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AUTHOR   Pliska, Ann-Maureen
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ABSTRACT
                The purpose of this study was to investigate the problems
and issues that emerged as school districts in Pennsylvania tried to
implement a strategic planning mandate at the local level. In June 1993,
revisions to the Pennsylvania school code changed requirements for graduation
from time spent in the classroom to the mastery of 53 state-designated
student learning outcomes, and the state mandated that districts develop
strategic plans for implementation of the new regulations that included
community participation. The concept of student learning outcomes became a
mass media blitz called "outcome based education" (OBE). Criticisms against
OBE were emotional and well-organized, and supporters were not able to defend
it well. In this climate, school districts confronted many issues in their
planning. Seventeen districts in Allegheny County (Pennsylvania) participated
in this study, which relied on observations and on-site or telephone
interviews with administrators in each district and the state's education
department. Implementation of the reform was hampered from the start, with
issues of communication and resources central to implementation problems.
Administrators were cowed by the magnitude of the task, and a third of them
thought that additional resources would be needed to address curriculum and
assessment changes. School district administrators thought that they needed
security in the knowledge that there would be adequate resources available to
plan for a systemic change of this nature. Training for educators and the
public and the establishment of a sense of being stakeholders are other
aspects of the reform that are needed to ensure acceptance and
implementation. (Contains 1 table and 48 references.) (SLD)

Implementation of the 1993 Pennsylvania Educational Reform:
Issues Related to Strategic Planning

Dr. Ann-Maureen Pliska
ACT
2201 North Dodge St., PO Box 168
Iowa City, IA 52243-0168

phone: (319) 337-1657
fax: (319) 339-3020
email: pliska@act.org

presentation: AERA Annual Meeting, Chicago, 1997

Implementation of the 1993 Pennsylvania Educational Reform:
Issue Related to Strategic Planning

The following synopsis is of a study done in 1994-1995 on the implementation of the 1993 educational reform in Pennsylvania that set student learning outcomes as the high school graduation requirement. This new approach moved the state regulatory emphasis away from time-spent-in-the classroom to the mastery of specific outcomes. The changes were made to the *Pennsylvania School Code Chapter 5: Curriculum*. The concept of student learning outcomes mastery became a mass media blitz called *Outcome Based Education* (OBE). The criticisms against OBE were emotionally charged and well organized and, at the time, OBE supporters were unable to defend it well. As indicated by public meetings, and other forums, in which opponents came well prepared with documented arguments that OBE was nothing more than unbridled, atheistic psychology that would cause students to conform to an image of global citizenry, as one opponent noted. Supports came to these debates with note cards in hand and argued that students were being prepared for the 21st Century by being challenged with rigorous outcomes for achievement. Opponents began to circulate newsletters, organize rallies, present radio and tv programs, and develop videos to counteract the supports. On the other hand, the supports did little to present a convincing argument. As districts prepared to plan for this initiative, problems began arising.

Districts were allowed, according to their preference, to alter instructional practices, grading system, and assessments, but were mandated to make their changes through a strategic planning process that included diverse community participation in the planning committees. Resistance dogged the process because certain stakeholders and members of the public understood neither the concept of OBE nor of strategic planning. Ambiguities in the mandate as well as inconsistent expectations from the Pennsylvania Department of Education (PDE) created varied opinions and perceptions among the stakeholders that would hamper progress. Furthermore, funding for what appeared to be a transformational renaissance in education was a problem in most districts regardless of the district's wealth. Poor districts had few resources or state aid to make any major changes to the process of education, middle income districts had funding but their communities were made up of many conservative suburbanites some who were very vocal in their anti-OBE

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sentiments. The sentiments often caused philosophical and political debates that caused the planning process to be stalled. Wealthier districts were forced many times to follow what the taxpayers in that district wanted. Therefore, planning became somewhat "status quo" as they improved on what they had rather than change anything.

This study followed the activities in 17 southwestern Pennsylvania districts as they developed their strategic plans to meet the mandates found in changes to the Pennsylvania School Code regarding graduation requirements. These districts were among the 175 (of the 501 school districts in PA) grouped into the first phase for implementation. The districts were required to submit a strategic plan by September 30, 1994, for implementation of the plan with the incoming, 1995 freshman class.

This paper contains a discussion of the purpose for and approach to the study. In addition, it includes a theoretical framework of policy implementation at the local level, modes of inquiry in data collection for the study, points of consideration coming from the study, and some reflections on educational implications.

PURPOSE

The purpose of this study was to investigate the problems and issues that emerged as school districts in Pennsylvania tried to implement a strategic planning mandate at the local level. In June 1993, revisions to the *Pennsylvania School Code Chapter 5: Curriculum* changed requirements for high school graduation from *time-spent-in-the-classroom* to *mastery of fifty-three state-designed student learning outcomes.* The state mandated that districts develop a strategic plan that included community participation for implementation of the new regulations. Furthermore, the mandate required that each district develop its own version of what education would be like in their district, this included curriculum and assessment, simultaneous with implementation of the regulations found in the new policy. Finally, the implementation was to be conducted through a strategic planning process.

School districts confronted heady issues as they planned curricula, assessment, and visions for their future. Linking the local district's culture with the community's political and philosophical system was part of the process. At the same time, change meant the coupling of PDE expectations and mandated compliance issues with the district's overall political and philosophical alignments.

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It was hoped that by doing this study, the issues, if found early enough in the implementation phase, could assist the Pennsylvania Department of Education and local school districts in avoiding problems of implementation.   It was also hoped that the results would be seen as caution signs to those trying to implement a state mandate that was clearly unpopular.

THEORETICAL FRAMEWORK

The stakeholders in this study did not argue for or against change as much as they argued for or against policy implementation--the OBE policy which some found morally or professionally objectionable. In addition, attempts were made to implement the policy using a strategic planning method--about which few knew anything.   Strategic planning is a special process and, without experience, a demanding process. Trying to implement change with a process in which many were not skilled was a difficult task.

The literature shows many varied processes to the implementation of educational policy at the local level. For the sake of this study the ideas were narrowed to three perspectives: implementation as theory, implementation as process, and the nature of organizational behavior in implementation. The principles guiding these perspectives are founded in the following theories: Implementation of a state educational policy mandate is a complex chain of reciprocal interactions where each part of the chain must be built with the other part in view (Pressman & Wildavsky, 1984); local capacity and will are two critical factors influencing successful or unsuccessful implementation that, in turn, influence knowing the rules of the game (McLaughlin, 1987; Furhman, Clune & Elmore, 1984); and stakeholders must have a shared vision of the change process and be able to reach consensus (Fullan, 1991).

MODES OF INQUIRY

Seventeen school districts in one county of southwestern Pennsylvania were among the 175 districts in Pennsylvania that were the first to implement the new Chapter 5 Pennsylvania School Code mandate calling for a strategic plan to implement fifty-three state-designed student learning outcomes as a high school graduation requirement. PDE decided that Pennsylvania districts would implement these changes to the school code in three phases. There were 501 school districts in PA. The 501 were grouped into three sets with between 175 and 179 districts in each phase over a three year period. The state did this for financial

reasons to ease the transition. As this was a less expensive and more manageable way for the PDE to handle the changes, the districts were then broken down into three groups.

There were 21 districts in Allegheny County in the first group, and all 21 were invited, by letter to participate in the study. Seventeen of the 21 agreed to be in the study by returning a *consent-to-participate* form.

Both qualitative and quantitative methods were used in this study. *Descriptive* methods were grounded in matters related to the experiences occurring at the time of implementation and included data gathered from a variety of sources. Data collection consisted of the following: interviews with 22 school district administrators (some of the 17 districts included two administrators that were willing to be interviewed); 14 strategic planning steering committee members; 3 PDE representatives; and 4 informal conversations with 2 external consultants involved in helping districts with the planning process. In addition, a survey was sent to 85 Strategic Planning Steering Committee members representing a sampling of five members from each of the districts.

Observations were done at 1 strategic planning review training session held by the PDE for individuals who would review the strategic plans, 8 strategic planning review sessions, and 1 area-wide consortium meeting of districts that were in the first phase. Field notes were taken during observations. Documentation reviewed included 12 district strategic plans, 4 documents from the PDE (sent to districts to assist in developing the plans), and the Chapter 5: Curriculum Regulations. In addition, the Pennsylvania Educational Policy Studies (PEPS) database from the Learning Research and Development Center (LRDC) at the University of Pittsburgh was used.

The PEPS database provided information on variables that were pertinent to district demographics and contained data from the 501 Pennsylvania school districts provided by the PDE and the US Census. Variables found in the database were those defined and used by the PDE. Six variables were used to form a picture of each of the 17 districts in the study. These variables were: *aid ratio, total expenditure per pupil, average daily membership, number of professionals, number of teachers, and pupils per teacher.* Socioeconomic status (SES) was determined by grouping districts by aid ratio.

Seventeen on-site or phone interviews with administrators took place; however, in some cases there were two administrators in attendance. There were 12, on-site interviews and 5 telephone interviews. The 14 strategic planning steering committee members were interviewed by telephone (their consent noted on their returned survey.) One PDE person was interviewed by phone, and the others were interviewed in-person, making 3 PDE interviews. Thirteen of the on-site or in-person interviews were taped; one administrator declined taping during his on-site interview. The 2 consultants were interviewed on-site. Emerging themes and patterns were noted and coded as the data analysis began.

Quantitative parts of the survey were entered into a database file using dBase IV and analyzed using SPSSpc descriptive statistics. The qualitative data from the open-ended questions were coded and emerging themes and patterns were noted.

In the review and training processes, issues and problems that continually emerged were noted. The documents reviewed were read and the process for strategic planning being advised by the PDE was noted. Strategic plans were reviewed for structure and content.

Five research questions drove the study:

1. What communication problems exist between the PDE and the local school district or between the local district and the steering committee members?

2. How did district administrators and members of the strategic planning steering committee interpret the strategic planning mandate? What models and/or external consultants were used to develop the district plan? In what ways did the process used influence the development of the strategic plan?

3. What mandated parts of the policy created the most difficulties for the strategic planning steering committee?

4. What impact did organizational capacity, district resources, and demographics have on development of the plan?

5. What strategies were used by districts to develop the strategic planning steering committee? How did philosophical and political differences among the strategic planning steering committee members influence the process of doing strategic planning?

Based on some of the arguments surrounding OBE and based on conversations with administrators regarding their strategic planning efforts, ideas for formulating research questions began to emerge and ultimately the above questions became the focus of study.

RESULTS

Two problem areas became apparent as data analysis began: **communication and resources**, particularly economic resources. As the data were analyzed, issues and problems were determined; these are presented in rank order in Table 1 (p. 14).

Implementation of a reform effort that concentrated on *mastery of student learning outcomes* rather than on *time-spent-in-the-classroom* was riddled with controversy and confusion from the moment the regulations were first presented to the public. Soon apparent was the state's consideration of revising its educational policies and expectation for local compliance. Any state should assure that districts can meet the demands of the mandates. This includes insuring that all stakeholders involved in plans have the necessary training and resources to understand the expectations and to meet the expectations. This was not necessarily the case with the Pennsylvania reform.

As the PA Board of Education (PSBE), under the PA Department of Education (PDE), considered revising the regulations on Curriculum, more training programs for strategic planning as well as extensive training on Outcome Based Education and the merits of OBE possibly would have made implementation easier. As one administrator said, "...You see, this OBE issue had never been addressed and dealt with before we started going out there to do this strategic plan and I got into a real mess with it all. The state never really tried to go back and do workshops or anything to help with this and I thought they were going to but it never happened and then left us with this mess." Another indicated, "People didn't know what strategic planning was at first. They thought it was just another version of long range planning. We should have all had the same thing for strategic planning. I mean, some are using the Cambridge model that is really strategic planning and others are using something that looks like it but really isn't. Right now, we are not all applying common terminology and we should be. I mean, one district is saying one thing and another is saying something else. If we are going to do this, let's do it like it is suppose to be done!"

Furthermore, economic and human resources are needed to engage in a systemic reform of this magnitude. Based on demographic data from the PEPS data base the following profile illustrates what the seventeen districts look like in regards to wealth.

SES	no. of districts in the study	Avg. aid ratio	Avg total expend per pupil	Avg. daily membership	Avg. no. of professional persons	Avg. no. of teachers	Avg. no. of pupils per teacher
L	6	.6943	$6638	2409	155	123	20
M	5	.4435	$7069	2162	143	117	18
H	6	.2767	$7818	3067	232	190	17

Socio-economic status (SES) was based on aid ratio. State aid ratio is based on the combined market value and personal income for each district on a per pupil basis. Using this ratio, the state determines the amount of state funds the district is eligible for. The greater the number, the more funds the district receives.

Within the strategic planning regulations, districts were mandated to plan for changes in vision, spirit and integrity, curriculum, assessment, and professional development. According to the survey of steering committee members, curriculum, assessment, and vision in that order were perceived to be the most difficult. Response rate based on difficulty of the task were: curriculum (30%), assessment (24%), and vision (20%). The reasons given for this difficulty were: varied opinions and perceptions (22%) [and 27% said that reaching consensus was influenced by the varied opinions and perceptions], clarity of the task (21%), personal agendas (21%), formation of the parts of the plan (16%), lack of resources (12%), time to do the planning (9%).

Major changes would be in curriculum to address the 53 outcomes, and assessment to measure mastery of the outcomes. However, the regulations for changes in curriculum noted that districts should plan curriculum to ensure that "all children would learn!" Many planners wanted to know: What does 'all children would learn!' mean? As one planner lamented, "I knew they were selling a big sandwich when they said 'all children would learn!'!"

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As for assessment, some felt, as one administrator noted, looking at the "itty bitty pieces" of everything that had to be assessed was a "monumental task." Another administrator said, "...People are still thinking in terms of trying to develop assessment systems that look at outcomes and look at grades. You can't do that. They're the antithesis of each other."

And for vision, committee members found developing it more difficult than the administrators. The committee members felt that the concept of consensus was sometimes a "wearing down process". The strategic planning mandates had called for people to reach consensus. Some administrators felt that the planning of a vision statement took hours because of adjusting a few words. As one administrator said, dealing "with a cross section" of the community, everyone had a different vision. So "to get them to agree on what the broad vision of the school district was took a while." Furthermore, he noted, "...so you had to make everyone happy and you had to include everybody's philosophy and everybody's vision in one vision."

Thirty-three percent of the survey respondents felt that reallocation of funding was going to be needed to address all that needed to be done to address curriculum and assessment. Furthermore, administrators interviewed believed that "deficit funding," as some called it, resulted in an uncertainty as to what could realistically be planned for. Furthermore, many committee members and administrators reflected the following sentiment of one planner--"District resources, especially financial, was the determining factor in many of our decisions." One steering committee member summed the issue up in this way, "You can't have curriculum that you can't afford taught by teachers you can't afford." Without the financial and human resources districts could do little. Fiscally challenged districts believed that curriculum and assessment changes were going to cost money they did not have; middle income districts believed, in some cases, that they were "lean and mean"with few personnel to support programmatic changes and wanted to be fiscally conservative; and the wealthier districts believed they were challenged by a state aid formula that one administrator said, "isn't fair, because our funding from the state has not gone up much and we have very little to work with for anything new." But in addition, all those involved in interviews or surveys believed that those human resources that WERE available had to reflect a pro-school attitude if this was going to work.

Clear, consistent documentation for developing a plan for this regulation on OBE was not forth coming; rather, the state kept sending new information to the districts as the planning unfolded. Thirty-three

percent of the survey respondents indicated that this caused a problem with understanding-the-rules-of-the game. Several documents came from the PDE between 1992 when OBE was just an idea and 1993 when it became law. As one administrator said in an interview, "So, the requirements continually changed. It was like walking on quick sand. As soon as you thought you were on solid ground, you found out it was giving out." The process had to stop and start and change directions after new pieces to the process came out over a year and a half period of time. Some school district administrators felt they were losing credibility with their planning committee because new information would require new pieces to the process and committees blamed their administrators for this change in direction.

There is always going to be resistance to change; however, with a state initiative so riddled in controversy and anti-OBE sentiments, districts needed public relations information. Without adequate information and, least of all, conversion to the idea of OBE, some district administrators were left dealing with angry stakeholders. This thwarted the process with endless debates and dialogues.

Districts needed security, knowing there were adequate resources available to them to plan for a systemic change of this nature. Some stakeholders in the process felt that PDE had abandoned them. Some districts were in fiscal distress and had all they could do to remain viable on a day to day basis; financially distressed, low SES, districts, finding it difficult to embrace change because of financial uncertainty, tended to cling to the status quo in planning. Districts in middle SES, having more resources to work with, tended to be less fearful of resources needed to plan; however, these districts were the suburban districts and had many conservative interest groups living in the neighborhoods. These interest groups tended to be quite vocal and the planning process often stalled with endless debates and dialogue. Wealthier districts, relying heavily on local taxes to support education, had a sense of obligation to continue programs their public demanded and tended to improve on what they had rather than change--again, clinging to status quo.

Several points of consideration are noted in the early stages of implementation of this reform.

POINTS OF CONSIDERATION

Following is a list of *points of consideration*. The points are not meant to be explicitly prescriptive. The points are garnered from the data collection and analysis and are, for this paper, treated as concerns that policymakers, their staffs, school administrators and all those interested in implementing educational

policy at the local level can review while reflecting on implementing an educational policy. The *points* grew out of listening to and gathering of information about what was happening during the implementation of the 1993 PA educational reform. They find their full rationale in the analyses of the information gathered.

Point One. Pressman and Wildavsky (1984) caution that when an initiative is characterized by contradictory criteria, antagonistic relationships among stakeholders, and a high level of uncertainty about even a possibility of success, the prediction or explanation of failure of the effort to reach its goals might well be expected. The anti-OBE sentiment rose repeatedly as strategic planning committees tried to plan for an unpopular policy. Districts would often find themselves roadblocked or stalled during the planning process because of this sentiment from politically conservative interest groups and concerned citizens.

Point Two. Avoidance of contradictory criteria is essential. The Pennsylvania Department of Education encouraged districts to start planning for this initiative in March 1992, when the idea became public but before it became law. Revisions to the planning mandate changed several times over the course of eighteen months. Many districts had started to plan in March 1992, thinking they were ahead of the game, but were forced to stop and start the process as the student learning outcomes and related areas of the regulations to the school code continued to undergo revisions. Contradictory criteria on how to develop the plans continued to arrive on the desks of district administrators. Some administrators felt they were losing credibility with their constituents as each new PDE document arrived. Had clear, consistent documentation been provided by the PDE, this problem could have been averted.

Point Three. To avoid problems such as confusion and delays, McLaughlin (1987) argues that the first process of implementation is to learn the rules of the game. In this reform, little training was given to the public and the administrators in strategic planning. As district administrators tried to rally the community to become involved in the strategic planning process there were unresolved issues with the public regarding OBE. In depth training in both strategic planning and OBE was needed. A power struggle erupted in some districts between steering committees and school boards, or steering committees and administrators, or stakeholders and individuals in the district. With a lack of understanding about what strategic planning was and how to plan for an initiative like OBE that was riddled in controversy, the district administrators were often left wide open for confusion and antagonisms that thwarted the planning process.

Point Four. Fullan (1991) argues that stakeholders must have a shared vision of the change process and be able to reach consensus. Without training on the fundamentals of strategic planning or the relative merits of OBE, the vision of the change process in some places became clouded and consensus was

reached, as was the perception of some stakeholders through a wearing down process where the strongest voices in the struggle got their own way.

Point Five. Gallagher (1981) argues that planning must receive wholehearted support from those responsible for carrying out the policy. In some places, teachers, who had become cynical and skeptical over the years of one reform after another, were not eager to embrace another reform movement. Antagonisms emerged in some districts during the planning process as parents blamed teachers for appearing to lack enthusiasm for this reform effort. In some cases, teachers blamed administrators for a variety of issues ranging from contractual violations to playing favorites with the political lines of the community and various issues in-between.

Point Six. Dale (1989) argues that the transformation of the aims of the policy to expectations of the district are shaped not just by the immediate demands of the policy but the "tradition" of the district. The historical traditions of the communities generally moved from an area that was dominated by the steel industry for many years but most of the mills were now closed and the industrial model of education, whereby students were trained to meet the needs of local industry, was now changing. However, many stakeholders in the planning process still moved to the mentality of the school-to-work transition and they found planning for curriculum, assessment, and vision to meet the demands of the policy very difficult when the climate of the community was culturally conservative.

Point Seven. Lieberman and Griffin (1976) argue that lack of resources needed to meet the demands of an initiative contributes to resistance. The low, middle, and high socio-economic (SES) districts all had unique problems resisting change. Districts in the low socio-economic groups were usually the ones that once had the thriving steel mills, now gone, so consequently there was little to no tax base from business to help support the schools. One district had gone bankrupt and others were close to it. They had traditionally educated students that were expected by the culture of the area to go to work in the mills in and around their communities. These districts tended to cling to status quo and lacked economic and human resources to change things. They depended heavily on state funding to support them and had laid off many teachers over the last ten years. Without radical conversion to the merits of OBE, without adequate training in strategic planning, without adequate resources to meet the demands of the reform, districts in these areas could not embrace a transformational change away from the school-to-work tradition they had always embraced. Their planning, therefore, resisted change.

Districts in the middle SES areas found that even if they did not, at the time, have the money they would plan anyway and worry about funds later, as one administrator said. They did have adequate human resources to make some changes but the communities were growing with individuals moving into these districts. These districts tended to have more people with vocal anti-OBE sentiments, perhaps because of the diverse voices within. The extensive dialogue opened by the diverse voices carried an array of anti-OBE

sentiments and these stalled the process of planning with endless debates and dialogues. The diverse voices brought many personal philosophical and political differences to the planning table that caused unrest and confusion in the planning process.

Districts in the high SES areas tended to have a tradition of 90% of their graduates going to college. Due to plentiful economic and human resources, these districts could afford good programs. However, an inequity in school funding from the state forced these districts to rely heavily on tax payer dollars. Because taxpayer money was a major source of support for schools, the taxpayers in this planning process were very vocal about what they did or did not want in their schools. Administrators felt, at times, they were powerless against this voice. This taxpayer voice was one that put a great deal of pressure on the planning process. There was little financial ability to do add-ons to the curriculum or make changes. For each change that was made, something else had to change or go. The public often objected to this idea that something had to go. Though these districts were considered wealthy, they had a great deal of public pressure to have outstanding programs. Their planning process tended to focus on improving what they had rather than changing anything.

Point Eight. McLaughlin (1987) and Pressman and Wildavsky (1984) argue that the consequences of the best planned, best supported, and most promising policy initiatives depend on the stakeholders throughout the process to interpret and act on the policy initiatives. Some district administrators felt the structure of the strategic plans varied too much from district to district and that the state should have used one strategic planning format. When the mandate to do strategic planning came out, district administrators wanted to know what a strategic plan looked like. Administrators wanted a sample plan so they would have an idea of what a *strategic plan* might be. Many districts were forced to have outside consultants help develop a plan. Low SES districts tended to call on the *Tri-State Area School Study Council* at the University of Pittsburgh; the middle SES districts used the *Allegheny Intermediate Unit #3* (a regional education center); and high SES districts generally hired The Cambridge Management Group, a planning consulting firm. This meant that planning throughout the state took on different avenues. As one administrator said, "...right now, were are not all applying common terminology [in developing the plan] and we should be. I mean, one district is saying one thing and another is saying something else. If we are going to do this, let's do it like it is suppose to be done!" Another said, "...At times, I believe we were totally in the dark--which took time and energy away from the actual process."

All eight points include significant areas of concern that could possible allow this reform to fail as districts shift around in the dark to try to develop both a strategic plan and implement a policy in their schools that is unpopular. Currently, both the implementation process and the idea of this reform succeeding does not look hopeful.

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EDUCATIONAL IMPLICATIONS

The potential value of this study is that policymakers and their staffs can review the information to determine the problems and issues. Before the PDE proceeds with this implementation process over a three year period, some of these *points of consideration* would be best to be taken under advisement in order to improve the process and avoid such conflicts that the reform fails altogether from lack of understanding and commitment on the parts of the implementors. Furthermore, district administrators can review these *points* as concerns that are outstanding throughout the process. They do not have to feel alone in the difficulties and can lobby along with other districts for more resources to implement this mandate.

The study, in general, grounds the theory of implementation and adds a fuller dimension to the study of implementation of a state educational policy at the local level by following something as it is happening rather than looking back four or five years later and wondering what happened.

Table 1: Two major areas of issues and problems

Major issues and problems in the planning effort	
Communication	**Resources**

1. **Understanding the rules of the game**
 	
Problems between *PDE and the local districts
  *curriculum mandate revisions
  *unsolved tension from OBE
  *ambiguities in the mandate
  *what a strategic plan looked like
 	
Problems between the local districts and the planning committees
  *expectations unclear
  *terminology vague
	1. **Financial**
	
	  *funding (reallocation of funding to pay for this)
	  *district base (assessed what they could or could not do with what they had)
	  *facilities to support changes
	  *program availability

2. **Management of the process**
 	
  *time
  *size and formation of the committee
  *resources to support the process
(**Financial realities** could not match the reality of their dreams and the strategic plan in some places was a "shoot for the moon" plan that could not be a "living document" to work from in the future.
  Some districts referred to themselves as "lean and mean" with very **few personnel and facilities** to support programmatic changes to address curriculum that would have to change in order to address the 53 student learning outcomes.)
	2. **Human**
	
	  *attitudes among the stakeholders
	  *personnel to do the work
	  *community based (anti or pro support for schools)

3. **Special interest groups and personal agendas**
 	
(Curriculum, assessment, and vision were more highly influenced than any other issues.)
 	
  Philosophical and political differences from the following groups created issues such as blocking progress, endless debates and dialogues, influencing unity of thought, length of time to complete tasks, researching decisions, building consensus, creating "camps" on the committee, and influencing a healthy climate in which to work.
 	
  *Anti-OBE
  *Taxpayers
  *Teachers	

4. **Availability of Information**	
5. **Organizational Issues**	
6. **Attitudes and relationships on the steering committee**	

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Printed Name: Ann-Maureen Pliska	Organization: ACT
Address: PO Box 168, 2201 North Dodge St., Iowa City, IA. 52245	Telephone Number: (319) 337-1657
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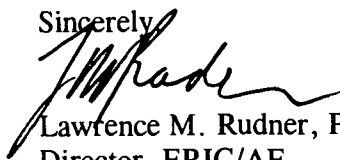
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