

THE ADMINISTRATIVE STATUS AND AUTHORITY
OF DIRECTORS OF SPECIAL SERVICES
IN THE STATE OF OKLAHOMA

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CHAPTER I

INTRODUCTION

Educators have been concerned that the status and responsibilities associated with the director of special services position is not perceived in the same way by various staff members in public schools (Swatsburg, 1980). This director's position has been established for the purpose of assuring appropriate educational opportunities for handicapped students; however, duties in this nontraditional role vary from district to district. Unlike the principal position, directors of special services are accorded varying degrees and lines of authority. Adequacy of authority is seen as necessary if general educators, as well as special educators, are expected to comply with directives affecting the education of handicapped children (Sage, 1981).

The status afforded the director's position, whether line or staff, can have an effect on the working relationship among administrators in the school (Swatsburg, 1980). Ideally, administrators will coordinate efforts and work as a team to facilitate service delivery to handicapped students and their teachers. Conversely, lack of consensus among administrators concerning the status of the position can have a disruptive effect on service delivery (Swatsburg, 1980; Sage, 1981).

The director's position has been characterized as a boundary spanning position (Sage, 1981). Interacting with parents, agencies, and other professionals beyond the school building are functions typically considered to be the director's responsibility (Robson, 1981a). Many of

these activities take place outside the boundary of the public school system. Public Law 94-142 (Federal Register, 1977) mandated the provision of a variety of services for handicapped students for which public schools were not previously responsible. This mandate necessitated arranging for interagency agreements, transportation, transfers, and an increase in communication with parents (Robson, 1981a). The complexity of the functions of the role of director of special services makes it difficult to define. The role incumbents often experience role ambiguity (Robson, 1981b). The duality of the position, typified by loyalty to the employing school district while complying to the mandates of Public Law 94-142 in the interests of handicapped students, adds to the dilemma (Sage, 1981).

History

Public Law 94-142, commonly known as the Education for All Handicapped Children Act, was passed in 1975 (Federal Register, 1977). It has proven to be one of the most revolutionary educational acts in modern times (Del-Val and Griffin, 1981). It has been a costly revolution, but the positive results experienced by handicapped children and their families have far exceeded the most optimistic predictions of the authors of this legislation. Public schools were opened to millions of handicapped children for the first time. Predictably, the legislation has not been as well received by some educators (Nutter et al., 1983). Many people believe that Public Law 94-142 has had an impact on teaching techniques, which has stimulated innovations and creativity. Teachers are learning to individualize, match teaching styles to students' learning styles, promote team investigations, and adjust curriculum to meet the needs of

all students in their classes (Thurman, 1980; Dixon, Shaw, and Bensky, 1980; Stainback and Stainback, 1984).

Proponents of Public Law 94-142 recognized that providing an appropriate education for handicapped students would entail more than the provision of a classroom and a certified teacher. It was envisioned that many of these students would need supportive services from other professionals outside the education system to reach their full potential (Anastasia and Sage, 1982). Additional funds were appropriated which could be used by schools to contract for services for nurses, physical therapists, occupational therapists, aides, speech pathologists, and interpreters for the deaf. It was anticipated that consultation with professionals from mental health, public health, social services, and the medical field would be required to understand the full impact of the handicapping condition on the student's level of functioning (Burrelo, Kaye, and Nutter, 1978). This input was necessary for a multidisciplinary team to assess adequately the student's strengths and weaknesses while planning an appropriate educational program for the student (DeVal and Griffin, 1981). Although funding was quite limited, schools implemented programs which utilized the expertise of those outside professionals to provide indirect services for handicapped students.

Implementation of Public Law 94-142

Many public schools found implementation of Public Law 94-142 to be chaotic and frustrating to the principals, counselors, and special educators on staff, as well as to regular classroom teachers (Benesky et al., 1980; Begley, 1982). Principals and counselors did not have the professional training in special education which would have prepared them to make necessary arrangements for the education of handicapped students in

the least restrictive environment (Benesky et al., 1980; Davis, 1980). Unfamiliar terminology, as well as the necessity of communicating with outside medical and social agencies, contributed to the dilemma of service delivery (Burrelo, Kaye, and Nutter, 1978). Special education teachers understood the needs of the handicapped but were frustrated by the additional demands on their time. Public Law 94-142 mandated the use of eligibility teams to determine placement and the development of an individual education plan (IEP) for each student. Frequently, several meetings were held during the process of developing the educational plan for one student (Stainback and Stainback, 1984).

Negotiating contracts, arranging meetings, securing releases for confidential information, and arranging transportation to other educational facilities were also time-consuming activities (Thurman, 1980; Robson, 1981a). The coordination of these activities, which were to be accomplished in a prescribed time frame, was viewed negatively and appeared to be contributing to a feeling of role conflict and job dissatisfaction on the part of principals, counselors, and special education teachers.

Directors of Special Services

Many superintendents thought that, because of the complexity of service delivery to handicapped students, a specialist was needed to coordinate these activities (Nutter et al., 1983). A new position was created in these school systems. This nontraditional position was commonly referred to as the "director" or "coordinator" of special services. Prior to 1975, this specialist role was found only in very large school systems, and was generally considered a staff position (Marro and Kohl, 1972).

Since directors of special services positions were established as staff positions, their administrative status was often unclear (Sage, 1981; Nutter et al., 1983). Their job descriptions varied according to the unique needs of each district (Sage, 1981). Special education administrators' primary duty was to implement appropriate education plans for each handicapped child in the least restrictive environment. They acted as child advocates while protecting the resources of their employers. The primary function of the role necessitated contact with personnel in all schools in the district. Team planning with principals, teachers, and other specialists, along with parents, was important to the smooth implementation of programs for the handicapped (Newman, 1970; Nutter et al., 1983).

Those individuals filling the director's position found themselves in boundary-spanning positions (Kahn et al., 1964). Directors were not only members of their parent system and thereby subject to the expectations and influence attempts of internal members, but they were also members of a boundary interaction system. Consequently, they were the target of potentially conflicting demands, some sent from their own organization (Robson, 1981a; Sage, 1981). Unlike principals, these coordinators' roles were often not well defined, were not traditional, and were often misunderstood by other staff members (Conner, 1966). The duality of the director of special services position may have violated the traditional chain of command (Sage, 1981). Frequently, principals felt threatened by them (Robson, 1981b). Special education teachers might have felt divided by loyalties to two superordinates (Sage, 1981). General education teachers did not seem to acknowledge their administrative authority (Begley, 1982). Superintendents were uncertain whether their status should be line or staff, and the coordinators themselves

often felt that they were not accepted by administrators or teachers (Robson, 1981b; Sage, 1981). They, like supervisors in other organizations, were caught in the middle (Mann and Dent, 1954; Rizzo, House and Lirtzman, 1970).

Statement of Problem

The complexities, conflicting demands, and the ill-defined role functions of the position of directors of special services create a need for research into the administrative status and amount of authority accorded them. Superintendents, principals, and directors of special services in Oklahoma were surveyed to determine their perceptions of the status and authority characterized by this position in their respective schools.

Purpose of Study

The purpose of the study was to examine the director of special services position in public schools. Administrators' perceptions of the status and authority accorded the position of director of special services were investigated. Although many researchers agree that the changing role of the director calls for accommodation in the administrative structure of public schools, a consensus has not been reached. A variety of arrangements have been suggested, such as assigning directors line status (Sage, 1981), diversifying administrative responsibility by sharing authority through cooperative and coordinated administrative functioning (Robson, 1981b), and assuring that lines of authority and responsibility are clarified (Begley, 1982). This study was designed to determine what accommodations to the traditional administrative structure are being made. The study included demographic information to disclose

the characteristics of directors of special services in small, middle, and large schools.

Research Questions

The following research questions were pertinent in this study:

1. Is there agreement among superintendents, principals, and directors on the amount of authority the director of special services position holds?
2. Is the majority of the directors' positions line or staff?
3. Is there agreement among the superintendents, principals, and directors on the status of the director's position in the administrative structure?
4. To what extent is the director of special services included on the administrative team?
5. Is there agreement among administrators on the responsibilities that should be shared by principals and directors?

Assumptions

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

1. A lack of agreement among administrators on the status and authority of the director's position in the administrative hierarchy has an impact on the effectiveness of the special education administrator.
2. Staff positions can be counterproductive to the efficiency of organizations.
3. The respondents answered the questionnaire accurately and honestly.

Limitations

The following are limitations of this study:

1. This population was limited to the independent school districts in a southwest central state.
2. Only directors of special services whose primary responsibility was service delivery for handicapped children were surveyed.
3. Directors of special services in cooperatives involving two or more school districts were not surveyed.
4. Superintendents and principals who also function as directors of special services were not surveyed.

Definition of Terms

The following terms were used in this study:

Position. An office in an organization with designated duties and responsibilities.

Role. The social task or function carried out by an individual in a position.

Line Position. A management position in the direct line of the chain of command. It has command authority.

Staff Position. A supervisory position with little authority except that which is acknowledged because of the expertness and personal charisma of the occupant.

Boundary Spanning Position. A position in which some members of a role set are located in a different system, another unit within the same organization, or another organization (Kahn et al., 1964).

Role Ambiguity. Lack of necessary information available to a given organizational position (clarity of duties, clarity of authority, parameters of position, etc.) (Kahn et al., 1964).

Duality. Interest in or loyalty to two different systems and subject to the role expectations of both.

Authority. The probability that certain specific commands (or all commands) from a given source will be obeyed by a given group of persons (Weber, 1947). A degree of voluntary compliance is associated with legitimate commands. Authority is a legitimate kind of power. Authority exists when a common set of beliefs (norms) in a school legitimizes the use of power as right and proper. The exercise of authority in a school typically does not involve coercion (Hoy and Miskel, 1978).

Power. The ability to get others to do what you want them to do. The probability that one person within a social relationship will be in a position to carry out his own will despite resistance (Weber, 1947).

Position Power. The degree to which the position itself enables the leader to get his subordinates to comply with directives. In organizations, power is formal; the authority is vested in the leader's office.

Status. The level of authority accorded a position in an administrative hierarchy.

CHAPTER II

REVIEW OF LITERATURE

Introduction

Prior to 1975, when Public Law 94-142 was passed, only large school districts employed staff persons to coordinate programs for handicapped children. When superintendents of smaller districts saw the need for such a position, there were few guidelines to use in determining appropriate duties and responsibilities. Additionally, it was not known how this new position would fit into the administrative hierarchy. In most schools, the director of special services position was established as a supervisory or staff position (Sage, 1981).

For a supervisory position to be effective in an organization, guidelines must be drawn for the purpose of clarifying the responsibility and authority of the role occupant (Council for Exceptional Children Policy Statement, 1973; Nutter et al., 1983). A review of the literature established differences in the line and staff positions in organizations and how they fit into the administrative hierarchy. It revealed suggestions for accommodations to the traditional line and staff organization in the administrative structure.

The literature review disclosed characteristics of the director of special services positions which tend to erode the adequacy of authority held by this position (Sage, 1981). Authority relations in school organizations are typified by a certain degree of voluntary compliance by

subordinates (Weber, 1947; Simon, 1957; Blau and Scott, 1962; Hoy and Miskel, 1978). To expect subordinates to comply, they must believe a position has legitimate authority (Hoy and Miskel, 1978). Lack of role clarity and the duality of loyalties commonly associated with this complex boundary-spanning position contribute to the confusion about how this position fits into the administrative structure of schools.

Status

Status is a designation of social position in a community or group. Around 1900, social psychologists began to investigate persons' images of themselves as a reflection of the manner in which others viewed them (Neiman and Hughes, 1951). Emphasis was placed on concept of self. It was hypothesized that individuals were made up of different selves. Their social self is the acknowledgment and appreciation they get from their peers (James, 1892). The role they play in the work place has an effect on the status they are accorded by other role occupants.

Linton (1936) stated that

A role represents the dynamic aspect of a status. The individual is socially assigned to a status and occupies it with relation to other statuses. When he puts the rights and duties which constitute the status into effect, he is performing a role. The roles within a single system are usually fairly well adjusted to one another and produce no conflicts as long as the individual is operating within the system (p. 114).

Hughes (1937) believed that

Status is not an individual designation but is identified with a historic role. Status assigned individuals to various accepted social categories; each category has its own rights and duties. Status in its active and conscious aspect is an elementary form of office, and office is a standardized group of duties and privileges revolving on a person in certain defined situations (p. 408).

Znaniecki (1939, p. 810) saw a person's status as ". . . the total rights which his circle and himself recognize as due to him in his role."

Neiman and Hughes (1951) found that some researchers identified roles as aspects of status, and stated that a role is the pattern of behavior normally associated with a particular category of people within the social structure. Status role continuity was described as "activated status." Neiman and Hughes suggested that the person who has the qualities needed for performing a specific role has social status. With that status, he has a function to fulfill.

While the concept of position is generally understood as denoting an office with designated duties and responsibilities, the two types of positions (line and staff) may not be as easy to conceptualize. Because the amount of status accorded persons is tied in directly to the positions they hold, a discussion of line and staff positions follows.

Line Position

The line position traditionally has denoted authority (Likert, 1961). It is a position in a direct line below the chief administrator. Although there may be an assistant to the superordinate, the chain of command comes directly through the assistant to the line managers. Line position holders are managers who supervise the staff, enforce rules, and see that the edicts of the superordinate are followed. They have command authority over their subordinates (Hitt, Middlemist, and Mathis, 1983). The line position holders are on the front line, where the action is. The output of the system may be a direct reflection on the effectiveness of the line manager (Fiedler, 1967).

In school systems, building principals typically hold the line positions and work directly under the superintendent or assistant superintendent. Principals are responsible for the education and safety of the

students in their buildings, for the performance and morale of the staff, and for the maintenance and operation of the building (Robson, 1981b).

The chain-of-command principle implies that the most effective organizations are those which utilize the single flow of authority from the top to the bottom (Urwick, 1952; Rizzo, House, and Lirtzman, 1970). The single chain of command provides a structure for effective coordination and control by top management. It is consistent with the principle of unity of command. Commonly, this direct flow of authority from the superordinate to the line position is referred to as being in the direct line of authority.

In the early days of schools, the organization was structured around the chain-of-command principle. As enrollment increased and needs were identified, specialized personnel were added to school staffs. Sometimes these people supervised or were consultants to the classroom teachers. They were seen as helpers for the chief administrator, who worked directly under the superintendent in the central office and were not in the direct chain of command (Sage, 1981). These specialized personnel were assigned to staff positions.

Staff Position

Staff position is defined as a supervisory position with little authority except that which is acknowledged because of the expertness and personal charisma of the occupant (Urwick, 1952). Two types of staff positions were identified by Urwick. The traditional staff position as established by the military was an assistant to the chief executive officer. Persons filling this role were extensions of the chief's personality and expressed the chief's authority. The staff officers had no authority of their own; their responsibility was purely advisory.

The specialized or functional staff person is given authority for a particular area of responsibility. The authority of such specialists is necessarily indirect, since the personnel with whom they are working are being supervised by a line staff person. In this way, the unity of command principle is not violated (Urwick, 1952). The subordinate is responsible to the staff specialists only in their areas of expertise.

Hitt, Middlemist, and Mathis (1983) concurred with Urwick's (1952) view on the specialized staff person. Their role is seen as one of service to the line staff (managers). They must sell themselves and their expertise. Conflict often arises as the staff personnel overcompensates for the lack of status and authority by generating too many ideas, reports, and services.

With the increase in technology, the necessity for experts is increasing (Hitt, Middlemist, and Mathis, 1983). Line managers need the specialized information. In public schools, the passage of Public Law 94-142 has increased the need for adding staff who are specialists in the field of special education. Principals, the line managers, do not have the time or expertise to arrange for the myriad of services for handicapped children which make an appropriate education possible (Robson, 1981b). However, accommodations must be made if the school is to be in compliance with Public Law 94-142.

Summary

To summarize the discussion on status, it has been suggested that line and staff positions are levels of authority in the hierarchical administrative structure of schools. A position possesses a certain status based on the duties and responsibilities of the position. Principals are management and thus are in the direct line of authority.

Supervisors and coordinators are staff personnel who function as an extension of the chief administrators or their assistants. They may fill these positions as experts in such specific areas as consultants or advisers, or the position may be used as a means to coordinate activities in the system (Urwick, 1952; Likert, 1961; Hitt, Middlemist, and Mathis, 1983).

When the director of special services position was established in schools, it was established as a staff position. The role occupant was expected to function as an adviser to the staff and to coordinate activities (Sage, 1981). As parents have become more sophisticated and knowledgeable about the school's responsibilities to handicapped students, there has been an increase in demands, due process hearings, and lawsuits (Benesky et al., 1980). The duties and responsibilities of the directors of special services have been evolving into more management-level responsibilities (Nutter et al., 1983). Therefore, the director's position no longer fits into the slot of staff position in the administrative hierarchy (Begley, 1982).

Authority

Hoy and Miskel (1978) defined authority by first distinguishing it from power. They defined power as the

. . . ability to get others to do what you want them to do. Power is a general and comprehensive term. It includes control that is starkly coercive as well as control that is based on nonthreatening persuasion and suggestion. Unlike power, authority implies legitimacy; that is, authority is a legitimate kind of power (pp. 48-49).

Authority relation refers to subordinates' willingness to suspend their own criteria for making decisions and to comply with directives from a superior.

Definitions

Weber (1947, p. 152) described authority as "The probability that a command with a given specific content will be okayed by a given group of persons." A certain degree of voluntary compliance was associated with legitimate commands. Urwick (1952) described authority simply as an acknowledged right to require action of others, while Simon (1957) suggested that authority is distinguished from other kinds of influence or power in that the subordinate acknowledges the commands of his superiors as the basis for choice, rather than using his own judgment.

This willingness of subordinates to suspend their own judgment while following the directives of superiors was seen by Blau and Scott (1962) as a result of a social constraint exerted by the collectivity of subordinates. Compliance was seen as voluntary as wearing shoes on the street, but not independent of social constraints.

Hoy and Miskel (1978) defined authority relations in school organizations as

. . . having three primary characteristics: (1) A willingness of subordinates to comply; (2) a suspension of the subordinates' criteria for making a decision prior to a directive; and (3) a power relationship legitimized by the norms of a group (p. 49).

Sources of Authority

A discussion of authority is not complete without consideration of its sources. Models were developed to explain sources of authority. The models are similar in that school administrators may derive authority from more than one source (Swatsburg, 1980). Weber (1947) identified three sources of legitimate authority: rational, traditional, and charismatic.

Rational Authority is a form of dominance created by legislations and upheld by the full legal machinery of the society (Silver, 1983). These legal authorities, such as school administrators, are obeyed because they have legal mandates and obligations to be authoritative.

Traditional Authority, described by Hoy and Miskel (1978) is anchored in an established belief in the sanctity of the status of those exercising authority in the past. Obedience is owed to the traditionally sanctioned position of authority, and the person who occupies the position inherits the authority established by past custom.

Charismatic Authority is seen by Hoy and Miskel (1978) as primarily a function of the leader's overwhelming personal appeal, and a typically common value orientation emerges within the group to produce an intense normative commitment and identification with the person.

In the discussion of status, it has been seen that theorists agree that the line position in the administrative hierarchy has traditionally denoted direct and legal authority (Urwick, 1952; Likert, 1961; Hitt, Middlemist, and Mathis, 1983). In schools, superintendents and principals hold direct or legal authority.

The authority accorded staff positions is not as easily understood. Urwick (1952) saw staff authority coming from two different sources, based on the function of the position.

Traditional Staff persons have no authority of their own. They act merely as extensions of their superordinates.

Functional Staff persons or specialists have authority for a particular area of responsibility; however, this authority is indirect. Urwick (1952) suggested that they must exercise their authority through the line position, thereby avoiding a violation of the chain of command principle.

Peabody (1962) differentiated bases of authority into two categories: formal and functional.

Formal Authority is described as being legally established in rule, regulations, and positions. Employees agree to follow the commands of their superiors. Authority based on position and legitimacy fall under formal authority. It can be equated to Weber's (1947) traditional and legal authorities.

Functional Authority includes authority based on competence and authority based on personal characteristics. Competence relates to expertise in certain areas and can be compared to Urwick's (1952) functional staff authority. Person-based authority may be compared to Weber's (1947) charismatic category.

Authority Accorded Directors of Special Services

Using Peabody's (1962) bases of authority, Swatsburg (1980) analyzed the sources of authority for directors of special education.

Legitimate Authority was seen by Peabody (1962) as the authority of the director's position being based primarily on legitimacy. A large percentage of the director's duties are related to compliance with state and federal laws and regulations (Sage, 1981; Nutter et al., 1983). The other part of Peabody's formal authority, position, offers no basis for authority for a nontraditional role such as special education administrator.

Functional Authority represents the director's knowledge and expertise in the area of special education and provides authority based on competence. The extent to which directors can effect movement toward goals relates to their charisma and powers of persuasion. The basis for authority in this case is their personal characteristics (Peabody, 1962).

According to Swatsburg (1980), the primary sources of authority for directors of special services are legitimacy and competency. For those with well developed personal skills, additional authority may be experienced based on personal or charismatic authority.

Summary

Special education administrators cannot rely on the traditional authority accorded principals and superintendents in public schools. The director's position has legitimate authority based on the responsibility of assuring the school districts' compliance to laws and regulations governing the education of handicapped students. One can conclude that if the staff is expected to follow directives from the director of special services, the director must exhibit competence in the special education field and in building positive personal relationships.

Accommodations

It can be seen from the review of literature that the traditional organizational structure, as explained by Urwick (1952), may not be the most effective framework for providing services for exceptional children in the 1980's. The passage of Public Law 94-142 has compelled schools to provide a variety of direct and indirect services to students that have not traditionally been provided. Examination of the literature revealed a number of theories which suggested that certain accommodations should be made to the traditional line and staff organization. These studies included those which dealt with the supervisory positions in organizations in general and those which dealt with special education supervisors and directors specifically.

Mann and Dent (1954) acknowledged supervisors in industrial organizations as important people. They studied the nature of the role of supervisors to learn how they fit into organizations and to determine the characteristics possessed by successful supervisors. In their investigation, they described the supervisor as a member of two organizational families. The supervisor must be an accepted member of his management team, as well as of the work group he supervises. This dual membership does not pose a problem for the supervisor if the goals and expectations of the two groups are compatible. The participation of the supervisor in the two organizational families was seen as an effective means of integrating organizational objectives and goals. Their study revealed that the most effective supervisors were those who created the means for two-way communication between themselves and their employees. These effective supervisors also participated with superiors in decision-making. The two researchers contended that the social conditions in which supervisors would find themselves should be considered when selecting the person to fill the role. The supervisor should be responsible for resolving discrepancies in the expectations and objectives of the members in the two organizational families.

A number of studies have investigated the characteristics of the director's position and have identified similarities in the job activities, although as expected, there are some variances from district to district (Nutter et al., 1983; Marro and Kohl, 1972; Newman, 1970; Robson, 1981a, 1981b). In much of the research, one can see that the responsibilities of the director's position have been changing since the implementation of Public Law 94-142 10 years ago (Nutter et al., 1983; Robson, 1981a, 1981b; Sage, 1981). While they are still performing many of the functions they did 10 years ago, Sage (1981) saw them taking on

additional responsibilities in the areas of advocacy, planning, policy development, personnel training, monitoring, and evaluating. As a result of a study designed to investigate the characteristics and content of the job of special education administrators, Nutter et al. (1983) concluded that the role of director of special education remained a very demanding position. They believed the position should become more administrative as more responsibility is assigned to the position.

Although many researchers agree that the changing role of director of special services calls for accommodation in the administrative structure of public schools, consensus has not been reached. A variety of arrangements has been suggested.

Burrelo and Sage (1979) proposed a management model which provided for a dual authority structure. The director of special services would be a line administrator and manage a variety of direct and indirect services. The supportive services would be integrated into the regular school and be overseen by specialists and general administrators. They stated that the duality of authority makes the role of special administrator complex, but also places demands on the system to accommodate a more dynamic structure than has been customarily experienced (Sage, 1981). Sage saw shared authority between the principal and the director as necessary to provide a flexible system of service delivery to all handicapped students.

Robson (1981a, 1981b) studied the administrative role behavior of directors of special services and elementary school principals and found that principals took the major responsibility for direct services to pupils and supervision and evaluation of the teachers. Directors were more directly involved in functions which involve boundary-spanning activities, such as dealing with parents, other professionals, and other

agencies. Robson (1981b) found that principals were unable to respond effectively to the realities of merging the handicapped students with the general student population. Functions such as planning for individual pupils, consultation with parents, and personnel evaluation were more appropriately served through coordinated administrative effort.

Chapter Summary

The purpose of this chapter was to review literature relating to the position of director of special services in public schools and the administrative status and authority associated with the position. The review of literature indicated that this complex position is one of a boundary-spanning nature. Generally, guidelines are needed to clarify the roles and authority associated with the position.

Literature was reviewed which explored the difference between line and staff positions and how they fit into the administrative structure of organizations. The level of authority, or status, according to the line and staff positions was investigated. It was found that the director's position is most often established as a supervisory, or staff, position. However, it appeared to be evolving into a managerial, or line, position.

Literature exploring sources of authority indicated that authority is a legitimate kind of power related to subordinates' willingness to comply with directives from superiors. There was an indication that directors cannot rely on the traditional authority accorded principals and superintendents. The source of authority for the director's position appeared to be based on legitimacy (legality) and competency (functionality).

The literature revealed a number of theories suggesting that accommodations should be made to the traditional line and staff framework in

schools. However, agreement has not been reached as to the most effective design. It appears that research is needed to: (1) identify methods that schools are using to integrate this nontraditional position into the administrative structure, (2) determine the administrative status of the director's position, whether line or staff, and (3) identify the amount of authority accorded the director's position.

CHAPTER III

METHOD AND PROCEDURES

The purpose of this chapter was to present the method and procedures followed in: (1) the selection of subjects, (2) the development of the instrumentation, (3) the collection of data, and (4) the analysis of data.

Selection of Subjects

The subjects for the study were all certified personnel whose primary job responsibilities were to administer educational programs for the handicapped in public schools, their superintendents, and selected principals from the same school districts. A list of directors of special services was obtained from the Special Education Section of the State Department of Education (Membership List, 1985). Names designated as administrators of special education programs in the Oklahoma Educational Directory (1985) were added to the list. These combined lists represented the target population of directors of special services.

From the combined lists, 60 school districts were identified as employing special education administrators who met the criteria established for the study. Permission to conduct the survey in their districts was received from 46 superintendents who represented 77% of the identified districts.

The following were the criteria used for the selection of subjects. First, subjects for this study consisted of all certified personnel whose

primary job responsibility was to administer educational programs for handicapped students in public schools in the state. The population did not include administrators who also functioned as superintendents or principals or as directors of special education cooperatives. Second, all superintendents of the school districts who employed directors of special services who qualified by the above definition were included in the study. Third, principals employed in the school districts which had a director of special services who qualified for the study by the above definition were eligible to participate.

The principals were randomly selected using a table of random numbers as a sampling technique. It was decided to stratify the subjects by school district size to determine the extent to which size of the organization effects the role of director of special services. The number of principals surveyed from each stratum was determined by estimating the average number of principals employed in districts in each stratum (Table I).

Development of Instrumentation

Since there were no known appropriate standardized instruments available for this study, a questionnaire was developed by the researcher. The items included on the questionnaire were based on the mandates of Public Law 94-142 (Federal Register, 1977), the state's Policies and Procedure Manual (1986), a review of the literature, and the professional experience of the researcher. The questionnaire consisted of three basic parts (Appendix B).

Part one of the questionnaire listed 12 items formulated to ascertain administrators' perceptions of the status and amount of authority accorded the directors of special services in their schools. The

TABLE I
 TARGET SUBJECTS TO BE SURVEYED BY SCHOOL SIZE

School Size by ADA	Superintendents (N)			Directors (N)		Principals (N)	Principals (N)	
	Target	Permission	Response	Target	Response	(per district)	Target	Response
Large (4,001-20,000)	19	15	12	15	15	8	120	106
Medium (1,501-4,000)	23	14	12	14	14	4	56	40
Small (300-1,500)	18	17	12	17	17	1.5	26	17
Totals	60	46	36	46	46		202	163

administrators' perceptions of the directors' adequacy of authority were determined by items 1-5 and item 12. Items 6-11 were included to determine whether the administrative status of the director was perceived to be "line" or "staff."

The section numbered item 13 addressed the functions of the director's position and was organized using Urwick's (1952) POSDCORB model. Seven administrative functions had been identified by Urwick. They were: planning, organizing, staffing, directing, coordinating, reporting, and budgeting. An eighth function, which appeared to have been emerging as significant to the role of special education administration, was consulting (Sage, 1981). It has been added to Urwick's seven categories. Questions were designed to determine which activities within these eight functions were the primary responsibilities of the director, the building principal, or if they were shared responsibilities (Newman, 1970; Brown, 1985). This section was included to determine how much agreement there was among the incumbents in the three administrative positions concerning responsibilities for the implementation of appropriate education for handicapped students. Additionally, this section was designed to reveal how administrators were accommodating to a position which is not part of the traditional school administration hierarchy.

Demographic responses, beginning with item 14, provided information which described personal and professional characteristics of all respondents. Items 20 and 21 pertained to characteristics of the school districts. The directors were asked to respond to additional items (items 22-23). These items attempted to ascertain professional experience, college training, professional goals, and the scope of the special education program in the district of employment.

Content Validity

Content validity was determined by judging how well the items on a questionnaire produced the desired information to answer the stated objectives of a study (Gay, 1981; Isaac and Michael, 1983). A panel of six professionals with extensive experience in general and special education were asked to judge the questionnaire for appropriateness of content. They were given a statement of the objectives of the study, definitions used in the study, the basis for organizational format of the questionnaire, and a list of specific items to critique (Appendix A). The panel consisted of two superintendents, a principal, a director of special services, a university professor, and the executive secretary of a national special education administrators' professional organization. Revisions were made to the questionnaire based on suggestions from the panelists. The changes were deemed necessary to increase clarity and appropriateness of the questions.

Reliability

The instrument was field tested utilizing a group of selected administrators who were representative of the population and sample to be surveyed. Randomly selected administrators from two different states in the south central United States participated in the exercise to establish reliability. A test-retest format was used to test the reliability of the questionnaire.

Near the end of the school year, 27 administrators were mailed a questionnaire with a cover letter, requesting their assistance in field testing the instrument (Appendix A). The purpose of the study was explained. The participants were encouraged to make suggestions regarding

inconsistencies, instructions, or items that might be unclear. Confidentiality was assured. For the convenience of the respondents, a self-addressed, stamped envelope was enclosed. Two weeks later, a second mailing was sent to the 19 respondents of the first mailout. Fifteen administrators responded to the second questionnaire and comprised the total number of participants in the field test. The participants consisted of two superintendents, nine principals, and four directors of special education.

The Pearson Product Moment Correlation Coefficient was applied to the first and second responses on each of the first 52 items on the instrument to establish the reliability of each item (Appendix B). The Pearson r Correlation ranged from 0 to .961. Of the 52 items correlated, only four showed no linear correlation. These items were: Search and Find; Referrals, Diagnostics, and Placement Procedures; Reporting to RESC, State and Federal Agencies; and Budget Control. Considering that 92.3% of the items indicated a correlation between the first and second responses, the instrument as a whole was assumed to be reliable.

Collection of Data

From the lists obtained through the State Department of Education, 73 directors were identified who were believed to meet the criteria established for this study. Letters were mailed to superintendents of the 73 districts requesting permission to survey the director, and randomly selected principals in their districts (Appendix A). The letters explained the purpose of the study and the superintendents were encouraged to answer and return the questionnaires and permission forms in the enclosed self-addressed, stamped envelopes.

Permission forms were received from 46 superintendents. Ten superintendents returned the materials, indicating that the directors in their districts did not meet the stated criteria for the study. Further investigation revealed that three other directors also failed to meet the criteria. Sixty school districts appeared to employ directors who met the criteria for the study. Fourteen superintendents still did not respond, after sending two requests for permission to survey the administrators in their district. This yielded a district permission rate of 77%.

The timeline developed for the study established late spring to early fall as the time period for distribution of the questionnaire. The number of principals to be surveyed in each stratum was set arbitrarily, based on the estimated average number of principals employed in the districts in the three strata. Quotas were set for the stratified districts (see Table I). Using the Oklahoma Educational Directory (1985), principals' names from participating schools were numbered. The table of random numbers (Jaccard, 1983) was used to randomly select principals for the survey. The research design called for the population of directors to be surveyed. An additional page of demographic information was attached to the director's questionnaire.

Superintendents who did not return a questionnaire with the permission form, randomly selected principals, and all of the directors from the 46 districts were mailed the survey packets in late spring. The packet included a letter of explanation regarding the study (Appendix A); the questionnaire; a stamped, self-addressed envelope; and a card to return if the respondent wanted to know the results of the study. By midsummer, a follow-up was initiated to the nonrespondents. The follow-up contact was made with a letter stressing the importance of each

administrator's participation in the study (Appendix A). A questionnaire; a self-addressed, stamped envelope, and a request for result cards were enclosed. Nonresponding directors (5) were sent personal letters in late fall, urging their participation in the project. This follow-up procedure resulted in 100% participation of directors from the participating districts.

Superintendents granting permission for the study to be conducted in their districts numbered 46. In the study, 36 superintendents participated by returning questionnaires, yielding a 78% return. Of the 202 principals randomly selected to participate, 163 responded, yielding an 81% return. All of the directors responded. The 245 administrators from 46 schools who responded to the survey yielded a total return rate of 83% (see Table I).

Interviews

Administrators from six districts were interviewed by the researcher for the purpose of elaborating on the items contained in the questionnaire. Two districts from each stratum were selected for personal interviews of the director and one other administrator.

The first 13 items on the questionnaire developed for this study were used as the basis for the interview. The administrators were asked to explain and clarify their views on the first 12 items. On item 13 of the questionnaire, 35 functions of the director's position were identified. Administrators were asked to identify the functions representing responsibilities which should be shared by principals and directors. They were asked to name the most important functions of the director's position, to reveal whether or not the role of the director had changed and, if so, in what way.

The results of the interviews were used by the researcher to clarify and validate the data compiled from the survey. They provided a more in-depth view of the administrator's perceptions of the status and authority accorded the director of special services position in the school districts. Statistical analysis was not applied to this information. The results were reported in narrative form.

Analyses of Data

The data from the questionnaire were recorded by school size and by administrative groups. The target schools were divided into three groups. The top group was considered large schools, the middle group was referred to as middle schools, and the lower third was considered small schools.

The data from all three administrative groups were recorded by number and percentages. The data were analyzed on the basis of the amount of agreement among the three administrative groups on each item of the questionnaires. Further analysis determined how similar perceptions were between the school size groups.

Data were compiled for three major areas investigated in this study: (1) the perceptions of the superintendents, principals, and directors regarding the status and amount of authority that is accorded directors in their schools, (2) the perceptions of administrators regarding responsibility for administrative functions necessary for the maintenance of a sound special education program, and (3) demographic information on the three administrative groups with emphasis on the director of special services.

Analysis of items 1-12 on the questionnaire determined the perceptions of the three administrative groups regarding the status and amount

of authority accorded the directors. The data were analyzed to learn what accommodations were being made to this nontraditional position in the administrative structure of schools. Perceptions of administrators concerning positions which are parallel to that of the director in the administrative hierarchy were examined. Acceptance of the director on the administrative team was determined. Administrators' beliefs concerning the adequacy of the director's authority were also analyzed.

The second part of the data analysis (Appendix B, item 13) determined which administrative functions were perceived to be primarily the responsibility of the director and which ones could most effectively be implemented through the shared responsibility of the director and the principal. Analysis of this data revealed the amount of agreement that the administrative groups had concerning responsibility for 35 administrative functions. The majority of the three administrative groups did not agree on who should have the primary responsibility on five items. These five items were analyzed further.

The demographic data were compiled for the purpose of describing the directors of special services by school size. This information was examined to determine if school district size appeared to have an influence on the perceptions of the administrators regarding their responses to the items on the questionnaire.

CHAPTER IV

PRESENTATION AND ANALYSES OF DATA

This chapter presents the results of data gathered from questionnaires and personal interviews involving administrators who employed a director of special services to administer educational programs for handicapped students. The purpose of the surveys and interviews was to determine the perceptions of superintendents, directors, and principals regarding the amounts and status of authority accorded the directors in their respective school districts.

Description of Respondents

Gender

Two administrative groups (superintendents and principals) were dominated by the male sex; the other (directors) was dominated by females. However, 43 women held the principal position in the surveyed schools. Of the respondent superintendents, only three were women. Male respondents numbered 33. Conversely, of the 46 directors who answered the demographic questions, 35 were female and 11 were male (Table II). It should be noted that all respondents did not answer the demographic questions. Gender was determined by the original mailing list. The number of respondents is noted in each table.

TABLE II
DISTRIBUTION OF ADMINISTRATORS BY GENDER

	Superintendents		Directors		Principals	
	N	%	N	%	N	%
Male	33	92	11	24	120	74
Female	3	8	35	76	43	26
Totals	36	100	46	100	163	100

Age

Half of the superintendents (17) were 50 or above. Of the remaining superintendents, 12 were in the 43-50 age bracket, while six fell into the 35-42 range. The median age for superintendents was 50. Directors fell into a lower age range, with only 10 of 45 respondents falling in the 50 or above bracket. The largest number (22) fell into the 35-42 range, while 7 were in the 43-50 bracket and 6 were below 35 years of age. The 35-42 bracket contained the largest number of principals (62). The second largest group was in the 43-50 bracket (53). The over 50 range included 31 principals, while 9 principals were under the age of 35 (Table III).

Highest Degree

Over half of the superintendents (20) held doctorates. Eleven had master's degrees, and four held bachelor's degrees. Doctorates were held by 7 directors, while 37 had master's level degrees and 2 had bachelor's degrees. Doctorates were held by 14 principals, and 139 held master's

degrees. There were no principals holding less than a master's degree (Table IV).

TABLE III
DISTRIBUTION OF ADMINISTRATORS BY AGE

Age	Superintendents		Directors		Principals	
	N	%	N	%	N	%
35	0	0	6	13	9	6
35-42	6	17	22	49	62	40
43-50	12	34	7	16	53	34
50+	17	49	10	22	31	20
Totals	35	100	45	100	155	100

TABLE IV
DISTRIBUTION OF ADMINISTRATORS BY
HIGHEST DEGREE HELD

Degree	Superintendents		Directors		Principals	
	N	%	N	%	N	%
Bachelor's	4	11	2	4	0	0
Master's	11	32	37	81	139	91
Doctorate	20	57	7	15	14	9
Totals	35	100	46	100	153	100

Areas of Certification

All of the superintendents held the superintendent certification, while 25 also held the principal certification. Other areas of certification for superintendents were: regular teacher (17), counselor (7), and psychometrist (2). Superintendent certification was held by 10 directors, while 21 directors held principal certification. The certification held by the largest number of directors was a special education teacher certificate held by 31, closely followed by 30 regular teaching certificates. Psychometrist certification was held by 17 directors, while 5 were certified as counselors. Not surprisingly, all respondents in the principals' group (156) held principal certificates. Additionally, 29 were certified as superintendents, 16 as counselors, 22 as special education teachers, and 87 as regular teachers. Nine were certified in the area of psychometry (Table V).

TABLE V
DISTRIBUTION OF ADMINISTRATORS BY
CERTIFICATES HELD

Certification	Superintendents (N=35)	Directors (N=45)	Principals (N=156)
Superintendent	35	10	29
Principal	25	21	156
Counselor	7	5	16
Psychometrist	2	17	9
Special Education Teacher	0	31	22
Regular Education Teacher	17	30	87

Note: N = number of administrators responding.

Contract and Salary

A large number of the respondents did not answer questions on the contract and salary level. Based on the limited response rate, however, a median salary was estimated for each administrative group and was reported by group size (Table VI).

TABLE VI
DISTRIBUTION OF ADMINISTRATORS BY SALARY

Salary	Superintendents (N=27)	Directors (N=44)	Principals (N=148)
\$15,000-20,000	0	1	0
\$21,000-25,000	1	9	1
\$26,000-30,000	2	9	16
\$31,000-35,000	2	12	57
\$36,000-40,000	2	5	54
Other	20	8	20

Note: N = number of administrators responding.

Salary differences may be based on length of contract and for number of handicapped children served in a district. The researcher did not feel the results were adequate to make judgments based on these data.

Special Education Program

It was interesting to note which handicapping conditions were most frequently served. Both directors and principals cited learning

disabilities as the most frequently served, with the speech/language impaired and educable mentally handicapped as the second and third choices. Directors and principals agreed that the fewest classes existed for the blind/visually impaired and orthopedically handicapped (Tables VII and VIII).

TABLE VII
DISTRIBUTION OF SPECIAL EDUCATION CLASSES
BY STRATA AS REPORTED BY PRINCIPALS

Classes	Group I 300-1500 (N=17)	Group II 1501-400 (N=37)	Group III 4001-20,000 (N=100)	Total (154)
Educable Mentally Handicapped	14	30	53	97
Trainable Mentally Retarded	4	15	21	40
Learning Disabled	15	35	93	143
Emotionally Disturbed	1	5	25	31
Deaf/Hard of Hearing	3	8	26	37
Speech Impaired	7	27	67	101
Orthopedically Handicapped	0	3	10	13
Multihandicapped	1	7	12	20
Blind/Visually Impaired	0	4	6	10

Note: N = number of principals responding.

The actual number of handicapped children served in districts are reported in ranges by school size. The total number ranged from 36 to 1,543. The number of certified teachers supervised by responding directors ranged from 2 to 95. The range of noncertified staff was from 1 to 35 (Tables IX and X).

TABLE VIII
 DISTRIBUTION OF DISTRICT-WIDE SPECIAL
 EDUCATION CLASSES BY STRATA, AS
 REPORTED BY DIRECTORS

Classes	Group I (N=14)	Group II (N=12)	Group III (N=15)	Total (41)
Educable Mentally Handicapped	13	12	15	40
Trainable Mentally Retarded	3	7	14	24
Learning Disabled	3	7	15	41
Emotionally Disturbed	1	4	12	17
Deaf/Hard of Hearing	3	4	11	18
Speech Impaired	13	12	15	40
Orthopedically Handicapped	1	2	10	13
Multihandicapped	4	8	14	26
Blind/Visually Impaired	1	4	7	12

Note: N = number of directors responding.

TABLE IX
 RANGE OF HANDICAPPED STUDENTS SERVED,
 BY SCHOOL DISTRICT SIZE

Group	Range
I	36-140
II	114-559
III	200-1543

TABLE X
 RANGE OF STAFF SUPERVISED BY
 DIRECTORS, BY SCHOOL SIZE

Group	Certified	Noncertified
I	2-9	2-6
II	10-25	1-6
III	16-95	2-35

Directors were asked to estimate the amount of time spent on administering special education programs. The most frequent answer from directors of small schools was "half-time," while directors from middle and large schools most frequently indicated "full-time" (Table XI)

TABLE XI
 AMOUNT OF TIME SPENT ADMINISTERING
 PROGRAMS FOR HANDICAPPED STUDENTS

Group	100%	75%	50%	25%	Total
I	2	3	5	5	13
II	8	4	0	2	14
III	7	4	5	0	16
Totals	17	11	10	7	43

Length of Service

Small school directors indicated that the median length of service was 5 to 9 years. Middle level directors indicated fewer years of experience as directors, with 8 of 14 responding at the 1-4 years level. Large school directors were equally divided between the 5-9 and over 10 years categories. Seven fell into each range, with only two indicating 1-4 years of experience (Table XII).

TABLE XII
LENGTH OF SERVICE IN THE DIRECTOR'S
POSITION

Group	Years (1-4)	Years (5-9)	Years (Over 10)	Total
I	4	7	3	14
II	8	5	1	14
III	2	7	7	16
Totals	14	19	11	44

Additional Responsibilities

Many directors of special services hold responsibilities outside the realm of special education. Illustrated in Table XIII is the rate at which these other duties are assigned to directors. It can be seen that gifted education, the testing program, and federal programs are the responsibilities most frequently added to the director's position.

TABLE XIII
 ADDITIONAL RESPONSIBILITIES HELD BY
 DIRECTORS

Group	Gifted	Testing	School Nurses	Federal Programs	Counseling	Compliance Officers
I	10	10	0	9	2	3
II	7	10	1	6	3	5
III	11	11	7	11	7	12
Totals	28	31	8	26	12	20

Previous Positions Held

Many studies involving directors of special education services identified the previous positions held by the subject before moving into the director's position. The results of this survey demonstrated only slight differences in the number of previous positions held. The special education teaching positions of: learning disabilities, educable mentally handicapped, and speech pathology were the most frequent positions named in the lower and middle strata. In the large school stratum, the principal position was the most frequently named (Table XIV). It should be noted that respondents could mark more than one position.

Career Goals

Directors were asked the reason they became directors (Table XV). The write-in answers varied, but the majority indicated an interest or background in special education. Most answers in the middle and large school groups were "improving the special education program," "career"

TABLE XIV
 DISTRIBUTION OF PREVIOUS POSITIONS HELD
 BY DIRECTORS OF SPECIAL SERVICES

Previous Position	Group I (N=10)	Group II (N=11)	Group III (N=15)
Principal	1	0	5
Psychometrist	3	2	2
School Psychologist	0	2	1
Speech Pathologist	1	4	1
Learning Disabilities Teacher	5	3	1
Teacher of Mentally Handicapped	4	2	2
Counselor	2	2	0
Other	3	4	7

Note: N = 36 directors responding.

TABLE XV
 RANK ORDER OF CAREER GOALS OF DIRECTORS
 OF SPECIAL SERVICES

Goals	Group I (N=13)	Group II (N=13)	Group III (N=16)
Special Education Admin- istration	1	1	1
Principal	2	2	2
Superintendent	6	6	5*
Higher Education	5	3	3
State Department of Education	3	5	4
U.S. Department of Education	4	4	5*

Note: N = 42 directors repending.

*Rank order values resulting in a tie.

advancement," and "superintendent appointment." The small school directors cited "superintendent appointment," "part of the job," and "expertise" more frequently.

In response to the request to indicate their ultimate career goal, a majority of directors from all three groups indicated the position of special education administrator as their first-ranked goal. The second choice for directors from the small and middle school groups was the principal position. Directors from large schools chose the superintendency as their second choice. The position of assistant superintendent and also private practice were written in as choices by some directors. Number one equals the highest ranking. Ties were designated by an asterisk.

Previous Experience

Directors were asked to rank which college courses they considered most advantageous for a person filling the director's position (Table XVI). They were then asked to rank order the coursework and previous experiences they felt contributed the most to the development of skills needed to fill the position of director of special services (Table XVII). School law, educational administration, and psycho-educational evaluation courses appeared to be the preferred coursework by directors from all three groups. Research was cited as the least advantageous. Ties were designated by an asterisk.

Experience in teaching special education was cited by all three groups of directors as the most advantageous background experience. Coursework in special education and experience in educational administration were also seen as important.

TABLE XVI
RANK ORDER OF IMPORTANCE OF COLLEGE
COURSES IN PREPARATION FOR SPECIAL
EDUCATION ADMINISTRATION

College Course	Group I (N=13)	Group II (N=13)	Group III (N=16)
Special Education Theory	5*	4*	3
Special Education Training	4	2*	4
Special Education Materials	5*	7	7
Educational Administration	3	4*	1
Research Methods	8	8	8
School Law	2	1	2
School Finance	5*	6	5*
Psycho-educational Evaluation	1	2*	5*

Note: N = 42 directors responding.

*Rank order values resulting in a tie.

TABLE XVII
RANK ORDER OF IMPORTANCE OF PREVIOUS
EXPERIENCE AND COURSEWORK

Previous Experience/Coursework	Group I (N=13)	Group II (N=13)	Group III (N=16)
Special Education Coursework	2	3	2
Special Education Experience	1	1	1
Regular Education Coursework	4*	6	6
Regular Education Experience	4*	4*	5
Educational Administration Coursework	4*	4*	4
Educational Administration Experience	3	2	3

Note: N - 42 directors responding.

*Rank order values resulting in a tie.

Memberships in Professional Organizations

A number of directors wrote on their questionnaires that involvement in the Oklahoma Directors of Special Services (ODSS) organization had also been advantageous to their growth as administrators of programs for handicapped students. Directors were asked to name the professional organizations in which they maintained memberships. The ODSS organization was named most frequently by 32 directors. The Council for Exceptional Children (CEC) and the Cooperative Council of Oklahoma School Administrators (CCOSA) each received 25 citations (Table XVIII).

TABLE XVIII
DISTRIBUTION OF DIRECTORS' MEMBERSHIPS
IN PROFESSIONAL ORGANIZATIONS

Organizations	Group I (N=12)	Group II (N=13)	Group III (N=16)	Total (42)
Oklahoma Directors of Special Services	9	9	14	32
Council for Exceptional Children	6	9	10	25
Council of Administrators of Special Education	1	4	4	9
Cooperative Council for Oklahoma School Admin- istrators	9	5	11	25
Association for Children With Learning Disabilities	0	4	4	8
Oklahoma School Psychologi- cal Association	0	3	0	3
Association of Supervision and Curriculum Development	0	2	3	5
Oklahoma Education Associ- ation	0	1	3	4

Analysis of Research Questions

Research Question One

Research question one was stated as follows: "Is there agreement among superintendents, principals, and directors on the amount of authority the director of special services position holds?"

The data indicated that there was agreement among the three administrative groups on the amount of authority accorded the directors of special services position (Table XIX). Items 1-5 pertained to the willingness of staff members to follow directives from the director of special services (Appendix B).

TABLE XIX
ADMINISTRATORS' PERCEPTIONS REGARDING
ADEQUACY OF AUTHORITY

Adequate Authority	Administrators					
	Superintendents		Directors		Principals	
	N	%	N	%	N	%
Yes	31	89	37	82	129	84
No	4	11	8	18	24	16
Totals	35	100	45	100	153	100

On item 1, administrators were asked if the position of director of special services was recognized as one with the authority to expect all

of the staff to follow the director's requests. Superintendents responding to the item totaled 35, with 31 indicating that they believed the position held adequate authority. Directors were equally positive, with 37 of 45 answering "yes." A large majority of principals also responded positively, with 129 of 153 agreeing to the willingness of staff to comply to requests from the director (see Table XIX).

On items 2-5 (Appendix B), respondents were asked to estimate the frequency with which specific groups of staff were believed to honor requests from the director of special services. Of the four frequencies listed, "seldom" and "occasionally" were regarded as being negative. Responses of "frequently" or "always" were considered indications of adequate amount of authority for the director's position. The responses were grouped as negative or positive and were reported in percentages in Table XX.

Only five principals reported that special education followed directions from the director "seldom" or "occasionally" (item 2). Other administrators (238) replied positively regarding the special education staff's acceptance of the director's authority.

Although a large majority of general educators were perceived as following directions from the director (item 3), 24 administrators were seen as responding negatively. Four superintendents reported that educators accepted directions "occasionally," while 18 accepted directions "frequently" and 14 "always" accepted them. Directors cited 6 negative responses, with 38 being in the positive columns. From the 160 principals' responses, 14 were negative. All three groups reported the largest response as being "frequently," with 18 superintendents, 21 directors, and 82 principals marking that column. The "always" response was chosen by 14 superintendents, 17 directors, and 64 principals. Even though

TABLE XX
 DISTRIBUTION OF NEGATIVE AND POSITIVE RESPONSES
 TO DIRECTORS FROM THE DIRECTOR
 OF SPECIAL SERVICES

Responses	Superintendents		Directors		Principals	
	(-)	(%) (+)	(-)	(%) (+)	(-)	(%) (+) (N=163)
2. Special Educators' Responses	0	100	0	100	3	97
3. General Educators' Responses	11	89	14	86	9	91
4. Attendance to IEP Meetings	0	100	11	89	7	93
5. Compliance With Requests:						
Principals	3	97	7	93	4	96
Special Educators	0	100	0	100	1	99
Classroom Teachers	8	92	15	85	11	89
Counselors	0	100	8	92	4	96
Aides	3	97	7	93	23	77
Bus Drivers	18	82	20	80	16	84

Note: N = 245 administrators responding.

*(-) = negative answers; (+) = positive answers

general educators were not seen as positive in response to the director as the special educators, 89% were judged to accept the authority of the director by superintendents, 86% by directors, and 91% by principals.

Item 4 related to the willingness of staff to attend IEP meetings at the request of the directors. Negative responses were recorded by 5 directors and 12 principals. The majority of superintendents (21) saw staff as "always" attending IEP meetings, while 15 specified that they "frequently" attended. The majority of the other administrators also indicated that the staff attended IEP meetings "as requested," with 27 directors and 106 principals so indicating. Under the "frequently" column, 14 directors and 48 principals designated that response.

On item 5, administrators were asked to rank the frequency with which six staff groups complied with requests from the director of special services. Principals were indicated as responding positively by 97% of the superintendents, 93% of the directors, and 96% of the principals. Only 10 administrators answered this item negatively. Special educators were perceived by all administrators as responding positively to the director. Only two principals felt that these educators complied "occasionally" to the director's requests. Three superintendents gave a negative response to the regular education teacher's compliance, while 7 directors and 16 principals replied negatively. This resulted in an 8% negative response by superintendents, 15% by directors, and 11% by principals. The combined administrator's positive score was 197. It appeared that there was less agreement among the three administrative groups in their perceptions concerning regular classroom teachers than in any of the groups of certified personnel studied. Negative responses to counselor's compliance compared to the principal's group, with 10 negative replies. Superintendents responded positively with 36 responses

(100%), while directors and principals registered 42 (92%) and 153 (96%) positive responses, respectively.

The noncertified groups (aides and bus drivers) presented a more complex situation. Many respondents either did not answer or marked "seldom" and wrote notes that personnel in these areas did not have contact with the director on a regular basis. While only one superintendent and three directors gave negative responses for the aides group, 36 principals replied negatively, yielding percentage scores of 3%, 7%, and 23%, respectively. Superintendents gave 31 positive replies, directors gave 40, and principals gave 120 positive replies. The administrators were more nearly in agreement on the bus driver group, even though there was a higher number of negative scores. The superintendents' negative scores fell at the 18% (6) level. Directors' negative scores were the highest, falling at 20% (8), with the principals' scores registering at 16% (22). Superintendents gave 28 positive responses, while directors gave 31 and principals responded with 111.

On item 12, administrators were asked to identify major roadblocks to the provision of appropriate education for handicapped students. The item was included on the questionnaire to measure the opinion of the administrators on the adequacy of authority accorded the director's position. The item was also designed to identify other areas of concern which tend to erode the effectiveness of an educational program for handicapped students. Administrators were asked to identify those roadblocks which they felt were the major deterrents. More than one item could be checked. Table XXI depicts these results.

The roadblock least frequently marked by superintendents and principals was "inadequate authority of the director of special services." Directors ranked only three roadblocks higher (Table XXII).

TABLE XXI
DISTRIBUTION OF ADMINISTRATORS' PERCEPTIONS OF
MAJOR ROADBLOCKS TO EFFECTIVE PROGRAMS
FOR HANDICAPPED STUDENTS

Roadblocks	Superintendents		Directors		Principals	
	N	%	N	%	N	%
Lack of Cooperation (Adm.)	7	9	10	11	21	7
Insufficient Staff	9	12	12	14	54	17
Inadequate Authority	2	2	11	13	15	5
Insufficient Finances	26	35	22	25	81	26
Poor Communication	6	8	4	5	51	16
Lack of Cooperation (Gen.)	14	19	21	24	45	15
Inadequate Facilities	11	15	7	8	44	14
Totals	75	100	87	100	311	100

Note: N = 32 superintendents, N = 44 directors, and N = 156 responding.

TABLE XXII
RANK ORDER OF ADMINISTRATORS' PERCEPTIONS OF
MAJOR ROADBLOCKS TO EFFECTIVE PROGRAMS
FOR HANDICAPPED STUDENTS

Roadblocks	Superintendents (N=32)	Directors (N=44)	Principals (N=156)
Lack of Cooperation	5	5	6
Insufficient Staff	4	3	2
Inadequate Authority	7	4	7
Insufficient Finances	1	1	1
Poor Communication	6	7	3
Lack of Cooperation	2	2	4
Inadequate Facilities	3	6	5

Two (2%) superintendents saw inadequate authority as a major roadblock. Directors' responses to the seven items numbered 87, with 11 indicating inadequate authority as a major roadblock, which yielded a percentage of 13%. Principals' scores indicated inadequate authority was the least likely deterrent to the effective provision of appropriate education for handicapped students, with 15 of 311 responses marked in that category (5%).

The results indicated that "insufficient financial resources" was the major concern of all three administrative groups. Over one-third of the superintendents (35%) designated it a major roadblock, while 25% of the directors and 26% of the principals indicated agreement. "Lack of cooperation between special and general educators" was seen by superintendents (19%) and directors (24%) as the second greatest threat to effectiveness, while principals chose "insufficient staff" (17%). Superintendents and directors were in close agreement on "insufficient staff" by marking 12% and 14%, inclusively. Principals identified "poor communications" to a much larger degree (16%) than did superintendents (8%) or directors (5%). Superintendents and principals closely agreed on "inadequate facilities" by 15% and 14%, respectively, while only 8% of the directors cited it as a major concern. "Lack of cooperation among administrators" was viewed as a threat by 9% of the superintendents, 11% of the directors, and 7% of the principals.

Research Question Two

Research question two was stated as follows: "Are the majority of the director's positions line or staff?" The results are presented below.

Definitions were presented for line position and staff position preceding the questions relating to research question two (Appendix B). On item six, administrators were asked if the director's position in their districts more nearly fit the description of line or staff. The majority of administrators (150) indicated that the position was considered a line position. The director's administrative status was seen as staff by 87 administrators. The results indicated that 63% of the administrators believed the directors of special services positions are presently considered to be line positions and 37% considered them as staff positions (Table XXIII).

Research Question Three

Research question three was stated as follows: "Is there agreement among the superintendents, principals, and directors on the status of the director's position in the administrative structure?" The results are summarized in Table XXIII.

Superintendents and directors very closely agreed on the present status of the director's position by marking line position 53% and 55%, inclusively. A greater percentage of principals (68%) indicated that the position held line status.

On item 7, administrators were asked if they felt the position should be line or staff. A somewhat wider variance in perception was indicated by these scores. The need for this position to be accorded line status was indicated by 60% of the superintendents, 80% of the directors, and 72% of the principals. It can be seen that a majority of administrators agreed that the director of special services position should be accorded line status in the administrative structure of schools.

TABLE XXIII
 DISTRIBUTION OF ADMINISTRATORS' PERCEPTIONS
 REGARDING ADMINISTRATIVE STATUS OF
 DIRECTOR POSITION

Administrators	Line		Staff		Total
	N	%	N	%	
<u>Superintendents</u>					
Director Position					
Present	10	53	16	47	34
Ideal	21	60	14	40	35
<u>Directors</u>					
Director Position					
Present	23	55	19	45	42
Ideal	37	80	9	20	46
<u>Principals</u>					
Director Position					
Present	109	68	52	32	161
Ideal	115	72	45	28	161
Totals					
Present	150	63	87	37	237
Ideal	173	72	68	28	241

Research Question Four

Research question four was stated as follows: "To what extent is the director of special services included on the administrative team?" The results are presented in Table XXIV.

Four items (8-11) were included on the questionnaire to determine if the director was considered a member of the administrative team and how the position fits into the administrative structure. The administrators

responded to item 10 (Appendix B) by indicating that 91% (215) considered the director a member of the administrative team. Only 21 administrators (9%) did not perceive the director as part of the administrative team.

TABLE XXIV
ADMINISTRATORS' PERCEPTIONS OF DIRECTOR AS
MEMBER OF THE ADMINISTRATIVE TEAM

	Superintendents		Directors		Principals		Total	
	N	%	N	%	N	%	N	%
Yes	26	81	38	90	151	93	215	91
No	6	19	4	10	11	7	21	9

To determine how the position fits into the administrative structure of the organization, administrators were asked to identify positions which they considered parallel to the director's position (item 8, Appendix B). They were asked at what parallel position they felt the director should be placed (item 9, Appendix B). More than one position could be designated (Table XXV).

Directors and principals indicated that directors should be placed at a parallel position with the assistant superintendent, as depicted in Table XXVI, thus raising the total from 22 to 35. This was an increase of 6%. The supervisor position was chosen 13 fewer times, to change the rank from second to fifth. No other changes were noteworthy.

TABLE XXV
 DISTRIBUTION OF ADMINISTRATORS' PERCEPTIONS OF
 PARALLEL POSITIONS TO THE
 DIRECTORS' POSITION

Positions	Superintendent Placement		Director Placement		Principal Placement	
	Present	Ideal	Present	Ideal	Present	Ideal
Assistant Superintendent	4	3	4	11	14	21
Director Pupil Personnel	4	4	2	4	26	29
Administrative Assistant	26	19	14	18	57	52
School Psychologist	3	1	1	0	10	8
Principal	3	5	13	13	26	24
Assistant Principal	0	1	0	0	5	6
Supervisor	7	3	11	3	27	26
Other	4	0	1	0	12	5

Note: N = 35 superintendents, N = 44 directors, and N = 154 principals responding.

TABLE XXVI
 SUMMARY OF ADMINISTRATORS' PERCEPTIONS
 OF PRESENT AND IDEAL PLACEMENT IN
 RELATION TO PARALLEL POSITIONS

Positions	Placement					
	Present			Ideal		
	N 235	%	Rank	N 233	%	Rank
Assistant Superintendent	22	8	5	35	14	3*
Director Pupil Personnel	32	12	4	37	14	3*
Administrative Assistant	87	34	1	89	35	1
School Psychologist	14	5	7	9	3	6*
Principal	42	16	3	42	16	2
Assistant Principal	5	2	8	7	3	6*
Supervisor	45	17	2	32	13	5
Other	(17)	6	6	(5)	2	8
Totals	264	100		256	100	

*Rank order values resulting in a tie.

The position chosen most frequently by all three administrative groups as the parallel position (87) and the ideal parallel position (89) was administrative assistant (35%). Supervisor was chosen by 45 administrators (17%) as the present position. However, only 32 chose supervisor at the ideal level. This was a decrease of 4%. The position parallel to that of principal was chosen by 42 administrators on both items. Director of pupil personnel was marked by 32 administrators, then by 37 administrators as the ideal parallel position. School psychologist was cited 14 and then 9 times. Assistant principal was selected 5 and then 7 times (see Table XXVI). The rank order of administrators' perceptions of the

position that is parallel to that of the director's in their respective school districts is depicted in Table XXVII.

On item 11 (Appendix B), respondents were asked with which administrative group directors were included when team meetings were held. They were asked to check all that were appropriate. The central office was designated by superintendents most, with 53%; principals, with 36%; and department heads, with 11%. Directors saw the director of special services being included in meetings at approximately the same rate with central office staff (47%) and with principals (45%). Department heads were cited by only 8%. Principals were in agreement with directors by indicating that directors of special services were included in meetings with central office staff by 47%. However, they cited meetings with principals by only 32% and with department heads by 21% (Table XXVIII). Respondents could choose more than one group.

Research Question Five

Research question five was stated as follows: "Is there agreement among administrators on the responsibilities that should be shared by principals and directors?" The results are reported in the following summary.

Administrative functions which are considered necessary for the implementation of an appropriate educational program for handicapped students were identified. The functions were categorized in eight general areas of administrative duties. Administrators were asked to decide whether each function was primarily the responsibility of the principal or the director, or if the responsibility should be shared almost equally between the two. The research instrument (Appendix B) consisted of a seven-point scale for each of the 35 administrative functions. Numbers

TABLE XXVII
 RANK ORDER OF ADMINISTRATORS' PERCEPTIONS OF
 PRESENT AND IDEAL PLACEMENT IN RELATION
 TO PARALLEL POSITIONS

Positions	Superintendent Placement		Director Placement		Principal Placement	
	Present (N=35)	Ideal (N=35)	Present (N=44)	Ideal (N=44)	Present (N=154)	Ideal (N=154)
Assistant Superintendent	3*	4*	4	3	5	5
Director Pupil Personnel	3*	3	5	4	3*	2
Administrative Assistant	1	1	1	1	1	1
School Psychologist	5*	6	6	6	6	6
Principal	5*	2	2	2	3*	4
Assistant Principal	7	7	7	7	7	7
Supervisor	2	4*	3	5	2	3

*Rank order values resulting in a tie.

TABLE XXVIII

DISTRIBUTION OF ADMINISTRATORS' PERCEPTIONS
REGARDING DIRECTORS' INCLUSION WITH
OTHER ADMINISTRATIVE GROUPS

Positions	Groups			Total	%
	I	II	III		
<u>Superintendents (N = 36)</u>					
Central Office	3	7	9	19	53
Principals	3	6	4	13	36
Department Heads	0	2	2	4	11
Totals	6	15	15	36	100
<u>Directors (N = 45)</u>					
Central Office	9	8	13	30	47
Principals	9	11	9	29	45
Department Heads	1	0	4	5	8
Totals	19	19	26	64	100
<u>Principals (N = 160)</u>					
Central Office	6	26	82	114	47
Principals	9	30	40	79	32
Department Heads	5	8	38	51	21
Totals	20	64	160	244	100

one and two on the scale were considered to be the principal's primary responsibility, while six and seven were indications of the director's primary responsibility. When numbers three, four, and five were marked, it was interpreted as an indication that the preferred administrative management pattern was shared responsibility of the principal and the director.

The administrators' perceptions on shared responsibility for each function was reviewed under each general area of administrative duties. The eight general areas were: planning, organizing, staffing, directing, coordinating, consulting, reporting, and budgeting. Because of the extreme difference in numbers of administrators surveyed in the three categories, percentages will be used to compare the perceptions of the respondents. Numbers, percentages, and raw scores are reported in tables which follow each discussion.

Planning

Program Development. Superintendents and directors showed total agreement, indicating by 69% and 69%, respectively, that program development should be equally shared by principals and directors. Principals concurred with the opinion at the 58% level. Table XXIX displays the planning functions.

Instructional Materials. As a group, directors were not in agreement on instructional materials. They were almost equally divided three ways, while 63% of the superintendents and 53% of the principals indicated that planning for instructional materials should be equally shared.

Search and Find. The results of search and find activities to locate handicapped children living in the school district are paramount to

TABLE XXIX

PLANNING

Function	Superintendents						Directors						Principals					
	Principals		Both		Directors		Principals		Both		Directors		Principals		Both		Directors	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Program Development	0	0	24	69	11	31	2	4	31	69	12	27	2	1	89	58	63	41
Instructional Materials	0	0	22	63	13	37	16	35	13	28	17	37	5	3	83	53	69	44
Search and Find	0	0	13	37	22	63	1	2	14	31	30	67	2	1	76	50	75	49

Note: N = 35 superintendents, N = 46 directors, and N = 152 principals responding.

projecting special education program needs. Superintendents and directors chose this function as being the primary responsibility of the director at the 63% and 67% levels, respectively. Principals were almost evenly divided, with 50% indicating that the function should be shared and 49% indicating that the director should take the lead in this activity.

Organizing

Developing District Board Policies. All three administrative groups were evenly divided between shared responsibility. Superintendents cited shared responsibility at the 53% level and director's responsibility at the 47% level. Directors indicated that they should take the lead in developing board policy at the 56% level, while 44% saw it as an equally shared responsibility. Principals were almost equally divided in their opinions, citing shared responsibility at the 49% level and the director's responsibility at the 48% level. Table XXX displays the organizing functions.

Communication Network. A fairly even split on opinions of superintendents and directors was indicated as they cited shared responsibility at the 49% and 52% levels and the director's responsibility at the 49% and 48% levels, respectively. Principals favored shared responsibility more heavily, rating it at 62%, with the director's responsibility falling at 37%.

Referrals, Diagnostics, and Placement Procedures. A majority of all three administrative groups acknowledged directors as needing to take the primary responsibility in the identification and placement of handicapped

TABLE XXX
ORGANIZING

Function	Superintendents						Directors						Principals					
	Principals		Both		Directors		Principals		Both		Directors		Principals		Both		Directors	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
District Board Policies	0	0	18	53	16	47	0	0	20	44	25	56	4	3	78	49	77	48
Communication Network	1	2	17	49	17	49	0	0	23	52	21	48	1	1	97	62	58	37
Referral, Diagnoses, Placement	0	0	10	29	24	71	1	2	17	38	27	60	3	2	71	46	79	52
Transportation	2	6	27	77	6	17	4	9	26	58	15	33	4	3	53	34	98	63
Interagency Agreements	1	2	17	49	17	49	0	0	12	27	33	73	2	1	53	35	99	64

Note: N = 34 superintendents, N = 45 directors, and N = 159 principals responding.

students in special education programs. Superintendents were recorded at 71%, directors at 60%, and principals at 52%.

Transportation Schedules. A wide variance in opinions was evident regarding transportation schedules. Superintendents designated shared responsibility by 77%, while directors concurred at the 58% level. Principals indicated that directors should have the primary responsibility at the 63% level.

Interagency Agreements. Superintendents were split evenly between shared responsibility and director's responsibility. Directors and principals favored the director's responsibility by 73% and 64%, respectively.

Staffing

Teacher Selection. Superintendents and directors strongly endorsed shared responsibility at the 72% and 82% levels, respectively. Principals were more divided in their opinions, giving shared responsibility at 57%, principals' responsibility at 13%, and directors' responsibility at 30%. Table XXXI displays the staffing functions.

Teacher Training. Mixed scores resulted from varied opinions on teacher training and orientation. Superintendents favored the director's responsibility by 51% to 49% for shared responsibility. Directors and principals favored shared responsibility at the 64% and 50% levels, while citing the director's responsibility at the 36% and 43% levels. Principals gave the principal's responsibility at the 7% level.

Teacher Evaluation. Opinions recorded on this responsibility may have been influenced by state regulations which require training prior to

TABLE XXXI
STAFFING

Function	Superintendents						Directors						Principals					
	Principals		Both		Directors		Principals		Both		Directors		Principals		Both		Directors	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Teacher Selection	3	8	26	72	7	20	0	0	37	82	8	18	22	13	90	57	47	30
Teacher Training	0	0	17	49	18	51	0	0	29	64	16	36	11	7	77	50	67	43
Teacher Evaluation	10	29	16	47	8	24	3	7	34	75	8	18	30	19	82	53	44	28
Teacher Aide Selection, Supervision	6	17	23	66	6	17	5	11	25	57	14	32	31	20	87	55	40	25
Teacher Supervision	7	20	20	59	7	21	4	9	34	76	7	15	39	25	79	51	38	24
Maintain Work Conditions	7	20	23	66	5	14	7	15	35	76	4	9	40	26	83	53	33	21

Note: N = 36 superintendents, N = 46 directors, and N = 159 principals responding.

evaluating teachers. Districts have to designate who the evaluators will be. Superintendents favored shared responsibility at the 47% level, but 29% designated principals and 24% designated directors as the most responsible. Directors overwhelmingly favored shared responsibility at the 75% level, while citing principals at 6% and directors at the 18% levels. Principals also favored shared responsibility (53%), but cited directors at 28% and principals at the 19% levels, respectively.

Teacher Aide Selection, Supervision. All three groups favored shared responsibility, but at varying degrees. Superintendents designated shared responsibility at the 66% level, while directors and principals showed almost complete agreement with each other at the 57% and 55% levels. Superintendents saw both the principal's and the director's responsibilities at the 17% level. Directors and principals favored the director's responsibility at 32% and 25%, respectively, with principal responsibility falling at the 11% and 20% levels.

Teacher Supervision. Although all three groups favored shared responsibility, directors cited it more often at the 76% level, while superintendents cited it at 59% and principals at the 51% levels. Superintendents indicated equal interest in the other two categories at the 20% and 21% levels. Directors favored director responsibility next, with 15% and principals were divided at the 25% level for principal responsibility and the 24% level for director responsibility.

Maintenance of Favorable Work Conditions. The majority in all three groups favored shared responsibility as the most appropriate to the maintenance of favorable working conditions for staff. Superintendents' indications were at the 66% level, directors' were 76%, and principals'

were at the 53% level. Superintendents cited principals' responsibility at the 20% level, while directors gave it 15% and principals saw more responsibility for their own group at the 26% level. Superintendents cited directors at 14%, directors cited directors at 9%, and principals cited directors at the 21% level.

Directing

Eligibility/IEP Teams. The majority of superintendents and directors gave directors the vote for the major responsibility in directing the eligibility teams at 56% and 47%, respectively, while principals cited directors at the 34% level. Superintendents cited shared authority at 34% and directors cited it at the 44% level. Principals designated shared authority at 53%, while giving principals 13%. Table XXXII displays the staffing functions.

Inservice/Workshops/Comprehensive System of Personnel Development (CSPD). Administrators were in agreement by giving directors the vote for major responsibility in special education teachers' inservice. Superintendents rated it highest by 86%, directors by 73%, and principals by 67%.

Three-Year Reevaluations. This technical procedure was seen by all three administrative groups as a primary responsibility of directors, with 66% of superintendents, 53% of directors, and 50% of principals so indicating. Shared responsibility was designated by 28% of the superintendents, 40% of the directors, and 45% of the principals.

Research. All three groups endorsed the director's responsibility as the most appropriate for directing research related to special

TABLE XXXII
DIRECTING

Function	Superintendents						Directors						Principals					
	Principals		Both		Directors		Principals		Both		Directors		Principals		Both		Directors	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Eligibility/IEP Teams	0	0	12	34	23	66	4	9	20	44	21	47	21	13	82	53	53	34
Inservice/CSPD	0	0	5	14	30	86	0	0	12	27	33	73	3	2	47	31	100	67
Three-Year Reevaluations	2	6	10	28	23	66	3	7	18	40	24	53	8	5	67	45	75	50
Research	0	0	6	17	29	83	0	0	17	38	28	62	1	7	65	43	86	56
Student Discipline	13	37	18	52	4	11	14	31	27	60	4	9	61	39	71	46	23	15

Note: N = 36 superintendents, N = 45 directors, and N = 156 principals responding.

education programs and handicapped students. The highest percentages in this category were the superintendents' with 83%, while directors scored 62% and principals scored 56%. Superintendents cited shared responsibility at 17%, directors at 38%, and principals at the 43% levels.

Student Discipline. Shared responsibility was seen as the most important in handling student discipline by all three administrative groups, although all three groups indicated principal responsibility was also highly desirable. Superintendents cited shared responsibility at 52%, directors at 60%, and principals at 46%. Superintendents indicated principals' responsibility at 37% and directors cited principals at 31%. Principals cited their own group at 39%.

Coordinating

Staff Schedules. Shared responsibility was seen by all three groups as the preferred pattern of administrative responsibility when staff schedules are to be coordinated. Superintendents so indicated at the 70% level, while directors and principals cited shared responsibility at the 74% and 51% levels, respectively. Superintendents and directors split almost evenly on the other choices. Principals, however, cast 28% for principal responsibility and 20% for director responsibility, indicating a wider variance in opinions. Table XXXIII displays the coordinating functions.

Related Services. Coordinating related services such as speech, physical, and occupational therapy is time consuming and often requires contact with outside agencies. A majority of administrators in each group endorsed the director's responsibility for this function. Superintendents did so at the 71% level, directors at the 68%, and principals at

TABLE XXXIII
COORDINATING

Function	Superintendents						Directors						Principals					
	Principals		Both		Directors		Principals		Both		Directors		Principals		Both		Directors	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Staff Schedules	5	15	24	70	5	15	6	14	32	74	5	12	45	29	81	51	32	20
Related Services	0	0	10	29	25	71	0	0	14	32	30	68	7	5	59	40	82	55
Screening	2	6	7	20	26	74	1	2	20	44	24	54	5	3	76	49	73	48
Transfers to Other Schools	1	3	16	48	16	49	0	0	15	33	30	67	8	5	51	33	95	62

Note: N = 35 superintendents, N = 45 directors, and N = 158 superintendents responding.

the 55% levels. Shared responsibility was seen as desirable by 29% of the superintendents, 32% of the directors, and 40% of the principals.

Screening. Screening requires the coordination of an outside technical staff, with the building staff and the daily activities of the building. Directors and principals were divided on this issue. Directors cited shared responsibility at 44% and director responsibility at 54%, while principals cited the functions at the 49% and 48% levels, respectively. Superintendents designated the function as primarily a director responsibility at 74%.

Transfers. Low incidence handicapped students are often transferred to adjacent districts where more appropriate programming is available. The coordination of these activities is seen as a preferred responsibility of the director by the directors and principals at the 67% and 62% levels, respectively. They both cited shared responsibility at the 33% level. Superintendents were split evenly between shared and director responsibility.

Consulting

Student Education Plans. An individual education plan (IEP) must be developed for each handicapped student by a team of professionals in conjunction with the parents. Strict procedures must be followed and the plan must be appropriate for each individual child based on diagnostic testing, past performance, and related services needed by the student. Accommodations are often needed at the building level in order to provide an education for these students in the least restrictive environment. Shared responsibility was preferred by all three administrative groups as follows: superintendents, 51%; directors, 67%; and principals, 64%. A

larger number of superintendents than other administrative groups favored the director's responsibility, as indicated by the 46% score. Directors cited director responsibility at 29%; principals cited director responsibility at 30%. Table XXXIV displays the consulting functions.

Referrals to Outside Agencies. Often, in the case of low incidence handicapping conditions, specialists from agencies outside the education system are required for diagnostics, consultations, or services for students. Administrators saw the need for the director to take the lead in this function. Superintendents designated director responsibility by 63%, while directors designated directors by 67%. Principals cited directors by a majority of 54%, but shared responsibility was seen as ideal by 43%. Superintendents cited shared responsibility by 37% and directors concurred closely with 31%.

Laws and Regulations. School districts are expected to maintain an educational program for handicapped students which is in strict compliance with federal and state laws regulating the education of the handicapped. Often, procedures must be changed based on judicial decisions, new laws, or changes in regulations. When asked to name the preferred leader in responsibility for this function, superintendents and directors cited director responsibility at the 57% and 73% levels, respectively. Principals preferred shared responsibility by 51%, but cited director responsibility at 46%. Superintendents indicated shared responsibility at the 43% level, while 25% of the directors cited shared responsibility.

Behavioral Problems. Administrators agreed that consulting on behavior problems of handicapped students should be a shared responsibility by 71%, directors by 73%, and principals by 57%. Principal

TABLE XXXIV
CONSULTING

Function	Superintendents						Directors						Principals					
	Principals		Both		Directors		Principals		Both		Directors		Principals		Both		Directors	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Student-Education Plan	1	3	18	51	16	46	2	4	30	67	13	29	9	6	100	64	46	30
Referrals Outside Agencies	0	0	13	37	22	63	1	2	14	31	30	67	5	3	66	43	84	54
Laws and Regulations	0	0	15	43	20	57	1	2	11	25	33	73	5	3	78	51	71	46
Behavior	7	20	25	71	3	9	6	13	33	73	6	14	42	27	89	57	24	16
Student Concerns	0	0	24	69	11	31	2	4	36	80	7	16	10	7	106	70	36	23
Parent Concerns	0	0	25	71	10	29	1	2	31	69	13	29	9	6	110	72	35	22

Note: N = 35 superintendents, N = 45 directors, and N = 155 principals responding.

responsibility was designated by 20% of the superintendents, 13% of the directors, and 27% of the principals. Director responsibility was cited by 9% of the superintendents, 14% of the directors, and 16% of the principals.

Student Concerns. Handicapped students often have a high incidence of health problems, seizures, allergies, and being at risk for physical abuse. Administrators readily agreed that consultation on student concerns should be a shared responsibility, with superintendents citing 69%, directors citing 80%, and principals citing 70%. Superintendents saw director responsibility preferable at the 31% level, while directors and principals designated factor responsibility at the 16% and 23% levels, respectively.

Parent Concerns. Consultation with parents includes providing supportive services, information on available resources, and the opportunity to provide input when developing an appropriate educational program for their child. Shared responsibility was seen by a large majority of the three groups as the preferred pattern of administrative responsibility. Superintendents cited shared responsibility at the 71% level, directors at 69%, and principals at the 72% level. Director responsibility was designated by 29% of the superintendents, 29% of the directors, and 22% of the principals.

Reporting

To the Regional Education Service Center (RESC).

State and Federal Agencies. The majority of the administrators in each group agreed that directors should have the prime responsibility for

filing reports to higher educational agencies. Director responsibility was designated by 76% of the superintendents, 89% of the directors, and 78% of the principals. Table XXXV displays the reporting functions.

Superiors. Administrators did not agree on a preferred pattern of administrative responsibility when reporting to superiors. Superintendents preferred shared responsibility by 62% and director responsibility by 38%. Directors felt that they should take the lead by 59%, while 39% felt that the responsibility should be shared. Principals were evenly split between shared and director responsibility (48% each).

Staff. Directors and principals agreed by a slim majority that the responsibility in reporting to staff should be shared, with 56% of the directors and 53% of the principals so indicating. Superintendents designated shared responsibility by 74% and director responsibility by 23%.

Budgeting

Reports. Financial reports must be made to higher education agencies, as well as the local education agency (LEA). All three administrative groups saw this function as the primary responsibility of the director. Superintendents designated director responsibility at the 70% level, while directors and principals agreed at the 84% and 79% level, respectively. Table XXXVI displays the budgeting functions.

Fiscal Planning. Directors and principals agreed that fiscal planning should be the primary function of the directors at the 64% level, and cited shared responsibility at the 34% and 35% levels, respectively. Superintendents favored shared responsibility at 55% and director responsibility at the 45% levels.

TABLE XXXV
REPORTING

Function	Superintendents						Directors						Principals					
	Principals		Both		Directors		Principals		Both		Directors		Principals		Both		Directors	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
RESC, State, Federal	0	0	8	24	26	76	1	2	4	9	39	89	2	1	30	21	114	78
Superiors	0	0	21	62	13	38	1	2	17	39	26	59	6	4	74	48	75	48
Staff	1	3	26	74	8	23	1	2	24	56	18	42	14	10	77	53	54	37

Note: N = 34 superintendents, N = 44 directors, and N = 155 principals responding.

TABLE XXXVI
BUDGETING

Function	Superintendents						Directors						Principals					
	Principals		Both		Directors		Principals		Both		Directors		Principals		Both		Directors	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Reports	0	0	10	30	23	70	1	2	6	14	37	84	3	2	29	19	118	79
Fiscal Planning	0	0	18	55	15	45	1	2	15	34	28	64	2	1	52	35	94	64
Controls	1	3	14	42	18	55	1	2	16	36	27	62	4	3	63	46	69	51

Controls. Perceptions of administrators on who should control the budget were very similar. Each group was fairly evenly divided. Superintendents favored director responsibility at 55% and shared responsibility at 42%. Directors cited their own group at the 62% level and shared responsibility at 36%. The principals designated director responsibility at 51% and shared responsibility at 46%.

Summary of Agreement

Shown in Table XXXVII are the 35 administrative functions and the levels of agreement among the three administrative groups concerning shared or primary responsibility. The functions are depicted according to the level of agreement among the three administrative groups. Over 60% of each group of administrators agreed on who should be primarily responsible for the 12 functions listed in the first group. Over 50% of the administrators agreed on the primary responsibility for nine functions listed with the second group. Table XXXVII also includes the functions that were agreed on by only two of the three groups.

A majority of all three administrative groups agreed on the administrative responsibility for 24 of the 35 functions. Shared responsibility was seen as desirable for 17 of the functions. The majority of the three groups agreed on seven functions that should be primarily the responsibility of the director. Superintendents and directors agreed on the administrative responsibility for five functions. Superintendents and principals agreed on two, while directors and principals agreed on three functions. There was only one function for which the responses was so mixed that a pattern of agreement could not be established.

TABLE XXXVII
 DISTRIBUTION OF LEVELS OF AGREEMENT AMONG
 ADMINISTRATORS REGARDING ADMINIS-
 TRATIVE RESPONSIBILITIES

Levels/Administrative Functions	Shared	Director
<u>Superintendent/Director/ Principal Agreement (60%+)</u>		
Planning	Program Development	
Staffing	Teacher Selection	
Staffing	Work Conditions	
Directing	Inservice, CSPD	
Directing		Research
Coordinating	Staff Schedules	
Coordinating		Related Services
Consulting	Behavior Problems	
Consulting	Student Concerns	
Consulting	Parent Concerns	
Reporting		RESC, State, Fed- eral Reports
Budgeting		
<u>Superintendent/Director/ Principal Agreement (50%+)</u>		
Reporting	Staff	
Organizing	Referral, Diagnosis, Placement	
Staffing	Teacher Aide Selection	
Staffing	Teacher Supervision	
Directing	Three-Year Reevaluations	
Coordinating		Transfers to Other Schools
Consulting	Student IEPs	
Budgeting		Controls
Consulting		Referrals to Out- side Agencies
<u>Superintendent/Director/ Principal Agreement (45-55%)</u>		
Staffing	Teacher Evaluation	
Directing	Student Discipline	
Organizing	Communication Network	

TABLE XXXVII (Continued)

Levels/Administrative Functions	Shared	Director
<u>Superintendent/Director Agreement</u>		
Organizing Coordinating Consulting	Transportation Schedules	Screening Laws and Regulations
Planning Directing		Search and Find Eligibility/IEP Teams
<u>Superintendent/Principal Agreement</u>		
Organizing Planning	District Board Policies Instructional Materials	
<u>Director/Principal Agreement</u>		
Organizing		Interagency Agreements
Staffing Budgeting	Teaching Training	Fiscal Planning
<u>Mixed</u>		
Reporting	Superiors	

Mixed Response

Reporting to Superiors. A mixed response was given on the reporting to superiors function (see Table XXXV). Superintendents cited shared responsibility at the 62% level and directors' responsibility at the 38% level. Directors designated the directors as having primary responsibility by 59%, with shared responsibility receiving 39%. Principals were

almost evenly divided on the issue, with 48% citing shared responsibility and 48% citing director responsibility.

Superintendent/Director Agreement

Organizing Transportation Schedules. Superintendents and directors agreed that arranging transportation schedules should be a shared responsibility by 77% and 58%, respectively (see Table XXX). Principals, by a large majority (63%), indicated that the director should take the major responsibility in arranging for transportation of handicapped students.

Coordinating--Screening. Superintendents and directors agreed that directors should primarily be responsible for arranging various screening activities by 74% and 54% (see Table XXXIII). Principals gave shared responsibility 49% of their votes and director responsibility 48%. Although a slight majority chose shared responsibility, the results were very close to the directors' response.

Consulting--Laws and Regulations. The third function agreed upon by superintendents and directors is consulting on laws and regulations (see Table XXXIV). Directors cited directors as having the primary responsibility by a large majority of 73%. Superintendents gave directors 57% and shared responsibility 43%. Again, although principals gave the majority to shared responsibility, the scores were very close to the superintendents' scores.

Planning--Search and Find. Superintendents and directors gave directors the vote by 63% and 67% to take the major role in conducting the district search for handicapped children (see Table XXIX). Principals

split their votes, with 50% voting for shared responsibility and 49% voting for director responsibility.

Directing--Eligibility/IEP Teams. Although superintendents and directors both gave directors the votes for the responsibility for eligibility and IEP teams, there was a 19-point difference in their scores (see Table XXXII). Superintendents chose directors by 66%, while directors gave a majority vote of 47%. Principals cited shared authority at the 53% level and gave directors 34%. Superintendents and directors cited shared authority at 34% and 44%, respectively.

Superintendent/Principal Agreement

Superintendents and principals agreed on two functions: district board policies and instructional materials.

Organizing--District Board Policy. There was very little difference in the scores of the three groups on board policies (see Table XXX). Superintendents cited shared responsibility at 53%. Principals gave shared responsibility the majority with 48% and directors 48%, while directors cited the directors at the 56% level. Shared responsibility received 44% from the directors.

Planning--Instructional Materials. Superintendents and principals gave shared responsibility for instructional materials the majority at the 63% and 53% levels, respectively (see Table XXIX). Directors gave the majority vote to the directors to assume the primary responsibility at 37%. Shared responsibility received 28% and principals received 35%.

Director/Principal Agreement

Directors and principals differed from superintendents on three functions: interagency agreements, teacher training, and fiscal planning.

Organizing--Interagency Agreements. Directors and principals agreed at the 73% and 64% levels that directors should take the lead in negotiating interagency agreements. Superintendents divided their votes evenly at 49% between shared and director responsibility (see Table XXX).

Staffing--Teacher Training. Superintendents and principals were very close; however, superintendents gave directors the majority vote (51%) and a majority of principals voted for shared responsibility (50%) (see Table XXXI). Directors indicated that shared responsibility was appropriate by a much larger majority (64%).

Budgeting--Fiscal Planning. A majority of directors (64%) and principals (64%) indicated that directors should have the primary responsibility for the fiscal planning for special education programs (see Table XXXVI). Only 45% of the superintendents agreed with this view, while 55% believed that it should be a shared responsibility.

Profiles of Directors of Special Services

One purpose of this study was to compile information regarding the personal and professional characteristics of the persons filling the director's position as well as information regarding the position itself. Data were compiled and reported by size of school districts. As a result of the demographics, it was suggested that directors at each level tend to fit the following descriptions:

Small School Directors

Directors from small schools tend to be females between the ages of 35-42 years, with master's degrees and certification in special education or regular teaching, or both. Some are certified in psychometry, counseling, and the principalship as well. Many work under a 10-month contract and the median salary is \$25,000. They supervise classes for students with learning disabilities (LD), educable mental handicaps (EMH), and speech/language disabilities. They tend to have five to nine years of experience and devote 50%-75% of their time to the special education programs. Other programs for which they are responsible include: gifted, testing, and federal programs. They tend to move into the director's position from an LD or EMH classroom. Experience and interest in the field was the motivating factor in accepting the director position. Their ultimate career goal is the director position, with interest in the superintendency or a principal position. They cite psychological evaluation, school law, educational administration, and special education teaching as the most important college courses for preparation for special education administration. They believe experience and coursework in special education and administration would be advantageous in preparing for the director position. They tend to belong to ODSS, and the CCOSA, and some belong to the CEC.

Medium School Directors

Directors from medium schools also tend to be females between the ages of 35 and 42 who hold a master's degree and certification in special education. They also hold certification in regular education teaching, psychometry, and administration. About half of them work on a 12-month

contract and their median salary is \$30,000. They supervise classes for LD, EMH, and the speech handicapped. Most also supervise classes for trainable mentally retarded (TMR) and multihandicapped (MH). They tend to spend the majority of their time on the special education program, with additional duties such as testing, gifted education, federal programs, and as compliance officers. The majority have only one to four years of experience in the position, and their background is a wide array of educational positions. Career aspirations and interest in special education provided the motivation to accept the director's position. Their primary career goal is special education administration. They believe that school law, special education teaching and theory, and education administration are the college courses which best prepare one for the director's position. Like the directors from small schools, they see experience and coursework in special education and experience in educational administration as the most important background experiences in preparing for the director's position. They belong to the ODSS and CEC.

Large School Directors

Females only slightly outnumber the males in large schools. They tend to be older, with over half being 43 years old or more. The majority hold master's degrees, while five hold doctorates. Most of them are certified in administration, regular education teaching, and special education teaching. Two-thirds are on a 12-month contract and the median salary is \$40,000. They all supervise LD, EMH, and speech classes. In addition, most also supervise TMR and MH classes, as well as classes for the emotionally disturbed (ED), deaf/hard of hearing, and orthopedically impaired. About half of the directors supervise programs for the visually impaired. Over two-thirds of them spend 75%-100% of their time on

special education programs. Most are compliance officers for the districts, as well as being responsible for gifted education, testing, and some federal programs. About half of these directors supervise counselors and school nurses. Nearly all of them have over five years of experience, with nine being the median number of years of experience. Like the middle level directors, their previous position just prior to accepting the director's position was from a wide variety of educational positions. The principal position was occupied more than any other. The reason for accepting the director position was based on career aspirations and on interest in special education. Special education administrator is the ultimate career goal of half of these directors, while the superintendency is also an interest for about half. Additionally, an interest was expressed in higher education and the principalship. These directors of large schools see educational administration as the most important college course to prepare for the position. School law, special education theory, and teaching are also considered to be important. Prior experience in special education and educational administration, as well as coursework in special education, are seen as advantageous to a person filling the director's position. Almost all of them belong to ODSS; many also belong to CCOSA and CEC.

CHAPTER V

DISCUSSION, CONCLUSIONS, AND RECOMMENDATIONS

Introduction

The purpose of this study was to investigate the perceptions of superintendents, directors of special services, and principals regarding the status and amount of authority accorded the director's position in the respective school districts. The study was designed to provide descriptive data that would reveal how the director's position fits into the administrative hierarchy. It was also designed to determine if the majority of administrators agreed on who was responsible for the administrative functions necessary for the maintenance of an appropriate educational program for handicapped students. Additionally, the study was designed to provide information on the professional characteristics of the respondents as information was compiled regarding educational and experiential background of the directors.

The subjects for the study were certified personnel whose primary responsibility was to administer educational programs for the handicapped in public schools, as well as superintendents and selected principals from the same school district. Sixty school districts were identified which employed personnel that met the criterion established for this study. Permission was received to survey administrators in 46 districts. The respondents to the survey consisted of 36 superintendents, 46 directors, and 163 principals. The school districts represented provide

full educational programs for handicapped students, ranging from 36 students in the smallest school to 1,543 students in the largest participating school. Personal and telephone interviews were conducted with 12 of the respondents to clarify and validate information provided by the initial survey.

The analyses of data for this descriptive study involved percentages. The level of agreement among the three administrative groups on each question was reported in percentages and raw data. The results were compared to results of other similar studies and articles as determined by the review of literature. This chapter discusses these results with conclusions and implications. Recommendations are made for further research and practice.

Discussion

This section discusses the results of the questionnaire designed to answer each research question and the results of the demographic questions. The personal interviews are summarized and results of the study are compared to literature reviewed in Chapter II.

Research Question One

Research question one was stated as follows: "Is there agreement among the superintendents, principals, and directors on the amount of authority the director of special services position holds?"

All three administrative groups strongly agreed, ranging from 82% to 89%, that the director position was recognized as one with adequate authority that could expect staff to comply with requests and directives. All certified personnel were seen by administrators as responding to the directors' requests in a range of 86% to 100%. Noncertified personnel

scored slightly lower, ranging from 77% to 97%. There was an indication that some of the lower scores in this group resulted from the directors' lack of contact with bus drivers or aides in some school districts. Some administrators' answers appeared to reflect no contact by marking lower scores and many made notations to that effect. Principals saw the aides as less compliant than did superintendents and directors.

When asked to rank major roadblocks to effectiveness of the special education program, superintendents and principals indicated inadequate authority of the director as the least important issue in their respective districts. Directors ranked inadequate authority as fourth in seven choices of major roadblocks. This represented 13% of the total points, which indicated that it was not a major issue in the perceptions of the directors. The roadblocks of insufficient finances, lack of cooperation among general and special educators, and insufficient staff were viewed as far more critical.

Research Question Two

Research question two was stated as follows: "Are the majority of the directors' positions line or staff?"

As a total group, the administrators indicated that the director's position in their districts was considered a line position by 63%. While superintendents and directors cited the line position by a simple majority of 53% and 55%, respectively, principals gave the line position a larger majority at the 68% level. Thus, such directorships are usually considered line positions, which marks a trend away from the more confusing staff position role.

Research Question Three

Research question three was stated as follows: "Is there agreement among the superintendents, principals, and directors on the status of the director's position in the administrative structure?"

A majority of all three administrative groups saw the present status of the director's position as a line position. When asked what they believed the position should be, an even larger majority cited the line position. Directors showed the greatest interest in change of status for the position. They indicated by 55% that the position is presently considered a line position, but 80% felt that it should be a line position. Superintendents indicated the same need for change from 53% to 60%. Principals saw the position as one that is presently accorded line status at a higher rate than did the other two groups. Conversely, they registered a smaller change from present status to ideal status (68%-72%). The transition of the director position from staff to line position appears to be an indication of the added responsibilities assigned to the position. Recent legislation, court rulings, and parents' awareness of the rights of the handicapped have prompted administrators to look to the director for assurance of proper procedural safeguards, compliance to state and federal laws, and appropriate placement of handicapped students.

Research Question Four

Research question four was stated as follows: "To what extent is the director of special services included on the administrative team?"

Four items on the questionnaire were included to answer question four. Below are the results of each:

1. On item 10 (Appendix B), administrators indicated by 91% that directors are considered members of the administrative team.

2. To determine how the position presently fits into the administrative structure, administrators were asked to identify positions which are considered parallel to the director's position. The administrative assistant position was chosen most frequently (34%). The position of supervisor was chosen by 17%, principal by 16%, and directors of pupil personnel by 12%. Other percentages were negligible.

3. In answer to the question, "At what parallel position should the director be placed?" little change in score was made. Administrative assistant was chosen at the 35% level, principal by 16%, and directors of pupil personnel by 14%. The position of supervisor was seen as a less desirable parallel position by dropping to 13%. The position of assistant superintendent was seen as a more appropriate parallel position, as indicated by the increase from 8% to 14%. A much larger percentage of all administrators chose the administrative assistant position as the present and ideal parallel position compared to other positions. The principal, director of pupil personnel, and assistant superintendent positions were also considered. The size of the school district appeared to have some influence on the results of the parallel position chosen by respondents. The principal position was chosen primarily by small and medium school administrators, while those from larger districts chose administrative assistant and director of pupil personnel at a higher rate. Smaller schools do not typically have administrative positions other than that of superintendent and principal.

4. Respondents were asked to identify the administrative group with which directors were included when team meetings were held. All three groups were in close agreement that directors are most frequently a part

of central office meetings. All three groups cited principals' meetings as a close second.

The results of these four questions gave an indication that directors are considered to be a part of the administration and that they are included in administrative meetings. Large school district superintendents cited central office staff by 60% and principals by 27%. All other groups were evenly divided between central office staff and principals' meetings.

Research Question Five

Research question five was stated as follows: "Is there agreement among administrators on the responsibilities that should be shared by principals and directors?"

Administrative functions were identified which were considered necessary to maintain a special education program that is in compliance with the mandates of Public Law 94-142. The 35 functions were categorized using Urwick's (1952) POSDCORB model. In this section, functions were identified which administrators determined should be the responsibility of both the building principal and the director of special services, or primarily the responsibility of the director (see Table XXXVII, Chapter IV).

Shared responsibility for 17 functions was seen as desirable by a majority of all three administrative groups. The majority of the three groups agreed on seven functions that should be the primary responsibility of the director. Four additional responsibilities were agreed on by superintendents and directors as being primarily the directors' responsibility. Principals' perceptions were very close to the other administrators on the four functions of screening, laws and regulations, search and

find activities, and eligibility/IEP teams. Superintendents and principals agreed on shared responsibility for the organizing function of district board policies. Directors were close to a majority in this area, making 18 functions for shared responsibility where there was little discrepancy in perceptions. Additionally, directors were close to superintendents and principals on "Interagency Agreements," making 12 functions that could be identified as primarily the director's responsibility with little discrepancy among the perceptions of the three groups.

Five functions were identified as generating more discrepant scores. They are: "Organizing: Transportation Schedules," "Planning: Instructional Materials," "Staffing: Teacher Training," "Budgeting: Fiscal Planning," and "Reporting: to Superiors."

Superintendents agreed on "Transportation Schedules" and "Instructional Materials." Apparently, there has not been adequate communication to other administrators on these two functions. Since the other three items were similar to other functions where agreement was shown, it was felt that the differences could be due to different policies in various districts.

Demographic Questions

There were many similarities in the profiles of the directors from the three different sized categories of school districts. One of the major differences was salary, which appeared to correlate with the length of contract and the number of classes offered for different types of exceptional students. More men were employed in the large schools, and years of experience and age of the group, as a whole, was greater. More directors from large schools reported that they held administrative certificates, possibly because they worked in more formal organizations.

Educational administration was chosen by this group as the most important college course to prepare for the director's position. Classes in LD, EMH, and speech therapy were included in all of the schools that were surveyed, while there was a higher percentage of MH, TMR, and ED classes in the large schools. Few directors from small schools spend as much as 75% to 100% of their time on the special education program. Over two-thirds of the directors from the two larger groups spend that much time on the program. Other duties assumed by the directors such as the gifted, testing, and federal programs are the same, except that 75% of the large school directors are also compliance officers. Through personal interviews it has been affirmed that the position has moved to one with more authority because there is a need for a manager with expertise in education and services for the handicapped. Small school directors tend to move into the position from the ranks of special education teachers, while directors from the two larger groups tend to move into the position from a variety of education positions. All three groups reported similar reasons for accepting the position, and chose special education administrator as their most important career goal. Small school directors chose psycho-education evaluation as the most important college course for preparation for the position. Larger schools have psychometrists and psychologists on staff for consultation and test interpretation. Apparently, the directors in small schools assume this responsibility. All three groups felt that the most advantageous prior experiences were "experience" and "coursework in special education and educational administration." The most frequently named professional organization to which directors affiliate is ODSS. Memberships in CEC and CCOSA are also maintained by a large percentage.

Personal Interviews

Personal interviews were conducted with 12 randomly selected administrators from a cross-section of the state. Administrators from small, medium, and large school districts were interviewed in person or by telephone. The personal interviews were conducted with six directors, two assistant superintendents, and four principals. The interviews were conducted to validate findings from the study and to allow for indepth questioning to clarify reasons for administrators' perceptions. The results appeared to be more positive than the data from the questionnaire indicated.

Summary of Personal Interviews. The administrators confirmed that the director's position was perceived as one with adequate authority. Directors felt that some classroom teachers were not as receptive to handicapped students as were other staff. There appeared to be some reluctance by regular classroom teachers to adapt materials. All of the administrators agreed that the position was considered a line position in middle and large schools. The directors from small schools saw the position as moving from line to staff. These directors were teaching part-time as a result of reduced school budgets. One was no longer included in team meetings. Another director from a small school was also teaching part-time but still had the same level of authority. Both saw consulting as one of their most important functions.

Half of the administrators believed that the director position should be parallel to the assistant superintendent. The other six had varied opinions on the preferred parallel position. The directors in two of the schools had the title of assistant superintendent, and the

administrators from those schools agreed that the title was appropriate for the position.

When asked to identify the major blocks to effectiveness regarding the special education program, half of the administrators selected insufficient financial resources. Others indicated more concern with insufficient staff and lack of cooperation among general and special educators. Inadequate authority of the director was not perceived to be an issue.

The results of the interviews concerning administrative responsibilities confirmed the findings of the study. Shared responsibility at the building level was preferred, while functions which require contact with outside agencies and expertise in technical matters were seen as being primarily the responsibility of the director. Administrators emphasized that it was important that special education staff feel part of the faculty in the buildings. When results of the interviews were compared between the two administrators from the same school, it was found that they were in close agreement on which functions should be shared and which should be primarily the director's responsibility. However, the principals' and directors' responsibilities varied from district to district, based on the policy of the district. There appeared to be good communication between the directors and the other administrators in the same school district. Administrators were asked to name the most important tasks that the directors perform. Assuring an appropriate education plan and service for the handicapped was named by the majority. Directors added compliance and procedural safeguards, increasing effectiveness of the staff, special education budgeting, grant writing, communication with outside agencies, parent relations, and awareness activities. Principals and assistant superintendents also named communication, increasing

the effectiveness of the staff, and awareness activities as important functions.

When responding to the questions, many administrators noted that the role was changing. The majority of the directors pointed out that the role was in transition, becoming more of a management position in middle and large schools. In small schools, directors were returning to the classroom on a part-time basis. Directors stated that they were enjoying greater credibility among staff members and have noted more awareness in the community which has resulted in additional requests for services. Other changes named were increased duties (which includes teacher evaluation), compliance, supervision, and special education budgeting. Principals and assistant superintendents perceived the role to be changing as assigned duties had increased and changes in the program were being made in response to changes in legislation and guidelines. They felt the position was a permanent one in their school districts.

As a result of the personal interviews, it was concluded that the position of director of special services is in transition from primarily a supervisory position to a management position in medium and large school districts. In small districts, the financial situation in this state has resulted in directors being assigned to part-time teaching, which may affect the administrative status of the position, but it is felt that this is temporary. The position is perceived as possessing adequate authority and is important to the implementation and management of appropriate education plans and services for handicapped students. The expertise of the director is considered a valuable asset to the school. Communication between general educators and directors appears to be good, and a willingness to work together is evident. Basically, administrators understand who has the primary responsibility for

administrative functions. Directors appeared to recognize the overall responsibility of the principal for the entire building. Administrators emphasized the importance of communication.

A Role in Transition

A number of indicators from the surveys supported the view that the director of special services position is in transition. Research and studies conducted from 1977-1981 characterized the position as lacking the adequate authority base, the target of conflicting demands, and the source of unclear responsibilities whose role functions were often misunderstood.

Because of its boundary-spanning nature, the position appears to remain a complex one. The data indicated that it is now an accepted administrative position in public schools. It is recognized as a position with authority based on legitimacy and competency. The results of the questionnaire indicated that a large percentage of the staff comply with requests from the director. Administrators indicated by 91% that directors are considered members of the administrative team, which removes them from the level of supervisor. The majority considered them line managers rather than staff personnel.

Interviews with directors and other administrators revealed that there was an understanding of the functions for which the director is responsible. Although the functions differ with each school district, it was apparent that lines of communication were open. The confusion surrounding the position as described in earlier studies appears to be disappearing. The results of the questionnaire indicated a majority of administrators were very close to agreement on 30 of 35 identified functions.

The results verified Robson's (1981a) view that directors should be responsible for the boundary-spanning activities which involve contacts with outside agencies. It can be seen in Table XXXVII (Chapter IV) that most of the functions seen as primarily the director's responsibility involved agencies outside the boundary of the school system. Direct and indirect services provided within the school were seen as being provided through shared administrative responsibility. This dual responsibility calls for accommodations in the traditional structure of the school.

Accommodations

Burrelo and Sage (1979) have also suggested a management model which provides for a dual authority structure. Sage (1981) has suggested that this dual system is necessary if a flexible system of service delivery for handicapped students is to be implemented. This dual system places demands on the administrative structure to integrate this relatively new management model into the system. The results of this study indicated that a dual system was in place and was working well. A majority of administrators agreed on who had the responsibility for most of the specific administrative functions. The director takes the prime responsibility for boundary-spanning activities, while building level functions are shared.

The interviews revealed that the director and principals understood their roles and responsibilities and were comfortable with the system. Principals indicated that they welcomed the support from one who has expertise in the areas of handicapped children and available support services from medical and social agencies. Directors expressed appreciation for principals who provide a school climate that is conducive to the acceptance of all students, including the handicapped. The principal

is seen as taking care of the day-to-day problems, while the director is called in for consultation on recurring problems or specialized activities associated with the program.

Communication

Mann and Dent (1954) suggested that middle level personnel who created the opportunity for two-way communication between themselves and their subordinates were the most effective. The participation of the middle level person in organizational families is seen as an effective method of integrating organizational goals and objectives. The director has the opportunity to be an advocate for handicapped students while developing education programs with teachers and principals. The majority of the directors chose director of special education as their ultimate goal. Many indicated an interest in improving the special education program and expertise in the field as reasons for accepting the position. One can conclude that a majority of the directors have a special interest in the education of the handicapped students and feel that they have an effect on the quality of students' educational programs.

However, this interest and experiential background is not enough. The source of authority for directors appears to be legitimacy and competency. Legitimacy is based on position. Authority based on competency requires recognition by coworkers of one's expertise. It appears that competency for this position is based on good communication skills. The nature of a boundary-spanning position requires communicating with others outside one's own organization. A large number of functions of this position occur on someone else's turf, either in outside agencies or in a school building in one's own district. Good communication skills are essential.

Conclusions

This study was designed to investigate the director of special services position, a relatively new position in public schools. The majority of the director of special services positions were established as a result of the passage of Public Law 94-142 (Federal Register, 1977), which mandated a free appropriate education for handicapped students. A review of the literature revealed that a number of studies conducted from 1977-1981 found the position to be a boundary-spanning position characterized by role ambiguity, inadequate authority, and lack of clarity.

There appeared to be resentment and concern regarding how the position fits into the organization of the school. Because the position was not a traditional one, confusion existed concerning the amount of authority the position should hold. Role occupants felt that they were not accepted by teachers or administrators.

Analysis of the data compiled in the survey and through personal interviews of administrators suggested that the position of director of special services is now widely accepted by a large majority of administrators as an administrative position. This acceptance as a member of the administrative team is indicated by a 91% affirmative response. Administrators who participated in personal interviews indicated the position is important to the smooth implementation and maintenance of appropriate educational programs for the handicapped, which includes up to 12% of the school population. Principals stated that they viewed the director as a valuable support person who is considered a member of the administrative team. They looked to the director as a resource person with expertise in all facets of education for handicapped children.

Response to the research question regarding the adequacy of authority for the director's position from all three groups indicated a strong affirmation of adequate authority. Further questions concerning specific subordinate groups' willingness to follow directives from the director were equally positive. Personal interviews affirmed the results of the questionnaire. Additionally, superintendents and principals saw adequacy of authority as the roadblock least likely to have a negative effect on the effectiveness of the special education program in their schools. It appears that the director of special services position is perceived as holding adequate authority to administer programs for the handicapped.

Although administrators acknowledged the director's position as holding adequate authority, all three groups indicated a need to increase the assignment to that of a line position. Results of this study, compared to earlier similar studies, indicated that the position has moved from a staff position to a line position in a majority of school districts, thereby increasing the amount of authority accorded the position.

Directors of special service positions were most frequently established as supervisory positions and were accorded staff status in the organizational structure. The source of authority for the position was based on competency. Subordinates' compliance was dependent on expertise in the field of special education and the personal charisma of the director. Swatsburg (1980) proposed that the position is now based on legitimacy as well as competence. Legitimate or legal authority is that which is accorded line positions and has traditionally denoted direct and legally mandated authority. Additionally, administrators indicated in personal interviews that the position was viewed by all staff as a legitimate administrative position. As a result, staff members expect to comply with directives from the director.

It can be seen by the results of this study that functions which were indicated as primarily the responsibility of the director involve legal issues or contacts with outside agencies. To carry out these functions, an administrator must be recognized as one with authority to represent the school district whose responsibility it is to provide the education for handicapped children. It appears from the results of this study and the conclusions that were drawn that directors of special services do have adequate authority.

Recommendations

The following recommendations are made, based on the findings and conclusions drawn from this study. Recommendations are made for field application, as well as for further research.

Recommendations for Field Application

1. In schools where there are areas of responsibilities that are not clearly delineated, administrators need to communicate more openly to clarify each role. When directors are experiencing role ambiguity, it is their responsibility to initiate clarifying communication with the superintendent.

2. All directors need to have a formal job description that is made available to all administrative and teaching faculty and support staff.

3. Superintendents could use the scales for the 35 administrative functions (item 13, Appendix B) to determine if the principals and directors in their districts have a clear understanding of who has the primary responsibility for administrative functions connected with the special education program in each building. The 35 functions could be used to develop a job description for the director as well. Where there is not a

clear understanding, the superintendent would have a base of knowledge whereby he or she could delineate responsibilities directly or develop a coordinated system within the administrative group. This basic system could be used to clarify other emerging, nontraditional roles within the school district.

4. A large majority of administrators view the director's position as one with administrative authority. It appears to have moved into a management position in most schools. Directors need to have training in management. Therefore, it is recommended that administrative certification be required. It is suggested that the position be held for three years while working towards certification in administration. Coursework should include school finance, law, and supervision.

5. Because of the boundary-spanning nature of the position of director of special services, it is seen as a complex position. An understanding of how organizations work effectively is imperative for those who work with many outside agencies and in many facilities within their own organization. Coursework in organization theory and internships to gain experience in organizations are both recommended.

6. Administrators who moved into the director's position and are already certified in administration but do not have a special education background need to be required to take special education coursework.

7. The response to this study would suggest that administrators see the director as making a positive and important contribution to the school district regarding the education and services for handicapped students and compliance to state and federal mandates. Therefore, it is recommended that schools should create a position of director of special services to manage the special education program. In small schools, it can be efficiently combined with other positions.

Recommendations for Further Research

1. Interest in conducting this study was stimulated by several studies conducted nationwide which reported that the director of special services position was surrounded by confusion. The results of this study suggested that the majority of administrators understand the role and duties for which the director is responsible. A nationwide study should be conducted to determine if the position is being accepted as an administrative position and recognized as one with adequate authority to fulfill the role.

2. The results of this study indicated that the majority of administrators agreed on which functions should be primarily the director's responsibility and which should be shared between the director and the principal. The discrepancy in administrators' perceptions on some functions suggested that further study should be initiated. It is beyond the scope of this study to determine why these discrepancies exist. It should be determined if the discrepancies are in specific school districts or are dependent on other factors.

3. The position of director of special services is less than 10 years old in most school districts in this state. Certification is not required. Courses in Special Education Administration are not yet offered. An ethnographic study should be conducted in school districts identified as having excellent education programs for the handicapped. The study should include different sized school districts. The directors of special services in these schools should be observed to determine: (1) what they do, (2) what percentage of time is spent on the functions of the role, (3) what leadership style is used, and (4) what handicapping

conditions require the personal attention of the director in planning the education program.

4. The results of this study indicated that the position of director of special services is now considered a management position by a large majority of administrators. In schools, principals are managers and an important function is supervising teachers. The data compiled in this study suggested that most of the administrative functions regarding the special education staff should be shared by the principal and the director. An investigation of the actual practices in supervising special education teachers should be conducted. The study should attempt to determine: (1) who supervises the special teachers, (2) what system is used if both principal and director supervise the teacher, and (3) what degree of acceptance is demonstrated by special teachers regarding supervision by the director, principal, or both.

5. Personal interviews with administrators revealed that directors provide a valuable service to schools by consulting on legal issues involving handicapped children. The majority indicated that the director becomes actively involved in any issue which is a potential problem. A correlation study should be conducted between schools with directors and the amount of due process complaints that are filed and to to hearing.

6. The director's position is seen by researchers as a complex role to fill because of the boundary-spanning nature of the position. The results of the study indicated that an important function of the director position is working with persons and agencies outside the school system. Thus, the boundary-spanning activities of the position can be expected to remain a primary responsibility of the director. Many directors report that these activities are not stress-producing to them, as research would lead one to believe. Therefore, it is suggested that research should be

conducted which would study the personality of directors to determine what types do not experience stress as a result of filling a boundary-spanning position.

7. The results of this study indicated that the director's position is in transition. In the last 10 years it has moved from a staff to a line position; from a position on the parameter of the education program to one that is an integral part of the system; from a position with little authority and unclear duties to one with adequate authority and specific duties and important responsibilities. Other positions in public schools such as counseling and school psychology are also emerging and becoming an important part of the system. A study of other roles in transition should be made to discover: what variables causes the transition, if persons with prior training and higher degrees move into a niche faster, and if leadership styles of personality factors of the incumbents can be identified as contributing to the movement.

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APPENDIXES

APPENDIX A
CORRESPONDENCE

April 16, 1986

Dear

I am currently pursuing an Ed.D. in Educational Administration at Oklahoma State University. My dissertation is a descriptive study concerning the level and amount of authority accorded directors of special services employed in school districts in Oklahoma. Since I have been unable to locate a published instrument which has been designed to assess administrative status and authority, I am designing an instrument for this purpose.

Reliability will be established by field testing the instrument, using a test-retest method. To establish validity, I am asking a panel of judges to read the questions and judge if they are appropriate for this study. It is important that the content validity of this questionnaire be judged by professionals who are familiar with the process of educating exceptional children in public schools. It is for this reason that I solicit your time and expertise in this matter.

I apologize for asking you to do this during this busy time of the year, but I am attempting to complete the survey before school is out this spring. If you can take the time to react to this questionnaire, I would appreciate having the results as soon as possible.

I sincerely thank you for your cooperation.

Best regards,

JoAnne Davis
516 E. Blackwell Ave.
Blackwell, OK 74631

Purpose of the Study:

The purpose of this study is to examine the director of special services position in public schools in Oklahoma. Administrators' perceptions of the status and authority accorded the position will be investigated. The investigation will also reveal what accommodations are being made in the administrative structure of schools in lieu of the traditional line and staff organization; i.e., sharing authority, clarification of duties and responsibilities.

If you would like a copy of the results of the study, please check here _____.

516 E. Blackwell Ave.
Blackwell, Oklahoma

May 9, 1986

Dear

Your school district has been selected to participate in a pilot study regarding the amount of authority that is accorded the position of director of special services. The purpose of the study is to determine how the director's position fits into the administrative structure in public schools as perceived by superintendents, principals, and directors of special services. The actual study will be conducted in the state of Oklahoma. Your assistance by participating in the pilot study is greatly appreciated.

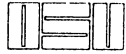
Please fill out the enclosed researcher-developed questionnaire and return it in the self-addressed, stamped envelope. As you complete the questionnaire, please feel free to note any mistakes, inconsistencies, items, or instructions that are unclear, or suggestions you might have regarding the instrument. All comments and recommendations will be carefully considered for inclusion in the actual study.

The information contained in the questionnaire will remain completely confidential; however, it would be appreciated if you would sign your name and identify your school district on the enclosed card for purposes of follow-up activities. Data will be reported only in group statistics.

Thank you for your consideration in helping us conduct this survey. Your assistance is certainly appreciated.

Sincerely,

JoAnne Davis
Research Associate
Oklahoma State University



Oklahoma State University

DEPARTMENT OF EDUCATIONAL ADMINISTRATION
AND HIGHER EDUCATION

STILLWATER, OKLAHOMA 74078
309 GUNDERSEN HALL
(405) 624-7244

May 29, 1986

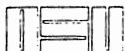
Thank you for returning the questionnaire regarding the position of director of special services. I'm sincerely grateful for your cooperation.

As a participant in this pilot study, I need to ask for your assistance one more time. Would you take time to answer this second instrument? It is similar to the first one and is needed for the purpose of determining reliability.

The response rate to this study has been gratifying, and I appreciate your contribution of time and expertise.

Sincerely,

JoAnne Davis
Researcher



Oklahoma State University

DEPARTMENT OF EDUCATIONAL ADMINISTRATION
AND HIGHER EDUCATION

STILLWATER, OKLAHOMA 74078
309 CUNDERSEN HALL
(405) 624-7244

May 14, 1986

We are conducting a study of directors of special services in the state of Oklahoma. Very few positions in public schools were established specifically for the purpose of managing special education programs prior to the passage of P.L. 94-142. Consequently, limited information is available concerning the duties and responsibilities associated with this position. In the study this information will be compiled, as well as how the position fits into the administrative structure of schools.

This letter is to request your support in allowing your director of special services and randomly selected principals to participate in the study by completing a questionnaire requiring only 15 minutes of their time. A copy of the instrument draft is enclosed for your inspection.

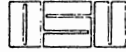
The survey will be conducted in May. All returns will be treated as confidential. A letter of instruction to each participant will be enclosed with the questionnaire.

Please sign the attached enclosure, for your approval, and return in the stamped, addressed envelope as soon as possible. Thank you for your consideration in helping conduct this survey. Your valuable assistance is greatly appreciated.

Sincerely,

JoAnne Davis
Researcher

Dr. Kenneth St.Clair
Research Adviser



Oklahoma State University

DEPARTMENT OF EDUCATIONAL ADMINISTRATION
AND HIGHER EDUCATION

STILLWATER, OKLAHOMA 74078
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Please sign the attached enclosure, for your approval, and return in the stamped, addressed envelope as soon as possible. Thank you for your consideration in helping conduct this survey. Your valuable assistance is greatly appreciated.

Sincerely,

JoAnne Davis
Researcher

Dr. Kenneth St.Clair
Research Adviser

CRITERIA FOR SURVEY:

For your district to be included in the study, the person who has the primary responsibility of administering programs for handicapped students must not be filling the position of principal also.

If your special education program is delivered through a coop and the director of the coop is considered a member of your staff, your school may be included in the study.

If the director's position in your school meets the criteria established for the purposes of this study, please sign the approval below and include the director's name.

If you can take fifteen minutes to fill out the sample questionnaire, it would be appreciated. The mailout for the survey is planned so that participants will receive their questionnaires after school is out. The superintendent's questionnaire will be mailed again for the convenience of those who find that time frame more suitable.

Again, thank you for your consideration. Be assured confidentiality will be strictly maintained.

JoAnne Davis
Box 635
Blackwell, OK 74631

I grant approval to conduct the survey described in the enclosed letter in my school district. I understand that I, the superintendent, the director of special services, and randomly selected principals will participate in the survey.

(check one)

_____ I desire a copy of the results of the study.

_____ I do not desire a copy of the results of the study.

Signature
Superintendent of Schools

Director's name



Oklahoma State University

DEPARTMENT OF EDUCATIONAL ADMINISTRATION
AND HIGHER EDUCATION

STILLWATER, OKLAHOMA 74078
309 CUNDERSEN HALL
(405) 624-7244

June 6, 1986

Recently you received a letter from Dr. Kenneth St. Clair and me requesting permission to include the administrators in your district in a study concerning administrators of special education programs. Since the request was mailed during the closing days of school it may have been misplaced. I have enclosed another sample questionnaire for your inspection and another permission statement.

Because very few positions in public schools were established specifically for the purpose of managing special education programs prior to the passage of P.L. 94-142, limited information is available concerning this position. The study is designed to discover how the position fits into the administrative structure in public schools in Oklahoma as perceived by superintendents, principals, and directors of special services.

I will mail questionnaires to your director of special services and to randomly selected principals on receipt of your signed permission. Input from superintendents is important to the credibility of the results of this study. It would be appreciated if you would complete the enclosed questionnaire along with your permission.

Let me assure you the results of this study will remain completely confidential. The results will be reported in group statistics only. Thank you for your consideration.

Sincerely,

JoAnne Davis
Researcher



Oklahoma State University

DEPARTMENT OF EDUCATIONAL ADMINISTRATION
AND HIGHER EDUCATION

STILLWATER, OKLAHOMA 74078
309 GUNDERSEN HALL
(405) 624-7244

June 4, 1986

We are conducting a survey concerning the director of special services position in public schools in the state of Oklahoma. As you know, very few positions in public schools were established specifically for the purpose of managing special education programs prior to the passage of P.L. 94-142 in 1975. Consequently, limited information is available concerning the duties and responsibilities associated with this position. In the study this information will be compiled, as well as how the position fits into the administrative structure of schools.

Your superintendent has given approval for administrators in your district to participate in this study. It would be appreciated if you would take 15 minutes from your busy schedule to complete the enclosed questionnaire.

The information contained in the questionnaire will remain completely confidential, however, it would be appreciated if you would sign your name and identify your school district on the enclosed card for the purposes of follow up activities. Data will be reported in group statistics only. If you would like to know the results of the study, please note on the bottom of the card.

Thank you for helping us with this study. Your assistance is greatly appreciated.

Sincerely,

JoAnne Davis
Researcher

Dr. Kenneth St. Clair
Research Adviser

APPENDIX B
RESEARCH INSTRUMENT

SURVEY QUESTIONNAIRE FOR A DESCRIPTIVE STUDY OF
DIRECTORS OF SPECIAL SERVICES IN OKLAHOMA

1. In school organizations authority is typified by a certain degree of voluntary compliance by staff members. In your school is the position of director of special services recognized as one with authority to expect all of the staff to follow his/her requests?
(Please check one response) Yes ___ No ___

Directions: Please respond to the following questions by circling one of the four answers listed.

- | | seldom | occasion-
ally | frequent-
ly | always |
|---|-------------|-------------------|-----------------|--------|
| 2. Are directives from the director of special services accepted by special educators in your school district? | 1 | 2 | 3 | 4 |
| 3. Are directives from the director of special services accepted by general educators in your school district? | 1 | 2 | 3 | 4 |
| 4. Do all staff members feel compelled to attend IEP meetings at the request of the director of special services? | 1 | 2 | 3 | 4 |
| 5. How often do the following staff members comply with requests from the director of special services? | | | | |
| Principals | 1 | 2 | 3 | 4 |
| Special education personnel | 1 | 2 | 3 | 4 |
| Regular classroom teachers | 1 | 2 | 3 | 4 |
| Counselors | 1 | 2 | 3 | 4 |
| Aides | 1 | 2 | 3 | 4 |
| Bus drivers | 1 | 2 | 3 | 4 |

LINE POSITION in an organization is a management position in the direct line of the chain of command. It has command authority over other staff members.

STAFF POSITION is defined as a supervisory position with little authority except that which is acknowledged because of the expertness and personal charisma of the person filling the position.

Directions: Please check one response for each item.

6. Does the position of director of special services in your district more nearly fit the definition of line or staff? Line___ Staff___
7. Should the director of special services position be line__ staff__?
8. At what parallel position is the director of special services placed in the administrative organization?
- | | |
|--|--|
| <input type="checkbox"/> Assistant Superintendent | <input type="checkbox"/> Principal |
| <input type="checkbox"/> Director of Pupil Personnel | <input type="checkbox"/> Assistant Principal |
| <input type="checkbox"/> Administrative Assistant | <input type="checkbox"/> Supervisor |
| <input type="checkbox"/> School Psychologist | <input type="checkbox"/> Other(Specify): _____ |
9. At what parallel position in the administrative organization should the director of special services be placed?
- | | |
|--|--|
| <input type="checkbox"/> Assistant Superintendent | <input type="checkbox"/> Principal |
| <input type="checkbox"/> Director of Pupil Personnel | <input type="checkbox"/> Assistant Principal |
| <input type="checkbox"/> Administrative Assistant | <input type="checkbox"/> Supervisor |
| <input type="checkbox"/> School Psychologist | <input type="checkbox"/> (Other): _____ |
10. Is the director of special services considered a member of the administrative team? Yes___ No___
11. With which administrative group is the director of special services included when team meetings are held? (Check all that apply).
- | | |
|---|--|
| <input type="checkbox"/> Central Office | <input type="checkbox"/> Department Heads |
| <input type="checkbox"/> Principals | <input type="checkbox"/> Other(Specify): _____ |
12. Leader effectiveness is often judged on how well the group accomplishes it's primary task. Assuming the primary task of special educators is the provision of an appropriate education for handicapped students, what do you see as major roadblocks to effectiveness? (Check all that apply).
- | |
|---|
| <input type="checkbox"/> Lack of cooperation among administrators |
| <input type="checkbox"/> Insufficient staff |
| <input type="checkbox"/> Inadequate authority of the director of special services |
| <input type="checkbox"/> Insufficient financial resources |
| <input type="checkbox"/> Poor intra staff communication |
| <input type="checkbox"/> Lack of cooperation among general and special educators |
| <input type="checkbox"/> Inadequate facilities and equipment |
| <input type="checkbox"/> Other (Specify) _____ |

13. The following functions have been identified as necessary for the implementation of an appropriate education for handicapped children. Please circle the response which indicates the degree of responsibility the principal or director should have for each function.

PRINCIPAL BOTH DIRECTOR

PLANNING:

- | | | | | | | | |
|--|---|---|---|---|---|---|---|
| 1. Program development | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 2. Instructional materials and equipment | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 3. Search and find activities | 1 | 2 | 3 | 4 | 5 | 6 | 7 |

ORGANIZING:

Developing:

- | | | | | | | | |
|--|---|---|---|---|---|---|---|
| 1. District Board policies | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 2. Communication network ie. parents, agencies | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 3. Referral, diagnostic, placement procedures | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 4. Transportation schedules | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 5. Interagency agreements | 1 | 2 | 3 | 4 | 5 | 6 | 7 |

STAFFING: Special education personnel

- | | | | | | | | |
|---|---|---|---|---|---|---|---|
| 1. Teacher selection | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 2. Teacher training, orientation | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 3. Teacher evaluation | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 4. Teacher aide selection, supervision | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 5. Teacher supervision | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 6. Maintenance of favorable work conditions | 1 | 2 | 3 | 4 | 5 | 6 | 7 |

DIRECTING:

- | | | | | | | | |
|--|---|---|---|---|---|---|---|
| 1. Eligibility/IEP teams | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 2. Inservice/workshops/CSPD* | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 3. Three-year reevaluations | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 4. Research | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 5. Student discipline | 1 | 2 | 3 | 4 | 5 | 6 | 7 |

COORDINATING:

- | | | | | | | | |
|---|---|---|---|---|---|---|---|
| 1. Staff schedules | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 2. Related services, ie. PT, OT, speech therapy | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 3. Speech, language, hearing, vision screening | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 4. Transfers to other districts | 1 | 2 | 3 | 4 | 5 | 6 | 7 |

CONSULTING:

- | | | | | | | | |
|--|---|---|---|---|---|---|---|
| 1. Students' education plans | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 2. Referrals to outside agencies | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 3. Laws and regulations | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 4. Behavior problems | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 5. Student concerns, ie. health, seizures, abuse | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 6. Parent concerns, ie. resources, support | 1 | 2 | 3 | 4 | 5 | 6 | 7 |

REPORTING:

PRINCIPAL BOTH DIRECTOR

- 1. To RESC**state and federal agencies 1 2 3 4 5 6 7
- 2. To superiors 1 2 3 4 5 6 7
- 3. To staff 1 2 3 4 5 6 7

BUDGETING:

- 1. Reports to BOE**state and federal agencies . 1 2 3 4 5 6 7
- 2. Fiscal planning 1 2 3 4 5 6 7
- 3. Controls 1 2 3 4 5 6 7

Abbreviations:

- * CSPD: Comprehensive System of Personnel Development
- ** RESC: Regional Education Service Center
- *** BOE: Board of Education

PLEASE INDICATE YOUR PERSONAL CHARACTERISTICS AND PROFESSIONAL QUALIFICATIONS BY CHECKING OR FILLING IN THE APPROPRIATE BLANKS:

- 14. Gender: Male Female
- 15. Age: Less than 35 35-42 43-50 More than 50
- 16. Present degree held: Bachelors (Area: _____)
 Masters (Area: _____) Specialist (Area: _____)
 Doctorate (Area: _____)
- 17. Area(s) of certification (Check all that apply):
 Superintendent Special education teacher
 Principal Regular education teacher
 Psychometrist Other(_____)
- 18. Length of present contract: 10 months 11 months
 12 months Other(_____)
- 19. Salary range: (Principals and directors only)
 \$15,000 - \$20,000 \$25,000 - \$30,000 \$35,000 - \$40,000
 \$20,000 - \$25,000 \$30,000 - \$35,000 Other (_____)
- 20. Average Daily Membership for your school district: _____
- 21. Special Education Classes offered in your building:(Principals only)
 Educable Mentally Handicapped Speech Impaired
 Trainable Mentally Handicapped Orthopedically Handicapped
 Learning Disabled Multiple Handicapped
 Emotionally Disturbed Blind/Visually Impaired
 Deaf/Hard of Hearing Other (_____)

THANK YOU FOR YOUR ASSISTANCE!

22. Please check the responses after each category which indicates the primary methods of service delivery for that handicapping condition in your school district. Check all that apply.

	Class or Lab	Related Services	By Transfer	Coops	None Identified
EDUCABLE MENTALLY HANDICAPPED					
TRAINABLE MENTALLY HANDICAPPED					
LEARNING DISABLED					
SPEECH IMPAIRED					
ORTHOPEDICALLY HANDICAPPED					
MULTIPLE HANDICAPPED					
BLIND/VISUALLY IMPAIRED					
DEAF/HARD of HEARING					
EMOTIONALLY DISTURBED					

23. Total number of handicapped students served: _____
 Total non handicapped speech included: _____

24. Special education staff: ___ Certified ___ Non certified

25. Approximately how much time do you spend on duties directly involved with administering the special education program?
 ___ Full time ___ Three fourths time ___ Half time ___ One fourth time

26. Total years experience as a special education administrator?
 ___ 1 - 4 ___ 5 - 9 ___ Over 10

27. What position did you hold prior to your appointment as a special education administrator?
 ___ Principal ___ L.D. teacher
 ___ Psychometrist ___ Mentally Handicapped teacher
 ___ School Psychologist ___ Counselor
 ___ Speech Pathologist ___ Other (specify _____)

28. Please indicate other responsibilities which are assigned to you:
 ___ Gifted education ___ Federal programs
 ___ Testing program ___ Counselors
 ___ School nurses ___ Compliance Officer

Please specify other duties which are assigned to you:

- _____
- _____
29. State the basis of your reason for becoming a special education administrator: _____
- _____
30. What is your ultimate educational goal? (Please rate as 1= Most Desirable, 2=Next Most Desirable, et cetera)
- | | |
|--|--|
| <input type="checkbox"/> Special education administrator | <input type="checkbox"/> State level special education |
| <input type="checkbox"/> Principal | <input type="checkbox"/> Federal level special education |
| <input type="checkbox"/> Superintendent | <input type="checkbox"/> Higher education instructor |
| <input type="checkbox"/> Higher education instructor | <input type="checkbox"/> Other (Specify _____) |
31. Please rate the importance of each of the following college courses in preparation for special education administration: (Use 1=Very Important, 2=Somewhat Important, 3=Little Importance, 4=No Importance)
- | | |
|--|--|
| <input type="checkbox"/> Special education theory | <input type="checkbox"/> Research methods |
| <input type="checkbox"/> Special education teaching | <input type="checkbox"/> School law |
| <input type="checkbox"/> Special education materials | <input type="checkbox"/> School finance |
| <input type="checkbox"/> Education administration | <input type="checkbox"/> Psycho-educational evaluation |
| <input type="checkbox"/> Other (Specify _____) | |
32. Please rank the prior experience which you believe is most advantageous for a person filling the position of director of special services: (1=Most Important, 2=Next Most Important, et cetera)
- | |
|---|
| <input type="checkbox"/> Coursework in special education |
| <input type="checkbox"/> Experience in special education |
| <input type="checkbox"/> Coursework in regular education |
| <input type="checkbox"/> Experience in regular education |
| <input type="checkbox"/> Coursework in education administration |
| <input type="checkbox"/> Experience in education administration |
| <input type="checkbox"/> Other (Specify _____) |
33. Please identify the professional associations to which you belong: (Check all that apply)
- | |
|---|
| <input type="checkbox"/> Oklahoma Directors of Special Services(ODSS) |
| <input type="checkbox"/> Council for Exceptional Children (CEC) |
| <input type="checkbox"/> Council of Administrators of Special Education (CASE) |
| <input type="checkbox"/> Cooperative Council for Oklahoma School Administration (CCOSA) |
| <input type="checkbox"/> Other (Specify _____) |

THANK YOU FOR YOUR TIME IN ANSWERING THESE QUESTIONS. IF YOU WOULD LIKE TO RECEIVE A SUMMARY OF THE RESULTS OF THIS STUDY, PLEASE CHECK _____

VITA

JoAnne Green Davis

Candidate for the Degree of
Doctor of Education

Thesis: THE ADMINISTRATIVE STATUS AND AUTHORITY OF DIRECTORS OF
SPECIAL SERVICES IN THE STATE OF OKLAHOMA

Major Field: Educational Administration

Biographical:

Personal Data: Born in Anthony, Kansas, May 2, 1931, the daughter
of Mr. and Mrs. A. E. Green.

Education: Graduated from Wakita High School in May, 1949; received
Bachelor of Science degree in Special Education from Oklahoma
State University in January, 1972; received Master of Science
degree in Curriculum and Instruction in December, 1976; com-
pleted requirements for the Doctor of Education degree at Okla-
homa State University in December, 1987.

Professional Experience: Special Education Teacher, Parkside Ele-
mentary School, Blackwell, Oklahoma, 1972-75; Special Education
Teacher/Supervisor, Northside Center, Blackwell, Oklahoma,
1975-80; Director, Special Education and Gifted, Blackwell
Public Schools, Blackwell, Oklahoma, 1980-present.

Professional Organizations: Oklahoma Directors of Special Services,
Cooperative Council of School Administrators, Council for Ex-
ceptional Children, Oklahoma Association for Children With
Learning Disabilities, Oklahoma Association for Gifted and
Talented Children, Delta Kappa Gamma, Phi Delta Kappa, Phi
Kappi Phi.