

STRATEGIC REPRESENTATION OF SCHOOL MANAGEMENT IN TERMS OF

DEBORAH STONE

A research paper submitted in partial fulfillment of the requirements for

EDU 5420 Politics in Education (Spring 2011)

Professor Frank Smith, Ph.D.

Of the Division of

ADMINISTRATIVE AND INSTRUCTIONAL LEADERSHIP

Of

THE SCHOOL OF EDUCATION

ST. JOHN'S UNIVERSITY

Oakdale, N.Y

by

Robert Milani, Carl Semmler and Denise Smith

Table of Contents

Chapter	Page
I INTRODUCTION.....	4
Research Problem.....	4
Research Questions.....	4
Significance.....	5
Chapter	
II. REVIEW OF LITERATURE.....	6
Review of Literature.....	6
Goals.....	8
Problems.....	10
Solutions.....	12
Analysis of Visual Model.....	13
Chapter	
III. METHODOLOGY.....	15
Conceptual Framework.....	15

Chapter

IV. FINDINGS.....	17
NYC Model Matrix	17
Community Based Organization Model Matrix.....	20
Civic Capacity Model Matrix	21
UFT Model Matrix.....	23

Chapter

V. CONCLUSIONS AND RECOMMENDATIONS.....	
Conclusions and Recommendations for Future Research:	
Carl Semmler.....	24
Denise Smith.....	28
Robert Milani.....	32
REFERENCES.....	36

Chapter I

Introduction

In the real world things are or they are not. It is Black and White. In the political world they can be both. Here lay the *Political Paradox* highlighted by Deborah Stone. According to Stone creating policy involves strategic representation where people don't tell the truth, but tell their interpretation of the truth.

Research Problem

Which education management system or systems can most effectively respond to the needs of children in economically diverse school districts? Given the four competing policy models: UFT Union/Parent/Taxpayer Coalition; Community Development: Civic Capacity; Community Development: Community –Based Organization (CBO); Portfolio Management Model: NYC case, comparisons are made to the political rhetoric set forth by Deborah Stone in *Policy Paradox*.

Research Questions

How does an understanding of the polis “Model of Society” help us to understand the effects of various regimes of possible outcomes? How does a metaphoric understanding of a “Model of Reasoning” help us to better understand the process whereby competing education models seem to give meanings to various regimes? How does organic policy making help us understand the various options possible for solving problems?

Significance

This study helps us to understand the usefulness of strategic representation in implementing education management systems that address the needs of students in economically diverse school districts.

Chapter II

Review of Literature

In Deborah Stone's *Policy Paradox*, she argues that the "rationality project" (policy made with rational, analytic and scientific methods) misses the point of politics. She argues that the underlying analyses are a kind of paradox. While in the world of the rationality project, there is usually one correct answer to a problem, issues are painted in black and white and truth is an objective reality, not so in the political world. Stone calls this political world the "polis." In the polis issues are presented as strategic representations (Stone, D., 2002, p.7). There are many truths that can be discovered. In some cases opposing sides can each legitimately claim to have the truth.

She claims that public policy rational rests on three pillars:

- A model of reasoning
- A model of society
- A model of policy making

The model of reasoning is approached very differently in the rational world versus the polis. Rational decision making is a process where steps are taken to make decisions. They include identifying objectives, identifying alternative courses of action for achieving objectives, predicting and then evaluating the possible consequences of each alternative and then selecting the alternative that maximizes the attainment of the objectives (class notes, Smith, F., 2011).

Alternately, in the polis, reality is couched in terms of metaphor. Issues are presented in terms of ideas that support one side or another. They are not presented in a standard scale. Metaphors

serve as the illustration of reason (class notes, Smith, F., 2011). Why mention the number of people who have achieved an objective benchmark, when you can illustrate the point by representing one person's story as a metaphor for the whole?

The model of society in the rational world is presented by what Stone calls the "market." The market consists of members who are autonomous whose interactions consist entirely of trading with one another to maximize their individual well-being (class notes, Smith, F., 2011). They choose the way that benefits them most. By contrast, in the polis the members of society are looking out for both their own self interest as well as the common interest. Individual interests are actually enhanced by achieving the common good.

The model of policy making in the rationality world is where policy resembles an "assembly line." Problems are clearly defined, alternatives are presented, the best alternative is chosen and the outcome is clear (class notes, Smith, F., 2011). For instance, an issue moves through the legislative process going through each branch of the government where it is studied, amended, approved and passed through resembling an assembly line model. In the polis, policy making is more esoteric and organic. Sometimes political forces start with a solution and create a problem that fills the need. Often there are many possible solutions which are not clearly understood. The best solution is not always chosen (if there is such a thing as a best solution). Rather, the solution is chosen based upon persuasion and interest groups.

Stone suggests that instead of the model of society (market), we should use her model of society encompassing the entire political community. The differences between the market and the polis models include individual self interests versus the interest of the community at large (Stone, D., 2002, p.22). Competition is coupled with cooperation in the polis model and there is

a strong sense of loyalty and consideration when decisions are made to others. Information in the polis model is “strategically manipulated” in a persuasive manner in ambiguous and incomplete terms (Stone, D., 2002, p.28).

Goals

According to Stone, “policy is the rational attempt to attain objectives (2002, p. 37).” These goals are often used to legitimize policy. In the polis, goals are not always clear cut, but rather contain ambiguities and leave room for interpretation. This first section concentrates on goals. Goals are broken down into four individual segments, equity, efficiency, security and liberty.

Equity: Distributive conflicts force equity to be the first goal for all. The paradox lies in that equality may mean inequality and equal treatment may require unequal treatment. Depending on the particular situation, distribution of resources may be viewed as equal to some and unequal to others (Stone, D., 2002, p.44).

Efficiency: The second goal is efficiency. Stone defines efficiency as “getting the most output for a given input (2002, p.61).” Everyone wants efficiency however conflicts arise over who gets the benefits and bears the burdens of a policy? How should we measure the values and costs of a policy? What mode of organizing human activity is likely to yield the most efficient results?

Security: Security can be defined as meeting basic physical needs for survival (Stone, D., 2002, p.87). There are many concepts of need. Government should ensure that people have enough food and shelter to survive. In the polis, complications include the issues of the

valuation of the resources, standards of comparison (measuring needs according to a fixed standard or a relative one), purposes of resources (should we provide only resources that meet immediate needs for survival), time (current or future) and units of analysis (should society secure only the needs of people as separate individuals or also people's relational needs) (Stone, D., 2002, p.100).

In the market there may be a security-efficiency trade off when people are not motivated to work. When they are secure often it results in a decline in productivity. The more security society provides, the bigger its service sector (Stone, D., 2002, p.105). This large service sector has the lowest rate of productivity in the economy versus in the polis where there is no trade-off. In the polis, human productivity increases with increased security. Productivity is low in the service sector only because it is measured in a way that makes services unproductive by definition.

Liberty: "People should be free to do what they want unless their activity harms other people (Stone, D., 2002, p.120)." In the polis there are complications to this definition. What harms to individuals should trigger government restraints on liberty? Material harms? Elevated risk of injury or loss? Amenity harms? Emotional and psychological harms? Spiritual and moral harms?

What harms to communities, organizations, and groups should trigger restraints on liberty (Stone, D., 2002, pp.115-116)? Structural harms? Accumulative harms? Harms to a group caused by harms to one of its members? Harms to society or community caused by individual failure to undertake helpful actions?

Whose liberty should be curtailed? When the activities of several different people contribute to causing harms, whose activity should be restrained? When corporate actors cause harms, should their activities be restrained?

Problems

In the rationality project “a problem definition is a statement of a goal and the discrepancy between it and the status quo (Stone, D., 2002, p.133).” In the polis model problem definition is the “strategic representation of situations (Stone, D., 2002, p.133).” It is strategic because different groups promote their causes. It is a representation as there are many points of view. There are different types of language used to define and portray policy problems: symbol, numbers, causes, interests and decisions.

Symbols: “Symbolic representation is the essence of problem definition in politics (Stone, D., 2002, p.137).” The meaning of a symbol depends on individual interpretation. Symbols are used to influence others and control their views. In policy problems there are four aspects of symbolic representation:

- 1) Narrative stories – provide explanations of how things work, gripping one’s imagination and offering the promise of a resolution for a scary problem.
- 2) Synecdoches – a figure of speech where an outlandish example is used to represent the a larger universe.
- 3) Metaphors – implied comparisons; using a word that denotes one meaning to describe another; in the polis it is a likeness between two policy problems.
- 4) Ambiguity – statements with multiple meanings; it allows the transformation of individual actions into collective purposes. (Stone, D., 2002, p.162)

Numbers: A policy problem is often defined by measuring it. Policy discussions often begin with numbers. Numbers can be metaphors, norms, symbols and stories. They can be ambiguous and create illusions. Also, they make intangible qualities seem divisible. In the polis when people are measured, their fate is at stake. As a result, they consciously manipulate numbers in the selection of measures. “The power to measure is the power to control (Stone, D., 2002, p.186).” People try to control how others interpret numbers. Part of the strategic problem definition is the choice of measures.

Causes: In politics causes assign responsibility to problems. In the polis a cause places burden on one set of people over another. Causal stories are crafted with symbols and numbers, shaping alliances and settling the distribution of benefits and costs. Action and consequence create four types of causal theories: mechanical, accidental, intentional and inadvertent (Stone, D., 2002, p.191). In the polis a casual argument is used to challenge or protect existing policies; assign responsibility for fixing a problem; legitimize fixers of the problem; or create new alliances (Stone, D., 2002, p.209).

Interests: Interests are the sides in politics – groups with a stake in an issue or affected by it. Interests are also the active side of effects. Effects are consequences of actions. The central question in political analysis of public policy is: how/when/why effects are converted to political interests. Mobilization is the process where effects are converted into efforts to bring change. In market theory some interests are stronger than others. In democratic theories government protects weak, legitimate theories (Stone, D., 2002, p.218).

Decision: “The hallmark of contemporary policy analysis is its focus on rational methods of decision making (Stone, D., 2002, p.232).” In a rational decision model a person considers all possible alternatives (infinite) and evaluates all possible consequences. The essence of the

model, “consists in tallying up the negative and positive consequences of an action to see whether, on balance, the action will lead to a gain or a loss (Stone, D., 2002, p.235).” Good decisions are the result of cogitation. In the polis decisions control the boundaries of a problem. Goals are wishes and intentions, as well as means to gather support. Ambiguity “leaves a policymaker wiggle room in the future (Stone, D., 2002, p.243).” The purpose of decisions in the polis is to control the number and kinds of alternatives considered. It is the essence of the political game.

Solutions

Policy solutions, in the polis, are rarely static. They are ongoing, changing and multifaceted. There are many avenues to policy solutions, such as inducements, rules, facts, rights and powers. Solutions are aimed at influencing groups and getting them to act, choose or behave in a manner in which they otherwise would not do (Stone, D., 2002, p.261).

Inducements: Inducements are incentives that are “designed by one set of people, applied by another set and received by the third (Stone, D., 2002, p.274).” In the polis both the giver and the target may be a collective entity that has multiple internal views on the inducement. Therefore the meaning of the inducement is interpreted differently by different individuals. The resulting rewards from the inducement may also create alliances among the winners. Finally, inducements can also be offered through negative sanctions.

Rules: “Rules are indirect commands that work over time(Stone, D., 2002, p.284).” They derive their power from their legitimacy. The political nature of rules is that they include and exclude, unite and divide. Since policy problems are complex and varied, rules are best to

be flexible enough to accommodate many situations. Since rules benefit some and exclude others the enforcer of rules are subject to many outside pressures (Stone, D., 2002, pp. 302-303).

Facts: Facts are pieces of data that exist in the polis to be interpreted differently by various constituent groups (Stone, D., 2002, p.309). In the polis they are rarely neutral and are often used to manipulate. The dominant group may have more influence over the dissemination of facts than the lesser groups.

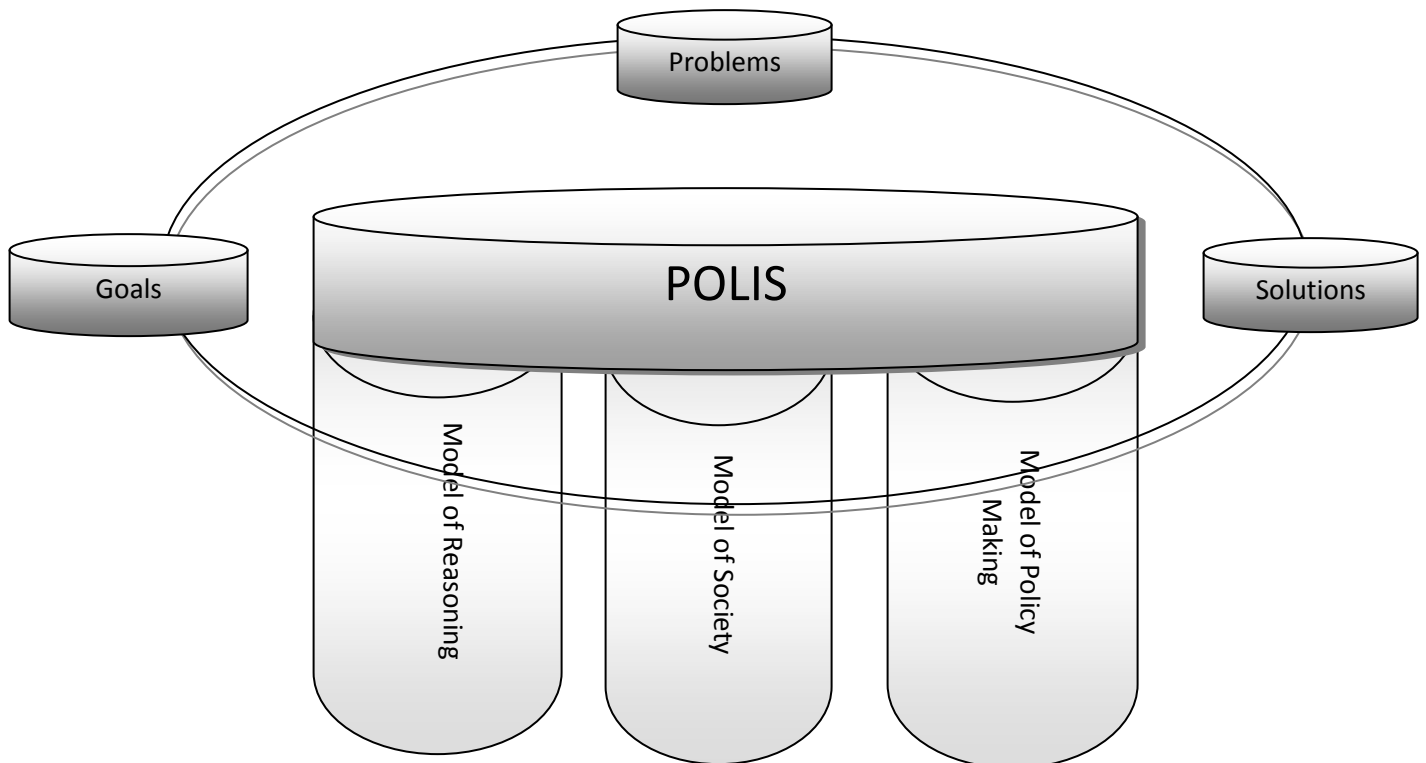
Rights: In the polis, rights can be both positive (an entitlement) or negative (freedom from restraint) (Stone, D., 2002, pp. 334-335). Procedural rights guarantee the manner in which decisions will unfold and substantive rights guarantee the essence of an idea, action or entitlement. Various groups in the polis can be the source of the rights and various groups can be the enforcer of the rights. In the polis rights are rarely stated clearly as they need room for interpretation (Stone, D., 2002, p.352). The amount of power one has in the polis directly affects the degree to which one benefits from various rights.

Powers: Defining who has membership in the polis and his/her role is directly related to power. The power to make decisions can be held by different types and sizes of groups. In addition, power is also affected by the centralization and decentralization of decision making ability (Stone, D., 2002, p.374). Strategies are often developed with the aim of redistributing power to the prevailing interest group.

Analysis of the Visual Model

Stone calls the political world the polis. In the polis issues are presented as strategic representations. The truth can have many answers. Sometimes these answers can be competing, opposing or even contradictory. In the polis, issues are not approached in a linear fashion.

Sometimes problems come before solutions and other times they come afterwards. By examining the manner in which a particular groups looks at problems, goals and solutions we can learn something about their position in the polis. Therefore, problems, goals and solutions are shown in a halo that surrounds the polis. There is not a correct order of first, second or third. Any and all areas of the halo can help us with the understanding of the polis. The polis stands on three pillars. These pillars are the three models that Stone uses to compare the manner in which the rational world and the political world differ. All three are bedrocks of the polis. All three are important. All three function simultaneously.



Chapter III

Methodology

Conceptual Framework

In a quest to determine which education management system can most effectively respond to the needs of children in economically diverse school districts, we are utilizing Stone's polis as the conceptual framework. Given the four competing policy models: UFT Union/Parent/Taxpayer Coalition; Community Development: Civic Capacity; Community Development: Community –Based Organization (CBO); Portfolio Management Model: NYC case, comparisons are made based upon the political rhetoric set forth by Stone in *Policy Paradox*. Utilizing the categories of Goals, Problems and Solutions we will analyze the various educational management systems in order to discover the effectiveness of each model.

Author(s)	Competing Policy Models	What are the Chief Characteristics of the model?	D Stone: <u>Goals</u> What goals does the model implicitly/explicitly seek?	D Stone: <u>Problem</u> What/how presented?	D Stone <u>Solution</u> What resolution offered?
I. NYC Traditional System	UFT Union/ Parent/ Taxpayer <u>Coalition</u>				
2. Clarence Stone	Community Development: <u>Civic Capacity</u> 4 cases, not NYC				
3 Tough/ Canada	Community Development: Community-Based Organization				
4. Bulkley/ Henig/ Levin	Portfolio Management Model: NYC case				

(class notes, Smith, F., 2011)

Chapter IV

Author(s)	Competing Policy Models	What are the Chief Characteristics of the model?	D Stone: <u>Goals</u> What goals does the model implicitly/explicitly seek?	D Stone: <u>Problem</u> What/how presented?	D Stone <u>Solution</u> What resolution offered?
<p><i>Strong Vision, Learning by Doing, or the Politics of Muddling Through?</i></p> <p>Jonathan Gyurko and Jeffrey Henig</p>	<p>Portfolio Management Model: NYC case</p>	<ul style="list-style-type: none"> • Mayoral control • Chancellor appoint community superintendent • Chancellor w/ experiences in business, military, law and CEO • Advice from school reformers • Rationally constructed plans based on good intentions and expertise • Performance based rather than compliance based on leadership • Regional based rather than community based • Business community involvement • Autonomous schools and principal – greater control over budgets and staffing • Schools have more direct responsibility for performance • Separate portfolio of public schools • Little community input • Replaced city’s 32 independent school districts with 10 regions who report to Chancellor • Uniform curriculum in reading and math implemented citywide • Train principals as entrepreneurs – accountability, coherence, alignment • Weakened union • Centralized system of authority and decision making 	<p>Efficiency:</p> <ul style="list-style-type: none"> • Appointing Chancellor – business person • Reform grounded in corporate value and management theory • Autonomous schools – principal has greater control over budget and staffing • Principal responsible for performance • Regional superintendent reports to Superintendent • 32 school districts replaced by 10 regions • Premise: dysfunctional schools create dysfunctional cultures • Accountability system to evaluate schools’ performance • Move from centralized system to decentralized portfolio management approach • Decentralize and centralize at the same time • Divide city into 10 regions • Emphasizing the quality of school authorizing and accountability. Detailed charter approval and renewal criteria were implemented, close fiscal oversight prevented the scandals that had emerged in other states. <p>Liberty</p> <ul style="list-style-type: none"> • Dismantling the old • Ending symbolic bastions of political 	<p>Symbols:</p> <ul style="list-style-type: none"> • 110 Livingston Street – sick bureaucracy • Guerillas in the bureaucracy – good folk • David v Goliath – Klein v UFT • Learning Zone – spirit of entrepreneurialism • Children First – Implementation • beginning of Leadership Acad. • Creation of parent coordinator • Replace large, failing high schools with a campus of new small schools within the same building / facility of the larger high school. • Who is responsible for when a school fail? – you have control of ALL the schools not just the good one! • Private support as a form of venture capital, helping it to launch initiative quickly without the normal political and bureaucratic checkpoints. (Leadership Academy) – Competitive multibidder procurement process – to become the Dept of Ed primary provider of 	<p>Inducements:</p> <ul style="list-style-type: none"> • Rationally constructed plans based on good intentions would win • Focused on politics and implementation • Sustainability • Stop 10 districts – everyone will go into own district. School will choose their own school support organization. • Hires James Liebman to oversee the beginning the annual quality review process <p>Powers:</p> <ul style="list-style-type: none"> • Centralizing Mayoral control • Klein conducted top-down study • Closed door decisions • Little input from community • Moved to regions • Regional Sup’t report to Klein • Regional school district do not govern • Union relations all-time low • Mayor replaces existing management team • Centralized system at odds with school leaders • Cashin: top-down approach to teaching subjects • Private funding <p>Rules:</p> <ul style="list-style-type: none"> • Exemptions to Children First “not broke don’t fix it” – 200 schools were not

		<ul style="list-style-type: none"> • Move towards smaller schools • Charter schools • Accountability system to evaluate school performance, inform school practice and guide school closings • Schools assigned letter grades • Private funding • Data-driven interventions • Rationally constructed plans • Sustainability 	<p>patronage</p> <ul style="list-style-type: none"> • Exempt certain city-schools from city-wide curriculum • Intra-system safe havens 	<p>principal training, moving about 10 Million per year of its op budget onto the public balance.</p> <p>Interests:</p> <ul style="list-style-type: none"> • Bureaucracy and political patronage • More parent participation • More checks and balances • Test results and accountability in charter schools • New York Leadership Academy – recruit principals • Despite seeming inconsistency 2003 mayor and the chancellor announced a major initiative to open up 50 new charter schools. • School closing – Yet unlike a financial portfolio, where transactions can occur with relative ease, school closings are complicated. Closing decisions should be based on solid evidence, a rarity in the complex and contentious world of student achievement metrics. • Nearly one third of the companies and non profits that are members of the (Learn NY)...received no-bid contracts from the Dept of Ed since Bloomberg took control. <p>Numbers:</p> <ul style="list-style-type: none"> • Children First – Implement • Exemptions to Children First “not broke don’t fix it” – 200 schools were not affected...desire 	<p>affected ...desire not to fix what was already working.</p> <ul style="list-style-type: none"> • Intra-system safe havens – New Century High Schools Initiative, the city charter school sector, the freedom granted to high-functioning schools. • Strategy for Policy Sustainability (How do you sustain it) • It comes from working with outside groups (HCZ) and school organizations from within <p>Rights:</p> <ul style="list-style-type: none"> • The formal structure of mayoral control was one important factor in eliminating points of friction in the policy-making process. Mayoral control had replaced the central school board with a thirteen member Panel for Educational Policy (PEP)...vote with me or be fired! – They were fired and those who would vote with him were hired.
--	--	---	--	---	---

				<p>not to fix what was already working</p> <p>Decisions:</p> <ul style="list-style-type: none"> • Manage the Portfolio – shift from a centrally run system to a portfolio of fifteen hundred autonomous schools, accountable to the chancellor and mayor through the city’s data management systems and supported by public and private service providers competing for customers, is a major institutional change • Hire Chancellor who was antitrust litigator • Hire Jack Welch (Leadership Academy) – Out Business Consultant – provide expertise (not \$\$) to train leaders <p>Causes:</p> <ul style="list-style-type: none"> • Despite Klein’s goal to prepare “strong, effective, dynamic leaders,” the newly centralized systems of authority and decision making were at odds with the notion of empowered school leaders 	
--	--	--	--	---	--

Author(s)	Competing Policy Models	What are the Chief Characteristics of the model?	D Stone: <u>Goals</u> What goals does the model implicitly/explicitly seek?	D Stone: <u>Problem</u> What/how presented?	D Stone <u>Solution</u> What resolution offered?
<p><i>Whatever it Takes</i> Paul Tough</p> <p>Harlem Children's Zone Geoffrey Canada</p>	<p><u>Policy Model</u> Community Development: Community-Based Organization</p>	<ul style="list-style-type: none"> • Create visionary leadership • Focus on college/career • Focus on results and enhancing student achievement • Establish high standards, expectations and rigor • Mobilize the community to battle against inequalities in education • Increase accountability on all levels: community, students, teachers, administrators • Implement a coherent, content-rich curriculum focusing on math, literacy and critical thinking • Ensure rules are enforced • Implement early intervention programs • Pre-School programs • Manage support of stakeholders • Enlist support of experts • Organize parent programs • Increase time on task throughout the school year • After-School tutoring • Private funding 	<p>Efficiency:</p> <ul style="list-style-type: none"> • Drukenmiller • KIPP Model • Charter school • Wal-Mart • Mr. Ukoidemabia • “The Conveyor Belt” • Sparzak • <p>Security:</p> <ul style="list-style-type: none"> • Change parents vision • Druckenmiller • Terri Grey <p>Equity:</p> <ul style="list-style-type: none"> • Everything a private school can pay for we are going to provide for free • Robin Hood Foundation – steal from rich and give to poor • First Lottery • Promise Academy • “The Conveyor Belt” Lottery <p>Liberty:</p> <ul style="list-style-type: none"> • Wyandanch • McKesey 	<p>Symbols:</p> <ul style="list-style-type: none"> • Robin Hood Foundation – steal from rich and give to poor • Uneven Playing Field/Separate Sporting Events • Children’s Zone – Problem • Wal Mart • Drukenmiller • Terri Grey • Anything that blows up the status quo • The Two Victors • Graduation • “Bad Apples” • Baby College • Pindar • Sheriff • Reports and Studies represented data - used symbols, numbers and causes to represent problems <p>Interests:</p> <ul style="list-style-type: none"> • Bowdoin – fear of loss of culture <p>Numbers:</p> <ul style="list-style-type: none"> • Their Goal, their quota 80% grad rate • Missing Resources were crucial • Scores <p>Causes:</p> <ul style="list-style-type: none"> • Various Reports and Studies <p>Decision:</p> <ul style="list-style-type: none"> • Lareau – Transmission of class advantage took place without notice – Grey • Grey 	<p>Inducements:</p> <ul style="list-style-type: none"> • Baby College – Shower Gifts – (Rich funders) • Baby College • Corporal Punishment – threat ACS • Raffle • Beginning of Promise Academy • Sparzak • Promise kids smarter <p>Powers:</p> <ul style="list-style-type: none"> • T. Berry Brazelton <p>Facts:</p> <ul style="list-style-type: none"> • Standardized Test Scores – Solution <p>Rules:</p> <ul style="list-style-type: none"> • Cosby Culture

<p>Author(s)</p>	<p>Competing Policy Models</p>	<p>What are the Chief Characteristics of the model?</p>	<p>D Stone: <u>Goals</u> What goals does the model implicitly/explicitly seek?</p>	<p>D Stone: <u>Problem</u> What/how presented?</p>	<p>D Stone <u>Solution</u> What resolution offered?</p>
<p><i>Civic Capacity – What, Why, and Whence</i> Clarence Stone</p>	<p><u>Policy Model</u> Community Development: Civic Capacity</p>	<p><u>Characteristics</u></p> <ul style="list-style-type: none"> • Reform began at university level • launched the El Paso Collaborative for Academic Excellence • collaborative of governmental and nongovernmental groups included business and community leaders • Used educational data to highlight weak academic performance • Recruited a staff focused on standards based schooling • professional development for principals • Collaboration with universities to align teacher prep programs with the school reform • Developed a small group of teacher leaders to go back to work with teachers in their home schools to provide PD • UTEP’s involvement in the collaborative brought in money with substantial corporate and financial support from companies such as Coca Cola and USFM which paid for the professional development • Mathematics alignment Initiative: curriculum assessment and instruction • Fostered parent involvement 	<p>Equity:</p> <ul style="list-style-type: none"> • Educate the Poor <p>Symbol:</p> <ul style="list-style-type: none"> • Pattern of Low Expectations <p>Security:</p> <ul style="list-style-type: none"> • The American Dream <p>Symbol:</p> <ul style="list-style-type: none"> • UTEP <p>Efficiency:</p> <ul style="list-style-type: none"> • Dr. Susanna Navarro 	<p>Causes:</p> <ul style="list-style-type: none"> • Poverty <p>Interest:</p> <ul style="list-style-type: none"> • Low-Income Neighborhoods (parents, teachers, administrators, students relationships damaged) <p>Numbers:</p> <ul style="list-style-type: none"> • 2/3 low income Half limited English proficiency 	<p>Powers:</p> <ul style="list-style-type: none"> • Civic Capacity/community effort • El Paso Collaborative for Academic Excellence • Navarro’s Plan

		<ul style="list-style-type: none"> • The collaborative shared addition resources to the various members of the community • There was “buy in” from all major constituencies in the community including the University, the business community, the school leaders, the union, the CBO’s and the parents • Adequate funding allowed for initiatives to be carried out • The manner by which issues were resolved, known as skillful framing, in an effort to use proven solutions to fit and fix their particular problems • The professional development program, in concert with UTEP’s changes to their teacher education programs led to greater academic success • Capitalized on the entirety of civic resources in the community 			
--	--	--	--	--	--

Author(s)	Competing Policy Models	What are the Chief Characteristics of the model?	D Stone: <u>Goals</u> What goals does the model implicitly/explicitly seek?	D Stone: <u>Problem</u> What/how presented?	D Stone <u>Solution</u> What resolution offered?
<p><i>NYC Traditional System</i></p>	<p>UFT/ Parent/ Taxpayer Coalition</p>	<p><u>Characteristics</u></p> <ul style="list-style-type: none"> • Powerful teachers’ union - UFT • Chancellor oversees school system • Taxpayers fund the system • 110 Livingston headquarters • School Boards control their district • 32 School Districts with superintendent, board, and groups of supporters and vendors • Superintendents report to chancellor • Initiatives are school based • State requirements ruled teacher and principal hiring and school staffing • Federal/state laws regulated allocation of money to schools • Union contracts controlled teachers assignments to schools, teacher pay increases, and teachers work assignments 	<p>Security:</p> <ul style="list-style-type: none"> • UFT – teacher protection • 32 Districts <p>Liberty:</p> <ul style="list-style-type: none"> • 32 Boards of Ed <p>Equity:</p> <ul style="list-style-type: none"> • Voice of Parent 	<p>Symbols:</p> <ul style="list-style-type: none"> • 110 Livingston St. <p>Interests:</p> <ul style="list-style-type: none"> • Chancellor, Mayor <p>Decisions:</p> <ul style="list-style-type: none"> • Business Model <p>Causes:</p> <ul style="list-style-type: none"> • Charter Schools 	<p>Inducements:</p> <ul style="list-style-type: none"> • UFT Salary Contract <p>Rules:</p> <ul style="list-style-type: none"> • UFT Contract <p>Powers:</p> <ul style="list-style-type: none"> • School Boards

CHAPTER V

STRATEGIC REPRESENTATION OF SCHOOL MANAGEMENT IN TERMS OF

DEBORAH STONE

A research paper submitted in partial fulfillment of the requirements for

EDU 5420 Politics in Education

Professor Frank Smith, Ph.D.

Of the Division of

ADMINISTRATIVE AND INSTRUCTIONAL LEADERSHIP

Of

THE SCHOOL OF EDUCATION

ST. JOHN'S UNIVERSITY

Oakdale, N.Y

by

Carl Semmler

Chapter V

Conclusions and Recommendations

Conclusions and Recommendations for Future Research

It is clear that Deborah Stone's model of reasoning within the polis provides a framework whereby we can better analyze which education management system can most effectively respond to the needs of children in economically diverse school districts. Understanding the metaphoric implications of each education management system can help us comprehend, not only how it will be accepted by a particular district, but how political forces will affect said system. Given the four competing policy models: UFT Union/Parent/Taxpayer Coalition; Community Development: Civic Capacity; Community Development: Community Based Organization (CBO); Portfolio Management Model: NYC case, it becomes clear that no one system can address the needs of the multiple socioeconomic school districts in our cities.

The traditional UFT Union/Parent/Taxpayer Coalition appears to be more affective in areas where the socio economic backgrounds of the parents are higher and parental involvement in the local school board is greater. In this model, the decentralization of power to the local school board results in a wide variety of school level effectiveness. If the local parents and political forces have the time, interest and savvy to empower the local school board to stand on equal ground with the UFT, the resulting system seems to produce results. However, in neighborhoods with less parental involvement and weaker political forces, the UFT may

approach the school in a minimalistic approach that does not address the needs of the disadvantaged. The Community Development: Civic Capacity model is perhaps the most holistic of the models. It welcomes and fosters the collaboration of all stakeholders in a community. While time consuming, if done properly it creates a relatively seamless support for all of the varied schools in a citywide school system. Perhaps the greatest obstacle to success is time. This model requires time enough that the various political forces that supported the system in the beginning be the same faces sitting at the table when the system is launched.

The Community Development: Community Based Organization (CBO) clearly enables the local CBO leader to have the resources to create an educational management system that both, fills in for the lack of student support from the family and community while at the same time provides the necessary parenting skills for future generations. The paradox in this system is that within the CBO there is an understanding of the time needed to create such change, however, the funding streams in this system often requires that results are produced in a quantifiable and quick fashion. This often causes the local CBO leader to compromise his/her purest vision.

The Portfolio Management Model (NYC case) centralizes power with the chancellor of schools and the mayor. It allows for a business approach to education, whereby the centralized managers decide which type of educational model will produce the best results in each neighborhood. This model generally allows the successful districts to keep the status quo and the less successful district to adopt new educational management models. Perhaps the largest downside to this model is that it estranges local stakeholders from feeling truly involved in the decision making process.

Perhaps the best way to determine the effectiveness of each educational management model is to give each the time necessary to produce results or not. Recommendations for future research would include analyzing longitudinal educational results for student cohorts over time. In addition, in the models where adult education is fostered, an analysis of parent performance over time as related to student performance would be helpful.

Recommendations

- Utilize longitudinal studies of student cohort performance over long periods of time
- Utilize longitudinal studies of parent cohort performance over long periods of time
- Compare the relationship (if any) between successful parent training and successful student educational results.

CHAPTER V

STRATEGIC REPRESENTATION OF SCHOOL MANAGEMENT IN TERMS OF

DEBORAH STONE

A research paper submitted in partial fulfillment of the requirements for

EDU 5420 Politics in Education

Professor Frank Smith, Ph.D.

Of the Division of

ADMINISTRATIVE AND INSTRUCTIONAL LEADERSHIP

Of

THE SCHOOL OF EDUCATION

ST. JOHN'S UNIVERSITY

Oakdale, N.Y

by

Denise T. Smith

Chapter V

All of the models assessed had their assets and their liabilities. The first line of support in the academic process is the support system present at home. At the Harlem Children's Zone, a community based organization; focus is on results and expectations for student achievements. The emphasis is on the family structure and the realization of the importance of education from birth. The parents are educated and a support system is set up for them to avoid failure. There is accountability on all levels – students, community, teachers and administrators. Implementation of a content-rich curriculum which focuses on math, literacy and critical thinking, is another focus. Support of experts is paramount. Businessman Stanley Druckenmiller's used his business model at the Harlem Children's Zone using the tools of corporate America – management consultants, long-range plans, marketing data, and quarterly targets. He argued that they were utilized in the strongest economy in the history of the world, but in the charitable sector, those tools were being ignored in favor of guesswork and good intentions. He helped Canada to remake his organization along the sleek, efficient lines of a modern corporation by writing a 10 yr business plan. Regardless of the economics of a geographic area (Harlem), these support systems should be in place. Even in the most economically advantaged areas, family dynamics require support from the community and the school system.

In the Civic Capacity model, the advantage is money with the foundation being collaboration and cooperation through the community. In the areas where there is affluence, the PTO mothers support the school and its pet projects financially and socially. They, in essence,

made the schools successful. Their demand for high academic standards is the impetus behind strong principals. The advantage is that these mothers have the time and resources available to support the system. This model fosters parental involvement. There is a major “buy-in” from all major constituencies in the community including the University, the business community, the school leaders, the union and the parents. They are able to capitalize on all the civic resources in the community. Teachers share in problem and are involved in solution.

Born out of the traditional NYC/UFT model is the Portfolio Management Model which was a major reformation to the current system. Personally, I don't have faith in the union in certain respects. I believe in job security but I don't believe that once a teacher has received tenure that he/she is permitted to continue without professional development or desire to improve him/her. That, of course, is a general statement and not true for all, but true for many. While the Portfolio Management System creates new schools and closes underperforming schools, I don't believe in regional based versus community bases. However, an autonomous school and principal with greater control granted to is such is an important feature. The ultimate goal was to eliminate the dysfunctional school which creates a dysfunctional culture. School choice and development of an accountability system with a shift from a top-down, district managed, and highly uniform educational delivery in favor of contract like arrangements in which schools are granted increased budgetary and programmatic discretion in exchange for being held accountable for the outcomes they produce.

In policy making we define the problem, look at the alternatives and then select most beneficial solution or model. It is my opinion that the education system should be revamped to follow a business model as Druckenmiller proposed. My philosophy of education and my ideal

school incorporates both the civic capacity model along with a community based model as found at the Harlem's Children Zone. We know that student success is built upon family, mentors, and a supportive social network. The foundations of both of these models are those that I firmly believe in. Both parents and children are up against so much socially and morally that they need the support system from the very beginning and all throughout the education years. Of course realistically that will not happen as we are not all economically as advantaged and therefore don't have the "PTO moms" available at every level for their support. In the meantime we will live the paradox and hopefully learn from our mistakes.

Recommendations include to watch the President and his visions for the future and to set up systems that include the families in the decision making process regardless of their economic background or their culture. Accountability on the part of all the stakeholders should be encouraged and monitored for an effective and sound education system in our country.

CHAPTER V

STRATEGIC REPRESENTATION OF SCHOOL MANAGEMENT IN TERMS OF

DEBORAH STONE

A research paper submitted in partial fulfillment of the requirements for

EDU 5420 Politics in Education

Professor Frank Smith, Ph.D.

Of the Division of

ADMINISTRATIVE AND INSTRUCTIONAL LEADERSHIP

Of

THE SCHOOL OF EDUCATION

ST. JOHN'S UNIVERSITY

Oakdale, N.Y

by

Rob Milani

Chapter V

Conclusions and Recommendations

In an analysis of four school models, Deborah Stone's framework was used to determine their effectiveness. By using the same framework, one is able to compare each model using the same perspective. In each model the authors concluded that each one was effective. But as Deborah Stone would say, each author made a strategic representation of the particular model in order to prove its effectiveness. Stone stated that, "analysis is itself a creature of politics; it is strategically crafted argument, designed to create ambiguities and paradoxes and to resolve them in a particular direction (Stone 80)." There are no solutions, only resolutions. Something that appears as a solution is in fact only a temporary resolution. Through this analysis, while each model was a resolution of effectiveness for its particular situation, it is not a solution for all educational situations.

In the Community Based Organization of Harlem Children's Zone, Paul Tough describes a model based on efficiency and equity. Charter schools are funded by both the city and philanthropists. This funding is used to create a system where new parents are given parenting skills in "Baby College." This continues through nursery programs and into the traditional elementary, middle and high schools. Various extra-curricular programs supplement the school day. A paradox exists here as large amounts of funding were used to provide inner city children with an education system that was in fact a basic, traditional education.

The Traditional NYC model was largely ineffective. It became a large bureaucracy that benefited the teachers' union, the UFT. This educational system led to success for teachers and

their union, but resulted in poor education for the students. In an effort to change this, NYC initiated a Portfolio Management model outlined by Jonathan Gyurko.

In this model the resolution was mayoral control of the city's education system. The mayor in turn gave more control to the chancellor. Any underperforming school was split into smaller charter schools. The mayor was empowered while the power of the UFT and 32 school districts was diminished. Decision-making lied with each school as schools were accountable for their results. Similar to the CBO, there was private funding. While Gyurko discussed the effectiveness of this model, the main resolution centered on creating a portfolio of smaller schools from a huge, bureaucratic educational system. Here, the mayor wanted control and created a system that resulted in his control. A business approach was used to run the schools. A contradiction existed as the changes in education of children were dictated by business and politicians and not educators.

The fourth model was outlined by Clarence Stone. Stone described the Community Development: Civic Capacity model as seen in El Paso, Texas. In El Paso the resolution was collaboration between governmental and nongovernmental groups. This is a kind of paradox as opposing viewpoints are both part of the resolution. The El Paso model was an actualization of the Polis Model where community was at the center of change. Business, educational, collegial, government and community leaders were part of the El Paso Collaborative that brought about educational reform. As in the CBO of the Harlem Children's Zone, children from low-income neighborhoods were provided a basic American right, an education. In the Civic Capacity model the entire community collaborated to reform the school system.

In each model discussed, the authors represented a model in such a way that its effectiveness was evident. Each model was successful, yet each model had different interests – Harlem’s children; a major city in NYC; and a smaller, low-income city in El Paso. All three models included the efficiency of a business approach. All three models were centered on improving the achievement of low-income children. Only the El Paso model is a true collaborative community approach. They didn’t blame the school or the teachers for the low student achievement rate. Instead, teachers helped develop a plan that focused on improving student achievement through improving instruction. This model seems like the most effective of the four models analyzed. But then again, it’s only a strategic representation to convince us of its effectiveness. To duplicate the success of El Paso, the entire community effort must be duplicated. To repeat the success of the other two models, the financial support of the business sector must be garnered. Past success is no guarantee of future success. Each of these models was made to work for its particular interests. If these same models were utilized for a different set of interests, the results may not be the same. If each of these ingredients were part of any model, it may result in improvement, but as Stone would say, the resolution would only be temporary as other issues would emerge.

REFERENCES

- Bulkley, K., Henig, J. & Levin, H. (Ed.). (2010). *Between Public and Private*. Massachusetts: Harvard Education Press.
- Hill, P.T. (2010, November). Leadership and Governance in New York City School Reform. New York City Education Reform Retrospective Project. Retrieved from [http://www.edweek.org/media/12nyc_chapter_1_governance_and_leadership%20\(1\).pdf](http://www.edweek.org/media/12nyc_chapter_1_governance_and_leadership%20(1).pdf).
- Stone, C. (2003). *Civic Capacity – What, Why, and Whence*. Preliminary Draft, Oxford University Press.
- Stone, D. (2002). *Policy Paradox*. New York: Norton and Company.
- Tough, P. (2009). *Whatever It Takes: Geoffrey Canada's Quest To Change Harlem and America*. New York: Mariner Books.