

1978

A Case Study of Professional Media Personnel Reductions in the Cedar Rapids Community Schools from 1973-74 and 1977-78

Jacki Steel

Let us know how access to this document benefits you

Copyright ©1978 Jackie Steel

Follow this and additional works at: <https://scholarworks.uni.edu/grp>

A Case Study of Professional Media Personnel Reductions in the Cedar Rapids Community Schools from 1973-74 and 1977-78

Find Additional Related Research in UNI ScholarWorks

To find related research in UNI ScholarWorks, go to the collection of [School Library Studies Graduate Research Papers](#) written by students in the [Division of School Library Studies](#), Department of Curriculum and Instruction, College of Education, at the University of Northern Iowa.

A CASE STUDY OF
PROFESSIONAL MEDIA PERSONNEL REDUCTIONS
IN THE CEDAR RAPIDS COMMUNITY SCHOOLS
FROM 1973-74 TO 1977-78

A Research Paper
Presented to the
Faculty of the Library Science Department

In Partial Fulfillment
of the Requirements for the Degree
Master of Arts

Jackie Steel

Read and approved by
Elizabeth Forbes

Elizabeth Martin

Accepted by Department
Elizabeth Martin

Date June 30, 1978

This was a study of professional media personnel staffing and/or reductions that occurred in the Cedar Rapids (Iowa) Community School District for the period between 1973-74 and 1977-78. The purpose of the study was to gain insight into changes in enrollment compared to professional media staffing changes and also the effects that staffing changes had on media services. Literature searches were made of both library literature and general education literature to examine procedures and criteria used in media staff reductions. Information about Cedar Rapids Community Schools concerning declining enrollments, school closures, media personnel or position reductions, criteria for staffing and/or reductions, and affected media services was obtained through personal interviews with Cedar Rapids District administrators, and principals and media specialists in schools where media staffing changes occurred. Results of the study showed specific media staffing changes, criteria and procedures used, and pinpointed specific media services that were affected by the changes at both district and building levels.

TABLE OF CONTENTS

	Page
LIST OF TABLES	iii
Chapter	
1. THE PROBLEM	1
2. REVIEW OF THE RELATED LITERATURE	11
3. METHODOLOGY	17
4. ANALYSIS OF DATA	21
5. CONCLUSIONS	46
BIBLIOGRAPHY	48
APPENDICES	
A. BUILDING PRINCIPAL INTERVIEW QUESTIONS	51
B. BUILDING MEDIA SPECIALIST INTERVIEW QUESTIONS	52
C. DISTRICT MEDIA DIRECTOR INTERVIEW QUESTIONS	54

LIST OF TABLES

Table	Page
1. Schools, Principals and Media Specialists Involved in this Study	19
2. Professional Media Staffing For Elementary Schools From 1973-74 Through 1977-78	22
3. Professional Media Staffing For Junior and Senior High Schools From 1973-74 Through 1977-78.	23
4. Cedar Rapids Elementary School Enrollment Changes From 1973-74 Through 1977-78	29
5. Cedar Rapids Junior and Senior High School Enrollment Changes From 1973-74 Through 1977-78	30
6. Comparison of Enrollment With FTE Professional Media Staffing Based on a 450/1 Ratio and With Overstaffing and Understaffing From 1973-74 Through 1977-78	32
7. Comparison of Enrollment With FTE Professional Media Staffing Based on an 800/1 Ratio and With Overstaffing and Understaffing From 1973-74 Through 1977-78	33
8. Comparison of Enrollment With FTE Professional Media Staffing Based on a 600/1 Ratio and With Overstaffing and Understaffing From 1973-74 Through 1977-78	33
9. Affected Media Services Indicated By Media Specialists	43

Chapter 1

THE PROBLEM

The March 15, 1977, headline in the newspaper read: "Summer School Goes Under Budget Knife."¹ Another school district had been forced to make concessions to spiralling costs and a shrinking budget. School districts in all areas of the United States have been faced with rising costs and inadequate funding for several years. Attempts to cope with budget crunches have resulted in program and personnel reductions plus other belt-tightening alternatives. Some of the causes included declining enrollments, inflationary prices, and higher teacher salary demands with declining enrollments being the major factor pinpointed.

Broad population projections indicated that the problem of declining enrollments will persist. The United States government has projected declines of 2 per cent in the population aged five to thirteen and 10 per cent in the population aged fourteen to seventeen for the period 1970-81.²

All school levels have been affected. The first impact of

¹"Summer School Goes Under Budget Knife," Waterloo (Iowa) Courier. March 15, 1977, p. 7, col. 1.

²National Center for Educational Statistics, Projections of Educational Statistics to 1981-82. (Washington: U. S. Government Printing Office, 1973) p. 9, cited in Roald F. Campbell and others, The Organization and Control of American Schools. (Columbus, Ohio: Charles E. Merrill Publishing Company, 1975) p. 278.

declining enrollments hit elementary schools around 1970, and projections indicate that secondary schools will soon begin to feel the effects. The National Center for Educational Statistics reported in its trend projections that the 1977 enrollment in grades 9-12 started a decline that would continue until at least 1986.³

Declining enrollments have had a particular impact on school problems, both in financing and in staffing. Because many state funding formulas are based on enrollment figures, school districts' financial incomes have been greatly reduced while at the same time declining enrollments have resulted in a need for fewer teachers. Adjustments have frequently been made through use of combination classrooms as class sizes decreased, but non-equal trade-offs between declining enrollments and the need for teachers occur when enrollment declines are spread over all grades and in all schools of a district. When classroom teaching positions could not readily be cut, administrators have considered reduction of teaching positions in art, music, physical education, counseling or media.

Media specialists in many school districts have emerged as major targets for staff retrenchment. In 1975, for example, librarians in New York City, Newark, New Jersey, and surrounding communities received termination or lay-off notices.⁴ In Westport, Connecticut, high school librarian, Peggy Tribe, was reassigned from a high school librarian

³"High Schools Enter New Era of Declining Enrollments," Phi Delta Kappan, October 1977, p. 138.

⁴"School Library Media Specialists in Budget Crunches Fight for Jobs," School Library Journal, October 1975, p. 62.

position to a different school position as a result of budget trimming. Despite the opposition of 85 percent of the high school faculty, the library position was filled with an aide.⁵

While similar reports have told of school media specialists being assigned to classrooms, other districts have closed libraries and eliminated media positions entirely. Mary R. Sive, a Pearl River (New York) Board of Education member, wrote to the School Library Journal explaining her action in voting to eliminate elementary library positions as a cost-cutting measure in her school system. "At the elementary level, we decided on professional school library personnel . . . there was nothing else we could do with less damage."⁶

Incidences of elimination of media positions were not atypical. The Waterloo (Iowa) School District reported on March 15, 1977, that "sixty-two teachers received termination letters."⁷ The same article quoted the president of the Waterloo (Iowa) Education Association as saying that "staff reductions include elimination of six elementary school librarians."⁸ In reality, two high school and four elementary library positions were eliminated. This writer interviewed by telephone one of the media specialists who was included in the reduction. She indicated that, although the layoffs of media personnel were based on seniority, the decisions on whether individual schools would have media

⁵Ibid.

⁶Mary R. Sive, "Bona Fide Exigency," School Library Journal, November 1974, p. 3.

⁷"Summer School Goes Under Budget Knife," loc. cit.

⁸Ibid.

specialists on a full- or part-time basis were determined at high administrative levels using unknown criteria.⁹

Two separate actions appear to have taken place concerning the reduction of media specialists in the Waterloo (Iowa) schools, each action using different criteria. First a decision was apparently made to eliminate six full-time media positions in the Waterloo schools which resulted in a need for fewer media specialists. Criteria for determining which schools would have full- or part-time media specialists were probably based on some kind of enrollment ratio. Second, several school media specialists were given termination notices. The criteria used for these lay-offs were reportedly based on seniority. Evidently, two sets of criteria were used, one set for eliminating the media positions in individual schools, and another set for lay-off or reassignment of media personnel. A staff reduction policy tied to the teachers' negotiated contracts could have had some effect on the decisions about whom to lay off. The reduction of actual media positions, however, seems to have been made at the discretion of the administration.

Criteria used by individual school districts for staffing of school media centers vary greatly because few states have laws that require a media specialist except at the secondary level. Staffing of media centers, especially at elementary levels, is left up to the individual school district. Various types of state and regional standards exist using enrollment ratios, but because few laws exist governing staffing

⁹Susan Runkle. Telephone Interview. Cedar Falls (Iowa). December 1, 1977.

in elementary media centers, media specialists in elementary centers are particularly vulnerable to reductions and are often major targets when school administrators look for ways to cut expenses.

Additional information was gained from a case study of criteria used for media staffing and/or reductions in the Cedar Rapids (Iowa) Community School District. The purpose of the study was to provide school administrators, media specialists, or other interested persons some insight into what had happened to media staffing at both district and building levels in the Cedar Rapids Community School District during a five year period. The study attempted to show what criteria were used for media staffing and the relationships of various other factors involved in changes that occurred in the media personnel and services area between 1973-74 and 1977-78.

The Cedar Rapids Community School District was chosen as the subject of the case study because of its exemplary library programs. The school district won the Encyclopedia Britannica Award in 1974 for having the best elementary school library media programs in the country. The Cedar Rapids Community Schools also had professional media personnel in all of the media centers for the entire period between 1973-74 and 1977-78. The 1973-74 school year represented one of the peak years for staffing in media centers in the Cedar Rapids Schools before general enrollment declines began to affect media staffing adversely.

Specific problems investigated were *as follows:*

1. What media personnel reductions were made at both district and building levels in the Cedar Rapids Community School District between 1973-74 and 1977-78?
2. What criteria and procedures were used in making decisions about media personnel reductions at both district and building levels in the Cedar Rapids Community School District between 1973-74 and 1977-78?

3. What role did various administrators and media personnel, at both district and building levels, have in making decisions on media personnel reductions in the Cedar Rapids Community School District between 1973-74 and 1977-78?
4. What media services were reduced, at both district and building levels, that were tied to media personnel reductions in the Cedar Rapids Community School District between 1973-74 and 1977-78?

The first hypothesis was that media personnel reductions had occurred in the Cedar Rapids Community School District between 1973-74 and 1977-78. The researcher predicted that other media personnel changes had occurred which had resulted in additional assignments for both building and district level media personnel. One known reduction had resulted in a double school assignment for one media specialist in the Cedar Rapids district.

The second hypothesis was that criteria used for reductions in media personnel in the Cedar Rapids schools would include school enrollments, pupil/media specialist ratios, and seniority/staff reduction clauses contained in the collective bargaining agreements between the teachers and the Cedar Rapids School District.

The third hypothesis was that the district media director would be the person most responsible for making the decisions about media personnel reductions in the Cedar Rapids schools even though it was recognized that by law final decisions rest with the school board. Building level administrators and media personnel were not expected to have had any major input into decisions concerning media staff reductions.

The fourth hypothesis was that media services had been reduced in buildings where staff reductions had occurred and that the reduced media services were related to the media staff reductions. Rationale for this

hypothesis was that if a media specialist was given an additional assignment, the demands on a media specialist's time would no longer be in proportion to the school enrollment. A large proportion of time would still be required to perform essential media operations of administration, selection and acquisition of materials, and instructional support in a small school. In addition, time is often lost in traveling between assignments. Services were therefore expected to have been reduced in the Cedar Rapids schools where double school or additional assignments had been given to media specialists. *Indefinite* *4-7-71* It was further hypothesized that district level media services had also been reduced because of a change in the position and/or duties of the Cedar Rapids media director. This change was expected to have had an effect on communication between media specialists and district level personnel.

The author anticipated that the significance of this study would be *as follows*:

1. The study would provide ideas and/or guidelines for administrators faced with cost-cutting in relation to school media programs.
2. The results would stimulate organized planning for media staff reductions in case of need so that unreasonable actions would not be taken if a crisis arose in the school budget.
3. The information gained would encourage additional studies encompassing several school districts to see if the same results were obtained.
4. The study would motivate others to develop new or innovative formulas to be used for staffing media centers during enrollment declines.

The case study was conducted in the Cedar Rapids (Iowa) Community School District which included three high schools, six junior high

schools and twenty-seven elementary schools at the time of the study. The case study covered the period beginning with the 1973-74 school year and ending with the 1977-78 school year, a period that included an optimum time of media staffing and also a time when media staff reductions had occurred.

The following schools were excluded from the study: Metro High School, Monroe Developmental Center, and Monroe Junior High School Extension Center. The researcher considered that any data obtained from these special schools would not add pertinent information to the case study because all of the schools mentioned were created and were operated for unique purposes not generally associated with traditional schools.

Metro High School was a special school for drop-out students who now wish to complete their high school education in a manner and in an atmosphere other than that offered by the traditional high schools in Cedar Rapids. Metro High School was excluded from the case study because the school did not have a traditional media center or a media specialist even though the school did have media materials and textbooks provided in its own budget.

Monroe Developmental Center was a school for the profoundly handicapped. It was tied to Hayes Elementary School for administrative purposes only. Monroe Developmental Center was excluded from the case study because this school had neither a media center nor a media specialist. The students in this center did not require media services because of their severe handicaps.

Monroe Junior High Extension Center was a school for junior high school age students who had problems coping with a regular school environment. This school was excluded because it did not have a media center or a media specialist in the school but instead had media materials and equipment in the regular classroom environment. Media materials were provided in the school's own budget.

Information concerning the Cedar Rapids schools that were closed during the period between 1973-74 and 1977-78 was limited to enrollment, personnel data, and information gained from the interview with the district media director. No attempt was made to interview principals or building media specialists who had been in schools that were later closed. The researcher felt that it would be too difficult to contact persons no longer in the district, and persons no longer employed where reductions had actually occurred could not give useful or relevant information.

Definitions of terms used in the case study were as follows:

- (1) Media personnel were all those persons who held professional teaching certificates and had library or audio-visual endorsements who were employed by the Cedar Rapids School District as media specialists.
- (2) The term, criteria, referred to any set of guidelines or standards such as pupil/media specialist ratios, attrition or seniority that may have been used for media staffing and/or staff reductions.
- (3) Media services included all tasks that related to media center activities such as administration, interaction and communication, instructional support, curriculum support and development, staff development, selection and acquisition of materials, reference and bibliographic services, production,

and professional growth. These service areas were especially familiar to Cedar Rapids media specialists because they were previously identified as key task areas of service in Cedar Rapids media centers. (4) The term, director of media, referred to Mr. Robert Foley, the district administrator who was responsible for supervising and directing media services in the Cedar Rapids (Iowa) Community Schools. Although Mr. Foley's official title was Director of Staff and Curriculum Development, the term, director of media, was used in this study to designate the portion of his position which related directly to media responsibilities.

Chapter 2

REVIEW OF RELATED LITERATURE

Two types of literature were reviewed. Library literature consisted mainly of news articles which contributed numerical support and verified that media personnel reductions had occurred. Little in-depth writing was found in library literature so the researcher broadened the literature review from media personnel reductions to general teacher reductions and reviewed general education literature in order to examine general school finance planning and analyses of teacher retrenchment and declining enrollments. Reviews of the general education literature were done with little expectation of finding information concerning planning in relation to school media personnel and declining enrollments. Two survey-type studies by the National Education Association and the Iowa State Education Association, however, suggested and/or confirmed inclusion of media personnel reductions that occurred in school districts who experienced declining enrollments.

A teacher opinion poll conducted by NEA Research in 1976 sought information about teacher cutbacks and ways that cutbacks had occurred. The poll revealed that 60 per cent of the responding teachers viewed the cutbacks as a major or minor problem to them personally, while 80 per cent of the responding teachers said that cutbacks were a major or

minor problem for other teachers.¹⁰ The poll did not indicate specifically that media personnel were involved in reductions, but did pinpoint some areas most affected by cutbacks. The areas affected and percentages of teachers that checked them follow. Media positions were most probably included in at least one of the areas.

Decrease in overall teaching staff	54.3%
Elimination of some school programs	43.7%
Decrease in special subject teachers	40.3%
Decreases in other teaching staff	28.2% ¹¹

In the ISEA survey, Iowa school district superintendents were asked to associate declining enrollments with school personnel, programs and other changes that have occurred in Iowa public schools. The survey indicated that among other things, teaching supplies, materials and library books were twice as likely to be reduced in school districts with declining and stable enrollments as in school districts with increasing enrollments. The following comments concerning media personnel were included in answers to the question: "Has your school district had to postpone needed program implementation or the hiring of needed personnel due to its financial status?"¹²

¹⁰ Teacher Opinion Poll, XVIII June 18, 1976. NEA Research Washington, D.C.

¹¹ Ibid.

¹² Iowa Public School Program and Personnel Survey Trendline/Analysis. Iowa State Education Association, Research Bulletin No. 77-09, November 1977.

"Yes a library aide."

"We are operating with a part-time library aide and a part-time librarian."

"Elementary media specialists in all elementary buildings."

"Have had to share administration, counselor, librarian, and 2 teachers . . . in order to maintain program."

"Yes. Increasing aides for libraries."

"Yes. Elementary librarian, elementary guidance person." ¹³

In answer to another question: "Has your school district been unable to consider the implementation of needed new programs or the hiring of needed personnel due to its financial status?" one school superintendent indicated "reluctance to hire added staff like the need for an elementary librarian." ¹⁴ Results of this ISEA survey reemphasized the reality of media personnel reductions and postponement of needed programs or hiring of needed personnel in schools with declining enrollment.

Other studies found in the general education literature were detailed analyses of salaries, staff, enrollments and present and future projections of expenditures, but little was found concerning media staffing and/or related problems.

A survey of Missouri Public Schools analyzed increases and decreases of expenditures between 1974-75 and 1976-77 and indicated that two hundred twenty programs had been reduced or eliminated. A pupil/teacher ratio was used as a criterion for classroom teacher staffing and reductions. School library resources were a line item used in several of the analyses, but there were no indications of media-staff planning or of specific media-staff reductions. ¹⁵

¹³ Ibid.

¹⁴ Ibid.

¹⁵ "Report 1977 School Finance Survey of Missouri Public Schools," Missouri State Teachers Association, 1977, p. 10

A study by Hickrod and others on enrollment change and educational personnel change indicated concerns and needs for viable models of organization to cope with declining enrollments, and questioned whether the same formulas used during enrollment increases should be used during enrollment declines. Media personnel were not specifically mentioned in Hickrod's study. Hickrod stated that needs in school districts for models of organizational planning existed, and that the same formulas used during times of enrollment increases should not be used during enrollment declines.¹⁶ These concepts seem appropriate for media areas as well as general education areas. Sieradski¹⁷ and Rodekohr and Rodekohr¹⁸ suggested in similar studies that periods of declining enrollments might be a good chance to improve the quality of programs. Again media staffing in relation to enrollment declines was not discussed.

In Planning for Declining Enrollments, a collection of five case studies of Minnesota schools, the author found that media staff were included in an analysis of the relationships between instructional, supportive and non-certified staff and enrollment. The pupil/media personnel ratio for staffing was one media person per 550, 550 and 825 respectively in elementary, junior high

¹⁶ G. Alan Hickrod and others. Enrollment Change and Educational Personnel Change in the K-12 Schools of Illinois. U. S. Educational Resources Information Center. ERIC Document ED 128 917, March, 1976.

¹⁷ Karen Sieradski, Implications of Declining Enrollments for Schools. U. S. Educational Resources Information Center. ERIC Document ED 114 906, 1975.

¹⁸ Mark Rodekohr and Carol Rodekohr, "A Study of the Effects of Enrollment Decline," Phi Delta Kappan, May 1976, p.621.

and senior high schools. These case studies recognized the need for further planning in relation to reduced needs in the areas of supportive and administrative staffing in times of declining enrollments. Only these case studies made any attempt to analyze the relationship between supportive staff and declining enrollment, or brought out an important point that "budget and program reductions should not be made piecemeal in response to crisis."¹⁹

Declining enrollment and staff reduction problems were reviewed in eighteen other articles. Representative of many of the comments included in these articles were that "every school district regardless of its enrollment picture, should systematically develop and regularly update long-range staffing plans."²⁰ Among the most frequently mentioned criteria considered for solving school financing problems were community task force involvement, school closings, personnel sharing, alternative grade organizations, pupil/teacher ratios, attrition, collective bargaining agreements, and opportunities for better services and uses of space.

The review of the general education literature confirmed the author's predictions that media staffing was not consistently included in planning for systematic staff reductions during times of declining enrollments. Even in the Minnesota case studies

¹⁹Planning for Declining Enrollments. Planning Assistance Manual and Case Studies. U. S. Educational Resources Information Center. ERIC Document ED 128 918, July, 1976.

²⁰Report of the Illinois Task Force on Declining Enrollments in the Public Schools. U. S. Educational Resources Information Center. ERIC Document ED 116 353, December 1975.

where criteria for media staffing were mentioned, no extensive analysis was made of the media area as was done for the classroom teaching areas.²¹

Most of the literature seemed to be directed toward school administrators and the researcher concluded that most of the administrators made the decisions concerning staff reductions although teacher unions and related negotiations were very much a part of the discussions when staff reductions were discussed. As far as media staff reductions were concerned, few in-depth studies were found. The author concluded that no major studies had been done specifically for the area of media staffing relating to enrollment declines. A discussion about possible reasons for the lack of literature in media areas follows.

Education has traditionally been more concerned with the classroom teacher perhaps because of the greater numbers of classroom teachers compared to the smaller numbers of media personnel. Media has sometimes been considered a frill rather than a basic necessity of teaching. Special program areas were discussed in some of the general education literature, and, although media was not specifically mentioned, its inclusion may have been implied. Lack of literature in media areas may also be indicative of lack of writing by media personnel. Finally, many school districts do not have media centers and/or do not employ media specialists especially in elementary schools. All of the above discussed facts could account for the lack of literature in media staffing areas.

²¹Planning for Declining Enrollments. loc. cit.

Chapter 3

METHODOLOGY

The first step involved gathering enrollment and staffing data from the Cedar Rapids Community Schools in order to identify the schools where media personnel reductions had occurred during the period between 1973-74 and 1977-78. Specific data concerning enrollment and media staffing was obtained from Dr. George Ross, Director of Research, Educational Services Center, 346 Second Ave, S.W. Cedar Rapids, Iowa. Media personnel and official enrollment figures were obtained for each school year beginning with 1973-74 and continuing through 1977-78. Cedar Rapids Community Schools excluded from the study were Metro High School, Monroe Developmental Center, and Monroe Junior High School Extension Center. Rationale for exclusion of these schools is included on page 8 of this case study.

The second step involved investigation of staff reduction policies for the Cedar Rapids Community School District. In order to obtain information concerning criteria and procedures used for media staff reductions between 1973-74 and 1977-78, the district policy manual and two master contracts were examined. The staff reduction policy contained in the district policy manual was dated July 1, 1974, and was being revised at the time of this study.

The first master contract was effective for the 1976-77 school year and the second one for the 1977-78 school year. These

two master contract agreements were between the Cedar Rapids Community School District and the Cedar Rapids Education Association, which is an affiliate of the Iowa State Education Association and the National Education Association. The Cedar Rapids Education Association was the certified exclusive bargaining representative for all teaching personnel employed by the school district as set forth in the Public Employees Relation Board certification instrument issued on June 27, 1975.

The following questions were pursued in a study of master contract agreements and the district policy manual:

1. What criteria were identified for use in personnel reductions?
2. What procedures were used when personnel reductions were made?
3. How were the criteria and procedures determined?
4. Who was responsible for formulating and developing policies?
5. When did the master contract agreement go into effect?
6. Who had the authority to identify personnel to be laid off?
7. Who had the authority to initiate position reductions?
8. What alternatives did the master contracts provide for staff whose positions were reduced?
9. How long would a person who had been laid off be subject to recall?
10. How were media staff reductions accomplished before the master contracts became effective?

The third step was to interview building-level principals and building-level media specialists in the Cedar Rapids Schools where media staff reductions had occurred during the five year

period studied. Only personnel at schools where media reductions had occurred were interviewed because the researcher felt that they would be better able to answer questions about the reductions and changes in media services relating to them. Only principals and media specialists who were currently in buildings where media reductions had occurred were interviewed because of difficulties involved in locating those persons who may have left the district and because of probable lack of contact with media changes by those who were no longer in buildings where reductions had occurred. For the same reasons, no attempt was made to interview former principals or media specialists of schools that were closed during the period between 1973-74 and 1977-78.

Table 1 lists the schools where media staff reductions occurred and identifies the principals and media specialists who were interviewed.

Table 1
Schools, Principals, and Media Specialists
Involved in the Study

School	Principal	Media Specialist
Hayes Elementary	Tom Moran	Jo Ellen Johnson
Polk Elementary	Ray Churchill	Sharon Wetherell
Wright and Eisenhower Elementaries	Edward Rich	Jeanne Pinckney
Madison Elementary	Robery Arnold	Marjorie Helsell
Harding Jr. High	Alan Whitworth	James Freeman

The interviews with principals averaged one-half hour each and interviews with media specialists averaged forty-five minutes each. Interview instruments used with these media specialists and principals are included in Appendices A and B.

The last interview for the case study was conducted with Mr. Robert Foley, the Director of Staff and Curriculum Development for the Cedar Rapids Community Schools who is also the district's media director. Since Mr. Foley was responsible for planning, supervising and directing media centers in the Cedar Rapids Schools for the entire period covered in the case study, he was most knowledgeable about the media centers and changes that had occurred. Appendix C contains the interview questionnaire used with Mr. Foley. The interview took about an hour and a half.

Because of the length of the interviews, some of the responses were tape-recorded. After all interviews were finished, the researcher compiled responses to each question and compared them. A discussion of these responses is included in the analysis of data section of this case study. The information regarding hours, buildings, and special assignments is attributed to specific individuals. In order to preserve confidentiality and encourage candor with interviewees, a decision was made to summarize the rest of the information from each group or class of interviewees or to attribute a specific idea or opinion to an unidentified person.

Chapter 4

ANALYSIS OF DATA

The purpose of the case study was to examine one school district's efforts to adjust media staffing in response to declining enrollments. One hypothesis was that media personnel reductions had occurred in the Cedar Rapids Community School District between 1973-74 and 1977-78.

Table 2 shows full- and part-time professional media staffing for Cedar Rapids elementary schools for each year from 1973-74 through 1977-78. Because of declining enrollments, Noelridge and Monroe Elementary Schools were closed in 1975 following a recommendation by a community task force. Noelridge did not have its own media center, so its students were transported to Eisenhower for media services. Since Noelridge school did not have a media specialist, closing the school did not result in a media personnel reduction.

When Monroe Elementary was closed in June, 1975, one media position was eliminated. The media specialist was transferred to a media position in another school where a vacancy had been created by a resignation.

No other elementary schools were affected by media staff reductions until 1977-78, when the total elementary media staff was reduced by two full-time positions. One media position was eliminated in 1977-78 by assigning Eisenhower's media specialist to both Eisenhower and Wright Schools for .4 and .6 time, respectively. The media specialist from Wright Elementary was reassigned to another

Table 2

Professional Media Staffing for
Cedar Rapids Elementary Schools
from 1973-74 through 1977-78

Elementary Schools	Professional Media Personnel				
	73-74	74-75	75-76	76-77	77-78
Adams	1	1	1	1	1
Arthur	1	1	1	1	1
Cleveland	1	1	1	1	1
Coolidge	1	1	1	1	1
Eisenhower	1	1	1	1	.4
Erskine	1	1	1	1	1
Fillmore	1	1	1	1	1
Garfield	1	1	1	1	1
Grant	1	1	1	1	1
Grant Wood	1	1	1	1	1
Harrison	1	1	1	1	1
Hayes	1	1	1	1	.6
Hiawatha	1	1	1	1	1
Hoover	1	1	1	1	1
Jackson	1	1	1	1	1
Johnson	1	1	1	1	1
Kenwood	1	1	1	1	1
Madison	1	1	1	1	.7
Monroe	1	1	#	#	#
Nixon	1	1	1	1	1
Noelridge	0	0	#	#	#
Pierce	1	1	1	1	1
Polk	1	1	1	1	.7
Squaw Creek	1	1	1	1	1
Taylor	1	1	1	1	1
Truman	1	1	1	1	1
Tyler	1	1	1	1	1
Van Buren	1	1	1	1	1
Wright	1	1	1	1	.6
Elementary Totals	28	28	27	27	25

School Closure

elementary media center where a vacancy had been created by a leave of absence.

Another elementary media position was eliminated by reducing formerly full-time media positions at Hayes, Polk, and Madison Elementary Schools. The three media specialists at those schools were assigned to their building media centers for .6, .7, and .7 time respectively for the 1977-78 school year and were given district-level responsibilities for the remaining time. Since the district-level assignments were funded by contractual agreement with Grant Wood Area Education Agency, the district equivalent of one full-time media specialist was not included in Table 2. While one full-time media position was eliminated at the building level, a new full-time media position was created at the district level.

Table 3 shows full-time and part-time professional media staffing for junior and senior high schools.

Table 3

Professional Media Staffing for Cedar Rapids'
Junior and Senior High Schools
from 1973-74 through 1977-78

Junior High Schools	Professional Media Personnel				
	73-74	74-75	75-76	76-77	77-78
Franklin	1	1	1	1	1
Harding	2	2	1.7	1.7	1.7
McKinley	1	1	1	1	1
Roosevelt	1	1	1	1	1
Taft	1	1	1	1	1
Wilson	1	1	1	1	1
Total Jr. High	7	7	6.7	6.7	6.7
Senior High Schools	Professional Media Personnel				
	73-74	74-75	75-76	76-77	77-78
Jefferson	3	3	3	3	3
Kennedy	3	3	3	3	3
Washington	3	3	3	3	3
Total Sr. High	9	9	9	9	9

At the junior high school level, one media position was reduced to .7 time beginning in 1975-76. This was accomplished by assigning the media specialist to the classroom for .3 time. The high schools showed no reduction of media staff during the five-year period studied.

Interviews were conducted with media specialists and with the district media director to gain more specific and detailed information concerning the building media reductions. Media specialists were asked to describe their media assignments and/or reassignments which resulted from the media position reductions in their buildings.

Harding Junior High School was the only secondary school which had a media position reduction during the five-year period. The media specialist at Harding indicated that his media position was reduced to .7 time and that he was assigned to teach science for the remaining .3 time.

The media specialist at Eisenhower and Wright Elementary Schools indicated that .4 of her full-time media position was spent at Eisenhower Elementary and .6 of the time was spent at Wright Elementary.

The media specialist at Hayes Elementary School spent .6 time at Hayes and .4 time on media services for the Cedar Rapids School District and for the Grant Wood Area Education Agency. When questioned about the district-level media assignment, the media specialist indicated that she handled any liaison problems that came to the Grant Wood AEA from the Cedar Rapids School District.

If anyone has a problem or question about AEA films or services, I direct them to the right service agency at the AEA. Sometimes this involves somebody looking for an answer--sometimes it's someone looking for a place to complain. My other Cedar Rapids district assignments involve production projects from the district media director's office or from the district coordinators for curriculum support and development.

The media specialist at Hayes also worked on a media assignment for the Grant Wood AEA. This project involved research on educational use of films and resulted in a thesis-type report and a design for a media campaign to encourage teachers to improve film use for better educational results.

The Madison Elementary School media specialist spent .7 time as a building-level media specialist and .3 time as a district-level project leader. Her district-level assignment was to maintain the professional book and periodical collection for the Cedar Rapids Community District staff and to assist with district program development or improvement projects.

The media specialist at Polk Elementary School spent .7 time at Polk and .3 time working on district-level media assignments. She described her district-level media assignment as a "strategic reserve" to do what the district media director wanted done. Some of those projects in 1977-78 involved editing and managing the updating of district media projects; contacting other school districts to answer questions about Cedar Rapids media programs; organizing and implementing a proposal for a multi-cultural/non-sexist project that involved weeding elementary libraries; developing proposals for program improvement; and working with new media staff. Her work was

mainly product-oriented, and she maintained a flexible schedule with her building-level assignment.

Cedar Rapids' district media director, Mr. Robert Foley, was questioned about the staffing arrangement between the Cedar Rapids Community Schools and the Grant Wood Area Education Agency:

Grant Wood AEA has four slots or allocations for media specialists. Since the Cedar Rapids School District has 31 per cent of the students in the Grant Wood AEA district, Cedar Rapids is entitled to one-third of Grant Wood AEA's media services. By contractual agreement, the AEA provides the equivalent of one full-time media position assigned to the Cedar Rapids Community School District.

Cedar Rapids chose to divide the hours of the full-time media position among the three media specialists who were assigned part-time building media positions at Hayes, Polk, and Madison Elementary Schools. The media personnel were assigned district-level projects as described above. Two of the media specialists selected to participate in this arrangement were transferred to small schools in 1977-78. The other media specialist was already assigned to a school with a small enrollment.

The Cedar Rapids district media director indicated that this arrangement was beneficial to both the Cedar Rapids School District and the Grant Wood AEA:

Cedar Rapids actually uses fewer services than it is entitled to, and Cedar Rapids is responsible for administering the staff member's contract. At the same time the School District is able to select the projects and to utilize the services and expertise of three different media specialists.

The interviews and the information in Tables 2 and 3 indicate that a total of 3.3 media positions were eliminated

throughout the Cedar Rapids Community School District between 1973-74 and 1977-78. These position reductions were accomplished without lay-offs by reassigning personnel to other positions or responsibilities and by taking advantage of natural vacancies.

The media director, Mr. Foley, was questioned about district media staff reductions. Mr. Foley was asked: What reduction was made in district media staffing in the Cedar Rapids Community School District between 1973-74 and 1977-78? He responded that over a period of years he had gradually assumed additional district administrative responsibilities. In July, 1977, his position was further expanded, and his title was changed to Director of Staff and Curriculum Development. This change, in effect, reduced the percentage of time that he spent as director of media services. Mr. Foley estimated that in 1977-78, media-related tasks required approximately 10 per cent of his time but he noted that some responsibilities had been delegated to ad-hoc committees, advisory groups or others.

All of the above facts support the first hypothesis that media reductions had occurred in the Cedar Rapids Community School District between 1973-74 and 1977-78. This hypothesis is accepted.

The second hypothesis was that criteria used for media personnel reductions in the Cedar Rapids Community Schools would include school enrollments, pupil/media specialists ratios, and seniority/staff reduction clauses in collective bargaining agreements.

Since all interviewees indicated that the criteria for media reductions were based on enrollment, the researcher first looked at enrollment statistics to determine pupil/media specialist ratios.

The researcher pursued the problem of what enrollment changes had occurred in the district between 1973-74 and 1977-78. Official fall enrollments were obtained from Dr. George Ross at the Educational Services Center. Tables 4 and 5 illustrate this data. Dr. Ross recommended that the official fall enrollments be used in this study because media staffing was based upon fall enrollments.

The official fall enrollments in Table 4 show a decrease in total enrollments in the elementary schools for each year during the entire five-year period covered in the study. Tables 4 and 5 also show yearly percentage enrollment changes for each school. Although the total elementary school enrollments showed a decrease for the five-year period, individual elementary schools showed a fluctuation between increased and decreased enrollments. The total per cent of decrease in enrollment for elementary schools was greatest between 1976-77 and 1977-78 with a total of 4.5 per cent decrease. Only three elementary schools showed an increase in enrollment during the 1977-78 school year.

Table 5 shows a decline in enrollment of junior high schools similar to that of the elementary schools for the period of this study.

Table 4

Cedar Rapids Elementary School Enrollment Changes
from 1973-74 through 1977-78

Elementary Schools	Official Fall Enrollment									
	73-74	%chg.	74-75	%chg.	75-76	%chg.	76-77	%chg.	77-78	%chg.
Adams	350	--	359	+ 2.5	358	- .3	362	+ 1.1	367	+ 1.4
Arthur	544	--	561	+ 3.0	574	+ 2.3	559	- 2.6	521	- 6.8
Cleveland	550	--	550	0	509	- 7.5	485	- 4.7	472	- 2.7
Coolidge	553	--	547	- 1.0	559	+ 2.1	557	- .4	531	- 4.7
Eisenhower	369*	--	336*	- 8.9	299	-11.0	239	-20.0	203	-15.1
Erskine	455	--	456	- .2	449	- 1.5	406	- 9.6	399	- 1.7
Fillmore	505	--	462	- 8.5	437	- 5.4	400	- 8.5	361	- 9.8
Garfield	403	--	410	+ 1.7	375	- 8.5	357	- 4.8	345	- 3.4
Grant	475	--	452	- 4.8	441	- 4.2	457	+ 3.6	396	-13.3
Grant Wood	523	--	492	- 5.9	521	+ 5.9	514	- 1.3	458	-10.9
Harrison	468	--	463	- 1.0	438	- 5.4	415	- 5.2	357	-14.0
Hayes	348	--	335	- 3.7	323	- 3.6	289	-10.5	272	- 5.9
Hiawatha	592	--	601	+ 1.5	608	+ 1.2	606	- .3	635	+ 4.8
Hoover	474	--	429	- 9.5	445	+ 3.7	384	-13.7	377	- 1.8
Jackson	428	--	405	- 5.4	370	- 8.6	370	0	364	- 1.6
Johnson	560	--	551	- 1.6	567	+ 2.9	548	- 3.3	493	-10.0
Kenwood	498	--	449	- 9.8	471	+ 4.9	420	-10.8	410	- 2.4
Madison	356	--	332	- 6.7	324	- 2.4	328	+ 1.2	311	- 5.2
Monroe	333	--	291	-12.6	#	--	#	--	#	--
Nixon	445	--	472	+ 6.0	486	+ 3.0	538	+10.7	537	- 0.2
Noelridge	*	--	*	--	#	--	#	--	#	--
Pierce	560	--	547	- 2.3	513	- 6.2	488	- 4.9	452	- 7.4
Polk	245	--	265	+ 8.1	280	+ 5.7	268	- 4.3	248	- 7.5
Squaw Creek	258	--	245	- 5.0	432	+76.3	456	+ 5.6	456	0
Taylor	445	--	475	+ 7.0	456	- 4.0	421	- 7.7	420	- .2
Truman	489	--	490	- .2	474	- 3.3	431	- 9.1	416	- 3.5
Tyler	455	--	471	+ 3.5	437	- 7.2	462	+ 5.7	437	- 5.4
Van Buren	477	--	435	- 8.8	440	+ 1.1	450	+ 2.3	447	- .7
Wright	396	--	382	- 3.5	330	-13.6	299	- 9.4	303	+ 1.3
Elementary Totals	12553	--	12263	- 2.3	11916	- 2.8	11509	- 3.4	10988	- 4.5

* Inclusive Enrollments

School closures

Table 5

Cedar Rapids Junior and Senior High School Enrollment Changes
from 1973-74 through 1977-78

Junior High Schools	Official Fall Enrollments									
	73-74	%chg.	74-75	%chg.	75-76	%chg.	76-77	%chg.	77-78	%chg.
Franklin	1105	--	1000	-9.5	984	-1.6	959	-2.5	908	-5.3
Harding	1160	--	1155	-.4	1140	-1.3	1141	0	1090	-4.5
McKinley	854	--	850	-.5	844	-.7	868	+2.8	790	-9.0
Roosevelt	912	--	867	-4.9	839	-3.2	782	-6.8	734	-6.1
Taft	907	--	922	+1.7	920	-.2	955	+3.8	916	-4.1
Wilson	760	--	761	0	704	-7.5	680	-3.4	661	-2.8
Total Jr. High	5698	--	5555	-2.5	5431	-2.2	5385	-.8	5099	-5.3
Senior High Schools	Official Fall Enrollments									
	73-74	%chg.	74-75	%chg.	75-76	%chg.	76-77	%chg.	77-78	%chg.
Jefferson	1635	--	1693	+3.5	1962	+4.1	1783	+1.1	1806	+1.3
Kennedy	1546	--	1560	+.9	1664	+6.7	1669	+.3	1693	+1.4
Washington	1536	--	1565	+1.9	1602	+2.4	1602	0	1519	-5.2
Total Sr. High	4717	--	4818	+2.1	5038	+4.6	5054	+.3	5018	-.7

Junior high schools in Cedar Rapids showed a total of 5.3 per cent decrease in enrollments between 1976-77 and 1977-78. This period represented the largest yearly decrease in enrollments for junior high schools during the five years. Table 5 also shows some fluctuation between increased and decreased enrollments for individual

junior high schools during the five years. Table 5 shows, however, that senior high schools increased in enrollments until the years 1976-77 and 1977-78, when Washington Senior High School showed a decrease. Total senior high school enrollment decreased in 1977-78 for the first time during the period covered in the study.

After enrollment statistics were gathered, the district media director was asked how media staffing was determined. He indicated that a district staffing model was used with the following formulas: at the elementary level the staffing ratio of 450 pupils per media specialist; at the junior high level the ratio was 800 students per media specialist; and at the senior high level the ratio was 600 to 1.

Using these ratios, Tables 6, 7, and 8 were compiled, comparing enrollments with full-time equivalency (FTE) media staffing based on the above-mentioned formulas. The results for individual schools show both overstaffing and understaffing for the period between 1973-74 and 1977-78.

The total FTE for elementary media staffing for the district as a whole revealed overstaffing of media personnel for the entire period between 1973-74 and 1977-78. The junior high school total FTE staffing showed understaffing for the years 1973-74 and 1975-76, but in 1977-78 showed overstaffing of .3 of one FTE media person. High schools, like elementary schools, showed overstaffing in totals for the five school years covered in the study.

Table 6

Comparison of Enrollment with FTE Professional Media Staffing Based on a 450/1 Ratio and with Overstaffing and Understaffing from 1973-74 through 1977-78

Elementary Schools	Enrollment / FTE Professional Media Staffing / Over- and Understaffing per School														
	73-74	FTE	O & U	74-75	FTE	O & U	75-76	FTE	O & U	76-77	FTE	O & U	77-78	FTE	O & U
Adams	350	.8	+ .2	359	.8	+ .2	358	.8	+ .2	362	.8	+ .2	367	.8	+ .2
Arthur	544	1.2	- .2	561	1.2	- .2	574	1.3	- .3	559	1.2	- .2	521	1.2	- .2
Cleveland	550	1.2	- .2	550	1.2	- .2	509	1.1	- .1	485	1.1	- .1	472	1.0	0
Coolidge	553	1.2	- .2	547	1.2	- .2	559	1.2	- .2	557	1.2	- .2	531	1.2	- .2
# Eisenhower	*369	*.8	*+ .2	*336	*.7	*+ .3	299	.7	+ .3	239	.5	+ .5	203	.5	- .1
Erskine	455	1.0	0	456	1.0	0	449	1.0	0	406	.9	+ .1	399	.9	+ .1
Fillmore	505	1.1	- .1	462	1.0	0	437	1.0	0	400	.9	+ .1	361	.8	+ .2
Garfield	403	.9	+ .1	410	.9	+ .1	375	.8	+ .2	357	.8	+ .2	345	.8	+ .2
Grant	475	1.1	- .1	452	1.0	0	441	1.0	0	457	1.0	0	396	.9	+ .1
Grant Wood	503	1.2	- .2	492	1.1	- .1	521	1.2	- .2	514	1.1	- .1	458	1.0	0
Harrison	468	1.0	0	463	1.0	0	438	1.0	0	415	.9	+ .1	357	.8	+ .2
# Hayes	348	.8	+ .2	335	.7	+ .3	323	.7	+ .3	289	.6	+ .4	272	.6	0
Hiawatha	592	1.3	- .3	601	1.3	- .3	608	1.3	- .3	606	1.3	- .3	635	1.4	- .4
Hoover	474	1.1	- .1	429	1.0	0	445	1.0	0	384	.9	+ .1	377	.8	+ .2
Jackson	428	1.0	0	405	.9	+ .1	370	.8	+ .2	370	.8	+ .2	364	.8	+ .2
Johnson	560	1.2	- .2	551	1.2	- .2	567	1.3	- .3	548	1.2	- .2	493	1.1	- .1
Kenwood	498	1.1	- .1	449	1.0	0	471	1.0	0	420	.9	+ .1	410	.9	+ .1
# Madison	356	.8	+ .2	332	.7	+ .3	324	.7	+ .3	328	.7	+ .3	311	.7	0
Monroe	333	.7	+ .3	291	.6	+ .4	---	---	---	---	---	---	---	---	---
Nixon	445	1.0	0	472	1.0	0	486	1.1	- .1	538	1.2	- .2	537	1.2	- .2
Noelridge	*	*	*	*	*	*	---	---	---	---	---	---	---	---	---
Pierce	560	1.2	- .2	547	1.2	- .2	513	1.1	- .1	488	1.1	- .1	452	1.0	0
# Polk	245	.5	+ .5	265	.6	+ .4	280	.6	+ .4	268	.6	+ .4	248	.6	+ .1
Squaw Creek	258	.6	+ .4	245	.5	+ .5	432	1.0	0	456	1.0	0	456	1.0	0
Taylor	444	1.0	0	475	1.1	- .1	456	1.0	0	421	.9	+ .1	420	.9	+ .1
Truman	489	1.1	- .1	490	1.1	- .1	474	1.1	- .1	431	1.0	0	416	.9	+ .1
Tyler	455	1.0	0	471	1.0	0	437	1.0	0	462	1.0	0	437	1.0	0
Van Buren	477	1.0	0	435	1.0	0	440	1.0	0	450	1.0	0	447	1.0	0
# Wright	396	.9	+ .1	382	.8	+ .2	330	.7	+ .3	299	.7	+ .3	303	.7	+.1
TOTAL	12553	27.9	+ .1	12263	27.3	+ .7	11916	26.5	+ .5	11509	25.6	+1.4	10988	24.4	+ .6

*Inclusive staffing and enrollment for media

---Schools closed

#Media staffing adjustments made in 1977-78

Table 7

Comparison of Enrollment with FTE Professional Media Staffing Based on an 800/1 Ratio and with FTE Overstaffing and Understaffing from 1973-74 through 1977-78

Junior High Schools	Enrollment / FTE Professional Media Staffing / Over- and Understaffing Per School														
	73-74	FTE	O & U	74-75	FTE	O & U	75-76	FTE	O & U	76-77	FTE	O & U	77-78	FTE	O & U
Franklin	1105	1.4	- .4	1000	1.3	- .3	984	1.2	- .2	959	1.2	- .2	908	1.1	- .1
# Harding	1160	1.4	+ .6	1155	1.4	+ .6	1140	1.4	+ .3	1141	1.4	+ .3	1090	1.4	+ .3
McKinley	854	1.1	- .1	850	1.1	- .1	844	1.1	- .1	868	1.1	- .1	790	1.0	0
Roosevelt	912	1.1	- .1	867	1.1	- .1	839	1.1	- .1	782	1.0	0	734	.9	+ .1
Taft	907	1.1	- .1	922	1.1	- .1	920	1.1	- .1	955	1.2	- .2	916	1.1	- .1
Wilson	760	1.0	0	761	1.0	0	704	.9	+ .1	680	.9	+ .1	661	.8	+ .2
TOTAL Jr. High	5698	7.1	- .1	5555	6.9	+ .1	5431	6.8	- .1	5385	6.7	0	5099	6.4	+ .3

Table 8

Comparison of Enrollment with FTE Professional Media Staffing Based on a 600/1 Ratio and with FTE Overstaffing and Understaffing from 1973-74 through 1977-78

Senior High Schools	Enrollment / FTE Professional Media Staffing / Over- and Understaffing Per School														
	73-74	FTE	O & U	74-75	FTE	O & U	75-76	FTE	O & U	76-77	FTE	O & U	77-78	FTE	O & U
Jefferson	1635	2.7	+ .3	1693	2.8	+ .2	1762	2.9	+ .1	1783	3.0	0	1806	3.0	0
Kennedy	1546	2.6	+ .4	1560	2.6	+ .4	1664	2.8	+ .2	1669	2.8	+ .2	1693	2.8	+ .2
Washington	1536	2.6	+ .4	1565	2.6	+ .4	1602	2.6	+ .4	1602	2.6	+ .4	1519	2.5	+ .5
TOTAL Sr. High	4717	7.9	+1.1	4818	8.0	+1.0	5038	8.4	+ .6	5054	8.4	+ .6	5018	8.4	+ .6

Media staffing adjustment made from 1975-76 through 1977-78

In order to determine the importance of seniority/staff reduction clauses in the collective bargaining agreements as criteria for media personnel reductions, the researcher examined the master contracts. A study was made of the two master contract agreements between the Cedar Rapids Education Association (CREA) and the Cedar Rapids Community School District, dated 1976-77 and 1977-78.²² This study gave up-to-date, detailed information regarding staff reduction policies for Cedar Rapids Community School District personnel. No significant difference existed between the 1976-77 agreement and the 1977-78 agreement as far as staff reduction policies were concerned.

The questions previously listed in the methodology section of this case study are listed below with information found through study of the official agreements between the CREA and the Cedar Rapids Community School District.

1. What criteria were identified for use in personnel reductions?

The staff reduction policy contained in the negotiated master contract agreements stated:

If the school district, in its sole discretion shall determine to reduce staff or discontinue programs, an effort shall be made to accomplish such reduction by attrition.

The policy further stated:

If such reduction or dismissal shall occur, those employees with emergency or temporary certificates shall be reduced first. Additional employees will be reduced according to the following seniority ranges: 1-2 years, 3-5 years, 6-8 years, 9-11 years, 12 years or more.²³

²²Agreement between Cedar Rapids Education Association and Cedar Rapids School District. 1977-78, p. 14.

²³Ibid.

2. What procedures were used when personnel reductions were made?

The agreements stated: "The school district shall provide notice to the Association and to each employee who may possibly be affected by reduction no later than March 15 preceding each school year."²⁴

3. How were the criteria and procedures determined?

The agreements concerning criteria were arrived at by committee and approved by a vote of teachers in the Cedar Rapids Community Schools. The procedures were set down by state law.

4. Who was responsible for formulating and developing the staff reduction policies contained in the master contract agreements?

Within the rules set down by law, the CREA formulated and developed the policies which were agreed to by the Cedar Rapids Community School District.

The Cedar Rapids Community School District recognizes the Cedar Rapids Education Association as an affiliate of the Iowa State Education Association and the National Education Association as the certified exclusive bargaining representative for all personnel employed by the school district as set forth in the PERB certification instrument (case #94) issued by the PERB on the 27th day of June, 1975.²⁵

5. When did the master contract agreements go into effect?

The first official agreement was effective for the 1976-77 school year and the second for the 1977-78 school year.

²⁴Ibid.

²⁵Ibid., p. 1.

6. Who had the authority to identify personnel to be laid off?

"Within seniority ranges the selection of employees for reduction shall be at the discretion of the school district.²⁶

7. Who had the authority to initiate position reductions?

The school district had sole discretion to discontinue programs and/or positions.

8. What alternatives did the master contract agreements have for staff whose positions had been eliminated or reduced?

The alternatives were set forth in the procedures for transfer in the Agreement:

Every employee shall have the right to apply for any vacancy for which s/he is certified by so advising the principal of the building where the vacancy exists within the ten (10) day posting period.²⁷

Also:

No employees shall be dismissed unless all other employees in the lowest seniority ranges have been dismissed, except that the school district may override seniority considerations if an employee is essential to the continuation of an existing educational or affirmative action program.²⁸

9. How long would a person who had been laid off be subject to recall?

The contract agreements stated:

Employees who have not been renewed as a consequence of a reduction in staff shall be offered the opportunity of filling a vacancy for which they are fully certified

²⁶Ibid., p. 14.

²⁷Ibid., p. 13.

²⁸Ibid., p. 14.

before such opportunity is offered to any other person, provided this requirement shall be inoperative two (2) calendar years following the reduction notification date.²⁹

10. How were staff reductions accomplished before the master contracts became effective?

Policy 4470 in the district policy manual outlined the procedures. The policy stated: "Staff to be placed on staff reduction leave shall be selected in the inverse order of their original contract date, not building assignment."³⁰

Based on the answers to the ten questions, the researcher concluded that decisions about staff and program reductions rested solely with the Cedar Rapids Community School District. Criteria for personnel reductions followed a seniority guide as set down in the agreement. Formulas for staffing were assumed to be at the discretion of the district, because no staffing formulas were mentioned in the contract agreements. The researcher assumed that special programs such as media, art, music and physical education were included in the general staff reduction policies since no specific mention was made of them in the agreement.

All interviewees were asked the question: "In your opinion, what effect did the teachers' master contract have on media staff reductions?" The general feeling was that the contract had no direct effect on the reductions, because no staff members were actually laid off. The media reductions were, in reality, building-level

²⁹Ibid., p. 14.

³⁰Policy 4470. Cedar Rapids Community School District Policy Manual, Adopted 1/28/74, Effective 7/1/74.

position reductions which were determined by enrollment and staffing ratios. Even though the contract had no direct effect on the media reductions, several of the interviewees mentioned some indirect effects. Typical comments were:

It is hard to measure contract effects because before collective bargaining laws, there were elements of faith in staffing. Somehow when things are on paper, there are fewer free alternatives in staffing.

I think the contract agreement had some effect. The district is now using a number criterion and they (the school district) didn't use to mention any criteria.

It may have had some effect. The contract guarantees substitutes, sick leave and mileage when we are out of the building.

The contract may have had some implications farther down the line--a ripple effect. The district didn't add a person to the media staff for the district-level projects; they just restructured what they had in the way of media personnel.

You can't put your finger on it, but collective negotiations as a whole have made it more difficult for the administration to make decisions to do away with programs or parts of programs. In a way, the contract has protected jobs.

Other questions concerning criteria used for media staffing were asked of the district media director. He indicated that no major changes had occurred in staffing criteria and/or reductions during the last five years. The district staffing model was developed about four years ago, however, and he indicated that it was a working document, used only as a guide for staffing media.

The district media director was also asked: "Does the Cedar Rapids School District have a written policy on media staffing criteria and procedures, and if so, what is it?" He indicated that there was no written district policy on criteria for staffing, but that the

media staffing model ratios of 450, 800, and 600 respectively for elementary, junior high, and senior high schools were maintained for media as well as for other areas such as music, art, physical education, counseling and administration areas.

Based on the examination of enrollment statistics, the master contract agreements, and personal interviews, the researcher accepts the second hypothesis that criteria used for media personnel reductions in the Cedar Rapids Community Schools included school enrollments, pupil/media specialist ratios, and seniority/staff reduction clauses in collective bargaining agreements. The formal staff reduction policy in the master contract was not imposed, however, because no lay-offs were necessary.

The third hypothesis was that the district media director was the person most responsible for making the decisions about media personnel reductions in the Cedar Rapids schools during the period studied. All interviewees were asked: "In your opinion, who was most responsible for making the decisions to reduce media personnel in the Cedar Rapids schools?" Principals and media specialists all agreed that district administrators were responsible for the reductions, although some persons felt that the district administrators had allowed the district media director to use creative ways to accomplish the media staffing changes.

Each interviewee was also asked the question: "What input did you as principal (or media specialist) have on the decision to reduce media personnel in your school?" Principals and media specialists unanimously agreed that they had little or no personal input beyond

accepting or rejecting their new assignments.

Mr. Foley was asked: "Who made the decisions about the district media staffing reduction?" He indicated that an agreement had been made at the administrative level.

Based on the answers given above that district administrators were mainly responsible for decisions about media staff reductions that occurred during the period of this case study, the third hypothesis that the district media director was most responsible was rejected.

The fourth hypothesis was that media services had been reduced in the Cedar Rapids Schools in the buildings where staff reductions had occurred. Since no physical evidence was available to support this hypothesis, interviews with the director of media, media specialists, and principals were conducted.

The question: "What building level media services do you think have been reduced because of the building media staff reductions?" was asked in all interviews. One answer was that the least damaging and lowest priority services were probably reduced. Typical comments from principals were:

Last year, the media specialist was able to see every child each week in a classroom situation. Now the media specialist cannot do that. It's difficult to keep track of the media specialist's schedule. The media specialist is not as available this year as a student or teacher consultant.

All principals interviewed were of the opinion that some reduction in media services had occurred, but all felt that the reductions were necessary to equalize media services between schools with small and large enrollments. All thought that media services were better before the media position reductions in their buildings.

One principal speculated that it might take some time to know the full effect of the reductions because media programs had a little momentum behind them.

Another principal pointed out that if the media specialist was new to the building, a reduction of media services was difficult to measure. The change in personnel made the loss more difficult to identify. Two elementary schools were affected in 1977-78 by a simultaneous reduction and change in media personnel. Principals also noted that changing a media specialist was more difficult than changing a teacher because a media specialist works with many people, including both teachers and students.

Two advantages were attributed to the media personnel changes. One advantage mentioned was improved communication between district-level personnel and building-level personnel who had additional district-level media assignments. Another advantage noted was that certain strengths showed up with new media staff.

Most principals observed that media services involving communication and interaction were affected by the reduction of media personnel in their buildings. Principals in at least three interviews initiated discussions which linked communication services with the media specialists' schedules. The three media specialists involved had district-level media assignments which made it necessary to be out of their buildings at various times. Their schedules varied from building to building.

One principal mentioned that the media specialist at his school was in the building the same time each day, making communication easy because teachers, students and the principal always knew when

she would be available at the building media center. The media specialist at this building was also pleased with her schedule arrangement.

Media communications in a second building were more seriously affected by the media specialist's schedule. Although each week's schedule was basically identical, the hours which the media specialist spent outside of the building varied from day to day. This type of schedule was more difficult for teachers to remember and resulted in a breakdown in communication.

One other principal recognized the same problem with communication and scheduling time out of the building. The media specialist at this school had a flexible schedule to work on district assignments when the need arose. She was not required to be out of the building on a daily basis, but the nature of her district-level assignment as trouble shooter necessitated a schedule flexibility to allow access to scheduled events, resource persons or necessary materials to develop assigned projects.

In general, media specialists interviewed agreed with principals on media services that had sometimes been reduced. The media specialists, however, were better able to identify specific areas that were affected. Table 9 shows media service areas that were affected by media staff reductions according to the media specialists interviewed.

Table 9 shows that all of the media specialists felt that communication and interaction services had been reduced. At least two media specialists noted reduced services in the areas of instructional support, curriculum support and development, selection and acquisition, and reference/bibliographic services.

Table 9

Affected Media Services Indicated by Media Specialists

Media Service Areas	Number of Media Specialists indicating:		
	Increased Services	No Effect on Services	Reduced Services
Administration	1	4	0
Interaction and Communication	0	0	5
Instructional Support	0	3	2
Curriculum Support and Development	0	2	3
Staff Development	0	5	0
Selection and Acquisition	0	2	3
Reference/Bibliographic Service	0	1	4
Production	0	4	1
Professional Growth	4	1	0

One media specialist pointed out that selection and acquisition services were affected because her district-level assignment reduced the time spent in contacting teachers, visiting classrooms, and observing teaching styles in her school.

All of the media specialists interviewed noted that administration services had remained the same or had improved during the time they had been involved in the building media position reductions. The media specialists attributed this fact to better efficiency, faster decision-making, and to delegating more tasks to others. An increase in the area of professional growth and development was noted

by all but one media specialist involved in the reductions.

In summary, the interviewees indicated that some media services had not been reduced by the position reductions, but that other services had definitely been reduced. Since many opinions were presented to support the hypothesis that some media services had been reduced in the Cedar Rapids Schools where staff reductions had occurred, this hypothesis can be accepted.

The researcher had further hypothesized that district-level media services had been reduced because of a change in the position and/or duties of the district media director. When Mr. Foley was asked: "What media services do you think have been reduced because of the district media position reduction?" he indicated that his services had been restructured rather than reduced and that he continued to provide a leadership role in media by using both expertise and influence to direct media services in the Cedar Rapids Community Schools. He felt that the media staff was unique and that "they all know the core expectations of the media program." He stated that he believed a 50 to 60 per cent level of similarity existed in building media services and indicated that no major problems arose during the past year. He called the Cedar Rapids media specialists a "professionally cohesive group" and stated that the less he did--the less visible he was--the more the leadership of the media specialists became evident.

Media specialists were also asked what district-level media services were reduced because of the district media position reduction. Fewer media staff meetings were mentioned most often by the media specialists interviewed in response to this question. Some thought that

communication between district-level and building-level media personnel had dropped because media staff meetings were not held even though small media groups continued to meet monthly. Fewer full-staff meetings resulted in less frequent input from district-level coordinators. Some media specialists also noted that the infrequency of district staff meetings seemed to have a negative effect on media personnel morale.

The media specialists who were interviewed thought that some district media services had improved because of the new district-level part-time assignments. They felt that the district-level assignments provided long-range visibility for media and because they were sometimes involved in the design of district-level curriculum and programs an overall positive impact on media services in the district was evident. One media specialist stated that staff development services had suffered most because of a lack of any intensive inservice. In general, most of the media specialists interviewed felt that the district media director was still active in media, still had much influence, but was not as personally involved.

Based on the interviews, the hypothesis that the district-level media services had been reduced because of the change of the position and/or duties of the district media director was rejected.

Chapter 5

CONCLUSIONS

The researcher concludes that the Cedar Rapids Community School District was similar to other school districts in that they had experienced enrollment declines and related school closures during the period between 1973-74 and 1977-78. In the area of media, Cedar Rapids had experienced staff and services reductions. Reviewed literature indicated that many other school districts had used lay-offs as a means of staff reduction. In contrast, Cedar Rapids had used a technique of reducing media staffing by shifting media personnel to part-time district media positions. Three media specialists were chosen for these assignments because of specific areas of expertise.

The district media director indicated that as school enrollments continue to drop, additional assignments would probably be given to media personnel and that media centers would play an even greater role in future programs in Cedar Rapids. A specific example given was the talented and gifted program currently being developed.

The Cedar Rapids School District made media staffing adjustments without monetary costs through an arrangement whereby the Grant Wood AEA compensated the Cedar Rapids district for one full-time media position in lieu of providing AEA media personnel services to Cedar Rapids. The arrangement was unique to this researcher and might be of value to administrators in other districts looking for staffing alternatives.

Research studies of school districts similar to the Cedar Rapids district might show other unique staffing arrangements which would be of considerable value to administrators and planners of media staffing. Are other school districts doing similar reductions in different ways?

One factor not officially pursued in the study, but mentioned many times in relation to media services, was the full-time media clerical staff in all buildings. Clerical support was most probably the factor that kept media services from breaking down when the media specialists were on alternate assignments. The clerical support in the Cedar Rapids media centers undoubtedly kept media service reductions at a minimum.

Interviews with building and district personnel and excellent professional media staffing and full-time clerical support both indicated that Cedar Rapids School District places high value on media programs and media services.

A survey or case study of classroom teacher reactions to media reductions would give additional insight into media patron views. Another interesting study also might be conducted in a school district of comparable size and with comparable media staffing which has encountered a similar problem of media staff reductions.

Because of the relative newness of the reductions in Cedar Rapids, both in building and district level media positions, effects of the reductions were inconclusive. A follow-up study pursuing the same problems could show different results.

BIBLIOGRAPHY

- Agreement between Cedar Rapids Education Association and Cedar Rapids School District. 1977-78.
- Blair, Robert E. "Ontario: Study on Falling Enrollment," Phi Delta Kappan, November 1977 pp. 214-215.
- "Budget Clashes Threaten School and Public Libraries," School Library Journal, September 1977, p. 11.
- Coleman, Peter. School Division Planning in a Era of Declining Enrollments. Occasional Paper no. 18. U. S. Educational Resources Information Center. ERIC Document ED 075 924, 1973.
- Hickrod, G. Alan and others. Enrollment Change and Educational Personnel Change in the K-12 Schools of Illinois. U. S. Educational Resources Information Center. ERIC Document ED 128 917, March 1976.
- "High Schools Enter New Era of Declining Enrollments," Phi Delta Kappan, October, 1977, pp. 138-139.
- Iowa Public School Program and Personnel Survey Trendline/Analysis
Iowa State Education Association, Research Bulletin No. 77-09, November 1977.
- "ISEA Research Study Reveals How Finance Crisis is Chipping Away Education Programs and Staff," Communique, November 1977.
- Jordan, K. Forbis and Carol E. Hanes. "Financing Education in an Era of Limits," Phi Delta Kappan, June 1976, pp. 677-678.
- Martin, John, "Finance Crisis is Forcing Iowa's Schools Backward," Communique, December 1977.
- National Center for Educational Statistics, Projections of Educational Statistics to 1981-82. (Washington : U. S. Government Printing Office, 1973) cited in Campbell, Roald R. and others. The Organization and Control of American Schools. Columbus: Charles E. Merrill Publishing Company, 1975.
- Nolte, M. Chester. "Follow These How To's When You Must Cut Staff," The American School Board Journal, July 1976, pp. 26-27.
- _____. "How To Tell Which Teachers To Keep and Which To Lay Off," The American School Board Journal, June 1976, pp 28-30.

- Odden, Allan and others. The Fiscal Impacts of Declining Enrollments: A Study of Declining Enrollments in Four States - - Michigan Missouri, South Dakota and Washington. U. S. Educational Resources Information Center. ERIC Document ED 128 591, December 1976.
- Planning For Declining Enrollments. Planning Assistance Manual and Case Studies. U. S. Educational Resources Information Center. ERIC Document ED 128 918, July 1976.
- Policy 4470. Cedar Rapids Community Schools Policy Manual, Adopted 1/28/74, Effective 7/1/74.
- "Report 1977 School Finance Survey Missouri Public Schools," Missouri State Teachers Association, 1977.
- Report of the Committee on Pupil Enrollment to the Arlington County School Board. U. S. Educational Resources Information Center, ERIC Document ED 105 585, February, 1974.
- Report of the Illinois Task Force on Declining Enrollments in the Public Schools. U. S. Educational Resources Information Center ERIC Document ED 116 353, December, 1975.
- Rodekohr, Mark and Carol Rodekohr. "A Study of the Effects of Enrollment Decline," Phi Delta Kappan, May 1976, pp. 621-623.
- Runkle, Susan. Telephone Interview. Cedar Falls, Iowa. December 1, 1977.
- Sargent, Cyril G. and Judith Handy. Fewer Pupils/Surplus Space, A Report. U. S. Educational Resources Information Center, ERIC Document ED 093 046, 1974.
- "School Closings and Cutbacks — Spreading Impact of Taxpayer Revolt," U.S. News, December 20, 1976, pp. 27-28.
- "School Library Media Specialists Fight For Jobs," School Library Journal, October 1975, p. 62.
- Sieradski, Karen. Implications of Declining Enrollments for Schools. U. S. Educational Resources Information Center. ERIC Document ED 114 906, 1975.
- "Silver Lining in the Enrollment Decline," Phi Delta Kappan, March 1976, p. 434.
- Sive, Mary R. "Bona Fide Exigency?" School Library Journal, November 1974, p. 3.
- Small Schools Task Force, Final Report U. S. Educational Resources Information Center, ERIC Document ED 117 804, February, 1976.
- Teacher Opinion Poll, XVIII June 18, 1976. NEA Research, Washington D.C.

Thomas, Donald. "Strategies for Closing a School and Reducing Staffs," NAASP Bulletin, March 1977, pp. 8-19.

Waterloo (Iowa) Courier, March 15, 1977.

Building principal interview questions

1. In your opinion, what criteria were used for professional media staff reductions in your building between 1973-74 and 1977-78?
2. In your opinion, what effect did the teachers' master contract agreement with the Cedar Rapids Community School District have on the reduction of professional media staff in your building?
3. Who, in your opinion, was most responsible for making the decisions about reducing media personnel in your building between 1973-74 and 1977-78?
4. What input did you as principal have in the decision to reduce media personnel in your school?
5. What media services do you think have been affected or reduced because of the media personnel reduction in your school?
6. Please make any other comments that you care to about media personnel reductions and/or effects of those reductions that have occurred in your school between 1973-74 and 1977-78.

APPENDIX B

Building media specialist interview questions

1. Which of the following best describes the results of the media personnel/position reduction that occurred in your building?
 - a. part-time reassignment to a classroom
 - b. double school media assignment
 - c. transfer to another school
 - d. lay-off
 - e. other (please clarify)

2. Which of the following criteria do you think were used for the media personnel/position reduction that occurred in your building?
 - a. pupil/media specialist ratio based on enrollment
 - b. seniority
 - c. staff reduction policy contained in the teachers' master contract
 - d. other (please clarify)

3. In your opinion, who on the following list was most responsible for making the decision about reducing media personnel in your building?
 - a. district media director
 - b. other district administrators
 - c. building principal
 - d. building media specialist
 - e. other (please clarify)

4. In your opinion, what effect did the teachers' master contract agreement have on the media staff reduction in your building?

5. What input did you as media specialist have in the decision concerning the media staff reduction in your building?

6. Which of the following media services were most affected by the media personnel/position reduction in your building?
 - a. administration
 - b. interaction and communication
 - c. instructional support
 - d. curriculum support and development
 - e. staff development
 - f. selection and acquisition of materials
 - g. reference/bibliographic services
 - h. production services
 - i. professional growth
 - j. other (please clarify)

Building media specialist interview questions, continued.

7. In your opinion, what district media services have been reduced or affected by the district media personnel/position reduction that occurred between 1973-74 and 1977-78?
8. Please make any other comments you may wish concerning media personnel or media position reductions that occurred during the period in question in the Cedar Rapids Community School District.

APPENDIX C

District Media Director Interview Questions

1. What criteria were used in the professional media personnel reductions that occurred in the Cedar Rapids Community Schools during the period from 1973-74 through 1977-78?
2. What changes occurred in criteria used for media staffing and/or media staff reductions during the five year period between 1973-74 and 1977-78?
3. What if any written policy exists on media staffing criteria and/or procedures for reduction of media staffing in the Cedar Rapids Community District?
4. In your opinion, what effect did the teachers' master contract agreement with the Cedar Rapids School District have on the media staff reductions that occurred in the Cedar Rapids Community School District during the period between 1973-74 and 1977-78?
5. Who made the decisions about the media personnel reductions that occurred in the Cedar Rapids School District between 1973-74 and 1977-78?
6. What input did building level principals and/or media specialists have in the decisions on their individual building media personnel reductions that occurred during the five year period in question?
7. What was the unique staffing arrangement made with Grant Wood Area Education Agency concerning some of the media personnel reductions that occurred during the 1977-78 school year?
8. What building level media services do you think have been reduced or affected because of the building media staff reductions that have occurred during the five year period in question?
9. What reduction has been made in district level media staffing during the five year period in question?
10. What criteria were used for the reduction of district level media personnel?
11. Who made the decisions about the district media staffing reduction?
12. What overall mediaservices do you think have been reduced or affected due to the district media personnel reduction?
13. Please make any comments concerning media staffing and/or media services that you wish to and also comments on long-range plans for media in the Cedar Rapids Community School District.