss of position. He insisted that 2 to 3 years of lead time is needed to prevent the use of "band-aid" approaches. The 2 to 3 years time period is needed for planning, disseminating information,

developing community awareness, collecting accurate data, and gathering input from others on decision-making. He recommended that outside resource personnel be used to assist in both data collection and dissemination.

Culbertson (1976) expressed the need for long-term planning. He noted that although immediate responses are needed, it is important that all actions be considered regarding the long-term fundamental changes they impact. This must be done to avoid the process of piecemeal solutions to problems. He also indicated that decisions to eliminate, consolidate, revise, develop and create must be done in a manner that considers effectiveness as well as efficiency. Leaders in decline situations must examine the consequences of their behavior carefully including the cost/benefits consideration and a recognition of the political factors of the environment.

Lewis and Logalbo (1980) noted that the challenge of local budgeting is the aligning of the budget itself with the resources available. They saw this happening through the adoption of two complimentary strategies: cutting services and increasing efficiency. They pointed out that such actions as across-the-board cuts, hiring freezes, and postponement of disbursements have short-term economic effects. They recommended that organizations be restructured to focus on goals, outputs, and controllable costs. They suggested

that the budget process itself be viewed as a way to make decisions and to stimulate communications. They pointed out that the political process in each local unit of governance is ultimately what will determine the appropriate cutbacks.

In his "Leadership Principles for Managing Declining Organizations", Whetten suggested a number of behaviors which might be used by those in positions responsible for the management of decline. He divided the recommendations into three sections: Early Warning and Detection; Seizing the Initiative; and Implementing the Recovery Program. Among the recommendations regarding the Early Warning and Detection were that managers of decline should report accurate and credible accounts of the causes of the decline. They should also encourage critical thinking and seek out the experience of others. In Seizing the Initiative, he suggested the development and use of sound measures of performance in making cutback decisions. He encouraged the involvement of all "stakeholders" in the decision-making process. And, he insisted that some way had to be found to create slack resources so that innovations could be funded. Recommendation for actions in the Implementing Recovery Program included creating incentive programs to stimulate cooperation; management of personal stress in a creative and open manner; and avoidance of tactics that segregate winners and losers.

Many of the recommendations for behaviors and the necessary leadership characteristics for managing decline that have been reviewed share common elements: planning, risk-taking, concern for political context, creativity, consideration of consequences, employee aging and morale, and others. Some of the sources come from the field of education and others from public governments and private business. All share the common theme that the management of decline is different than the management of growth and requires different skills and behaviors.

CHAPTER III

METHODOLOGY

Introduction

This study investigated the management practices recommended for use and those used in managing declining resources by superintendents in Illinois public school districts that experienced a 10% or greater decline in real dollar revenues for the period 1977/78 to 1981/82. This chapter presents the methods of inquiry and the techniques of data collection used in this investigation.

Theoretical Framework

Whetten's theory (1981) regarding types of organizational responses to the management of decline provided the theoretical framework for this study. Whetten postulated that certain personal and organizational forces in education would, unless altered, cause administrators to select passive rather than innovative solutions to the problems of the management of decline. Whetten called these personal and organizational forces efficiency reinforcing dynamics. He asserted that these six dynamics would cause educational administrators to view decline from a closed-rational perspective of decision-making and would result in the selection of passive rather than innovative solutions to the problems

of decline. According to Whetten the six efficiency reinforcing dynamics are:

1. The Conservative Effects of Stress.

A side-effect of organizational decline is the personal stress for the administrator. Because of the intensity of the conflicts involved and the emotionality of the situation the administrator experiences feelings of frustration and anxiety. These feelings are likely to result in behaviors of the administrator such as withdrawal, hostility, and aggression.

2. The Trained Incapacity of Administrators.

Because today's administrators were trained for and have operated in organizations which have experienced growth, the new problems of decline tend to be met with the strategies which were successful in the past. During the growth period, administrators did not need to worry about competing for resources, major responsibilities were to focus on the internal allocation of resources. Now, however, even though resources have moved from abundance to scarcity the same focus on internal allocation remains.

3. The Innovative-resistant Organizational Structure.

In order to implement innovation it is necessary to have slack resources with which to work. However,

in times of decline, it is likely that in order to gain slack resources, it will be necessary to eliminate some established programs to fund the new ones. Such a situation creates a win-lose environment, making consensus of divisions within the operation difficult. Therefore, in times of decline it is easier to keep things as they are than to attempt to change them.

4. Problem-solving Based on Efficiency Data.

The closed-rational perspective of organizational management requires that decisions be made based on available data. Because in education data regarding the effectiveness of a program or operation are many times unquantifiable and therefore not able to be proved or justified, there is a tendency to base decisions on that which is quantifiable. This results in decisions being made based on efficiency rather than effectiveness information.

5. The Most Innovative Members Leave First. Because growth is viewed as positive and successful while decline is viewed as negative and failure-ridden, employment in organizations that are experiencing growth appears to be more attractive. Given the innovative-resistant environment that is created by decline, it is likely that the most innovative

members of the organization will exit to growing organizations where innovative ideas are funded. Consequently, at a time when the declining organization is in greatest need of members who can produce innovative solutions, it is likely that these individuals will have left the organization causing what Whetten called "innovative anemia." This condition in turn fortifies the tendency to focus on internal efficiency.

6. Crisis Leads to the Espousal of Traditional Values.

Many educators have the opinion that an excess of innovations has caused the decline in education today. When school administrators have such an opinion they resist any suggestions to implement additional innovations and tend to encourage a purge of recently implemented innovations. The result is that recent innovations will be the first programs and operations to be cut and it will be extremely difficult to get new ideas funded.

Whetten suggested that these six efficiency reinforcing dynamics ordinarily remain unchecked and will therefore result in managers of the educational organization opting for passive responses to the decline situation.

Research Questions

1. What management practices were most often recommended by superintendents for use in the allocation of resources generally and to each of the three selected budget funds?
2. What management practices were used most often by superintendents in the allocation of resources generally and to each of the three budget funds?
3. Was there a relationship between the management practices recommended by the superintendents and characteristics of the school district such as: size, location, per pupil expenditures, proportion of state aid funding, enrollment changes, and the number of the student population needing special services?
4. Was there a relationship between the management practices recommended by the superintendents and characteristics of the superintendent such as: age, experience as a superintendent, amount of time in current position, level of education, previous experience in working with decline and training in business?

5. Were the superintendents' recommended management practices consistent with a passive orientation as postulated in the Whetten Model?
6. Were the management practices used by the superintendents consistent with a passive orientation as postulated in the Whetten Model?

Selection of the Sample

In the State of Illinois, public school districts are of three types. First, there are those districts known as elementary districts that serve students in grades kindergarten through eight. Next there are secondary or high school districts which serve students in grades nine through twelve. And finally, there are unit districts which serve students in grades kindergarten through twelve. To assist in insuring the generalizability of the results of this study, a decision was made to use only unit school districts. The sample was drawn from all 440 unit districts in the state.

To further narrow the selection process, only those school districts with the same individual in the position of superintendent from school year 1977/78 to the present were included. This step was taken in an attempt to insure that the respondents to the questionnaire would be reporting from a position of experience. The identification of this subgroup was done with the cooperation of the Research and

Statistics Division of the Illinois State Board of Education. A total 240 unit school districts remained in the group.

The final step taken to identify the sample for the study was to categorize those districts that had experienced a 10% or greater decline in real dollar revenues between the period of school year 1977/78 and school year 1981/82. This was accomplished by examining documents issued by the Illinois State Board of Education Department of Finance and Reimbursement on Illinois Public Schools Financial Statistics.

Total revenue figures for each school district in the group for the years specified were analyzed. After identifying the revenues for the two specified years, the Consumer Price Index for the years 1978 and 1982 were multiplied by the appropriate revenue figures. The result of these calculations were the real dollar revenue figures for each district for the years 1977/78 and 1981/82. Finally, the calculated real dollar amount for 1981/82 was divided by the calculated real dollars for 1977/78 which resulted in a percent decline figure for each school district.

For example, District A's 1977/78 revenue figure was \$1,073,602. This figure was multiplied by the Consumer Price Index percentage of .485. The resulting figure of \$520,697 was the real dollar revenue for that district for 1977/78.

The same procedure was followed for the revenue of that district for 1981/82 using the Consumer Price Index percentage of .313 as the multiplier resulting in a figure of \$460,483. The percent decline was calculated by dividing \$460,483 by \$520,696 which equals .884. By subtracting .884 from 1.00 the result was the percent decline of .116 for District A.

This procedure was completed for each of the 240 districts in the subgroup. When this procedure was completed, 172 unit school districts were found to have experienced a 10% or greater real dollar decline in revenues in 1981/82 compared to 1977/78. A listing of these districts and the calculations of their real dollar revenues is found in Appendix A.

Methods of Inquiry

Because of the size of the sample, a decision was made to use a questionnaire for the initial survey regarding recommended practices. Personal interviews were used to collect the data regarding management practices utilized. Because no instruments existed for this collection, both a questionnaire and an interview guide had to be developed.

Questionnaire

A questionnaire was the most efficient means of collecting the information regarding the characteristics of each district in the sample, the characteristics of the superintendent of each district in the sample, and information that could be used to indicate a passive or innovative response in terms of the recommended management practices.

A questionnaire was drafted to include the three specified areas. The first part asked for general information about the school district and about the superintendent. Part Two focused on the political make-up of the school district. Part Three asked for a rating of various management practices recommended for dealing with declining financial resources.

Items one through nine on the questionnaire were designed to collect information about the superintendent's age, experience as a superintendent, experience with decline, and formal and informal training in business. Items ten through eighteen focused on the characteristics of the school district such as socio-economic status, location, status of students needing specialized services, and total student enrollment. Factors identified by Rodekohr, Crespo and Hache; Bakalis, Boulding, and Whetten were used as guidelines in the

selection of those characteristics of the school district and of the superintendent which would be most likely to influence the management of decline.

The purpose of Part Two of the questionnaire was to obtain the perceptions of superintendents regarding the political atmosphere of the school district. The basis for the items in this section was a study conducted by Boyd in which he investigated high and low status communities and their conflict levels in retrenchment decisions in the schools. Zerchykov (1982) presented a summary of Boyd's findings in which he charted statements of the findings under the two headings of Public-regarding and Private-regarding political ethos. The questions in Part Two of this questionnaire were developed by restating these summary statements into true-false items. All items were written in such a way that a response of true indicated a high status, public-regarding political ethos.

The focus of Part Three of the questionnaire was intended to gather information about the recommended management practices for dealing with decline. A structure was needed that would allow the responses to be categorized as either passive or innovative according to the Whetten Model. The six efficiency reinforcing dynamics presented by Whetten (1981) were used as the basis for the formulation of these items. Also, a contact was made with Whetten in which infor-

mation regarding this study was conveyed and a request for assistance was made. The result was that two additional documents were received that assisted in guiding the formulation of the management practice items.

The pilot questionnaire was printed in sample form and mailed to five superintendents, all of whom had held a single position during the period from 1977/78 through 1981/82. Each of these individuals completed the questionnaire and critiqued it for content and format. All five of the questionnaires were returned and appropriate revisions were made. A copy of the questionnaire is found in Appendix B.

Interview Guide

In order to insure consistency in the interview portion of the study, a set of interview questions was developed. The intent of these interviews was to obtain information regarding what management practices had been used in the management of decline and to verify the responses of the superintendents as passive or innovative according to the Whetten Model.

Questions for the interview were developed from Whetten's six efficiency reinforcing dynamics. A total of 35 questions were used in the interviews. The make-up of the questions were as follows:

- Item one of the interview guide was used to introduce the subject and to obtain general information about the management practices used by the superintendents in managing decline. Question 18 was also designed to obtain information regarding the management practices used.
- Items 2, 3, 4, 5, 27, and 29 were based on Whetten's efficiency reinforcing dynamic of The Conservative Effects of Stress.
- The efficiency reinforcing dynamic of The Trained Incapacity of Administrators was used as the basis for items 23, 24, 25, 26, 34, and 35.
- Questions 6, 7, 8, 9, 10, 12, and 30 were based on the efficiency reinforcing dynamic of The Innovative-resistant Organizational Structure.
- Problem-solving Based on Efficiency Data was the efficiency reinforcing dynamic used as the basis for questions 11, 13, 14, and 15.
- Items 16, 17, 19, 20, 28, 31, 32 and 33 were designed to obtain information regarding the efficiency reinforcing dynamic of The Most Innovative Members Leave First.

- Information regarding the efficiency reinforcing dynamic of Crisis Leads to the Espousal of Traditional Values was sought with questions 21 and 22.

A copy of the interview guide with the questions in the sequence asked can be found in Appendix C.

Collection of the Data

A copy of the questionnaire and a cover letter were sent to each of the 172 superintendents in the sample. Three days prior to this mailing, each of the superintendents was mailed a letter from the President of the Illinois Association of School Business Officials alerting them of this study and encouraging their participation. Copies of the cover letter and the letter from the President of the Illinois Association of School Business Officials can be found in Appendix D.

A time period of 18 days was allowed for receipt and return of the questionnaire. A total of 125 questionnaires were returned from the initial mailing. At the end of the designated period, a second questionnaire was mailed to those superintendents who had not responded to the initial mailing. A time period of 17 days for receipt and return of the questionnaires was allowed. A total of 12 questionnaires were returned as a result of the second mailing. The total return

from both mailings was 137 questionnaires or 80%. Of the 137 returns 135 were usable. Two of the returned questionnaires were discarded because no district identification was indicated to allow for follow-up.

A sample of school districts for follow-up interviews was selected from the 135 respondents to the questionnaire. This selection involved computing an aggregate score for each districts based on the passive and innovative items on the questionnaire. Individuals whose aggregate score on all passive items was greater than 45 were selected for interview as representative of passive respondents. Individuals whose aggregate score on all innovative items was greater than 51 were selected as representative of innovative respondents. Five districts were identified in each category. Three additional districts were included for interview because they appeared with high aggregate scores in both the passive and innovative categories. A total of 13 districts were identified for follow-up interviews.

Each of the superintendents of the 13 districts was contacted to schedule a time for the interview to take place. Twelve of the thirteen superintendents were able to schedule a time for the interview. One superintendent in the innovative category was not able to participate. Therefore,

twelve superintendents were interviewed for this phase of the study.

Additional information for each of the 135 school districts was obtained through the use of documents published by the Illinois State Board of Education. Illinois Public Schools Financial Statistics 1977/78 School Year and Illinois Public Schools Financial Statistics 1981/82 School Year were used to obtain information on each district regarding percent of state aid funding and per pupil expenditures.

Organization and Treatment of the Data

The data obtained from the questionnaires, the interviews, and the budget documents were used to address individual research questions in this study.

Data from the questionnaires were used to address research questions 1-4:

- What management practices were most often recommended by superintendents for use in the allocation of resources generally and to each of the three selected budget funds?
- Was there a relationship between the management practices recommended by the superintendents and the characteristics of the school district such as: size, location, per pupil expenditures, proportion of state aid funding, enrollment changes,

and the number of the student population needing special services?

- Was there a relationship between the management practices recommended by the superintendents and characteristics of the superintendent such as: age, experience as superintendent, amount of time in current position, level of education, previous experience in working with decline, and training in business?
- Were the superintendents' recommended management practices consistent with a passive orientation as postulated in the Whetten Model?

Interview data were used to investigate research questions 5 and 6:

- What management practices were used most often by the superintendents in the allocation of resources generally and to each of the three budget funds?
- Were the management practices used by the superintendents consistent with a passive orientation to the management of decline as postulated in the Whetten Model?

All statistical calculations on the data were performed using the Statistical Package for the Social Sciences.

Independent Variables

Questionnaires were given identification numbers based on the sequence of return. Items on the questionnaire were given numeric codings to allow for scoring and statistical calculations. Data regarding the following independent variables were obtained from the questionnaire:

1. Number of years as superintendent in the current district
2. Total number of years of experience as a superintendent
3. Age of the superintendent
4. Education level of the superintendent
5. Superintendent's formal training in business

Formal training in business was defined as university courses, professional association seminars, etc. Respondents were asked only to indicate yes or no to this item. No information regarding the number of experiences or what kind of experiences was requested.

6. Superintendent's informal training in business

Informal training in business was defined as membership in a business professional association, subscription to a business publication, employment in a business, etc. Response required a yes or no. Information regarding the

type or quantity of experiences was not requested.

7. Previous experience as a school administrator in managing decline

Respondents were requested to indicate yes or no. Those who indicated previous experience were asked to indicate the types of experiences.

8. Previous experience in managing decline as manager in a non-education organization.

Respondents were asked to indicate yes or no to this item. Those indicating they had had such experiences were asked to indicate the type of experiences

9. Location of the school district

The categories of rural, urban and suburban were provided as response options. Category selection was based on the perception of the respondent.

10. Geographic size of the school district

11. Changes in the number of students in the school district requiring specialized programs

Respondents were asked to indicate if the number of student needing specialized programs had increased, decreased, or experienced no

change during the five year period of 1977/78 to 1981/82. This information was requested for Special Education programs both self-contained and resource, bilingual education, programs for the gifted, remedial reading and/or math programs, and vocational education.

12. Socio-economic make-up of the school district

Respondents were asked to indicate whether the school district's population was predominantly white-collar or blue collar. Responses were based on the perception of the superintendent.

13. The political ethos of the school district

Respondents were asked to indicate true or false to each of a series of thirteen items. Responses were based on the superintendents' perceptions.

Dependent variable:

Information regarding the management practices recommended by superintendents for use in the allocation of resources was obtained by requesting the respondents to rate each of a series of management practices. A total of thirty-two management practices were listed. The management practices were categorized with thirteen appearing in the General

section, ten in the Educational Fund section, five in the Operation, Building and Maintenance section, and four in the Bond and Interest Fund section. A four-point rating scale was provided. Respondents were asked to mark the scale for each practice. Ratings were 1 (Not Recommended), 2 (Give Little Consideration), 3 (Recommend), and 4 (Highly Recommend). Ratings of 3 and 4 were used to define what management practices were recommended.

Frequencies for all recommended management practices were computed. Kendall's Tau c correlation coefficients were computed for each of the recommended management practices with each of the independent variables.

Determination of the type of organizational response as passive or innovative was made by means of an aggregate score formula. Each of the management practices listed in the questionnaire was categorized as being a passive or innovative response based on Whetten's six efficiency reinforcing dynamics. Both passive and innovative management practices were included in each section. The following chart summarizes the number of passive and innovative management practices by section in the questionnaire.

Section	Category	
General	N=13	Passive N=6 Innovative N=7

(cont'd.)

Section	Category		
Educational Fund	N=10	Passive N=7	Innovative N=3
Operations, Building and Maintenance Fund	N=5	Passive N=1	Innovative N=4
Bond and Interest Fund	N=4	Passive N=1	Innovative N=3
Totals	N=32	N=15	N=17

The fifteen management practices in the passive category were:

1. Centralize decision-making
2. Cut a flat percentage of resources across all budget items and programs
3. Focus on internal allocation procedures rather than external constraints
4. Institute a zero-based budgeting practice with all units justifying their resource needs
5. Base reductions on efficiency data
6. Take a conservative stance on decision-making, avoiding risky alternatives
7. Increase class size
8. Reduce all educational programs
9. Freeze salaries

10. Reduce all co-curricular programs
11. Develop a uniform, comprehensive K-12 curriculum in all subject areas
12. Increase the teacher/administrator ratio
13. Implement a RIF policy based on seniority
14. Defer maintenance projects
15. Remain with fixed term payment schedule

The seventeen innovative management practices were as follows:

1. Decentralize decision-making
2. Increase the opportunity for others to have input regarding the allocation of financial resources
3. Target cuts to specific areas
4. Ask for evaluation of programs and procedures by an external agency
5. Eliminate older programs to create slack resources for the establishment of newer more effective ones
6. Institute an incentive program for ideas on how to reduce expenditures
7. Develop and use measures of performance for use in recommendation for budget reduction decisions
8. Start an alternative school
9. Require more than one subject certification for teachers
10. Implement an early retirement policy

11. Institute a preventive maintenance program
12. Hire a highly trained individual with a degree in engineering and a minor in management to head the operations and maintenance as deputy, associate, or assistant superintendent
13. Provide inservice training for building supervisors
14. Hire an outside agency to conduct an energy audit
15. Move short term debt (annual borrowing) to long term debt
16. Use teacher script
17. Invest borrowed money at a higher interest rate

If a respondent recommended all of the passive items, that is, rating each of the fifteen items with a minimum rating of 3 (Recommend), the total score would be 3 times 15 or 45. Using the same procedure and applying it to the seventeen innovative practices, the minimum score would be 3 times 17 or 51. In computing the aggregate scores for passive or innovative responses, each respondent's total scores for the management practices in each category were computed. Total scores of 45 or more on the passive items defined the superintendents' recommended management practices as passive in orientation. Scores of 51 or more on the innovative items were considered to indicate an innovative orientation in recommended management practices. Passive and innovative scores were computed for each of the respondents. Frequencies were computed for each of the two categories.

Interview Data

Data obtained through personal interviews were used for identifying what management practices were most often used and to determine if the management practices used were consistent with a passive orientation as postulated in the Whetten Model.

Organization of this data involved a series of steps which were intended to sort the qualitative data into quantifiable form.

In determining what management practices were most often used by the superintendents in the managing of declining resources, responses to question one (retrenchment decisions) and eighteen (borrowing of funds) were of particular use. In addition, responses to the other questions were included where a reference to a specific management practice was made. When this occurred, this information was counted with the data from questions one and eighteen.

In quantifying these data, responses which matched the original management practices listed in the questionnaire were tallied by school district. Any practices noted but not on the original listing in the questionnaire were categorized by section (General, Educational Fund, Operations, Building and Maintenance Fund, or Bond and Interest Fund) and listed separately. Frequencies for each of the management practices were computed.

To determine if the management practices used were consistent with a passive orientation as postulated by Whetten, the interview questions were initially sorted according to the efficiency reinforcing dynamics upon which they were based. Within these six categories, dichotomous categories were determined. The dichotomies were used to further sort the responses into passive or innovative categories. Not all of the questions accommodated themselves to this process. Only those questions that could be sorted in this passive/innovative dichotomy were used to determine the organizational response. These organizing steps resulted in the following guide being used for the quantification of the interview data.

Efficiency Reinforcing Dynamic: The Conservative
Effects of Stress

Interview Question #2: How did you involve various constituencies in this decision-making process?

a) Were constituencies mentioned other than the school board and school administrators?

Yes (Innovative)

No (Passive)

Interview Question #4: How would you characterize the kinds of planning you have used in managing decline?

Long-range

Crisis or Year to Year

(Innovative)

(Passive)

Interview Question #27: Have you recommended or taken any action in the past five years that you would call unusual, out of character, or risky?

Yes (Innovative) No (Passive)

Interview Question #29: Given the cutbacks you've had to make, would you characterize the mode as across-the-board or targeted?

Targeted Across-the-board
(Innovative) (Passive)

Efficiency Reinforcing Dynamic: The Trained
Incapacity of Administrators

Interview Question #23: What do you see as the major causes of decline in public education today?

a) Did the causes mentioned include internal factors as well as external constraints?

External & Internal External Only
(Innovative) (Passive)

Interview Question #24: In your opinion, what can be done to reverse this decline trend?

a) Did the responses include internal factors or only factors outside the direct control of educators?

External & Internal External Only
(Innovative) (Passive)

Interview Question #25: Based on your experience would you characterize the process of managing decline as reversing the process of managing growth?

No

Yes

(Innovative)

(Passive)

Interview Question #26: Would your experiences say that your energies can best be spent in:

A. Focusing on internal allocations (doing the best you can with the situation you have)

or

B. Trying to change the external constraints (trying to get increased funding, lobbying for legislation)?

B. External

A. Internal

(Innovative)

(Passive)

Interview Question #35: What from your formal training has helped you in being able to successfully manage decline?

Something Named

Nothing

(Innovative)

(Passive)

Efficiency Reinforcing Dynamic: The
Innovative-resistant Organizational Structure

Interview Question #6: As your budget began to decline and cutbacks had to be made, where did you begin looking to make cuts?

a) Did the respondent give a specific category or was the response a generalization covering a large number of areas?

Specific

Generalization

(Innovative)

(Passive)

Interview Question #8: Have you added any new programs during this decline period?

Yes

No

(Innovative)

(Passive)

Interview Question #9: Has there been an occasion in which you eliminated an old established program and replaced it with a new one?

Yes

No

(Innovative)

(Passive)

Interview Question #10: Have you funded any new ideas or approaches in non-instructional areas during this period of decline?

Yes

No

(Innovative)

(Passive)

Interview Question #30: Do you see a pattern or sequence to the cutbacks made in this district?

a) Did the respondent indicate a pattern or sequence was present?

No (Passive)

b) If yes, was the description given specific and categorical or was it generalized and indistinct?

Specific	Generalized
(Innovative)	(Passive)

Efficiency Reinforcing Dynamic: Problem-Solving
Based on Efficiency Data

Interview Question #11: Have you increased pupil/teacher ratios as a way to cope with decline?

No	Yes
(Innovative)	(Passive)

Interview Question #13: As decisions to eliminate/cut-back programs had to be made, what did you use as your criteria?

a) Did the respondent mention any measures of effectiveness in the responses?

Yes	No
(Innovative)	(Passive)

Interview Question #14: In your opinion, which is a better criterion for deciding the merit of a program or unit of operation:

Efficiency - the quantity of work
or

Effectiveness - the quality of work regardless of the quantity?

Effectiveness	Efficiency
(Innovative)	(Passive)

Interview Question #15: Have the job responsibilities of administrators in this district changed due to the decline situation?

Administrator Positions	Administrator Positions
Same	Reduced
(Innovative)	(Passive)

Efficiency Reinforcing Dynamic: The Most Innovative Members Leave First

Interview Question #16: Have you hired any new personnel in this district specifically to assist in managing decline?

a) Consultants as well as actual staff positions were considered as yes responses?

Yes	No
(Innovative)	(Passive)

Interview Question #31: In your opinion, what has been or is going to be the greatest consequence of the decline in this district?

Positive Consequences	Negative Consequences
(Innovative)	(Passive)

Interview Question #32: Do you see any positive aspects to managing decline?

Yes	No
(Innovative)	(Passive)

Efficiency Reinforcing Dynamic: Crisis Leads to
Espousal of Traditional Values

Interview Question #21: Some educators believe that an excess of innovations has been the cause of the current problems in education today. What is your opinion on this?

Not the Cause	Innovation the Cause
(Innovative)	(Passive)

Interview Question #22: Would you characterize this district's trend over the past five to eight years as being more unified and traditional or more innovative and varied?

Innovative	Traditional
(Innovative)	(Passive)

Responses to the interview questions were sorted according to the devised guide. Frequencies of responses to the items were calculated. Items receiving the majority of the responses in one of the organizational response categories (seven or more) were determined to indicate a particular orientation. For example, if eight of the responses to

Question A were in the innovative response category, the group was determined to have shown an innovative organizational response to that item.

CHAPTER IV

ANALYSIS AND INTERPRETATION OF THE DATA

This study investigated the management practices recommended for use and those used in managing declining resources by superintendents in Illinois public school districts that have experienced a 10% or greater decline in real dollar revenues during the period 1977/78 to 1981/82. The analysis and interpretation of the data were defined by the purpose of the study and the research questions developed to guide the research effort. The research questions which guided this research effort were:

1. What management practices were most often recommended by superintendents for use in the allocation of resources generally and to each of three selected budget funds?
2. What management practices were used most often by superintendents in the allocation of resources generally and to each of the three budget funds?
3. Was there a relationship between the management practices recommended by the superintendents and characteristics of the school district such as size, location, per pupil expenditures, proportion of state aid funding, enrollment changes, and the number of the student population needing special services?

4. Was there a relationship between the management practices recommended and characteristics of the superintendent such as: age, experience as a superintendent, amount of time in current position, level of education, previous experience in working with decline and training in business?
5. Were the superintendents' recommended management practices consistent with a passive orientation as postulated in the Whetten Model?
6. Were the management practices used by the superintendents consistent with a passive orientation as postulated in the Whetten Model?

Research Question #1. What management practices were most often recommended by superintendents for use in the allocation of resources generally and to each of the three selected budget funds?

Part Three of the questionnaire focused on management practices used in administering a school district. The management practices contained in this section were subdivided into four subsections: (1) general management practices; (2) management practices for allocation of resources to the Educational Fund; (3) management practices for the allocation of resources to the Operations, Building, and Maintenance Fund; and (4) management practices for the allocation of resources to the Bond and Interest Fund. The practices within each of the subsections could receive a

rating of 1,2,3 or 4. The ratings moved on a continuum from one (Not Recommended) to four (Highly Recommend). For identification of the management practices most often recommended, only those ratings of three (Recommend) and four (Highly Recommend) were used.

The first subsection included thirteen practices dealing with the general administration of the school district. These practices were:

1. Centralize decision-making;
2. Decentralize decision-making;
3. Increase the opportunity for others to have input regarding the allocation of financial resources;
4. Cut a flat percentage of resources across all budget items and programs;
5. Target cuts to specific areas;
6. Focus on internal allocation procedures rather than external constraints;
7. Ask for evaluation of programs and procedures by an external agency;
8. Institute a zero-based budgeting practice with all units justifying their resource needs;
9. Eliminate older programs to create slack resources for the establishment of newer more effective ones
10. Base reductions on efficiency data;

11. Institute an incentive program for ideas on how to reduce expenditures;
12. Take a conservative stance on decision-making, avoiding risky alternatives;
13. Develop and use measures of performance for use in recommendations for budget reduction decisions.

Table 1 shows the total frequency of responses in the recommend and highly recommended categories on these items.

Table 1. Frequency of Recommended General Management Practices

<u>Management Practice</u>	<u>Number Of Districts Responding</u>	<u>Total Frequency/Percent</u>
1. Centralize decision-making	134	96/71.1
2. Decentralize decision-making	130	52/48.5
3. Input from others	132	105/77.7
4. Cut flat percentage	134	31/22.9
5. Target cuts	132	117/86.7
6. Internal focus	131	101/74.9
7. Outside evaluation	135	35/25.9
8. Zero-based budgeting	135	86/63.7
9. Eliminate older programs	134	44/32.6
10. Efficiency data	135	79/58.5
11. Incentive program	135	81/60.0
12. Conservative decision-making	133	86/63.7
13. Measures of performance	134	97/71.9

Table 2 charts the frequency of responses to the thirteen management practices in descending order based on total recommended responses.

Table 2. Descending Frequency of Recommended General Management Practices

<u>Total Frequency/Percent Recommended</u>	<u>Management Practice</u>
117/86.7	5 Target cuts
105/77.7	3 Input from others
101/74.9	6 Internal focus
97/71.9	13 Performance measures
96/71.1	1 Centralize decision-making
86/63.7	8 Zero-based budgeting
86/63.7	12 Conservative decision-making
81/60.0	11 Incentive program
79/58.5	10 Efficiency data
52/48.5	2 Decentralize decision-making
44/32.6	9 Eliminate older programs
35/25.9	7 Outside evaluation
31/22.9	4 Cut flat percentage

As seen in Table 2 recommended practices ranged from a high of 117 respondents or 86.7% to 31 respondents or 22.9%. The management practice most often recommended was "Target cuts to specific areas". Those items receiving grea-

ter than 70% recommended responses were: (1) "Decentralize decision-making"; (2) "Focus on internal allocation procedures rather than external constraints"; (3) "Develop and use measures of performance for use in recommendations for budget reduction decisions"; and (4) "Centralize decision-making". Items receiving recommended responses of 50% to 70% were: (1) "Institute a zero-based budgeting practice with all units justifying their resource needs"; (2) "Take a conservative stance on decision-making, avoiding risky alternatives"; (3) "Institute an incentive program for ideas on how to reduce expenditures"; and (4) "Base reductions on efficiency data." The remaining items received less than 50% recommended responses.

The second subsection of the questionnaire included ten management practices regarding the allocation of resources to the Educational Fund. These ten management practices were:

1. Increase class size;
2. Reduce all educational programs;
3. Freeze salaries;
4. Reduce all co-curricular programs;
5. Develop a uniform, comprehensive K-12 curriculum in all subject areas;
6. Start an alternative school;
7. Increase the teacher/administrator ratio;
8. Implement a RIF policy based on seniority;

9. Require more than one subject certification for teachers;
10. Implement an early retirement policy.

Table 3 shows the total frequency of the recommended and highly recommended responses to the Educational Fund Management Practices.

Table 3. Frequency of Recommended Educational Fund Management Practices

<u>Management Practice</u>	<u>Number of Districts Responding</u>	<u>Total Frequency/Percent</u>
1. Increase class size	132	94/69.6
2. Reduce all educational programs	134	27/20.0
3. Freeze salaries	133	57/42.3
4. Reduce all co-curricular	133	72/53.4
5. Uniform curriculum	134	115/85.2
6. Alternative school	135	13/9.7
7. Teacher/administrator ratio	133	68/50.4
8. RIF policy	134	95/70.3
9. Multiple certification	135	101/74.8
10. Early retirement policy	135	101/74.8

Table 4 charts the frequency of Educational Fund practices in descending order of recommendation.

Table 4. Descending Frequency of Recommended Educational Fund Management Practices

<u>Total Frequency/Percent Recommended</u>	<u>Management Practice</u>
115/85.2	5 Uniform curriculum
101/74.8	9 Multiple certification
101/74.8	10 Early retirement policy
95/70.3	8 RIF policy
94/69.6	1 Increase class size
72/53.4	4 Reduce all co-curricular programs
68/50.4	7 Teacher/administrator ratios
57/42.3	3 Freeze salaries
27/20.9	2 Reduce all educational programs
13/9.7	6 Alternative school

An examination of these frequencies indicated that seven of the ten management practices were recommended by 50% or more of the respondents. The most frequently recommended management practice was "Develop a uniform, comprehensive K-12 curriculum in all subject areas". Both "Require more than one subject certification for teachers" and "Implement an early retirement policy" received the same frequency of recommendations. "Implement a RIF policy based on seniority" and "Increase class size" were recommended with a frequency

of 70.3% and 69.6% respectively. The other two management practices included in the 50% or greater group were "Reduce all co-curricular programs" and "Increase the teacher/administrator ratio".

Superintendents responding to the questionnaire were presented with five management practices for the allocation of resources to the Operations, Building, and Maintenance Fund. The five management practices were:

1. Defer maintenance projects;
2. Institute a preventive maintenance program;
3. Hire a highly trained individual with a degree in engineering and a minor in management to head the operations and maintenance as deputy, associate, or assistant superintendent;
4. Provide inservice training for building supervisors;
5. Hire an outside agency to conduct an energy audit.

Table 5 presents the total frequencies of the recommended practices for allocation of resources to the Operations, Building and Maintenance Fund.

Table 5. Frequency of Recommended Operations, Building and Maintenance Fund Practices

<u>Management Practice</u>	<u>Number of Districts Responding</u>	<u>Total Frequency/Percent</u>
1. Defer maintenance projects	135	39/28.9

Table 5 (cont'd.)

<u>Management Practice</u>	<u>Number of Districts Responding</u>	<u>Total Frequency/Percent</u>
2. Preventive maintenance	135	130/96.3
3. Trained engineer	135	12/8.9
4. Inservice training	135	122/90.4
5. Energy audit	135	105/77.7

Table 6 presents the same frequencies in descending order.

Table 6. Descending Frequency of Recommended Operations, Building and Maintenance Fund Practices

<u>Total Frequency/Percent Recommended</u>	<u>Management Practice</u>
130/96.3	2 Preventive maintenance
122/90.4	4 Inservice training
105/77.7	5 Energy audit
39/28.9	1 Defer maintenance projects
12/8.9	3 Trained engineer

Three of the management practices received recommendations by 70% or more of the superintendents. The most frequently recommended practice for allocation of resources to the Operations, Building, and Maintenance Fund was "Institute a preventive maintenance program". The other management practices receiving high frequencies of recom-

mendations were "Provide inservice training for building supervisors" and "Hire an outside agency to conduct an energy audit".

The last subsection of the questionnaire presented four management practices for allocation of resources to the Bond and Interest Fund. The four practices in this subsection were:

1. Move short term debt (annual borrowing) to long term debt;
2. Use teacher script;
3. Remain with the fixed term payment schedule;
4. Invest borrowed money at a higher interest rate.

Table 7 shows the total frequency of recommend and highly recommend responses on the four management practices for the allocation of resources to the Bond and Interest Fund.

Table 7. Frequency of Recommended Bond and Interest Fund Management Practices

<u>Management Practice</u>	<u>Number of Districts Responding</u>	<u>Total Frequency/Percent</u>
1 Short to long term debt	132	56/41.5
2 Use teacher script	131	9/6.6
3 Fixed term payment	130	99/73.3
4 Invest borrowed money	130	116/85.9

Table 8 is a display of the frequency of recommended management practices for the allocation of resources to the Bond and Interest Fund in descending order from most recommended to least recommended.

Table 8. Descending Frequency of Recommended Bond and Interest Fund Practices

<u>Total Frequency/Percent Recommended</u>	<u>Management Practice</u>
116/85.9	4 Invest borrowed money
99/73.3	3 Fixed term payment
56/41.5	1 Short to long term debt
9/6.6	2 Use teacher script

The most frequently recommended management practice for the allocation of resources to the Bond and Interest Fund was "Invest borrowed money at a higher interest rate". A second management practice recommended by over 50% of the respondents was "Remain with the fixed term payment schedule."

Research Question #2. What management practices were used most often by superintendents in the allocation of resources generally and to each of the three budget funds?

Data for this section were obtained through personal interviews with 12 superintendents. An original interview population of thirteen superintendents was identified using the aggregate score formula for innovative and passive responses to the management practices on the questionnaire. Five of the superintendents in the interview group had

received aggregate scores of 45 or greater on the passive items on the questionnaire. Five of the superintendents in the interview group received aggregate scores of 52 or greater on the innovative items on the questionnaire. The remaining three individuals in the interview group were included because they received a score of 45 or greater on the passive items and a score of 51 or greater on the innovative items, thus appearing in both the passive and innovative orientation groups. Twelve of the thirteen members of the interview sample granted permission for the interview to take place. One of the superintendents was not able to participate.

Much of the data reported here were obtained from the responses that the superintendents interviewed gave to questions 1 (What kinds of retrenchment decisions have you had to make in this district over the last five to eight years?) and 18 (Has decline resulted in the district borrowing funds? Why?) of the interview guide. Information from the responses to other questions was used when those responses indicated the use of a particular management practice.

Interview responses were initially categorized using the original management practices listed in the questionnaire. When a management practice was indicated that did not coordinate with the original listing, the practice was listed

separately under one of the four sections of management practices.

The most frequently reported management practice based on the original questionnaire items was "Cut a flat percentage". "Increase input from others" was reported by ten superintendents. "Focus on internal allocation procedures" and "Base reductions on efficiency data" each appeared in nine of the responses to the interview questions. "Centralize decision-making" was mentioned by eight superintendents. The other management practices were mentioned by less than 50% of the superintendents interviewed. Table 9 displays this same information in the descending order of response frequency.

Table 9. Frequency of General Management Practice Used

<u>Frequency of Responses</u>	<u>Management Practice</u>
11	Cut a flat percentage
10	Increase input
9	Focus on internal allocations
9	Base reductions on efficiency data
8	Centralize decision-making
4	Ask for outside evaluation
2	Conservative stance on decision-making
1	Decentralize decision-making
1	Target cuts

(Table 9, cont'd.)

<u>Frequency of Responses</u>	<u>Management Practice</u>
1	Incentive program
1	Performance measures
0	Zero-based budgeting

Other management practices which the superintendents reported but that were not on the original list may be seen in Table 10.

Table 10. Other General Management Practices Reported

<u>Management Practice</u>	<u>Frequency Reported</u>
Use of long-range planning	7
Attempt at referenda	6
Regular use of the media	6
Regular meetings with groups regarding the district's financial status	6
Attempts to change external constraints through testifying at state hearings and lobbying the legislators	6
Preparation of impact statement regarding proposed cuts	4
Begin own operation of previously contracted services	3
Contracting out of needed services	1
Consult with others who have experienced decline	1

The most frequently reported management practice in the original listing in Educational Fund section was "Increase teacher/administrator ratio". This practice was reported by 9 of the 12 superintendents. The other frequently reported practice in this section was "Increase class size". An increase in class size was reported by 6 of the 12 superintendents. The remainder of the practices in this original grouping were reported by three or fewer of the superintendents interviewed. Table 11 displays these responses in descending order of frequency.

Table 11. Frequency of Educational Fund Management Practices Used

<u>Management Practice</u>	<u>Frequency Reported</u>
Increase Teacher/administrator ratio	9
Increase class size	6
Early retirement policy	3
Freeze salaries	3
Reduce all co-curricular programs	2
Uniform curriculum	2
Alternative school	2
Reduce all educational programs	0
RIF policy based on seniority	0
Multiple certification for teachers	0

Table 12 is a listing of management practices that were used by the superintendents in managing decline in the

Educational Fund but ones that did not appear on the original group of management practices on the questionnaire. The practices are arranged in descending order of the number of superintendents reporting them.

Table 12. Other Educational Fund Practices Reported

<u>Management Practice</u>	<u>Frequency Reported</u>
Reduce supply purchases	6
Reduction of some educational programs	5
Reduction of some co-curricular activities	4
Reduction of educational programs based on student interest and enrollment	4
Reduction of staff through attrition	3
Reorganization of Kindergarten to all day every other day	3
Centralize warehousing procedures	2
Seek grants and special funding	2
Use of differentiated staffing patterns	2
Curriculum cycle policy	1
Reduction of the frequency of course offerings	1
Fee assessment for co-curricular activities	1

The most frequently reported management practice which was included in the original list of practices for the Operations, Building and Maintenance Fund was "Defer main-

tenance projects". Only two other practices from this original list were mentioned by the superintendents interviewed, "Preventive maintenance program" and "Energy audit". Table 13 displays these responses in descending order of frequency.

Table 13. Frequency of Operations, Building and Maintenance Fund Management Practices Used.

<u>Management Practice</u>	<u>Frequency Reported</u>
Defer maintenance projects	3
Energy audit	1
Preventive maintenance	1
Engineer as Assistant	0
Inservice training	0

Nine additional management practices used to reduce expenditures in the Operations, Building and Maintenance Fund were reported by the superintendents. Table 14 displays these reported practices in descending order of frequency.

Table 14. Other Operations, Building and Maintenance Fund Practices Reported.

<u>Management Practice</u>	<u>Frequency Reported</u>
Reduction of custodial staff	8
Installation of energy efficient measures	4
Use of Life Safety Funds for major building projects	4

(Table 14, cont'd.)

<u>Management Practice</u>	<u>Frequency Reported</u>
Close schools	3
Reorganize custodial staff by job and/or hours	2
Leasing of school facilities to public	2
Hiring of consultant for assessment	1
Do emergency repairs only	1

Four management practices that dealt with the management of allocations to the Bond and Interest Fund were listed on the questionnaire. Only one of these was reported as being used by the superintendents interviewed. "Invest borrowed money at a higher interest rate" was reported by three of the superintendents. Eight of the superintendents reported that their school districts had borrowed funds because of decline. No additional practices for this fund were reported.

Research Question #3. Was there a relationship between the management practices recommended by the superintendents and characteristics of the school district?

Information was sought regarding the relationship between the management practices recommended by the superintendents and characteristics of the school district. School district characteristics selected for investigation

were: the size of the district both in square miles and in total student enrollment; the location of the school district as rural, urban or suburban; the amount of expenditures on a per pupil basis; the proportion of district revenues received from state aid funding; the direction of changes in the total number of students enrolled in the district; the direction of changes in the total number of students enrolled in special services programs; and the political ethos and socio-economic status of the school district.

In order to summarize the relationships between each of the selected school district characteristics and the recommendation of management practices for dealing with decline, correlation coefficients were computed for each pair of variables. Kendall's Tau c was selected as the statistical application. Correlation coefficients were computed for each of the 32 management practices with each of the 14 independent variables. This resulted in 448 paired relationships.

The magnitude of the correlation coefficients for each of the 448 paired relationships were all low to negligible (Best, 1970). Only those correlation coefficients with an absolute magnitude of .20 or greater will be presented here as having any basis for indicating the existence of relationships between the paired variables. A list of all correlation coefficients and their statistical significance comparing each of the characteristics of the school district

with the recommendation of each of the management practices can be found in Appendix E.

Geographic Size Compared with Recommended Practices

Correlation coefficients regarding the relationship between the geographic size of the school district and the recommendation of management practices for dealing with decline ranged in absolute magnitude from .00618 to .19019. All of the correlation coefficients were negligible. There was little evidence to indicate that a relationship existed between the geographic size of the school district and the recommendation of management practices for dealing with decline.

Size Of Student Enrollment Compared with

Recommended Practices

Among the paired relationships between the size of the student enrollment of the school district and the management practices recommended by the superintendents only one had a correlation coefficient of greater than .20. The correlation coefficient comparing the size of the student enrollment of the school district with the recommendation of "Hire a highly trained individual with a degree in engineering and a minor in management to head the operations and maintenance as deputy, associate, or assistant superintendent" as a management

practice for dealing with decline was .22460 with a significance at the .0003 level. Although a low correlation, it appears that this relationship cannot be accounted for by chance alone. Table 15 is a display of the data.

Table 15. Size of Student Enrollment with the Recommendation of "Hire a trained engineer"

Management Practice Ratings

Enrollment	Not Recom- mended	Give Little Consider- ation	Recom- mend	Highly Recom- mend	Row Total
More than 12,000	1 20.0%	1 20.0%	2 40.0%	1 20.0%	5
11,999 to 6,000	1 33.3%	1 33.3%	1 33.3%	--	3
5,999 to 3,000	4 57.1%	2 28.6%	1 14.3%	--	7
2,999 to 1,000	22 51.2%	17 39.8%	3 7.0%	1 2.3%	43
999 to 500	26 66.7%	12 30.8%	1 2.6%	--	39
Less than 500	22 78.6%	5 17.9%	1 3.6%	--	28

N = 125

Tau c = .22460

p = .0003

The positive correlation coefficient of .22460

indicates that as the size of the student enrollment of the school district increases, the likelihood of the superintendent recommending "Hire a trained engineer" as a management practice for dealing with decline increases.

Nine other correlation coefficients comparing the size of the student enrollment of the school district and the recommendation of management practices for dealing with decline had statistical significance of .05 or better. Six of these correlation coefficients had a statistical significance of less than .01. The correlation coefficients for these relationships ranged in absolute magnitude from .11721 to .19630. Although the magnitude of these correlation coefficients was less than .20, the statistical significance levels indicate that the probability of these relationships occurring by chance is minimal.

Location of the School District Compared with Recommended Practices

The correlation coefficient for the relationship between the location of the school district as rural, suburban, or urban with the recommendation of "Hire a highly trained individual with a degree in engineering and a minor in management to head the operations and maintenance as deputy, associate, or assistant superintendent" as a management practice for dealing with decline was .22486 with a statistical significance of .0000. Table 16 is a display of the data for this relationship.

The correlation coefficient of .22486 indicates that superintendents of urban school districts are more likely to recommend "Hire a trained engineer" as a management practice

for dealing with decline than superintendents in suburban and rural school districts.

Table 16. Location with the Recommendation of "Hire a trained engineer"

Management Practice Ratings

<u>Location</u>	Not Recom- mended	Give Little Consider- ation	Recom- mend	Highly Recom- mend	Row Total
Rural	71 67.0%	32 30.2%	3 2.8%	---	106
Suburban	3 28.6%	6 42.9%	3 21.4%	2 7.1%	14
Urban	5 33.3%	5 33.3%	3 20.0%	2 13.3%	15

N = 135

Tau c = .22486
p = .0000

Amount of Per Pupil Expenditure Compared
with Recommended Practices

Correlation coefficients for the paired relationships between the amount of per pupil expenditures of the district and the recommendation of management practices for dealing with decline ranged in size from .00356 to .14227. The magnitudes of these correlation coefficients are negligible and therefore, do not indicate that the amount of per pupil ex-

penditures of the district is significantly related to the recommendation of management practices for dealing with decline.

Proportion of State Aid Funding Compared with Recommended Practices

Among the paired relationships comparing the proportion of state aid funding received by the district with the recommendation of management practices for dealing with decline, none of the correlation coefficients were greater than .20. The range for these correlation coefficients was .00238 to .19268. Because of the negligible size of the correlation coefficients, there appears to be no relationship between the proportion of state aid funding received by the school district and the recommendation of management practices for dealing with decline.

Changes in Student Enrollment Compared with Recommended Practices

Correlation coefficients for paired relationships between changes in total student enrollment with the recommendation of management practices for dealing with decline ranged in absolute magnitude from .00161 to .08370. Because of the negligible size of the correlation coefficients between these variables, it was determined that no discernible relationship was found between the changes in total school

enrollment and the recommendation of management practices for dealing with decline.

Changes in Number of Students in Special Programs
Compared with Recommended Practices

Correlation coefficients comparing the relationships between the recommendation of management practices with the changes in the number of students in each of the six special programs of special education self-contained, special education resource, bilingual education, gifted/talented education, remedial reading and/or math programs, and vocational education were computed. Only two of the 92 paired relationships were found to have correlation coefficients greater than .20.

Both of the correlation coefficients greater than .20 were found when comparing the change in the number of students in remedial reading and/or math programs and the recommendation of two of the management practices.

First, a correlation coefficient of $-.23950$ with a statistical significance of $.003$ was found for the paired relationship of changes in the number of students in remedial reading and/or math programs and the recommendation of "Focus on internal allocation procedures rather than external constraints" as a management practice for dealing with de-

cline. Table 17 is a display of the data for this relationship.

Table 17. Changes in Number of Students in Remedial Programs with Recommendation of "Focus on internal allocations"

Management Practices Ratings

	<u>Not Recom- mended</u>	<u>Give Little Consi- deration</u>	<u>Recom- mend</u>	<u>Highly Recom- mend</u>	<u>Row Total</u>
<u>Change</u>					
Increase	1 1.8%	6 10.5%	41 71.9%	9 15.8%	57
Decrease	1 4.0%	2 8.0%	17 68.0%	5 20.0%	25
No Change	5 10.2%	15 30.6%	27 55.1%	2 4.1%	49

N = 131

Tau c = $-.23950$
p = $.0003$

The negative correlation coefficient of $-.23950$ indicates that superintendents of school districts experiencing no change in the number of students enrolled in remedial programs are less likely to recommend "Focus on internal allocation procedures rather than external constraints" as a management practice for dealing with decline than are the superintendents of school districts that have experienced

either an increase or decrease in the number of students in remedial programs.

The second correlation coefficient greater than .20 was found when the recommendation of "Institute a preventive maintenance program" was compared with the change in the number of students enrolled in remedial reading and/or math programs. The paired relationship between these variables resulted in a correlation coefficient of $-.25317$ with a significance level of $.0002$. Table 18 is a display of these data.

Table 18. Changes in Number of Students in Remedial Programs with Recommendation of "Institute a preventive maintenance program"

Management Practices Ratings

<u>Change</u>	Not Recom- mended	Give Little Consi- deration	Recom- mend	Highly Recom- mend	Row Total
Increase	--	1 1.8%	20 35.1%	36 63.2%	57
Decrease	--	2 7.7%	19 73.1%	5 19.2%	26
No Change	2 3.8%	--	35 67.3%	15 28.8%	52

N = 135

Tau c = $-.25317$
p = $.0002$

The $-.25317$ correlation coefficient indicates that superintendents in school districts experiencing an increase in the number of students in remedial programs are more likely to recommend "Institute a preventive maintenance program" as a management practice for dealing with decline, than are superintendents in district experiencing a decrease or no change in this student population.

Political Ethos and Socio-Economic Status

Compared with Recommended Practices

Paired relationships between the political ethos of the school district and the recommendation of management practices indicated correlation coefficients ranging in absolute magnitude between $.00033$ and $.15634$. All correlation coefficients were negligible. No evidence of significant correlations was found to exist between these variables.

All correlation coefficients for the paired relationships between socio-economic status of the school district and the recommendation of management practices for dealing with decline were less than $.10$. The correlation coefficients indicated that negligible relationships existed between the socio-economic status of the school district and

the recommendation of management practices for dealing with decline.

Summary

In summary, of the 448 paired relationship summarizing the correlation between the characteristics of the school district and the recommendation of management practices for dealing with decline, four were found to have correlation coefficients greater than .20. Size of student enrollment and the recommendation of "Hire a trained engineer" as a management practice for dealing with decline had a positive correlation coefficient of .22460. Nine other negligible but statistically significant correlation coefficients appeared for the paired relationships between size of student enrollment and the recommendation of management practices for dealing with decline. Location of the school district as rural, suburban, or urban and the recommendation of "Hire a trained engineer" as a management practice for dealing with decline had a positive correlation coefficient of .22486. Changes in the number of students in remedial reading and/or math programs had negative correlation coefficients greater than .20 with the recommendation of "Focus on internal allocation" and "Institute a preventive maintenance program" as management practices for dealing with decline.

Research Question #4. Was there a relationship between management practices recommended by the superintendents and characteristics of the superintendent?

Information was sought regarding the relationship between the management practices recommended by superintendents and the characteristics of the superintendent. Characteristics of the superintendent selected for investigation were: age; total years experience as a superintendent; amount of time in current position; level of education; previous experience in managing decline in another school district; previous experience in managing decline in a non-educational organization; formal training in business; and informal training in business.

Kendall's Tau c was selected as the statistical application for summarizing the relationships between the selected characteristics of the superintendents and the recommendation of management practices for dealing with decline. Correlation coefficients were computed for each of the 32 management practices with each of the 8 independent variables. This resulted in 256 paired relationships.

The magnitude of the correlation coefficients for each of the 256 paired relationships were low to negligible (Best, 1970). Only those correlation coefficients with an absolute magnitude greater than .20 will be presented in this section as having a basis for indicating the existence of a significant relationship between the variables. A listing of all

256 correlation coefficients and their levels of significance can be found in Appendix F.

Age of the Superintendent Compared with Recommended Practices

Correlation coefficients between the age of the superintendent and the recommendations of management practices for dealing with decline ranged in absolute magnitude from .00852 to .11984. All of these correlation coefficients were negligible. The correlation coefficients for these paired variables indicate that no discernible relationships exist between the age of the superintendent and the superintendent's recommendation of management practices for dealing with decline.

Experience as a Superintendent Compared with Recommended Practices

Correlation coefficients for paired relationships between the total years' experience as a superintendent with the recommendation of management practices for dealing with decline ranged in absolute magnitude from .00195 to .15164. The negligible size of these correlation coefficients indicates that there is no evidence that a significant relationship exists between the total years experience as a superintendent and the superintendent's recommendation of management Practices for dealing with decline.

Amount of Time in Current Position
Compared with Recommended Practices

All correlation coefficients for the paired relationships between the amount of time the superintendent has been in the current position and the superintendent's recommendation of management practices for dealing with decline were less than .20 in magnitude. Correlation coefficients for these variables ranged from .00178 to .15917. The correlation coefficients indicated that the amount of time the superintendents had been in their current positions is not a good predictor of their recommendations of management practices for dealing with decline.

Level of Education Compared with
Recommended Practices

Among the correlation coefficients between the level of education of the superintendent and the superintendent's recommendation of management practices for dealing with decline, two correlation coefficients were greater than .20. All other correlation coefficients were negligible.

A positive correlation coefficient of .20313 with a statistical significance of .0021 was found for the relationship between the level of education of the superintendent and the recommendation of "Implement an early retirement policy"

as a management practice for dealing with decline. Table 19 is a display of these data.

Table 19. Level of Education with Recommendation of
"Implement an early retirement policy"

Management Practices Ratings

<u>Education</u>	<u>Not Recom- mended</u>	<u>Give Little Consi- deration</u>	<u>Recom- mend</u>	<u>Highly Recom- mend</u>	<u>Row Total</u>
Doctorate	1 4.0%	1 4.0%	12 48.0%	11 44.0%	25
Master's + 30	4 5.1%	18 23.1%	36 46.2%	20 25.6%	78
Master's	5 15.6%	5 15.6%	18 56.3%	4 12.5%	32

N = 135

Tau c = .20313
p = .0021

The positive correlation coefficient of .20313 indicates that as the level of the education of the superintendent increases, the recommendation of "Implement an early retirement policy" as a management practice for dealing with decline increases.

The second correlation coefficient of .20 or greater was found for the relationship between the level of education of the superintendent and the recommendation of "Invest borrowed money at a higher interest rate" as a management practice for dealing with decline. The correlation coeffi-

cient for this paired relationship was .23485 with a significance level of .0004. Table 20 is a display of these data.

Table 20. Level of Education with Recommendation of "Invest borrowed money"

Management Practices Ratings

<u>Education</u>	<u>Not Recom- mended</u>	<u>Give Little Consi- deration</u>	<u>Recom- mend</u>	<u>Highly Recom- mend</u>	<u>Row Total</u>
Doctorate	--	--	5 20.0%	20 80.0%	25
Master's + 30	1 1.4%	9 12.3%	22 30.1%	41 56.2%	73
Master's	3 9.4%	1 3.1%	17 53.1%	11 34.4%	32

N = 135

Tau c = .23485
p = .0004

The positive correlation coefficient of .23485 indicates that superintendents with Doctorates are more likely to recommend "Invest borrowed money at a higher interest rate" as a management practice for dealing with decline than are those superintendents with a Master's degree or a Master's degree plus 30 hours.

No other correlation coefficients greater than .20 were found to exist between the education level of the superintendent and the recommendation of management practices for dealing with decline.

Previous Experience with Managing Decline in a
School District Compared with Recommended Practices

Correlation coefficients for the relationship between the superintendent's previous experience in managing decline in a school district and the recommendation of management practices for dealing with decline ranged from .00490 to .21882. A correlation coefficient of .21882 with a .0064 level of significance was found for the paired variables of the superintendent's previous experience in managing decline in another school district and the recommendation of "Institute an incentive program for ideas on how to reduce expenditures" as a management practice for dealing with decline. Table 21 is a display of these data.

Table 21. Previous Experience in Managing Decline in Another School District with Recommendation of "Institute an incentive program"

	<u>Management Practices Ratings</u>				Row Total
	Not Recom- mended	Give Little Consi- deration	Recom- mend	Highly Recom- mend	

Experience

Yes	3 6.0%	24 48.0%	20 40.0%	3 6.0%	50
No	4 4.7%	23 27.1%	47 55.3%	11 12.9%	85

N = 135

Tau c = .21882
p = .0064

The positive correlation coefficient indicates that superintendents who have had no previous experience in managing decline in another school district are more likely to recommend "Institute an incentive program for ideas on how to reduce expenditures" as a management practice for dealing with decline than are superintendents who indicate that they have had previous experience in managing decline in another school district.

Previous Experience in Managing Decline in
a Non-Educational Organization Compared
with Recommended Practices

All correlation coefficients for the paired relationships between the superintendent's previous experience in managing decline in a non-educational organization and the recommendation of management practices for dealing with decline were less than .10. These negligible correlation coefficients indicate that no discernible relationships exist between these variables.

Formal Business Training Compared
with Recommended Practices

Correlation coefficients for the paired relationships between the superintendent's formal training in business and the recommendation of management practices for dealing with

decline indicated two relationships with correlation coefficients greater than .20.

First, a correlation coefficient of $-.20872$ with a statistical significance of $.0092$ was found for the relationship between the formal business training of the superintendent and the recommendation of "Implement an early retirement policy" as a management practice for dealing with decline. Table 22 is a display of these data.

Table 22. Formal Business Training with the Recommendation of "Implement an early retirement policy"

Management Practices Ratings

	Not Recom- mended	Give Little Consi- deration	Recom- mend	Highly Recom- mend	Row Total
--	-------------------------	--------------------------------------	----------------	--------------------------	--------------

Formal
Business
Training

Yes	3 3.4%	18 20.7%	36 41.4%	30 34.5%	87
No	7 14.6%	6 12.5%	30 62.5%	5 10.4%	48

N = 135

Tau c = $-.20872$
p = $.0092$

It would appear that superintendents with no formal business training were less likely to recommend "Implement an early retirement policy" as a management practice for dealing with decline than those superintendents with formal business

training. It should be noted that the correlation coefficient for these paired variables is almost negligible. The percentage of both groups of superintendents rating this practice as Recommend or Highly Recommend was very similar -- 75.9% and 72.9%.

Secondly, a correlation coefficient of $-.31100$ with a significance level of $.0003$ was found when the formal business training of the superintendent was compared to the recommendation of "Defer maintenance projects" as a management practice for dealing with decline. Table 23 is a display of these data.

Table 23. Formal Business Training with the Recommendation of "Defer maintenance projects"

Management Practices Ratings

	<u>Not Recom- mended</u>	<u>Give Little Consi- deration</u>	<u>Recom- mend</u>	<u>Highly Recom- mend</u>	<u>Row Total</u>
<u>Formal Business Training</u>					
Yes	18 20.7%	38 43.7%	27 31.0%	4 4.6%	87
No	24 50.0%	16 33.3%	7 14.6%	1 2.1%	48

N = 135

Tau c = $-.31100$
p = $.0003$

The negative correlation coefficient indicates that superintendents with no formal training in business are less likely to recommend "Defer maintenance projects" as a management practice for dealing with decline than are those superintendents with formal training in business.

Informal Business Training Compared with Recommended Practices

Correlation coefficients for the paired relationships between the superintendent's informal business training and the recommendation of management practices for dealing with decline ranged in absolute magnitude from 0.0 to .17053. These negligible correlation coefficients indicate that there is no evidence that a discernible relationship exists between the informal business training of the superintendent and the recommendation of management practices for dealing with decline.

Summary

In summary, of the 256 paired relationships between the characteristics of the superintendent and the recommendation of management practices for dealing with decline, five correlation coefficients were greater than .20. The education level of the superintendent had a positive correlation coefficient with the recommendation of "Implement an early retirement policy" and "Invest borrowed money at a higher

interest rate" as management practices for dealing with decline. No previous experience with the management of decline in another school district had a positive correlation coefficient with the recommendation of "Institute an incentive program for ideas on how to reduce expenditures" as a management practice for dealing with decline. Formal business training was found to have negative correlation coefficients with the recommendation of "Implement an early retirement policy" and "Defer maintenance projects" as management practices for dealing with decline.

Research Question #5: Were the superintendent's recommended management practices consistent with a passive orientation as postulated in the Whetten Model?

Whetten postulated that because of certain personal and organizational forces in the environment, administrators in educational organizations will respond with a passive orientation to the management of decline. In determining if the management practices recommended by the superintendents in this study were consistent with a passive orientation as postulated in Whetten's Model, an aggregate score formula was used.

Each of the management practices listed in the questionnaire was categorized as being a passive or innovative response based on Whetten's six efficiency reinforcing dynamics. Both passive and innovative management practices were included in each of the four subsections of the ques-

tionnaire. Of the thirty-two management practices on the questionnaire, fifteen management practices were of a passive orientation and seventeen were of an innovative orientation. These two sets of practices were used as the basis in computing the aggregate score for determining if the respondent's recommended management practices were of a passive or innovative orientation.

If a respondent recommended all of the passive items, that is, rating each of the fifteen passive items, with a minimum rating of 3 (Recommend), the total passive score for that person would be 3 times 15 or 45. Using the same procedure and applying it to the seventeen innovative practices, the minimum score on the innovative items would be 3 times 17 or 51. Those respondents whose score on the passive items was 45 or greater were identified and categorized as indicating a passive orientation to the management of decline. Those respondents whose scores on the innovative items was 51 or greater were identified and categorized as indicating an innovative orientation to the management of decline.

Eleven of the aggregate scores on the innovative items were identified as being 51 or more. The range of scores for this group was a minimum of 51 and a maximum of 57. Ten of the aggregate scores on the passive items were identified as being 45 or more. The range for the passive scores was a minimum of 45 and a maximum of 51. The eleven innovative scores represent 8% of the total population. The ten passive

scores represent 7% of the total population. Therefore, only 10 of 135 respondents were identified as being passive in their recommendation of management practices. This does not appear to be consistent with the passive orientation postulated by Whetten.

Research Question #6. Were the management practices used by the superintendents consistent with a passive orientation as postulated in the Whetten Model?

Information for this section was obtained from personal interviews with twelve superintendents. The original group was selected by use of an aggregate score on the passive and innovative items of the questionnaire. Thirteen superintendents were identified by this process. Five of these superintendents had aggregate scores of 45 or greater on the passive items; five had aggregate scores of 52 or greater on the innovative items; and three had high scores on both set of items. Twelve of the thirteen superintendents were able to schedule an interview; one superintendent was not able to participate.

An interview guide was developed and used to quantify the data obtained in the interviews. The data presented here are based on that interview guide. Questions within each of Whetten's six efficiency reinforcing dynamics are presented. For each of these questions, the criterion on which the determination of a passive or innovative orientation was

made, is stated. The number of responses meeting the criteria for each type of orientation is presented.

Efficiency Reinforcing Dynamic I: The Conservative Effect of Stress

Interview Question #2: How did you involve various constituencies in this decision-making process?

The responses to this question which included only the mention of the school board and the school district administrators were considered to indicate a passive orientation. Responses which included groups such as citizens' task forces, teacher groups, advisory councils, etc. were considered to indicate an innovative orientation. Two superintendents mentioned only the school board and school district administrators in their response to this question. Ten superintendents mentioned one or more groups in addition to the school board and school district administrators. Therefore, two passive orientations and ten innovative orientation were indicated to this question.

Interview Question #4: How would you characterize the kinds of planning you have used in managing decline?

A characterization of the planning used as crisis, short-term or year-to-year was determined to indicate a passive response. Terms such as long-range and one-three-and-five year plans were determined to indicate an innovative

response. Five of the superintendents characterized the planning in their districts as being crisis or year-to-year. Seven of the superintendents used the terms of long-range or one-three-and -five year plans to characterize the planning in their district. Therefore five passive orientations and seven innovative orientations were determined from these responses.

Interview Question #27: Have you recommended or taken any action in the past five years that you would call unusual, out of character, or risky?

A negative response to this question was considered to represent a passive orientation. A positive response to this question was considered to represent an innovative orientation. The perception of the superintendent regarding the unusual character or riskiness of the action was accepted without further judgment. Two of the superintendents had negative responses to this question. Ten of the superintendents were able to identify some action that they considered unusual or risky. Therefore, this question was determined to have elicited two passive orientations and ten innovative orientations.

Interview Question #29: Given the cutbacks you have had to make, would you characterize the mode as across-the-board or targeted?

A response of across-the-board was determined to indicate a passive orientation. A response of targeted was determined to indicate an innovative orientation. Eleven of the superintendents characterized the mode of the cutbacks in the district as being across-the-board. One superintendent characterized the mode of cutbacks as targeted. Therefore, responses to this item were determined to indicate eleven passive orientations and one innovative orientation.

Table 24 is a summary of the passive and innovative responses to the interview questions based on Whetten's Efficiency Reinforcing Dynamic of The Conservative Effect of Stress.

Table 24. Summary of Passive and Innovative Interview Responses to The Conservative Effect of Stress

Question #	Innovative Orientation	Passive Orientation
#2 Involvement of others in decision-making	10	2
#4 Kinds of planning	7	5
#27 Risky action	10	2
#29 Characterization of kinds of cutbacks	1	11

Using a criterion of 50% of the group's responses to indicate a passive or innovative orientation to the manage-

ment of decline, three of these questions were determined to indicate an innovative orientation on the part of the group and one of the items was determined to show the group as responding with a passive orientation.

Efficiency Reinforcing Dynamic II: The Trained Incapacity of Administrators

Interview Question #23: What do you see as the major causes of decline in public education today?

Responses which identified only external constraints as being the major causes of the decline in public education today were considered to indicate a passive orientation to this question. Responses which included both external constraints and internal factors were determined to indicate an innovative orientation. Four of the superintendents included only external constraints as the major causes of decline. Eight of the superintendents mentioned both external constraints and internal factors as the major causes of decline in public education. Therefore, it was determined that four passive and eight innovative orientations were indicated to this question.

Interview Question #24: In your opinion, what can be done to reverse this decline trend?

If the response to this question contained only agencies or actions external to education as being the means by which the decline trend could be changed, it was determined that the response was passive. If the responses of the superintendent indicated that both external and internal agencies and actions could be used to reverse the decline trend the response was determined to be innovative. One superintendent used only agencies and actions external to education in identifying means for reversing the decline in education. Eleven superintendents included internal agencies or actions in their responses to this question. Therefore, one passive orientation and eleven innovative orientations were determined from the responses to this question.

Interview Question #25: Based on your experience would you characterize the process of managing decline as reversing the process of managing growth?

Based on Whetten's assertion that managing decline is not the reverse of the process of managing growth, a positive answer to this question was determined to indicate a passive orientation. A negative response was determined to indicate an innovative response. One of the superintendents had never experienced the managing of growth and therefore did not respond to this question. Of the remaining eleven superintendents, three responded that managing decline was a reversing of the process of managing growth and eight responded

that the processes were different. Therefore, responses to this item indicated three passive orientations and eight innovative orientations.

Interview Question #26: Would your experience say that your energies can best be spent in:

A. Focusing on internal allocations (doing the best you can with the situation you have) or B. Trying to change the external constraints (trying to get increased funding, lobbying for legislation)?

Responses which included only a focus on internal allocation procedures were determined to indicate a passive orientation. Responses which included only external constraints or both external and internal were determined to indicate an innovative orientation. Five of the superintendents selected "Focusing on internal allocations" as their response. Four superintendents selected "Trying to change the external constraints". Three of the superintendents saw both areas as important. Therefore, the responses were determined to indicate five passive orientations and seven innovative orientations to this question.

Interview Question #35: What from your formal training has helped you in being able to successfully manage decline?

If the superintendent indicated that nothing in his formal training had assisted in his being able to manage decline, the response was considered to show a passive orientation. If the superintendent was able to identify some part of his formal training as having given some assistance, the response was considered innovative. No distinctions were made regarding the kind or area of the coursework reported. Two of the superintendents were unable to identify anything in their formal training which had helped them in managing decline. Ten superintendents were able to identify at least one thing in their formal training which had helped them in being able to manage decline. Therefore, it was determined that two passive orientations and ten innovative orientations were indicated in the responses to this question.

Those formal training aspects which were identified as being helpful were: public relations, people skills, behavior sciences, philosophy, business administration courses, curriculum training, and data processing.

Table 25 summarizes the passive and innovative responses to interview questions based on Whetten's Efficiency Reinforcing Dynamic of the Trained Incapacity of Administrators.

Table 25. Summary of Passive and Innovative Interview Responses to the Trained Incapacity of Administrators

Question #	Innovative Orientations	Passive Orientations
#23 Major causes of decline	8	4
#24 Ways to reverse the decline trend	11	1
#25 Managing decline as reversing managing growth	8	3
#26 Internal allocations vs. external constraints	7	5
#35 Formal training	10	2

Using a criterion of 50% of the group's responses as determining a passive or innovative orientation for the group, responses on these five questions indicated that the group had innovative responses to all five questions.

Efficiency Reinforcing Dynamic III: The Innovative-resistant Organizational Structure

Question #6: As your budget began to decline and cutbacks had to be made, where did you begin looking to make cuts?

Responses in which the superintendent gave a generalization such as "where it would effect kids the least" or "looked for the 'fat' in every area" were determined to indicate a passive orientation. Responses that indicated a specific area of the budget were determined to indicate an innovative response. Three of the responses were of a general nature. Nine of the responses were directed to specific areas such as personnel, class size, closing of facilities, supplies, and reserve funds. Therefore, based on this criterion, three responses were determined to indicate a passive orientation; nine responses indicated an innovative orientation.

Interview Question #8: Have you added any new programs during this decline period?

A negative response to this question was considered to indicate a passive orientation. A positive response to this question was considered to indicate an innovative orientation. No distinctions were made about the kinds of programs added. All of the superintendents responded that at least one program had been added during this period of decline. Therefore, it was determined that twelve innovative orientations were indicated to this question.

Interview Question #9: Has there been an occasion in which you eliminated an old established program and replaced it with a new one?

A negative answer to this question was determined to indicate a passive orientation. A positive response to this question was determined to indicate an innovative orientation. Seven superintendents responded that no programs had been eliminated and replaced with new programs. Of the superintendents indicating that no programs had been eliminated and replaced with new ones, four of them indicated that areas of the program had been updated in content or that some courses had been dropped due to lack of students interest. Five superintendents indicated that older programs had been eliminated and new ones added. Therefore, based on these responses, it was determined that seven passive orientations and five innovative orientations were present.

Interview Question #10: Have you funded any new ideas or approaches in non-instructional areas during this period of decline?

Negative responses to this question were considered to indicate a passive orientation. Positive responses to this question were considered to indicate an innovative orientation. Seven of the superintendents indicated that no new ideas in non-instructional areas had been funded. Five superintendents indicated at least one new idea in the non-instructional area that had been funded. Therefore, it was determined that the responses to this question indicated seven passive orientations and five innovative orientations.

Interview Question #30: Do you see a pattern or sequence to the cutbacks made in this district?

Responses to this question were first sorted as negative and positive. All no responses were categorized as passive. Of the positive responses, those which were generalized and indistinct were considered to be passive while those that were specific and categorical were considered innovative. Generalized and indistinct responses were such things as "generalized decline across-the-board" and "frills in all areas". Specific and categorical responses can be represented by descriptions such as "non-personnel to personnel back to non-personnel" and "personnel focus because of the large percentage of the funds allocated there".

Based on these criteria, one superintendent indicated that no pattern existed. Of the remaining eleven superintendents, six responses were determined to be generalized and indistinct, and five responses were determined to be specific and categorical. Therefore, the twelve responses indicated that there were seven passive orientations and five innovative orientations.

Table 26 summarizes the passive and innovative responses to interview questions based on Whetten's Efficiency Reinforcing Dynamic of the Innovative-resistant Organizational Structure.

Table 26. Summary of Passive and Innovative Interview Responses to The Innovative-Resistant Organizational Structure.

Question #	Innovative Orientations	Passive Orientations
#6 Begin cutbacks	9	3
#8 Added new programs	12	0
#9 Elimination of old program	5	7
#10 Funded non-instructional ideas	5	7
#30 Pattern to cutbacks	5	7

Using 50% or more of the group's responses to each question as the criterion to determine the passive or innovative orientation of the group, there were two of the questions which indicated an innovative orientation for the group. Given that the majority of the group members were determined to have passive orientations to questions 9, 10, and 30, the group was considered as having a passive orientation on three items in this section.

Efficiency Reinforcing Dynamic IV: Problem solving
Based on Efficiency Data

Interview Question #11: Have you increased pupil/teacher ratios as a way to cope with decline?

If the response to this question was positive it was considered to represent a passive orientation. If the response to this question was negative it was considered to indicate an innovative orientation. Six of the superintendents indicated that pupil/teacher ratios had been increased as a way to manage decline. Six of the superintendents indicated that an increase in pupil teacher ratios had not taken place. Six passive orientations and six innovative orientations were determined for this question.

Interview Question #13: As decisions to eliminate/cutback programs had to be made, what did you use as your criteria?

Responses that were based only on efficiency measures were considered to be passive. Responses that included reference to effectiveness measures as well as efficiency were categorized as innovative. Nine of the responses mentioned only efficiency based measures. Three of the responses included program value as a measurement criterion. Therefore, responses to this question were determined to indicate nine passive orientations and three innovative orientations.

Interview Questions #14: In your opinion which is a better criterion for deciding the merit of a program or unit of operation: Efficiency - the quantity of work or Effectiveness - the quality of work regardless of the quantity?

A response of efficiency was determined to indicate a passive orientation. A response of effectiveness was determined to indicate an innovative orientation.

Three superintendents indicated that efficiency was the better criterion to be used regarding cutback decisions. Five of the superintendents indicated that effectiveness was the better criterion to use regarding cutbacks. Four of the superintendents responded that the two were of equal importance. Therefore, based on the responses to this question, it was determined that three passive orientations were present, five innovative orientations were present and four of the responses were considered as being in neither category.

Interview Questions #15: Have the job responsibilities of the administrators in this district changed due to the decline situation?

If the superintendent indicated that number of administrators in the district had been cut, it was determined that the response was passive in orientation. If the superintendent indicated that the number of administrators in the district had remained the same or increased, it was determined that the response was innovative in orientation. Nine of the superintendents indicated that administrative positions in the district had been cut as a means of coping with decline. Three of the superintendents indicated that there had been no cuts in the number of administrators in the district. Therefore, based on these responses it was determined

that nine passive orientations and three innovative orientations were represented in the answers to this question.

Table 28 is a summary of the passive and innovative responses to the four questions based on Whetten's Efficiency Reinforcing Dynamic of Problem-solving Based on Efficiency Data.

Table 28. Summary of Passive and Innovative Interview Responses To Problem-solving Based on Efficiency Data

Question #	Innovative Orientations	Passive Orientations	No Response
#11 Increased pupil/teacher ratios	6	6	
#13 Cutback criteria used	3	9	
#14 Effectiveness or Efficiency better	5	3	4
#15 Increased teacher/administrator ratios	3	9	

Using a level of 50% or more of the group responses as the criterion for determining a passive or innovative orientation for the group, two items indicated a passive orientation for the group; two items indicated an innovative orientation for the group; and, one item indicated a majority of responses in neither category.

Efficiency Reinforcing Dynamic V: The Most Innovative Members Leave First

Interview Question #16: Have you hired any new personnel in this district specifically to assist in managing decline?

Consultants as well as continuing positions in the district were considered as affirmative responses to this question. A negative response to this question was determined to indicate a passive orientation. A positive response to this question was considered to show an innovative orientation. Ten of the superintendents indicated that no new personnel, including consultants, had been hired specifically to assist with the management of decline. Two of the districts indicated that consultant services had been used. Therefore, based on these responses to the interview question, ten passive and two innovative orientations were determined.

Interview Question #31: In your opinion, what has been or is going to be, the greatest consequence of the decline in this district?

The content of the responses to this question covered a variety of consequences. The responses were sorted into categories of positive consequences and negative consequences. Responses that were only negative in content were determined to be a passive orientation. Responses that were only positive or included both positive and negative consequences were

determined to be an innovative orientation. Based on these criteria, four of the superintendents saw at least one positive consequence of the decline situation. Eight of the superintendents mentioned only negative consequences to the decline situation. Therefore, it was determined that eight passive and four innovative orientations were represented in the superintendents' responses to this question.

Interview Question #32: Do you see any positive aspects to managing decline?

A negative answer to this question was determined to indicate a passive orientation. A positive response to this question was determined to indicate an innovative orientation. Ten of the superintendents indicated that they saw at least one positive aspect to the management of decline. Two of the superintendents indicated that they saw no positive aspects to the management of decline. Therefore, based on these responses, it was determined that ten of the superintendents had innovative orientations and two superintendents had passive orientations to this interview question.

Table 28 is a summary of the passive and innovative responses to the three questions based on Whetten's Efficiency Reinforcing Dynamic of The Most Innovative Members Leave First.

Table 28. Summary of Passive and Innovative Interview Responses to The Most Innovative Members Leave First

Question #	Innovative Orientations	Passive Orientations
#16 New personnel	2	10
#31 Greatest consequences	4	8
#32 Positive aspects to managing decline	10	2

For two of these interviews questions, more than 50% of the group indicated a passive response. For the remaining question the majority of the group indicated an innovative response. Therefore, it was determined that the group showed two passive orientations and one innovative orientation to the three interview questions for this section.

Efficiency Reinforcing Dynamic VI: Crisis Leads to the Espousal of Traditional Values

Interview Question #21: Some educators believe that an excess of innovations has been the cause of the current problems in education today. What is your opinion on this?

A positive response to this question was determined to indicate a passive orientation. A negative response to this question was determined to indicate an innovative orientation. Six of the superintendents indicated that in their opinion, an excess of innovations has caused many of the

problems in education today. Four of the superintendents did not believe that an excess of innovations had caused the problems in education today. Two of the superintendents indicated that an excess of innovations was not the cause of problems in their districts but such excess was probably the cause of problems in other districts. Therefore, based on these responses, it was determined that eight of the responses were of a passive orientation and four of the responses were of an innovative orientation.

Interview Question #22: Would you characterize this district's trend over the past five to eight years as being more unified and traditional or more innovative and varied?

Responses of the superintendents that indicated that the district had become more unified and traditional were categorized as passive in orientation. Responses that indicated the district's trend as more innovative and varied were categorized as innovative in orientation. Based on this criterion, nine of the superintendents characterized their district as being more unified and traditional while, three of the superintendents selected more innovative and varied to describe their districts. Therefore, it was determined that there were nine passive orientations and three innovative orientations to this question.

Table 29 summarizes the passive and innovative responses to the two interview questions based on Whetten's

Efficiency Reinforcing Dynamic of Crisis Leads to the
Espousal of Traditional Values.

Table 29. Passive and Innovative Interview Responses to
Crisis Leads to the Espousal of Traditional Values

Question #	Innovative Orientations	Passive Orientations
#21 Excess of innovations	4	8
#22 Trend in the district	3	9

Using the criterion of 50% or more of the responses for determining the group's response as passive or innovative, both of the questions for Crisis Leads to the Espousal of Traditional Values indicated passive orientations.

Table 30 is a summary of the superintendents' responses to all of the interview questions used to determine a passive or innovative orientation. The table lists the questions, the number of innovative responses and the number of passive responses to each question, and an indication of the passive or innovative orientation for the group based on the majority of responses of the group to each interview question.

Table 30. Summary of Passive and Innovative Responses to all Interview Questions

Question #	Frequency of Innovative Responses	Frequency of Passive Responses	Passive or Innovative Responses of the Group
#2 Involvement of others in decision-making	10	2	Innovative
#4 Kinds of planning	7	5	Innovative
#27 Risky action	10	2	Innovative
#29 Characterization of kinds of cutbacks	1	11	Passive
#23 Major causes of decline	8	4	Innovative
#24 Ways to reverse decline trend	11	1	Innovative
#25 Managing decline reversing managing growth	8	3	Innovative
#26 Internal allocation vs external constraints	7	5	Innovative
#35 Formal training	10	2	Innovative
#6 Begin cutbacks	9	3	Innovative
#8 Added new programs	12	0	Innovative
#9 Elimination of old programs	5	7	Passive

(Table 30, cont'd.)

Question #	Frequency of Innovative Responses	Frequency of Passive Responses	Passive or Innovative Responses of the Group
#10 Funded non-instructional ideas	5	7	Passive
#30 Pattern to cutbacks	5	7	Passive
#11 Increased pupil/teacher ratios	6	6	-----
#13 Cutback criteria used	3	9	Passive
#14 Effectiveness or Efficiency better	5	3	Innovative (4 No Response)
#15 Increased teacher/administrator ratios	3	9	Passive
#16 New personnel	2	10	Passive
#31 Greatest consequence	4	8	Passive
#32 Positive aspects to managing decline	10	2	Innovative
#21 Excess of innovations	4	8	Passive
#22 Trend in the district	3	9	Passive

As seen in Table 30, as a group the superintendents responded with a passive orientation to 10 of the 23 interview questions. Twelve of the questions indicated the group's responses to be of an innovative orientation. One of the questions was not categorized as passive or innovative since an equal number of responses were determined to be in each category. Therefore, 43% of the group's responses were of a passive orientation and 52% of the group's responses were of an innovative orientation.

Table 31. Summary of Passive and Innovative Orientation of Superintendents Interviewed.

<u>Number of Interview Responses</u>	<u>Superintendents Interviewed</u>											
	1	2	3	4	5	6	7	8	9	10	11	12
Passive	12	9	11	9	8	8	6	13	11	12	13	9
Innovative	10	13	11	14	15	15	17	10	11	11	10	13

An investigation was made regarding the passive and innovative responses given by the individual superintendents in the interview group. Table 31 displays the frequency of passive and innovative response given by each superintendent.

Table 32 is a display that summarizes the orientation of the superintendents interviewed to both the questionnaire and the interview.

Table 32. Summary of Questionnaire and Interview Orientations.

	<u>Superintendents Interviewed</u>											
	1	2	3	4	5	6	7	8	9	10	11	12
<u>Interview Orientation</u>												
Passive	X	-	X	-	-	-	-	X	X	X	X	-
Innovative	-	X	X	X	X	X	X	-	X	-	-	X
<u>Questionnaire Orientation</u>												
Passive	X	X	X	X	X	-	-	-	-	X	X	X
Innovative	-	-	-	-	-	X	X	X	X	X	X	X

The superintendents interviewed indicated the use of both passive and innovative management practices. Therefore, this does not appear to be consistent with the passive orientation postulated by Whetten.

Summary

In reviewing the data analyzed in this study, some generalizations and speculations can be made.

Regarding the data related to the most frequently recommended management practices, there appears to be a trend for superintendents to recommend innovative practices for the general management of the school district. This is confirmed by noting that 3 of the 5 most frequently recommended practices for this areas were from the innovative category. This might well be expected since current literature in management

both inside and outside the field of education has had a focus on such practices as strategic planning, involvement of others in decision-making, and accountability.

Data for the most frequently recommended management practices for the allocation of resources to the Educational Fund indicated that 3 of the 5 were from the passive category. It should be noted that several of the respondents to the questionnaire indicated that the use of the RIF policy based on seniority was required by law. Even though the responses required for the items on the questionnaire were recommendations only, this may indicate that even when given an opportunity to make recommendations (what I would do if I could), superintendents cannot separate themselves from the reality of the restrictions under which they operate daily. The management practice in this area which received the most recommendations pertained to the development of a uniform K-12 curriculum in all subject areas. It is possible that the high rating which this practice received may be a reaction to the recent appearance of numerous reports regarding the quality of public school education and the need to reshape the curriculum.

All of the practices recommended by 70% or more of the superintendents for use in the allocation of resources for the Operations, Building and Maintenance Fund were from the innovative category. Only 12 of the superintendents responding to the questionnaire recommended the management

practice of hiring a trained engineer. Could this be similar to the recommendations regarding the RIF policy on seniority? Could it be that more superintendents might like to do this, but know full well that such an action would not be well received by the community? Or, might it be that relatively small school districts, acting independently, cannot utilize such management practices and still meet an acceptable cost/benefit requirement?

The data regarding the practices recommended for the allocation of resources to the Bond and Interest Fund appear to indicate that, when possible, superintendents want to be able to make money on the funds that they borrow, but they are not willing to increase the amount of money that the district must commit yearly to debt service. It should also be noted that comments from the respondents to the questionnaire indicated that some superintendents believe the investment of borrowed funds at a higher interest rate is illegal. The recommendation of this practice might have been greater had the superintendents responded only according to what they would recommend. It may be that some, perhaps many superintendents are not fully aware of the investment options available to them. If so, effective inservice training could be useful.

Of the most frequently used general management practices reported by the superintendents interviewed, 4 of the 5 were from the passive category. It will be recalled, how-

ever, that 3 of the 5 most frequently recommended practices were from the innovative category. Whetten reported that in his review of the literature regarding the management of decline, administrators were encouraged to respond to the situation in innovative ways, while the literature reporting on what administrators actually do in managing decline rarely indicated the use of innovative responses. The difference between the innovative trend for recommended practices and the passive trend for practices used found in this study is quite similar to that which Whetten found in the literature.

Only two of the management practices for the allocation of resources to the Educational Fund were mentioned by half or more of the superintendents interviewed. These were "Increase the teacher/administrator ratio" and "Increase class size". In as much as these two practices focus on impacting internal rather than external variables, it may be that superintendents are sending a message. That is, they have little power to influence external variables that impinge so importantly on effective and efficient resources management.

Although only one of the correlation coefficients for the paired relationships between the size of the student enrollment of the district and the recommendation of management practices was found to have an absolute magnitude greater than .20, nine other correlations were found to have statistical significance greater than .05. Even though the

correlations were negligible the number of statistically significant relationships seem to hint that size of student enrollment does have some effect on the recommendation of management practices for dealing with decline. Common sense would tend to confirm this since small and rural districts would not have the number of options available to them that might be found in a larger more urban setting. An example of this might be seen in the recommendation to decentralize decision-making. Given that in many small districts, the superintendent may represent the entire central office and perhaps even a portion of the building level administration, to whom does he or she delegate or consult regarding the necessary decision-making in the district?

Although the number of the statistically significant relationships was not as great for location as for the size of student enrollment, these two characteristics might be seen as traveling hand-in-hand. Larger enrollments are more likely to be found in the more urban and suburban areas. This would then influence the number and kind of options available for consideration by the superintendent.

It is believed that the two correlation coefficients found for the relationship between the change in the number of students receiving remedial services and the recommendation of management practices were spurious. The introduction of a recoding of the independent variables causes the relationships to disappear.

The available literature and research regarding the influence of the political environment on school district administration would tend to indicate that the findings of negligible relationships between the political ethos of the school district and the recommendation of management practices in this study should be seriously questioned, if not disregarded. Perhaps the use of the superintendents' perceptions as the measurement for this characteristic was responsible for the negligible correlations. It may also be true that the difference between what is recommended and what is actually done accounts for the negligible correlations of relationships between the paired variables. Although not a question addressed in this study regarding the management practices used, comments made by the superintendents interviewed for this research would tend to confirm that the political climate may well be an important influence on the superintendents' actions in dealing with decline. This same conclusion might be drawn regarding the influence of socio-economic status since several of the superintendents interviewed referred to the socio-economic status and conservative-rural attitudes when explaining why they took particular actions.

Until the very recent past, few individuals in the field of education had to cope with decline. Those new to the superintendency and those having occupied the position for a number of years are all beginners in this particular

aspect of management. The findings of this study would appear to confirm the contentions that no training specifically geared to the management of decline has been provided to superintendents either through education or business programs. Therefore, education and training of superintendents seem to show negligible relationships to the recommendation of practices for dealing with decline.

The data obtained through interviews with the twelve superintendents appeared to confirm some of Whetten's predictions regarding the responses of superintendents and to deny others. In reporting their actions, superintendents seemed to use a combination of both passive and innovative practices when dealing with declining resources. When viewing the data according to the six efficiency reinforcing dynamics, it can be seen that the majority of the group responded with a passive orientation to 4 of the 6 dynamics as predicted by Whetten. Yet, when looking at the total number of responses of the group, it can be seen that 12 of the 23 items received an innovative orientation and 10 received a passive orientation. The data indicate that those efficiency reinforcing dynamics which deal with the general management of the district tend to be more innovative while those that focus on the more specific areas of management such as program cuts, personnel practices, and criteria for cutback tend to be more passive. Could it be that being innovative through the involvement of others in the decision-making

process, nevertheless results in passive decisions being made?

Although the superintendents responding to the interview question regarding the assistance of their formal training in the management of decline responded innovatively, it should be noted that not one of them indicated that formal training in educational administration was the source of this assistance. This would tend to solidly confirm the suggestions in the literature that training programs for school administrators need to include training in the management decline.

CHAPTER V

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

Introduction

This study investigated the management practices recommended for use and those used in managing declining resources by superintendents in school districts in Illinois that have experienced a 10% or greater decline in real dollar revenues for the period 1977/78 to 1981/82. The questions which guided this research effort were:

1. What management practices were most often recommended by superintendents for use in the allocation of resources generally and to each of the three selected budget funds?
2. What management practices were used most often by superintendents in the allocation of resources generally and to each of the three budget funds?
3. Was there a relationship between the management practices recommended by the superintendents and characteristics of the school district such as: size, location, per pupil expenditures, proportion of state aid funding, enrollment changes, and the number of the student population needing special services?
4. Was there a relationship between the management practices recommended by superintendents and characteristics of the superintendent such as:

age, experience as a superintendent, amount of time in current position, level of education, previous experience in working with decline and training in business?

5. Were the superintendents' recommended management practices consistent with a passive orientation as postulated in the Whetten Model?
6. Were the management practices used by the superintendents consistent with a passive orientation to the management of decline as postulated in the Whetten Model?

The study attempted to operationalize Whetten's theory regarding organizational responses to the management of decline. According to Whetten, certain personal and organizational factors in the environment will, unless changed, cause administrators to respond passively to the problems of decline. Whetten identified these personal and organizational factors as efficiency reinforcing dynamics. Items for the questionnaire and the interview guide were developed on the basis of the descriptions Whetten presented for these six efficiency reinforcing dynamics. The dynamics were also used to determine the passive and innovative orientation of the responses given to items in the questionnaire and interview.

The population for this study was selected from unit (K-12) school districts in the state of Illinois. Two characteristics were used to identify the sample. First, the district was required to have the same individual in the position of superintendent for the period of 1977/78 to 1983/84. In addition, the school district must have experienced a 10% or greater decline in real dollar revenues between the period 1977/78 to 1981/82. The Consumer Price Index was used to calculate the real dollar revenues for the specified years. One hundred seventy-two K-12 school districts met the two criteria.

A questionnaire was developed to obtain information regarding characteristics of the superintendent, characteristics of the school district, and practices recommended for the management of the school district in general, for the Educational Fund, for the Operations, Building and Maintenance Fund, and for the Bond and Interest Fund. Of the 172 questionnaires sent, 135 usable questionnaires were returned. This was an 80% return. Information from the questionnaire was used to determine what practices were most often recommended, what relationships existed between the recommended practices and the characteristics of the school district, what relationships existed between the recommended practices and the characteristics of the superintendent, and if the recommended practices were consistent with a passive orientation as postulated by Whetten.

The identification of the recommended management practices as passive or innovative was determined by the use of an aggregate score formula. The cases with the highest passive and innovative scores were identified for interview. Along with the five cases having the highest passive scores and the five cases having the highest innovative scores, three cases which received high score in both categories were included in the interview sample. A total of thirteen districts were identified for follow-up interview. Twelve of the thirteen superintendents agreed to the interview session; one superintendent was unable to participate. Information obtained in the interviews was used to identify what management practices were used most often by the superintendents in managing declining resources and if the management practices used by the superintendents were consistent with a passive orientation as postulated in the Whetten Model.

Data obtained through the use of the questionnaire were treated using the Statistical Package for the Social Sciences. Statistical procedures included frequency distributions, cross-tabulations and Kendall's Tau c correlation coefficients. Interview data were quantified by establishing frequency of responses to each of 23 selected items.

Summary of the Major Findings

Based on an analysis of the data, the major findings of this study were:

1. "Target cuts to specific areas" was the most frequently recommended management practice in the General Management Practices section of the questionnaire. This practice was recommended by 117 or 86.7% of the respondents to the questionnaire.
2. Other frequently recommended general management practices were:
 - "Increase the opportunity for others to have input regarding the allocation of financial resources" [105 or 77.7% of the respondents]
 - "Focus on internal allocation procedures rather than external constraints" [101 or 74.9% of the respondents]
 - "Develop and use measures of performance for use in recommendations for budget reduction decisions" [97 or 71.9% of the respondents]
 - "Centralize decision-making" [96 or 71.1% of the respondents]
3. "Develop a uniform, comprehensive K-12 curriculum in all subject areas" was the most frequently recommended management practice for allocation of resources to the Educational Fund. This management

practice was recommended by 115 or 85.2% respondents to the questionnaire.

4. Other frequently recommended Educational Fund management practices were:

- "Require more than one subject certification for teachers" [101 or 74.8% of the respondents]
- "Implement an early retirement policy" [101 or 74.8% of the respondents]
- "Implement a RIF policy based on seniority" [95 or 70.3% of the respondents]
- "Increase class size" [94 or 69.6% of the respondents]

5. "Institute a preventive maintenance program" was the most frequently recommended management practice for allocation of resources to the Operations, Building and Maintenance Fund. This practice was recommended by 130 or 96.3% of the respondents to the questionnaire.

6. Other frequently recommended Operations, Building and Maintenance Fund management practices were:

- "Provide inservice training for building supervisors" [122 or 90.4% of the respondents]
- "Hire an outside agency to conduct an energy audit" [105 or 77.7% of the respondents]

7. "Invest borrowed money at a higher interest rate" was the most frequently recommended management practice in the Bond and Interest Fund section of the questionnaire. This practice was recommended by 116 or 85.9% of the respondents to the questionnaire.
8. The other frequently recommended Bond and Interest Fund management practice was "Remain with the fixed term payment schedule" [99 or 73.3% of the respondents].
9. "Cut a flat percentage of resources across all budget items and programs" was the most frequently used general management practice reported by 11 or 92% of the 12 superintendents in the interview group.
10. Other general management practices frequently reported as used by the 12 superintendents interviewed were:
 - Increase the opportunity for others to have input regarding the allocation of financial resources" [10 or 83% of those interviewed]
 - "Focus on internal allocation procedures rather than external constraints" [9 or 75% of those interviewed]
 - "Base reductions on efficiency data [9 or 75% of those interviewed].

11. "Increase the teacher/administrator ratio" was the most frequently used Educational Fund management practice reported by 9 or 75% of the 12 superintendents in the interview group.
12. Other Educational Fund management practices reported as used were:
 - "Increase class size [6 or 50% of interview group]
 - "Implement an early retirement policy" [3 or 25% of interview group]
 - "Freeze salaries" [3 or 25% of interview group]
13. There was no evidence to indicate that a significant relationship existed between school district characteristics and the management practices recommended by the superintendents for dealing with decline.
14. There was no evidence to indicate that a significant relationship existed between the characteristics of the superintendent and the management practices recommended by the superintendents for dealing with decline.
15. Questionnaire and interview data indicated that the superintendents tended to recommend and use passively oriented management practices when considering administration in general and of the

Educational Fund. Not so in the other areas investigated. Recommended and used practices here reflected both passive and innovative orientations.

Conclusions

Within the limitations inherent in this study and based upon the findings reported, the following conclusions appeared to be warranted:

1. Superintendents appear to be more innovative in their recommendation and use of management practices for the allocation of resources to the Operations, Building and Maintenance Fund and to the Bond and Interest Fund, but more passive in their recommendation and use of management practices for the allocation of resources in general and to the Educational Fund.

The Educational Fund is the budget area that, on the average, consumes 75% of a school district's revenues. Given this, it would seem that this fund would be the area to be managed most effectively and efficiently in the presence of fiscal decline. However, the Educational Fund is also the one area of the school budget which has the greatest number of restrictions regarding the amount and direction of revenue allocations. It may be that these restrictions drive management decisions toward a passive orientation.

The innovative tendency regarding the recommendation and use of management practices in the Operations, Building and Maintenance Fund might be expected. Positive reinforcements come from actions that encourage energy conservation in an energy conscious world, that upgrade the skills of employees, and that focus on preventive rather than curative measures. Finally, although regulations and restrictions regarding the use and allocation of resources to the Operations, Building and Maintenance Fund exist, they are not nearly so constraining on the actions of the superintendent as those present in the Educational Fund.

Similarly, restrictions exist regarding school district indebtedness but are not so confining that profitable investment activities cannot be pursued. The recommendation and use of both passive and innovative practices for the allocation of resources to the Bond and Interest Fund appear to reflect the more flexible environment surrounding this fund and the espousal of the more traditional value of living within your means.

Innovative recommendations for the general management of the school district might be expected since superintendents are most likely aware of the current literature regarding effective management. A familiarity with this literature would tend to encourage the recommendation of such actions as shared decision-making and performance evaluation. However, because so many of their general management

practices must apply to the Educational Fund, they tend to report the use of passive practices.

The flexibility of the superintendent to recommend and use innovative practices for the allocation of resources to the Educational Fund is limited by the existence of such constraints as: state and federal regulations regarding what shall be offered, to whom and how often; teachers' negotiated agreements causing automatic increases in expenditures through raises; highly volatile political situations when staff or program cuts are proposed; supply expenditures necessary for the daily operations of the buildings and programs for which little price negotiation is possible; and, local public interest regarding program offerings, athletics and other co-curricular activities. Such internal and external constraints operate to cause superintendents to think of themselves as having few options regarding what can be done to manage resources generally and those allocated to the Educational Fund.

It appears that in those funds where some flexibility is allowed, superintendents tend to exercise this flexibility through both the recommendation and use of innovative management practices. It would also appear that in the Educational Fund where the greatest number of internal and external constraints exist, superintendents both recommend and use passive practices and this, in turn, effects their general management orientation. Such behavior appears to be aligned

with Whetten's postulate regarding the tendency for school administrators to select passive solutions to the problems of decline if personal and organizational forces remain unaltered.

2. Superintendents appear more likely to recommend innovative practices for managing decline, but report the use of passive practices.

Nine of the fifteen management practices recommended most frequently by the respondents to the questionnaire were innovative. This appears to indicate a preference for such behavior.

Of the eight most frequently used management practices reported by the superintendents in the interview group, six were passive. In fact, the most frequently used general management practice reported by the interview group was the same practice that received the least number of recommendations by respondents to the questionnaire.

One must be cautious when drawing conclusions from two groups that differ so much in size. However, while superintendents' most frequently recommended practices tended toward an innovative orientation, the practices they report they actually used in the management of decline appeared to be more passive in orientation.

3. Superintendents do not appear to know what management practices should be used in the management of decline.

Data in this study indicated that all superintendents recommended and used a combination of passive and innovative practices for dealing with decline. The data further revealed that superintendents, at times, recommended some practices and then reported the use of others. And, finally, only 25% of the superintendents interviewed indicated that the management practices used were of the same orientation as those they recommended. These examples of inconsistency seem to indicate that as Boulding, Levine, Bakalis, and Whetten point out, so little is known about decline that no one knows, as yet, what works best.

4. The effects of characteristics of the school district and of the superintendent on the selection of strategies for managing decline should not be dismissed even though this study was unable to establish a strong statistical relationship between these variables.

Research conducted by Boyd, Rodekoher, Almeida, Crespo and Hache', and Odden and Vincent, all had findings that indicated that characteristics of the school district were related to decline. The writings of Boulding, Culbertson, Bakalis, March, Tyler, and others emphasized the importance of the characteristics of the superintendent in the management of decline. Examples in support of the existence of

such relationships are numerous and cannot be disregarded because little evidence for such relationships was found in this single research effort.

Recommendations

The findings and conclusions of this study suggested the following recommendations:

1. School administrators should establish communication systems among themselves to enable them to share experiences that will assist them in identifying what practices are most effective for use in the management of decline.
2. Individuals involved in the management of decline (superintendents, board members, business managers, etc.) should write about and publish their experiences both positive and negative to increase the information available regarding what can be done in managing decline.
3. The management of decline should be made a priority for research and publication by individuals concerned with organizational theory.
4. Liaisons between university based personnel and practitioners need to be established to facilitate the study of decline -- its characteristics, effects, and management.
5. Experiences in the management of decline from all fields, education, industry, municipal governments, and business should be pooled to form a broader base for the development of theory and recommended practices for dealing with the decline phenomenon.

6. Given that decline in education is likely to continue through the remainder of this century, individuals responsible for the training of school administrators need to incorporate the knowledge and skills needed for the management of decline into the training program both as separate courses and as components of all aspects of school administration.
7. Superintendents need to be made aware of the influences of the internal and external constraints existing in their work environment and the effects these exercise on the individual's leadership behavior.
8. Theory regarding the personal and organizational constraints influencing the selection of responses to the problems of decline need to be expanded to include constraints present in the larger environmental context of state and federal government, taxation, economic fluctuations, law, labor relations.
9. School districts experiencing decline should provide the opportunity for individuals and groups in the community to become involved with the resource allocation decisions.

Recommendations for Further Study

1. Additional studies attempting to operationalize Whetten's model should be conducted. These studies could use different populations: other unit districts, elementary districts, and high school districts. Such efforts could sharpen the processes of inquiry and reveal new and important insights relating elements of the model to real world decisions regarding the management of decline.
2. Studies regarding what management practices members of boards of education recommend for dealing with declining resources need to be pursued. Given the close working relationship between boards of education and superintendents of school, the findings of such studies could assist superintendents in understanding how their views as educational leaders compare and contrast to those of the board members.
3. In depth case studies of school districts experiencing declining resources could assist in explaining some of the variables which effect the kinds of management practices used.
4. Studies regarding the influence of the political atmosphere on the selection and implementation of management strategies for dealing with decline should be pursued.

5. Further investigation of aspects of formal training programs which have assisted practitioners in their management of decline could provide valuable knowledge for the revision of current training programs for school administrators.

Bibliography

- Abramowitz, S. & Rosenfeld, S. (1978) Setting the Stage. In S. Abramowitz & S. Rosenfeld (Eds.) Declining Enrollment: The Challenge of the Coming Decade (pp. 1-17). Washington, D.C.: The National Institute of Education.
- Abramson, P. (1981) More Children Are Coming: More Children Are Coming. In S. Leggett (Ed.), Managing Schools in Hard Times (pp. 29-33). Chicago: teach'em, Inc.
- Almeida, A. (1980). Planning for Declining Enrollment. Unpublished master's thesis, The University of Alberta, Canada.
- Bakalis, M. J. (1981) American Education and the Meaning of Scarcity, Part I. Kappan, 63, 7-12.
- Best, J. W. (1970) Research in Education (2nd ed.). Englewood Cliffs, New Jersey: Pentice-Hall, Inc.
- Boulding, K. (1975) The Management of Decline. Change, 7, 8-9, 64.
- Boyd, W. L. (1976). Community Status and Conflict in Suburban School Politics. Beverly Hills: Sage Publications.
- Boyd, W. L. (1979). Educational Policy-Making in Declining Suburban School Districts, Some Preliminary Findings. Education and Urban Society, 11, 333-366.
- Bozeman, B. and Slusher, E. A. (1979). Scarcity and Environmental Stress in Public Organizations: A Conjectural Essay. Administration and Society, 11, 335-355.
- Burgner, G.A. (1977). The Perceived Effects of Declining Enrollment on Selected Unified School Districts in Los Angeles County (Doctoral Dissertation, University of Southern California, 1977). Dissertation Abstracts International, 38, 36A.
- Chapdelaine, L. G. (1977) Public Opinion Toward Education: Declining Enrollment and a Shifting Economy (Doctoral Dissertation, Columbia University Teachers College, 1977). Dissertation Abstracts International, 38, 37A.

- Cohen, K. J. & Cyert R. M. (1965) Theory of the Firm: Resource Allocation in Market Economy. New Jersey: Prentice-Hall, Inc.
- Collins, J. & Lucove, J. S. (1982). Proposition 2 1/2: Lessons from Massachusetts. Educational Leadership, 39, 246-249.
- Cone, J. C. (1981). How to Enlist and Keep Support of Your Constituency. In S. Leggett (Ed.), Managing Schools in Hard Times (pp. 17-22). Chicago: teach'em, Inc.
- Crespo, M. & Hache', J. B. (1982). The Management of Decline in Education: The Case of Quebec. Educational Administration Quarterly, 18, 75-99.
- Culbertson, J. (1976) Educational Leadership: The Uses of Adversity. Theory Into Practice, 25, 253-259.
- Davis, R. G. & Lewis, G. M. (1978). The Demographic Background to Changing Enrollments and School Needs. In S. Abramowitz & S. Rosenfeld (eds.), Declining Enrollment: The Challenge of the Coming Decade (pp. 19-45). Washington, D.C. The National Insitute of Education.
- Deal, T. E. and Wiske, M. S. (1981). How to Use Research to Win Battles -- and Maybe Wars. In S. Leggett (Ed.). Managing Schools in Hard Times (pp. 1-16). Chicago: teach'em, Inc.
- Dembowski, F. L., Gay, G., and Owings, J. (1979). The Effects of Declining Enrollments on Instructional Progress and Supervisory Practices in Public Elementary and Secondary Schools. Alexandria, Virginia: Association for Supervision and Curriculum Development. (ERIC Document Services No. ED 181 550)
- Freeman, J. & Hannan, M. T. (1981) Effects of Resources and Enrollments on Growth and Decline in School Districts: Evidence from California and New York. Palo Alto, California: Institute on Educational Finance and Governance, Stanford University.
- Harrigan, K. (1980) Strategies for Declining Businesses. Lexington, Massachusetts: D.C. Heath Company.

Hodgkinson, H. L. (1982) What Principals Can Do To Manage Schools In The 80's. NASSP Bulletin, 66, 41-52.

Illinois Public School Finance Project. (1982) Impacts and Implications of Enrollment Changes and Inflation on Public School Revenues and Expenditures. Springfield, Illinois: Illinois State Board of Education.

Illinois State Board of Education, Department of Finance and Reimbursements (1979). Illinois Public Schools Financial Statistics 1977-1978 School Year. Springfield, Illinois: Illinois State Board of Education.

Illinois State Board of Education, Department of Finance and Reimbursements (1983). Illinois Public Schools Financial Statistics, 1981-1982 School Year. Springfield, Illinois: Illinois State Board of Education.

Ireton, L. F. (1975) A Study of the Effect of Inflation on Public School Education in Oklahoma. (Doctoral Dissertation, University of Oklahoma, 1975). Dissertation Abstracts International, 36, 4811A.

Keough, W. F. Jr. (1978) Enrollment Decline: The Dilemma from the Superintendent's Chair. In S. Abramowitz & S. Rosenfeld (Eds.), Declining Enrollment: The Challenge of the Coming Decade (pp. 331-369). Washington, D.C.: The National Institute of Education.

Leonard, W. F. Jr. (1972) The Decision-Making Process for the allocation of Financial Resources for Education Within a Large City. (Doctoral Dissertation, The Pennsylvania State University, 1972). Dissertation Abstract International, 34, 1034A.

Leppert, J. & Routh, D. (1978). An Analysis of State School Finance Systems As Related to Declining Enrollments. In S. Abramowitz & S. Rosenfeld (Eds.), Declining Enrollment: The Challenge of the Coming Decade (pp. 187-208). Washington, D.C.: The National Institute of Education.

Levine, C.H. (1978). Organizational Decline and Cutback Management. Public Administration Review, 38, 316-325.

Levine, C. H. (1979). More on Cutback Management: Hard Questions for Hard Times. Public Management Forum, 39 179-183.

- Levine, C., Rubin, I., & Wolohojian, G. (1981) The Politics of Retrenchment: How Local Governments Manage Fiscal Stress. Beverly Hills: Sage Publications.
- Lewis, C. W. & Logalbo, A. T. (1980) Cutback Principles and Practices: A Checklist for Managers. Public Administration Review, March/April. 184-188.
- Lippitt, G. & Lippitt, R. (1982) "Downsizing" -- How to Manage More with Less. Management Review, 71 9-14.
- March, J. G. (1973) Analytical Skills and the University Training of Educational Administration. In J. D. Herring & R. E. Klimes (Eds.), Walter D. Cocking Lectures: The NCPEA Series of Prominent Papers in Educational Administration (pp. 89-161). Berrien Springs, Michigan: Center for Studies and Services in Education, 1976.
- Mikolusky, M. (1983). The Mangement of Decline in University Departments: An Exploratory Study. (Doctoral Dissertation, The Ohio State University, 1983). Dissertation Abstracts International, 44
- National School Public Relations Association (1977). Cutting Costs: Successful Ways to Reduce School Expenditures, Current Trends in School Policies and Programs. Arlington, Virginia: National School Public Relations Association.
- National School Public Relations Association, Special Report. (1979). Managing Your Schools: What's Ahead. Arlington, Virginia: National School Public Relations Association.
- Naumer, W. W. Jr. (1983) No Time for Retreat. Springfield, Illinois: Illinois State Board of Education.
- Odden, A. & Vincent, P. E. and others. (1978). The Fiscal Impacts of Declining Enrollments: A Study of Declining Enrollments in Four States -- Michigan, Missouri, South Dakota and Washington. In S. Abramowitz & S. Rosenfeld (Eds.), Declining Enrollment: The Challenge of the Coming Decade (pp. 209-236) Washington D.C.: The National Institute of Education.
- Peterson, D. L. (1974). Intra-District Resource Allocation Patterns: A Study of Resource Allocations to Denver Elementary Schools (Doctoral Dissertation, University of Colorado, 1974). Dissertation Abstracts International, 35, 1927A.

- Rodekoher, M. E. (1974). Adjustments of Colorado School Districts to Declining Enrollments. (Doctoral Dissertation, Boulder, Colorado: University of Colorado, 1974).
- Schick, A. (1980). Budgetary Adaptations to Resource Scarcity. In C. H. Levine & I. Rubin (Eds.), Fiscal Stress and Public Policy (pp. 113-134). Beverly Hills: Sage Publications.
- Starbuck, W. H. & Hedberg, B. L. T. (1977). Saving an Organization from a Stagnating Environment. In H. B. Thorelli (Ed.), Strategy + Structure = Performance: The Strategic Planning Imperative (pp. 249-258). Bloomington, Indiana: Indiana University Press.
- Tyler, R. W. (1982). Dynamic Response in a Time of Decline. Kappan, 63, 655-658.
- Whetten, D. A. (1980). Organizational Decline: A Neglected Topic in Organizational Science. Academy of Management Review, 5, 577-587.
- Whetten, D. A. (1981). Organizational Responses to Scarcity: Exploring the Obstacles to Innovative Approaches to Retrenchment in Education. Educational Administration Quarterly, 17, 80-97.
- Zerchykov, R. (1982). A Review of the Literature and An Annotated Bibliography on Managing Decline in School Systems. Boston, Massachusetts: Institute for Responsive Education.

APPENDIX A

<u>DISTRICT</u>	<u>1977/1978 REVENUES</u>	<u>CPI MULTIPLIER</u>	<u>1977/1978 REAL DOLLAR REVENUE</u>	<u>1981/1982 REVENUES</u>	<u>CPI MULTIPLIER</u>	<u>1981/1982 REAL DOLLAR REVENUE</u>	<u>% DECLINE</u>
1	1,073,602	.485	520,696	1,471,193	.313	460,483	.12
2	1,813,420		879,508	2,335,710		731,077	.17
3	840,918		407,845	1,179,727		369,254	.10
4	1,019,064		494,246	1,172,607		367,025	.26
5	2,778,580		1,347,611	3,266,623		1,022,452	.24
6	1,758,815		853,025	2,312,817		723,911	.15
7	1,508,996		731,863	1,802,063		564,045	.23
8	1,192,032		578,135	1,588,415		497,173	.14
9	674,213		326,993	942,921		295,134	.10
10	3,253,125		1,577,765	4,060,261		1,270,861	.20
11	4,519,953		2,192,177	6,095,928		1,908,025	.13
12	784,035		380,256	967,389		302,792	.20
13	981,677		476,113	1,292,988		404,705	.15
14	65,824,581		31,924,921	79,449,179		24,867,591	.22
15	1,841,282		893,021	2,583,558		808,653	.10
16	1,199,455		581,735	1,660,353		519,690	.11

<u>DISTRICT</u>	<u>1977/1978 REVENUES</u>	<u>CPI MULTIPLIER</u>	<u>1977/1978 REAL DOLLAR REVENUE</u>	<u>1981/1982 REVENUES</u>	<u>CPI MULTIPLIER</u>	<u>1981/1982 REAL DOLLAR REVENUE</u>	<u>% DECLINE</u>
17	2,160,401	.485	1,047,794	3,013,480	.313	943,219	.10
18	2,408,121		1,167,938	3,003,536		940,106	.20
19	811,321		393,490	683,256		213,859	.46
20	691,534		35,393	818,054		256,050	.24
21	1,057,960		513,110	1,315,471		411,742	.20
22	1,380,914		669,743	1,798,822		563,031	.16
23	1,165,033		565,041	1,378,739		431,545	.24
24	5,718,513		2,773,478	7,209,688		2,256,632	.19
25	650,476		315,480	825,671		258,435	.18
26	1,134,531		550,247	1,369,536		428,664	.22
27	1,027,082		498,134	1,330,148		416,336	.17
28	2,036,332		987,621	2,670,180		835,766	.15
29	1,458,215		707,234	1,843,384		576,979	.19
30	531,175		257,619	713,507		223,327	.13
31	2,136,481		1,036,193	2,333,659		730,435	.30
32	1,013,762		491,674	1,196,685		374,564	.24

<u>DISTRICT</u>	<u>1977/1978 REVENUES</u>	<u>CPI MULTIPLIER</u>	<u>1977/1978 REAL DOLLAR REVENUE</u>	<u>1981/1982 REVENUES</u>	<u>CPI MULTIPLIER</u>	<u>1981/1982 REAL DOLLAR REVENUE</u>	<u>% DECLINE</u>
33	4,415,461	.485	2,141,498	6,129,682	.313	1,918,590	.11
34	2,757,211		1,337,247	3,855,552		1,206,787	.10
35	1,753,866		850,625	2,309,564		722,893	.15
36	1,829,237		887,179	2,323,895		727,379	.18
37	521,132		252,749	712,336		222,961	.12
38	947,483		459,529	1,195,031		374,044	.19
39	1,018,142		493,798	1,427,649		446,854	.10
40	830,916		402,994	1,121,825		351,131	.13
41	1,217,121		590,303	1,538,574		481,573	.19
42	1,143,737		554,712	1,519,191		475,506	.14
43	1,519,790		737,098	1,816,631		568,605	.23
44	3,147,797		1,526,681	3,678,731		1,151,442	.25
45	4,316,018		2,093,268	5,982,776		1,872,608	.11
46	4,387,490		2,127,932	5,546,000		1,735,898	.19
47	1,018,463		493,954	1,348,405		422,050	.15
48	2,328,815		1,129,475	2,974,368		930,977	.18

<u>DISTRICT</u>	<u>1977/1978 REVENUES</u>	<u>CPI MULTIPLIER</u>	<u>1977/1978 REAL DOLLAR REVENUE</u>	<u>1981/1982 REVENUES</u>	<u>CPI MULTIPLIER</u>	<u>1981/1982 REAL DOLLAR REVENUE</u>	<u>% DECLINE</u>
49	2,084,145	.485	1,010,810	2,934,075	.313	918,365	.10*
50	727,962		353,061	916,680		286,920	.19
51	3,434,823		1,665,889	4,656,721		1,457,553	.13
52	2,400,290		1,164,140	3,306,641		1,034,978	.11
53	3,413,272		1,655,436	4,542,935		1,421,938	.14
54	2,394,983		1,161,566	2,734,163		855,793	.26
55	1,210,610		587,145	1,387,742		434,363	.26
56	9,209,459		4,466,587	11,262,364		3,525,119	.21
57	2,602,999		1,262,454	3,496,660		1,094,454	.13
58	1,060,589		514,385	1,482,791		464,113	.10
59	2,061,185		999,674	2,711,732		848,772	.15
60	3,300,964		1,600,967	4,640,916		1,452,606	.10*
61	856,321		415,315	1,112,251		348,134	.16
62	31,351,592		15,205,522	31,965,849		10,005,310	.34
63	7,008,506		3,399,125	9,146,243		2,862,774	.16
64	4,193,966		2,034,073	5,729,987		1,793,485	.12

<u>DISTRICT</u>	<u>1977/1978 REVENUES</u>	<u>CPI MULTIPLIER</u>	<u>1977/1978 REAL DOLLAR REVENUE</u>	<u>1981/1982 REVENUES</u>	<u>CPI MULTIPLIER</u>	<u>1981/1982 REAL DOLLAR REVENUE</u>	<u>% DECLINE</u>
65	2,268,368	.485	1,100,158	1,861,059	.313	582,511	.47
66	1,513,930		734,256	1,977,265		618,883	.16
67	1,621,293		786,327	2,276,019		712,393	.10
68	948,408		459,977	1,034,426		323,775	.30
69	497,422		241,249	696,159		217,897	.10
70	1,971,922		956,382	2,149,899		672,918	.30
71	762,895		370,004	975,558		305,349	.18
72	6,345,593		3,077,612	5,909,028		1,849,525	.40
73	2,686,320		1,302,865	3,402,644		1,065,027	.18
74	7,394,322		3,586,246	9,069,875		2,838,870	.21
75	515,033		249,791	615,864		192,765	.23
76	958,835		465,034	1,052,591		329,460	.29
77	1,129,554		547,833	1,288,978		403,450	.26
78	1,143,128		554,417	1,270,463		397,654	.28
79	1,972,795		956,805	2,686,344		840,825	.12
80	1,642,381		796,554	1,791,365		560,697	.30

<u>DISTRICT</u>	<u>1977/1978 REVENUES</u>	<u>CPI MULTIPLIER</u>	<u>1977/1978 REAL DOLLAR REVENUE</u>	<u>1981/1982 REVENUES</u>	<u>CPI MULTIPLIER</u>	<u>1981/1982 REAL DOLLAR REVENUE</u>	<u>% DECLINE</u>
81	1,253,355	.485	607,877	1,203,353	.313	376,649	.38
82	2,232,881		1,082,947	2,953,633		924,487	.15
83	1,395,985		677,052	1,707,855		534,558	.21
84	813,623		394,607	1,049,461		328,481	.17
85	2,666,154		1,293,084	1,264,104		395,664	.70
86	1,069,040		518,484	1,332,162		416,966	.20
87	2,827,837		1,371,500	3,646,211		1,141,264	.17
88	3,478,769		1,687,202	4,318,245		1,351,610	.20
89	639,736		310,271	838,478		262,443	.16
90	1,140,571		553,176	1,553,905		486,372	.12
91	720,665		349,522	945,961		296,085	.15
92	1,044,774		506,715	1,363,521		426,782	.16
93	2,634,466		1,277,716	3,569,745		1,117,330	.13
94	6,036,265		2,927,588	7,409,189		2,319,076	.21
95	17,539,040		8,506,434	22,026,244		6,894,214	.19
96	14,901,053		7,227,010	19,398,412		6,071,702	.16

<u>DISTRICT</u>	<u>1977/1978 REVENUES</u>	<u>CPI MULTIPLIER</u>	<u>1977/1978 REAL DOLLAR REVENUE</u>	<u>1981/1982 REVENUES</u>	<u>CPI MULTIPLIER</u>	<u>1981/1982 REAL DOLLAR REVENUE</u>	<u>% DECLINE</u>
97	5,576,600	.485	2,704,651	6,358,307	.313	1,990,150	.27
98	3,503,993		1,699,436	4,558,154		1,426,702	.16
99	12,041,950		5,840,345	14,806,570		4,634,456	.21
100	25,461,571		12,348,861	35,300,357		11,049,011	.11
101	8,018,414		3,888,930	10,665,354		3,338,255	.14
102	680,829		330,202	925,780		289,769	.12
103	961,395		466,276	1,233,643		386,130	.17
104	1,602,358		777,143	2,059,492		644,620	.17
105	2,173,626		1,054,208	3,034,280		949,729	.10
106	2,187,121		1,060,753	2,795,950		875,132	.18
107	857,876		416,079	1,043,001		326,459	.22
108	2,738,692		1,328,265	3,369,124		1,054,535	.21
109	1,323,630		641,960	1,814,254		567,861	.12
110	2,159,547		1,047,380	2,368,750		741,418	.29
111	28,584,831		13,863,643	34,458,723		10,785,580	.22
112	2,703,888		1,131,385	3,584,503		1,121,949	.15

<u>DISTRICT</u>	<u>1977/1978 REVENUES</u>	<u>CPI MULTIPLIER</u>	<u>1977/1978 REAL DOLLAR REVENUE</u>	<u>1981/1982 REVENUES</u>	<u>CPI MULTIPLIER</u>	<u>1981/1982 REAL DOLLAR REVENUE</u>	<u>% DECLINE</u>
113	1,179,205	.485	571,914	1,453,169	.313	454,841	.21
114	2,762,695		1,339,907	2,455,484		768,566	.43
115	1,069,843		518,873	1,501,490		469,966	.10
116	1,430,085		693,591	1,762,021		551,512	.21
117	1,565,789		759,407	2,034,865		636,912	.16
118	5,178,109		2,511,382	5,932,748		1,856,950	.26
119	2,055,775		997,050	1,936,524		606,132	.39
120	591,247		286,754	830,817		260,045	.10*
121	4,264,213		2,068,143	5,358,713		1,677,277	.19
122	7,569,184		3,671,054	10,635,177		3,328,810	.10*
123	5,297,788		2,569,427	6,341,991		1,985,043	.23
124	21,758,811		10,553,023	23,999,923		7,511,975	.29
125	11,425,574		5,541,403	13,490,946		4,222,666	.24
126	18,090,435		8,773,860	23,245,167		7,275,737	.17
127	3,505,315		1,700,077	4,454,369		1,394,217	.18
128	662,119		321,127	787,018		246,336	.23

<u>DISTRICT</u>	<u>1977/1978 REVENUES</u>	<u>CPI MULTIPLIER</u>	<u>1977/1978 REAL DOLLAR REVENUE</u>	<u>1981/1982 REVENUES</u>	<u>CPI MULTIPLIER</u>	<u>1981/1982 REAL DOLLAR REVENUE</u>	<u>% DECLINE</u>
129	932,497	.485	452,261	1,224,313	.313	383,209	.15
130	1,472,626		714,223	1,843,011		576,862	.19
131	918,078		445,267	1,177,069		368,422	.17
132	821,095		398,231	936,069		292,989	.27
133	1,041,936		505,338	1,029,995		340,597	.33
134	987,678		479,023	1,078,964		337,715	.30
135	8,159,356		3,957,287	10,655,738		3,335,245	.16
136	1,432,968		694,989	1,955,193		611,975	.12
137	688,192		333,773	769,974		241,001	.28
138	1,824,750		885,003	2,066,346		646,766	.27
139	2,567,872		1,245,541	3,585,066		1,122,125	.10*
140	1,593,083		772,644	2,154,387		674,323	.13
141	42,663,239		20,691,670	53,833,452		16,849,870	.19
142	4,454,196		2,160,285	6,250,142		1,956,294	.10
143	2,380,549		1,154,566	2,862,069		895,827	.23
144	17,545,803		8,509,714	21,617,557		6,766,295	.21

<u>DISTRICT</u>	<u>1977/1978 REVENUES</u>	<u>CPI MULTIPLIER</u>	<u>1977/1978 REAL DOLLAR REVENUE</u>	<u>1981/1982 REVENUES</u>	<u>CPI MULTIPLIER</u>	<u>1981/1982 REAL DOLLAR REVENUE</u>	<u>% DECLINE</u>
145	16,535,312	.485	8,019,626	21,001,061	.313	6,573,332	.18
146	5,332,096		2,586,066	6,792,464		2,126,041	.18
147	1,552,905		753,158	1,919,353		600,757	.20
148	11,202,940		5,433,425	12,176,446		3,811,227	.30
149	930,162		451,128	1,209,406		378,544	.16
150	2,490,477		1,207,881	2,931,155		970,212	.20
151	968,932		469,932	1,140,426		356,953	.24
152	2,991,671		1,450,960	4,129,161		1,292,427	.11
153	1,283,361		622,430	1,637,363		512,494	.18
154	6,547,449		3,175,512	9,176,430		2,872,222	.10
155	2,540,666		1,232,223	3,331,531		1,042,769	.15
156	2,627,785		1,274,475	3,549,722		1,111,062	.13
157	7,343,116		3,561,411	8,774,291		2,746,353	.23
158	712,937		345,774	993,985		311,117	.10
159	4,800,675		2,328,327	5,967,327		1,867,773	.20
160	1,952,704		947,061	2,083,743		652,211	.31

<u>DISTRICT</u>	<u>1977/1978 REVENUES</u>	<u>CPI MULTIPLIER</u>	<u>1977/1978 REAL DOLLAR REVENUE</u>	<u>1981/1982 REVENUES</u>	<u>CPI MULTIPLIER</u>	<u>1981/1982 REAL DOLLAR REVENUE</u>	<u>% DECLINE</u>
161	833,895	.485	404,439	1,108,567	.313	346,981	.14
162	1,249,722		606,115	1,727,045		540,566	.11
163	35,432,795		17,184,905	48,824,659		15,282,118	.11
164	1,285,624		623,527	1,618,340		506,540	.19
165	2,232,010		1,082,524	2,990,266		935,953	.14
166	1,399,327		678,673	1,725,547		540,096	.21
167	3,030,157		1,469,626	3,770,582		1,180,192	.20
168	1,078,980		523,305	1,255,712		393,037	.25
169	2,524,487		1,224,376	3,468,483		1,085,635	.11
170	1,411,997		684,818	1,988,821		622,500	.10*
171	6,530,071		3,167,084	9,216,128		2,884,648	.10*
172	1,238,794		600,815	1,750,394		547,873	.10*

APPENDIX B

The following questionnaire has three major parts: general information about the school district and about you as superintendent, information about the political make-up of the district, and a section for your ratings of management practices you recommend as effective for dealing with declining financial resources. Specific directions have been given at the beginning of each of the parts.

PART I

DIRECTIONS: Please complete the following items by filling in, marking off, or writing statements as appropriate.

1. District Name and Number _____
2. Number of years as superintendent in this district _____
3. Total number of years experience as a superintendent _____
4. Age: 30 years or younger _____ 31 to 40 _____ 41 to 50 _____ 51 to 60 _____ 61 or older _____
5. Indicate highest degree attained: Master's _____
Master's + 30 _____ Doctorate _____
6. Have you had any formal training (university courses, professional association seminars, etc.) in the business field?
Yes _____ No _____
7. Have you had any formal training (membership in a business professional association, subscription to a

business publication, employment in business, etc.) in the business field?

Yes _____ No _____

8. Have you previously worked as an administrator in another school district which experienced declining financial resources?

Yes _____ No _____

If yes, please check () which of the following occurred:

closed one or more schools _____

experienced declines in student enrollment _____

reduced teaching staff _____

reduced administrative staff _____

reduced educational program offerings _____

reduced co-curricular/extra-curricular program offerings _____

other, (please specify) _____

9. Have you previously worked as a manager in a non-educational organization which experienced declining financial resources?

Yes _____ No _____

If yes, please indicate which of the following occurred:

staff was reduced _____

all or part of the business operation was closed _____

sales declined _____

other, (please specify) _____

10. Which of the following best describes your school district?

Rural _____ Urban _____ Suburban _____

11. What is the approximate area of your district in square miles?

_____ sq. miles

12. What was the K-12 student enrollment in your district in September of the school years:

1977/78 _____ 1981/82 _____

13. Please indicate whether the number of your students enrolled in the following programs have increased, decreased, or had no change during the 5 year period of 1977/78 to 1981/82 by circling the appropriate indicator:

I = increased in number

D = decreased in number

NC = experienced no change

I	D	NC	Self-contained Special Education
I	D	NC	Resource Special Education
I	D	NC	Bilingual Education
I	D	NC	Gifted/Talented
I	D	NC	Remedial Reading and/or Math
I	D	NC	Vocational Education

14. Which of the following terms best describes the administrative decision-making process currently employed in your district?

Centralized _____ Decentralized _____

15. Which of the following terms best describes the administrative decision-making process used in your school district in 1977/78 when compared to the present?

More Centralized _____ More Decentralized _____

About the same _____

16. From which of the following do you seek input when making recommendations about the allocation of financial resources?

(Please circle the appropriate indicator)

1 = always

2 = most of the time

3 = rarely

4 = never

NA = any positions not in your district

1 2 3 4 NA Members of the Board of Education

1 2 3 4 NA Central Office Line Administrators

1 2 3 4 NA Central Office Staff Administrators

1 2 3 4 NA Building Principals

1 2 3 4 NA Assistant Principals

1 2 3 4 NA Department Heads

1 2 3 4 NA Classroom Teachers

1	2	3	4	NA Ad Hoc Citizen Advisory Committees
1	2	3	4	NA General Public
1	2	3	4	NA Illinois State Board of Education
1	2	3	4	NA Teacher's Association or Union
1	2	3	4	NA Other (Please specify) _____

17. Which of the following best describes the socio-economic make-up of your school district?

Predominantly high socio-economic (white collar) _____

Predominantly low socio-economic (blue collar) _____

18 During the period 1977/78 through 1981/82, did your district have a nominating caucus for screening school board candidates?

Yes _____ No _____

If yes, did the candidates nominated by the caucus run unopposed?

Yes _____ No _____

PART II

DIRECTIONS: Please circle T (True) or F (False) for each of the statements below as they apply to your school district.

The majority of residents in this school district:

- T F are part of the school district as a whole rather than attached to their specific school attendance areas.
- T F place a higher value on quality of educational programs district-wide than on the preservation of their own neighborhood school.
- T F see competing interests and differing points of view regarding decision-making as unnecessary and improper.
- T F seldom take positions on issues regarding the school district but, when they do, the issues are developed or advanced as "what's best for the whole community."
- T F see politics as a way to discover what is best for the community as a whole.
- T F never seek personal favors from the political system.
- T F give high value and deference to professional expertise.

- T F rarely seek participation in administering the schools.
- T F take an on-going interest in the schools through participating on task forces/study groups.
- T F view the superintendent as a statesman who understands that schools exist in a political context rather than viewing him as political strategist.
- T F never expect board members to grant special requests in an effort to increase their political support.
- T F see decision-making as a rational consensus requiring the unselfish participation of all affected parties.
- T F rarely clash regarding the various material interests of competing groups.

PART III

DIRECTIONS: This part of the questionnaire has four subsections: general management practices for administering the school district, management practices for administering the Educational Fund, management practices for administering the Operations, Building and Maintenance Fund, and management practices for administering the Bond and Interest Fund. In each of the four subsections, please rate the items based on the extent to which you would recommend that management practice in dealing with declining resources. Please circle the number that best describes your response to each item. The rating scale is as follows:

- 1 = not recommended
- 2 = give little consideration
- 3 = recommend
- 4 = highly recommend

GENERAL MANAGEMENT PRACTICES

- | | | | | |
|---|---|---|---|--|
| 1 | 2 | 3 | 4 | Centralize decision-making. |
| 1 | 2 | 3 | 4 | Decentralize decision-making. |
| 1 | 2 | 3 | 4 | Increase the opportunity for others to have input regarding the allocation of financial resources. |
| 1 | 2 | 3 | 4 | Cut a flat percentage of resources across all budget items and programs. |
| 1 | 2 | 3 | 4 | Target cuts to specific areas. |
| 1 | 2 | 3 | 4 | Focus on internal allocation procedures, rather than external constraints. |

1	2	3	4	Ask for evaluation of programs and procedures by an external agency.
1	2	3	4	Institute a zero-based budgeting practice with all units justifying their resource needs.
1	2	3	4	Eliminate older programs to create slack resources for the establishment of newer more effective ones.
1	2	3	4	Base reductions on efficiency data.
1	2	3	4	Institute an incentive program for ideas on how to reduce expenditures.
1	2	3	4	Take a conservative stance on decision-making, avoiding risky alternatives.
1	2	3	4	Develop and use measures of performance for use in recommendations for budget reduction decisions.

1 = not recommended
 2 = give little consideration
 3 = recommend
 4 = highly recommend

EDUCATIONAL FUND MANAGEMENT PRACTICES

1	2	3	4	Increase class size.
1	2	3	4	Reduce all educational programs.
1	2	3	4	Freeze salaries.
1	2	3	4	Reduce all co-curricular programs.
1	2	3	4	Develop a uniform, comprehensive K-12 curriculum in all subject areas.
1	2	3	4	Start an alternative school.
1	2	3	4	Increase the teacher/administrator ratio.

- | | | | | |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | Implement a RIF policy based on seniority. |
| 1 | 2 | 3 | 4 | Require more than one subject certification for teachers. |
| 1 | 2 | 3 | 4 | Implement an early retirement policy. |

1 = not recommended
 2 = give little consideration
 3 = recommend
 4 = highly recommend

OPERATIONS, BUILDING, AND MAINTENANCE MANAGEMENT PRACTICES

- | | | | | |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | Defer maintenance projects. |
| 1 | 2 | 3 | 4 | Institute a preventive maintenance program. |
| 1 | 2 | 3 | 4 | Hire a highly trained individual with a degree in engineering and a minor in management to head the operations and maintenance as deputy, associate, or assistant superintendent. |
| 1 | 2 | 3 | 4 | Provide inservice training for building supervisors. |
| 1 | 2 | 3 | 4 | Hire an outside agency to conduct an energy audit. |

1 = not recommended
 2 = give little consideration
 3 = recommend
 4 = highly recommend

BOND AND INTEREST MANAGEMENT PRACTICES

- | | | | | |
|---|---|---|---|--|
| 1 | 2 | 3 | 4 | Move short term debt (annual borrowing) to long term debt. |
| 1 | 2 | 3 | 4 | Use teacher script. |
| 1 | 2 | 3 | 4 | Remain with the fixed term payment schedule. |
| 1 | 2 | 3 | 4 | Invest borrowed money at a higher interest rate. |

Your time and effort in completing
this survey are greatly appreciated.
Please check here if you would like
a summary of the results of this
study. _____

APPENDIX C

INTERVIEW GUIDE

1. What kinds of retrenchment decisions have you had to make in this district over the last five to eight years?
2. How did you involve various constituencies (school board, community groups, parents, teachers, other administrators) in this decision-making process?
3. Is the involvement you just described the same or different than it was in periods of growth? How?
4. How would you characterize the kinds of planning you have used in managing decline? Why?
5. Is that kind of planning the same as it was during periods of growth?
6. As your budget began to decline and cutbacks had to be made, where did you begin looking to make cuts?
7. Have you had to eliminate any educational programs because of the decline?
8. Have you added any new programs during this decline period? What? Why?
9. Has there been an occasion in which you eliminated an old established program and replaced it with a new one? Could you describe the situation?
10. Have you funded any new ideas or approaches in non-instructional areas during this period of decline? Could you give me an example?

11. Have you increased pupil/teacher ratio as a way to cope with decline? Why? Why not?
12. How have you handled the competition and conflict among the various units of the organization for the limited resources available? Why did you take this approach?
13. As decisions to eliminate/cutback programs had to be made, what did you use as your criteria?
14. In your opinion which is a better criterion for deciding the merit of a program or unit of operation:
Efficiency-the quantity of work or Effectiveness-the quality of work regardless of the quantity? Why?
15. Have the job responsibilities of administrators in this district changed due to the decline situation? How have they changed?
16. Have you hired any new personnel in this district specifically to assist in managing decline? Why? Why not?
17. Have you used any already existing personnel to specifically deal with the management of decline? Who?
18. Has decline resulted in the district borrowing funds? Why?
19. Are there areas of the budget that you believe have reached the limit for cutbacks? Please describe.
20. Other than personnel cutbacks because of enrollment decline, has the district lost personnel who would not

have been cut but left to go to a more prosperous organization? Where did these people go? Why?

21. Some educators believe that an excess of innovations has been the cause of the current problems in education. What is your opinion on this?
22. Would you characterize this district's trend over the past five to eight years as being more unified and traditional or more innovative and varied? Why?
23. What do you see as the major causes of decline in public education today?
24. In your opinion what can be done to reverse this decline trend?
25. Based on your experience would you characterize the process of managing decline as reversing the process of managing growth? Why? Why not?
26. Would your experiences say that your energies can best be spent in: A. Focusing on internal allocations (doing the best you can with the situation you have) or B. Trying to change the external constraints (trying to get increased funding, lobbying for legislation)? Why?
27. Have you recommended or taken any action in the past five years that you would call unusual, out of character, or even risky? What was this?
28. Based on your experiences, which do you think is more difficult to manage---growth or decline? Why?

29. Given the cutbacks you've had to make, would you characterize the mode as across-the-board or targeted?
Why?
30. Do you see a pattern or sequence to the cutbacks made in this district? Could you describe this pattern?
31. In your opinion what has been or is going to be the greatest consequence of the decline in this district?
32. Do you see any positive aspects to managing decline?
What?
33. Imagine two columns on a page. One column is entitled "managing growth" and the other one's title is "managing decline". What are some descriptive words you would list under each column?
34. What are some of the things (actions, policies, people) that you believe have contributed to the successful management of decline in this district?
35. What from your formal training has helped you in being able to successfully manage decline? Why?

APPENDIX D

February 13, 1984

Dear

You are right!! This is another request for help in completing a doctoral dissertation. But, please don't toss it in the round file yet. I think you may agree that this study is more closely related to the role of the superintendent than some that have crossed your busy desk. This study inquires about management practices recommended by superintendents for dealing with declining financial resources.

According to Whetten and Boulding, managing decline emerged as a significant organizational concern beginning in the late 1970's. They indicated that school administrators would have to acquire the knowledge and skill demanded by this condition. My review of the literature indicates that this is true. Moreover what has been researched did not probe the all important area of what superintendents think and do when confronted with resource decline. Though limited, this inquiry acknowledges two very important things. First, many public school districts in Illinois have and are experiencing real revenue decline while expenditures increase. Secondly, superintendents of schools are the ones held accountable for managing this circumstance. Therefore, a "state-of-the-art" survey should begin by gathering information from real world practitioners.

I hope you can find time in your demanding schedule today to complete the enclosed questionnaire and use the self-addressed stamped envelope for return. It should require no more than 15-20 minutes. Of course, the anonymity of respondents will be ensured.

Thank you so much for your assistance.

Sincerely,

Anita M. Pankake
Doctoral Student
Loyola University of Chicago

February 11, 1984

Dear

The management of declining financial resources is a matter of significant interest to the Illinois Association of School Business Officials, as I am sure it is to all superintendents of our state.

This letter is to alert you that Anita M. Pankake, a doctoral student at Loyola University of Chicago, has chosen this subject for her doctoral dissertation. I certainly hope you can find the 15 or 20 minutes it will take to help her as she has promised to share her work with all of us.

Sincerely yours,

Paul F. Swinford
President

APPENDIX E

MANAGEMENT PRACTICE:
"CENTRALIZE DECISION-MAKING"

<u>SCHOOL DISTRICT CHARACTERISTIC</u>	<u>N</u>	r =	p =
SIZE			
GEOGRAPHIC	133	.03036	.3444
ENROLLMENT	124	-.16025	.0134
LOCATION	134	-.02757	.3193
PER PUPIL EXPENDITURES	133	-.06799	.1670
PROPORTION OF STATE AID FUNDING	133	-.05879	.1775
CHANGES IN STUDENT ENROLLMENT	123	.01190	.4054
CHANGES IN NUMBER OF STUDENTS NEEDING SPECIAL PROGRAMS			
SPECIAL EDUCATION SELF-CONTAINED	134	-.03564	.2874
SPECIAL EDUCATION RESOURCE	133	-.06139	.1085
BILINGUAL EDUCATION	132	.04163	.2269
GIFTED/TALENTED EDUCATION	133	-.03241	.3122
REMEDIAL READING AND/OR MATH PROGRAMS	134	-.02874	.3523
VOCATIONAL EDUCATION	134	.08320	.1306
SOCIO-ECONOMIC STATUS	128	.01428	.3860
POLITICAL ETHOS	133	.05359	.2222

MANAGEMENT PRACTICE:
"DECENTRALIZE DECISION-MAKING"

<u>SCHOOL DISTRICT CHARACTERISTIC</u>	<u>N</u>	<u>r =</u>	<u>p =</u>
SIZE			
GEOGRAPHIC	129	-.19019	.0078
ENROLLMENT	120	.19537	.0047
LOCATION	130	.12923	.0168
PER PUPIL EXPENDITURES	129	.10769	.0706
PROPORTION OF STATE AID FUNDING	129	.02179	.3704
CHANGES IN STUDENT ENROLLMENT	119	-.02330	.3238
CHANGES IN NUMBER OF STUDENTS NEEDING SPECIAL PROGRAMS			
SPECIAL EDUCATION SELF-CONTAINED	130	-.04544	.2437
SPECIAL EDUCATION RESOURCE	129	.02217	.3359
BILINGUAL EDUCATION	128	-.05908	.1501
GIFTED/TALENTED EDUCATION	129	.04904	.2377
REMEDIAL READING AND/OR MATH PROGRAMS	130	.04793	.2708
VOCATIONAL EDUCATION	130	-.03426	.3284
SOCIO-ECONOMIC STATUS	124	-.06458	.1005
POLITICAL ETHOS	129	-.04759	.2569

MANAGEMENT PRACTICE:

"INCREASE THE OPPORTUNITY FOR OTHERS TO HAVE
INPUT REGARDING THE ALLOCATION OF FINANCIAL RESOURCES"

<u>SCHOOL DISTRICT CHARACTERISTIC</u>	<u>N</u>	<u>r =</u>	<u>p =</u>
SIZE			
GEOGRAPHIC	131	-.13164	.0333
ENROLLMENT	122	.18705	.0032
LOCATION	132	.17476	.0009
PER PUPIL EXPENDITURES	131	-.06076	.1825
PROPORTION OF STATE AID FUNDING	131	-.05237	.1917
CHANGES IN STUDENT ENROLLMENT	121	-.01455	.3792
CHANGES IN NUMBER OF STUDENTS NEEDING SPECIAL PROGRAMS			
SPECIAL EDUCATION SELF-CONTAINED	132	.03321	.2917
SPECIAL EDUCATION RESOURCE	131	-.00035	.4971
BILINGUAL EDUCATION	130	-.09136	.0424
GIFTED/TALENTED EDUCATION	131	-.06029	.1693
REMEDIAL READING AND/OR MATH PROGRAMS	132	.05234	.2334
VOCATIONAL EDUCATION	132	.00740	.4581
SOCIO-ECONOMIC STATUS	126	-.06274	.0917
POLITICAL ETHOS	131	.03531	.2979

MANAGEMENT PRACTICE:

"CUT A FLAT PERCENTAGE OF RESOURCES
ACROSS ALL BUDGET ITEMS AND PROGRAMS"

<u>SCHOOL DISTRICT CHARACTERISTIC</u>	<u>N</u>	<u>r =</u>	<u>p =</u>
SIZE			
GEOGRAPHIC	134	-.00618	.4666
ENROLLMENT	125	.01621	.4086
LOCATION	134	.07769	.0853
PER PUPIL EXPENDITURES	133	-.08005	.1229
PROPORTION OF STATE AID FUNDING	133	.09889	.0573
CHANGES IN STUDENT ENROLLMENT	124	-.03551	.2303
CHANGES IN NUMBER OF STUDENTS NEEDING SPECIAL PROGRAMS			
SPECIAL EDUCATION SELF-CONTAINED	134	.00906	.4418
SPECIAL EDUCATION RESOURCE	133	-.00204	.4834
BILINGUAL EDUCATION	132	.05387	.1575
GIFTED/TALENTED EDUCATION	133	-.00347	.4786
REMEDIAL READING AND/OR MATH PROGRAMS	134	-.05012	.2496
VOCATIONAL EDUCATION	134	.09674	.0918
SOCIO-ECONOMIC STATUS	128	.02106	.3271
POLITICAL ETHOS	133	-.02391	.3640

MANAGEMENT PRACTICE:
"TARGET CUTS TO SPECIFIC AREAS"

<u>SCHOOL DISTRICT CHARACTERISTIC</u>	<u>N</u>	<u>r =</u>	<u>p =</u>
SIZE			
GEOGRAPHIC	132	-.10331	.0700
ENROLLMENT	123	-.11721	.0418
LOCATION	132	-.02066	.3514
PER PUPIL EXPENDITURES	131	.00761	.4537
PROPORTION OF STATE AID FUNDING	131	-.10194	.0433
CHANGES IN STUDENT ENROLLMENT	123	.01190	.4054
CHANGES IN NUMBER OF STUDENTS NEEDING SPECIAL PROGRAMS			
SPECIAL EDUCATION SELF-CONTAINED	132	-.05953	.1539
SPECIAL EDUCATION RESOURCE	131	.05664	.1062
BILINGUAL EDUCATION	131	.03076	.2818
GIFTED/TALENTED EDUCATION	132	.03076	.3076
REMEDIAL READING AND/OR MATH PROGRAMS	132	-.00878	.4504
VOCATIONAL EDUCATION	132	.06129	.1880
SOCIO-ECONOMIC STATUS	126	-.07653	.0434
POLITICAL ETHOS	131	-.03811	.2793

MANAGEMENT PRACTICE:

"FOCUS ON INTERNAL ALLOCATION PROCEDURES RATHER
THAN EXTERNAL CONSTRAINTS"

<u>SCHOOL DISTRICT CHARACTERISTIC</u>	<u>N</u>	<u>r =</u>	<u>p =</u>
SIZE			
GEOGRAPHIC	131	.00839	.4514
ENROLLMENT	122	.02222	.3667
LOCATION	131	-.03968	.2279
PER PUPIL EXPENDITURES	130	-.00363	.4773
PROPORTION OF STATE AID FUNDING	130	-.02462	.3366
CHANGES IN STUDENT ENROLLMENT	121	.02397	.2919
CHANGES IN NUMBER OF STUDENTS NEEDING SPECIAL PROGRAMS			
SPECIAL EDUCATION SELF-CONTAINED	131	-.02890	.3071
SPECIAL EDUCATION RESOURCE	130	-.03710	.2095
BILINGUAL EDUCATION	129	.01939	.3501
GIFTED/TALENTED EDUCATION	130	.10982	.0336
REMEDIAL READING AND/OR MATH PROGRAMS	131	-.23950	.0003
VOCATIONAL EDUCATION	131	-.15087	.0132
SOCIO-ECONOMIC STATUS	125	.00403	.4634
POLITICAL ETHOS	130	.09870	.0614

MANAGEMENT PRACTICE:

"ASK FOR EVALUATION OF PROGRAMS AND
PROCEDURES BY AN EXTERNAL AGENCY"

<u>SCHOOL DISTRICT CHARACTERISTIC</u>	<u>N</u>	<u>r =</u>	<u>p =</u>
SIZE			
GEOGRAPHIC	134	-.05330	.2392
ENROLLMENT	125	-.01894	.3960
LOCATION	135	.04066	.2423
PER PUPIL EXPENDITURES	134	-.13173	.0300
PROPORTION OF STATE AID FUNDING	134	-.05064	.2125
CHANGES IN STUDENT ENROLLMENT	124	-.03102	.2645
CHANGES IN NUMBER OF STUDENTS NEEDING SPECIAL PROGRAMS			
SPECIAL EDUCATION SELF-CONTAINED	135	.04507	.2373
SPECIAL EDUCATION RESOURCE	134	-.04344	.1896
BILINGUAL EDUCATION	133	-.00302	.4781
GIFTED/TALENTED EDUCATION	134	-.02941	.3271
REMEDIAL READING AND/OR MATH PROGRAMS	135	-.00412	.4782
VOCATIONAL EDUCATION	135	.07259	.1625
SOCIO-ECONOMIC STATUS	129	.01641	.3682
POLITICAL ETHOS	134	.03057	.3307

MANAGEMENT PRACTICE:

"INSTITUTE A ZERO-BASED BUDGETING PRACTICE WITH
ALL UNITS JUSTIFYING THEIR RESOURCE NEEDS"

<u>SCHOOL DISTRICT CHARACTERISTIC</u>	<u>N</u>	<u>r =</u>	<u>p =</u>
SIZE			
GEOGRAPHIC	134	-.04912	.2572
ENROLLMENT	125	-.00785	.4566
LOCATION	135	-.05597	.1681
PER PUPIL EXPENDITURES	134	.04945	.2398
PROPORTION OF STATE AID FUNDING	134	.00238	.4851
CHANGES IN STUDENT ENROLLMENT	124	-.04019	.2077
CHANGES IN NUMBER OF STUDENTS NEEDING SPECIAL PROGRAMS			
SPECIAL EDUCATION SELF-CONTAINED	135	-.05955	.1724
SPECIAL EDUCATION RESOURCE	134	-.04578	.1766
BILINGUAL EDUCATION	133	-.02322	.3364
GIFTED/TALENTED EDUCATION	134	-.02322	.3239
REMEDIAL READING AND/OR MATH PROGRAMS	135	-.07457	.1612
VOCATIONAL EDUCATION	135	-.13580	.0328
SOCIO-ECONOMIC STATUS	129	-.03714	.2233
POLITICAL ETHOS	134	-.07201	.1511

MANAGEMENT PRACTICE:

"ELIMINATE OLDER PROGRAMS TO CREATE SLACK RESOURCES
FOR THE ESTABLISHMENT OF NEWER MORE EFFECTIVE ONES"

<u>SCHOOL DISTRICT CHARACTERISTIC</u>	<u>N</u>	<u>r =</u>	<u>p =</u>
SIZE			
GEOGRAPHIC	134	-.10676	.0784
ENROLLMENT	125	-.07031	.1639
LOCATION	134	.04962	.1957
PER PUPIL EXPENDITURES	133	-.07598	.1403
PROPORTION OF STATE AID FUNDING	133	.07085	.1340
CHANGES IN STUDENT ENROLLMENT	124	-.03414	.2439
CHANGES IN NUMBER OF STUDENTS NEEDING SPECIAL PROGRAMS			
SPECIAL EDUCATION SELF-CONTAINED	134	.04440	.2411
SPECIAL EDUCATION RESOURCE	133	.03188	.2609
BILINGUAL EDUCATION	132	-.00582	.4578
GIFTED/TALENTED EDUCATION	133	.01447	.4134
REMEDIAL READING AND/OR MATH PROGRAMS	134	-.06416	.1986
VOCATIONAL EDUCATION	134	-.03993	.2954
SOCIO-ECONOMIC STATUS	128	-.08112	.0453
POLITICAL ETHOS	133	-.10125	.0747

MANAGEMENT PRACTICE:
"BASE REDUCTIONS ON EFFICIENCY DATA"

<u>SCHOOL DISTRICT CHARACTERISTIC</u>	<u>N</u>	<u>r =</u>	<u>p =</u>
SIZE			
GEOGRAPHIC	133	-.15586	.0180
ENROLLMENT	124	-.10284	.0736
LOCATION	134	.03475	.2733
PER PUPIL EXPENDITURES	133	.00196	.4887
PROPORTION OF STATE AID FUNDING	133	.01206	.4235
CHANGES IN STUDENT ENROLLMENT	123	.02756	.2803
CHANGES IN NUMBER OF STUDENTS NEEDING SPECIAL PROGRAMS			
SPECIAL EDUCATION SELF-CONTAINED	134	-.09460	.0647
SPECIAL EDUCATION RESOURCE	133	-.05631	.1251
BILINGUAL EDUCATION	132	-.02954	.2938
GIFTED/TALENTED EDUCATION	133	.09739	.0662
REMEDIAL READING AND/OR MATH PROGRAMS	134	-.15906	.0162
VOCATIONAL EDUCATION	134	-.04611	.2637
SOCIO-ECONOMIC STATUS	128	.02875	.2753
POLITICAL ETHOS	133	-.09124	.0925

MANAGEMENT PRACTICE:

"INSTITUTE AN INCENTIVE PROGRAM FOR IDEAS
ON HOW TO REDUCE EXPENDITURES"

<u>SCHOOL DISTRICT CHARACTERISTIC</u>	<u>N</u>	<u>r =</u>	<u>p =</u>
SIZE			
GEOGRAPHIC	134	.02155	.3840
ENROLLMENT	125	.00119	.4932
LOCATION	135	-.04099	.2343
PER PUPIL EXPENDITURES	134	-.00757	.4556
PROPORTION OF STATE AID FUNDING	134	-.08926	.0737
CHANGES IN STUDENT ENROLLMENT	124	-.02302	.3154
CHANGES IN NUMBER OF STUDENTS NEEDING SPECIAL PROGRAMS			
SPECIAL EDUCATION SELF-CONTAINED	135	.02926	.3164
SPECIAL EDUCATION RESOURCE	134	-.01236	.3984
BILINGUAL EDUCATION	133	.05563	.1493
GIFTED/TALENTED EDUCATION	134	-.03252	.3051
REMEDIAL READING AND/OR MATH PROGRAMS	135	.02815	.3503
VOCATIONAL EDUCATION	135	-.00840	.4534
SOCIO-ECONOMIC STATUS	129	.06977	.0698
POLITICAL ETHOS	134	.00033	.4980

MANAGEMENT PRACTICE:

"TAKE A CONSERVATIVE STANCE ON DECISION-MAKING,
AVOIDING RISKY ALTERNATIVES"

<u>SCHOOL DISTRICT CHARACTERISTIC</u>	<u>N</u>	r =	p =
SIZE			
GEOGRAPHIC	133	.04698	.2589
ENROLLMENT	124	.05238	.2243
LOCATION	133	-.03952	.2399
PER PUPIL EXPENDITURES	132	.01990	.3844
PROPORTION OF STATE AID FUNDING	132	-.00796	.4486
CHANGES IN STUDENT ENROLLMENT	123	.01329	.3900
CHANGES IN NUMBER OF STUDENTS NEEDING SPECIAL PROGRAMS			
SPECIAL EDUCATION SELF-CONTAINED	133	-.01161	.4241
SPECIAL EDUCATION RESOURCE	132	.02101	.3309
BILINGUAL EDUCATION	131	.06713	.1001
GIFTED/TALENTED EDUCATION	132	.00826	.4481
REMEDIAL READING AND/OR MATH PROGRAMS	133	-.08259	.1288
VOCATIONAL EDUCATION	133	-.02646	.3559
SOCIO-ECONOMIC STATUS	127	.03869	.1950
POLITICAL ETHOS	132	.01119	.4342

MANAGEMENT PRACTICE:

"DEVELOP AND USE MEASURES OF PERFORMANCE FOR USE IN
RECOMMENDATIONS FOR BUDGET REDUCTION DECISIONS"

<u>SCHOOL DISTRICT CHARACTERISTIC</u>	<u>N</u>	<u>r =</u>	<u>p =</u>
SIZE			
GEOGRAPHIC	133	-.00848	.4500
ENROLLMENT	124	.00659	.4593
LOCATION	134	.02640	.3065
PER PUPIL EXPENDITURES	133	-.06136	.1624
PROPORTION OF STATE AID FUNDING	133	-.00889	.4373
CHANGES IN STUDENT ENROLLMENT	123	-.04085	.1709
CHANGES IN NUMBER OF STUDENTS NEEDING SPECIAL PROGRAMS			
SPECIAL EDUCATION SELF-CONTAINED	134	-.02807	.3096
SPECIAL EDUCATION RESOURCE	133	-.00729	.4347
BILINGUAL EDUCATION	132	-.04897	.1575
GIFTED/TALENTED EDUCATION	133	-.04462	.2230
REMEDIAL READING AND/OR MATH PROGRAMS	134	-.06549	.1655
VOCATIONAL EDUCATION	134	-.07101	.1404
SOCIO-ECONOMIC STATUS	128	-.04028	.1769
POLITICAL ETHOS	133	-.10871	.0404

MANAGEMENT PRACTICE:
 "INCREASE CLASS SIZE"

<u>SCHOOL DISTRICT CHARACTERISTIC</u>	<u>N</u>	r =	p =
SIZE			
GEOGRAPHIC	132	.01842	.3966
ENROLLMENT	124	.14794	.0134
LOCATION	132	.03650	.2504
PER PUPIL EXPENDITURES	131	.07257	.1330
PROPORTION OF STATE AID FUNDING	131	-.00373	.4750
CHANGES IN STUDENT ENROLLMENT	123	.00833	.4278
CHANGES IN NUMBER OF STUDENTS NEEDING SPECIAL PROGRAMS			
SPECIAL EDUCATION SELF-CONTAINED	132	-.09382	.0542
SPECIAL EDUCATION RESOURCE	131	-.06853	.0704
BILINGUAL EDUCATION	130	-.02919	.2816
GIFTED/TALENTED EDUCATION	131	.00544	.4647
REMEDIAL READING AND/OR MATH PROGRAMS	132	-.07352	.1484
VOCATIONAL EDUCATION	132	.15513	.0124
SOCIO-ECONOMIC STATUS	126	-.06463	.0768
POLITICAL ETHOS	131	.05804	.1860

MANAGEMENT PRACTICE:
"REDUCE ALL EDUCATIONAL PROGRAMS"

<u>SCHOOL DISTRICT CHARACTERISTIC</u>	<u>N</u>	<u>r =</u>	<u>p =</u>
SIZE			
GEOGRAPHIC	134	-.05213	.1846
ENROLLMENT	125	.00922	.4487
LOCATION	133	.05749	.2214
PER PUPIL EXPENDITURES	133	-.01643	.4067
PROPORTION OF STATE AID FUNDING	133	.14186	.0124
CHANGES IN STUDENT ENROLLMENT	124	-.08643	.0388
CHANGES IN NUMBER OF STUDENTS NEEDING SPECIAL PROGRAMS			
SPECIAL EDUCATION SELF-CONTAINED	134	.06995	.1315
SPECIAL EDUCATION RESOURCE	133	-.00373	.4698
BILINGUAL EDUCATION	132	.04193	.2201
GIFTED/TALENTED EDUCATION	133	.16146	.0068
REMEDIAL READING AND/OR MATH PROGRAMS	134	-.17342	.0103
VOCATIONAL EDUCATION	134	-.14218	.0265
SOCIO-ECONOMIC STATUS	128	.00366	.4700
POLITICAL ETHOS	133	.06207	.1854

MANAGEMENT PRACTICE:
"FREEZE SALARIES"

<u>SCHOOL DISTRICT CHARACTERISTIC</u>	<u>N</u>	<u>r =</u>	<u>p =</u>
SIZE			
GEOGRAPHIC	132	.00155	.4919
ENROLLMENT	123	.06011	.2049
LOCATION	133	-.06496	.1364
PER PUPIL EXPENDITURES	132	.02602	.3569
PROPORTION OF STATE AID FUNDING	132	-.19268	.0013
CHANGES IN STUDENT ENROLLMENT	122	.06450	.0937
CHANGES IN NUMBER OF STUDENTS NEEDING SPECIAL PROGRAMS			
SPECIAL EDUCATION SELF-CONTAINED	133	-.05005	.2162
SPECIAL EDUCATION RESOURCE	132	-.02187	.3317
BILINGUAL EDUCATION	131	-.08360	.0659
GIFTED/TALENTED EDUCATION	132	.06489	.1649
REMEDIAL READING AND/OR MATH PROGRAMS	133	.11329	.0688
VOCATIONAL EDUCATION	133	.05054	.2499
SOCIO-ECONOMIC STATUS	127	.07142	.0700
POLITICAL ETHOS	132	.12707	.0362

MANAGEMENT PRACTICE:
"REDUCE ALL CO-CURRICULAR PROGRAMS"

<u>SCHOOL DISTRICT CHARACTERISTIC</u>	<u>N</u>	<u>r =</u>	<u>p =</u>
SIZE			
GEOGRAPHIC	132	.03926	.3023
ENROLLMENT	123	.02274	.3770
LOCATION	133	-.11719	.0222
PER PUPIL EXPENDITURES	132	-.02969	.3372
PROPORTION OF STATE AID FUNDING	132	-.07285	.1289
CHANGES IN STUDENT ENROLLMENT	122	.02902	.2762
CHANGES IN NUMBER OF STUDENTS NEEDING SPECIAL PROGRAMS			
SPECIAL EDUCATION SELF-CONTAINED	133	-.06377	.1568
SPECIAL EDUCATION RESOURCE	132	-.01618	.3706
BILINGUAL EDUCATION	131	-.02875	.3015
GIFTED/TALENTED EDUCATION	131	.17585	.0040
REMEDIAL READING AND/OR MATH PROGRAMS	133	-.12007	.0570
VOCATIONAL EDUCATION	133	-.07852	.1459
SOCIO-ECONOMIC STATUS	127	.05543	.1316
POLITICAL ETHOS	132	.15634	.0134

MANAGEMENT PRACTICE:

"DEVELOP A UNIFORM, COMPREHENSIVE K-12
CURRICULUM IN ALL SUBJECT AREAS"

<u>SCHOOL DISTRICT CHARACTERISTIC</u>	<u>N</u>	<u>r =</u>	<u>p =</u>
SIZE			
GEOGRAPHIC	133	-.05885	.2059
ENROLLMENT	124	.05238	.2221
LOCATION	134	.12731	.0104
PER PUPIL EXPENDITURES	133	-.04477	.2519
PROPORTION OF STATE AID FUNDING	133	-.04477	.2519
CHANGES IN STUDENT ENROLLMENT	133	-.08201	.0889
CHANGES IN NUMBER OF STUDENTS NEEDING SPECIAL PROGRAMS			
SPECIAL EDUCATION SELF-CONTAINED	134	-.05747	.1705
SPECIAL EDUCATION RESOURCE	133	-.06886	.0732
BILINGUAL EDUCATION	132	-.04653	.1863
GIFTED/TALENTED EDUCATION	133	-.01734	.3912
REMEDIAL READING AND/OR MATH PROGRAMS	134	.05580	.2193
VOCATIONAL EDUCATION	134	.09690	.0850
SOCIO-ECONOMIC STATUS	128	-.06738	.0755
POLITICAL ETHOS	133	.05274	.2145

MANAGEMENT PRACTICE:
"START AN ALTERNATIVE SCHOOL"

<u>SCHOOL DISTRICT CHARACTERISTIC</u>	<u>N</u>	<u>r =</u>	<u>p =</u>
SIZE			
GEOGRAPHIC	134	-.10943	.0596
ENROLLMENT	125	.01434	.4148
LOCATION	135	.06469	.1164
PER PUPIL EXPENDITURES	133	-.14227	.0147
PROPORTION OF STATE AID FUNDING	134	.02213	.3543
CHANGES IN STUDENT ENROLLMENT	124	-.08390	.0328
CHANGES IN NUMBER OF STUDENTS NEEDING SPECIAL PROGRAMS			
SPECIAL EDUCATION SELF-CONTAINED	135	-.05984	.1541
SPECIAL EDUCATION RESOURCE	134	-.00368	.4682
BILINGUAL EDUCATION	133	.00874	.4325
GIFTED/TALENTED EDUCATION	134	-.02436	.3456
REMEDIAL READING AND/OR MATH PROGRAMS	135	.05251	.2272
VOCATIONAL EDUCATION	135	-.03407	.3100
SOCIO-ECONOMIC STATUS	129	-.00361	.4686
POLITICAL ETHOS	134	.00752	.4541

MANAGEMENT PRACTICE:
 "INCREASE THE TEACHER/ADMINISTRATOR RATIO"

<u>SCHOOL DISTRICT CHARACTERISTIC</u>	<u>N</u>	<u>r =</u>	<u>p =</u>
SIZE			
GEOGRAPHIC	132	-.08368	.1329
ENROLLMENT	123	.17344	.0079
LOCATION	133	.08158	.0788
PER PUPIL EXPENDITURES	132	-.05326	.2231
PROPORTION OF STATE AID FUNDING	132	-.06183	.1642
CHANGES IN STUDENT ENROLLMENT	122	-.09977	.0194
CHANGES IN NUMBER OF STUDENTS NEEDING SPECIAL PROGRAMS			
SPECIAL EDUCATION SELF-CONTAINED	133	.03678	.2805
SPECIAL EDUCATION RESOURCE	132	.00155	.4876
BILINGUAL EDUCATION	131	.02611	.3183
GIFTED/TALENTED EDUCATION	132	.08065	.1091
REMEDIAL READING AND/OR MATH PROGRAMS	133	-.15145	.0221
VOCATIONAL EDUCATION	133	.10719	.0730
SOCIO-ECONOMIC STATUS	127	-.02455	.3043
POLITICAL ETHOS	132	-.05269	.2248

MANAGEMENT PRACTICE:

"IMPLEMENT A RIF POLICY BASED ON SENIORITY"

<u>SCHOOL DISTRICT CHARACTERISTIC</u>	<u>N</u>	<u>r =</u>	<u>p =</u>
SIZE			
GEOGRAPHIC	133	.08768	.1206
ENROLLMENT	124	-.02584	.3573
LOCATION	134	-.12313	.0170
PER PUPIL EXPENDITURES	133	.07477	.1411
PROPORTION OF STATE AID FUNDING	133	-.00769	.4516
CHANGES IN STUDENT ENROLLMENT	123	.00198	.4837
CHANGES IN NUMBER OF STUDENTS NEEDING SPECIAL PROGRAMS			
SPECIAL EDUCATION SELF-CONTAINED	134	-.05361	.1957
SPECIAL EDUCATION RESOURCE	133	-.00187	.4849
BILINGUAL EDUCATION	132	.19268	.0002
GIFTED/TALENTED EDUCATION	133	.10251	.0582
REMEDIAL READING AND/OR MATH PROGRAMS	134	-.14886	.0235
VOCATIONAL EDUCATION	134	-.04093	.2888
SOCIO-ECONOMIC STATUS	128	.07452 ,	.0640
POLITICAL ETHOS	133	.00644	.4630

MANAGEMENT PRACTICE:
 "REQUIRE MORE THAN ONE SUBJECT
 CERTIFICATION FOR TEACHERS"

<u>SCHOOL DISTRICT CHARACTERISTIC</u>	<u>N</u>	<u>r =</u>	<u>p =</u>
SIZE			
GEOGRAPHIC	134	-.06900	.1687
ENROLLMENT	125	-.02645	.3500
LOCATION	135	-.0082	.4941
PER PUPIL EXPENDITURES	134	.00549	.4673
PROPORTION OF STATE AID FUNDING	134	-.09044	.0678
CHANGES IN STUDENT ENROLLMENT	124	-.00059	.4950
CHANGES IN NUMBER OF STUDENTS NEEDING SPECIAL PROGRAMS			
SPECIAL EDUCATION SELF-CONTAINED	135	-.01288	.4152
SPECIAL EDUCATION RESOURCE	134	-.02640	.2878
BILINGUAL EDUCATION	133	.02141	.3417
GIFTED/TALENTED EDUCATION	134	.02213	.3617
REMEDIAL READING AND/OR MATH PROGRAMS	135	-.11391	.0564
VOCATIONAL EDUCATION	135	-.00774	.4562
SOCIO-ECONOMIC STATUS	129	-.01496	.3731
POLITICAL ETHOS	134	.08989	.0880

MANAGEMENT PRACTICE:
"IMPLEMENT AN EARLY RETIREMENT POLICY"

<u>SCHOOL DISTRICT CHARACTERISTIC</u>	<u>N</u>	<u>r =</u>	<u>p =</u>
SIZE			
GEOGRAPHIC	134	-.13934	.0301
ENROLLMENT	125	.19456	.0030
LOCATION	135	.08790	.0628
PER PUPIL EXPENDITURES	134	.00356	.4794
PROPORTION OF STATE AID FUNDING	134	-.07129	.1276
CHANGES IN STUDENT ENROLLMENT	124	-.05366	.1344
CHANGES IN NUMBER OF STUDENTS NEEDING SPECIAL PROGRAMS			
SPECIAL EDUCATION SELF-CONTAINED	135	-.07492	.1142
SPECIAL EDUCATION RESOURCE	134	.01571	.3737
BILINGUAL EDUCATION	133	-.13975	.0051
GIFTED/TALENTED EDUCATION	134	-.16099	.0066
REMEDIAL READING AND/OR MATH PROGRAMS	135	-.05877	.2145
VOCATIONAL EDUCATION	135	-.02881	.3461
SOCIO-ECONOMIC STATUS	129	-.04399	.1803
POLITICAL ETHOS	134	.12247	.0375

MANAGEMENT PRACTICE:
"DEFER MAINTENANCE PROJECTS."

<u>SCHOOL DISTRICT CHARACTERISTIC</u>	<u>N</u>	<u>r =</u>	<u>p =</u>
SIZE			
GEOGRAPHIC	134	.01286	.4324
ENROLLMENT	125	.09796	.0874
LOCATION	135	.04708	.2101
PER PUPIL EXPENDITURES	134	-.01723	.4032
PROPORTION OF STATE AID FUNDING	134	.08614	.0881
CHANGES IN STUDENT ENROLLMENT	124	-.06283	.1019
CHANGES IN NUMBER OF STUDENTS NEEDING SPECIAL PROGRAMS			
SPECIAL EDUCATION SELF-CONTAINED	135	-.04960	.2165
SPECIAL EDUCATION RESOURCE	134	-.03358	.2489
BILINGUAL EDUCATION	133	-.07538	.0865
GIFTED/TALENTED EDUCATION	134	-.08376	.1022
REMEDIAL READING AND/OR MATH PROGRAMS	135	-.07572	.1583
VOCATIONAL EDUCATION	135	-.02354	.3753
SOCIO-ECONOMIC STATUS	129	-.01298	.3955
POLITICAL ETHOS	134	-.03709	.2982

MANAGEMENT PRACTICE:
 "INSTITUTE A PREVENTIVE MAINTENANCE PROGRAM"

<u>SCHOOL DISTRICT CHARACTERISTIC</u>	<u>N</u>	<u>r =</u>	<u>p =</u>
SIZE			
GEOGRAPHIC	134	-.07000	.1583
ENROLLMENT	125	.06246	.1743
LOCATION	135	.05251	.1659
PER PUPIL EXPENDITURES	134	.10099	.0605
PROPORTION OF STATE AID FUNDING	134	-.06401	.1391
CHANGES IN STUDENT ENROLLMENT	124	.02810	.2691
CHANGES IN NUMBER OF STUDENTS NEEDING SPECIAL PROGRAMS			
SPECIAL EDUCATION SELF-CONTAINED	135	-.07960	.0872
SPECIAL EDUCATION RESOURCE	134	-.09974	.0148
BILINGUAL EDUCATION	133	.00090	.4930
GIFTED/TALENTED EDUCATION	134	-.07663	.1051
REMEDIAL READING AND/OR MATH PROGRAMS	135	-.25317	.0002
VOCATIONAL EDUCATION	135	-.06914	.1567
SOCIO-ECONOMIC STATUS	129	-.07518	.0487
POLITICAL ETHOS	134	-.04494	.2441

MANAGEMENT PRACTICE:

"HIRE A HIGHLY TRAINED INDIVIDUAL WITH A DEGREE
IN ENGINEERING AND A MINOR IN MANAGEMENT TO
HEAD THE OPERATIONS AND MAINTENANCE AS DEPUTY
ASSOCIATE, OR ASSISTANT SUPERINTENDENT"

<u>SCHOOL DISTRICT CHARACTERISTIC</u>	<u>N</u>	<u>r =</u>	<u>p =</u>
SIZE			
GEOGRAPHIC	134	-.12464	.0372
ENROLLMENT	125	.22460	.0003
LOCATION	135	.22486	.0000
PER PUPIL EXPENDITURES	134	-.13158	.0210
PROPORTION OF STATE AID FUNDING	134	-.03624	.2684
CHANGES IN STUDENT ENROLLMENT	124	-.05580	.1094
CHANGES IN NUMBER OF STUDENTS NEEDING SPECIAL PROGRAMS			
SPECIAL EDUCATION SELF-CONTAINED	135	-.08852	.0649
SPECIAL EDUCATION RESOURCE	134	-.04712	.1507
BILINGUAL EDUCATION	133	-.11186	.0145
GIFTED/TALENTED EDUCATION	134	-.01738	.3879
REMEDIAL READING AND/OR MATH PROGRAMS	135	.10667	.0633
VOCATIONAL EDUCATION	135	.18222	.0039
SOCIO-ECONOMIC STATUS	129	.01965	.3308
POLITICAL ETHOS	134	-.02439	.3533

MANAGEMENT PRACTICE:

"PROVIDE INSERVICE TRAINING FOR BUILDING SUPERVISORS"

<u>SCHOOL DISTRICT CHARACTERISTIC</u>	<u>N</u>	<u>r =</u>	<u>p =</u>
SIZE			
GEOGRAPHIC	134	-.04344	.2586
ENROLLMENT	125	.15991	.0063
LOCATION	135	.11918	.0110
PER PUPIL EXPENDITURES	134	.04277	.2476
PROPORTION OF STATE AID FUNDING	134	-.03698	.2577
CHANGES IN STUDENT ENROLLMENT	124	-.00644	.4415
CHANGES IN NUMBER OF STUDENTS NEEDING SPECIAL PROGRAMS			
SPECIAL EDUCATION SELF-CONTAINED	135	.02765	.3119
SPECIAL EDUCATION RESOURCE	134	-.05513	.1050
BILINGUAL EDUCATION	133	-.08171	.0481
GIFTED/TALENTED EDUCATION	134	-.09802	.0469
REMEDIAL READING AND/OR MATH PROGRAMS	135	-.00823	.4514
VOCATIONAL EDUCATION	135	.08971	.0869
SOCIO-ECONOMIC STATUS	129	-.01586	.3590
POLITICAL ETHOS	134	-.00384	.4754

MANAGEMENT PRACTICE:

"HIRE AN OUTSIDE AGENCY TO CONDUCT AN ENERGY AUDIT"

SCHOOL DISTRICT CHARACTERISTIC	<u>N</u>	r =	p =
SIZE			
GEOGRAPHIC	134	-.00735	.4591
ENROLLMENT	125	.10121	.0692
LOCATION	135	.14749	.0039
PER PUPIL EXPENDITURES	134	-.10218	.0631
PROPORTION OF STATE AID FUNDING	134	.05198	.1953
CHANGES IN STUDENT ENROLLMENT	124	-.08370	.0365
CHANGES IN NUMBER OF STUDENTS NEEDING SPECIAL PROGRAMS			
SPECIAL EDUCATION SELF-CONTAINED	135	.01449	.4047
SPECIAL EDUCATION RESOURCE	134	.01571	.3694
BILINGUAL EDUCATION	133	-.04884	.1747
GIFTED/TALENTED EDUCATION	134	-.09089	.0728
REMEDIAL READING AND/OR MATH PROGRAMS	135	-.02486	.3646
VOCATIONAL EDUCATION	135	-.03891	.3147
SOCIO-ECONOMIC STATUS	129	-.03804	.2051
POLITICAL ETHOS	134	-.04361	.2555

MANAGEMENT PRACTICE:

"MOVE SHORT TERM DEBT (ANNUAL BORROWING)
TO LONG TERM DEBT"

<u>SCHOOL DISTRICT CHARACTERISTIC</u>	<u>N</u>	<u>r =</u>	<u>p =</u>
SIZE			
GEOGRAPHIC	131	.08811	.1283
ENROLLMENT	122	.06002	.2096
LOCATION	132	-.01309	.4144
PER PUPIL EXPENDITURES	131	-.08951	.1073
PROPORTION OF STATE AID FUNDING	131	.04087	.2652
CHANGES IN STUDENT ENROLLMENT	122	-.03285	.2539
CHANGES IN NUMBER OF STUDENTS NEEDING SPECIAL PROGRAMS			
SPECIAL EDUCATION SELF-CONTAINED	132	-.00459	.4718
SPECIAL EDUCATION RESOURCE	131	.00070	.4946
BILINGUAL EDUCATION	130	-.02761	.31228
GIFTED/TALENTED EDUCATION	131	-.02331	.3650
REMEDIAL READING AND/OR MATH PROGRAMS	132	-.03254	.3375
VOCATIONAL EDUCATION	132	.01550	.4194
SOCIO-ECONOMIC STATUS	126	.06557	.0922
POLITICAL ETHOS	131	-.01259	.4307

MANAGEMENT PRACTICE:

"USE TEACHER SCRIPT"

<u>SCHOOL DISTRICT CHARACTERISTIC</u>	<u>N</u>	<u>r =</u>	<u>p =</u>
SIZE			
GEOGRAPHIC	130	.03142	.3176
ENROLLMENT	122	-.08044	.0983
LOCATION	131	-.04615	.1827
PER PUPIL EXPENDITURES	130	-.09389	.0620
PROPORTION OF STATE AID FUNDING	130	-.01688	.3807
CHANGES IN STUDENT ENROLLMENT	122	.01532	.3603
CHANGES IN NUMBER OF STUDENTS NEEDING SPECIAL PROGRAMS			
SPECIAL EDUCATION SELF-CONTAINED	131	.01632	.3843
SPECIAL EDUCATION RESOURCE	130	.06213	.0790
BILINGUAL EDUCATION	129	-.01138	.4057
GIFTED/TALENTED EDUCATION	130	.13680	.0085
REMEDIAL READING AND/OR MATH PROGRAMS	131	-.04668	.2401
VOCATIONAL EDUCATION	131	.04982	.2208
SOCIO-ECONOMIC STATUS	125	.06758	.0561
POLITICAL ETHOS	130	-.07172	.1207

MANAGEMENT PRACTICE:

"REMAIN WITH THE FIXED TERM PAYMENT SCHEDULE"

<u>SCHOOL DISTRICT CHARACTERISTIC</u>	<u>N</u>	<u>r =</u>	<u>p =</u>
SIZE			
GEOGRAPHIC	129	-.09483	.0928
ENROLLMENT	121	.06065	.1894
LOCATION	130	.03479	.2644
PER PUPIL EXPENDITURES	129	.02516	.3525
PROPORTION OF STATE AID FUNDING	129	-.02900	.3161
CHANGES IN STUDENT ENROLLMENT	121	-.04037	.1978
CHANGES IN NUMBER OF STUDENTS NEEDING SPECIAL PROGRAMS			
SPECIAL EDUCATION SELF-CONTAINED	130	-.08126	.0869
SPECIAL EDUCATION RESOURCE	129	-.07536	.0569
BILINGUAL EDUCATION	128	-.06934	.0847
GIFTED/TALENTED EDUCATION	129	-.01875	.3817
REMEDIAL READING AND/OR MATH PROGRAMS	130	-.09923	.0824
VOCATIONAL EDUCATION	130	.03000	.3336
SOCIO-ECONOMIC STATUS	124	-.05873	.0929
POLITICAL ETHOS	129	-.04002	.2727

MANAGEMENT PRACTICE:

"INVEST BORROWED MONEY AT A HIGHER INTEREST RATE"

<u>SCHOOL DISTRICT CHARACTERISTIC</u>	<u>N</u>	<u>r =</u>	<u>p =</u>
SIZE			
GEOGRAPHIC	129	-.00829	.4546
ENROLLMENT	120	.19630	.0025
LOCATION	130	.13154	.0096
PER PUPIL EXPENDITURES	129	.00881	.4479
PROPORTION OF STATE AID FUNDING	129	-.00929	.4395
CHANGES IN STUDENT ENROLLMENT	120	-.01417	.3816
CHANGES IN NUMBER OF STUDENTS NEEDING SPECIAL PROGRAMS			
SPECIAL EDUCATION SELF-CONTAINED	130	.09957	.0514
SPECIAL EDUCATION RESOURCE	129	-.02055	.3357
BILINGUAL EDUCATION	128	-.10531	.0222
GIFTED/TALENTED EDUCATION	129	-.11153	.0385
REMEDIAL READING AND/OR MATH PROGRAMS	130	-.08911	.1096
VOCATIONAL EDUCATION	130	.03462	.3140
SOCIO-ECONOMIC STATUS	124	-.05092	.1388
POLITICAL ETHOS	129	.07698	.1258

APPENDIX F

MANAGEMENT PRACTICE:
"CENTRALIZE DECISION-MAKING"

<u>CHARACTERISTICS OF THE SUPERINTENDENT</u>	<u>N</u>	r =	p=
AGE OF SUPERINTENDENT	134	.04990	.2194
TOTAL YEARS EXPERIENCE AS A SUPERINTENDENT	132	.08662	.1106
TOTAL YEARS IN CURRENT POSITION	134	.11851	.0374
LEVEL OF EDUCATION	134	-.11946	.0500
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A SCHOOL DISTRICT	134	-.00490	.4786
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A NON-EDUCATIONAL ORGANIZATION	134	.02651	.0512
FORMAL TRAINING IN BUSINESS	134	.12787	.0787
INFORMAL TRAINING IN BUSINESS	134	.14502	.0552

MANAGEMENT PRACTICE:
"DECENTRALIZE DECISION-MAKING"

<u>CHARACTERISTICS OF THE SUPERINTENDENT</u>	<u>N</u>	<u>r =</u>	<u>p=</u>
AGE OF SUPERINTENDENT	130	.00852	.4490
TOTAL YEARS EXPERIENCE AS A SUPERINTENDENT	128	-.00195	.4894
TOTAL YEARS IN CURRENT POSITION	130	-.03314	.3161
LEVEL OF EDUCATION	130	.00639	.4663
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A SCHOOL DISTRICT	130	.13538	.0750
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A NON-EDUCATIONAL ORGANIZATION	130	-.01373	.2111
FORMAL TRAINING IN BUSINESS	130	-.12426	.0932
INFORMAL TRAINING IN BUSINESS	130	-.11550	.1108

MANAGEMENT PRACTICE:

"INCREASE THE OPPORTUNITY FOR OTHERS TO HAVE
INPUT REGARDING THE ALLOCATION OF FINANCIAL RESOURCES"

<u>CHARACTERISTICS OF THE SUPERINTENDENT</u>	<u>N</u>	r =	p=
AGE OF SUPERINTENDENT	132	-.03352	.2920
TOTAL YEARS EXPERIENCE AS A SUPERINTENDENT	131	-.01616	.4049
TOTAL YEARS IN CURRENT POSITION	132	-.00582	.4634
LEVEL OF EDUCATION	132	.09470	.0856
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A SCHOOL DISTRICT	132	.03352	.3487
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A NON-EDUCATIONAL ORGANIZATION	132	-.02388	.0622
FORMAL TRAINING IN BUSINESS	132	-.13866	.0538
INFORMAL TRAINING IN BUSINESS	132	-.13705	.0567

MANAGEMENT PRACTICE:

"CUT A FLAT PERCENTAGE OF RESOURCES ACROSS
ALL BUDGET ITEMS AND PROGRAMS"

<u>CHARACTERISTICS OF THE SUPERINTENDENT</u>	<u>N</u>	<u>r =</u>	<u>p=</u>
AGE OF SUPERINTENDENT	134	.04322	.2467
TOTAL YEARS EXPERIENCE AS A SUPERINTENDENT	132	-.01209	.4305
TOTAL YEARS IN CURRENT POSITION	134	-.06653	.1542
LEVEL OF EDUCATION	134	-.10676	.0657
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A SCHOOL DISTRICT	134	-.12898	.0735
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A NON-EDUCATIONAL ORGANIZATION	134	.00691	.3789
FORMAL TRAINING IN BUSINESS	134	.04589	.3021
INFORMAL TRAINING IN BUSINESS	134	.02406	.3934

MANAGEMENT PRACTICE:
"TARGET CUTS TO SPECIFIC AREAS"

<u>CHARACTERISTICS OF THE SUPERINTENDENT</u>	<u>N</u>	<u>r =</u>	<u>p=</u>
AGE OF SUPERINTENDENT	132	.03137	.3003
TOTAL YEARS EXPERIENCE AS A SUPERINTENDENT	130	.06943	.1455
TOTAL YEARS IN CURRENT POSITION	132	.01592	.3984
LEVEL OF EDUCATION	132	.02410	.3598
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A SCHOOL DISTRICT	132	.03466	.3412
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A NON-EDUCATIONAL ORGANIZATION	132	-.04362	.0208
FORMAL TRAINING IN BUSINESS	132	.03306	.3469
INFORMAL TRAINING IN BUSINESS	132	.02456	.3854

MANAGEMENT PRACTICE:

"FOCUS ON INTERNAL ALLOCATION PROCEDURES
RATHER THAN EXTERNAL CONSTRAINTS"

<u>CHARACTERISTICS OF THE SUPERINTENDENT</u>	<u>N</u>	<u>r =</u>	<u>p=</u>
AGE OF SUPERINTENDENT	131	.09246	.0574
TOTAL YEARS EXPERIENCE AS A SUPERINTENDENT	129	.10176	.0558
TOTAL YEARS IN CURRENT POSITION	131	.10240	.0458
LEVEL OF EDUCATION	131	-.10629	.0542
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A SCHOOL DISTRICT	131	.14778	.0371
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A NON-EDUCATIONAL ORGANIZATION	131	-.00653	.3783
FORMAL TRAINING IN BUSINESS	131	.03753	.3251
INFORMAL TRAINING IN BUSINESS	131	-.05408	.2577

MANAGEMENT PRACTICE:

"ASK FOR EVALUATION OF PROGRAMS AND
PROCEDURES BY AN EXTERNAL AGENCY"

<u>CHARACTERISTICS OF THE SUPERINTENDENT</u>	<u>N</u>	<u>r =</u>	<u>p=</u>
AGE OF SUPERINTENDENT	135	-.06365	.1606
TOTAL YEARS EXPERIENCE AS A SUPERINTENDENT	133	-.02397	.3665
TOTAL YEARS IN CURRENT POSITION	135	.06248	.1727
LEVEL OF EDUCATION	135	-.00230	.4872
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A SCHOOL DISTRICT	135	-.04719	.3011
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A NON-EDUCATIONAL ORGANIZATION	135	.04038	.0373
FORMAL TRAINING IN BUSINESS	135	-.06058	.2499
INFORMAL TRAINING IN BUSINESS	135	-.03578	.3458

MANAGEMENT PRACTICE:

"INSTITUTE A ZERO-BASED BUDGETING PRACTICE
WITH ALL UNITS JUSTIFYING THEIR RESOURCE NEEDS"

<u>CHARACTERISTICS OF THE SUPERINTENDENT</u>	<u>N</u>	<u>r =</u>	<u>p=</u>
AGE OF SUPERINTENDENT	135	-.06175	.1680
TOTAL YEARS EXPERIENCE AS A SUPERINTENDENT	133	.01010	.4431
TOTAL YEARS IN CURRENT POSITION	135	.04214	.2623
LEVEL OF EDUCATION	135	-.02848	.3464
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A SCHOOL DISTRICT	135	.12927	.0767
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A NON-EDUCATIONAL ORGANIZATION	135	.03248	.0758
FORMAL TRAINING IN BUSINESS	135	.04170	.3211
INFORMAL TRAINING IN BUSINESS	135	.15166	.0436

MANAGEMENT PRACTICE:

"ELIMINATE OLDER PROGRAMS TO CREATE SLACK
RESOURCES FOR THE ESTABLISHMENT OF NEW MORE
EFFECTIVE ONES"

<u>CHARACTERISTICS OF THE SUPERINTENDENT</u>	<u>N</u>	<u>r =</u>	<u>p=</u>
AGE OF SUPERINTENDENT	134	.05005	.2187
TOTAL YEARS EXPERIENCE AS A SUPERINTENDENT	132	-.01729	.4034
TOTAL YEARS IN CURRENT POSITION	134	.04841	.2340
LEVEL OF EDUCATION	134	-.01587	.4131
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A SCHOOL DISTRICT	134	.16106	.0381
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A NON-EDUCATIONAL ORGANIZATION	134	.04500	.0245
FORMAL TRAINING IN BUSINESS	134	-.02406	.3951
INFORMAL TRAINING IN BUSINESS	134	-.00691	.4697

MANAGEMENT PRACTICE:

"BASE REDUCTIONS ON EFFICIENCY DATA"

<u>CHARACTERISTICS OF THE SUPERINTENDENT</u>	<u>N</u>	r =	p=
AGE OF SUPERINTENDENT	134	-.01010	.4366
TOTAL YEARS EXPERIENCE AS A SUPERINTENDENT	132	-.00842	.4519
TOTAL YEARS IN CURRENT POSITION	134	-.02049	.3769
LEVEL OF EDUCATION	134	-.09891	.0818
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A SCHOOL DISTRICT	134	-.01381	.4387
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A NON-EDUCATIONAL ORGANIZATION	134	.01827	.2081
FORMAL TRAINING IN BUSINESS	134	.13277	.0675
INFORMAL TRAINING IN BUSINESS	134	.06928	.2187

MANAGEMENT PRACTICE:

"INSTITUTE AN INCENTIVE PROGRAM FOR IDEAS
ON HOW TO REDUCE EXPENDITURES"

<u>CHARACTERISTICS OF THE SUPERINTENDENT</u>	<u>N</u>	<u>r =</u>	<u>p=</u>
AGE OF SUPERINTENDENT	135	-.02970	.3169
TOTAL YEARS EXPERIENCE AS A SUPERINTENDENT	133	-.14744	.0156
TOTAL YEARS IN CURRENT POSITION	135	.11223	.0406
LEVEL OF EDUCATION	135	-.08823	.1038
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A SCHOOL DISTRICT	135	.21882	.0064
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A NON-EDUCATIONAL ORGANIZATION	135	.01931	.1902
FORMAL TRAINING IN BUSINESS	135	-.07309	.2010
INFORMAL TRAINING IN BUSINESS	135	-.12752	.0728

MANAGEMENT PRACTICE:

"TAKE A CONSERVATIVE STANCE ON DECISION-
MAKING, AVOIDING RISKY ALTERNATIVES"

<u>CHARACTERISTICS OF THE SUPERINTENDENT</u>	<u>N</u>	<u>r =</u>	<u>p=</u>
AGE OF SUPERINTENDENT	133	.03452	.2887
TOTAL YEARS EXPERIENCE AS A SUPERINTENDENT	131	.08702	.1008
TOTAL YEARS IN CURRENT POSITION	133	.07568	.1197
LEVEL OF EDUCATION	133	-.08887	.1012
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A SCHOOL DISTRICT	133	-.06490	.2284
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A NON-EDUCATIONAL ORGANIZATION	133	-.01063	.3153
FORMAL TRAINING IN BUSINESS	133	.02894	.3700
INFORMAL TRAINING IN BUSINESS	133	0.0	0.5000

MANAGEMENT PRACTICE:

"DEVELOP AND USE MEASURES OF PERFORMANCE FOR USE
IN RECOMMENDATIONS FOR BUDGET REDUCTION DECISIONS"

<u>CHARACTERISTICS OF THE SUPERINTENDENT</u>	<u>N</u>	<u>r =</u>	<u>p=</u>
AGE OF SUPERINTENDENT	134	.03535	.2692
TOTAL YEARS EXPERIENCE AS A SUPERINTENDENT	132	.04500	.2369
TOTAL YEARS IN CURRENT POSITION	134	.08450	.0764
LEVEL OF EDUCATION	134	-.06182	.1682
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A SCHOOL DISTRICT	134	.10849	.0905
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A NON-EDUCATIONAL ORGANIZATION	134	.00111	.4782
FORMAL TRAINING IN BUSINESS	134	.05948	.2298
INFORMAL TRAINING IN BUSINESS	134	.01470	.4278

MANAGEMENT PRACTICE:
"INCREASE CLASS SIZE"

<u>CHARACTERISTICS OF THE SUPERINTENDENT</u>	<u>N</u>	<u>r =</u>	<u>p=</u>
AGE OF SUPERINTENDENT	132	-.00536	.4644
TOTAL YEARS EXPERIENCE AS A SUPERINTENDENT	130	-.12055	.0327
TOTAL YEARS IN CURRENT POSITION	132	-.15917	.0052
LEVEL OF EDUCATION	132	.10227	.0642
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A SCHOOL DISTRICT	132	-.09229	.1373
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A NON-EDUCATIONAL ORGANIZATION	132	.01377	.2603
FORMAL TRAINING IN BUSINESS	132	-.06635	.2150
INFORMAL TRAINING IN BUSINESS	132	.14073	.0485

MANAGEMENT PRACTICE:
"REDUCE ALL EDUCATIONAL PROGRAMS"

<u>CHARACTERISTICS OF THE SUPERINTENDENT</u>	<u>N</u>	<u>r =</u>	<u>p=</u>
AGE OF SUPERINTENDENT	134	-.04322	.2494
TOTAL YEARS EXPERIENCE AS A SUPERINTENDENT	132	.03168	.3253
TOTAL YEARS IN CURRENT POSITION	134	-.00178	.4892
LEVEL OF EDUCATION	134	-.06182	.1937
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A SCHOOL DISTRICT	134	.01760	.4227
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A NON-EDUCATIONAL ORGANIZATION	134	-.00512	.4104
FORMAL TRAINING IN BUSINESS	134	-.02963	.3702
INFORMAL TRAINING IN BUSINESS	134	.09690	.1404

MANAGEMENT PRACTICE:

"FREEZE SALARIES"

<u>CHARACTERISTICS OF THE SUPERINTENDENT</u>	<u>N</u>	<u>r =</u>	<u>p=</u>
AGE OF SUPERINTENDENT	133	.01568	.4046
TOTAL YEARS EXPERIENCE AS A SUPERINTENDENT	131	.10147	.0773
TOTAL YEARS IN CURRENT POSITION	133	-.00724	.4572
LEVEL OF EDUCATION	133	.03918	.2963
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A SCHOOL DISTRICT	133	.05789	.2627
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A NON-EDUCATIONAL ORGANIZATION	133	-.00814	.3623
FORMAL TRAINING IN BUSINESS	133	.14879	.0514
INFORMAL TRAINING IN BUSINESS	133	.03595	.3473

MANAGEMENT PRACTICE:
 "REDUCE ALL CO-CURRICULAR PROGRAMS"

<u>CHARACTERISTICS OF THE SUPERINTENDENT</u>	<u>N</u>	<u>r =</u>	<u>p=</u>
AGE OF SUPERINTENDENT	133	.04477	.2444
TOTAL YEARS EXPERIENCE AS A SUPERINTENDENT	131	.08313	.1210
TOTAL YEARS IN CURRENT POSITION	133	.06407	.1697
LEVEL OF EDUCATION	133	.04834	.2531
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A SCHOOL DISTRICT	133	.12166	.0905
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A NON-EDUCATIONAL ORGANIZATION	133	-.03663	.0560
FORMAL TRAINING IN BUSINESS	133	-.01244	.4456
INFORMAL TRAINING IN BUSINESS	133	.08118	.1871

MANAGEMENT PRACTICE:

"DEVELOP A UNIFORM, COMPREHENSIVE K-12
CURRICULUM IN ALL SUBJECTS AREAS"

<u>CHARACTERISTICS OF THE SUPERINTENDENT</u>	<u>N</u>	<u>r =</u>	<u>p=</u>
AGE OF SUPERINTENDENT	134	-.00490	.4682
TOTAL YEARS EXPERIENCE AS A SUPERINTENDENT	132	-.01668	.4020
TOTAL YEARS IN CURRENT POSITION	134	-.01129	.4291
LEVEL OF EDUCATION	134	-.00885	.4487
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A SCHOOL DISTRICT	134	-.03141	.3586
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A NON-EDUCATIONAL ORGANIZATION	134	.00423	.4228
FORMAL TRAINING IN BUSINESS	134	-.05235	.2712
INFORMAL TRAINING IN BUSINESS	134	.05992	.2428

MANAGEMENT PRACTICE:
"START AN ALTERNATIVE SCHOOL"

<u>CHARACTERISTICS OF THE SUPERINTENDENT</u>	<u>N</u>	<u>r =</u>	<u>p=</u>
AGE OF SUPERINTENDENT	135	.00541	.4639
TOTAL YEARS EXPERIENCE AS A SUPERINTENDENT	133	-.02744	.3370
TOTAL YEARS IN CURRENT POSITION	135	.00790	.4491
LEVEL OF EDUCATION	135	-.07506	.1318
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A SCHOOL DISTRICT	135	.05443	.2594
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A NON-EDUCATIONAL ORGANIZATION	135	.02458	.1221
FORMAL TRAINING IN BUSINESS	135	-.02129	.3995
INFORMAL TRAINING IN BUSINESS	135	.04565	.2934

MANAGEMENT PRACTICE:

"INCREASE THE TEACHER/ADMINISTRATOR RATIO"

<u>CHARACTERISTICS OF THE SUPERINTENDENT</u>	<u>N</u>	<u>r =</u>	<u>p=</u>
AGE OF SUPERINTENDENT	133	.07915	.1087
TOTAL YEARS EXPERIENCE AS A SUPERINTENDENT	131	.06542	.1762
TOTAL YEARS IN CURRENT POSITION	133	.05925	.1855
LEVEL OF EDUCATION	133	.07869	.1372
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A SCHOOL DISTRICT	133	.08299	.1794
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A NON-EDUCATIONAL ORGANIZATION	133	-.01719	.2257
FORMAL TRAINING IN BUSINESS	133	-.16688	.0319
INFORMAL TRAINING IN BUSINESS	133	.03889	.3336

MANAGEMENT PRACTICE:

"IMPLEMENT A RIF POLICY BASED ON SENIORITY"

<u>CHARACTERISTICS OF THE SUPERINTENDENT</u>	<u>N</u>	<u>r =</u>	<u>p=</u>
AGE OF SUPERINTENDENT	134	-.03282	.3034
TOTAL YEARS EXPERIENCE AS A SUPERINTENDENT	132	.00627	.4643
TOTAL YEARS IN CURRENT POSITION	134	.05495	.2019
LEVEL OF EDUCATION	134	-.15471	.0156
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A SCHOOL DISTRICT	134	.08198	.1819
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A NON-EDUCATIONAL ORGANIZATION	134	-.00646	.3876
FORMAL TRAINING IN BUSINESS	134	-.18311	.0204
INFORMAL TRAINING IN BUSINESS	134	-.01426	.4370

MANAGEMENT PRACTICE:

"REQUIRE MORE THAN ONE SUBJECT
CERTIFICATION FOR TEACHERS"

<u>CHARACTERISTICS OF THE SUPERINTENDENT</u>	<u>N</u>	<u>r =</u>	<u>p=</u>
AGE OF SUPERINTENDENT	135	-.10081	.0497
TOTAL YEARS EXPERIENCE AS A SUPERINTENDENT	133	.02970	.3290
TOTAL YEARS IN CURRENT POSITION	135	.08413	.0914
LEVEL OF EDUCATION	135	-.07671	.1322
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A SCHOOL DISTRICT	135	.12115	.0804
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A NON-EDUCATIONAL ORGANIZATION	135	-.04872	.0121
FORMAL TRAINING IN BUSINESS	135	-.03643	.3352
INFORMAL TRAINING IN BUSINESS	135	.05267	.2701

MANAGEMENT PRACTICE:
 "IMPLEMENT AN EARLY RETIREMENT POLICY"

<u>CHARACTERISTICS OF THE SUPERINTENDENT</u>	<u>N</u>	<u>r =</u>	<u>p=</u>
AGE OF SUPERINTENDENT	135	-.05589	.1886
TOTAL YEARS EXPERIENCE AS A SUPERINTENDENT	133	-.05638	.2084
TOTAL YEARS IN CURRENT POSITION	135	-.03102	.3175
LEVEL OF EDUCATION	135	.20313	.0021
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A SCHOOL DISTRICT	135	.01207	.4463
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A NON-EDUCATIONAL ORGANIZATION	135	.02765	.1080
FORMAL TRAINING IN BUSINESS	135	-.20872	.0092
INFORMAL TRAINING IN BUSINESS	135	-.01163	.4480

MANAGEMENT PRACTICE:
 "DEFER MAINTENANCE PROJECTS"

<u>CHARACTERISTICS OF THE SUPERINTENDENT</u>	<u>N</u>	<u>r =</u>	<u>p=</u>
AGE OF SUPERINTENDENT	135	.04302	.2520
TOTAL YEARS EXPERIENCE AS A SUPERINTENDENT	133	-.01462	.4180
TOTAL YEARS IN CURRENT POSITION	135	.04872	.2318
LEVEL OF EDUCATION	135	-.04872	.2502
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A SCHOOL DISTRICT	135	.06738	.2292
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A NON-EDUCATIONAL ORGANIZATION	135	-.02063	.1821
FORMAL TRAINING IN BUSINESS	135	-.31100	.0003
INFORMAL TRAINING IN BUSINESS	135	-0.01010	.4556

MANAGEMENT PRACTICE:

"INSTITUTE A PREVENTIVE MAINTENANCE PROGRAM"

<u>CHARACTERISTICS OF THE SUPERINTENDENT</u>	<u>N</u>	<u>r =</u>	<u>p=</u>
AGE OF SUPERINTENDENT	135	-.07448	.1059
TOTAL YEARS EXPERIENCE AS A SUPERINTENDENT	133	-.03211	.3121
TOTAL YEARS IN CURRENT POSITION	135	-.08896	.0734
LEVEL OF EDUCATION	135	.11934	.0743
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A SCHOOL DISTRICT	135	-.10820	.0994
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A NON-EDUCATIONAL ORGANIZATION	135	-.00615	.3852
FORMAL TRAINING IN BUSINESS	135	.03336	.3447
INFORMAL TRAINING IN BUSINESS	135	-.02436	.3857

MANAGEMENT PRACTICE:

"HIRE A HIGHLY TRAINED INDIVIDUAL WITH A DEGREE
IN ENGINEERING AND A MINOR IN MANAGEMENT TO
HEAD THE OPERATIONS AND MAINTENANCE AS DEPUTY,
ASSOCIATE, OR ASSISTANT SUPERINTENDENT"

<u>CHARACTERISTICS OF THE SUPERINTENDENT</u>	<u>N</u>	<u>r =</u>	<u>p=</u>
AGE OF SUPERINTENDENT	135	.10901	.0334
TOTAL YEARS EXPERIENCE AS A SUPERINTENDENT	133	-.04100	.2637
TOTAL YEARS IN CURRENT POSITION	135	-.04975	.2089
LEVEL OF EDUCATION	135	.07424	.1332
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A SCHOOL DISTRICT	135	-.01888	.4111
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A NON-EDUCATIONAL ORGANIZATION	135	.02414	.1252
FORMAL TRAINING IN BUSINESS	135	-.08362	.1575
INFORMAL TRAINING IN BUSINESS	135	-.08691	.1492

MANAGEMENT PRACTICE:

"PROVIDE INSERVICE TRAINING FOR
BUILDING SUPERVISORS"

<u>CHARACTERISTICS OF THE SUPERINTENDENT</u>	<u>N</u>	<u>r =</u>	<u>p=</u>
AGE OF SUPERINTENDENT	135	-.03995	.2432
TOTAL YEARS EXPERIENCE AS A SUPERINTENDENT	133	-.02578	.3417
TOTAL YEARS IN CURRENT POSITION	135	-.03936	.2532
LEVEL OF EDUCATION	135	.17333	.0036
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A SCHOOL DISTRICT	135	.01449	.4290
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A NON-EDUCATIONAL ORGANIZATION	135	.00351	.4312
FORMAL TRAINING IN BUSINESS	135	-.16878	.0178
INFORMAL TRAINING IN BUSINESS	135	-.17053	.0172

MANAGEMENT PRACTICE:

"HIRE AN OUTSIDE AGENCY TO CONDUCT AN ENERGY AUDIT"

<u>CHARACTERISTICS OF THE SUPERINTENDENT</u>	<u>N</u>	<u>r =</u>	<u>p=</u>
AGE OF SUPERINTENDENT	131	-.11984	.0250
TOTAL YEARS EXPERIENCE AS A SUPERINTENDENT	133	-.01221	.4280
TOTAL YEARS IN CURRENT POSITION	135	-.03175	.0374
LEVEL OF EDUCATION	135	-.18782	.0031
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A SCHOOL DISTRICT	135	-.01141	.4474
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A NON-EDUCATIONAL ORGANIZATION	135	-.00285	.4474
FORMAL TRAINING IN BUSINESS	135	-.16263	.0286
INFORMAL TRAINING IN BUSINESS	135	-.15232	.0381

MANAGEMENT PRACTICE:

"MOVE SHORT TERM DEBT (ANNUAL BORROWING)
TO LONG TERM DEBT"

<u>CHARACTERISTICS OF THE SUPERINTENDENT</u>	<u>N</u>	<u>r =</u>	<u>p=</u>
AGE OF SUPERINTENDENT	132	-.06122	.1772
TOTAL YEARS EXPERIENCE AS A SUPERINTENDENT	130	-.15164	.0183
TOTAL YEARS IN CURRENT POSITION	132	-.06673	.1644
LEVEL OF EDUCATION	132	-.15634	.0181
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A SCHOOL DISTRICT	132	-.07392	.2133
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A NON-EDUCATIONAL ORGANIZATION	132	-.04132	.0401
FORMAL TRAINING IN BUSINESS	132	-.11455	.1090
INFORMAL TRAINING IN BUSINESS	132	-.03949	.3356

MANAGEMENT PRACTICE:
"USE TEACHER SCRIPT"

<u>CHARACTERISTICS OF THE SUPERINTENDENT</u>	<u>N</u>	<u>r =</u>	<u>p=</u>
AGE OF SUPERINTENDENT	131	-.01150	.4190
TOTAL YEARS EXPERIENCE AS A SUPERINTENDENT	129	.00545	.4645
TOTAL YEARS IN CURRENT POSITION	131	.03823	.2554
LEVEL OF EDUCATION	131	-.10384	.0516
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A SCHOOL DISTRICT	131	-.03380	.3357
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A NON-EDUCATIONAL ORGANIZATION	131	-.00932	.3221
FORMAL TRAINING IN BUSINESS	131	-.00420	.4789
INFORMAL TRAINING IN BUSINESS	131	.01702	.4143

MANAGEMENT PRACTICE:

"REMAIN WITH THE FIXED TERM PAYMENT SCHEDULE"

<u>CHARACTERISTICS OF THE SUPERINTENDENT</u>	<u>N</u>	<u>r =</u>	<u>p=</u>
AGE OF SUPERINTENDENT	130	-.08047	.0929
TOTAL YEARS EXPERIENCE AS A SUPERINTENDENT	128	.03646	.2921
TOTAL YEARS IN CURRENT POSITION	130	-.03172	.3068
LEVEL OF EDUCATION	130	.06834	.1607
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A SCHOOL DISTRICT	130	.02840	.3703
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A NON-EDUCATIONAL ORGANIZATION	130	.04402	.0221
FORMAL TRAINING IN BUSINESS	130	.09728	.1285
INFORMAL TRAINING IN BUSINESS	130	.04071	.3176

MANAGEMENT PRACTICE:

"INVEST BORROWED MONEY AT A HIGHER INTEREST RATE"

<u>CHARACTERISTICS OF THE SUPERINTENDENT</u>	<u>N</u>	<u>r =</u>	<u>p=</u>
AGE OF SUPERINTENDENT	130	-.07022	.1281
TOTAL YEARS EXPERIENCE AS A SUPERINTENDENT	128	-.01693	.4013
TOTAL YEARS IN CURRENT POSITION	130	-.10793	.0457
LEVEL OF EDUCATION	130	.23485	.0004
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A SCHOOL DISTRICT	130	-.12308	.0792
PREVIOUS EXPERIENCE IN MANAGING DECLINE IN A NON-EDUCATIONAL ORGANIZATION	130	0.0	0.5000
FORMAL TRAINING IN BUSINESS	130	-.11408	.0956
INFORMAL TRAINING IN BUSINESS	130	-.012781	.0706

APPROVAL SHEET

The dissertation submitted by Anita McCoskey Pankake has been read and approved by the following committee:

Dr. Max A. Bailey, Director
Associate Professor,
Administration and Supervision,
Loyola

Dr. Robert L. Monks,
Associate Professor,
Administration and Supervision and
Director of Continuing Education,
Loyola

Dr. Karen S. Gallagher,
Assistant Professor,
Administration and Supervision,
Loyola

The final copies have been examined by the director of the dissertation and the signature which appears below verifies the fact that any necessary changes have been incorporated and that the dissertation is now given final approval by the Committee with reference to content and form. The dissertation is therefore accepted in partial fulfillment of the requirements for the degree of Doctor of Education.

August 1, 1984
Date

Mac Bailey
Director's Signature