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A Role Analysis of the State-Approved Director of Special Education in the State of Illinois

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A ROLE ANALYSIS OF THE STATE-APPROVED DIRECTOR
OF SPECIAL EDUCATION IN THE
STATE OF ILLINOIS

The purpose of this research was to determine the role of the state-approved director of special education who administers a special education cooperative in the state of Illinois. Research of the literature revealed no role description and confusion between this role and similar special education administrative roles.

Data were obtained by a research-developed questionnaire sent to all seventy (70) state-approved directors and an in-depth interview with ten (10) directors who were randomly selected. The state-approved directors reported five key functions of their roles that met the sixty (60) percent criteria established.

They are:

1. Developing policy regarding the budgeting practices of the cooperative.
2. Developing the cooperative's budget.
3. Developing liaison relationships with the State Board of Education.
4. Developing working relations with the state legislature regarding special education legislation.
5. Developing the goals and objectives of the cooperative's mission.

The variables of size of student population base of the cooperative and geographic location appeared to have no effect on the state-approved director's role function. Due to missing observations and the small numbers in each category, caution was exercised in interpreting that data.

The variable of the cooperative's administrative organization appeared to have an effect on the state-approved director's role. Cooperatives that were centrally organized and were legal entities had clearer role definitions for the state-approved director. Governance of the cooperative developed as an important issue for the state-approved directors in implementing their roles. Confusion in the lines of authority appears to create stress situations for the state-approved directors.

The administrative processes of planning, organizing, stimulating, coordinating, and controlling were examined to determine their effect on the state-approved director's role. Only planning demonstrated impact.

The study also concluded that the training program for state-approved directors and certification requirements be upgraded.

A ROLE ANALYSIS OF THE STATE-APPROVED DIRECTOR
OF SPECIAL EDUCATION IN THE
STATE OF ILLINOIS

by

Corinne G. Warsawsky

A Dissertation Submitted to the Faculty of the Graduate School
of Loyola University of Chicago in Partial Fulfillment
of the Requirements for the Degree of
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VITA

Corinne Gene Warsawsky, daughter of the late Ida and Samuel Cooper, was born in Chicago, Illinois on December 16, 1929. Her elementary education was completed at the Patrick Henry School in 1943. She graduated from the Theodore Roosevelt High School, Chicago, Illinois in 1947.

In August, 1967, she was awarded the degree of Bachelor of Arts, majoring in Psychology, at Northeastern Illinois State College. She received the degree of Master of Arts in Special Education from Northeastern Illinois State College in 1970. In August, 1977, she was accepted into the doctoral program in Educational Administration and Supervision at Loyola University in Chicago, Illinois.

She has been a special education teacher of emotionally disturbed and behaviorally disordered students from 1961 to 1972 in both the private and public sectors. Since 1967, she has been associated with Northern Suburban Special Education District, a special education cooperative located in Highland Park, Illinois as a teacher, supervisor, and administrator. Her present assignment includes the administration of the cooperative's off-campus center for emotionally disturbed and behaviorally disordered students located at the Arden Shore Association, Lake Bluff, Illinois.

Ms. Warsawsky is married to Samuel N. Warsawsky, attorney at law, and has a daughter, Paula Louise Giamou, who is married and resides in Toronto, Canada.

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CHAPTER I

INTRODUCTION AND OVERVIEW

The passage in 1975, of Public Law 94-142, the Education of All Handicapped Children Act, has focused attention on special education and those who administer special education. Despite current cutbacks, the federal government is still funneling millions of dollars to each state in order to insure that all handicapped students are appropriately served by the public schools. The law is specific in its mandates. Its stated purposes are:

1. Guarantee the availability of special education programming to handicapped children and youth who require it.
2. To assess fairness and appropriateness in decision making with regard to providing special education to handicapped children and youth.
3. To establish clear management and auditing requirements and procedures regarding special education at all levels of government.
4. To financially assist the efforts of state and government through the use of federal funding.¹

¹Joseph Ballard and Jeffery Zettel, "Public Law 94-142 and Section 504: What They Say About Rights and Protections," Exceptional Children 44 (November 1977): 177-185.

The state of Illinois administers special education for handicapped children through the Illinois State Board of Education (I.S.B.E.) and its division of Special Services. Based on Article 14 in the Illinois School Code and the Rules and Regulations to Govern the Administration and Operation of Special Education, the Illinois State Board of Education has developed a system of delivering special education service throughout the state.

Historically, Illinois has demonstrated leadership in serving its handicapped school population. In 1957, the Illinois Problems Commission determined that to be effective in the programming of special education services, it would be necessary for school districts to combine their special education student population base. By increasing the student population base to a minimum of 15,000, a proper continuum of program options could be developed. The establishment of educational cooperatives followed and in 1969, when the state mandated special education, cooperatives spread throughout the state (see Glossary). There are now seventy (70) cooperatives operating in Illinois.

A special education cooperative is a collective of several school districts, usually geographically contiguous, pooling their base of children to be served so that a more comprehensive continuum of service can be effected. The cooperatives are governed by boards of education that have the same duties as those of regular boards of education in that they select the program administrators and operate at a policy level. Membership on the board of a cooperative is

determined by the nature of the organization of the cooperative. A cooperative can be organized as either a legal entity or a joint agreement district (see Glossary).

LEGAL ENTITY - operates as a school district and is assigned a school district number. The board consists of superintendents and lay members currently serving on the boards of the cooperative's district members. It is fiscally independent.

JOINT AGREEMENT DISTRICT - operates within an existing district. The board consists of superintendents currently serving on the boards of the cooperative's district members. It is fiscally dependent.

The administrators of cooperatives are designated by the Illinois State Board of Education as state-approved directors. They are responsible, at the local level, for the total implementation of special education services of the multi-district cooperative. Article 3.07 in the Rules and Regulations states:

The establishment and operation of all special education programs and services shall be under the coordination and educational direction of a state-approved director of special education. Such director refers to an individual functioning in that capacity whose credentials have been approved by the state board of education.²

Although their responsibilities are large, there is very little documentation regarding their specific role.

²Joseph M. Cronin and Jack Witkowsky, Rules and Regulations to Govern the Administration and Operation of Special Education (Springfield: Illinois State Board of Education, 1979), p. 12.

In an attempt to explore this position, Marror and Kohl conducted a normative study. They state:

The role of the administrator of special education must be viewed both in the context of special education programs and in the interface between that program and the programs of general education. His status, influence and direct participation on policy and budget determination³ often reflect the state of special education programs.

Getzels, in his study on administrative role, defines role in terms of role expectation, "...the normative rights and duties which define within limits what a person should or should not do under various circumstances so long as he is an incumbent of a particular institutional role."⁴ These roles are usually formulated before the current role incumbent is in place. Although roles are not rigid, there are limits to their flexibility. Some institutions, i.e., the army or religious orders, are so clear as to role expectation that predictability of role performance is possible.⁵

Although roles are determined by institutions, they are occupied by people each of whom interprets his role in a unique manner. How the role incumbent perceives his actual and appropriate role is reflected in his job performance.

³Thomas David Marro and John Kohl, "Normative Study of the Administrative Position in Special Education," Exceptional Children 39 (September 1979): 9.

⁴Jacob W. Getzels, "Administration as a Social Process," in Administrative Theory in Education, ed. Andrew W. Halpen (Chicago: Midwest Administrative Center, University of Chicago, 1958), p. 153.

⁵Jacob W. Getzels, James M. Lipham, and Roald F. Campbell, Educational Administration as a Social Process: theory, research, practice (New York: Harper and Row, 1968), p. 61.

Educational administrators' roles are, "usually expressed in terms of an inventory of tasks, responsibilities, duties and rights, such as enforcing the rules and regulations promulgated by the board of education, preparing the school budget, supervising the teaching personnel, speaking to community groups, and so on."⁶

Other investigations of administrative role can be traced back to Fayol's early work. He viewed the administrator's role by examining the elements or process of administration. He determined that there were five basic elements of administration: planning, organization, command, coordination, and control. For the purpose of this research, five administrative processes were selected for examination (see Chapter II). They are planning, organizing, stimulating, coordinating, and controlling. The results of a field test detailed in Chapter III verified their inclusion.

For the purpose of this research, planning, organizing, stimulating, coordinating, and controlling are defined as stated below:

PLANNING - To be prepared, to decide in order to achieve a goal.

ORGANIZING - To determine and to establish the elements to achieve a goal.

STIMULATING - To motivate and to execute the plan in order to achieve a goal.

COORDINATING - To harmonize all elements to achieve a goal.

⁶Ibid., pp. 228-229.

CONTROLLING - To evaluate and monitor all administrative processes to achieve a goal. To manage or govern.

Purpose of the Study

The purpose of this study was to determine the role of the state-approved director of special education who administers a special education cooperative in the state of Illinois by examining the appropriateness and delegation of administrative tasks. Additional objectives were:

1. To determine whether the following variables had impact on the role of the state-approved director of special education.
 - a. Size of the cooperative (student population base)
 - b. Geographic location
 - c. Administrative organization
2. To determine whether the following administrative processes had impact on the role of the state-approved director of special education.
 - a. Planning
 - b. Organizing
 - c. Stimulating
 - d. Coordinating
 - e. Controlling

Scope and Design

In this survey and analysis of the role of the state-approved director of special education cooperatives in the state of Illinois, all seventy (70) directors were contacted (see Appendix D).

A three-page questionnaire was sent to each director in order to determine the director's role (see Appendix A). The first mailing produced a 67 percent response. The second mailing returns increased the response rate to 80 percent. From these seventy (70) directors, ten (10) were randomly selected to participate in an in-depth structured interview (see Appendix H). The first ten (10) contacted agreed to an interview.

The collected data were tabulated and analyzed to determine the role of the state-approved director of special education. The questionnaire was designed to yield information on the administrative processes of planning, organizing, stimulating, coordinating, and controlling. Additional information on the size, geographic location, and the administrative organizational model were collected from the state-approved directors of special education in order to determine if these factors had significant impact on the results (see Chapter III for details on the design of the study).

The Getzels-Guba concept of role was the foundation on which the study was based. The questionnaire directly asked the directors whether the twenty-five (25) descriptors were appropriate to their role and whether the directors performed or delegated them.

Limitations of the Study

The study was limited to the state-approved directors of special education cooperatives in the state of Illinois. While there are other directors of special education, the state-approved

director is a special case. It is this specific director whose signature is a necessary and a state required endorsement, i.e., private placement, financial grants, distribution of state and federal funds, personnel reimbursement, etc.

The study limits itself to surveying only the state-approved directors. State-approved directors of special education are a relatively new administrative role and have therefore generated little in the way of research. Many of the studies that have been done have confused the role of the state-approved director with special education directors that work within school systems as a part of regular administrative staffing arrangements. The state-approved director's position is different from other special education administrators.

An assumption was made that the directors were best able to clearly state their current role and determine if a descriptor was appropriate. The survey was developed and field tested with regular and special education administrators who had knowledge and contact with the role and function of the state-approved directors who administer a cooperative in the state of Illinois. For the most part, those participating in the field testing were employed in the field of special education. A more detailed report of the field test is in Chapter III.

Significance of the Study

The impact of P. L. 94-142 has put demands on the special education system to not only expand, but also to move the system into more interfacing with regular programming. The mandates to

mainstream students, search and find special education students, and protect due process rights are but a few of the new pressures on the special education system.

It was anticipated that by analyzing the role of the state-approved director of special education who administered a special education cooperative in the state of Illinois, a model role description would develop. This clarification of role will have impact in the following areas:

1. Evaluating of state-approved directors.
2. Training of state-approved directors.
3. Interfacing of state-approved directors with general education.
4. Interfacing of state-approved directors with the Illinois State Board of Education.
5. Upgrading of the certification for the state-approved director.

CHAPTER II

REVIEW OF RELATED LITERATURE AND RESEARCH

The purpose of this study was to analyze the role and responsibilities of the state-approved directors of special education who operate special education cooperatives in the state of Illinois. The literature and research review was conducted regarding special education administration and its legal mandates and the related areas of role and administrative theory.

Role Theory

The social scientists began to examine the use of role as early as the 1920's. Park and Burgess (1921) wrote a paper regarding the self-perceptions of an individual's role. This early establishment of self-perception as a valid means to investigate role persists to present research. During the 1930's, the work of Jacob Moreno determined the two-stage development of role: role perception and role enactment.¹

The concept of role that will be used in this study is that posited by Biddle, "...that role is a set of prescriptions defining

¹Bruce J. Biddle and Edwin J. Thomas, eds., Role Theory: Concepts and Research (New York: John Wiley & Sons, Inc., 1966), p.6

what the behavior of a position member should be."² The definition refers to the normative function or performance standards.

Cooley, as cited in Biddle, states there are three elements to be considered in role determination: first the assignment of self-role, then the role as valued by another and last, the role as evaluated by the role incumbent himself.³

Where there is difficulty in fulfilling those different assessments, strain and pressure result.

...both the pressure and strain are role related. The pressure may derive from conflicts of demands and norms, from opposing evaluations of the actor by others from differences between the actor's conceptions of himself and the statements about him by others.... And role strain differs from threat, anxiety, and stress in general by virtue of its being generated by role phenomena.⁴

In order to examine role theory in the study of administration in general and school administration in particular, it is important to consider the work of Jacob Getzels on the normative and idiographic dimensions. The normative or nomothetic aspect entails the institution, the role, and the expectation. The idiographic or the personal dimension deals with the individual personal dimension deals with the individual personality and needs

²Ibid., p. 29.

³Ibid., p. 49.

⁴Getzels, Lipham, and Campbell, Educational Administration as a Social Process: theory, research, practice, p. 62.

disposition. According to Getzels, insitutions have five basic properties as listed below:

1. They are purposive.
2. They are peopled.
3. They are structural.
4. They are normative.
5. They are sanction bearing.

That is to say, insitutions such as schools are established to carry out goals. School staffs are the agents necessary to perform the function. The structural aspect is the interrelation of various parts and people. "Each role assigned certain responsibilities and concomitant resources, including authority, for implementing the tasks."⁵

The tasks to achieve goals are also organized into roles that serve as norms for the incumbents of those roles. The authority over each role imposes rewards or sanctions on how that role is performed.⁶

The most important unit to investigate in any institution is the role. Roles can be defined through role expectations of rights and duties. Much of a role is predetermined before it is occupied by any particular incumbent even though there is some flexibility.

⁵Ibid., p. 58.

⁶Ibid., p. 59.

One of the key aspects of roles is the notion of expectation. By expectation it is meant, "...those rights and duties, privileges and obligations--in other words, those prescriptions--that delineate what a person should and should not do under various circumstances and the incumbent of a particular role in a social system."⁷

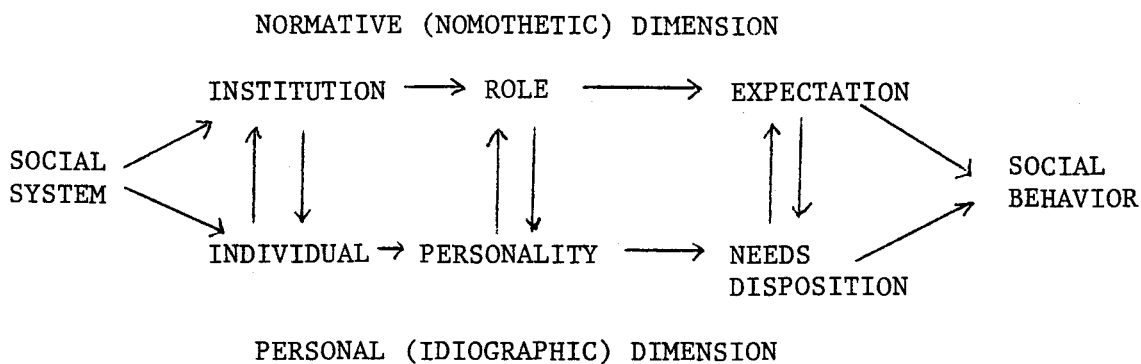
Henning (1979) investigated the responsibilities of the state-approved director of special education of multi-district cooperatives and of the local district administrator responsible for special education as perceived by building principals, local district administrators responsible for special education and state-approved directors of special education in charge of multi-district cooperatives.

The researcher concluded that perceptions of responsibilities of special education administrators significantly differ for state-approved directors, local district administrators and elementary school principals. Further, elementary school principals' perceptions of the responsibilities of state-approved directors and local district administrators differ when analyzed by total student enrollment in the member districts of the cooperative, geographic size in square miles of the cooperative, the elementary principal being certified in any area of special education, the elementary principal having completed a college course in special education, and housing a special education class in the elementary principal's building.⁸

⁷Ibid., p. 64.

⁸John Henning, "A Comparison of Responsibilities of Special Education Directors as Perceived by Elementary Principals and Special Education Administrators in the State of Illinois" (Ed.D. dissertation, Northern Illinois University, 1979).

The well-known Getzels and Guba model represented below articulates the relationship's interdependence.



The other level of the social system is the idiographic or personal dimension. Simply stated, it means that an individual brings to each role his own needs and unique manner. In order to be highly congruent, an individual must have both components operating with minimal area of conflict. When this occurs, there is a high rate of productivity.⁹

According to the above, any act derives from the normative and idiographic as an interactive function between role and personality. Conflict and congruence may emerge at any level of functioning.¹⁰

⁹Getzels, Lipham, and Campbell, Educational Administration as a Social Process: theory, research, practice, p. 78.

¹⁰Jacob W. Getzels and Egon Guba, "Social Behavior and the Administrative Process," School Review 65 (1957): 423-511.

Guba and Bidwell (1957) determined three leadership styles that emerge from the social system theory as previously diagrammed.

The nomothetic leader stresses the requirements of the institution and the conformity of role behavior to expectations at the expense of the individual personality and the satisfaction of needs. He perceives authority to be vested in his office, and he maintains the scope of his interactions with his subordinates in as diffuse a manner as possible. He places heavy emphasis on universalistic rules and procedures and he imposes extrinsic sanctions whenever feasible. Effectiveness is his major standard of follower excellence.

The idiographic leader, in contrast, stresses the demands of the individual's personality, his need structure, and need-motivated behavior. Here organizational requirements tend to be minimized. This leader views his authority as delegated, and he tends to maintain high specific interactions with his subordinates. His relationships to others are, in general, particularistic, tailored to each individual's personality, and he places major reliance upon intrinsic sanctions. Efficiency is his major standard of follower excellence.

The transactional leader sees the necessity for achieving organizational goals but at the same time, feels that the personalities of those who strive toward these goals are of importance. He sees the need for making clear the nature of the organizational roles and expectations, but he also attempts to structure institutional action so as to provide for individual fulfillment. Here the emphasis will shift from the nomothetic to the idiographic as the situation demands. Possessing a thorough awareness of the nature of both the organization and its members, this leader will attempt to assess each situation as it arises in terms of the extent to which nomothetic or idiographic responses are appropriate. Authority is viewed as both vested and delegated, scope may shift from diffuse to specific, affectivity from universalistic to particularistic. Depending on the issue, sanctions may be extrinsic or intrinsic. The standards both of effectiveness and efficiency must be met, within reasonable limits.¹¹

¹¹Egon Guba and Charles E. Bidwell, Administrative Relationships--Teacher Effectiveness, Teacher Satisfaction, and Administrative Behavior (Chicago: University of Chicago, 1957), p. 11.

The transactional leader is able to achieve a compatibility with the demands of the institution and personal needs. Although there can never be total consistency, the conflict level is reduced and the degree of job satisfaction is elevated. Personal needs must be integrated with organizational goals in a leadership style that can be flexible in response to individual situations.

State and Federal Mandates

State

The state of Illinois as outlined by Cronin (1979) established Rules and Regulations to Govern the Administration and Operation of Special Education. Article III describes the "Establishment and Administration of Special Education."

3.07

The establishment and operation of all special education programs and services shall be under the coordination and educational direction of a state-approved director of special education. Such director refers to an individual functioning in that capacity whose credentials have been approved by the State Board of Education.¹²

Examination of the rules and regulations gives further guidance to the role of the state-approved director of special education. As detailed below, they show authority in the area of student placement, case study evaluation, multidisciplinary staffing conferences, individual educational program conferences and annual review of case status.

¹²Cronin and Witkowsky, Rules and Regulations to Govern the Administration and Operation of Special Education, p. 12.

8.04

The district shall be responsible for locating an appropriate state-operated or private program for facilitating the referral to that program. An appropriate program is one which will provide the child with special education experiences which are both adequate and appropriate to the student's needs.

1. With the exception of emergency psychiatric placements which include an educational component, the decision to place the child in a private facility shall precede such placements and shall be made by the local school district and the state-approved director of special education. Placements made by parents in violation of this regulation shall not be approved for reimbursement unless the multidisciplinary conference recommends and the board or state-approved director of special education, if designated, decides that an appropriate program cannot be provided within the public schools, and is sufficiently knowledgeable of the proposed private facility to be assured that the program to be provided will be appropriate to the student's needs.

9.15

Upon completion of a comprehensive case study evaluation (see Rule 9.09.3) one or more conferences shall be convened for the purpose of formulating program and service options. This may or may not be the conference at which the IEP is developed. If not, an additional meeting is to be held, in accordance with Article 9.18a.

1. Participants in the conference shall include appropriate representatives of the child's local district of residence; the special education director or designee who is qualified to provide or supervise the provision of special education; all those school personnel involved in the evaluation of the child; and those persons who may become responsible for providing the special education program or service to the child; the child, where appropriate, and other individuals at the discretion of the parent or local district.

9.18a

2. The following participants must be included in the IEP meeting:

a. A representative of the local district, other than the child's teacher, who is qualified to provide, or supervise the provision of special education (e.g., the state-approved special education director or designee).

9.19

The local school board has the authority to place students in special education programs. The board may also authorize, by

regulation, that the director of special education place students in special education programs. (See Illinois Revised Statutes, Chapter 122, Section 10-22.41.)

9.25

In addition to initial placement conferences and/or IEP meetings, the educational status and continued special education placement of each child shall be reviewed at least annually in a conference attended by those professional persons working with the student, the parents, the child where appropriate, the special education director or designee who is qualified to supervise the provision of special education, and other individuals at the discretion of the parent or local district.

12.04

Each director and assistant director of special education shall hold a valid administrative certificate and shall meet requirements for approval as outlined by the Illinois Office of Education in the Special Education Certification and Approval Requirements and Procedures.¹³

The securing of the administrator of special education approval is covered in the Special Education Certification and Approval Regulations and Procedures booklet distributed by the Illinois State Board of Education. It states:

111

APPROVALS ISSUED TO PRE-VOCATIONAL SUPERVISORY, ADMINISTRATIVE AND EARLY CHILDHOOD SPECIAL EDUCATION PERSONNEL.

In addition to teacher approvals, the Illinois Office of Education will also evaluate, for approval to function in special education reimbursable programs, the following special education personnel:

- c. administrator of special education (director)
- d. supervisor of special education
- e. early childhood education

The Illinois Office of Education will not issue temporary approval for reimbursement in the above four positions.

The requirements for approval of each of the above-mentioned personnel are as follows:

¹³ Ibid., pp. 28, 38, 42, 44, 45, 61.

1. Proper administrative certificate
2. Master's degree
3. Required courses [thirty (30) semester hours distributed among these area]
 - a. Survey of exceptional children
 - b. Special methods courses (three area of exceptionality)
 - c. Supervision of programs for exceptional children
 - d. Educational psychological diagnosis and remedial techniques
 - e. Guidance and counseling¹⁴

The additional designation as a state-approved director is granted by the State Board of Education through its Department of Specialized Service. There is no documentation as to how or why this additional role was developed.

Federal

A thorough review of Public Law 94-142, the Education for All Handicapped Children Act (1975) was conducted. The need for administrative responsibility was clear; however, no administrator role descriptions or requirements were established.¹⁵

¹⁴ Joseph M. Cronin, Special Education Certification and Approval Requirements and Procedures (Springfield: Illinois State Board of Education State Certification Board, 1979), pp. 8-9.

¹⁵ Federal Register, Education of Handicapped Children Washington: Department of HEW, Office of Education, Tuesday, August 23, 1977), Part II.

Special Education Administrators

The investigations into special education administration are not more than thirty-five (35) years old. This newly created field of administration developed out of regular educational administration. Early work was done in the area of defining the role of the director of special education. The studies (Mackie and Engle, 1955; Howe, 1960; Hill, 1967; Sage, 1967; Sloat, 1969) concluded that there is no single definition that adequately describes the role expectations for the director.

Howe (1960) in an attempt to develop a job description, administered an open-ended questionnaire to a sample of directors from selected school systems. The sample, (n=10), revealed no agreement on how the directors view their role.¹⁶

The ideal versus the actual role of the special education director was investigated by Newman (1970) using Gulick's (1937) POSDSCoRB categories of administrative duties. Her conclusions stated that there were no significant differences between how the directors perceived their ideal and real roles. Her conclusion identified the following critical processes in order of importance:

1. Planning
2. Organizing

¹⁶C. E. Howe, "Roles of the Local Special Education Director," paper presented at the 38th Annual Council for Exceptional Children Convention, Los Angeles, Calif., April 1980.

3. Directing

4. Coordinating¹⁷

Marro and Kohl (1972), in an investigation of ideal and actual time devoted to the job task found significant differences. This massive research was done throughout the entire United States (1,146 questionnaires).

The results indicate that the special education administrators they contacted probably operated at the local level within an operating school district. The survey examined the typical work week as opposed to ideal work. The results were as follows:

ACTIVITY	ACTUAL TIME	IDEAL TIME
Direct service to children	11.8%	16.7%
Supervision and coordination of instruction	20.0%	25.1%
Curriculum development	10.5%	13.8%
Self-improvement	5.4%	8.1%
Clerical	11.7%	4.1%
Community work	8.3%	8.3%
Administration	32.3%	23.9%

Marro and Kohl concluded that special education administrators prefer more direct service time as opposed to clerical and administrative work. When central office personnel viewed the place of the special

¹⁸K. S. Newman, "Administration Tasks in Special Education," Exceptional Children 36 (1970): 521-524.

education administrator, the most frequent response (57.6 percent) was: "The special education administrator is recognized publicly as the head of the special education program with considerable authority to plan, organize, budget, and otherwise control the program."¹⁸ In describing their roles, 63 percent said they were involved in developing educational policy, 70 percent in staff selection, 56.2 percent in budget preparation. Unfortunately, the sample only included 7.5 percent administrators employed by education cooperatives.¹⁹

Studies between special education administration and regular programming administration have been done to help clarify the roles of each. In 1955, the Southern States Cooperative Program in Educational Administration developed eight critical task areas to be used to examine administrative roles. They are: instruction, pupil and professional personnel, facilities organizational development, community relations, transportation, finance, and business management. In 1968, Parelius developed a questionnaire based on these tasks. He was concerned about the role of the special education director as perceived by the director and the superintendent. His results indicated that there was little consensus regarding the director of special education's role with special education administrators and regular school superintendents.²⁰

¹⁸ Marro and Kohl, "Normative Study of the Administrative Position in Special Education," p. 9.

¹⁹ Ibid., p. 11.

²⁰ A. Parelius, "A Study of the Role Expectation of Special Education Directors in Oregon" (Doctoral dissertation, University of Oregon, 1968; Ann Arbor, Mich.: University Microfilms, 70-9463).

In 1967, Hill developed an instrument composed of fifty-five (55) administrative functions. Using a sample of fifty-three (53) superintendents and sixty (60) directors of special education from ten (10) large districts in: Alabama, Florida, Georgia, Mississippi, North and South Carolina, and Tennessee, he found no major disagreement between the superintendents and the special education directors on the tasks performed by the directors. There was also no disagreement regarding task importance.²¹

Administrative Process

According to Knezevich, it is productive to analyze administrative positions by examining administrative processes.²² Citing the work of Fayol, Gulick and Urwich, Newman, Sears, the American Association of School Administrators, Gregg, Campbell, Corbally and Ramseyer, Newman and Sumner and Johnson, Kast and Sumner, he selected the following five processes to incorporate the skills necessary for school administrators.²³ They are as follows:

PLANNING - To be prepared, to decide in order to achieve a goal.

ORGANIZING - To determine and to establish the elements to achieve a goal.

²¹R. A. Hill, "Tasks of the Special Education Director as Defined by Superintendents of Schools and By Directors of Special Education" (Ed.D. dissertation, University of Georgia, 1967), p. 37.

²²Stephan J. Knezevich, Administration of Public Education (New York: Harper and Row, 1975), p. 27.

²³Ibid., p. 25-31.

STIMULATING - To motivate and to execute the plan in order to achieve a goal.

COORDINATING - To harmonize all elements to achieve a goal.

CONTROLLING - To evaluate and monitor all administrative processes to achieve a goal. To manage or govern.

Planning

Planning is a process using facts and ideas to determine whether and how to act on a problem. Planning is primarily intellectual and requires a complete knowledge of the field. Grieder states, "The alternatives to planning are guess work, the arbitrary exercise of authority, off-hand and ill-considered hasty decisions and the accidents of fortune--good or bad luck."²⁴

The legal mandates for special education programming via the cooperative model establish complex systems crossing over traditional school lines of authority. Planning that encompasses the entire cooperative is essential. In some cases the state has developed procedures and guidelines, i.e., student records and due process; however, there remains a need for development of policies within the cooperative to achieve coordination and avoid duplication of service. Recruitment of staff for the local and cooperative programming, designing of instructional programs, budget and funding all require extensive planning.

²⁴ Calvin Grieder and William Everett Rosenstengel, Public School Administration (New York: Ronald Press Co., 1954), pp. 25-31.

Organizing

Grieder states, "Organization means the arrangements, inter-relationships, and the order of people, materials, procedures, knowledge and the work to be done. In educational administration all these elements are usually involved at once, creating the complexity which is inevitable in this job."²⁵ Organizing takes on a broader meaning than simply staffing or gathering resources. Organizing implies a development of "...interconnections between the various subsystems and the total organizational pattern."²⁶

The cooperative system operates on two levels of administration. On one level, a cooperative is a self-contained administrative unit with its own employees and systems. On another level, a cooperative is a part of a larger structure in which it has as the very least a technical expertise role. Organizing is a complex and difficult task. The articles of agreement, the contract that binds the districts together in a cooperative, determine how that organization is accomplished.

Stimulating

Stimulating has a motivational quality to it. Stimulating is the administrator on the move directing and commanding all of those who surround him. Knezevich notes that the recent writers in the field have moved into preferring words as influencing or leadership.²⁷

²⁵ Ibid., p. 84.

²⁶ Ibid., p. 85.

²⁷ Knezevich, Administration of Public Education, p. 30.

Stimulating can be a very sensitive process both within the cooperative and between the cooperative and its member districts. Although the law mandates and the state directs, it is the state-approved director who must motivate and stimulate the development of services and programs for the handicapped students within the cooperative's service or catchment area. The motivational aspects of the director's position begins with stimulating the parents and staff by needs assessments and inservice and extends beyond the local level to the State Board of Education and the legislature. The state-approved director has the responsibility of providing education for every handicapped student in the cooperative. In order to accomplish this mandate it is necessary that he not only receive information from the State Board of Education and the legislature, but also transmit information to them. Many times it is the state-approved directors that motivate the legislature and the State Board of Education to provide and fund services.

Coordinating

Coordinating may be the most important responsibility of an administrator. The implication here is for teamwork coordination of all the planning, organizing, and stimulation. Grieder states coordinating is the harmonizing in a unified manner.²⁸

²⁸Grieder and Rosenstengel, Public School Administration, p. 87.

Knezevich reminds one that school districts employ many people and to develop a plan to unify effort is essential.²⁹ In the field of special education, coordination is a more complex problem. The state-approved director of a cooperative not only has the resources of the joint agreement or legal entity to manage, but he must interface with all the districts that the cooperative services.

It is particularly sensitive since the districts can choose to withdraw their commitment by changing the cooperative's articles of agreement. Some districts have highly developed systems of special education service and are very independent of the cooperative. Some districts are cooperative dependent and they do not or cannot provide the full range of mandated programming service. Coordinating services so that all the students of a cooperative are legally and appropriately served is a complex and difficult task.

Controlling

Griender notes that controlling has two distinct meanings:

1. Evaluation
2. Management or governance³⁰

³⁰Knezevich, Administration of Public Education, p. 31.

³¹Griender and Rosenstengel, Public School Administration, p. 88.

The elements of evaluation and governance pose difficulties for the state-approved director of a special education cooperative and positions him to be in possible conflict situations with local district superintendents. In most cooperatives there are personnel, i.e., teachers, psychologists, and social workers that may be either employed by the cooperative or the district and who are supervised and evaluated as a joint effort of the cooperative and the local district. Evaluation of programs establishes the identical potential scenario. This can become problematic when issues of accountability that are attached to the distribution of state funds, i.e., salary reimbursement occur.

Management or governance issues for a cooperative are complex and difficult to resolve. Problems are especially evident in the development of the goals and objectives of the cooperative's mission. The state-approved director of the special education cooperative is responsible for total compliance with state and federal law for the developing of educational systems and services for handicapped students aged three to twenty-one (21) years of age. Regulations covered in Article XIV³¹ in the state rules provide for the state evaluation of the cooperative. This evaluation results in a recognition status of the cooperative and the local district that has impact on funding.

³¹Cronin and Witkowsky, Rules and Regulations to Govern the Administration and Operation of Special Education, pp. 50-51.

Issues of adequate and appropriate programming, limitation of service, evaluation of programs and personnel require resolution. The state-approved director of a special education cooperative is required by the state of Illinois to verify, by the affixing of his signature to certain documents, that the issues involved are in proper compliance with state and federal law. When issues of governance and the cooperative's goals are not clearly established, conflict and difficulty can develop.

Summary

The review of the related literature and research established a basis for the research to follow by investigating role theory as a social process. It has examined state and federal mandates for the establishment of the role of the state-approved special education director of a cooperative in the state of Illinois.

Within and between group studies of the role of the director of special education were reported. These studies demonstrated that there was very little direct research that did not confuse the role of the state-approved director and the local district director of special education.

The administrative processes of planning, organizing, stimulating, coordinating, and controlling were selected and reviewed because of their relevance for state-approved directors of special education who administer special education cooperatives.

CHAPTER III

METHODS AND PROCEDURES

The review of related literature and research reported in Chapter II indicated that there was little research available regarding the role of a state-approved director of special education who administers a special education cooperative. Documentation was presented establishing the validity of examination of role. The Getzels-Guba model of role theory as a social process was selected as a basic foundation for the research. Federal and state rules and regulations were researched and documented to determine if guidelines or role descriptions were prescribed. Administrative processes were examined and selected for use in this research.

The purpose of this study was to determine the role of the state-approved director of special education who administers a special education cooperative in the state of Illinois. This purpose was accomplished by conducting a quantitative and narrative analysis of a survey instrument sent to all of the directors and an in-depth interview with a representative number.

Selection of Population

Survey

The population selected for this study were all of the Illinois state-approved directors who administer special education cooperatives.

There are seventy (70) such directors. Their names were secured from the Illinois State Board of Education, Directory Listing of Specialized Education Service Administrators 1980-81 (see Appendix D).

Interview

The ten (10) state-approved directors who administer special education cooperatives in the state of Illinois were randomly selected from the list of seventy (70) directors supplied by the state of Illinois for an in-depth interview (see Field Study, Appendix G).

Sources of Data

The review of the related literature and research conducted in Chapter II revealed no instrument appropriate for this research. Therefore, a questionnaire was developed during the year 1980-81. In the course of researching this subject over fifty (50) items emerged as potential descriptors for the role of a state-approved special education director who administers a special education cooperative. The sources of these descriptors were:

1. Review of the related literature and research
2. Practitioners of special education
3. General education administrators
4. Personnel from the Illinois State Board of Education,
Department of Specialized Service
5. Educators from universities that have training programs for administrators in general and special education

These fifty (50) descriptors were pre-screened by the researcher who eliminated items that were not role specific, isolated and unique to a very limited degree. Appropriateness for inclusion was determined by definition. According to Webster's New International Dictionary, appropriate is defined as follows:

1. Appropriated, specific; attached as an accessory possession.
2. Set apart for a particular use or person.
3. Belonging peculiarly; special.
4. Specially suitable, fit, proper.¹

It was concluded that the sources of the descriptors previously listed had the experience and expertise to determine the descriptors that should be considered for this research. Specifically, definition No. 4, "specially suitable, fit, proper" was the definition adopted for this research.

The balance of forty-two (42) descriptors were then placed on cards and sorted into categories of administrative processes. The final sort selected the five descriptors in each process category that reflected the research. The five administrative process factors previously selected were planning, organizing, stimulating, coordinating, and controlling (see Chapter II).

The questionnaire also requested the following data:

1. Number of students in population base
2. Geographic location
3. Administrative structure

¹Webster's New International Dictionary, 2nd ed. [Springfield, Mass.: G and C Merriam Co.(1947)], p. 133.

The above data were considered by experts in the field to have direct impact on the role of the state-approved director of special education who administers a special education cooperative.

Field Study--Development of the Instrument

The questionnaire was field tested in early 1981 with administrators of special education who were familiar with the role of the state-approved director of a special education cooperative in the state of Illinois.

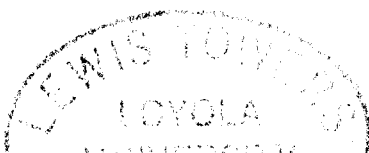
The field test population totaled twenty-five (25) and included teacher consultants, supervisors, assistant special education directors, principals of special education schools, general education principals, and general superintendents.

The original document contained twenty-five (25) items requiring a yes or no response. Each descriptor had two questions to be answered:

1. Did the director perform this function?
2. Was this function appropriate to the role? (see Appendix E).

Those participating in the field testing were requested to review each descriptor to validate the descriptor's inclusion in the survey as to appropriateness and the proper sorting of the administrative processes. Many suggestions were made which helped make the instrument clear and more precise.

The field testing resulted in two major changes in the document. Twenty-one (21) of the testers noted that directors delegate some of their responsibilities. In response to this information and



an additional question was asked of each descriptor:

1. Is this function delegated?

Seventeen (17) field testers noted that the cooperative's administrative structure had not been requested. Added to the questionnaire were the following items:

1. Legal entity
2. Administrative district
3. Centralized
4. Decentralized

(See Glossary for definitions)

Using the previously stated definition for appropriate, it was determined that the items selected for the final document represented a sufficient number of descriptors to present to the state-approved directors. The descriptors were then rewritten and revised into the final document (see Appendix A). The questionnaire developed into three pages of twenty-five (25) items containing five descriptors for each administrative process. Each descriptor had three yes or no questions. They were:

1. Is this appropriate to your role?
2. Do you perform this function?
3. Is this function delegated?

An assumption was made that the directors were best able to select appropriate items for inclusion in their role (see Page 8), therefore, the directors were considered experts in selecting which descriptors were appropriate for their role. The items requesting the student population base and geographic location were retained because the field test experts believed they were necessary to the

research.

The questionnaires, with a cover letter and a stamped, self-addressed return envelope, were mailed to the directors in March, 1981 (see Appendices A and B). The mailing was designed so that the directors responses would be anonymous. Those directors who wanted a copy of the results of the research were invited to request one.

The first mailing resulted in a 67 percent response. In April, 1981, a second request for response was mailed with a stamped, self-addressed return envelope (see Appendix C). This mailing yielded an additional response totaling a return of 80 percent.

The interview schedule for the directors was developed after reviewing the research and polling experts in the field. The investigation concluded that in order to achieve a representative sample from the seventy (70) directors for an in-depth interview, between 10 percent and 15 percent would be necessary. Consequently, ten (10) directors (14.28 percent) were selected to participate in the research. The interview was divided into three major sections requesting the director to describe the role as he implemented it, if the role should be changed how he would change it, and what should be the role of the state-approved director of a special education cooperative in the state of Illinois.

All ten (10) of the randomly selected directors agreed to an interview (see Appendix H). The interviews took place during June and July, 1981. The interviews ranged in length from forty-five (45) minutes to one and one-half hours.

Presentation of the Data

The results of the questionnaire are presented in two-variable tables using frequency analysis. There is an accompanying narrative description and analysis with each table (see Chapter IV).

The state-approved special education director's interviews are each reported individually and again in subgroups (see Chapter IV). The interviews provided in-depth exploration of the issues raised in the questionnaire (see Appendix H).

Treatment of the Data

The primary investigation focuses on the determination of which job descriptors are appropriate to the role of the state-approved director of special education who administers a special education cooperative in the state of Illinois and whether the state-approved director performs the function or if the function is delegated. The response to the questionnaire created an additional category. Many directors indicated that they shared in the function of some of the job descriptors.

1. The responses were tallied yes and no.
2. Two-variable charts were developed to demonstrate the results.
3. Sixty (60) percent was selected as an appropriate measure in order to clearly establish an acceptable representation of the respondents. If 60 percent or more of the respondents reported

yes, it was concluded that the job descriptor was appropriate.

4. If 60 percent or more of the respondents reported no, it was concluded that the job descriptor was not appropriate.

5. Other percentages were reported.

6. Analysis was done with each of the twenty-five (25) job descriptors listed on the questionnaire and presented in appropriate tables (see Chapter IV). The same procedure, as stated above, was used to determine if the directors delegated or shared the job descriptor.

The second section of the research focused on the impact of the cooperative's size, geographic location and administrative structure. When the questionnaires were returned it was noted that many of the state-approved directors indicated additional categories not originally included in the survey. The variable of size, student population base, was therefore expanded to include the category of very small districts of 14,999 or less student population base. The expansion was necessary to accommodate a large number of respondents (35.7 percent), belonging in this category. The size category was as follows:

CATEGORY	POPULATION BASE
Very small	14,999 or below
Small	15,000 - 24,999
Medium	25,000 - 49,999
Large	50,000 and above

The responses from the directors on the geographic location of their cooperatives also yielded additional information. The directors indicated category additions of urban-rural, a small city located in a largely rural area; suburban-rural, suburban communities located in a rural setting; and statewide, a cooperative serving students in the juvenile justice system. Although these categories yielded small numbers of cooperatives, the categories were retained. The geographic location category was as follows:

CATEGORY

Urban

Urban-rural

Suburban

Suburban-rual

Rural

Statewide

(See Glossary for category definitions)

The responses from the directors for the section on the administrative organization also received additional input. The directors indicated that three joint agreements in the state of Illinois were administered by the local educational service region instead of a local school district. Cooperative administered by educational service regions are not governed by a board of education and they cannot borrow money. Due to the special character of

of these joint agreements a decision was reached to provide a separate category. The category for the administrative organization of a cooperative was as follows:

CATEGORY

Joint agreement

Legal entity

Educational service region

Centralized

Decentralized

(See Glossary for category definitions)

The role descriptors were all reorganized into subgroups reflecting the size, geographic location, and administrative organization as previously stated. The results were reported in tables with appropriate narrative interpretations (see Chapter IV).

The last section of this research project focuses on the administrative processes of planning, organizing, stimulating, coordinating, and controlling (see Chapter II for details on selection). The role descriptors were organized as follows:

DESCRIPTORS

ADMINISTRATIVE PROCESS

1 - 5

Planning

6 - 10

Organizing

DESCRIPTORS	ADMINISTRATIVE PROCESS
11 - 15	Stimulating
16 - 20	Coordinating
21 - 25	Controlling
	(See Page 5)

Each of the descriptors was analyzed as a member of each subgroup category. Tables reporting the data were organized and narrative descriptions were presented (see Chapter IV).

Summary

This chapter presented the review of the problem, the selection of the population for the questionnaire and the structured interviews, description of the sources of the data, discussion of the field study, and descriptions of how the data were presented.

CHAPTER IV

PRESENTATION AND ANALYSIS OF DATA

In order to determine the role of the state-approved director of a special education cooperative in the state of Illinois the data collected were analyzed in terms of four basic questions. Three of these questions were those asked of each of the twenty-five (25) job descriptors in the questionnaire (see Chapter III).

1. Is this (descriptor) appropriate to your role?
2. Do you perform this function?
3. Is this function delegated?

The fourth question emerged from the director's responses. The directors indicated that the function of any particular descriptor was an activity that could be shared between themselves and another staff member. Therefore, a fourth basic question was added.

4. Is this function shared?

The results were analyzed using the foundation of role theory, state and federal mandates, special education administration research, and investigations into the administrative processes of planning, organizing, stimulating, coordinating, and controlling.

Quantative Analysis

The quantitative analysis is presented in three basic sections. The first section reports the results of the survey answering the following research questions:

1. What descriptors are appropriate to the role?
2. What functions are not appropriate?
3. What functions are reported by the directors as solely their tasks?
4. What functions are shared with other staff?
5. What functions are clearly delegated to other staff?

Each descriptor was tallied individually by appropriateness of function, director's role and/or delegation. All possible combinations of responses produced nine categories. The twenty-five (25) descriptors were then tallied implementing the possibilities listed in Table 1.

The overall results basically reaffirm the documentation reported in the survey of the literature (see Chapter III). The tally reported, at the predetermined 60 percent and above criterion level established in Chapter III, twenty-three (23) descriptors that are appropriate to the role of the director. This finding tends to support the research and field testing that the descriptors are valid, operating statements relevant to a director's role. These data are presented in Table 2.

TABLE 1
 TABLE OF ALL POSSIBLE CATEGORIES OF
 QUESTIONNAIRE RESPONSES

Appropriate	Function	Delegated	Collapsed Function
Yes	Yes	Yes	Shared, appropriate
No	Yes	Yes	Shared, not appropriate
Yes	Yes	No	Director's function, appropriate
No	Yes	No	Director's function, not appropriate
Yes	No	Yes	Delegated, appropriate
No	No	Yes	Delegated, not appropriate
Yes	No	No	Appropriate, no one does it
No	No	No	Not appropriate, no one does it
			Missing values

TABLE 2
 PERCENTAGES OF ROLE APPROPRIATENESS
 SIXTY PERCENT AND OVER

Question Number	Number of Responses	Descriptor	Percentage Appropriate
1	56	Developing policy for recruitment and selection of the cooperative's staff	98.2
2	56	Developing policy for the maintenance of records for the students served by the cooperative	100.0
3	57	Developing policy for the planning of and participation in all due process hearings	91.2
4	56	Developing policy regarding the budgeting practices of the cooperative	100.0
5	53	Developing the design and implementation of new special education instructional programs for the cooperative	90.6
6	57	Developing the cooperative's budget	94.7
7	53	Developing of all the billing procedures in the cooperative	86.8
8	54	Developing a plan for assignment of all cooperative personnel	92.6
11	55	Developing inservice programs for the cooperative's special education staff	80.0
12	54	Developing inservice programs for the parents of special education students served by the cooperative	75.9

TABLE 2--Continued

Question Number	Number of Responses	Descriptor	Percentage Appropriate
13	57	Developing needs assessments for the cooperative	96.5
14	57	Developing liaison relationships with the State Board of Education	100.0
15	55	Developing working relations with the state legislature regarding special education legislation	96.4
16	57	Developing public relations with the community served by the cooperative	100.0
17	55	Developing public relations with the districts within the cooperative	100.0
18	54	Developing private placement of all special education students in the cooperative	87.0
19	54	Developing the coordination of the cooperative and local district programming	94.4
20	56	Developing a communication system between the cooperative and local district	100.0
21	57	Developing a plan for supervision and evaluation of all the cooperative's personnel	93.0
22	56	Developing a system for completion of all state forms for staff and student reimbursement	98.2
23	57	Developing a plan for the evaluation of all the cooperative's special education instructional programs	93.0

TABLE 2--Continued

Question Number	Number of Responses	Descriptor	Percentage Appropriate
24	56	Developing evaluations on the effectiveness of the cooperative's programming	92.9
25	57	Developing the goals and objectives of the cooperative's mission	100.0

One descriptor received a fifty-fifty (50-50) percent tally. Fifty (50) percent of the respondents indicated the descriptor was appropriate and fifty (50) percent indicated the descriptor was not appropriate. Therefore, it was determined the results were inconclusive.

TABLE 3

PERCENTAGES OF ROLE APPROPRIATENESS
SIXTY PERCENT AND UNDER

Question Number	Number of Responses	Descriptor	Percentage Appropriate
10	56	Developing the transportation plan for the special education students served by the cooperative	50.0

The directors' interviews support this conclusion (see Pages 123, 131). One director, ten (10) percent, wanted transportation removed from special education directors' responsibilities and one director, ten (10) percent considered transportation appropriate. (He owned a bus fleet and wanted to service his vehicles.) The balance of the directors did not raise buses or transportation as an issue.

The district that wanted to remove itself from the transportation business was a small rural district that operated decentally. The district that elected to take over the operation of transportation was a medium-sized, suburban legal entity that was highly centralized.

The directors were very clear in indicating the one descriptor that was not appropriate to their role. The descriptor was No. 9, dealing with the selection of all testing material.

TABLE 4

PERCENTAGES OF ROLE INAPPROPRIATENESS
SIXTY PERCENT AND OVER

Question Number	Number of Responses	Descriptor	Percentage Inappropriate
9	54	Developing the selection of all testing materials used in the cooperative	66.7

Even when the task was delegated (47.7 percent), or not done (9.1 percent), the directors continued to consider it inappropriate.

Descriptor No. 9, selection of testing materials, was not reported by the directors to be appropriate to their function. Testing is an essential element in the determination of special education eligibility and the implications for placement and evaluation of programs are inherent in its use. Testing also can result in legal issues regarding placement, via due process, and funding consequences. The directors may be overlooking an important tool in helping them provide services for students. The power of placement is by regulation placed with the board of education or can, by delegation, be given to the state-approved director of special education. Proper documentation of a student case study, supported by testing, is vital for parents, local schools and, if necessary, for private placement, the state. Directors who consider their power and authority limited, may be overlooking power of placement as an important element in serving special education students.

In order to determine which functions were solely the purview of the directors a tally was made of responses using the predetermined sixty (60) percent criteria established in Chapter III. The results of this tally indicate that five descriptors achieved a response of sixty (60) percent or more. They are listed in Table 5.

TABLE 5
 PERCENTAGES OF DIRECTORS' ROLE FUNCTION
 SIXTY PERCENT AND OVER

Question Number	Number of Responses	Descriptor	Percentage Director's Function
4	47	Developing policy regarding the budgeting practices of the cooperative	72.3
6	45	Developing the cooperative's budget	75.6
14	47	Developing liaison relationships with the State Board of Education	83.0
15	43	Developing working relations with the state legislature regarding special education legislation	76.7
25	42	Developing the goals and objectives of the cooperative's mission	71.4

Setting the agency goals and objectives, developing the budget policy and contacts with state and local agencies that govern the operation of organizations are documented in the literature (see Chapter III). The interviews with the state-approved directors reported later in this chapter verify this survey finding. All ten (10) of the directors selected budget as the most important item with which they dealt. Budgeting and finance issues occupy a substantial part of the director's time.

Seven of the ten (10) directors reported that the liaison with the Illinois State Board of Education was so important that the directors spent time in the state capital. Two directors handled funding and state matters with the state board by telephone. These directors operated small-sized cooperatives. One director did not have the staff or the budget to travel and the other cooperative did not believe it was an effective or efficient use of time and manpower. Lastly, one district was completely rebuilding the cooperative and therefore was overcommitted locally and did not respond to the item.

Six of the ten (10) directors interviewed actively spent time establishing contact with the state legislature regarding special education. All of the directors established the goals and objectives of the cooperative's mission.

Descriptors Nos. 4, 6, 14, 15, and 25 are essentially related to the funding level supporting special education. Funding can be traced from the state legislature, where cost impacted legislation is generated, to the Illinois State Board of Education, where state and federal funds are distributed, to the cooperative where priorities and goals are established and programs initiated, sustained or terminated.

All directors are concerned with funding and budget. In the fiscal area the directors are not unlike general superintendents. The differences in special education develop from the

mandates for service imposed by law and upheld in the courts and the high cost of educating handicapped students. Although the number of students is a small part of the school population, the amount of professional expertise necessary is large and personnel costs are a major portion of all school budgets.

The director's need for a stable funding source in special education is documented in the interview section (see Pages 101, 123). The impact of court decisions and the unpredictability of funding sources make it difficult to establish programming beyond the current fiscal year.

Focus on the funding aspects of planning may explain why all of the interviewed directors reported that the administrative process of planning occupied most of their time. Other areas could be delegated or neglected entirely. None of the variables of the size of the cooperative, geographic location or administrative organization had impact on these descriptors.

The four descriptors presented in the following table (Table 6) were all selected by at least fifty (50) percent of the directors as being the director's function. The items in Table 6 dealing with communications and public relations are compatible with the descriptors reported in Table 5 also substantiated in the interview analysis. The descriptors on staff recruitment and due process are two important and sensitive areas for the directors. For example, it is of interest to note the responses in Table 7. These twelve (12) descriptors are the function of the director and a staff member of the cooperative which places a high priority on staff recruitment.

TABLE 6
 PERCENTAGES OF DIRECTORS' ROLE FUNCTION
 FIFTY PERCENT TO SIXTY PERCENT

Question Number	Number of Responses	Descriptor	Percentage Director's Function
1	47	Developing policy for recruitment and selection of the cooperative's staff	51.1
3	44	Developing policy for the planning of and participation in all due process hearings	59.1
17	46	Developing public relations with the districts within the cooperative	52.2
20	46	Developing a communication system between the cooperative and the local districts	58.7

Although the due process procedure is spelled out in detail in the state rules and regulations, the sensitivity, liability for the cooperative and the constantly changing court interpretations make it imperative for the director to be highly involved.

Cooperatives are established on the basis of a contract called the Articles of Agreement. The School Code is specific regarding the areas to be covered in this contract such as finance, housing, transportation, etc.¹ The School Code does not detail how these

¹The School Code of Illinois [St. Paul: West Publishing Co. (1979)], p. 64.

arrangements should be made. That agreement is determined by the districts creating the cooperative or joint agreement.

The local districts are the base on which the cooperative is established and it is vital to the cooperative's function and even its survival that public relations and communication be well established between the administrator of the cooperative and local district. Over fifty (50) percent of the directors view these descriptors to be the director's function. The interviews with the directors reveal inconsistencies. The directors state that public relations and communications are important issues, but they do not appear to be developed as a part of plan. Rather the contacts are issue related. When funds are cut, programs not supported, due process hearings generated, etc. then contacts are made (see Pages 110, 115, 128, 130).

Directors' contacts are most frequently made with superintendents. Other cooperative staff relate to local district staff usually on an issue basis. Regular meetings with building principals and teachers are rare. The problem with this system is that it is not systematic or systemwide. Equitable treatment for all districts is neglected. The result can be local district staff being unaware of programs operating within their districts. In fact, directors report that there are times that cooperative staff are unaware of cooperative programs. Lack of planning at the grass-roots level promotes feelings of separateness that add to the state-approved directors' problems of governance.

The directors' reports of spending much of their time and energy on funding and legal matters may be a part of the problem. The directors may have become reactors to problems instead of developing strategies to avoid difficulties.

The twelve descriptors listed on Table 7 are presented to demonstrate the remaining descriptors that are appropriate at the predetermined level of sixty (60) percent and above. The descriptors, when the director's function is combined with the shared function, achieve a director's involvement at the sixty (60) percent or higher level. The descriptors constitute the next priority of the director's function going from sixty (60) percent director's function (Table 5), fifty (50) percent director's function (Table 6) to a sixty (60) percent director's involvement (Table 7).

Descriptor No. 2, maintenance of student records, is highly defined by the Illinois State Board of Education in its rules and regulations. In order to be in compliance, the director must be involved in this function. Descriptor No. 7, developing billing procedures is another state monitored function. As previously noted, the state is precise in fiscal matters. The directors, in the interviews presented later, verified high interest in all aspects of finance. Descriptor No. 8, the assignment of personnel is another important issue for the director. As this table demonstrates the director shares his duties with other cooperative

TABLE 7

TABLE OF PERCENTAGES OF DIRECTOR AND SHARED FUNCTION
TOTALING SIXTY PERCENT AND OVER

Question Number	Number of Responses	Descriptor	Percentage Director's Function	Percentage Shared Function	Percentage Total	Percentage Appropriate
2	46	Developing policy for the maintenance of records for the students served by the cooperative	45.7	41.3	87.0	100.0
5	44	Developing the design and implementation of new special education instructional programs for the cooperative	40.9	38.6	89.5	90.6
7	45	Developing of all the billing procedures in the cooperative	37.7	33.3	71.0	86.8
8	44	Developing a plan for assignment of all cooperative personnel	40.9	34.1	75.0	92.6
13	50	Developing needs assessments for the cooperative	40.0	40.0	80.0	96.5
16	44	Developing public relations with the community served by the cooperative	43.2	50.0	93.2	100.0

TABLE 7--Continued

Question Number	Number of Responses	Descriptor	Percentage Director's Function	Percentage Shared Function	Percentage Total	Percentage Appropriate
18	44	Developing private placement of all special education students in the cooperative who require it	31.8	43.2	75.0	87.0
19	45	Developing the coordination of the cooperative and local district programming	35.6	48.9	84.5	94.4
21	48	Developing a plan for the supervision and evaluation of all the cooperative's staff	25.0	52.1	77.1	93.0
22	45	Developing a system for completion of all state forms for staff and student reimbursement	33.3	48.9	82.2	98.2
23	46	Developing a plan for the evaluation of all the cooperative's special education instructional programs	19.6	47.8	67.4	93.0
24	43	Developing evaluations on the effectiveness of the cooperative's programming	37.2	37.7	74.4	92.9

staff. Recruitment and assignment of staff are important functions that require his involvement.

The following descriptors have demonstrated some level of impact from the variables of the cooperative's size, geographic location and administrative organization. A more detailed analysis is presented later in this chapter. They are No. 5, designing new programs, No. 13, needs assessments, No. 19, coordination of cooperative and local programming, No. 21, a plan for the supervision and evaluation of cooperative staff, No. 22, a system for reimbursement of state forms, and No. 23, evaluation of the cooperative's instructional programs.

In regrouping the descriptors it becomes apparent that the administrative process of coordination and controlling are impacted by the inclusion of descriptors Nos. 16, 18, 19, 21, 22, 23, and 24. An analysis is detailed in a later section of the quantitative analysis on the administrative processes (see Pages 87-93).

Descriptors Nos. 11 and 12 dealing with inservice for staff and parents appear to generate similar and unique responses as compared with the balance of the descriptors. Descriptor No. 11 generated a shared tally of 34.7 percent and a director appropriate of 10.2 percent. Similarly, descriptor No. 12 showed a 27.1 percent for the shared category and 6.3 percent for director appropriate. This demonstrated that although the directors consider

these items appropriate to the role they are personally involved at a much lower level. Neither descriptor demonstrate any impact from the variables of cooperative size, geography and administrative organization.

TABLE 8

TABLE DEMONSTRATING DELEGATED APPROPRIATE
THIRTY-FIVE PERCENT AND OVER

Question Number	Number of Responses	Descriptor	Percentage Delegate Appropriate	Percentage Delegate Not Appropriate
11	49	Developing inservice for the cooperative's staff	36.7	16.3
12	48	Developing inservice programs for the parents of the special education students served by the cooperative	35.4	18.8

It is important to note the priorities that develop when these descriptors are regrouped according to administrative processes. They are two of the five items used to determine the director's involvement in the administrative process of stimulating. A detailed analysis is made in that section of the quantitative analysis (see Pages 84-86).

Quantitative Analysis of Selected Variables

A record of the responses of the state-approved directors of special education cooperatives in the state of Illinois was accomplished and reported in Chapter III. Information regarding the cooperative's size, geographic location and administrative organization were recorded by category and crosstabulations. The following tables (9-12) reflect those demographics.

TABLE 9

TABLE OF COOPERATIVE SIZE BASED ON
STUDENT POPULATION BASE

Category	Number of Responses	Percentage Frequency
Very Small 0 - 14,999	20	35.7
Small 15,000 - 24,999	19	33.9
Medium 25,000 - 49,999	13	23.2
Large 50,000	4	7.1
Missing Observations	1	Adjusted
TOTAL	57	100.0

As noted in Chapter III originally the Illinois State Board of Education did not allow cooperatives to be initiated unless the cooperatives had a student base of 15,000 or more. The above Table 9 shows 35.7 percent of those cooperative districts reporting are at the 14,999 level or below. It is of interest to note that 69.6 percent of the respondents reported their cooperatives to contain less than 25,000 students in the student population base. The trends that develop due to the impact of size alone and size in addition to the other variables are reported on each impacted descriptors and expanded on in the narrative section of the analysis (see Pages 64-66).

TABLE 10

TABLE OF COOPERATIVE GEOGRAPHIC LOCATION

Category	Number of Responses	Percentage Frequency
Urban	1	1.8
Suburban	19	33.9
Rural	23	41.1
Urban-Rural	5	8.9
Suburban-Rural	7	12.5
Statewide	1	1.8
Missing Observations	1	Adjusted
TOTAL	57	100.0

As stated in Chapter III the original categories of urban, suburban and rural were expanded to include urban-rural, suburban-rural and statewide (see Glossary). Most of the cooperatives, 75.0 percent, fall into the suburban and rural categories. Two unique categories are apparent. Only one urban cooperative responded to the survey. When cross-tabulated with size, this cooperative revealed itself as a large-sized district. The only information regarding geographic location that is available is on the statewide cooperative. This very small-sized cooperative was established to service special education students incarcerated within the juvenile correctional system (see Pages 69-72).

The responses to information regarding administrative organization are reported in the two tables that follow (11 and 12). It is very clear that the most responding state-approved directors operate their cooperative through the offices of a local school district, 81.5 percent. An additional three directors indicated that their cooperatives were under the aegis of the local Educational Service Region (ESR). There are only three educational service region cooperatives in the state and all of them responded. There are at present seven legal entities in the state of Illinois. All seven of these responded to the survey. There is a trend within the state of Illinois for cooperatives to be reorganized as legal entities. Expansion on administrative organization is covered in the narrative analysis (see Pages 72-76).

TABLE 11
TABLE OF COOPERATIVE ADMINISTRATIVE
ORGANIZATION I

Category	Number of Responses	Percentage Frequency
Legal Entity	7	13.0
Administrative District	44	81.5
Administrative District Educational Service Region	3	5.6
Missing Observations	3	Adjusted
TOTAL	57	100.0

TABLE 12
TABLE OF COOPERATIVE ADMINISTRATIVE
ORGANIZATION II

Category	Number of Responses	Percentage Frequency
Centralized	17	30.4
Decentralized	28	50.0
Combination	11	19.6
Missing Observations	1	Adjusted
TOTAL	57	100.0

It is important to note that 30.4 percent of the responding cooperatives operate from a centralized administrative organization. Centralization implies that all, or almost all of the operation of the cooperative is administered by the state-approved director. Direct conflict with local school superintendents can result. Centralized administrative organization is expanded in the narrative portion of the analysis (see Pages 72-76). The directors who responded to the survey also indicated that eleven (11) cooperatives operated combination centralized and decentralized administrations. Combinations of this type, unless there are definite guidelines and the interviews indicated there are not, causes even greater confusion and conflict. Cross-tabulations of all the variable categories were developed and are presented in Appendix F.

In the following sections the quantitative data were reported for each individual descriptor that analysis indicated were impacted by the variables. Implication, observations and trends were noted at the end of each presentation.

In the tabulation and analysis of the results of the survey dealing with the variables, it was noted that there were a number of missing observations that impacted the results. The missing observations made it necessary to exercise great care to only include those results that did not demonstrate an influential number of missing observations. Caution was exercised in the

interpretation of descriptors that had categories excluded because of missing observations.

It was determined that a difference of ten (10) percentage points was sufficient criterion to indicate the impact of any variable or category (see Pages 37-38 and Chapter III).

Impact of Cooperative Size

The following Table 13 lists four descriptors that meet the criteria previously established. As stated above, data were not reported where missing observations or small numbers effected the result.

Descriptor No. 1, developing policy for recruitment and selection of the cooperative's staff, shows that in very small cooperatives the directors report twice as many directors consider this descriptor to be solely the purview of the director. The balance of the directors reporting share in the activity.

Descriptor No. 19, developing the coordination of the cooperative and local district programming, reports in medium-sized cooperatives almost four times as many directors share this activity than consider it a director only function.

Descriptor No. 21, developing a plan for supervision and evaluation of all the cooperative's personnel, shows that the directors of very small cooperatives, at a three to one ratio, consider the descriptor to be a shared function. And descriptor No. 23, developing a plan for the evaluation of all the cooperative's special education instructional programs, reported a total

TABLE 13

TABLE OF SIZE IMPACT FROM SELECTED DESCRIPTORS

Descriptor Number	Category	Number of Observations	Number of Missing Observations	Percentage Director Appropriate	Percentage Shared Appropriate	Percentage Delegated Appropriate	Percentage Delegated Inappropriate
1	Very Small	18	2	66.7 (N=12)	33.0 (N=6)		
19	Medium	12	1	16.7 (N=2)	66.7 (N=8)	8.3 (N=1)	8.3 (N=1)
21	Very Small	17	2	23.5 (N=4)	64.7 (N=11)	5.9 (N=1)	00.0*
23	Small	16	3	12.5 (N=2)	56.3 (N=9)	18.8 (N=3)	12.5 (N=2)

*Inappropriate, no one does: 5.9 percent (N=1)

of over four times as many directors selected shared involvement for the director in small-sized cooperatives.

It is clear that in all of the descriptors reported in Table 13 and above that the directors consider the descriptors to be appropriate to their role and participate in the activity as stated either directly or in a share capacity. Other interpretations would be highly speculative due to the previously mentioned missing observations and small numbers of responses in individual categories.

The variable of size was also reported by the ten (10) directors who consented to an in-depth interview. The ten (10) directors represented five small, three medium, and two large cooperatives. Size of the student population base was not considered to have had any impact on the director's function of any descriptor.

Impact of Cooperative Location

Table 14 lists three descriptors that met the previously established criteria of sixty (60) percent regarding a cooperative's geographic location. There appears to be two special cases, one urban and one statewide cooperative. There is no information on how many urban cooperatives there are in the state, but there is only one statewide cooperative. Therefore, a separate report is made on the statewide cooperative to demonstrate where it is similar and where it is unique as compared to other cooperatives' responses (see Pages 69-72).

TABLE 14

TABLE OF GEOGRAPHIC IMPACT FROM SELECTED DESCRIPTORS

Descriptor Number	Category	Number of Observations	Number of Missing Observations	Percentage Director Appropriate	Percentage Shared Appropriate	Percentage Delegated Appropriate	Percentage Delegated Inappropriate
5	Suburban-Rural	6	1	16.7 (N=1)	66.7* (N=4)		
21	Urban-Rural	5	1	75.0 (N=3)	00.0**		
22	Urban-Rural	4	1	75.0 (N=3)	25.0 (N=1)		

*Appropriate, no one does: 16.7 percent (N=1)

**Inappropriate, no one does: 25.0 percent (N=1)

The interviews with the directors, who represented one rural, one urban-rural and eight suburban cooperative, substantiated the observation that geographic location had no impact on the function and role of the state-approved director. Examination of the state-approved special education directors' responses to the survey reveal three descriptors that demonstrate patterns that met the sixty (60) percent criterion established. It is again noted that due to missing observations items that would be affected are not included and that because of the small numbers of responses involved caution was used in reporting observations and trends.

Descriptor No. 21, developing a plan for supervision and evaluation of all the cooperative's personnel and descriptor No. 22, developing a system for completion of all state forms for staff and students reimbursement demonstrate considerably more director's involvement for the urban-rural director than the percentages reported in the general tally. (Descriptor No. 21, 25.0 percent for the director's function and descriptor No. 22, 33.3 percent.)

There are two possible explanations for this trend. An analysis of the cross-tabulations of geographic location and cooperative size indicate that 80.0 percent of the cooperatives that consider themselves urban-rural report that their student population base is under 25,000 students (see Appendix F). This correlation of small size with geographic location is in harmony with the trends and observations established in the quantitative

analysis section on the size of special education cooperative's variable.

Another possibility is the impact of an urban center on a largely rural population. Strong leadership and dominance from the urban center could generate a response of this type. Both descriptors Nos. 21 and 22 fall with the administrative process of controlling. A detailed analysis of this process is presented in the section of administrative processes (see Pages 90-93).

Question No. 5, developing the design and implementation of new special education instructional programs for the cooperative was reported in the general tally at 38.6 percent shared. The suburban-rural directors indicate by their responses a much higher number of shared responses. It is difficult to demonstrate a trend with such a small number of responses and missing observations or other categories. However, because of the implications of the strong leadership that may be responsible for the urban-rural impact it can be suggested that the lack of an urban center requires a shared arrangement in the establishment of new programs. To verify this it would be necessary to examine the cooperative's articles of agreement.

The administrative process of planning incorporates descriptor No. 5. The impact of the suburban-rural directors will be included in that section of the analysis (see Pages 77-80).

The special education director of the statewide cooperative has a unique position that is shaped by the geographic

location and small size (see Appendix F). In order to discern where the statewide cooperative deviates from other cooperatives a special table is presented. Table 15 is constructed to report the descriptors the statewide director noted as different. Since there is only one cooperative reporting, all of the percentages are at the 100.0 percent level.

When analyzed, it is clear that the geographic and size variables have impact on the role of the director of the only statewide cooperative. The fact that the students of this cooperative are incarcerated and that their classrooms are located in juvenile detention centers is of paramount importance. It then becomes clear why descriptor No. 1, the recruitment of staff, descriptor No. 3, participation in due process hearings, and descriptor No. 4, budget practices, must be shared. The correctional system that services these students have primary responsibility and the special education cooperative must interface with that system. The above-stated descriptors constitute three of the five items identified as the planning function in the analysis of the administrative process and they will be included in the report later in the chapter (see Pages 77-80).

The descriptors Nos. 16, public relations with the community, 18, private placement, and 19, coordination of the cooperative and local district planning are all coordinating administrative processes. These functions are all considered the director's function in the statewide cooperative.

TABLE 15
 TABLE REPORTING SELECTED DESCRIPTOR RESPONSES
 OF A STATEWIDE COOPERATIVE

Question Number	Descriptor	Response
1	Developing policy for recruitment and selection of the cooperative's staff	Shared
3	Developing policy for the planning of and the participation in all due process hearings	Shared
4	Developing policy regarding budgeting practices of the cooperative	Shared
7	Developing of all the billing procedures in the cooperative	Missing Observation
10	Developing the transportation plan for the special education students served by the cooperative	Not transported
12	Developing inservice programs for the parents of special education students served by the cooperative	Not Appropriate, on one does
15	Developing working relations with the state legislature regarding special education legislation	Appropriate, no one does
16	Developing public relations with the community served by the cooperative	Director
17	Developing public relations with the districts within the cooperative	Missing Observation
18	Developing private placement of all special education students in the cooperative who require it	Director

TABLE 15--Continued

Question Number	Descriptor	Response
19	Developing the coordination of the cooperative and local district planning	Director
20	Developing a communication system between the cooperative and local districts.	Appropriate, no one does

The nature of the cooperative and its very small size (under 500 students) account for this observation. As delineated in the discussion on the impact of size earlier in this chapter, small organizations have less structure and personnel than large organizations.

Two descriptors are noted as appropriate, but are not done. They are No. 15, relations with the state legislature, and No. 20, communications with the local districts. A large percentage of directors' functions, 76.7 percent and 58.7 percent respectively. The state wide director gave no indication of whether or not he would do them or they would be shared.

Impact of Cooperative Administrative Organization

For clarity the administrative organization reports are divided into two subsections. The first section deals with the information as to whether or not a cooperative is organized as a legal entity, an administrative district or if the administrative district is the local educational service region. As previously

noted there are seven legal entities in the state of Illinois and three administrative districts operated by the local educational service region. The survey received responses from all of the legal entities and educational service region administrative districts. A large percentage (75.0 percent) of the cooperatives responding indicated the cooperatives that operate as administrative districts consist of a student population base of under 25,000. Also noted is that 47.7 percent of the administrative district are rural and 57.0 percent of the legal entities are located in the suburbs (see Appendix F).

The previously established criteria of sixty (60) percent was applied to the twenty-five (25) descriptors regarding their administrative organization as a legal entity, administrative district or an administrative district operating through the local educational service region. None of the descriptors met the criteria. Caution must be observed in interpreting any trends or implications due to the missing observations previously noted.

The second part of the administrative organization deals with whether or not a cooperative operates as a centralized, decentralized or combination of both centralized and decentralized organization. According to the data presented in Appendix F, 50.0 percent of the responding cooperatives are decentralized, 30.4 percent are centralized and 19.6 are a combination of both. Administrative districts operated by the local educational service region report one cooperative in each of the options. This

is almost the same for the legal entities with two cooperatives each in centralized and decentralized and three in combination. Whereas 52.3 percent of the administrative districts reporting were all centralized.

After applying the previously established sixty (60) percent criteria, two descriptors showed impact regarding their administrative organization dealing with centralization and decentralization. Table 16 presents the descriptors and the data. The analysis follows.

Descriptor No. 13, dealing with the needs assessment and descriptor No. 20, developing a communication system between the cooperative and local districts show some impact when a cooperative is operated as a combination of centralized and decentralized system. Again it is necessary to note caution in making interpretations due to the missing observations and the small numbers.

In the general report, descriptor No. 13 received 40.0 percent shared, appropriate; and 40.0 percent director's function. The balance was 2.0 percent director's function, not appropriate; 16.0 percent delegated, appropriate; and 2.0 percent delegated, not appropriate. The cooperatives that are organized in combination express a 70.0 percent shared, appropriate function. Descriptor No. 20 received a shared 39.1 percent and a 58.7 percent in the general tally. In the combination response, 72.7 percent of the districts report that this is a shared, appropriate

TABLE 16

TABLE OF ADMINISTRATIVE ORGANIZATION IMPACT FROM SELECTED DESCRIPTORS

Descriptor Number	Category	Number of Observations	Number of Missing Observations	Percentage Director Appropriate	Percentage Shared Appropriate	Percentage Delegated Appropriate	Percentage Delegated Inappropriate
13	Combination	10	1	20.0 (N=2)	70.0 (N=7)		
20	Combination	11	0	27.3 (N=3)	72.7 (N=8)		

function. Descriptor No. 13 and descriptor No. 20, even though they represent different administrative processes could be related. Both of these descriptors require contact within the districts that comprise the cooperative. It is possible for the cooperatives that operate as combination organizations to have cooperative staff available for such functions.

The cooperative administrative organization demonstrates little impact on the descriptors in the quantitative analysis section due to missing observations and small number careful interpretations should be made. The interviews with the directors reported in the final section of this chapter show a different trend. The interviews represent two centralized, one decentralized and seven combination cooperatives. One cooperative is administered by an educational service region, two are legal entities, and seven are administered by a local district. The combination of a district organized as a legal entity and centralized demonstrated the greatest authority and control for a director. Therefore it will be concluded that the articles of agreement, the contract binding the districts together in the cooperative arrangement, define operationally how the cooperative will function. A more detailed analysis is developed in the narrative analysis (see Pages 97-98).

Quantitative Analysis of Selected
Administrative Processes

This section of the quantitative analysis pertains to the administrative processes of planning, organizing, stimulating, coordinating, and controlling (see Page 5). The twenty-five (25) descriptors were regrouped and reported by administrative process and a table for each process was developed. The following tables (17-21) present the quantitative data. An analysis of each table, incorporating the impact of the cooperative's size, geographic location and administrative organization variables previously detailed in section two of this chapter, is reported. Additional analysis is incorporated in the narrative later in this chapter.

Planning

Only descriptor No. 4, developing policy regarding the budgeting practices of the cooperative, met the predetermined criteria of sixty (60) percent. As noted, the directors reported that 72.3 percent view this as their function. When other staff are involved it is in a shared capacity (27.7 percent) totaling 100.0 percent. This is substantiated in the interviews that are reported in the narrative section that follows.

Descriptor No. 1, developing policy for recruitment and selection of the cooperative's staff, and descriptor No. 3, developing policy for the planning of and participation in all due

process hearings, received tallies of over 50.0 percent. It demonstrates a very high involvement for the director.

All descriptors in this section achieved a total percentage exceeding the sixty (60) percent criteria when the director's function and the shared function were combined. The trends reported in Table 17--the planning process--verify the director's participation in all descriptors whether alone or in a shared capacity with a staff member. Support for this is in the literature and further substantiated in the narrative.

Due to missing observations and small numbers, caution was used in the interpretation of the results of the tally of the variables. Two descriptors showed possible impact. Descriptor No. 1, developing policy for recruitment and selection of the cooperative's staff, reported the size variable impact for very small districts. The general tally reported 51.1 percent director's function and the very small districts reported 66.7 percent. The shared function for the general tally was 36.2 percent and for the very small districts, 33.3. percent. The total for the very small districts is then 100.0 percent. The trend is upheld in the interviews that it is not only because they are small in organizational patterns, but that the directors view recruitment

TABLE 17

TABLE OF DESCRIPTORS GROUPED BY THE ADMINISTRATIVE PROCESS
OF PLANNING

Descriptor Number	Number of Responses	Descriptors	Percentage Director's Function	Percentage Shared Function	Percentage Total	Percentage Appropriate
1	47	Developing policy for recruitment and selection of the cooperative's staff	51.1*	36.2	87.3	98.2
2	46	Developing policy for the maintenance of records for the students served by the cooperative	45.7	41.3	87.0	100.0
3	44	Developing policy for the planning of and participation in all due process hearings	59.1*	25.0	84.1	91.2
4	47	Developing policy regarding the budgeting practices of the cooperative	72.3**	27.7	100.0	100.0
5	44	Developing the design and implementation of new special education instructional programs for the cooperative	40.9	38.6	79.5	90.6

*Function over 50.0 percent

**Function over 60.0 percent

as a primary function.

Descriptor No. 5, developing the design and implementation of new special education instructional programs for the cooperative, showed impact geographically. The general report noted a 40.9 percent tally for the director's function and 38.6 percent for shared function, totaling 90.6 percent. The suburban-rural directors reported 16.7 percent for directors and 66.7 percent for shared. It is difficult to substantiate this due to the number of missing observations in the suburban category and no information in the interviews. It appears that the variables show little if any impact on the administrative process of planning.

Every director interviewed reported that much of their time and attention was spent on planning. Planning as defined by the ten (10) directors interviewed consisted of funding problems, establishing programs and hiring staff to serve in programs. Maintenance of records and due process are items that are now well established and in place, almost routine.

Due to the nature of special education, funding and the impact of court decisions for educational service become an area of high involvement for the directors. As the state continues its restriction on out-of-district placement, local cooperatives are finding it necessary to develop new programming strategies.

Organizing

Descriptor No. 6, developing the cooperative's budget meets the predetermined criteria of sixty (60) percent or more.

The director's report that 75.6 percent of them consider this their function and 22.2 percent share the function with other staff members resulting in an impressive total of 97.8 percent which is supported by the interviews that follow.

Two descriptors, No. 7, dealing with the developing of billing procedures and No. 8, developing a plan for the assignment of cooperative personnel achieved combined totals of over 70 percent. It demonstrates a heavy involvement from the directors although they do not view these descriptors as primarily their function. Descriptor No. 9, the selection of all the testing materials in the cooperative, is the only descriptor of the entire twenty-five (25) that received a decisive not appropriate tally (66.7 percent). It is a clear statement even though 22.7 percent of the directors do participate in the activity.

Descriptor No. 10, developing the transportation plan for the special education students served by the cooperative, received a 50.0 percent total appropriate in the general report with 14.3 percent of the directors claiming it their function and 21.4 percent sharing it. It is delegated appropriately at 19.0 percent and delegated, not appropriate at 28.6 percent. When it is not assigned, the directors responded it was appropriate 4.8 percent, and not appropriate at 11.9 percent. Directors do not consider the organization of pupil transportation an area in which they should function.

Three of the five descriptors in the administrative process of organizing did achieve total percentages, director's and shared

function, of over sixty (60) percent. This indicates a very high involvement for the directors in the process of organizing, but the predetermined criteria was not met.

None of the variables of the cooperative's size, geographic location or administrative organization demonstrated any impact on these descriptors. It does not mean that no impact is possible. The number of missing observations and low numbers required extreme caution in reporting.

As previously stated, some of the interviewed directors cite planning and organizing as the administrative processes in which they are very active. Budget and staff placement are included in the director's view of organization yet staff assignment only receives 40.9 percent director's function in the tally. The tendency appears to be the directors hire, with endorsement from the local districts, key staff. That key staff is responsible for the assignment of personnel. Billing procedures and transportation, as previously reported, are outlined in the articles of agreement. Also, previously noted, testing, in the director's view, is not considered appropriate.

It appears to be a trend that the directors focus on the most essential, pressing issues. In a field like special education, the changes are many and occur at a rapid rate. Items that are well established or formulated in the articles of agreement are monitored.

TABLE 18

TABLE OF DESCRIPTORS GROUPED BY THE ADMINISTRATIVE PROCESS
OF ORGANIZING

Descriptor Number	Number of Responses	Descriptors	Percentage Director's Function	Percentage Shared Function	Percentage Total	Percentage Appropriate
6	45	Developing the cooperative's budget	75.6*	22.2	97.8	94.7
7	45	Developing of all the billing procedures in the cooperative	37.7	33.3	71.1	86.8
8	44	Developing a plan for assignment of all cooperative personnel	40.9	34.1	75.0	92.6
9	44	Developing the selection of all testing materials used in the cooperative	6.8	15.9	22.7	33.3
10	42	Developing the transportation plan for the special education students served by the cooperative	14.3	21.4	35.7	50.0

*Function over 60.0 percent

Stimulating

Two descriptors meet the predetermined criteria of sixty (60) percent and over. Descriptor No. 14, developing a liaison relationship with the State Board of Education and descriptor No. 15, developing working relations with the state legislature regarding special education legislation, achieved 83.0 percent and 76.7 percent respectively. These areas were of great interest and involvement for many of the directors who participated in the interviews reported later in this chapter.

Items No. 11, developing inservice programs for the cooperative's staff and No. 12, developing inservice programs for the parents of special education students served by the cooperative are not considered director's functions by the directors.

Descriptor No. 13, developing a needs assessment for the cooperative, was reported by the directors as 40.0 percent the director's function and 40.0 percent a shared function with another staff member. This makes for a total director involvement of 80.0 percent demonstrating a very high participation level.

Although three of the five descriptors in the administrative process of stimulating received combined totals of over sixty (60) percent, only two met the pre-established criteria.

Only the descriptor dealing with needs assessment met the criteria established for examination of the variables. The administrative organization of combination centralized and

decentralized operation showed an impact. These directors reported a 70.0 percent shared function as opposed to the 40.0 percent general tally. Due to the small numbers involved and the missing observations it is difficult to demonstrate trends without being highly speculative.

Stimulating is an administrative process that is done by the state-approved director to assure funding and legal protection for special education students. As reported previously and in the narrative analysis, even if directors do not travel to the state capital, they consider telephone contact with the Illinois State Board of Education vital. Also, six of the ten (10) directors interviewed were in contact with the state and federal government.

The fact that the inservice of staff and parents is done by delegation is substantiated in the narrative reports and previous discussions. The results of this, as reported, could reflect in poor communication with the cooperative's staff, both internal and district located, and lack of parent understanding and support. The grassroots level of support is crucial to the cooperatives to gain acceptance for programming, authority to develop services and understanding regarding the fiscal problems special education encounters. As the crunch for funds heightens those populations who are affected will need to be more informed and more active.

TABLE 19

TABLE OF DESCRIPTORS GROUPED BY THE ADMINISTRATIVE PROCESS
OF STIMULATING

Descriptor Number	Number of Responses	Descriptors	Percentage Director's Function	Percentage Shared Function	Percentage Total	Percentage Appropriate
11	46	Developing inservice programs for the cooperative's staff	10.2	34.7	44.9	80.0
12	48	Developing inservice programs for the parents of special education students served by the cooperative	6.3	27.1	33.4	75.9
13	50	Developing needs assessment for the cooperative	40.0	40.0	80.0	96.5
14	47	Developing liaison relationship with the State Board of Education	83.0*	17.0	100.0	100.0
15	43	Developing working relations with the state legislature regarding special education legislation	76.7*	4.7	81.4	96.4

*Function over 60.0 percent

Coordinating

None of the descriptors in this section of the administrative processes met the predetermined criteria established in Chapter III. Only two descriptors, No. 17, developing public relations with the districts within the cooperative and No. 20, developing a communication system between the cooperative and the local districts show a tally over the 50.0 percent level. When the director's function and the shared function are combined all descriptors achieve a 60.0 percent or more level.

Although the directors participate at a high level of personal involvement it is apparent that they do not consider the administrative process of coordinating a high priority. The interviews with the directors reported on later in this chapter deal with the problems in communication and service delivery that can be traced to this lack of participation.

Descriptor No. 19 and descriptor No. 20 show impact from the variables of size and administrative organization respectively. Descriptor No. 19, developing coordination of the cooperative and local district programming, reported impact of size speculating that the larger the cooperative the more staff involved in local district operations. Descriptor No. 20, developing a communication system between the cooperative and the local districts, shows impact of districts that have combination centralized and decentralized organizational models. The finding is in agreement with how cooperatives are organized and the impact on the size of a cooperative as

previously detailed (see Pages 64-66, 72-76).

Items Nos. 16 and 17, having to do with public relations in the community and with the districts, demonstrates appropriate to the role 100.0 percent and properly so. The grassroots base of the cooperative is the source of power, control and support. The director's function of 43.2 percent and 52.2 percent respectively, is enhanced in participation by sharing the task with other staff to a 93.2 percent and 100.0 percent level. The narrative reports revealed many directors do not treat grassroots contact as a high priority. Contact with the local district superintendents and board members, especially as these populations have a governance role in the cooperative, is more frequent. Only Director A made a consistent and planned effort to establish contact with the entire school community. None of the cooperatives reported a fully developed plan for public relations. With the funding level reductions that are presently funneling through the system it is more important than ever to establish grassroots support. Focus at the state and federal levels for funding is necessary but local support is vital.

Student placement is one of the few specific powers that the rules and regulations give to the state-approved director. Only the board of education shares that status. Descriptor No. 18 shows a 31.8 percent director and 43.2 percent shared function totaling 75.0 percent. Trends of high involvement by the director are indicated. Many directors who complain about not having

TABLE 20

TABLE OF DESCRIPTORS GROUPED BY THE ADMINISTRATIVE PROCESS
OF COORDINATING

Descriptor Number	Number of Responses	Descriptors	Percentage Director's Function	Percentage Shared Function	Percentage Total	Percentage Appropriate
16	44	Developing public relations with the community served by the cooperative	43.2	50.0*	93.2	100.0
17	46	Developing public relations with the districts within the cooperative	52.2*	47.8	100.0	100.0
18	44	Developing private placement of all special education students in the cooperative who require it	31.8	43.2	75.0	87.0
19	45	Developing the coordination of the cooperative and local district programming	35.6	48.9	84.5	94.4
20	46	Developing a communication system between the cooperative and the local districts	58.7*	39.1	97.8	100.0

*Function over 50.0 percent

enough control in their cooperatives may not be using this authority sufficiently. As the state continues to become more restrictive, due to funding pressures, directors will be forced to become more involved.

Item No. 19, coordination of local and cooperative programs was reported to be an area of difficulty with all the directors. It is particularly true at the high school level where the lines of authority may not be clear. The method in which the articles of agreement organize a cooperative have great impact in this area according to the interviews with the ten (10) directors reported later in this chapter. The cooperative that was a centrally organized legal entity had the least amount of difficulty. In most cases the state-approved director had little information or input into high school programming and operated very few if any programs at the secondary school level.

Controlling

Only descriptor No. 25, developing the goals and objectives of the cooperative's mission achieves the criteria established in Chapter III of sixty (60) percent and above. The directors report that 71.4 percent view this descriptor as their function. It is shared with other staff at the 26.2 percent level demonstrating the director's involvement at a high 97.6 percent.

The remaining four descriptors report director function of under 50.0 percent. It appears that more of these descriptors are

shared and delegated to other staff than any of the other administrative processes.

Even the small-sized districts report that they share this function. Descriptor No. 21, developing a plan for supervision and evaluation of all the cooperative's personnel and descriptor No. 23, developing a plan for the evaluation of all of the cooperative's special education instructional programs, report 64.7 percent shared function for No. 21 and 56.3 percent shared function for No. 23.

Descriptor No. 21 as stated above and No. 22, developing a system for completion of all state forms for staff and student reimbursement, show that directors of urban-rural cooperatives perform this function at the 75.0 percent level. Trends must be cautiously interpreted due to the small number of urban-rural cooperatives reporting (four).

The observation that the directors focus more of their role on planning than other administrative processes like evaluation or controlling of programs is upheld by the input from the director's interviews. Program effectiveness and evaluation of personnel are important functions of educational administration. Failure to be involved at this level creates complications at planning times. Programs for students and staff to serve those students are the purpose for which the cooperatives were established. However, none of the interviewed directors mentioned or were concerned about evaluating programs. The impact of this could be felt back at the planning level when directors could be requested

TABLE 21

TABLE OF DESCRIPTORS GROUPED BY THE ADMINISTRATIVE PROCESS
OF CONTROLLING

Descriptor Number	Number of Responses	Descriptors	Percentage Director's Function	Percentage Shared Function	Percentage Total	Percentage Appropriate
21	48	Developing a plan for supervision and evaluation of all the cooperative's personnel	25.0	52.1*	77.1	93.0
22	45	Developing a system for completion of all state forms for staff and student reimbursement	33.3	48.9	82.2	98.2
23	46	Developing a plan for the evaluation of all of the cooperative's special education instructional programs	19.6	47.8	67.4	93.0
24	43	Developing evaluations on the effectiveness of the cooperative's programming	37.2	37.2	74.4	92.9
25	42	Developing the goals and objectives of the cooperative's mission	71.4**	26.2	97.6	100.0

*Function over 50.0 percent

**Function over 60.0 percent

to demonstrate how special education interventions by program and staff affected students. The shortage of educational dollars in general and special education funds in particular combined with increasing demands for accountability may make this a most vital administrative process.

Interview Analysis

An in-depth personal interview was conducted with ten (10) state-approved special education directors who administer a special education cooperative in the state of Illinois as outlined in Chapter III. The interview was organized in three major sections. The first section requests specifically that each director interviewed describe how he implements his role. The next section focuses on the specific changes that the director believes are important to incorporate into the role. And last, the director is requested to determine what the role should be (see Appendix G).

As stated in Chapter III, the directors interviewed were randomly selected. In order to insure anonymity of the respondents they have each had an alphabetical letter assigned A through J. Although women were included in the interviews, in keeping with the need for confidentiality, this report will not indicate which directors they were.

The cooperatives represented in this section display a different set of demographics than the directors responding to the survey. However, all ten (10) interviewees stated that they

had responded to the questionnaire. The districts included in this section consisted of two large districts, 20.0 percent; three districts of medium size, 30.0 percent; and five small districts, 50.0 percent. The ten (10) districts included eight suburban, 80.0 percent; one rural, 10.0 percent; and one urban-rural, 10.0 percent. Organizationally two districts were legal entities, 20.0 percent; one a joint agreement administered by a local educational service region, 10.0 percent; and the remaining seven joint agreements with a regular district administering. Finally, two districts were centralized administratively, 20.0 percent and eight were organized decentrally, 80.0 percent.

The ages of the respondents ranged from the late thirties to the mid-fifties. Only one of those interviewed had held a position as a regular school administrator before being a special education administrator. Although three of the directors were in their second year in their current position all were very experienced in special education administration (Average special education experience 12.4 years.)

In response to how they implement their role, five of the directors indicated that they are, "implementors of special education programming." Two stated that they were coordinators of programs, one defined his role as that of an advisor, one reported that his major role was that of a supervisor and one saw his function to be a reorganizer and renewal agent.

The five directors who consider themselves program implementors administer cooperatives that range in size from small to large, two are legal entities, one is organized centrally and all are geographically suburban. Their role tends, upon examination to depend on their articles of agreement, where the cooperative is in its historic development and the mission that each director states he develops for himself. These five are now in a program building period and are able to work with their local district for implementation.

The other five directors responded as follows: Director B, who sees his role as an advisor is in a medium-sized, very decentralized cooperative that highly limits his role. Director A, who believes his role is that of a supervisor, is the director of a long-established, successful cooperative with a history of leadership in the state of Illinois. This cooperative is well developed with a wide array of service for special education students and now is focusing on quality programming. Director E inherited a cooperative that was in extreme difficulty with massive problems in administration internally and with the supporting districts. This is a unique situation where it was necessary, as the director says, "to clean house" and now is in a reorganization and renewal phase.

Directors G and H both view themselves as coordinators. Director G operates a small cooperative. His joint agreement is

centralized and rurally located. Director H is in charge of a very decentralized cooperative in a suburban area.

Table 22 states the issues the state-approved directors reported developed in the interviews. All of the directors indicated that they performed their role under stress. Although all of the directors implied unstable funding was a problem, four, 40.0 percent, specifically stated funding to be a source of the stress. Six, 60.0 percent, of the directors indicated that stress was generated because of problems in the lines of authority between the cooperative and the local districts. Only one director, 10.0 percent, did not believe there was a need for improvement in the lines of authority. Seven, 70.0 percent of the directors indicated that the administrative organization of the cooperative had impact on their role.

Eight, 80.0 percent, of the directors view themselves the special education technical expert in their cooperative. They are the specialists that bring the legal demands and the technical solutions into operation. All of the directors reported a need to improve training programs for the state-approved director and seven, 70.0 percent, indicated the certification requirements be upgraded.

All of the interviewed directors found the role of the state-approved director to be the same as the one that they anticipated because of their experience as special education teachers, specialists and administrators. They all stated that they were observing and learning the role as it emerged and developed.

TABLE 22

TABLE OF DIRECTORS' INTERVIEW RESPONSES

	Agree		Disagree		No Comment	
	Number of Responses	Percentage	Number of Responses	Percentage	Number of Responses	Percentage
State-approved directors operate under stress	10	100.0				
State-approved directors are the special education technical experts in the cooperative	8	80.0			2	20.0
The role of the state-approved director is impacted by the administrative organization of the cooperative	7	70.0			3	30.0
The state-approved director spends most of his time in the administrative process of planning	7	70.0			3	30.0
There is a need to improve lines of authority in special education cooperatives	6	60.0	1	10.0	3	30.0

TABLE 22--Continued

	Agree		Disagree		No Comment	
	Number of Responses	Percentage	Number of Responses	Percentage	Number of Responses	Percentage
There is a need to improve training programs for state-approved directors of special education	10	100.0				
There is a need to upgrade the certification requirement for state-approved director of special education	7	70.0			3	30.0

They also stated that learning the role that way today would be a very difficult task because of the sophistication of the position and its special requirements.

The section on how the role should change and what the role should be became merged in the responses of the directors. There was no general pattern that emerged from this part of the interview. All the data were reported in the individual director's reports that follow.

Director A: Report

The state-approved special education director's role as Director A defines it is to implement and insure special education service at all levels. He views relationships with the state for funding and certification to be crucial. Action at the state and federal level takes up 35.0 percent of his time. According to Director A, the state develops rules and regulations to get compliance and accountability. However, the state offers minimal assistance. It is what he anticipated and what he got when he took this role.

Director A's personal commitment is to supervision. His time at his cooperative is spent implementing heavy supervision of his management team. He has a personal management style that builds off a base of programmatic philosophy and ideology. The style demands that the director understand the field, not delegating all to other administrators. Personal contact for Director A transcends superintendents and goes to the principal, teacher,

parent and student levels. He cuts across special education categories in order to meet regularly with his supervisors. He believes in strong leadership that works very closely with line staff and requires a strong ideological orientation.

Director A's background as a special education advocate gives him an unusually strong commitment to student normalization. He considers himself a change agent and has in past roles been on the other side of administration pushing for service. Therefore, he continues to be student service oriented. He is presently satisfied with the role and he states that the local districts are also satisfied. This cooperative was the first in the state and was operating two years before the legislation allowing cooperatives was passed. Historically, the directors of this cooperative have been active at the state and federal levels helping to develop the state and federal laws to service handicapped students. This long history of leadership by the directors of this cooperative is well established and makes for good relationships.

When accepting this position, Director A examined the role and determined to open up communications within the districts. Because of declining enrollment and reduced funding, special education is no longer isolated and decisions on regular programming will have impact on special education. For example, one local building may decide to have one class of thirty (30) students with an aide instead of two classes of fifteen (15) students and no aide.

The results of that decision would pose problems for the special education administrator in the area of mainstreaming students into regular class as mandated by the federal law. Since Director A has a personal commitment to normalization, this planning has implications for his role and how he spends his time. At present it reflects in time spent with superintendents and principals in educating them to the needs of special education students and the district's legal obligations. The state could assist the director by improving the lines of authority with local districts.

Director A is aware of the continuing pressures emanating from state and federal levels and the problems of funding and yet he views supervision as the key to good management. "There should be heavier emphasis on supervision by training agencies," he states. He bases this conclusion on his observations of the difficulty in getting staff to change. The speed at which special education is changing is traumatic and ever increasing. Therefore, the response to change must be faster. Training programs need improvement.

Director A says that the state should define the role of the state-approved special education director, not a job description, but a role description. This would clarify program problems of competing service or non-compliance of service needs. "This problem will get worse as the competition for dollars escalates and unless the special education directors bring special education into a posture of being a part of regular education, special education could be added to the list of what is ruining the public school," he stated.

Planning is an administrative process on which Director A spends a good deal of time. Like the other directors interviewed and as seen in the quantitative analysis, Director A sets his goals and objectives and is heavily involved in finance and legal issues at the state and federal levels. Funding issues are especially pronounced in special education because of the high cost of programming and the strong mandates, state and federal, for service.

Director A was the only director to include supervision in the training of state-approved special education directors. Although that was the only recommendation he made the implications of his personal mandate appear to endorse strong training in the special education areas. Problems in law and funding would also imply course work in special education law and finance. It would appear that work with small groups could be enhanced by course work in organizational development or small group work.

Director A: Analysis

Director A's use of the management team concept and his time spent at the state and federal levels on funding and legal issues are consistent with the general findings of the quantitative analysis. The sophistication of the well-established cooperative allows Director A to pursue his personal management style of supervision and achieve a high degree of visibility in the field. Being able to satisfy this idiographic dimension of his role, his motivation for normalization, gives him clear leadership

goals that are very personal and unique. It is because of this history of development that an array of services are in place and that the director is able to pursue his commitment.

Presence in the field for a state-approved special education director is an extremely important concept that many directors neglect due to heavy work loads, restrictions from the local districts or lack of inclination. When directors are isolated in their cooperatives or limited to the contact of only the local superintendents there are resulting problems. These are discussed in the reports of other directors.

Director A makes a determined effort to open up communication with the local districts throughout the cooperative, particularly at the building level and with parents. The quantitative analysis indicated that although the directors had a high degree of interest in the area of coordination, none of the descriptors achieved the sixty (60) percent level. Director A's commitment to programming imposes pressures on him to generate proper funding levels. Little time is left for other administrative processes such as evaluation and controlling.

Although Director A states that he would like clarity from the state on his role, it is apparent that clarity for Director A would mean agreement. He is so strong in his own convictions that any disagreement may cause him great difficulty.

The key variable that appears to affect this cooperative is not its size, geographic location or its administrative

organization. It is instead the history of the development of the cooperative and the strong, clear mission outlined by the director. That the director is content with his role as it stands is expected since he designed it. As long as the local districts support Director A's mandate, his problems will be minimal. That is why it is vital for him to continue to educate the local districts and garner support at the grassroots level.

Director B: Report

Director B operates a very highly decentralized cooperative. He only has one supervisor working out of his office, but the cooperative does operate three all-district sponsored programs. These are physical therapy, early childhood, and behavior disorders. He is the technical expert for his cooperative.

Director B views his role as that of an advisor to local districts and a monitor of services so that the local districts can be in compliance with state and federal law. His contact in the districts is with a district representative even though the district superintendents comprise his board. He does not find it necessary to be involved at the state level in person, but is in telephone contact. If he did need to go directly to the state, it would be difficult because of his small central office staff. Administrative organization makes a difference in his role.

"The state gives no direction," he says, "all the state does is send state forms. The state holds the cooperative accountable

for compliance, but the cooperative's need more power if they are to be successful at this. Lines of authority between the local districts and the cooperative must be improved," he concluded.

Getting the local high schools into compliance is a serious problem. All he can do in his current role is recommend, advise and monitor. According to Director B, he has no authority if the local districts do not wish to comply. The problem at the high school is compounded by the district's confusion regarding the high school special education director and the state-approved special education director. Conflict results because it is the state-approved director who is responsible for compliance. According to Director B, the Illinois State Board of Education should, "annoint and make more important the state-approved special education director." Upgrading of the certification requirements would help, he added.

Director B states that the role of the state-approved director is now all problems. All the state complaints come to him. He has all the problems and no credit or help from the state. He can not even send his supervisor into a district unless the district allows it. The districts want to keep the cooperative small. Although the district superintendents trust and respect the state-approved director, they limit his role. Maybe a master plan for the articles of agreement would help, he concluded.

Director B views his role as a technical expert keeping his districts aware of the special education field and helping them

be in compliance with the state and federal law. He sees the districts putting more reliance on the cooperative. He keeps the districts informed about current legal decisions and he is a resource in the due process hearing procedures. He assists the local superintendents in planning special education service. According to Director B, it would be in the best interest of better special education programming if the state-approved director would be able to certify programs for which they are responsible.

The way the role has developed leads Director B to believe that training programs should be improved to focus on the practical not theoretical aspects of administration. Key would be ways to work with local districts to get programming developed in a cooperative manner that would put the districts into compliance.

Director B: Analysis

Director B's role is extremely restricted by the local districts. Role restriction puts Director B in a vulnerable position and generates a great deal of internal conflict. He is mandated by federal law and monitored by the state to provide service for handicapped students within the cooperative's catchment area yet the local districts, within the cooperative do not allow him the money, staff, and authority to accomplish the work. Director B is constantly frustrated in leadership role. He is forced to participate in a system that leaves little room for personal gratification.

Essentially, Director B operates a one-person cooperative. He does all the administrative work, but his leadership in all phases of the administrative process functions are severely limited. His top priority is getting the districts into as much compliance as the district will permit. Funding and legal issues occupy much of his time.

Director B is correct when he states that he needs the state's help. The state, when it undertakes to review a cooperative's programs for compliance, should be very clear to the districts what the districts must provide according to law. Unfortunately, when a district is not in compliance, it is the state-approved director that is responsible. That responsibility is part of his role as a state-approved special education director. The developing of a master plan for the articles of agreement would certainly assist Director B.

Director B is not alone in his problems regarding programming at the high school level. It is a shared concern of many directors interviewed and is a growing problem in the state. High schools have been slow to develop proper programming of special education students. When the high schools do develop programs, they tend to bypass the cooperative. Issues of power and control emerge that can result in restriction or duplication.

Director B's need to be expert and current on funding and legal issues are in total agreement with the results of the

quantitative analysis and the interviews with the other directors. The variables that affect Director B are not size of cooperative, geographic location or administrative organization. Director B's limitations are set by the articles of agreement and the restrictions placed on him by the cooperative's superintendents.

Director B is obviously unhappy about his role and looks to the state for assistance. One possibility would be for Director B to exercise leadership and force the districts to re-write the articles of agreement which bind them together as a cooperative. Another option would be to reorganize as a legal entity. There is a great risk here, but there is a trend in the state to update articles of agreement and the state office reports that every year one or two districts become legal entities. Director B's idea of having the state-approved director certify programs for funding approval has merit and should be considered.

Director B's own needs reflect in his suggestions for training. The need for the development of skills to work with many small and diverse groups is a need expressed by many directors. This skill can be used with superintendents, principals, teachers, parents and students. Needs for special education finance and law courses are also apparent. Some of these training needs could be accomplished in workshop settings.

Director C: Report

Director C views his role as an implementor. According

to him he spends his time on budgeting money and staying legal. "Good procedure," he states, "is always followed. Although his expectations about the role were a bit more programmatically envisioned, the reality is it is management oriented. Director C is most successful in this role and his cooperative is one of a very small number in the state of Illinois that is in full compliance with the state rules and regulations. He has received full state approval.

Director C believes he has sufficient authority to do what is necessary. The state, according to him should tell directors what not to do. The role of special education is getting too broad and needs to be limited. He feels that his role is like that of a local assistant superintendent in charge of special education. He is the technical expert on the district staff.

Contacts with the state are kept to the telephone. Director C finds the state responsive. "Money is very important in making programs accessible," he states. The state uses him to get information to the local superintendents and they help him figure out ways to generate money within the system. Most of his time is spent in planning.

"Being out in front by bringing the news about special education to the districts makes the cooperative directors vulnerable and also makes the director look like an elitist. This can cause difficulties," he continued. The cooperative director depends on the resources of the district, on the general superin-

tendents and the articles of agreement on which the cooperative is based.

Training institutions for special education directors are doing a good job in general administrative information according to Director C. There should be more courses in communication skills and program development he continued. "Internships are crucial to develop a philosophy of administration, special education finance and special education law. The areas of law and finance are constantly changing and require on-the-job training," he concluded. Director C was a part of an internship program with a special education director that helped to shape Illinois special education law. Director C's mentor was also the chief state school officer in the state of Illinois when the special education mandates were enacted.

Director C's request for an internship and special classes for special education law and special education finance again reflect agreement among the directors. Director C is content with the role with the exception of not being as involved as he would like programmatically. His heavy commitment to procedure and administrative detail leave him little time for program.

Director C noted, as did other directors the vulnerability of the state-approved special education director. Bringing the special education news to the districts sometimes creates an atmosphere of "kill the messenger." The state directs the state-approved director as to what is necessary and the director has to show

the districts how to accomplish the task. Director C wants the state to keep the mandates for special education service and not involve special education cooperatives in serving other students.

Director C: Analysis

Paperwork, excessive paperwork and constant fast change in all elements of special education are common problems for Director C and his fellow directors. These elements occupy a great deal of time. However, the one variable that appears to have impact on Director C also takes a great deal of his time. Director C's determination to be up-to-date and in compliance has the greatest impact on his role. He believes that compliance with the rules and regulations keep the money flowing and the programs going. This may not be the case for the long run as states begin to reduce funding due to budget cuts.

Director C's heavy commitment to procedure limits his program contact time which he regrets. This lack of contact could eventually affect quality of service. Compliance visits are not primarily concerned with quality of program. Since this is a small district, this is highly unlikely.

Director C is in general agreement with the consensus of directors reflected in the quantitative analysis. Most of his time is spent on finance and legal issues. Director C runs a very tight special education cooperative that is in total compliance with the rules and regulations of the state of Illinois. He

accomplished this by stressing the requirements of the state over all other considerations. This is a good example of the needs of the institution having an overriding effect on the goals of the individual. Effectiveness was accomplished and also fame was achieved. Special education directors and general superintendents now call him from all over the state to learn how he did it.

Director D: Report

Director D views his role as an implementer. As he says, "Every child in every district can be served." He accomplishes this by working closely with his districts. Because the cooperative is a "fishbowl," he must keep up his relationships with all districts. Administrative organization is important and makes a difference.

Although the role is as anticipated, there is more paperwork and more program growth. He views himself as a service provider with districts where they "don't expect no for an answer." Director D spends his time at program site locations, on finance and at the Illinois State Board of Education. He is the information provider to the districts on state and federal law, the technical expert, and sets up options for policy for the districts. Director D heads up a very large cooperative in a largely suburban area. One of the districts in this cooperative is the largest in the state, larger than many cooperatives. Yet there are also small districts to be served and Director D must provide equitably. Director D states that by planning for the future, deciding how to

use different funding sources he is shaping education.

The position is as Director D anticipated because he was an assistant director in this cooperative before he became director. However, the growth of special education programming and paperwork is more than expected. At least one-third of Director D's work is spent in planning and allocating resources. He makes recommendations to his board.

As a new director, Director D had hoped that the Illinois State Board of Education would offer training programs. He was not sure of what was expected of him at the state level beyond signing off and compliance. He sees a need for state guidance when there are problems in the district. "The director is the state's vehicle and the state should only deal with the cooperative. Many problems are generated when the state deals with the districts and the cooperative. The state sometimes gives different information to each," he states.

It would be helpful to Director D if the state could determine the role of the state-approved director of special education and improve the lines of authority. "The role of the local general superintendent has had a long history of development. State-approved special education directorships are a relatively new position. Special education is changing and the rate of change is rapid. There are many more regulations than there are in regular education and constant court challenges. The timeline is very fast," he concluded.

In special education, accountability is an even greater problem than in regular education. According to Director D, he must be accountable not only to the state, but to ten (10) boards and ten (10) staffs. The role should be that of planning and development of a continuum of service with the director to develop the master plan. Curriculum and program development would be key issues. He believes, very strongly, that the state should always work through the cooperative and cut out unnecessary paperwork.

Training for the job, according to Director D must be upgraded, involve special education background, superintendent of regular education course work and certification, and many courses in management, and an internship. It is vital to be able to delegate according to this director, although he did not know where one could learn that skill.

Director D has a very heavy commitment to provide service to the special education districts served by his cooperative, one of the largest student population bases in the state. He, along with the other directors interviewed, spends much time on finance and massive amounts of paperwork. Director D also focuses attention to the sites of his programs and the Illinois State Board of Education. He views his role as a provider of service and information to his local districts.

Planning and organizational processes are items that take up much of his role according to Director D. Allocating resources is not an easy task when your local districts are so different

in size and organizational structure.

Unfortunately, the paperwork generated by the rules and regulations promulgated by state and federal law require so much attention that he is unable to be involved in special education curriculum and program development.

Director D sees the need for the state to define his role. Perhaps more standardization of the articles of agreement would help. It would assist the local districts and keep confusion from erupting when the districts receive different information from the state and the cooperative. Also there needs to be an increase in the size of the cooperative's staff so that routine matters can be properly delegated.

Lastly, Director D concludes, "While the role was emerging it was easy to become a state-approved director of special education. That time should be over and the superintendent's certificate should be the key."

Director D: Analysis

Observations of Director D further substantiate that the directors generally take their attention from direct contact with the programs. If contact to program is maintained it is usually, as in the case of Director J, with either very new or very potentially problematic programs (see Page 130). The danger with this response is not only a loss of job satisfaction and gratification for the director, but programmatic problems can escalate before interventions are established. Also contact with all pro-

grams maintains the grassroots support necessary for continuation of programs.

Director D, in agreement with the other nine directors, feels the impact of the massive and rapid change that is the hallmark of special education. This "rush" of keeping up causes difficulties in devising a continuum of services and a development of a master plan for the entire cooperative. Directors are placed in the position of constantly being reactive.

Observation in this section show trends of a system putting very heavy demands on the administrator. The position is one of the most complex in the field of education. The results of this stress, according to the findings of this research appear to be a tendency to prioritize role demands and time to accomplish these demands.

Director D shares a common experience with the other directors interviewed in that the local districts that make up the cooperatives do not like to hear no from the director. In most cases this puts the director in conflict due to the demands of the idiosyncratic and nomothetic dimensions of his leadership role. Accountability to his own board plus the educational boards of all the local districts add to that stress.

Director E: Report

Director E's cooperative has had a crisis in the last year and it was necessary to fire all the teachers and supervisory staff.

He therefore views his role as that of reorganizing and renewal. He knew that the cooperative had had problems, but felt that he could overcome them. Director E's special education administrative background was in one of the oldest and most well-developed cooperatives in the state. He therefore sees the need to hire top people and delegate. Due to the current crisis, he is presently busy gathering data to plan. Planning takes all his time.

Director E knew that this position was going to be very difficult because he was aware of all the problems when he accepted the position. The role of the state-approved director of special education, according to Director E must be one of leadership, proactive not reactive. Directors need authority to do quality control. How the cooperative is administratively organized is important. In his cooperative the administrative district changes each year which can cause internal difficulties.

"Training should include the general superintendent certificate, an internship with good people, management training, leadership skills and development of a process model," he stated. Advanced courses in special education law, special education finance and special education administration are also essential. Course work in developing strategies would also be important, he concluded.

The most important advice Director E could give to a new director would be, "Don't be afraid to be tested, don't be afraid of not being liked and don't give in or back off."

Director E: Analysis

Director E's role is very unique from those of the other nine interviewed or documented in this narrative section of the study because he is in a complete rebuilding of his cooperative staff. His time and role are now spent on recruitment, a vital factor since, as the quantitative results establish, much of the director's role is shared and delegated to other staff. It was difficult for him to leave this focus because much needed to be done in a short time.

More than any other director, Director E considers his role to be mainly planning. Not only because of the problems in his own district, but because of the confusion about the director's role, changes in the law and funding all continue to take time from program development and program evaluation. Director E wants to establish long-range plans, but administrative organization may cause some problems. The articles of agreement for his cooperative impose a plan whereby each year the administrative district is changed. This can cause great problems internally with staff and boards. Inconsistencies at the very top level of administration tend to disturb delivery of service. This is particularly relevant in light of the present problems in the cooperative that led to the need to reorganize.

Director F: Report

According to Director F, state-approved director status gives a director signatory powers. That power was clearer when

there were fewer and smaller cooperatives. The state has not kept up with guidelines or procedures. Many cooperatives are trying to clean up the confusion between the local special education directors and the state-approved special education director. The lines of authority require clarification. How the cooperative is organized is very important. Director F believes that whoever prepares the document for the state should be accountable to the state. At present, the local districts prepare documents and he is required to sign them thereby being accountable to the state.

"The role of the state-approved director should be able to operate and administer his cooperative and be a programming expert. There should not be any duplication of service. The state," he says, "needs to either mandate or monitor." According to Director F, the state-approved director should be either the chief administrator or the cooperative advisor. The director should have the authority and sign the forms or give up the signature. Originally, the authority was there, but this is no longer true. Control of the money, he states impacts programming therefore "creative funding is important."

As far as training is concerned, Director F states that the general education and special education administrative training are good. However, state-approved directors require more expertise in the fields of finance and law and therefore need more courses or workshops in those areas. In addition, Director F states that course work in the area of group process and organiza-

tional structure are vital. For example, he changes his presentations from one board to another. Furthermore, Director F concludes, the special education population is different from the regular school population. "They need more from the schools and it is important to be able to put that across to many different groups to secure support for some very expensive programs," he said.

In order to be knowledgeable and be on par with the local districts, it is important for the state-approved special education director to have a general superintendent's certificate, according to Director F. The state office should have a role in training the state-approved director. "The role needs to be clarified and perhaps all the cooperatives should be centralized," he said. Things are not as confused as to who is in charge in other states he went on. "Other positions in local districts get other names in other states. Illinois developed a patchwork system that needs to get cleared up or it will get worse. In fact," he stated, "if block grants go to the district, it will be good-bye to the cooperative."

The role of the state-approved director should be a technical programming expert according to Director F. Confusion in the state office causes conflict between the cooperative and the local districts. This confusion is concentrated about what is the director's responsibility and for what he is accountable. This confusion causes a great deal of pressure on the director, he concluded.

This cooperative is administered by a local educational service region. It is a large suburban cooperative with many member districts. The role is largely administrative. Director F and the other nine directors say the confusion in the role of director is whether he is a chief administrator or a cooperative advisor. Conflict of role causes problems, especially in view of the mandates to provide service under state and federal law.

This confusion of role tends to cause duplication and gaps in service in Director F's cooperative. "It's hard to know who is in charge sometime," he states. This of course results in confusion and lack of efficiency. In an attempt to clarify his role, Director F and members of his cooperative are now in the midst of rewriting their articles of agreement. A state plan, of course, would be of assistance, as previously pointed out this perhaps takes a great deal of time and effort and means a loss of participation at other levels of the administrative role. Since the variable of decentralization is an issue in this cooperative, the trend toward more centralization would improve conditions. Most of his time is now spent in planning.

Director F: Analysis

There is needless confusion about the role of the state-approved director because of the state's unwillingness to take a stand with the local districts. There appears to be general agreement on this from the directors interviewed. The tendency is that the directors, in order to continue to provide services

for handicapped students, set priorities to help clarify the role. For Director F, that task is the rewriting of the articles of agreement. Therefore, other problems and concerns receive lower attention and the tendency statewide is to focus the attention away from programmatic issues.

Director G: Report

Director G sees his role as a coordinator of all the special education programs and placements in his cooperative. He is the special education technical expert for the cooperative. He has administrative tasks not only in his cooperative, fifty (50) percent, but in the other districts, fifty (50) percent. This is a small joint agreement and one year Director G was the chief negotiator for one of his cooperative's districts.

Director G came up via the special education system and before this position he was an assistant director in another area in Illinois. He is satisfied with the role, but he can only do what the local superintendents allow. He believes that it might be better as a legal entity. Then he could be in charge and provide more leadership.

Director G does most of his work in organizing and planning. His main function is keeping the cooperative up to date, providing service and running the day-to-day operation. It could be best explained as "an assistant superintendent for special education for eleven districts," he said.

The biggest problem in special education, according to Director G, is the method by which it is funded. That should be changed and the cooperative should be able to levy a tax and run programs using that tax base. According to Director G, there are many power and control issues that would be resolved if this were accomplished. "If the state repeals the mandate for special education in Article XIV, all the programs will fold. The state-approved director should be able to start and fund programs without dealing with the local superintendents," he concluded.

Director G was the only director who, in agreement with the quantitative results, believed that the issue of transportation should be returned to the operation of the local district. One other director wanted, and did absorb, transportation into the cooperative's operation.

Training programs are satisfactory, but Director G insists that internships be mandatory. He was able to learn the job as the position was developing, but this is no longer possible according to him. Competencies in special education law and finance are a must and perhaps certification as a superintendent would help with local credibility.

Director G: Analysis

Director G would probably be better off if his cooperative were organized as a centralized legal entity. The state-approved director interviewed whose cooperative is organized in this manner is more

able to fulfill his mandated responsibilities. Also, that centralized legal entity was able to have its students' generated federal funds flow through the cooperative. This had the advantage of showing local superintendents lower net costs than were achievable by regular programming.

Director G views himself as a "swashbuckler" who gets kids served even when he has to fight local superintendents. "A minister without a portfolio, no legitimate source of power or authority except the articles of agreement," he concluded. He is overlooking the power of student placement, previously detailed. Refocus on this aspect is necessary.

Director G is correct when he says that the cooperative is a creature of its articles of agreement. There is unanimous agreement among directors on this issue. The articles of agreement are the contracts that organize the cooperative or joint agreement. It is created by the local districts and reflects local control. The state-approved special education director is then hired by the local districts, or board of the cooperative, to administer the cooperative. This gives the local districts local control, however, federal and state laws make demands for service on the cooperative that can not be met because of the restrictions of the local superintendents. The rules and regulations hold the districts responsible, but the state holds the cooperative accountable. The parents and child advocates also hold the cooperatives accountable through due process and the legal action they evoke.

The state-approved director is the employee of the local districts who can and do set the limits of his authority. The state, however, in its rules and regulations, gives the state-approved director the authority of student placement. This creates conflicts that usually wind up in due process hearings and local federal courts.

The state-approved director is chief administrator of his cooperative and like an assistant superintendent of special education in the local educational agency, the school. The problem occurs because the state-approved director does not have line authority in the local districts, particularly high school districts.

Director H: Report

"All the authority is in the twenty-three (23) districts," according to Director H. His nineteen (19) years as a "super special education salesman" have been spent as a coordinator and educational leader. He defines his role as essentially administrative. "I coordinate staff, deal with law and funding at the state and federal levels and handle crises," he states.

This cooperative operates "almost no programs. We are the technical experts," he says. "Although we do operate a teachers' center, if the districts want us they have to come to us to ask for help," he continues. Although that role was anticipated, the work load was not. He would be willing to handle more authority, but only with more staff and clear lines of authority. How you

are organized administratively makes a difference.

Director H views the role of the state-approved special education director as too vague and that it requires more specificity particularly with regard to rules and regulations. He states, "You have high accountability, but no authority to do it [sic]. The development of high school special education programming continues to be a problem, but there is not much that a director can do about it. We are consultants, coordinators, and technical experts," he states.

The role of the state-approved special education director should be that of an educational leader according to Director H. However, he continued, "If you believe in the joint agreement system and concept, each area developing its own system, this becomes very difficult."

Director H sees the superintendent's certificate as a necessary requirement for the state-approved director and course work should include business management skills, computer technology, office management systems, small group and negotiating skills. Perhaps a "buddy system" with another director through the special education administrator's organization should be developed.

The problems in financing are "a big mess in the state," he continued. "That and problems of local control, which are more difficult in a decentralized system, take up much of my time." Director H would like more uniformity and clarity from

the state office. "The role is constantly changing and evolving due to the pressures--mostly funding," he concluded.

Director H: Analysis

Director H is in agreement with his fellow directors and the information reported in the quantitative analysis. The problems of responsibility and no authority are the same problems to him as they are to the other directors. In essence the state-approved director is the state's vehicle for the providing of service mandated in state and federal law. It is apparent that the local districts employ the state-approved director. Perhaps a system of reimbursement needs to be developed that would put the director, at least technically, on the state's payroll. Then the state could go further and require that the state-approved director become the assistant superintendent in charge of special education in each local district in the cooperative. This would give the state-approved director line authority within each system and allow him access to the students who require service and the resources of the individual schools.

Director I: Report

"The role of the state-approved director was invented," states Director I. "There are no defined roles or duties," and according to Director I, the cooperative is "a creature of the local districts and the state does the monitoring." The need is for clear lines of authority. Therefore, Director I considers

his role to be a local service unit, the technical expert, to assist the district in meeting the state and federal mandates and if the district does not meet the mandate, the cooperative does. "I operate the special education store and the districts purchase what they need," he stated.

The cooperative was originally a highly centralized cooperative and "it blew apart." The cooperative is now organized as a combination of centralized and decentralized. The role for Director I, as it now exists, is to mainly administer. He believes that the impact from the federal legislation changed his role from that of a supervisor to an administrator. Paper work to implement the state and federal funds occupies most of his time. He is concerned about the possibility of changes in funding that will allow for the combining of regular and special education funds. "It is not that we have too many resources," he states, "but that regular education has too few."

"Chaos exists because of no role definition," he states. The role of the state-approved director requires definition and needs to be clearly understood by the local boards of education and their superintendents. "Otherwise," he continued, "special education is subject to the whims of the local board. Since the role is not defined, much depends on the director's leadership."

The role of the state-approved director of special education should include "absolute responsibility for programming, according to Director I. "We should be able to allocate resources. All

should participate and contribute resources upfront--no politicking. That, however, would take compelling conditions, perhaps a special education tax," he concluded. Director I believes that the state would like a more defined role for the state-approved special education director, but is concerned that the local districts would oppose it.

Director I would like the current training for a special education director to include management training on organizational models, leadership training and workshops on politics and persuasion.

Director I: Analysis

Director I is in total agreement with the other nine directors interviewed. His observations about funding problems and programming reflect the quantitative and narrative analysis. However, his solution of the problem, the state defining the role is simplistic.

It is apparent that role definition will not help the state-approved special education director who administers a cooperative clarify his position. What is required instead is a complete redesign of the lines of authority so that they emanate from the state capital and not from each of the local district superintendents. This notion would receive a resistive force from the general superintendents. The superintendents might be unwilling to permit the state to place employees on the district staff. In order to make this arrangement more palatable for the local districts,

increases in the level of reimbursement for the state-approved director of special education could be instituted. At the present time the reimbursements for the state-approved director are the same as those of a special education teacher, social worker, etc.

Director J: Report

The role of the special education director in Director J's view is very clear. "We are responsible for all of the special education programming in all of the districts. We recommend to the board what is needed so kids get service. We are cost effective, our costs are below our district's regular educational cost due to the additional money we get because of federal grants," he says. "This cooperative is a centralized legal entity and that administrative organization makes a difference in operating a cooperative," he continued.

Most of Director J's time is spent in organizing and planning. He delegates "lots of his job, but never budget. I'll keep the finance, hot items like the behavior disordered alternative school and negotiations in my office," he said. The most difficult and "hot items" are his department. He is responsible for the high school programming, but deals with much resistance there. He reports that he is also very active at the state and federal levels to insure funding.

Director J is not dissatisfied with his role, but he is dissatisfied with how regular education perceives special education. With more stable funding he believes this would

dissipate. The tools necessary should be there he claims.

"Directors should not have to worry about money. We have all the responsibility and yet we do not have good funding. We need to set priorities. Current funding would take the pressure off," he stated.

"The operation of the state office in the area of due process, data processing problems and general state inefficiency give me problems. Clarity and consistency from the state always helps," he said. The training of a state-approved director must include basic knowledge of the programs that are served by the cooperative and internship and special course work in special education law and special education finance. In conclusion, Director J stated, "That to be a special education director you have to have guts--risk no to get yes and be sure it will work."

Director J is the only director interviewed who has taken over the transportation system used by his students. He has figured out a method whereby it becomes a feasible operation and it gives him flexibility and control.

Director J: Analysis

Director J is in an enviable position according to the other directors interviewed. Director J operates a medium-sized suburban district as a centralized legal entity. All of the federal dollars flow through his office and are used to offset the high costs of special education programming. His problems are now beginning because of the cutbacks in federal dollars. Cooperatives

that have a low percentage of local money will be faced with closing programs or forcing the local districts to start properly supporting the system. Funding and budget occupy much of his role now and that function will increase.

Interview Summary and Analysis

The concept of local control in the administration of special education under the current articles of agreement arrangement is reflected in the diversity of administrative organizational arrangements of the cooperatives represented by the ten (10) directors interviewed. It is of interest to note that in spite of that diversity, the directors have similar functions and concerns regarding their role.

As substantiated in the quantitative analysis, funding and budget, liaison with the Illinois State Board of Education, and the state legislature and setting the cooperative's goals are deemed essential elements of the role of the state-approved director of special education who administers a special education cooperative. The quantitative analysis also reported impact from the variables selected for examination, size of the student population base, geographic location and administrative organization were clouded due to missing observations and the small number of responses in some categories. However, the reports of the interviewed directors revealed that administrative organization of their cooperative or governance had vital impact on the operation of the cooperative and the state-approved director's role.

Only one director, operating a centralized, legal entity, believed he possessed most of the authority he required to meet the legal mandates of special education and be in compliance with the state and federal laws. He reported that he still had difficulty in dealing with the high school in his cooperative and did not have access to the students and programs there. It is clear that the state-approved directors do not view themselves as having sufficient authority to fulfill the special education legal mandates. This is an extremely dangerous position for the directors and subjects the directors to violation of the special education laws which can result in due process hearings and court action.

The state-approved directors were all committed to providing special services to students who require such services to be educated and therefore the directors experience frustration when these goals cannot be accomplished. Seven of the directors reported that they want and need to be involved at the program level. The inability of the directors to be active at the program level presents another level of frustration for them. It can also cause problems in the delivery of quality service for the entire cooperative.

The directors reported that the administrative process of planning was a priority function of their role. The emphasis on planning is due, they believed, to the unstable funding base of special education and the court decisions that are rendered requiring implementation of the state and federal laws.

This over emphasis on planning leaves little or no time for the other administrative processes of organizing, stimulating, coordinating, and controlling. Directors have little or no program contact time and although the directors express a wish to be involved in program and evaluation, etc., they do not have the time to do so. Program quality and overall coordinated program effort may be affected. Also support from the local districts may be eroded by lack of this type of attention and focus.

The directors believe that stable funding and a definition of their role will allow for planning in a more organized manner. Stable funding and a slow down in the changes brought about by court decisions will help tremendously. However, it is becoming clear that definition of the role of the state-approved director may not be sufficient to establish the clear lines of authority that are necessary for proper governance. This is the result of local control defining the role through the articles of agreement. What may be required instead is a state level generated solution. This can be justified because, in reality, the state-approved director of special education who administers a special education cooperative in the state of Illinois is in essence the state's vehicle for compliance in the local districts.

The state-approved director of special education's role is one of the most complex in the field of education. It requires knowledge and expertise in areas generally not necessary of any one specialist. The list of specialties includes: speech and

language, all special education handicaps, medicine, law, psychiatry, psychology, criminal justice, etc. Dealing with students and parents whose children require specialized services demands a different educational philosophy than regular education.

The complexity of the role of the state-approved director is made more difficult by the governance structure of the cooperative. The local district boards of education, the cooperative's board, and the demands of the Illinois State Board of Education led one director to exclaim, "Who's in charge here!"

The directors correctly view themselves as the state's vehicle for seeing to it that the local districts within the cooperative are in compliance with state and federal law and yet they are the employees of the local districts. This is the dilemma and it is here where change must occur in order for the state-approved director of special education to implement the law and provide services for handicapped students.

Summary

This chapter has presented the data and analysis of the quantitative and narrative instruments used in this research. Chapter V states the conclusions, recommendations and suggestions for further study.

CHAPTER V

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

Summary

The review of the literature and the field test of the instrument led to the production of a survey questionnaire that contained twenty-five (25) descriptors of the state-approved director of special education which were possible appropriate role functions. In response to that survey, twenty-three (23) descriptors were selected by the directors as appropriate to their role. Of these, five items were considered by the directors to be their primary function. Those items concern finance and budget, liaison with the Illinois State Board of Education regarding special education and the setting of the cooperative's goals and objectives. None of these items were affected by the chosen variables of cooperative size, geographic location or administrative organization. However, the interviews with the directors revealed differences in the role of the director due to administrative organization and constraints imposed by conflicts in governance.

The problem as cited by the directors was the lack of role definition from the state office. They reported that due to unstable funding and rapid change in the field of special education due to court decisions they were experiencing difficulty in performing their role.

The state-approved directors of special education who administer a cooperative in the state of Illinois consider themselves technical experts and advisors for the local districts in their cooperatives. The directors report that they are used by the state to bring special education to the district and then the directors are caught between the district and the state.

According to Getzels and Guba documented in Chapter II, the examination of role hinges on the expectation of what the possessor of the role should or should not do. It is clear that the director is in a confusing situation placed between the districts who employ him and the state office who tells him what to do. What the institution expects and what the personal needs of the individual are should mesh in a manner to be highly congruent and allow the job to be performed with minimal conflict. This does not appear to occur in the role of the state-approved director of special education who administers a special education cooperative in the state of Illinois.

Two of the ten (10) directors interviewed were able to achieve some clarity of their leadership role by heavily concentrating and focusing in either the institutional, nomothetic, dimension or the personal, idiographic, dimension. Even then there were heavy pressures brought to bear by the nature of the organizational arrangements designated in the articles of agreement of the cooperative.

The balance of the directors interviewed were dominated by

the institutional element being in constant conflict with their personal commitments and convictions. This stress is initiated by the nature of the role, but is exacerbated by the predicament in which the directors are placed.

The combination of local organizational control and the state demands creates a stress situation for the directors, as documented in the interviews. The system set up by the Illinois State Board of Education in its rules and regulations to guarantee the rights of handicapped students to an equal educational opportunity does not assist the director. It places the director in the position of potential conflict between the local districts and the state, particularly at the high school level. Such conflict puts the director and the local school in jeopardy and due process hearing procedure and legal interventions in the federal courts can and do follow. Not only does that create demands on the director and his staff, but difficulties encountered with the local district, the parents and the community add to the pressure. It appears as if the state may not be invoking sanctions directly, but doing so via due process hearings and the federal courts.

The stress elements, previously noted, are then added to the unstable funding for special education at the local, state and federal level. The need for the director to focus most of his attention on budget and funding, the Illinois State Board of Education, legislative contacts and the mission of the cooperative becomes apparent.

Clarification or definition of their role is a method that the directors believe will relieve their situation. This study concludes that role definition may not change the situation. If indeed the state-approved director of special education who administers a special education cooperative in the state of Illinois is the vehicle of the state then the state must develop a closer more supportive relationship that is both operationally feasible and palatable to the local districts.

The research suggests that the state-approved director needs access to information and resources in the local districts and requires line authority to achieve this goal. One method of achieving line authority is to develop a method of placing the state-approved director on the organizational chart in each local district as the assistant superintendent for special education. In theory that is where the director is now. The state allows only one state-approved director in each cooperative and he is charged with the responsibility of all the special education programming in the cooperative be it a cooperative's program or a local district program.

The role of the state-approved director as documented in the quantitative and narrative analysis reveals one of the most complex positions in education drawing on a wide array of specialized knowledge, relating to multiple boards of education and having an extraordinary complex relationship with the Illinois State Board of Education. The administration of this position is required by

law and is essential in providing services for handicapped students. Therefore, clear lines of authority need to be established.

Conclusions

Based on the research documented in this study, the following conclusions have been drawn.

1. The key elements in the function of the role of a state-approved director of special education who operates a special education cooperative in the state of Illinois are:

a. Developing policy regarding the budgeting practices of the cooperative

b. Developing the cooperative's budget

c. Developing liaison relationships with the State Board of Education

d. Developing working relations with the state legislature regarding special education legislation

e. Developing the goals and objectives of the cooperative's mission

2. The following descriptors were selected by the state-approved director of special education who operates a special education cooperative in the state of Illinois as important elements in the function of his role.

a. Developing policy for recruitment and selection of the cooperative's staff

b. Developing policy for the planning of and participation in all due process hearings

c. Developing public relations with the districts within the cooperative

d. Developing a communication system between the cooperative and the local districts

3. The state-approved director of special education who operates a special education cooperative in the state of Illinois shares the following functions with his staff.

a. Developing policy for the maintenance of records for the students served by the cooperative

b. Developing the design and implementation of new special education instructional programs for the cooperative

c. Developing of all the billing procedures in the cooperative

d. Developing a plan for assignment of all cooperative personnel

e. Developing needs assessments for the cooperative

f. Developing public relations with the community served by the cooperative

g. Developing private placement of all special education students in the cooperative who require it

h. Developing the coordination of the cooperative and local district programming

i. Developing a plan for the supervision and evaluation of all the cooperative's staff

j. Developing a system for completion of all state forms for staff and student reimbursement

k. Developing a plan for the evaluation of all the cooperative's special education instructional programs

l. Developing evaluations on the effectiveness of the cooperative's programming

4. There is no uniform generally accepted role definition for the state-approved director of special education who operates a special education cooperative in the state of Illinois.

5. The selected variables of cooperative size and geographic location do not appear to have impact on the role of the state-approved director of special education who operates a special education cooperative in the state of Illinois.

6. The administrative organization of a cooperative appears to have impact on the role of the state-approved director of special education who operates a special education cooperative in the state of Illinois.

7. The administrative process of planning takes up a large portion of the role of the state-approved director of special education who operates a special education cooperative in the state of Illinois.

8. The state-approved director of special education who operates a special education cooperative in the state of Illinois indicates stress results when there is conflict between the state office and the local districts.

9. The state-approved director of special education who operates a special education cooperative in the state of Illinois appears to be the technical special education expert in the local educational districts that comprise the cooperative.

10. Lines of authority for the state-approved director of special education who operates a special education cooperative appear to require clarification and definition.

11. Certification requirements for the state-approved directors of special education who operate special education cooperatives in the state of Illinois appear to require upgrading.

12. Training programs for the state-approved director of special education who operates a special education cooperative in the state of Illinois appears to require additional specialized course work and the inclusion of a mandatory internship program.

13. There appears to be a need to develop a master plan for the writing of the articles of agreement that bind districts together in a cooperative arrangement.

Recommendations

The following recommendations are based on the conclusions reached in this research. It is recommended that:

1. The Illinois State Board of Education requires the local school districts within a cooperative structure, to place the state-approved director of special education who administers the cooperative on their organizational chart as assistant superintendent of special education.

2. The Illinois State Board of Education should review for possible reassessment reimbursement for the position of the state-approved director of special education who administers a special education cooperative in the state of Illinois.

3. The Illinois State Board of Education should review the requirement for the state-approved director of special education who administers a special education cooperative in the state of Illinois to assume responsibility on documents where the director has no authority.

4. The Illinois State Board of Education should review the problems regarding the lines of authority between the state-approved director and the local districts.

5. The Illinois Certification Board should review the requirements for the state-approved director of special education who administers a special education cooperative in the state of Illinois.

The following items should be considered for inclusion:

- a. Course work in special education finance
- b. Course work in special education law
- c. Special education administrative internship
- d. Superintendent's certification

6. The Illinois State Board of Education should review the problem of governance in special education cooperatives and consider developing a master plan for the articles of agreement.

7. Universities and training institutions should develop courses and workshops for special education administrators in the following areas:

- a. Special education finance
- b. Special education law
- c. Advanced problems in special education administration
- d. Office management for administrators
- e. Computer training for administrators
- f. Small group management and negotiating
- g. Accessing state and federal systems

Suggested Areas for Further Research and Study

The research developed many question which require further investigation into the governance of special education cooperatives. The study focused on the role of the state-approved special education director who administers a special education cooperative in the state of Illinois as reported by the director. The results of the study indicate the relationship between the local districts and the director and the state board and the director are in conflict. Investigation and research into the state-approved director at the state and local levels are indicated. Additional research is necessary on the individual cooperative's articles of agreement and the role descriptions for each cooperative's state-approved director.

Research with the high school districts in the state of Illinois and how they relate to the special education cooperatives that serve high schools is an area that requires some attention. Also, at the local level some investigation should focus on the impact of size of local districts within a cooperative structure.

There appears to be some indications that this may be a factor in the delivery of service within a cooperative and play a role in the governance of the cooperative.

It is essential that research be instituted into the area of special education funding in an attempt to stabilize special education finances. The pending fiscal cutbacks and the possibility of block grants warrants prompt attention to this matter.

Finally, this research was limited to the state of Illinois. The cooperative system of special education is not limited to this state. Investigation into other state systems and comparative studies with the state of Illinois would be a revealing and important source of information.

Summary

The state-approved director of special education who administers a special education cooperative in the state of Illinois is a vital complex position that is under stress due, in large part, to the administrative organization of the cooperative. This study has provided examination of that role and concluded that the administrative organization of the cooperative has impact on the function of that role.

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APPENDIX A

STATE APPROVED DIRECTOR OF SPECIAL EDUCATION QUESTIONNAIRE

PLEASE CIRCLE YES OR NO TO THE FOLLOWING ITEMS:

	IS THIS APPROPRIATE TO YOUR ROLE?		DO YOU PERFORM THIS FUNCTION?		IS THIS FUNCTION DELEGATED?	
	YES	NO	YES	NO	YES	NO
1. Developing policy for recruitment and selection of the cooperative's staff	YES	NO	YES	NO	YES	NO
2. Developing policy for the maintenance of records for the student served by the cooperative	YES	NO	YES	NO	YES	NO
3. Developing policy for the planning of and participation in all due process hearings	YES	NO	YES	NO	YES	NO
4. Developing policy regarding the budgeting practices of the cooperative	YES	NO	YES	NO	YES	NO
5. Developing the design and implementation of new special education instructional programs for the cooperative	YES	NO	YES	NO	YES	NO
6. Developing the cooperative's budget	YES	NO	YES	NO	YES	NO
7. Developing of all the billing procedures in the cooperative	YES	NO	YES	NO	YES	NO
8. Developing a plan for assignment of all cooperative personnel	YES	NO	YES	NO	YES	NO
9. Developing the selection of all testing materials used in the cooperative	YES	NO	YES	NO	YES	NO
10. Developing the transportation plan for the special education students served by the cooperative	YES	NO	YES	NO	YES	NO

	IS THIS APPROPRIATE TO YOUR ROLE?		DO YOU PERFORM THIS FUNCTION?		IS THIS FUNCTION DELEGATED?	
	YES	NO	YES	NO	YES	NO
11. Developing in-service programs for the cooperative's special education staff	YES	NO	YES	NO	YES	NO
12. Developing in-service programs for the parents of special education students served by the cooperative	YES	NO	YES	NO	YES	NO
13. Developing needs assessments for the cooperative	YES	NO	YES	NO	YES	NO
14. Developing liaison relationships with the State Board of Education	YES	NO	YES	NO	YES	NO
15. Developing working relations with the state legislature regarding special education legislation	YES	NO	YES	NO	YES	NO
16. Developing public relations with the community served by the cooperative	YES	NO	YES	NO	YES	NO
17. Developing public relations with the districts within the cooperative	YES	NO	YES	NO	YES	NO
18. Developing private placement of all special education students in the cooperative who require it	YES	NO	YES	NO	YES	NO
19. Developing the coordination of the cooperative and local district programming	YES	NO	YES	NO	YES	NO
20. Developing a communication system between the cooperative and local districts	YES	NO	YES	NO	YES	NO
21. Developing a plan for supervision and evaluation of all the cooperative's personnel	YES	NO	YES	NO	YES	NO

	IS THIS APPROPRIATE TO YOUR ROLE?		DO YOU PERFORM THIS FUNCTION?		IS THIS FUNCTION DELEGATED?	
	YES	NO	YES	NO	YES	NO
22. Developing a system for completion of all state forms for staff and student reimbursement	YES	NO	YES	NO	YES	NO
23. Developing a plan for the evaluation of all the cooperative's special education instructional programs	YES	NO	YES	NO	YES	NO
24. Developing evaluations on the effectiveness of the cooperative's programming	YES	NO	YES	NO	YES	NO
25. Developing the goals and objectives of the cooperative's mission	YES	NO	YES	NO	YES	NO

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PLEASE CHECK THE FOLLOWING AS THEY APPLY TO YOUR COOPERATIVE:

URBAN _____ SUBURBAN _____ RURAL _____

STUDENT POPULATION BASE (FILL IN NUMBER) _____

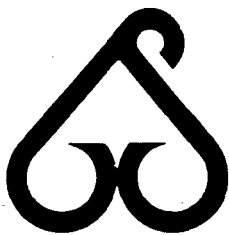
LEGAL ENTITY _____

ADMINISTRATIVE DISTRICT _____

CENTRALIZED _____ DECENTRALIZED _____

ADDITIONAL COMMENTS:

APPENDIX B

**ARDEN SHORE home for boys**

P.O. Box 278 Lake Bluff, Illinois 60044 (312) 234-1730

March 23, 1981

Director of Special Education

Dear _____,

The role of the state approved director of special education has expanded and developed over the last decade. In an attempt to analyze this important function I am conducting a study as part of an approved doctoral research project. The study is under the chairmanship of Dr. Phillip Carlin, Associate Professor of Educational Administration, Loyola University, Chicago, Illinois.

As a state approved director of special education your input is urgently needed. Please participate by completing the enclosed questionnaire. It should take less than five minutes to complete. Use the enclosed self-addressed, stamped envelope for its return.

I know from my years of experience as a special education administrator that your schedule is heavy and demanding, therefore I appreciate your assistance. If you would like a copy of the questionnaire results please include your name and address.

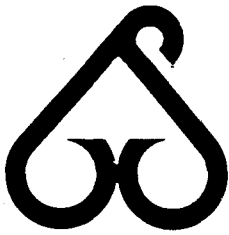
Respectfully,

Corinne Warsawsky
Director of Education

CW/eej

enc.

APPENDIX C



ARDEN SHORE home for boys

P.O. Box 278 Lake Bluff, Illinois 60044 (312) 234-1730

April 22, 1981

Director of Special Education

Dear _____,

A few weeks ago you received my request to complete the enclosed questionnaire. This questionnaire is an essential element in a doctoral study regarding the role of a state approved director of special education who administers a special education cooperative.

If you have not yet responded I would appreciate your taking a few minutes to do so now. Please use the envelope enclosed for your convenience.

Remember, if you would like a copy of the survey results, note your name and address on the bottom of the questionnaire.

If you have already returned the questionnaire please disregard this request.

Thank you for your cooperation.

Respectfully

Corinne Warsawsky
Director of Education

CW/eej

enc.

APPENDIX D

**ILLINOIS STATE BOARD OF EDUCATION
100 North First Street
Springfield, Illinois 62777**

**DIRECTORY LISTING OF SPECIALIZED
EDUCATIONAL SERVICES ADMINISTRATORS
1980-81**

**Donald F. Muirheid, Chairman
State Board of Education**

**Donald G. Gill
State Superintendent of Education**

STATE OF ILLINOIS
DIRECTORS OF SPECIAL EDUCATION

1980 - 1981

<u>NAME AND ADDRESS</u>	<u>COUNTY OR COUNTIES</u>	<u>ADM. DISTRICT</u>	<u>NAME OF JOINT AGREEMENT</u>
1. Addison, Wayne James Education Center 2512 Amelia Street Alton, 62002 Telephone: 618/463-2121	Madison	Alton 0110	None
2. Amstutz, Richard 310 Torrance Avenue Pontiac, 61764 Telephone: 815/844-7115	Livingston	Regional Superintendent 0000	Livingston County Special Services Unit
3. Aschenbrenner, Charles L. 2201 Toronto Road Springfield, 62707 Telephone: 217/786-3250	Sangamon Cass Macoupin Menard	Pleasant Plains 0080 (Sangamon County)	Sangamon Area Special Education District
4. Aucutt, Janet 112 Locust Post Office Box 169 Red Bud, 62278 Telephone: 618/282-6251 6252	Randolph Monroe	Red Bud 1320 (Randolph County)	Perandoe Special Education District
5. Babich, William 201 East Jefferson Street Joliet, 60432 Telephone: 815/727-6986 6987	Will	Joliet 2040	None

<u>NAME AND ADDRESS</u>	<u>COUNTY OR COUNTIES</u>	<u>ADM. DISTRICT</u>	<u>NAME OF JOINT AGREEMENT</u>
6. Balen, Steven 1800 Storey Lane Cottage Hills, 62018 Telephone: 618/462-1031	Macoupin Jersey Madison	Gillespie 0070 (Macoupin County)	Madison, Jersey and Macoupin Counties Special Education District Region III
7. Batts, Donald D. Taylorville High School 815 Springfield Road Telephone: 217/824-8121	Christian Bond Fayette	Taylorville 0030 (Christian County)	Mid-State Special Education Joint Agreement
8. Bergagna, James 1205 South Chicago Avenue Freeport, 61032 Telephone: 815/232-5911	Stephenson Carroll Jo Daviess	Freeport 1450 (Stephenson County)	Northwest Special Education District
9. Berghult, Jan L. 600 North Lexington Avenue Post Office Box 597 Kawanee, 61443 Telephone: 309/852-5696	Henry Bureau 3070 Stark	Kawanee 2290 (Henry County)	Henry-Stark County Special Education District
10. Beyer, Dallas E. 101 West Cerro Gordo Street Decatur, 62523 Telephone: 217/424-3025	Macon Piatt	Decatur 0610 (Macon County)	Macon-Piatt Special Education District
11. Blackman, Dr. Howard 1301 West Cossitt Avenue LaGrange, 60525 Telephone: 312/354-5730	Cook DuPage	Lyons 2040 (Cook County)	LaGrange Area Department of Special Education (LADSE)
12. Bocke, Dr. Joseph 640 Jersey Street Quincy, 62301 Telephone: 217/222-3280	Adams	Quincy 1720	Special Education Association of Adams County

<u>NAME AND ADDRESS</u>	<u>COUNTY OR COUNTIES</u>	<u>ADM. DISTRICT</u>	<u>NAME OF JOINT AGREEMENT</u>
13. Bowers, Dr. Norman E. 1314 Ridge Avenue Evanston, 60201 Telephone: 312/492-5864	Cook	Evanston 0650	None
14. Bowyer, Dianne 80 South River Street Aurora, 60506 Telephone: 312/844-4400	Kane	Aurora (West) 1290	None
15. Brandt, E. Gaydon 1131 South Dee Road Park Ridge, 60068 Telephone: 312/696-3600	Cook	Park Ridge 2070	Maine Township Special Education Program (MTSEP)
16. Braun, Dr. Benjamin L. 6020 West 151st Street Oak Forest, 60452 Telephone: 312/687-0900	Cook	Country Club Hills 1600	Southwest Cook County Cooperative Association for Special Education
17. Bristol, Dr. Stanley T. Stratford Center 760 Red Oak Lane Highland Park, 60035 Telephone: 312/831-5100	Lake Cook	Legal Entity 8040 (Cook County)	Northern Suburban Special Education District (NSSED)
18. Burgener, Harry J. 1700 Jerome Lane Cahokia, 62206 Telephone: 618/332-1333	St. Clair	Cahokia 1870	Cahokia Area Joint Agreement Special Education
19. Calvin, Dr. Howard T. 15 South Capitol Pekin, 61554 Telephone: 309/347-5164	Tazewell Mason	East Peoria 3090 (Tazewell County)	Tazewell-Mason Counties Special Education Association

<u>NAME AND ADDRESS</u>	<u>COUNTY OR COUNTIES</u>	<u>ADM. DISTRICT</u>	<u>NAME OF JOINT AGREEMENT</u>
20. Carr, Lorrie 7925 North 2nd Rockford, 61111 Telephone: 815/633-4353	Winnebago	Rockford 1220	None
21. Carstens, James L. 643 Genesee Avenue Morrison, 61270 Telephone: 815/772-4053	Whiteside Carroll	Rock Falls 3010 (Whiteside County)	Bi-County Special Education Cooperative
22. Conway, Clint Eldena School R.R. #4 Dixon, 61021 Telephone: 815/284-6651	Lee	Dixon 1700	Lee County Special Education Association
23. Coverdill, Joseph 636 Dalhart Avenue Romeoville, 60441 Telephone: 815/886-2700 Ext. 502	Will	Romeoville 365U	Romeoville Special Education District
24. Dease, E. Richard 1464 South Main Street Lombard, 60148 Telephone: 312/932-8222	DuPage	Lombard 0150	Cooperative Association for Special Education (CASE)
25. Dew, Larry 2060c Delmar Avenue Granite City, 62040 Telephone: 618/876-4900	Madison	Granite City 0090	Madison County Special Education Region I
26. Dougherty, James Michael 815 East Chatham Metamora, 61548 Telephone: 309/367-4018	Woodford	Metamora 0010	Woodford County Special Education Association

<u>NAME AND ADDRESS</u>	<u>COUNTY OR COUNTIES</u>	<u>ADM. DISTRICT</u>	<u>NAME OF JOINT AGREEMENT</u>
27. Dremann, Gordon G. Post Office Box 216 Elliott, 60933 Telephone: 217/749-2323	Ford Iroquois	Gibson City 0010 (Ford County)	Ford-Iroquois County Special Education Association
28. Eggertsen, Dane Department of Corrections Juvenile Division 426 South 5th Street Springfield, 62701 Telephone: 217/785-1460	Sangamon (Statewide)	Department of Corrections 0000	Lincoln Land Special Education Systems
29. Falk, Howard District 128 Indian Hill School 12812 South Austin Avenue Palos Heights, 60463 Telephone: 312/385-1220	Cook	Midlothian 1430	Eisenhower Cooperative
30. Farrimond, Dr. Donald 1014 South Farnham Street Galesburg, 61401 Telephone: 309-343-2143	Knox Warren	Galesburg 2050 (Knox County)	Knox-Warren Special Education District
31. Fogle, Carl Dean 1404 East Main Street Belleville, 62221 Telephone: 618/234-1553	St. Clair	Belleville 2010	Belleville Area Special Education District
32. Frazee, Dr. Vernon F. 6950 East Prairie Road Lincolnwood, 60645 Telephone: 312/675-8625	Cook	Lincolnwood 0740	Niles Township Department of Special Education
33. Gabriel, Martin City of Chicago 228 North LaSalle Street Chicago, 60601 Telephone: 312/641-4138	Cook	Chicago 2990	None

<u>NAME AND ADDRESS</u>	<u>COUNTY OR COUNTIES</u>	<u>ADM. DISTRICT</u>	<u>NAME OF JOINT AGREEMENT</u>
34. Gillet, Dr. Pamela Alice 500 South Plum Grove Road Palatine, 60067 Telephone: 312/359-2110	Cook	Mt. Prospect 2140	Northwest Suburban Special Education Organization (NSSEO)
35. Glassford, F. E. (Joe) Post Office Box E Norris City, 62869 Telephone: 618/378-2131	White Edwards Gallatin Hamilton Hardin Pope Saline Wabash Wayne	Norris City 0030 (White County)	Wabash and Ohio Valley Special Education District
36. Gray, Dr. Aaron G. 3202 North Wisconsin Avenue Peoria, 61603 Telephone: 309/672-6777	Peoria	Peoria 1500	None
37. Grewell, Donald R. 112 North 22nd Street Mattoon, 61938 Telephone: 217/235-0551	Coles Clark Cumberland Douglas Edgar Effingham Moultrie Shelby	Mattoon 0020 (Coles County)	Eastern Illinois Area of Special Education (EIASE)
38. Hampleman, Claude 211 1/2 South Locust Centralia, 62801 Telephone: 618/532-4721	Clinton Marion Washington	Breese 0710 (Clinton County)	Kaskaskia Special Education District
39. Handley, Jack 516 North Jackson Street Danville, 61832 Telephone: 217/443-2900 Ext. 231	Vermillion	Danville 1180	Vermillion Association of Special Education

<u>NAME AND ADDRESS</u>	<u>COUNTY OR COUNTRIES</u>	<u>ADM. DISTRICT</u>	<u>NAME OF JOINT AGREEMENT</u>
40. Hansen, Robert B. 405 North Sixth Street Dundee, 60018 Telephone: 312/426-1346	Kane	Dundee 3000	None
41. Holt, Dr. Joseph Eighth and Jordan Mt. Vernon, 62864 Telephone: 618/244-3260	Jefferson Franklin	Mt. Vernon 2010 (Jefferson County)	Special Education District of Franklin and Jefferson Counties
42. Holverson, James 1031 - 5th Avenue Washington School Belvidere, 61008 Telephone: 815/544-9851	Boone	Belvidere 1000	Boone County Special Education Cooperative
43. Hurd, Daniel S. 421 North County Farm Road Wheaton, 60187 Telephone: 312/653-5535	DuPage	Regional Superintendent 0000	School Association for Special Education in DuPage (SASED)
44. Johnson, Virginia Lee 800 South West Street Plano, 60545 Telephone: 312/552-4121	Kendall	Regional Superintendent 0000	Kendall County Special Education Cooperative
45. Keller, Arthur Post Office Box 339-A R.R. #7 Kankakee, 60901 Telephone: 815/939-3651	Kankakee Iroquois 0040	Herscher 0020 (Kankakee County)	Kankakee Area Special Education Cooperative
46. Kessler, Dr. Harold 201 West Olive Street, Suite 201 Bloomington, 61701 Telephone: 309/828-5231	McLean DeWitt Logan	Lexington 0070 (McLean County)	Tri-County Special Education Association
47. Kinert, Martin 420 North Raynor Avenue Joliet, 60435 Telephone: 815/740-3196	Will	Joliet 0860	None

<u>NAME AND ADDRESS</u>	<u>COUNTY OR COUNTIES</u>	<u>ADM. DISTRICT</u>	<u>NAME OF JOINT AGREEMENT</u>
48. Lamb, Barry 1200 Dane Street Woodstock, 60098 Telephone: 815/338-3622	McHenry	Marengo 1400	Special Education District of McHenry County (SEDOM)
49. Lamb, Charles 105 West Lincoln Street Mt. Morris, 61054 Telephone: 815/734-6071	Ogle	Legal Entity 8010 (Ogle County)	Ogle County Education Cooperative
50. Leach, Robert Norris Building 446 East State Street Jacksonville, 62650 Telephone: 217/245-7174	Morgan Brown Calhoun Cass 0150 Greene Macoupin 0020 Pike Sangamon 0160 Scott	Jacksonville 1170 (Morgan County)	Four Rivers Special Education District
51. Lilyfors, Dr. Arthur Dale 216 1/2 South First Street Champaign, 61820 Telephone: 217/356-5167 6485	Champaign	Rantoul 1370	Rural Champaign County Special Education Cooperative
52. Loken, Dr. Mary F. 1900 West Monroe Street Springfield, 62704 Telephone: 217/525-3018	Sangamon	Springfield 1860	None
53. Lukas, John 502 East Van Buren Villa Park, 60181 Telephone: 312/279-4725	DuPage	Villa Park 0480	East DuPage Special Education District (ESED)
54. McCracken, Dr. Sarah 1125 South Cuyler Oak Park, 60304 Telephone: 312/524-1196	Cook	Oak Park 0970	West Suburban Association for Special Education (WSASE)

<u>NAME AND ADDRESS</u>	<u>COUNTY OR COUNTIES</u>	<u>ADM. DISTRICT</u>	<u>NAME OF JOINT AGREEMENT</u>
55. Mac Gregor, Neil E. 7600 South Mason Avenue Burbank, 60459 Telephone: 312/496-3330	Cook	Evergreen Park 1240	Argo, Evergreen Park, Reavis, Oak Lawn Area Department of Special Education (AERO)
56. Mackay, Martin P. Colorado & Willow Streets Frankfort, 60423 Telephone: 815/469-2415	Will	Legal Entity 8430 (Will County)	Lincoln-Way Area Special Education
57. Mahan, Dr. Guy H. 10401 West Grand Avenue Franklin Park, 60131 Telephone: 312/455-3143	Cook	Franklin Park 0830	Leyden Area Cooperative for Special Education
58. Melican, Donald E. Post Office Box 249 300 East Monroe Street Bloomington, 61701 Telephone: 309/827-6031	McLean	Bloomington 0870	None
59. Miller, Judy Kay 530 Park Avenue East (Perry Memorial Hospital) Princeton, 61356 Telephone: 815/875-2645	Bureau Marshall Putnam 5340	Spring Valley 0990 (Bureau County)	Bureau-Marshall-Putnam Tri-County Special Education Cooperative
60. Napier, Arvin Post Office Box 127 Olmsted, 62970 Telephone: 618/742-6231	Pulaski Alexander Johnson Massac	Mounds 1010 (Pulaski County)	Johnson, Alexander Massac and Pulaski Special Education Services (JAMP)
61. Nelson, Edward A., Jr. 104 North Everett Streator, 61364 Telephone: 815/673-1511	LaSalle Marshall 0010 Putnam 5350	Ottawa 1400 (LaSalle County)	LaSalle County Educational Alliance for Special Education (LEASE)

<u>NAME AND ADDRESS</u>	<u>COUNTY OR COUNTIES</u>	<u>ADM. DISTRICT</u>	<u>NAME OF JOINT AGREEMENT</u>
62. Olson, Ernest 2022 North Eagle Road Normal, 61761 Telephone: 309/454-1431	McLean Woodford 1080 Woodford 3750	Normal 0050 (McLean County)	Mackinaw Valley Special Education Association
63. Parker, Dr. Aileen W. 113 South Russell Post Office Box 39 Marion, 62959 Telephone: 618/993-2138	Williamson	Marion 0020	Williamson County Special Education District
64. Perry, Richard E. 1000 Van Buren Street Maywood, 60153 Telephone: 312/450-2100	Cook	Legal Entity 8030 (Cook County)	Proviso Area for Exceptional Children (PAEC)
65. Peters, William 145 Fisk Avenue DeKalb, 60115 Telephone: 815/756-8589	DeKalb	Genoa 4240	DeKalb County Special Education Association
66. Pfeiffer, Richard Post Office Box 188 St. Charles, 60174 Telephone: 312/584-1100 Ext. 277	Kane	St. Charles 3030	Mid-Valley Special Education
67. Powell, John 329 School Street Rockton, 61072 Telephone: 815/624-2615	Winnebago	Rockton 1400	Winnebago County Special Education Cooperative
68. Randle, Dr. Kenneth Lewis 1494 East Court Street Kankakee, 60901 Telephone: 815/933-0720	Kankakee	Kankakee 1110	Kankakee School District Department of Special Education

<u>NAME AND ADDRESS</u>	<u>COUNTY OR COUNTIES</u>	<u>ADM. DISTRICT</u>	<u>NAME OF JOINT AGREEMENT</u>
69. Rehnberg, David C. 121 South Stanley Street Muldoon Center Rockford, 61102 Telephone: 815/966-3163	Winnebago	Rockford 2050	None
70. Retterer, Dr. Russell 320 East 161st Place South Holland, 60473 Telephone: 312/333-7880	Cook	Burnham 1545	Exceptional Children Have Opportunities (ECHO)
71. Reynolds, Ellen 1600 Dodge Avenue Evanston, 60204 Telephone: 312/492-3840 3841	Cook	Evanston 2020	None
72. Rigger, Dr. Theodore F. 1125 Division Street Chicago Heights, 60411 Telephone: 312/481-6100	Cook Will 201U	Legal Entity 8020 (Cook County)	Special Education Cooperative of South Cook County (SPEED)
73. Robinson, Tunya Webster School Annex Tenth and Gaty East St. Louis, 62201 Telephone: 618/874-4550 4551 5181	St. Clair	East St. Louis 1890	East St. Louis Area Joint Agreement
74. Roland, Dr. James 1704 East Washington Urbana, 61801 Telephone: 217/384-3655	Champaign	Urbana 1160	None
75. Schoolfield, Dr. Roy 201 West Clay Collinsville, 62234 Telephone: 618/345-5350	Madison	Collinsville 0100	None

<u>NAME AND ADDRESS</u>	<u>COUNTY OR COUNTRIES</u>	<u>ADM. DISTRICT</u>	<u>NAME OF JOINT AGREEMENT</u>
76. Smith, Dr. Edward W.D. 814 - 30th Avenue East Moline, 61244 Telephone: 309/755-5214	Rock Island Henry Mercer	Legal Entity 8650 (Rock Island County)	Black Hawk Area Special Education District (BASED)
77. Sparks, E. Lyle 1725 Shomaker Drive Murphysboro, 62966 Telephone: 618/684-2109	Jackson Perry Union	Murphysboro 1860 (Jackson County)	Tri-County Special Education District
78. Strain, Owen (Gene) Post Office Box 185 Ste. Marie, 62459 Telephone: 618/455-3396	Crawford Clay Jasper Lawrence Richland	Robinson 0020 (Crawford County)	South Eastern Special Education Program (SESE)
79. Suelter, Barbara 2410 West Heading Avenue Peoria, 61604 Telephone: 309/673-2341	Peoria Fulton 3240	Regional Superintendent 0000 (Peoria County)	Special Education Association of Peoria County (SEAPCO)
80. Swanson, Bonnie J. 323 West Washington Macomb, 61455 Telephone: 309/837-3911	Hancock Fulton Henderson McDonough Schuyler	Carthage 3380 (Hancock County)	West Central Illinois Special Education Cooperative
81. Vallejo, Julia 417 Fifth Street Aurora, 60505 Telephone: 312/896-9731	Kane	Aurora (East) 1310	None
82. Vickers, William E. 1201 North Sheridan Road Waukegan, 60085 Telephone: 312/336-3100	Lake	Waukegan 0600	None

<u>NAME AND ADDRESS</u>	<u>COUNTY OR COUNTIES</u>	<u>ADM. DISTRICT</u>	<u>NAME OF JOINT AGREEMENT</u>
83. Vuillemot, Larry D. 4440 Grand Avenue Gurnee, 60031 Telephone: 312/623-0021	Lake	Legal Entity 8250 (Lake County)	Special Education District of Lake County (SEDOL)
84. Wagner, Roger 4 South Gifford Street Elgin, 60120 Telephone: 312/888-5065	Kane	Elgin 0460	None
85. Weaver, Dr. John B. 703 South New Street Champaign, 61820 Telephone: 217/351-3841	Champaign	Champaign 0040	None
86. Weber, Duane E. #9 Dude Street Post Office Box 540 Edwardsville, 62025 Telephone: 618/656-9550	Madison	Edwardsville 0070	Madison County Special Education Cooperative Region II
87. White, Orval J. 1101 South Hamilton Street Lockport, 60441 Telephone: 815/838-8080	Will	Lockport 0910	Lockport Area Special Education Cooperative
88. Wrath, H. James Laraway School West Laraway Road Joliet, 60436 Telephone: 815/723-0345 7787	Will	Joliet 0810	Southern Will County Cooperative for Special Education (SOWIC)
89. Wright, Michael 519 Franklin Street Morris, 60450 Telephone: 815/942-5780	Grundy	Morris 0540	Grundy County Special Education Cooperative

APPENDIX E

CODE#

STATE APPROVED DIRECTOR OF SPECIAL EDUCATION QUESTIONNAIRE

PLEASE CIRCLE YES OR NO TO THE FOLLOWING ITEMS:

	DO YOU PERFORM THIS FUNCTION?		IS THIS FUNCTIO APPROPRIATE TO YOUR ROLE?	
	YES	NO	YES	NO
1. Developing policy for recruitment and selection of the cooperative's staff	YES	NO	YES	NO
2. Developing policy for the maintenance of records for students served by the cooperative	YES	NO	YES	NO
3. Developing policy for the planning of and participation in all due process hearings	YES	NO	YES	NO
4. Developing policy regarding the budgeting practices of the cooperative	YES	NO	YES	NO
5. Responsibility for the design and implementation of new special education instructional programs for the cooperative	YES	NO	YES	NO
6. Supervision of the cooperative's budget	YES	NO	YES	NO
7. Development of all the billing procedures in the cooperative	YES	NO	YES	NO
8. Assignment of all cooperative personnel	YES	NO	YES	NO
9. Selection of all testing materials used in the cooperative	YES	NO	YES	NO
10. Responsibility for the transportation of all special education students served by the cooperative	YES	NO	YES	NO
11. Developing in-service programs for the cooperative's special education staff	YES	NO	YES	NO
12. Developing in-service programs for the parents of special education students served by the cooperative	YES	NO	YES	NO
13. Conducting needs assessments for the cooperative	YES	NO	YES	NO

(OVER)

- | | | | | |
|--|-----|----|-----|----|
| 14. Responsible for liaison relationships with the State Board of Education | YES | NO | YES | NO |
| 15. Responsible for working with the state legislature with regard to special education legislation | YES | NO | YES | NO |
| 16. Responsible for public relations with the community served by the cooperative | YES | NO | YES | NO |
| 17. Responsible for public relations with the districts within the cooperative | YES | NO | YES | NO |
| 18. Responsible for the private placement of all special education students in the cooperative | YES | NO | YES | NO |
| 19. Coordinating the cooperative and local district programming | YES | NO | YES | NO |
| 20. Developing a communication system between the cooperative and local districts | YES | NO | YES | NO |
| 21. Supervision and evaluation of all the cooperative's personnel | YES | NO | YES | NO |
| 22. Completion of all state forms for staff and student reimbursement | YES | NO | YES | NO |
| 23. Responsible for the evaluation of all the cooperative's special education instructional programs | YES | NO | YES | NO |
| 24. Conducting evaluations on the effectiveness of cooperative's programming | YES | NO | YES | NO |
| 25. Determining the goals and objectives of the cooperative's mission | YES | NO | YES | NO |

PLEASE CHECK THE FOLLOWING AS THEY APPLY TO YOUR COOPERATIVE:

URBAN _____ SUBURBAN _____ RURAL _____

STUDENT POPULATION BASE (FILL IN NUMBER) _____

ADDITIONAL COMMENTS:

APPENDIX F

09/15/81

SPSS BATCH SYSTEM

FILE STATE (CREATION DATE = 09/15/81) APPROV'D DIRECTOR OF SPECIAL ED ?NAIRE

***** C R O S S T A B U L A T I O N O F *****
 * * * * * G E O G R A P H G E O G R A P H I C I M P A C T B Y A D M O R G 2 A D M I N I S T R A T I V E D I S T R I C T 2 * * * * *

		ADMGRG2						
		COUNT	CENTRALZ		DECENTRL		COMBINAT	ROW
GEUGRAPH	ROW PCT	ICENTRALZ	DECENTRL	COMBINAT	ROW	TOTAL		
	COL PCT	ID	ZD	N				
	TOT PCT	1.I	2.I	3.I				
URBAN	1.	1	0	0	1	1.8		
		100.0	0.0	0.0	0.0			
		5.9	0.0	0.0	0.0			
		1.8	0.0	0.0	0.0			
SUBURBAN	2.	6	9	4	19	33.9		
		31.6	47.4	21.1	36.4			
		35.3	32.1	36.4	7.1			
		10.7	16.1	7.1				
RURAL	3.	7	11	5	23	41.1		
		30.4	47.8	21.7	45.5			
		41.2	39.3	45.5	8.9			
		12.5	19.6	8.9				
URBAN-RURAL	5.	1	4	0	5	8.9		
		20.0	80.0	0.0	0.0			
		5.9	14.3	0.0	0.0			
		1.8	7.1	0.0	0.0			
SUBRBAN-RURAL	6.	2	3	2	7	12.5		
		28.6	42.9	28.6	18.2			
		11.8	10.7	18.2	3.6			
		3.6	5.4	3.6				
STATEWIDE	7.	0	1	0	1	1.8		
		0.0	100.0	0.0	0.0			
		0.0	3.6	0.0	0.0			
		0.0	1.8	0.0	0.0			
COLUMN TOTAL		17	28	11	56	100.0		
		30.4	50.0	19.6				

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NUMBER OF MISSING OBSERVATIONS = 1

FILE STATE (CREATION DATE = 09/15/81) APPROV'D DIRECTOR OF SPECIAL ED ?NAIRE

***** C R O S S T A B U L A T I O N O F *****
 COOPSIZE STUDENT POPULATN BASE BY ADMORGI ADMINISTRATIVE DISTRICT 1

		ADMORGI						
		COUNT	ILEGAL	EN	ADMIN DI	ADM DIST	ROW	
COOPSIZE	ROW PCT	ITY	STRCT	ESR			TOTAL	
	TOT PCT	1.I	2.I	3.I				
VS 0-14,999	1.	2	17	0			19	
		10.5	89.5	0.0			35.2	
		28.6	38.6	0.0				
		3.7	31.5	0.0				
S 15,000-24,999	2.	0	16	2			18	
		0.0	88.9	11.1			33.3	
		0.0	36.4	66.7				
		0.0	29.6	3.7				
M 25,000-49,999	3.	4	9	0			13	
		30.8	69.2	0.0			24.1	
		57.1	20.5	0.0				
		7.4	16.7	0.0				
L 50,000 & OVER	4.	1	2	1			4	
		25.0	50.0	25.0			7.4	
		14.3	4.5	33.3				
		1.9	3.7	1.9				
	COLUMN	7	44	3			54	
	TOTAL	13.0	81.5	5.6			100.0	

NUMBER OF MISSING OBSERVATIONS = 3

FILE STATE (CREATION DATE = 09/15/81) APPROV'D DIRECTOR OF SPECIAL ED ?NAIRE

***** C R O S S T A B U L A T I O N O F *****
 GEOGRAPH GEOGRAPHIC IMPACT BY ADMORGI ADMINISTRATIVE DISTRICT 1
 ***** P

		ADMORGI						
GEOGRAPH	COUNT	1	2	3	5	6	ROW	
	PCT	ILEGAL EN	ADMIN DI	ADM DIST	ESR		TOTAL	
	TOT PCT	ITY	STRCT	ESR				
URBAN	1.	0	1	0			1	
		0.0	100.0	0.0			1.9	
		0.0	2.3	0.0				
		0.0	1.9	0.0				
SUBURBAN	2.	4	14	1			19	
		21.1	73.7	5.3			35.2	
		57.1	31.8	33.3				
		7.4	25.9	1.9				
RURAL	3.	1	21	1			23	
		4.3	91.3	4.3			42.6	
		14.3	47.7	33.3				
		1.9	38.9	1.9				
URBAN-RURAL	5.	1	3	1			5	
		20.0	60.0	20.0			9.3	
		14.3	6.8	33.3				
		1.9	5.6	1.9				
SUBURBAN-RURAL	6.	1	5	0			6	
		16.7	83.3	0.0			11.1	
		14.3	11.4	0.0				
		1.9	9.3	0.0				
COLUMN	TOTAL	7	44	3			54	
		13.0	81.5	5.6			100.0	

NUMBER OF MISSING OBSERVATIONS = 3

FILE STATE (CREATION DATE = 09/15/81) APPROV'D DIRECTOR OF SPECIAL ED.?NAIRE

***** C R O S S T A B U L A T I O N O F *****
 ADMORG1 ADMINISTRATIVE DISTRICT 1 BY ADMORG2 ADMINISTRATIVE DISTRICT 2

		ADMORG2				ROW TOTAL
COUNT		1				
ROW PCT	ICENTRALZ	DECENTRL	COMBINAT			
COL PCT	ID	ZD	N			
TOT PCT	1.I	2.I	3.I			
ADMORG1	-----I-----I-----I-----I					
1.	I 2 I 2 I 3 I				7	
LEGAL ENTITY	I 28.6 I 28.6 I 42.9 I				13.0	
	I 11.8 I 7.7 I 27.3 I					
	I 3.7 I 3.7 I 5.6 I					
	-----I-----I-----I-----I					
2.	I 14 I 23 I 7 I				44	
ADMIN DISTRCT	I 31.8 I 52.3 I 15.9 I				81.5	
	I 82.4 I 88.5 I 63.6 I					
	I 25.9 I 42.6 I 13.0 I					
	-----I-----I-----I-----I					
3.	I 1 I 1 I 1 I				3	
ADM DIST ESR	I 33.3 I 33.3 I 33.3 I				5.6	
	I 5.9 I 3.8 I 9.1 I					
	I 1.9 I 1.9 I 1.9 I					
	-----I-----I-----I-----I					
COLUMN	17	26	11		54	
TOTAL	31.5	48.1	20.4		100.0	

NUMBER OF MISSING OBSERVATIONS = 3

FILE STATE (CREATION DATE = 09/15/81) APPROV'D DIRECTOR OF SPECIAL ED ?NAIRE

***** C R O S S T A B U L A T I O N O F *****
 GEOGRAPHIC GEOGRAPHIC IMPACT BY COOPSIZE STUDENT POPULATN BASE

		COOPSIZE					
		I	S	M	L	E	ROW
		VS 0-14.	15,000	25,000	50,000	OVER	TOTAL
ROW PCT	COL PCT	1999	-24,999	-49,999	50,000	&	
TOT PCT	I	1.1	2.1	3.1	4.1	I	
GEOGRAPH		I	I	I	I	I	I
1.	URBAN	0	1	0	0	0	1
		0.0	100.0	0.0	0.0	0.0	1.8
		0.0	5.3	0.0	0.0	0.0	
		0.0	1.8	0.0	0.0	0.0	
2.	SUBURBAN	4	3	9	3		19
		21.1	15.8	47.4	15.8		33.9
		20.0	15.8	69.2	75.0		
		7.1	5.4	16.1	5.4		
3.	RURAL	12	10	1	0		23
		52.2	43.5	4.3	0.0		41.1
		60.0	52.6	7.7	0.0		
		21.4	17.9	1.8	0.0		
5.	URBAN-RURAL	0	4	1	0		5
		0.0	80.0	20.0	0.0		8.9
		0.0	21.1	7.7	0.0		
		0.0	7.1	1.8	0.0		
6.	SUBURBAN-RURAL	3	1	2	1		7
		42.9	14.3	28.6	14.3		12.5
		15.0	5.3	15.4	25.0		
		5.4	1.8	3.6	1.8		
7.	STATEWIDE	1	0	0	0		1
		100.0	0.0	0.0	0.0		1.8
		5.0	0.0	0.0	0.0		
		1.8	0.0	0.0	0.0		
COLUMN TOTAL		20	19	13	4		56
		35.7	33.9	23.2	7.1		100.0

NUMBER OF MISSING OBSERVATIONS = 1

FILE STATE (CREATION DATE = 09/15/81) APPROV'D DIRECTOR OF SPECIAL ED ?NAIRE

***** C R O S S T A B U L A T I O N O F *****
 COOPSIZE STUDENT POPULATN BASE BY ADMORG2 ADMINISTRATIVE DSTRCT 2

		ADMORG2					
		COUNT	CENTRALZ		DECENTRL	COMBINAT	ROW
COOPSIZE	ROW PCT	ICENTRALZ	ZD	2.I	3.I		TOTAL
	COL PCT	ID					
	TOT PCT	I	1.I	2.I	3.I		
VS 0-14,999	1.	I 6	I 8	I 6	I 6	I 20	
		I 30.0	I 40.0	I 30.0	I 30.0	I 35.7	
		I 35.3	I 28.6	I 54.5	I 10.7	I	
		I 10.7	I 14.3	I 10.7	I	I	
S 15,000-24,999	2.	I 5	I 11	I 3	I 3	I 19	
		I 26.3	I 57.9	I 15.8	I 15.8	I 33.9	
		I 29.4	I 39.3	I 27.3	I 27.3	I	
		I 8.9	I 19.6	I 5.4	I 5.4	I	
M 25,000-49,999	3.	I 5	I 7	I 1	I 1	I 13	
		I 38.5	I 53.8	I 7.7	I 7.7	I 23.2	
		I 29.4	I 25.0	I 9.1	I 9.1	I	
		I 8.9	I 12.5	I 1.8	I 1.8	I	
L 50,000 & OVER	4.	I 1	I 2	I 1	I 1	I 4	
		I 25.0	I 50.0	I 25.0	I 25.0	I 7.1	
		I 5.9	I 7.1	I 9.1	I 9.1	I	
		I 1.8	I 3.6	I 1.8	I 1.8	I	
		I	I	I	I	I	
	COLUMN	17	28	11		56	
	TOTAL	30.4	50.0	19.6		100.0	

NUMBER OF MISSING OBSERVATIONS = 1

APPENDIX G

LIST OF STATE APPROVED DIRECTORS
CONTACTED BY QUESTIONNAIRE

Amstutz, Mr. Richard
Achenbrenner, Mr. Charles L.
Aucutt, Ms. Janet
Balen, Mr. Steven
Batts, Mr. Donald D.
Bergagna, Mr. James
Berghult, Ms. Jan L.
Beyer, Mr. Dallas E.
Blackman, Mr. Howard
Bocke, Dr. Joseph
Brandt, Mr. E. Gaydon
Braun, Dr. Benjamin L.
Bristol, Dr. Stanley T.
Burgener, Mr. Harry J.
Calvin, Dr. Howard T.
Carstens, Mr. James L.
Conway, Mr. Clint
Coverdill, Mr. Joseph
Dease, Mr. E. Richard
Dew, Mr. Larry
Dougherty, Mr. James Michael
Dremann, Mr. Gordon G.
Eggertsen, Mr. Dane
Falk, Mr. Howard
Farrimond, Dr. Donald D.
Fogle, Mr. Carl Dean
Frazee, Dr. Vernon F.
Gillet, Dr. Pamela Alice
Glassford, Mr. F. E. (Joe)
Grewell, Mr. Donald R.
Hampleman, Mr. Claude
Handley, Mr. Jack
Holt, Dr. Joseph
Holverson, Mr. James

Hurd, Mr. Daniel S.
Johnson, Ms. Virginia Lee
Keller, Mr. Arthur
Kessler, Dr. Harold
Lamb, Mr. Barry
Lamb, Mr. Charles
Leach, Mr. Robert
Lilyfors, Dr. Arthur Dale
Lukas, Mr. John
MacGregor, Mr. Neil E.
Mackay, Mr. Martin P.
Mahan, Dr. Guy H.
McCracken, Dr. Sarah
Miller, Ms. Judy Kay
Napier, Mr. Arvin
Nelson, Mr. Edward A1, Jr.
Olson, Mr. Ernest
Parker, Dr. Aileen W.
Perry, Mr. Richard E.
Peters, Mr. William
Pleiffer, Mr. Richard
Powell, Mr. John
Randle, Dr. Kenneth Lewis
Retterer, Dr. Russell
Riggen, Dr. Theodore F
Robinson, Ms. Tunya
Smith, Dr. Edward W. D.
Sparks, Mr. E. Lyle
Strain, Mr. Owen (Gene)
Suelter, Ms. Barbara
Swanson, Ms. Bonnie J.
Vuillemot, Mr. Larry O.
Weber, Mr. Duane E.
White, Mr. Orval J.
Wrath, Mr. H. James
Wright, Mr. Michael

APPENDIX H

INTERVIEW

State approved director of special education

1. Describe the role of the state approved director of special education as you implement it.

Is this how you perceived the role before you became a state approved director?

If not, what is the difference?

Are you satisfied with the role?

What are its problems?

What are its limitations?

What is your main function?

Is it different from that of a regular educational administrator?

If so, what are the differences?

Are there any parts of the role that could and/or should be returned to the local districts?

2. If you could change the role of the state approved director of special education what would the change be?

How could that change be implemented?

What should be added to the role?

What should be eliminated from the role?

What should the role's main function be?

3. What should the role of the state approved director of special education be?

Would the main elements change?

What kind of training is necessary for such a director?

Are there any changes being considered?

If so, where are these pressures coming from?

What would the impact of these changes be?

Has the role changed since you have had the job?

In what way?

GLOSSARY

Administrative processes: Those basic elements or principles that can be abstracted from the problems and work of an administrator.

Appropriate: Specially suitable, fit, proper¹

Centralized organization: The cooperative is organized so that most, if not all, of the administrative authority is located within the cooperative and not held by the local districts.

Decentralized organization: The cooperative is organized so that the administrative authority is shared between the cooperative and the local districts.

Educational service region: A special education cooperative administrative model where the educational service region administers the cooperative. The significant features are that it does not have a board and it is fiscally dependent.

Joint agreement: A special education cooperative administrative model where the local school district administers the cooperative. The significant features are a board consisting of superintendents currently serving on the boards of the cooperative's district members. It is fiscally dependent.

Legal entity: A special education cooperative administrative model where the cooperative operates as a school district and is assigned a school district number. The significant features are a board consisting of superintendents and lay members currently serving on the boards of the cooperative's district members. It is fiscally independent.

Special education cooperative: A collective of several school districts, usually geographically contiguous, pooling their base of children to be served so that a more comprehensive continuum of student service can be effected.

¹Webster's New International Dictionary, p. 133.

Suburban location: The special education cooperative is located in an area outlying a large metropolitan center--generally the outskirts of a city or town.

Suburban-rural location: The special education cooperative is located in an area outlying a large metropolitan center--generally the outskirts of a city or town. It extends into the countryside or farm area.

Rural location: The special education cooperative is located in an area that is sparsely populated and extends into farming area.

Urban location: The special education cooperative is located in a metropolitan center.

Urban-rural location: The special education cooperative is located in a largely rural or farming area, but also contains a metropolitan center.

APPROVAL SHEET

The dissertation submitted by Corinne G. Warsawsky has been read and approved by the following committee:

Dr. Philip M. Carlin, Director
Associate Professor, Department of Administration and
Supervision, Loyola

Dr. Melvin P. Heller
Professor and Chairman, Department of Administration and
Supervision, Loyola

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

The final copies have been examined by the director of the dissertation and the signature which appears below verifies the fact that any necessary changes have been incorporated and that the dissertation is now given final approval by the Committee with reference to content and form.

The dissertation is therefore accepted in partial fulfillment of the requirements for the degree of Doctor of Education.

12-14-81
Date


Director's Signature