1983

An Analysis of Local Ongoing Inservice Programs and Practices of Pennsylvania School Board Members

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Recommended Citation

AN ANALYSIS OF LOCAL ONGOING INSERVICE

PROGRAMS AND PRACTICES OF PENNSYLVANIA

SCHOOL BOARD MEMBERS

by

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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

Doctor of Education

January

1983

ABSTRACT

This study was designed to examine local, ongoing
inservice practices and programs in the Commonwealth of
Pennsylvania in order to determine a program that could be
adapted or adopted by local districts in response to their
own needs. The specific questions asked by the study were:

1. What were the inservice needs of school board
    members

2. What local, ongoing inservice programs and
    practices have local districts and school boards
    developed to meet those needs

3. Should local districts have a formal, ongoing
    inservice program; and if so, what kind

4. What are the major constraints on the initiation
    or expansion of local ongoing inservice programs
    and practices for school board members?

Three groups of respondents were surveyed --
experts, board members (including presidents) and super-
intendents. Their responses were analyzed according to
district characteristics (size, type, finances, and loca-
tion) and respondent characteristics (status group, length
of board tenure, age, sex, profession and education).
Data from the study were utilized to develop guidelines
for local school board inservice that were generally
applicable to all school districts across the country.

The study determined that:

- Although one can provide guidelines for a local board development program and examples of "programs that work," there is no single inservice model that is applicable across all districts

- Significantly more board development needs to occur at the local level, especially in rural and small town areas

- An active state school boards association plays a crucial role in promoting and providing for board development

- Local development should be more participatory and involve more activities focused on a board member's skill development

- Strong board development programs tend to promote district stability

- A superintendent's education and self-image affect his/her willingness and ability to provide a strong board development program

- Board members and superintendents are clear in their desire for more local inservice regardless of the major contraints of time or pressure to conserve funds.

ACKNOWLEDGEMENTS

Many persons have given invaluable support and
assistance in the design and development of this research
project: Dr. Robert Monks and the dissertation committee
at Loyola University; Jim Mecklenberger at the National
School Boards Association; Joe Oravitz and Fred Heddinger
at the Pennsylvania School Boards Association; Joanne
Gilpin and the staff and directors at Research for Better
Schools; Dr. Yoram Wind and Steve Goldberg at the Wharton
Graduate School of the University of Pennsylvania; Dr.
Leonard Finkelstein; and the many superintendents, board
members, and experts who took valuable personal time to
answer the questions that provided the content of this
study. To all these groups and individuals go my sincere
thanks and appreciation for your help.

Yet this dissertation could never have been completed
without the love and encouragement of three special
people, my son, Lawrence; my daughter, Melissa; and my
husband, Joe. This study is dedicated to you.

VITA

The author, Antonia Rose Neubauer, is the daughter of Philip and Marian Brody. She was born in New York City on November 22, 1943. When she was five, the family moved to Scarsdale, New York.

She obtained her elementary and secondary education in the Scarsdale public schools, graduating from Scarsdale High School in 1961. In September, 1961, she entered Jackson College of Tufts University and was graduated "cum laude" in January, 1965, with majors in French and Economics.

In September, 1966, she enrolled in New York University's graduate program in French literature. She received her Masters degree in 1966 and completed all but her dissertation for her Doctorate. While attending New York University she was awarded the Penfield Fellowship and the Graduate Faculty Tuition Scholarship.

In 1969, Dr. Neubauer moved to Stamford, Connecticut, where she taught French at New Canaan Country Day School. In 1975, she initiated the Spanish program and became the Chairman of the Spanish Department.

After seven years in New Canaan, she moved to Highland Park and enrolled in Loyola University's Doctoral program in Educational Administration. While attending Loyola, she initiated a volunteer foreign language program at the local junior high school and taught at Highland Park High School and Lake Forest Country Day School. She also developed an inservice program for the local school board. In 1978, she was awarded a graduate assistantship at Loyola.

At the close of 1979, the author moved to Philadelphia, where she began work at Research for Better Schools as Assistant to the Deputy Director. In 1982, she was promoted to Development Coordinator.

Antonia Neubauer is married to Joseph Neubauer, President of ARA Services. She and her husband live in Haverford, Pennsylvania, and have two children, Lawrence and Melissa. She has published several articles on education and school board inservice.

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CHAPTER 1

INTRODUCTION

In a paper presented at the 1973 meeting of the

American Association of School Administrators (AASA), F.

E. Phillips wrote:

> If boards of educations are going to be prepared to
> govern wisely in this day of mounting pressures...if
> they are going to be able to truly represent the
> public, and at the same time see to it that students
> get the best education for the tax dollar, it becomes
> obvious that competent laymen are going to need some
> basic training, not to become educational experts, but
> rather to give board members a very thorough grounding
> in the procedures which would allow boards to act
> consistently as they govern public education.[1]

Essentially, basic training--orientation and inservice are

vital to enable school board members to deal with the

complexities of the school system they are overseeing.

Yet too often the areas of inservice and orientation are

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[1]F. E. Phillips, "Brushing Up on Boardsmanship,"
paper presented at the Annual Meeting of the AASA, Atlantic
City, New Jersey, 28 February 1973.

relegated to the background, leaving board members to their own devices. A Doctoral dissertation done by Wayne Doyle in 1976 on "A Model Orientation Program for Newly Elected or Appointed School Board Members as viewed by Superintendents and Boards of Education" reported that of 250 questionnaires sent to various school districts and administrators in Pennsylvania and West Virginia, almost 60 percent of the school districts did not even have an orientation program for new school board members.[2] Even fewer districts have any ongoing, formal inservice programs above and beyond the basic orientation programs. A more recent study of approximately 200 board members, conducted by this author and The National School Boards Association (NSBA), indicated that 46 percent of the respondents had no formal board development program (a program that has a budget, has someone in charge, and is thought of as a normal part of school district operation). Thirty-nine percent had an informal program and only 12 percent said they had a formal inservice program.[3] Yet school board

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[2]Wayne Doyle, "A Model Orientation Program for Newly Elected or Appointed School Board Members as Viewed by Superintendents and Boards of Education" (unpublished Doctoral dissertation, West Virginia University, 1976), p. 171.

[3]Antonia Neubauer, "Educating the Board of Education," paper presented at the AASA Conference, Chicago, Illinois, July 1980.

members, as any employees entering a new job situation

demanding unique technical skills and knowledge, need to

acquire these abilities in order to function wisely.

Houston Conley, in an address before the National School

Board Conference in 1974 affirmed:

> We expect the employee to show systematic skill
> improvement as he stays on the job--we also like to
> equate this to an increase in productivity. If we are
> to have effective board members, they too must be
> trained in the latest techniques for handling and
> dealing with the soundness of a program.[4]

On a more personal level, a frustrated board member in

suburban Illinois pleaded for the institution of a

comprehensive inservice program, saying:

> We get on the job training by fulfilling our re-
> sponsibilities, attending board meetings, serving
> on committees, and reading the back-up material,
> etc. But this form of education is slow, frag-
> mented and, in my experience, incomplete. There
> are always important gaps in our knowledge that we
> don't fill in for a variety of reasons, no matter
> how long we are on the board. We are too timid to
> ask about what we don't know in public for fear of
> appearing stupid; we don't want to take up valuable
> board time by continually requesting supplementary
> information; and we deal mostly with people (even
> fellow board members when they report on committee
> activities) who don't fully realize the depth of
> our ignorance about their subject, and therefore,
> make little attempt to present us with a comprehen-
> sive, jargon-free, well-organized presentation.

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[4]Houston Conley, "School Boards: Their Policy
Making Relevance," paper presented at the NSBA Conference,
Houston, Texas, April 1974.

To help us all, new and old board members alike, get a better grip on school matters, I propose you initiate...an orientation and review program late in the spring.[5]

In essence, school board members direct perhaps the most crucially important and often the largest "business" in their districts. The board's decisions touch almost every member of their communities--children, teachers, and citizens alike. In order to be able to understand the issues and problems that face them and to be able to act effectively and decisively, board members need to have a vital, on-going orientation and professional development program. Research over the past ten years indicates that such programs are sadly infrequent. Donald Piper, when he was professor of Educational Administration at the University of Rochester and Executive Secretary of the Genesse Valley, New York School Boards Institute, summed up the problem very well, writing:

> In many areas of the nation, school board members are now on the firing line in much the same way that school administrators have been for the past few years. Citizens are holding board members accountable as they have never done before. Board members find themselves deeply involved in issues which did not even enter their thinking a few years ago.

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[5]Ed Moldof, "Proposal for a School Board Orientation and Review Program," memo submitted to the District 108 School Board and Superintendent Highland Park, Illinois, 27 March 1979, p. 1.

These issues--and the public--demand responses based upon knowledge of the various situations and skillful application of decision-making processes. Many board members, however, are elected or appointed to their positions with little or no formal preparation for the difficult tasks facing them and no way to develop their skills except in the school of hard knocks.[6]

This dissertation, then, proposes to identify the issues, the situations, and the skills that are part of the every-day job of a board member. Secondly, it proposes to examine how board members are actually going about learning the issues, controlling the situations, and mastering the skills the job necessitates. Finally, the study proposes to cull a model that is generally applicable to all school districts from the literature on inservice; the strategies, approaches, and methods of local district inservice practices; and the opinions of board members, superintendents, and experts.

Statement of the Problem

The plan of this study is to analyze ongoing, local inservice practices and programs for school board members in the Commonwealth of Pennsylvania in order to determine a program for local school board members that

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[6]Donald Piper, "Help for Beleaguered Board Members," School Management (May 1972): 20.

can be adapted or adopted by local districts in response to their own needs. Questions to be answered by this study are:

1. What are the inservice needs of local school board members as determined by experts, superintendents, and board members

    a) Is there a relationship between inservice needs of the school board and the size of the district served

    b) Is there a relationship between the inservice needs of a board member and the type of district (urban/rural/suburban) in which he/she serves

    c) Is there a relationship between the inservice needs of a board member and the financial classification of the district

    d) Is there a relationship between the inservice needs of school board members and the length of board service

    e) Is there a correlation between the inservice needs of school board members as determined by the three different groups--experts, superintendents, and board members.

2. How are the local district school boards and school board members in the Commonwealth of Pennsylvania going about meeting their needs for inservice education

    a) What formal, ongoing local district inservice programs have local districts developed to help school board members acquire the requisite knowledge and skills for effective boardsmanship

      . Is there a written policy statement on the subject of school board member inservice

- Who is responsible for the program

- Where are the programs held

- By whom is the training done

- When are the programs held

- How long do the programs last

- How are the programs conducted

- What are the goals of the inservice program

- What incentives are there for school board member participation

- What topics are covered in the program

- Who attends the programs

- How much money is allocated in the district budget for school board member inservice

- How are the programs evaluated

b) What other informal inservice practices do school board members engage in to help themselves acquire the necessary professional knowledge and skills

c) Is there a relationship between inservice programs and practices and the size, type, or finances of the district

3. According to experts, superintendents, and school board members, should local districts have a formal ongoing inservice program; and if so, what kind

- Who should be responsible for the program

- By whom should the training be done

- When should the programs be held

- How long should the programs last

- How should the programs be conducted

- What topics should be included

- How much money should be allocated in the district budget for school board member inservice

- How should the programs be evaluated

a) What disparities and similarities exist between inservice as it is practiced and inservice as it should be practiced, according to experts, superintendents, and board members

b) Are there any relationships between an ideal inservice program and the size, type, or finances of the district

4. According to experts, superintendents, and board members, what are the major constraints on the initiation or expansion of local, ongoing inservice practices and programs for school board members.

Delimitations and Limitations of the Study

The following delimitations and limitations were placed upon this study:

1. This study was limited to selected state, national, and university experts and to respondents chosen from a population of 505 Pennsylvania school districts. The rationale for the emphasis on Pennsylvania is as follows:

a) Pennsylvania has a strong active school board association, the first in the nation, with an avowed commitment to inservice for local school board members. Moreover, the school board association has the personnel and the financial resources to research, develop, and sponsor viable inservice programs

b) Pennsylvania as a state is ethnically representative of the United States as a whole

c) There is a wide diversity of socio-economic conditions in the area to be studied--industrial and rural, rich and poor, well-educated and less trained, blue collar and white collar--to name just a few

d) Within the Commonwealth of Pennsylvania, wide variety exists in the size of school districts to be included

e) The area to be considered is geographically accessible. Should a model inservice program or programs for school board members exist in a particular district, the programs can be observed first hand

2. The strata of participants included in this study were experts, district superintendents, school board presidents, and school board members who had served at least two years

3. The willingness of respondents to complete the questionnaire in a frank manner was a limitation of the study

4. The content of the survey instrument was a limiting factor in the study

5. This study did not seek to measure effectiveness of inservice programs on school board members. Such a measure would have involved perception studies and is beyond the scope of this dissertation.

Definition of Terms

For the purpose of clarity, the following definitions are used throughout this research:

1. School Board Development is an increase in knowledge, skill and competency, and insight into education problems, with a concomitant increase in success as an educational administrator.[7]

2. Formal School Board Development Program is a "planned, goal-oriented change process, introduced through a deliberate intervention"[8] aimed at raising the level of school board member knowledge, skill and competency, and insight into educational problems. A formal school board development program would likely have a budget, someone in charge, and be thought of as a normal part of school district operation.

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[7]Carter Victor Good, Dictionary of Education, 3rd ed., (New York, N.Y.: McGraw Hill, 1973), p. 133

[8]Ben Harris and Wailand Bessent, In-Service Education, (New Jersey: Prentice Hall, Inc., 1969), p. 19.

3. <u>Inservice</u> is all of the activities in which an individual participates after assuming a particular position, which contribute to the maintenance or improvement of his/her competence in the position.[9]

Throughout this paper the terms "inservice" and "school board development" are used interchangeably, since the distinctions between them are minimal.

4. <u>Orientation</u> is the process of making a person aware of such factors in his school environment as rules, traditions, and educational offerings, for the purpose of facilitating effective adaptations. In this study, orientation implies instruction furnished to a board member during his first year of board service.[10]

5. <u>Size of District</u> refers to the Pennsylvania classification of school districts according to total population within their boundaries. Table 1 provides a summary of the distribution of school districts.

6. <u>Financial Classification</u> implies a grouping of school districts according to the size of their district budgets. School district financial classification for this study is provided in Table 2.

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[9]M. Chester Nolte, <u>An Introduction to School Administration</u>, (New York, N.Y.: MacMillan, 1966), p. 254.

[10]Good, <u>Dictionary of Education</u>, p. 512.

Table 1

PENNSYLVANIA CLASSIFICATION OF SCHOOL DISTRICTS
BY POPULATION

Classification	Population Base	Number Per Class
First Class	1,500,000 +	1
First Class A	500,000 - 1,500,000	1
Second Class	30,000 - 500,000	69
Third Class	5,000 - 30,000	401
Fourth Class	Less than 5,000	33
	Total	505

Source: Dr. Robert L. Walter, To Use These Talents
(Harrisburg, Pa.: PSBA, 1980): p. 6

Table 2

GROUPING OF SCHOOL DISTRICTS BY

SIZE OF BUDGET AS INDICATED BY TOTAL REVENUE 1978-79

Classifi-cation	Total Dollar Revenue	Number of Districts
Class 1	30,000,000 +	6
Class 2	24,000,000 - 29,999,999	10
Class 3	18,000,000 - 23,999,999	15
Class 4	12,000,000 - 17,999,999	37
Class 5	6,000,000 - 11,999,999	125
Class 6	0 - 5,999,999	312
	Total	505

Low   35,124 - Bryn Athyn
High   621,456,518 - Philadelphia

Source: George E. Cole, Sr. Our Schools Today: Public Schools Financial Statistics Report, Vol. 19, No. 7 (Harrisburg, Pa.: Pennsylvania Department of Education, 1979) pp. 4-20.

7. Type of District refers to the urban, suburban, small town, or rural nature of a district as defined by the respondents to the study.

8. Experts in this study constitute men and women in education who are recognized by their peers as highly knowledgeable in school board relations and in education as a whole. Experts in this study consist of officials of

PSBA and the Pennsylvania Association of School Administra-
tors (PASA), the Chief State School Officer; officials of
NSBA and AASA; the former Secretary of Education under
President Carter; and university scholars who have written
and researched school board matters.

9. Participation constraints are those factors that
tend to restrict a board member's participation in school
board development or inservice activities.

10. Particiption incentives are those factors that
tend to stimulate school board members to participate in
board development or inservice activities.

11. School Board Member is a citizen elected or
appointed in a manner prescribed by law to serve for a
limited number of years on the policy-making board of the
school district. In Pennsylvania these citizens are also
called School Directors and are presently elected to
serve four years.

12. Northeastern Pennsylvania refers to the
geographic area of the Commonwealth which contains Tioga,
Bradford, Susquehanna, Wayne, Pike, Lycoming, Sullivan,
Wyoming, Lackawanna, Union, Montour, Luzerne, Monroe,
Columbia, and Carbon counties.

13. Southeastern Pennsylvania refers to the
geographic area of the Commonwealth which contains Snyder,
Mifflin, Juniata, Northumberland, Schuylkill, Northhampton,

Lehigh, Perry, Dauphin, Berks, Bucks, Lebanon, Cumberland,

Adams, York, Lancaster, Chester, Delaware, and Montgomery

counties.

14. <u>Southwestern Pennsylvania</u> refers to the geographic

area of the Commonwealth which contains half of Lawrence,

Butler, Clearfield, and Centre counties as well as all of

Huntingdon, Fulton, Franklin, Blair, Cambria, Indiana,

Armstrong, Beaver, Allegheny, Washington, Westmoreland,

Greene, Fayette, Somerset, and Bedford counties.

15. <u>Northwestern Pennsylvania</u> refers to the geographic

area of the Commonwealth which contains half of Lawrence,

Butler, Clearfield, and Centre counties as well as all of

Mercer, Crawford, Erie, Warren, Venango, Forest, Clarion,

Jefferson, Elk, Cameron, Clinton, Potter, and McKean

counties.

Value of the Study

There are several values of this study:

1. A unique contribution of this study is its

analysis of what actually exists in identified local

inservice programs. Much has been written on the need for

inservicing school board members and on what should be done

theoretically in a local inservice program; but little has

been done to analyze the types of programs that districts

have, in fact, already developed. Before we attack what should exist, we might do well to examine what we are already doing in the field of school board member inservice programs.

2. A second value of this study is the identification of existing formal ongoing inservice programs for local school boards in the Commonwealth of Pennsylvania. Such an identification sets the stage for the examination of the inservice needs of local Pennsylvania districts and of inservice models that can be shared with other districts. Similarly, identification of inservice programs and a subsequent analysis of how these programs are constructed can perhaps aid the school board association in directing its own inservice efforts.

3. A third value of this study is that it is one more research contribution to an area that is conspicuous for its paucity of research. A review of the literature as well as conversations with officials of state school board associations throughout the nation, reveals a lack of information on the subject of local school board inservice and practically nothing on any model programs developed by specific districts. This dissertation, then, presents a needed treatment of a subject that has been insufficiently studied and publicized. Further, rather

than an "ivory tower" study, this dissertation has its

roots in the real world.

4.   Development of an inservice model that could be

used by local school boards would be socially valuable,

economically beneficial, and educationally good practice.

Studies indicate that inservice training for board members

does improve their effectiveness.[11]   Similarly, as the

Public Relations Director for PSBA commented:

> Our research clearly indicates that it takes at least
> two years of school board service before local board
> members gain the background and confidence to perform
> effectively and confidently. Consequently, the pre-
> inservice time period and the first few years of board
> service are most important in developing board leader-
> ship. Yet many school officials lament that inservice
> training at the local level is probably the
> weakest.[12]

In a state such as Pennsylvania, where school board members

serve only four-year terms, half a member's term is often

over before he or she is knowledgeable and skilled enough

to maximize his or her board member potential.   Increased

inservice could shorten this training period.   Moreover,

multi-term board members, through long-term inservice

programs, could stay abreast of local district or state

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[11]Benjamin A. Kammer, "Effective School Board
Behavior As It Relates to School Board Inservice Activities
in the State of Colorado" (unpublished Doctoral disserta-
tion, Colorado State College, 1968).

[12]Nick Goble, "Getting Good Board Members and
Keeping Them!," PSBA Bulletin (May-June 1977): 20.

and national educational issues. Assuming that training does improve effectiveness of school board members, this increased effectiveness should also be reflected in the economics of the district. Thus this project provides an inservice vehicle for school board members and administrators that could be used to improve board member effectiveness.

5. Wayne Doyle, three years ago in his implications for further research at the end of his dissertation, suggested that a similar study be repeated in three to five years, in order to see if any changes occurred in the quantity of board orientation programs. This study, although different from that of Doyle, will offer some comparative follow-up information.

6. Finally, the study can be a "jumping off point" for a series of articles on the subject of local school board inservice. When information pertinent to the subject was solicited from state school board associations, almost every state board official consulted said that he or she would be happy to help if an article on the subject would be written for them and if they could have copies of the bibliography. Thus, if these conversations are viable indicators of official interest in and need for this study, there is a high level of demand for research into local school board inservice practices.

CHAPTER 2

REVIEW OF RELATED LITERATURE AND RESEARCH

A review of the literature was grouped around four

questions:

1. Who were these school board members who were
   running our schools

2. What did these men and women have to do in order
   to run the schools

3. What did they have to know and what skills did
   they have to possess in order to do what they were
   supposed to do

4. How could/should/did they learn what they needed
   to know.

The School Board Member

There were innumerable activities, textbook descrip-

tions and state handbook lists of the qualities of

effective school board members. This section will high-

light some of the most salient descriptions of board

members. It will be divided into two major parts: a summary of research on the actual characteristics of school board members, and a description of the ideal school board member.

Research Characteristics of School Board Members

Historically, a school board member, at least according to Elwood Cubberley, should be male and a business or professional success.

> Such men are accustomed to handling business rapidly; are usually wide awake, sane, and progressive; are not afraid to spend money intelligently; are in the habit of depending upon experts for advice, and for the execution of administrative details; and have the tact and perseverance necessary to get the most efficient service out of everybody from the superintendent down. Such men, too, think for themselves, can resist pressure, and can explain the reasons for their actions.[1]

People of almost every other profession--politicians, ministers, newspaper reporters, retired or minor businessmen--made poor school board members. The too young and the too old were ineffective. Women, particularly, were usually not good school board members. According to Cubberley, they:

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[1]Elwood P. Cubberley. Public School Administration, 3rd ed. (Boston: Houghton Mifflin Company, 1929) p. 211.

> tend to deal too much with details, to miss the
> importance of large points of view, and housewives and
> former teachers in particular tend to visit the
> schools too much and to assume executive authority
> when and where they should not.[2]

As the affairs of the board were largely business matters,
"the average refined, sensitive woman is not fitted in any
way to deal with such things."[3]

Research of the early 1900s indicated that the
composition of school boards reflected Cubberley's view of
the ideal board member. Scott Nearing, writing in 1917,
concluded that "members of boards of education in American
cities are picked largely from the business and profes-
sional classes."[4] He based his conclusion on tabulations
of his questionnaires to 967 board members in 104 cities
in the United States with a population of over 40,000
according to the 1910 census. Additionally, Nearing noted
that the composition of school boards was not socio-
logically representative of their constituencies.

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[2]Ibid., p. 212.

[3]Ibid.

[4]Scott Nearing, "Who's Who on Our Boards of
Education," School and Society, v (January 20, 1917): 89.

Perhaps the most frequently touted school board study of the early 1900's was that of George S. Counts. In 1927, Counts published his findings on the socio-economic status of school board members, based on a survey of 1,654 boards of education. Counts queried board directors as to age, sex, occupation, education and length of service. His analysis of the typical board member provided a statistical counterpart to Cubberley. According to Counts, on a six-member board:

> One of the six members is a woman, who follows the occupation of housewife. Of the five men, one is a merchant; one is a lawyer; one, a physician; one, a banker; and one a salesman, clerk or laborer. Three have children attending the public schools...One of the members is a product of the elementary school only; two have attended the secondary school; and three have enjoyed college or university privileges. In age they exhibit a range of twenty-six years, or a range from thirty-seven to sixty-three years...In length of service on the board, they likewise show considerable variety. At the one extreme is a novice who is serving his first year, while at the other is a veteran who has already given fifteen years of service to the board.[5]

Looking closer at school boards, Counts observed that this group of individuals represented the economically and socially advantaged of the community. "The important boards are dominated either by those who control the

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[5]George S. Counts, The Social Composition of Boards of Education: A Study in the Social Control of Public Education (Chicago: Supplementary Educational Monographs, XXXIII, University of Chicago, 1927), p. 79.

natural resources of the country or by those who are associated rather intimately with the economically powerful classes."[6]

Later studies confirmed the dominance of the professional classes on school boards. A 1946 National Education Association Study pointed out that of all board members 28 percent were proprietors or executives, 27 percent were farmers, 15 percent were professionals, 7 percent were housewives, and other categories were 6 or less percent each of the total.[7] R. H. Brown, writing in a 1954 American School Board Journal noted that in cities of 5,000 to 300,000, 69.3 percent of board members were proprietors, managers or professionals.[8]

Mark Hurwitz did a complete study of the characteristics of 2,681 New Jersey School Board members in 1971. Among other items Hurwitz found that over 85 percent were male, 76 percent were white-collar workers, 65 percent

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[6]Counts, p. 74.

[7]National Education Association, Status and Practices of Boards of Education, Research Bulletin, Vol. XXIV, No. 2 (Washington, D.C.: The Association, 1946) p. 53.

[8]R. H. Brown, "Composition of School Boards," American School Board Journal, 129 (August, 1954): 23-24.

were 41 or older, 48 percent were republicans, 95 percent

were caucasian, 56 percent were protestant, 61 percent had

completed at least four years of college, and 75 percent

had incomes between $10,000 and $30,000, with a mean of

$19,101.[9]

On a national scale a 1980 NSBA study profiling

board members showed them to be predominantly white males

with a family income of above $40,000 annually. Most had

received a college education and were in their

mid-forties.[10]

Who were Pennsylvania's school board directors?

According to a 1980 "Board Member Profile":

> The Pennsylvania school director appears to be a male
> caucasian whose political party preference is Republi-
> can; he is a Protestant, about 45-49 years of age;
> married, he has two children who attended, or are
> attending, public schools; he is a college graduate
> (or higher); family income is $20-25,000; he has
> between two and four years of board service; and
> spends from 16 to 20 hours per month on school board
> activities.[11]

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[9]Mark William Hurwitz, "The Personal Character-
istics and Attitudes of New Jersey School Board Members
(Ed.D dissertation, Temple University, 1971) pp. 78-86.

[10]Kenneth Underwood, et al, "Your Portrait. Who
You Are Region by Region," American School Board Journal
Vol. 168, No. 1 (January 1981): 21-25.

[11]Pennsylvania School Boards Association "1980
Board Member Profile," Reprinted from the PSBA Bulletin
Vol. XLIV, No. 4 (July-August 1980).

Table 3 presents a more detailed portrait of the Pennsylvania school board member. The 1980 PSBA study was a follow-up of a 1976 study. Apparent trends in the state were toward less experienced board members with fewer years of service (62 percent had four years of service or less), more educated board members and more female board members. Table 4 presents a summary of the above research relating to the characteristics of school board members. A comparative study of the table pointed up that the composition of school boards today was not substantially different from boards analyzed by Counts in 1927. Nevertheless, certain trends did emerge, trends consistent with the Pennsylvania research:

- Although boards were all predominantly male, there was an increase in the number of women school directors. Of special note was the 1980 NSBA study, showing that over 25 percent of board members were women

- Although length of board service today was not that far away from that cited by Counts, this represented a decline from the late forties and fifties. Today's trends were towards less experienced boards and more rapid turnover of board members

- Board members still were professionals and businessmen. In fact, the trend was towards more professionalism. Much of the change, however, could be related to the shift from a rural society to an urban/suburban society

- There has been a substantial increase in the level of education of board members since 1927. The percentage of board members with a college education was up almost 25 percent.

Table 3

PROFILE OF PENNSYLVANIA SCHOOL BOARD MEMBERS

Years of Board Service		Family Income Level	
4 or Less	62%	Below $10,000	3%
5 - 10	24	$10,000 - $14,999	7
11 - 20	10	15,000 - 19,999	13
21 or More	4	20,000 - 24,999	17
		25,000 - 29,999	14
Age		30,000 - 34,999	13
		35,000 - 39,999	7
Under 25 Years	1%	40,000 - 44,999	7
25 - 29	2	45,000 - 49,999	4
30 - 34	8	50,000 and Above	16
35 - 39	12		
40 - 44	20	Political Registration or Preference	
45 - 49	21		
50 - 54	16		
55 - 59	9	Republican	63%
60 - 64	5	Democrat	36
65 - 69	4	Independent	1
70 and Over	2		
		Race	
Sex			
		Caucasian	98%
Male	80%	Black/Negro	1
Female	20%	Other	1
Education		Schools Children Attended	
Less Than 12 Years	1%	Public	87%
High School	26	Private	1
One Year College	6	Parochial	2
Three Years College	4	Combination	10
College Graduate	28		
Graduate Degree	16		
Advanced Degree (Ph.D., Ed.D., M.D., etc.)	10		

SOURCE: Reprinted from the Pennsylvania School Boards Association, "1980 Board Member Profile," PSBA Bulletin Vol. XLIV, No. 4 (July - August 1980).

Table 4

CHARACTERISTICS OF SCHOOL BOARD MEMBERS

Author	Year of Study	Geographic Area Represented	Percent of Male Board Members	Average Years on School Board	Percent of Board Members in Professional, Technical, or Managerial Positions	Percent With College Education	Mean Income	Mean Age
Counts	1927	U.S.	85	4.1	55	50	4,000	48.3
NEA	1946	U.S.	90	6.7	43	33	--†	48.5
Brown	1951	U.S.	86	--†	69	67	9,000	--†
Teal	1956	Pa.	--†	7.0	50	50	6,000	--†
Hurwitz	1971	N.J.	85	3.92 elected 4.45 appointed	76	61	19,001	45.0
PSBA	1976	Pa.	81	6.5	62	62	20,000-25,000*	40-49*
NSBA	1980	U.S.	72	5.6	50	63	40,000+*	41-50*
PSBA	1980	Pa.	80	60% have less than 4 years	55	73	20,000-25,000*	45-50*

SOURCE:

Counts, The Social Composition, p. 52.

National Education Association, Status and Practice, p. 53.

Brown, "Composition of School Boards," pp. 23-24.

Hal C. Teal, "Attitudes of Selected School Board Members Concerning Problems Facing Public Education (unpublished Doctoral dissertation, University of Pittsburgh, 1956).

Hurwitz, "The Personal Characteristics," pp. 78-86.

Underwood, et al., "Your Portrait: Who You Are Region by Region," pp. 21-25.

_____, "Profile of Pennsylvania School Board Members," PSBA Bulletin, Vol. XL, No. 5 (September - October, 1976)._____, PSBA Bulletin.

*Exact mean was not given.

†Data were not obtained on this item.

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- Income too increased substantially. Today, as in 1927, board members were the economically privileged. In Pennsylvania, however, board members' incomes were closer to the mean national income and were below the national average for board members.

- Board members were perhaps a bit younger today than in 1927, but overall, the mean age had remained relatively constant.

According to researchers the composition of school boards and the stereotype of a typical board member had remained constant for several reasons. Peter Cistone, in his research on board members, found that candidates for school board office were, in fact, "recruited."

> Often, incumbent members seek out and ask acceptable candidates to run. There are norms for acceptability as a candidate, such as adequate social status and participation in other local organizations. Whether these norms are explicit or unstated, advanced by the board itself or other interested groups (PTA, newspapers, League of Women Voters, for example), potential candidates are usually satisfactory and the nature of school boards is self-perpetuating or at least slow to change.[12]

Frank Lutz talked of a:

> school board 'culture' which assists this self-perpetuation. There is a culture because school boards possess artifacts, resources, values, beliefs, roles, traditions, and a literature that assists in perfecting and transmitting these cultural components.[13]

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[12]Peter J. Cistone quoted in, National School Boards Association, What Do We Know About School Boards, Report Number 1975-B (Washington, D.C.: NSBA, 1975) p. 5.

[13]Frank W. Lutz, Ibid.

Thus, two reasons for the constancy of board member types were the "culture" of boards and the "recruitment" of candidates.

Although the stereotyping of individual board members was important, the most significant aspect of the research on school board members was related to their level of experience. At the same time as the complexity of school affairs--legal, social, financial, administrative, and curricular--was increasing, boards were undergoing rapid turnover and school board members were themselves less experienced in dealing with school affairs.

The Ideal School Board Member

As was noted above, the historical image of the ideal school board member depicted a middle-aged male who was a business and professional sucess. Writing of the suburban school board member, Roscoe C. Martin noted:

> Nowhere else in American public life is the professional accorded greater deference than in the public school system....The typical suburban school board represents the economically and socially advantaged of the community. It represents the advantaged in educational preparation as well.[14]

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[14]Roscoe C. Martin, "School Government" in Michael Kirst, The Politics of Education, (Berkley, Ca.: McCutchen Publishing Co., 1970), p. 150.

The underlying philosophy of school board member-
ship was that good professional performance yielded good
school board performance. This philosophy was reflected
in an Illinois School Board Journal article by Stuart
Anderson, where he delineated some of the qualifications
of the ideal school board candidate:

1. The person has demonstrated success in his/her
   vocation or avocation

2. He or she has demonstrated a genuine concern for
   community improvement by membership in service
   clubs, community improvement organizations,
   church or fraternal organizations

3. The individual has expressed a desire to serve on
   the school board in order to provide the children
   with the best education possible

4. He/she is willing to spend the time required to
   become an informed board member

5. The individual has exhibited the ability to work
   cooperatively as a member of a team[15]

Professional expertise, however important it may
have been, was not the only characteristic of an ideal
school board member. Richard Barnhart, in a 1951 doctoral
dissertation, listed thirty-one critical requirements for
school board membership that were later echoed by Stephen

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[15]Stewart Anderson, "The School Board Member-An
Endangered Species," Illinois School Board Journal
(January-February, 1976): 10-12.

Knezevich in his book on Administration.[16] According to

Barnhart, the ideal board member should:

1. Subordinate personal interests

2. Adhere to the policy-making and legislative functions of the board

3. Accept and support majority decisions

4. Identify himself with board policies and actions

5. Refuse to speak or act on school matters independent of board action

6. Suspend judgment until the facts are available

7. Make use of pertinent experience

8. Help to identify problems

9. Be able to determine satisfactory solutions to problems

10. Be willing to accept ideas from others

11. Devote time outside of board meetings as board business may require

12. Have an enthusiastic interest in the welfare of children

13. Be able to recognize causes of community feeling

14. Understand the desirability of delegating administrative responsibility to the chief executive officer

15. Support the executive officer in his authorized functions

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[16]Stephen J. Knezevich, Administration of Public Education, 3rd ed., (New York, N.Y.: Harper and Row, 1975), p. 332.

16. Encourage teamwork between the executive officer and the board

17. Recognize problems and conditions that are of executive concern

18. Be willing to work with fellow board members in spite of personality differences

19. Display both tact and firmness in relationships with individuals

20. Treat patrons and teachers fairly and ethically

21. Foster harmonious relationships

22. Have ability to speak effectively in public

23. Believe firmly in democratic processes and in the right of all groups and committees

24. Work tactfully and sympathetically with teacher groups and committees

25. Understand how groups think and act

26. Assist others in working effectively

27. Have mature social poise

28. Be able to weather criticism

29. Maintain firm convictions

30. Be willing to take sides in controversies

31. Share responsibilities for board decisions.[17]

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[17]Richard E. Barnhart, "The Critical Requirements for School Board Membership Based on an Analysis of Critical Incidents" (unpublished Doctoral dissertation, Indiana University, 1952) pp. 57-58.

Tuttle narrowed Barnhart's requirements down to seven: (1) integrity, (2) perseverance, (3) faith, (4) ability to plan, (5) vision, (6) initiative, and (7) courage.[18] One could continue citing characteristics of effective board members; but for this study, the Pennsylvania point of view was the most relevant. The Pennsylvania guide to boardsmanship, To Use These Talents; noted the following key qualities leading to success:

- A primary loyalty to public schools. While a place exists for private schools, the director must place the mission of the public schools as one of top priority

- A determination to aid every child to attain his potential

- A willingness to be responsible for a large and important public trust, and to be diligent in its fulfillment

- A deep belief in our American democratic way of life and a determination to preserve our freedoms

- A willingness to accept and abide by decisions of the majority, while reserving the right to attempt to persuade them to a different point of view on occasion

- An ability to suspend judgment until all factors are known, and then to be decisive

- An acceptance of the fact that a board of directors is a legislative body, and that professional administrators should and will execute policy and administer the schools

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[18]Edward M. Tuttle, School Board Leadership in America, (Danville, Il.: Interstate Printers and Publishers, Inc., 1958) p. 26.

. A determination to preserve the right and obliga-
tion of teachers to teach controversial issues
fairly and without bias

. A commitment to provide students with the best
possible teachers, physical facilities, books, and
materials of instruction

. A position advocating generous financial support
of public education characterized by equitable
distribution of tax load and grounded in seeking a
dollar's worth of education for every dollar spent

. Possession of the trust and confidence of the
community

. Freedom from self-interest, business or political
motivation in seeking election or in making
decisions

. Courage to make decisions based on principle in
the face of pressures and influence[19]

School Board Functions and Duties

As with the subject of board member qualifications,

there was substantial information on the subject of school

board member functions and duties. Historically, by 1700

in Massachusetts, school boards consisted of "select men."

The first two functions of "select men" related to educa-

tion were "to exercise some supervision over the character

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[19]Robert L. Walter, To Use These Talents,
(Harrisburg, Pa.: Pennsylvania School Boards Association
1980) pp. 4-5.

of the teachers employed by the towns" and "to see that
the schools were maintained."[20] Given majority approval
by their townsmen, selectmen were also empowered to levy
school taxes. Not until 1826, however, did the school
board emerge as a separate entity. The Commonwealth of
Massachusetts ordered "each town in the state to elect a
separate school committee to have 'the general charge and
superintendence of all the public schools' of the town."[21]
Functions of this new body of school overseers included
electing and certifying teachers, selecting textbooks,
managing school buildings and setting rules and regulations
for school control.[22]

By 1929 when Cubberley wrote his book on school
administration, the functions of a school board were more
clearly defined. Cubberley distinguished between board
functions and administrative functions, admonishing:

> ...boards of education should act as legislative, and
> not as executive bodies, and a clear distinction should
> be drawn between what are legislative functions and
> what are executive functions. The legislative func-
> tions belong, by right, to the board, and the legisla-
> tion should be enacted, after discussion, by means of
> formal and recorded votes. The board's work, as the

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[20]Cubberley, p. 153.

[21]Ibid.

[22]Ibid.

representative of the people, is to sit in judgment on proposals, to determine the general policy of the school system, and to see that policies decided upon are carried out by the superintendent and his staff.[23]

Specific functions included selecting expert advisors to the board, selection of school sites, determination of the type of schools to be provided, the adoption of a set of rules and regulations governing the board and emphasizing transactions of school business, adoption of a salary schedule, determination of the annual budget and tax levy, consideration of recommendations for school expansion, prevention of city or state legislation contrary to the best interests of the schools, and the proper presentation to their constituencies of the work and needs of the schools and of administrative policies. Additionally, only on the recommendation of the chief executive officer, boards should approve courses of study, adopt textbooks, and appoint teachers and other school employees. After business manager or clerk certification, boards should order bills paid and contracts approved. Finally, where no settlement had been reached by the superintendent, boards could serve as courts of appeals.[24]

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[23]Ibid., p. 206.

[24]Ibid., p. 205.

Over the past fifty years, these initial functions
of school board members have not changed significantly.
On the contrary, we have instead added new jobs. More
important, we have complicated the laws and regulations
under which schools are performing the old jobs. Today,
any list of board member functions is necessarily an over-
simplification, no matter how complex. Variations in size
and character of districts may impact on the particular
responsibilities of a single board. Nevertheless, the
opinions of the authors to be cited below offer a fairly
complete sample of the varied roles and responsibilities
of a school board member.

Charles Reeves, in his book on school boards was
most comprehensive. He devoted six pages of his book on
school boards to a list of more than one hundred board
member functions. He further noted that an earlier
authority had devoted 142 pages of _his_ book to the subject,
discovering over 2,000 responsibilities and duties.
Reeves, however, did group his duties under seven headings:

1. Complying--which includes those activities of
    boards necessary to effectuate the laws of the
    state and the regulations of state educational or
    other authorities....

2. Policy making--which includes board action
    establishing basic formal rules and regulations
    and the directives and authorizations addressed
    to teachers, pupils, and others....

3. Executing--which is the work of the superintendent
    of schools and his administrative staff. The
    board is made legally responsible to the state
    for this work, and its members are morally re-
    sponsible to the community that selects them.

4. Operating--which includes the work accomplished
    by teachers, supervisors, custodians, and others,
    performed in accordance with the adopted policies
    of the board.

5. Observing and evaluating the condition of the
    schools--...this is done as a basis for future
    educational planning.

6. Interpreting--or the activities of the board with
    regard to reporting its stewardship to the public
    and planning and maintaining good public
    relations.

7. Judging--or the activities requiring the
    adjudication of disputes....[25]

Grieder, Pierce, and Jordan grouped these seven

functions under four major headings: (1) planning, (2)

policy-making, (3) legislation, (4) evaluation.[26] Less

used functions consisted of the judicial function, the

function of ensuring equitable relations among various

classes of personnel, the function of interpreting the

work of the school system to the community, and the

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[25]Charles E. Reeves, School Boards, Their Status
Functions and Activities (New York, N.Y.: Prentice-Hall,
Inc., 1954) pp. 66-72.

[26]Calvin Grieder, Truman Pierce, K. Forbis
Jordan, Public School Administration (New York, N.Y.: The
Ronald Press Company, 1969) pp.126-7.

function of cooperation with other agencies at community, state, and national levels.[27]

Stephen Knezevich, in his book on the Administration of Public Education, warned that the complexities of today's education and the time limitations on board members necessitated a careful analysis of board functions in order to avoid "pre-occupation with 'administrivia.'"[28] He listed ten board member functions ranging from satisfying the spirit and word of state laws, to providing efficient and safe school plants, to providing for necessary financial resources.[29]

A slightly different slant was taken by Weldon Becker, who grouped board member functions into four categories:

1. Ministerial Functions--dealing with the requirements of law

2. Quasi-judicial functions--required in setting policy not covered by legislation

3. Quasi-legislative functions--performed when a school board sets policies bearing the weight of law in the local school district

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[27]Ibid., pp. 128-9.

[28]Stephen Knezevich, Administration of Public Education (New York, N.Y.: Harper and Row, 1975) p. 320.

[29]Ibid., p. 321.

4. Cooperation and Public Relations--involving inter-
    pretation of the work of the school system to the
    people, cooperation with other school boards and
    cooperation with other community, state, and
    national agencies.[30]

Another way of looking at the functions of board

members was to examine a variety of board evaluation in-

struments and to translate the factors considered into

functions. A 1976 Educational Research Service Report

offered a set of criteria for assessing school board

performance and gave some sample school board evaluations.

Among the factors cited were "teamwork, professional

growth, and the selection and orientation of board

members," as well as more traditional topics such as

general operational procedures, decision-making, and the

like.[31] Under each topic, the items considered

represented not only the traditional duties of board

members, but the values, priorities, and peculiarities of

the districts represented.

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[30]Weldon Becker, "How to Make Better Boards,"
American School Board Journal, 155 (October, 1967): 23.

[31] Joan P. Sullivan Kowalski, Evaluating
Superintendents and School Boards (Arlington, Va.:
Educational Research Service, Inc., 1976) pp. 10-11.

AASA and NSBA recently issued a pamphlet on Goal Setting and Self-Evaluation of School Boards, which included a sample self-evaluation instrument. The assessment items provided a solid list of school board member functions.[32]

Lastly, each state school board association guide for board members included a list of board member functions. The Pennsylvania School Boards Association had published a detailed explanation of the functions and responsibilities of board members (or school directors, as they are called in Pennsylvania) in their book, To Use These Talents. The book was constructed around the major functional areas of board members and detailed the duties of board members as well as laws and regulations that acted as constraints on their actions. The book listed four major divisions of board responsibility, (1) planning, (2) legislating, (3) appraising, and (4) interpreting.[33]

In sum, the nature and scope of board member functions and duties had grown in number and complexity since Cubberley. To quote the Pennsylvania guide,

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[32]American Association of School Administrators, Goal Setting and Self-Evaluation of School Boards (Arlington, Va.: American Association of School Administrators, 1980).

[33]Walter, p. 9.

With each passing year, educational problems have
increased in complexity, and the responsibilities
thrust upon school directors have grown in pro-
portion.[34]

Needs of School Board Members

The needs of school board members were implied in
their functions and responsibilities and had grown as these
functions had grown. Essentially these needs were of two
types - knowledge needs and skill needs. Knowledge needs
referred to the information required in order to operate
and make decisions effectively on school matters. Skill
needs referred to the technical abilities necessary to
perform those functions required of board members.
Usually these two types of needs were combined in the
research.

Perhaps the best sources of needs of school board
members were the respective state school boards associa-
tions or the National School Boards Association. Each one
of these associations had surveyed their board members in
order to ascertain what were the most desired topics for
the association conventions, orientation sessions, in-
service session, articles, and so forth. For example, a

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[34]Ibid., Acknowledgments

1979 "Annual Workshop Topic Survey" done by the New Jersey School Boards Association listed board members' workshop selections. The top ten subjects were:

1. Budgeting for the 80s: Setting fiscal priorities

2. Teacher evaluation

3. Program evaluation

4. Declining enrollment--closing schools and reducing staff

5. School board's role in curriculum development and evaluation

6. Availability of federal funds and grants

7. Long-range planning for school districts

8. Projecting pupil population

9. Strategies for effective bargaining

10. Scope of negotiations.[35]

These topics varied from state to state, depending on the political climate, the economic situation, the demographics and a host of other factors. In California, where the effects of the Jarvis amendment were rife, an extremely important topic was a "legislative update." Key topics in California were:

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[35]New Jersey School Boards Association, "Board Members 1979 Annual Workshop Topic Survey." Department of Management Information, New Jersey School Boards Association, Trenton, N.J.

1. Teacher evaluation/dismissal

2. Vouchers

3. Political effectiveness

4. Legislative update

5. Evaluating instructional programs

6. School finance update

7. Proficiency standards/testing

8. Positive public relations

9. Dealing with employee organizations

10. Goal/priority setting techniques.[36]

In Pennsylvania, where Act 195 had given teachers the right to bargain collectively, topics of negotiating, handling strikes, writing contracts and the like were very important. In point of fact, one could simply read the table of contents of any good state school boards association meeting program in order to capsulize the areas of knowledge considered important for board members in a particular region.

Looking at state school boards associations' inservice programs themselves was another way of seeing

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[36]Clarence Depew, "Preliminary Report on Responses to Program Planning Survey." Memorandum of California School Boards Association, 26 February 1979.

what areas of knowledge and skills were considered important for board members. PSBA, for example, offered approximately six regional workshops during the 1980-81 year. The initial workshop on school management dealt with the areas of personnel practices and management techniques. The second workshop dealt with the area of curriculum governance and how board members could provide leadership and local direction to assure quality of programs. A training school for chief negotiators was the third workshop subject. A fourth workshop was for board presidents and aimed at updating them on leading educational issues. Two other workshops dealt with Act 195 and Collective Bargaining.

Other than these state sources of information on board member skills, there were many articles on what today's board member needed to know in order to be better. John Francois surveyed topics boardmen and administrators would have liked to include in an orientation program and compared them.[37] Weldon Becker listed about thirty needs of board members derived from their ministerial, quasi-legislative and judicial, and cooperative public

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[37]John Francois, "Better-Lots Better-Training is Needed For New Board Members-And How," American School Board Journal, 158 (July, 1970): 9.

relations functions.[38]   Under the headings of:

1.   Board Operations and Responsibilities

2.   Needs of the Individual Board Members

3.   Problems, Pressures and Frustrations of Board Members

4.   Legal and Fiscal Matters

5. Relations with Community Power Structures and Special Interest Groups

6.   Relations with News Media Representatives

7.   Basic Information About Education

8.   Management Skills and Techniques

9.   Staff Member Relations

10.   Community Relations

11. Needs and Trends in Society and Their Implications for Educational Services,[39]

Walter St. John proceded to enumerate over one hundred topics of interest to board members.

In addition to these articles, two dissertation studies on training new school board members by Milton Snyder and Wayne Doyle included comparative surveys of board member needs involving school directors, super-

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[38]Becker, p. 24.

[39]Walter D. St. John, "Why Boardmen Need Better Training and What They Need to Know." American School Board Journal, (February 1971).

intendents, and experts. Wayne Doyle prioritized needs in ✓
terms of a time framework for a new board member orienta-
tion program. Outside of these two studies, one could
have consulted the textbooks on school boards or school
administration, such as those of Reeves, Tuttle or
Knezevich, to obtain long lists of topics board members
needed to know and skills they needed to have.

The major focus of the preceding dialogue was
concerned with knowledge necessary for board members. Two
recent studies dealt specifically with skills board members
needed to acquire. The most thorough was a position paper
prepared by the Recruitment Leadership and Training
Institute (LTI) in July, 1975 and was entitled, "The
Orientation and Training of School Board Members." Using
school board experience in two major cities (Chicago,
Illinois, and Minneapolis, Minnesota), as a basis for
analysis, authors of the paper deduced a series of skills
necessary for board members to acquire and a set of pro-
grams or activities for acquiring these skills. The
initial major skill topic for board members was: "the
ability to function effectively and efficiently as a
representative, democratic group; understand the role and
function of the community and be aware of the legal and

social mandates and constraints on a local board of educa-

tion."[40] Subskills included:

. the ability to utilize group process skills

. an understanding of the sociology of education

. a knowledge of legal mandates and constraints

. an awareness of groups appealing to the board.[41]

The second major skill was to "understand the role and

function of each part of the educational bureaucracy, the

formal and informal organizations which run the schools, in

order to set educational policy."[42] Subskills included:

. a knowledge of personnel policies and procedures

. an understanding of curriculum, personnel and
student achievement

. an understanding of budget and accounting
procedures

. a familiarity with physical facilities.[43]

A second study conducted under the aegis of NSBA

surveyed local inservice programs and practices of board

members. Among other items, the survey listed fifteen

skills often considered vital for effective board service

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[40]Recruitment Leadership and Training Institute,
The Orientation and Training of Board members, a position
paper, (July 1975), p. 58.

[41]Ibid., pp. 58-61.

[42]Ibid., pp. 62-65.

[43]Ibid.

and asked the respondents to note their own skill on each
item on a scale from one to seven, where one indicated
"little skill" and seven indicated a "great deal."
Table 5 showed the skills considered and the average
ratings board members assigned to their own skills.
Interestingly, the survey also indicated that just because
a board member rated himself or herself low in a skill or
an area of knowledge did not mean that he or she wanted to
upgrade his or her ability. Board members tended to want
to improve what they knew best, and to leave aside what
made them feel uncomfortable.[44]

Inservice for School Board Members

How, then, did board members satisfy all these
needs...if they did; and how should they satisfy them
ideally?

Peter Cistone, in his articles on the sociology of
boards, was somewhat of an iconoclast. Cistone, as noted
previously, asserted that school directors were a homogene-
ous lot overall; and that their "experience, backgrounds,

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[44]James Mecklenberger and Antonia Neubauer,
"Effective Inservice Training for Board Members: Research
Findings and Implications for Administrators," papers
presented at the AASA Summer Instructional Leadership
Conference, Chicago, Il., July, 1980.

Table 5

BOARD MEMBER RATINGS OF THEIR OWN SKILLS

Skill	Mean
1. Managing one's personal time between board, family, personal, and business life	5.63
2. Influencing the board and other groups in directions you determine important	5.22
3. Representing the interests of your constituents to the school staff while representing the school district to the community	5.17
4. Applying parliamentary procedure to school board meetings	5.10
5. Communicating both with educators and with citizens about educational programs in your district	5.10
6. Evaluating the strengths and shortcomings of a school superintendent	5.03
7. Learning the ins-and-outs of the needs, politics, and personalities in community groups and businesses	4.83
8. Balancing local needs with the constraints of local, state and federal mandates and finances	4.58
9. Communicating with public officials and legislators about your district	4.55
10. Assessing existing facilities in the light of school district plans and operations	4.54
11. Translating statistical data (about population, social and financial changes or test scores) into policy needs of your district	4.47
12. Citing school district written policies	4.22

Table 5 (continued)

BOARD MEMBER RATINGS OF THEIR OWN SKILLS

Skill	Mean
13. Assessing recent legislation and court rulings for their effects on your district	4.18
14. Applying scientific management techniques to school district practices such as budgeting, planning, and evaluation of staff and programs	3.89
15. Applying collective bargaining techniques to local negotiating techniques	3.77

and lifestyles before their school board service tend to

prepare them for their roles as leaders of educational

governance."[45] He felt that board members did not need

to learn as much as many writers attested. "The research

shows that the skills, attitudes and behavior necessary

for functioning as a board member already have been

acquired as a consequence of recruitment, pre-incumbent

experience and anticipatory socialization."[46]

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[45]Peter J. Cistone, "School Board Members Learn Their Skills Before They Become Board Members," American School Board Journal, (January, 1978): 33.

[46]Ibid.

The previously cited NSBA survey showed that board members claimed that their experiences as a parent and their professional experience were among the greatest contributors to the acquisition of knowledge and skills necessary for effective boardsmanship. Yet conversations with the superintendent, NSBA conventions and state school board association workshops were also identified as critical.[47]

Contrary to Cistone, the bulk of the literature stated that board members were basically getting their education on the job, that this education was lacking and that there was need for more formal inservice efforts for school board members, especially at the local level. Wayne Doyle, in his Doctoral dissertation, found that almost 60 percent of the districts he surveyed in Pennsylvania did not have a formal orientation program for school board members. The 1980 NSBA study found that of nearly two hundred board members throughout the country, 46 percent had no formal local board development program in their districts at all; 39 percent had only an informal program, working at board member skills when the opportunities arose; and only 12 percent said they had a formal

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[47]Neubauer, p. 5.

program.[48] Thus most of the board members acquired

their skills outside of any local, formal inservice ef-

forts, often through simply doing what came up.

Yet "doing," according to many experts, just was

not sufficient. Dorothy Biggs, writing in the "New Jersey

School Leader," averred:

> Effective boardsmanship, then, cannot be attributed to
> simply doing what comes naturally...I cannot achieve
> that goal simply by reading and attending board
> meetings.[49]

Philip Jones, in "The American School Board Journal,"
wrote:

> ...give a newly elected school board member the
> customary welcoming slap on the back, hand him the
> board's policy manual, a copy of school district
> regulations and perhaps copies of minutes from past
> board meetings and, more often than not, you have a
> board member ill-prepared to serve his community.[50]

Thus the majority of the literature asserted that

school directors were not educated enough and would benefit

from some form of inservice. The argument, contrary to

that of Cistone, assumed that since board members were a

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[48]Ibid., p. 4.

[49]Dorothy Biggs, "The Importance of Training to
the School Board Member," New Jersey School Leader (April
1978): 18-19.

[50]Philip Jones, "How to Train a New School Board
Member - And Ways to Help Seasoned Veterans Brush up Too."
American School Board Journal, 160 (April 1979): 21-28.

varied lot, since their functions were diverse, and since

they needed a wide range of knowledge and skills, an

organized inservice program was vital. To quote Nicholas

Goble in the "PSBA Bulletin",

> One of the strengths of local control is that member-
> ship on school boards is diversified....But board
> members are laymen. Practically all of them attended
> or participated in the public schools. They usually
> come to their new duties with some fixed idea of what
> the public schools did to them or for them. Generally,
> they have no notion of effective boardsmanship. There-
> fore a wide range of local, state, and national
> orientation programs and continuous inservice training
> are imperative if you are going to attract and keep
> good, well-informed board members.[51]

Training was also important to compensate for the

high rate of board turnover. The NSBA in a research report

on inservice cited high board turnover as the key reason

for developing viable inservice programs. Moreover, these

inservice programs should be aimed first and foremost at

the prospective or the new school board member.[52] Fi-

nally, studies showed that inservice instruction improved

board member effectiveness.[53] The Pennsylvania School

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[51]Nick Goble, "Getting Good Board Members and
Keeping Them," PSBA Bulletin, (May-June, 1977): 8.

[52]Milton L. Snyder, Training New Board Members:
A Survey, Report Number 1973-2 (Washington, D.C.: NSBA,
1973).

[53]Benjamin A. Kammer, "Effective School Board
Behavior As It Relates to School Board Inservice Activi-
ties in the State of Colorado (Ed.D. dissertation,
Colorado State College,1968).

Boards Association had consistently taken a strong stand

relative to inservice, saying, "Boards not appropriating

funds for proper inservice training are shortchanging

their community in terms of understanding the nature and

needs of effective school operations.[54]

What, then, was meant by inservice? What were the

elements of an effective inservice program? Ben Harris

and Wailand Bessent defined inservice as a "planned,

goal-directed change process, introduced through a

deliberate intervention aimed at some altered future

condition.[55] Change, however, was not the only goal.

Accordingly, some inservice activities are for the purpose

of:

> ...securing appropriate adaptations of the individual
> to the organization. A complex organization has great
> need for reliability in its operations, its members
> must behave in predictable ways according to standard
> operating procedures and routines.[56]

They further distinguished inservice training from learning

through experience or casual experiences, "which is part

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[54]Pennsylvania School Boards Association, PSBA
Commission to Strengthen the Working Relationship of
School Boards and Superintendents, (Harrisburg, Pa.:
Pennsylvania School Boards Association, 1977), p. 15.

[55]Ben Harris and Wailand Bessent, Inservice
Education (New Jersey: Prentice Hall, Inc., 1969) p. 19.

[56]Ibid., p. 20.

of organizational drift and, not being planned or goal
directed, is not included in the meaning of the term
'inservice education.'"[57]

Don Wright, a Montgomery County, Pennsylvania,
school superintendent, in an address at the summer 1979
AASA convention, listed ten qualities of a good inservice
program. According to him, an effective model:

. must be continuous and comprehensive

. must be relevant, based on a needs assessment

. must have direct job payoff

. must be diversified, meeting institutional and
  individual goals for growth

. must be participatory

. must be accessible in terms of time and location

. must use competent instructors

. must be cost effective, with discretionary funds
  available for programs

. must provide incentives

. must include the key planning elements of a needs
  assessment, defined competencies, methods for
  achieving competencies, provision for evaluation
  and for follow-up.[58]

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[57]Ibid., p. 19.

[58]Donald Wright, "Models for Effective Staff
Development," paper presented at the American Association
of School Administrators Summmer Instructional Leadership
Conference, Denver, Co., July, 1979.

Questions to be considered in a local inservice program, according to Philip Jones, were (1) Where? (2) By Whom? (3) Lay or professional speakers? (4) When? (5) How long? (6) The goal? (7) How?[59]

Although the national and state school boards associations had each spent time drafting their own inservice programs, very little had been written in terms of model local programs. Wayne Doyle's study culminated in a model orientation delivery system for new board members. He advocated a series of seven weekend programs on a variety of topics, offered a time framework for these programs, and detailed sample program outlines.[60] Philip Jones presented a nine page handbook for training both old and new school board members. Walter St. John, Weldon Becker, John Francois and others also offered suggestions for inservice programs.

Perhaps the most complete model was that offered by the Recruitment, Leadership and Training Institute. They noted first that training needs, availability of resources, and the frequency of orientation and training were dependent on local conditions and abilities of school

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[59]Jones, pp. 21-23.

[60]Doyle, pp. 209-218.

board members.[61] The report then suggested training activities and resources for each skill area listed as necessary for board members.

In addition to this study, many of the state school board associations presented guidelines and recommendations for local inservice programs. Nick Goble in his article on "Getting Good Board Members and Keeping Them," outlined twenty suggestions and ideas for orientation and inservice for both local board and state associations.[62]

Nevertheless, most of the literature and research treated "what should be done" in terms of inservice or what school board people "would like to have" in an ideal board development program. Nothing other than the LTI study and the small Neubauer/Mecklenberger study was identified in the literature that researched what was <u>actually</u> occurring in local districts. Further, school board association personnel from the national association as well as from approximately twenty states throughout the country were asked if they had researched the subject of local efforts. As yet, the subject was untreated. The

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[61]Recruitment, Leadership and Training Institute, p. 56.

[62]Goble, p. 9.

literature instead advocated the need for additional information on local board development practices. To quote Walter St. John:

> The area of orientation and inservice training for board members is shunted around or laughed at or simply ignored so frequently that it hurts--harming you and your fellow board members across the country and, ultimately, public education.[63]

Today, in fact, for school boards, the issue of acquiring the necessary skills and knowledge for effective boardsmanship may have merged with the issue of the survival of local control. Crying "gross mismanagement" by Trenton's school board, for example, the state of New Jersey simply took over control of the district, appointing a monitor general to run the district. Throughout the country state and federal regulations are limiting more and more the powers of school boards in areas such as the finanacing of education, contract negotiations, transportation, and the like. To ensure effective retention of local control, school boards are going to have to show themselves knowledgeable and competent. To quote the LTI panel:

> School board members...need to be skilled in dealing with both people and facts. They require, above all, a process for assimilating new information and translating it into viable new directions for their school systems. The resources exist to provide school boards with the necessary orientation and training....

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[63]St. John, p. 27.

These resources must be mobilized to assist school
board members to deal more effectively and efficiently
with their critical responsibilities. The decision to
identify, articulate and solve training needs by
utilizing available resources rests with the members
of the school boards themselves and with state and
national organizations which represent school boards
and their members.[64]

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[64]Recruitment, Leadership and Training Institute,
p. 57.

CHAPTER 3

PROCEDURES OF THE STUDY

In this study, the responses of experts in school board affairs, superintendents, and school board members were examined to determine:

1. What are the inservice needs of local school board members

2. How are the local district school boards and school board members in the Commonwealth of Pennsylvania going about meeting their needs for inservice education

3. Should local districts have a formal, ongoing service program for their school board members; and if so, what kind

4. What are the major constraints on the initiation or expansion of local ongoing inservice practices and programs for school board members

The descriptive survey method of research was combined with personal interviews and observations and criteria for effective inservice programs established in the literature

in order to respond to these questions. Steps in the procedure were as follows:

1. Development of a questionnaire

2. Validation of the questionnaire

3. Sample selection

4. Data collection

5. Interviews

6. Data analysis

7. Conclusions and recommendations

Development of Questionnaire

A questionnaire with a cover letter was prepared for distribution to experts in school board affairs, district superintendents, and school board members. The items on the questionnaires dealt with opinion data relative to the value and design of an ongoing inservice program for local district school directors. Questions were primarily close-ended in order to facilitate a comprehensive statistical analysis. The questions were developed in line with Bessent and Harris's definition of inservice, Don Wright's criteria for a good inservice program, and Philip Jones's issues to be considered in creating an inservice program for school board members. Similarly, the questions were discussed with the Directors

of Research for both the National and the Pennsylvania
School Boards Association. The final format was designed
in consultation with the faculty of the Department of
Marketing of the Wharton School of the University of
Pennsylvania and the dissertation committee at Loyola.
Questions covered:

- the kinds of inservice activities that have
  occurred and should occur in local school
  districts

- how these activities are or should be
  evaluated, and by whom

- how district budget funds should be allocated
  for board inservice, and if such allocations
  are, in fact, made

- who should and does take the major
  responsibility for local district board
  inservice

- whether districts have or should have policy
  statements on school board member inservice

- constraints on participation in school board
  inservice programs

- incentives behind involvement in inservice
  programs

- kinds of informal methods of inservice
  practiced by board members

- how inservice programs are and should be
  scheduled and located

- who should participate in inservice activities

- the skills that are vital for effective
  boardsmanship

- identification of districts with potential effective local school board inservice models or parts thereof that will be used for further study and investigation.

In order to determine inservice needs, a list of pertinent skills was prepared from a list used by the NSBA in developing a new handbook for school board members.

Validation of Questionnaire

A pilot test of the instrument was conducted using selected experts, superintendents, and board members in the state of Illinois. Critical comments were requested from the respondents, and a blank sheet of paper was included for the purpose. The questionnaire was tested to determine its feasibility. Problems to be considered were:

- content validity

- relative effectiveness and costs of alternative questionnaires, instructions, and operating procedures

- possible misunderstandings of questions and procedures on the part of the interviewers

- clarity and applicability of definitions and classifications

- defects in the forms, lists, instructions, etc.

- estimates of strata, means, and variances

- response rates

On the basis of the field test, a redraft of the questionnaire was prepared for the study.

Sample Selection

The questionnaire was sent to three groups of people--experts in the field of school board affairs, local district superintendents, and board members. Twelve experts were selected on the basis of their experience with and study of school boards, their status in the field of state and national education, or their knowledge of Pennsylvania. An effort was made to select school board association officials and educators in the field of school board studies.

The superintendents and school board members were drawn from a partially random sample of the 505 districts within the Commonwealth of Pennsylvania. Questionnnaires were sent to 236 districts--the 69 second class districts, 134 of the 401 third class districts, and the 33 fourth class districts. Appendix A contains a list of districts that participated in the study. As the partial sample was representative of the whole, the statistics were unaffected.

Data Collection

Each district superintendent was sent a package containing a cover letter (see Appendix B) explaining the project, three color-coded questionnaires (see Appendix C), and three stamped, self-addressed return envelopes. One questionnaire was for the superintendent to complete, one was for the school board president, and one was for a member who had served on the board for at least one year. Experts were also sent questionnaires (see Appendix D) and personalized cover letters.

Each questionnaire was assigned a code number. A master list of all districts and experts surveyed was maintained by the researcher. As each questionnaire was returned, a check was placed by the appropriate district number and an indication as to the type of questionnaire (superintendent, board member, or board president) was made. In this way, a check could be made as to which districts or individuals were or were not responding to the study.

After six weeks, all districts that had not sent any responses to the questionnaires were telephoned and personally invited to participate in the study. The phone calls were then followed up with a second package of questionnaires and envelopes. Districts with partial

responses were sent follow-up letters (see Appendix F) with additional questionnaires and return envelopes.

At the end of three months, ten of the twelve experts or 83 percent had responded. Two asked not to be included and two did not answer. The response, however, was deemed sufficient for the study.

The eight experts responding to this questionnaire represented various groups. Two came from the Pennsylvania School Boards Association--Mr. Fred Heddinger, the then Executive Director, and Mr. Joseph Oravitz, the Director of Research and present Executive Director. The Honorable Robert Scanlon, Pennsylvania's Secretary of Education was also included. On the national level, the National School Boards Association was represented by Dr. James Mecklenberger, formerly Director of Research and now editor of the "School Board News." Dr. Paul Salmon, Executive Director of the American Association of School Administrators, and Dr. Richard Miller, immediate past-President, provided an administrator's perspective. University respondents included Dr. Peter Cistone, Associate Dean of the Graduate School of Education at Temple University in Philadelphia, and Professor Lawrence Ianaccone of the Graduate School of Education of the University of California in Santa Barbara, both men who have studied school boards and written extensively on the subject. One

hundred thirty-nine survey responses or 59 percent were
received from the superintendents. This number also was
deemed sufficient for the study.

Getting responses from board members, however, was
more difficult. Ninety-one responses or 39 percent were
received from board members and seventy-five responses or
32 percent were received from board presidents. To assure
that the responses were representative of the whole, the
researcher selected ten districts at random that had not
responded to the survey. A list of the names and phone
numbers of the board presidents and vice presidents of
these randomly selected districts was obtained from the
Pennsylvania School Boards Association, and these in-
dividuals were polled by telephone on selected question-
naire items. Their responses were then compared with the
original survey responses. As the difference between the
responses was not significant, the conclusion was that the
validity of the survey responses was not in question.

The Interviews

Don Wright, in a talk before AASA members,
identified ten principles of a good inservice program:

1. It must be continuous and comprehensive

2. It must be relevant, based on a needs assessment

3. It must have a direct job payoff

4. It must be diversified, meeting institutional and individual needs for growth

5. It must be participatory

6. It must be accessible in terms of time and location

7. It must use competent instructors

8. It must be cost-effective, with discretionary funds available for the programs

9. It must provide incentives

10. It must include the key planning elements of a needs assessment, defined competencies, methods for achieving competencies, provision for evaluation and for follow-up.[1]

Although it was difficult to identify districts with comprehensive programs meeting all the criteria for effectiveness according to Wright, the questionnaire identified districts who had comprehensive programs or parts of programs (budget sessions or curriculum sessions, for example) that met at least some of the ten criteria for effectiveness. Fourteen districts meeting the most criteria in diverse areas were chosen for follow-up interviews with at least one board member and the district superintendent, where feasible. The data gathered depended on the information revealed in the questionnaire. Overall, information

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[1]Donald Wright, "Models for Effective Staff Development," paper presented at the AASA Summer Convention, Denver, Colorado: 1 July 1979.

sought was that which introduced new material pertinent to
board inservice, elaborated on, or verified data identified
in the questionnaires. Figure 1 illustrates the factors
affecting the inservice program that were addressed in the
interviews. Sample new material sought included a histori-
cal overview of a particular program, facts about the
instigators of or participants in the program, personal
experiences of board members in inservice sessions, and so
forth. Elaboration involved expanding on questionnaire
answers along the lines described in the literature and
included the particulars of setting up a program, details
about its execution, and effects on the participants in
the program and on the system as a whole. Verification
involved examination of the program within the framework
established by Wright and the answers to the question-
naires. Did a written needs assessment actually exist,
and how complete was it? Was the needs assessment for the
district as a whole? Verification included questioning a
board member on his/her visit to a convention to ascertain
if the board member actually attended meetings or if
he/she "did the town," reading a district's handbook to
determine exactly what kind of policy statement did exist
on board inservice, or examining a school board member
evaluation form or of the budget itself to see what it said

Figure 1

FACTORS AFFECTING THE STRUCTURE OF A LOCAL SCHOOL BOARD PROFESSIONAL DEVELOPMENT PROGRAM
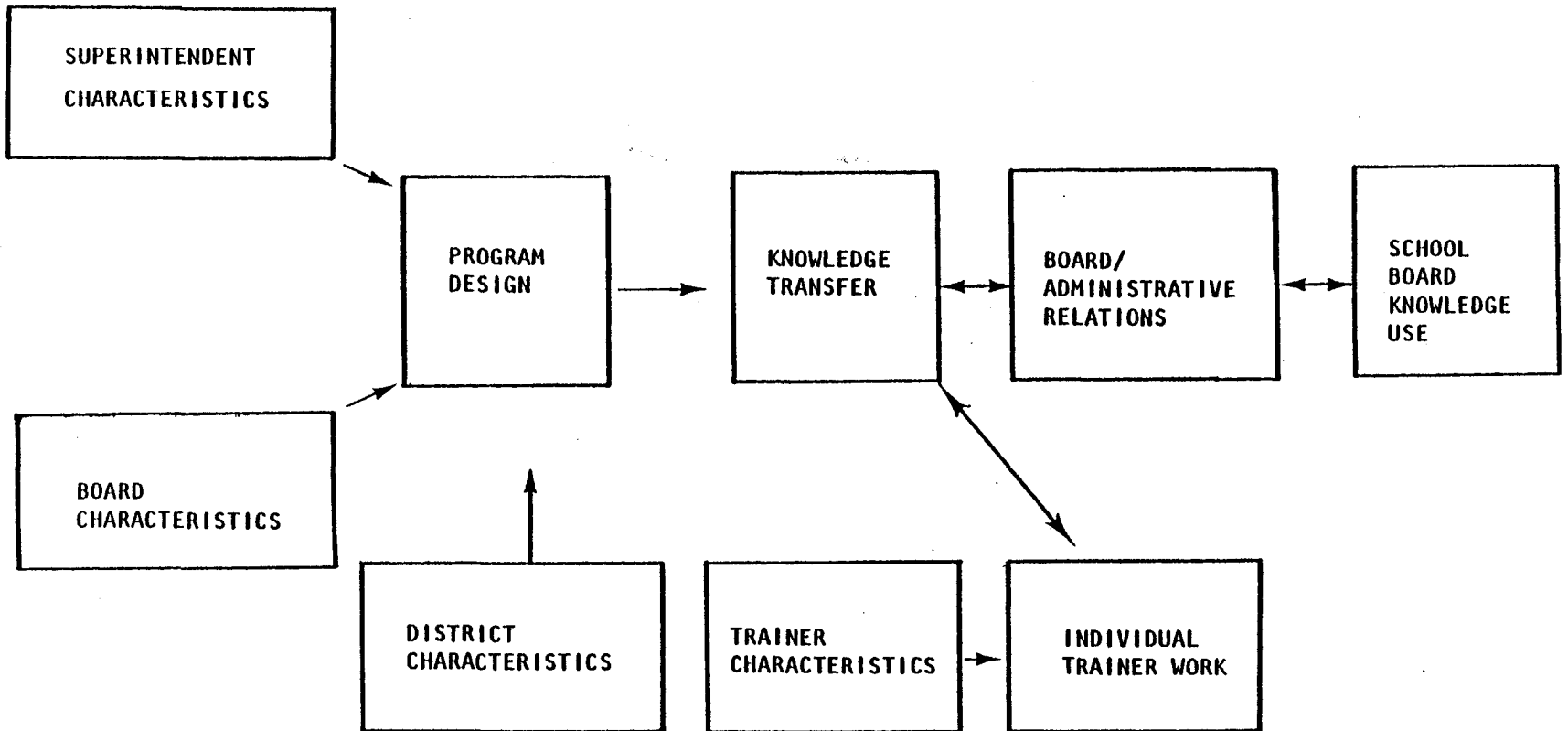
about money for inservice. Appendix E contains copies of

these questionnaires.

Interview data contributed to the study in many

ways:

- They provided a personal touch that future
  readers of this study could relate to, identify
  with, and perhaps learn from

- Use of open-ended questions provided a contrast
  to the closed questions in the initial survey
  instrument and allowed for more in-depth
  penetration

- Data elicited in the questionnaire could be
  verified and evaluated according to standards
  set by literature (the Wright Model), by
  experts, and even by board members and
  superintendents

- Programs were identified that could serve as
  working models for other districts to adapt or
  adopt

- Similar programs in different districts were
  compared with each other and with the views of
  experts and the literature.

In essence, the questionnaire provided an impersonal over-

view; interviews provided personalized specifics. Data

gleaned yielded a working picture of a variety of local

school board member inservice programs in different types

of districts throughout Pennsylvania. In addition the

interview data provided insights into individual district

and board variables that impact on the type and effective-

ness of a local board development program. Finally,

certain data contributed to an explanation of patterns or

trends that emerged in the questionnaire responses. The information can be used to assist school board members, superintendents, and others involved in the inservicing of school board members to direct their efforts into the most productive channels, according to the literature and the views of the persons surveyed.

Data Analysis

The nature of the analyses was a function of the type of question asked.

Statistical Analysis

Frequencies, percentages, and central tendencies were used to tally responses to such items as personal character- istics of respondents or type of district activities occuring. To compare types of inservice programs districts have or should have, cross tabulations were used with the chi square statistic at the .05 level of significance.

In order to verify the item groupings of topics to be included in a local inservice program and to reduce the number of variables to be dealt with statistically, a factor analysis was performed. Finally, in order to

determine statistical differences among the responses of various groups according to specific variables, F tests were conducted. Charts, graphs, and tables were utilized where appropriate.

Narrative Analysis

The results of the statistical analysis allowed for the narrative. Generally, the narrative analysis focused on trends and patterns demonstrated in the statistical analysis and on comparisons and contrasts.

The focus of the analysis was on the following areas:

1. The needs of school board members

   a) A comparison of the needs of school board members, as seen by experts, superintendents, and board members. Did these people agree on what school directors need to learn

   b) A comparison and contrast between needs of school board members according to superintendents and board members and the size, type, and finances of the district

   c) A comparison of the needs of school board members and their personal statistics such as length of board service, occupation, education, and sex.

2. Inservice Programs and Practices

   a) A comparison of existing local inservice programs and practices with what experts and superintendents indicated should be done

b) A comparison and contrast between existing practices and programs and, where appropriate, the size, type, finances, and location of the district

c) A comparison of existing programs and practices and the education of the superintendent.

3. Constraints on the initiation and expansion of local inservice programs and practices

a) A comparison of how experts, superintendents, and board member viewed these constraints

b) A correlation of these constraints and the size, type, finances, and geography of the school district

c) A correlation between the constraints and the relevant personal characteristics of respondents, such as status group, board role, length of service, etc.

The analysis of the results considered consistency with the literature, problems and pitfalls encountered, and patterns that were observed.

Conclusions and Recommendations

A final step in this study was the incorporation of the information gleaned from surveys, from interviews, and from the literature into conclusions and recommendations for ongoing local school board member inservice. These conclusions were based on actual practice rather than "ivory tower" theories. They incorporated district variables as well as respondent variables. Sample programs

identified in the questionnaire and shown to be effective through interviews, a comparison with views of experts and with the criteria for an effective inservice program as established in the literature were included.

CHAPTER 4

PRESENTATION OF DATA

The purpose of this study was to analyze ongoing local inservice practices and programs for school board members in the Commonwealth of Pennsylvania. Specifically there were four areas of consideration: (1) the inservice needs of school board members; (2) the formal and informal inservice programs and practices employed by school board members to meet these needs; (3) the type of recommended inservice program districts should have for school board members; and (4) the constraints on the initiation or expansion of local, ongoing inservice practices and programs for school board members.

The data presented in this chapter will deal with these four study areas. Data will be drawn first from the questionnaires and secondly from interviews. The chapter is divided into four parts. The first part deals with

respondent characteristics, the second part deals with

district characteristics, and the third part deals with

questionnaire responses concerning inservice programs and

practices. The final part deals with the interview

responses relative to inservice programs. Chapters 5

through 8 will analyze the data according to the relevant

variables of district size, type, finances, and location,

and the personal characteristics of respondents. In this

chapter, however, data will be presented using frequencies,

percentages and central tendencies.

Respondent Characteristics

Respondents in this study were of three groups:

experts, superintendents, and board members (including

board presidents); however, personal characteristics of

experts are not relevant statistically to the analysis.

The only characteristic common to all groups is that of

sex. Other characteristics will be dealt with by group.

Sex

Respondents to the questionnaires were overwhelm-

ingly male. All eight experts were male, 138 of 139

superintendents replying were male, 65 board presidents

and 43 board members out of 91 were male. The data in
Table 6 illustrate this information.

Table 6

SEX OF RESPONDENTS

Type	Male	Percent (Rounded)	Female	Percent (Rounded)
Experts	8	100	0	0
Superintendents	138	99.3	1	.7
Board Presidents	65	86.7	10	13.3
Board Members	43	47.3	48	52.7
Total	254	81.1	59	18.8

Board Members

Age. Questionnaire respondents were asked to give
their age. An examination of Table 7 shows that board
members responding ranged in age from twenty-seven to
seventy-three. Forty-one percent were in the 41-50 age
range. Twenty-seven percent of the respondents were 40 or
less and 73 percent were 41 or over. The mean age of
board members replying was 47.5 years; and the median,
47.0 years.

Table 7

AGES OF BOARD MEMBERS

Age (years)	Number of Board Members	Percentage of Board Members (rounded)
21-30	5	3
31-40	40	24
41-50	67	41
51-60	33	20
61 +	20	12
Missing Responses	1	*
Total	166	100
Mean	47.5	
Median	47.0	

Length of Service. Questionnaire respondents were asked to indicate the number of years they had served on the board of education. The range of responses was from one year to twenty-nine years of service. The mean was 6.5 and the median 5.0. Since less than four years is the average term of office of 62 percent of Pennsylvania's board members according to the 1980 PSBA study, respondents to this study were significantly above average. Table 8 illustrates these data.

Table 8

LENGTH OF SCHOOL BOARD SERVICE:
QUESTIONNAIRE RESPONSES

Years of Board Service	Number of Board Members	Percentage of Board Members
1	13	8
2	11	7
3	34	21
4	7	4
5	36	22
6	12	7
7	9	5
8	3	2
9	7	4
10	4	2
11	5	3
12	2	1
13	1	1
14	3	2
15	4	2
16	4	2
17	2	1
18	1	1
19	0	0
20	1	1
21	2	1
22	2	1
23	0	0
24	0	0
25	0	0

Table 8 (Continued)

Years of Board Service	Number of Board Members	Percentage of Board Members
26	1	1
27	0	0
28	0	0
29	1	1
Missing Responses	1	1
Total	166	101*
Mean	6.5	
Median	5.0	

*Due to rounding of percentages.

Length of board service was also considered during the interviews of districts who said they had board member inservice programs. Twelve of the fourteen districts interviewed supplied data on the length of tenure of their board members. Table 9 illustrates these data. The range of board member service in the districts interviewed was from one to thirty years of service. The mean was 6.37 and the median was 5.0.

Selection to the Board. Respondents were asked to designate whether they were elected or appointed to their local board. The data are reflected in Table 10.

Table 9

LENGTH OF TENURE OF SCHOOL BOARD
MEMBERS IN DISTRICTS INTERVIEWED

Years of Board Service	Number of Board Members	Percentage of Board Members
1	8	7
2	18	17
3	4	4
4	12	11
5	4	4
6	21	19
7	6	6
8	9	6
9	4	4
10	5	5
11	3	3
12	6	6
14	1	1
16	1	1
17	1	1
18	1	1
19	1	1
24	1	1
26	1	1
30	1	1
Total	108	102*
Mean	6.37	
Median	6.0	

*Due to rounding of percentages

Table 10

METHOD OF SELECTION TO THE BOARD

Method of Selection	Number of Board Members	Percentage of Board Members
Appointed	30	18
Elected	135	82
Missing Responses	1	1
Total	166	101*

*Due to rounding of percentages

Years of Formal Education. More than half (64 percent) of the questionnaire respondents had completed at least four years of college. An examination of Table 11 reveals that 25 percent of the board members had completed college; 12 percent had some graduate work; 16 percent held a masters degree and 11 percent held a Doctorate. Sixteen percent of the respondents had only completed high school and 20 percent had not completed college.

Occupational Group. Questionnaire respondents came primarily from four groups - professionals, 30 percent; managers, 18 percent; homemakers, 14 percent; and educators 13 percent. These data are set forth in Table 12.

Table 11

YEARS OF FORMAL EDUCATION OF BOARD MEMBERS

Response Number	Years of Formal Education	Number of Board Members	Percentage of Board Members
1	Some High School or Less	0	0
2	High School or Equivalent	27	16
3	Some College	33	20
4	College Graduate	41	25
5	Post Graduate Work	19	12
6	Masters Degree	26	16
7	Doctorate	18	11
8	Other	1	1
Missing Responses		1	1
Total		166	101*

*Due to rounding of percentages

Table 12

OCCUPATIONAL GROUPS

Occupations	Number of Board Members	Percentage Of Board Members
Professional	49	30
Farmer	5	3
Homemaker	25	14
Technician, Skilled Worker	22	13
Educator	22	13
Office Worker	5	3
Laborer	0	0
Government Service	5	3
Manager	30	18
Sales	7	4
Other	10	6
Missing cases	1	1
Total	166	101*

*Due to rounding of percentages

Superintendents

Sex. As was already indicated in Table 6, super-intendents responding to the questionnaire were overwhelmingly male. Only one of the 138 respondents was female.

Degree Held. Of the 138 superintendents that
responded to the questionnaire, 85, or 62 percent, had
Doctoral degrees; 53, or 38 percent, had Masters degrees.
Of the superintendents interviewed, 12 of the 14 had
Doctoral degrees. Table 13 illustrates these data.

Table 13

DEGREE HELD BY SUPERINTENDENTS

Degree		Number of Superintendents	Percentage Of Super- intendents
Questionnaire -	Masters	53	38
	Doctorate	85	62
	Total	138	100
Interview -	Masters	2	14
	Doctorate	12	86
	Total	14	100

Length of Tenure. Although length of tenure was not considered in the questionnaire, superintendents who were interviewed were queried as to their length of tenure in the district. As Table 14 shows, one superintendent was new; one had been in the district 17 years; but the average was 7.5 years.

Table 14

LENGTH OF TENURE OF SUPERINTENDENTS INTERVIEWED

Years of Service	Number of Superintendents	Percentage of Superintendents
1	1	7
2	1	7
3	1	7
5	1	7
6	1	7
7	3	21
8	1	7
9	1	7
10	1	7
12	1	7
14	1	7
17	1	7
Total	14	98*

District Characteristics

District characteristics considered were of four types--size, type, location and finances.

Size of Districts

Three hundred thirteen (313) questionnaire responses were received from 153 districts. Of the districts whose board members and superintendents responded, twenty-five were fourth class districts with a student population of less than 5,000; eighty-eight were third class districts with a population between 5,000 and 30,000; and thirty-nine were second class districts with a population between 30,000 and 500,000 students. Of the 313 questionnaires, eighty-four came from second class districts, 186 from third class, and forty-three from fourth class. Table 15 illustrates these data.

The distribution of district size was different among the districts interviewed. There were eight third class districts and six second class districts. No fourth class districts were interviewed.

Table 15

SIZE OF DISTRICTS RESPONDING TO QUESTIONNAIRE

| Classifi-cation | Popu-lation Base | Number of Dist. Respond-ing | Per-centage of Dist. | Questionnaires | |
				Total Number of Question-naires	Percent-age of Question-naires
Second Class	30,000-500,000	39	25	84	27
Third Class	5,000-30,000	89	58	186	59
Fourth Class	Less than 5,000	25	16	43	14
Total		153	99*	313	100

*Due to rounding of percentages

Type of Districts

Of the 313 questionnaires received two-fifths,
41.5 percent described themselves as rural. One-third,
34.5 percent, thought of themselves as suburban, and
one-fifth saw themselves as small town. Only a very small
number, 3.2 percent were urban districts. Of the fourteen
districts interviewed, two were rural; three, small town;
eight, suburban; one, urban. Table 16 describes these
data.

Table 16

TYPE OF DISTRICTS

Survey Instrument	District Type	Number of Districts	Percentage of Districts
Questionnaire	Rural	130	42
	Small Town	65	21
	Suburban	108	35
	Urban	10	3
	Total	313	101*
Interviews	Rural	2	14
	Small Town	3	21
	Suburban	8	57
	Urban	1	7
	Total	14	99*

*Due to rounding of percentages

Location of Districts

Of the 153 districts responding to the question-
naire almost 70 percent were from the southern half of the
state. The fewest responses came from the Northeast. This
is logical, as there are fewer districts in the northern
part of the state and each one covers a larger amount of
territory. Districts interviewed were only from three
areas, with the most from the Southeast. None were from
the Northeast. These data are described in Table 17.

Table 17

LOCATION OF DISTRICTS

Survey Instrument	District Type	Number of Districts	Percentage of Districts
Questionnaire	Northeast	19	12
	Southeast	58	38
	Southwest	47	31
	Northwest	29	19
	Total	153	100
Interviews	Northeast	0	0
	Southeast	8	57
	Southwest	4	29
	Northwest	2	14
	Total	14	100

Finances of Districts

Finances of districts covered two items: size of budget and whether or not the district had a budget surplus. Table 18 describes the financial classification of the districts responding to both the questionnaire and the interview. Seventy-four percent of the districts responding to the questionnaire had budgets smaller than $12,000,000. Sixty-four percent of those interviewed fell into the same category. At the same time, 16 percent of the questionnaire respondents and 28 percent of the interview respondents had budgets between $18,000,000 and $30,000,000.

Table 18

SIZE OF DISTRICT BUDGET

Classifi-cation	Total Dollar Revenue	Number of Quest. Responses	Per-cent-age	Number of Int. Responses	Per-cent-age
Class 1	30,000,000 +	8	3	0	0
Class 2	24,000,000-29,999,999	21	7	2	14
Class 3	18,000,000-23,999,999	28	9	2	14
Class 4	12,000,000-17,999,999	24	7	1	7
Class 5	6,000,000-11,999,999	84	27	9	64
Class 6	0-5,999,999	148	47	0	0
Total		313	100	14	99*

*Due to rounding of percentages.

If this study is representative, Pennsylvania's districts are relatively healthy. Eighty-six percent of the districts responding to the questionnaire either had a surplus or broke even. Only 14 percent were running a deficit. Of the fourteen districts interviewed, ten, or 71 percent, had a surplus and four, or 29 percent, broke even. None had a deficit. Table 19 presents a picture of these data.

Table 19

CHARACTERISTICS OF DISTRICT BUDGET

Budget Character- istic	Number of Quest. Responses	Percent- age	Number of Int. Responses	Percent- age
Surplus	63	45	10	71
Break even	57	41	4	29
Deficit	20	14	0	0
Total	140	100	14	100

Inservice Programs and Practices: The Questionnaires

Board Member Needs

Before looking at what local districts were doing to satisfy board member needs, it was important to ascertain what these needs were. Question 13 dealt with this subject. The question asked board members, superintendents and experts to rate the value of a variety of topics for inclusion in a school board development program. The topics were divided into six groups: general, a catch-all section that had to do with everything from superintendent relations to R&D for education; school and

community; financial; personnel; curriculum; and school facilities. The most important group to all respondents was that of "Financial Topics." Superintendents rated all items to do with their relationship to the board very highly. Thus "General Topics" was second in importance to them, while "Personnel" ranked second to all other groups. The third area of importance to superintendents was that of "Personnel." To board presidents, members and experts, third was the area of "Curriculum." A more detailed comparative study of the needs of board members will be presented in Chapter 5. Generally speaking, however, the five topics considered most important for inclusion in a development program by all groups combined were "Working Relations with the Superintendent," "Superintendent Evaluation," "Superintendent Selection," "Budget Preparation," and "Budget Interpretation." Of least importance were "State and National School Boards Association Services"; "Parliamentary Procedure"; "Interdistrict Relations"; "R&D for Education"; and "Community Politics, Government, etc." Table 20 presents a composite ranking of the importance of each item for inclusion in a local school board inservice program.

Table 20

TOPICS TO BE INCLUDED IN A LOCAL
BOARD DEVELOPMENT PROGRAM

Mean Ranking	Topic	Response*
1	Working Relations with Superintendent	6.44
2	Superintendent Evaluation	6.28
3	Superintendent Selection	6.22
4	Interpretation of Budget	6.19
5	Budget Preparation	6.07
6	Collective Bargaining	6.00
7	Establishment of Overall Educ. Goals	6.00
8	Legal Responsibiliies	5.95
9	Evaluation of Educational Programs	5.91
10	Student Achievement	5.83
11	Educational Planning	5.78
12	Salary Structures	5.76
13	Community Relations	5.70
14	Shape & Function of Admin. Organization	5.70
15	Business Practices for Schools	5.69
16	Accountability	5.68
17	Understanding of Instruct. Program Areas	5.66
18	Personnel Practices	5.64
19	Staff Evaluation	5.62
20	State Funding	5.61
21	Staff Development	5.60
22	Local Taxation, Bonding Procedures & Term.	5.51

Table 20 (continued)

Mean Ranking	Topic	Response*
23	Student/School Relations	5.48
24	Facilities Planning	5.48
25	School House Maintenance	5.38
26	Transportation	5.37
27	Pupil Personnel	5.35
28	Problem Solving Tech. in Policy Dev.	5.32
29	Special Education Programs	5.32
30	Handling Grievances	5.27
31	Strategies for Public Communication	5.27
32	Legislative Relationships	5.26
33	Career Education	5.24
34	Population Trends & Attend. Statistics	5.24
35	Testing Practices	5.13
36	Federal Aid	5.04
37	Food Service Programs	5.04
38	Extra Curricular Activities	4.93
39	Role of School Attorney	4.93
40	Role & Function of Advisory Committees	4.81
41	Community Politics, Government, etc.	4.71
42	R&D for Education	4.66
43	Interdistrict Relations	4.57
44	Parliamentary Procedure	4.57
45	State and Nat'l School Board Asociations	4.51

Inservice Practices and Programs

Question 1. School board members and presidents and their superintendents were asked if their districts had a formal school board development program, one with a budget, someone in charge, and thought of as a normal part of district operations. Results indicated that few districts do have a formal program, 11.8 percent. Yet almost 49.2 percent, have informal procedures. They "work at improving school board skills and knowledge as needed, when the opportunities arise, or when a school board member expresses interest." Thus 61 percent of those surveyed in Pennsylvania were doing something. Thirty-eight and four-tenths percent (38.4) have no formal school board development program. Interestingly, an examination of the responses to the question shows that more board members think they have a formal program than do either their superintendents or board presidents. Table 21 illustrates these data.

Should there be a formal program? Six of the eight experts queried responded, "yes"; and two, "sort of."

Question 2. Board members, presidents and superintendents were asked what their districts had done over the past two years that was particularly effective at raising board members skills or knowledge. The responses were

Table 21

EXISTENCE OF BOARD DEVELOPMENT PROGRAMS

Status	Have Program	Sort of	Don't Have	Don't Know	Total
Superintendent					
number	10	71	56	2	139
percent	7.2	51.1	40.3	1.4	45.6
Board Member					
number	15	38	38	0	91
percent	16.5	41.8	41.8	0	29.8
Board President					
number	11	41	23	0	75
percent	14.7	54.7	30.7	0	24.6
Total					
number	36	150	117	2	305
percent	11.8	49.2	38.4	.6	100

grouped into nine categories: 1) learning as needs arise, 2) intermediate unit and university workshops, 3) board retreats, 4) PSBA workshops, 5) state or national conventions, 6) board evaluations, 7) local workshops led by superintendents or administrative leaders, 8) new board member orientation, or 9) nothing. The most common responses were local workshops and PSBA workshops. It is

interesting to note that thirty-seven respondents said their district had done nothing effective. Table 22 clarifies these data.

Table 22

EFFECTIVE DEVELOPMENT STRATEGIES

Strategy		Number of Responses	Percent-age of Responses
1.	Learning as Need Arises	30	10
2.	IU and University Workshops	26	9
3.	Board Retreats	12	3
4.	PSBA Workshops	49	16
5.	State and National Conventions	15	5
6.	Board Evaluations	2	1
7.	Local Workshops by Superintendents and Administration	66	22
8.	New Board Member Orientation	31	10
9.	Nothing	37	12
	Missing Cases	37	12
	TOTAL	305	100

Question 2a on the questionnaire then asked board members how they knew that what their district had done to upgrade board member skills or knowledge was effective. As

in question two, responses were organized into nine cate-
gories. The most popular response was that the district
action had improved board performance as a whole or had
improved the performance of particular board members. The
second way board members knew that inservice was valuable
was that they had more knowledge and understanding of the
broad educational issues and of specific problems related
to their community. A fuller picture of the responses is
given in Table 23.

Table 23

EFFECTS OF BOARD DEVELOPMENT ACTIVITIES

Effect	Number of Responses	Percent- ages of Responses
1. Improved	78	26
. More knowledge and understanding	57	19
3. Resolved particular conflict, crisis or need successfully	11	4
4. Better inter-board cooperation	12	4
5. Positive formal board evaluation	7	2
6. Better board-mgmt. team relations	0	0
7. Increased self-confidence	13	4
8. Comments from board members	37	12
9. Don't know	16	5
Missing cases	74	24
Total	305	100

Question 3 asked what districts had done that was ineffective. The response rate to this question was very low and the data added nothing to the study.

Question 4 listed selected board development activities. Questionnaire respondents were asked which activities had occurred in their districts over the past two years, who paid the costs of these activities, and which should occur in the next two years. The least frequent activities were board retreats (14 percent), needs assessments (21 percent), and visits to schools outside one's district (37 percent). The most popular activities were subscribing to "The American School Board Journal" (75 percent), visiting schools within the district (72 percent), and participation in workshops or seminars conducted by a university or school boards association (74 percent). Generally speaking, few board members pay their own costs for these activities. Finally, board members felt they should conduct more activities of all kinds in the next two years. The greatest changes were in the areas of planning and development: 37 percent more respondents would like to have more formal needs assessments and 23 percent, more board retreats. These data appear in Table 24.

Table 24

BOARD DEVELOPMENT ACTIVITIES

Activity	Done in Last 2 Years, District Paid Costs	Done in Last 2 Years, Board Paid Costs	Percent of Activities Done*	Should Be Done in Next 2 Years	Percent That Should Be Done
1. Weekend Retreat	41	1	14	111	36
2. Orientation Workshop	166	10	58	215	70
3. Participation in School Board Convention	192	5	65	247	81
4. Board Needs Assessment	64	1	21	177	58
5. NSBA Nat'l Convention	138	6	47	200	66
6. Expert Programs at Local Board Meetings	146	4	49	200	66
7. Visits- Schools Within District	184	36	72	220	72
8. Visits- Schools Outside District	97	16	37	161	53
9. Univ. or State School Boards Association Workshops	218	7	74	251	82

Table 24 Continued

Activity	Done in Last 2 Years, District Paid Costs	Done in Last 2 Years, Board Paid Costs	Percent of Activi- ties Done*	Should Be Done in Next 2 Years	Percent That Should Be Done
10. Talks to Fed., State or Local Officials	146	10	51	203	67
11. Subscriptions to "Amer. School Board Journal"	223	5	75	243	80
12. Subscriptions to Other Educational Magazines	205	7	70	223	73

*Based on 305 questionnaires

Experts were asked only which activities should occur and who should pay. The response sample was small, eight questionnaires, but Table 25 shows the results. Experts were unanimous in recommending retreats, orientation workshops, and state school boards association conventions. They were least willing to commit to formal needs assessments. Magazine subscriptions were the most likely candidates for board member purchases.

Table 25

EXPERT OPINIONS ON WHICH ACTIVITIES SHOULD OCCUR

Activity	Should Occur District Pays	Should Occur Board Pays
1. Weekend Retreat	8	0
2. Orientation Workshop	8	0
3. Participation in State School Board Conventions	8	0
4. Board Needs Assessments	6	0
5. NSBA National Convention	6	1
6. Expert Programs at Local Board Meetings	7	0
7. Visits to Schools Within District	7	0
8. Visits to Schools Outside District	6	1
9. University or State School Boards Association Workshops	7	1
10. Talks by Federal, State or Local Officials	6	1
11. Subscriptions to "American School Board Journal"	5	2
12. Subscriptions to Other Educational Magazines	4	3

Question 5 asked which person in the district assumed or should assume the major responsibility for coordinating a local pre-election orientation program for candidates, an overall comprehensive board development program, or new board member orientation. Responses are shown in Tables 26 and 27. Largely, the responsibility for all forms of development lies in the hands of the superintendent. Forty percent of the respondents said the superintendent was responsible for pre-election training; 51 percent for overall development; and 60 percent for orientation. The weakest area of development was that of pre-election orientation for candidates, where 33 percent of those responding said no one was in charge. Less than 15 percent of either board members or board presidents took charge of any single form of board development.

Table 27 indicates who respondents thought should be in charge. Fifty-four percent of those responding felt either the board or the board president should be responsible for overall board development; 44 percent, for pre-election inservice; and 40 percent, for orientation. New board member orientation was the only area where more than 50 percent of respondents felt the superintendent should have overall responsibility for overseeing development.

Table 26

PERSON RESPONSIBLE FOR LOCAL BOARD INSERVICE

Program	Board	%	Board President	%	Superin-tendent	%	PSBA	%	No One	%	Supt. & President	%	Total Number
Pre-election	35	12	32	11	112	40	2	1	93	33	8	3	282
Overall Development	38	13	35	12	148	51	16	6	51	18	2	1	290
New Member Orientation	30	10	42	13	190	60	30	10	18	6	5	2	315

Total Cases = 315

Table 27

PERSON WHO SHOULD BE RESPONSIBLE FOR LOCAL BOARD INSERVICE

Program	Board	%	Board President	%	Superin-tendent	%	PSBA	%	No One	%	Supt. & President	%	Total Number
Pre-election	75	30	34	14	82	33	20	8	26	11	9	4	246
Overall Development	87	36	44	18	88	36	18	7	6	2	1	0	244
New Member Orientation	63	22	50	18	143	51	21	7	0	0	4	1	281

Total Cases = 315

Question 6 sought to ascertain who was conducting development programs and who board members, superintendents, and experts thought should conduct these programs on varying topics. The data are presented in Tables 28 and 29. The response rate seemed to indicate that fewer people were doing things in local districts than the respondents would like to see done. College and university professors, teachers, local board members, and NSBA staff rarely conduct workshops in local districts. Although PSBA conducts many workshops, the two areas that were the most popular were collective bargaining and superintendent relations. Twenty percent of the respondents also indicated PSBA should conduct local workshops on finances. Generally speaking, with the exception of PSBA, the vast majority of workshops have been done by local superintendents and administrators. A comparison with Table 29 indicates that respondents would like to see a broader involvement by other groups in the inservice effort. Lay advisors mentioned most frequently in the surveys were solicitors to be used in the area of bargaining and architects, in the area of school facilities.

Question 7 asked whether districts had, or should have, policy statements for varying aspects of inservice.

Table 28

WHO HAS CONDUCTED WORKSHOPS

	A Local Board Member	Local Superin- tendent	Local Adminis- trative Person- nel	Teachers	Fed./State Government Officials	College/ University Professors	School Boards Assn.	NSBA Staff	Lay Advisors	Total*
School Finances	7 - 4	67 - 37	53 - 29	0 - 0	7 - 4	2 - 1	33 - 18	1 - 1	11 - 6	181
Collective Bargaining	8 - 4	31 - 17	23 - 13	1 - 1	3 - 2	0 - 0	90 - 51	5 - 3	17 - 10	178
Hiring Practices	4 - 4	57 - 52	36 - 33	0 - 0	1 - 1	2 - 2	6 - 5	0 - 0	4 - 4	110
Curriculum Decisions	5 - 3	54 - 36	72 - 48	6 - 4	2 - 1	1 - 1	5 - 3	0 - 0	5 - 3	150
School Facilities	5 - 4	57 - 44	44 - 34	1 - 1	5 - 4	3 - 2	2 - 2	1 - 1	12 - 9	130
Superintendent Relations	10 - 9	40 - 36	5 - 5	0 - 0	4 - 4	4 - 4	35 - 32	6 - 5	7 - 6	111
Community Relations	10 - 7	52 - 38	27 - 20	3 - 2	4 - 3	0 - 0	25 - 18	1 - 1	14 - 10	136

Table 29

WHO SHOULD CONDUCTED WORKSHOPS

	A Local Board Member	Local Superintendent	Local Administrative Personnel	Teachers	Fed./State Government Officials	College/University Professors	School Boards Assn.	NSBA Staff	Lay Advisors	Total*
School Finances	12 - 3	103 - 30	95 - 27	1 - 0	32 - 9	11 - 3	69 - 20	4 - 1	21 - 6	348
Collective Bargaining	20 - 6	52 - 15	34 - 10	1 - 0	19 - 5	16 - 5	159 - 45	11 - 3	38 - 11	350
Hiring Practices	13 - 4	141 - 47	73 - 24	0 - 0	9 - 3	13 - 4	35 - 12	3 - 1	13 - 4	300
Curriculum Decisions	10 - 3	127 - 35	135 - 38	38 - 11	6 - 2	18 - 5	13 - 4	2 - 1	10 - 3	359
School Facilities	23 - 7	111 - 35	106 - 33	7 - 2	20 - 6	9 - 3	16 - 5	2 - 1	23 - 7	315
Superintendent Relations	51 - 16	72 - 23	13 - 4	3 - 1	6 - 2	31 - 1	111 - 35	22 - 7	10 - 3	319
Community Relations	40 - 12	100 - 29	54 - 16	11 - 3	6 - 2	17 - 4	65 - 19	9 - 3	45 - 13	347

*Answers reflect multiple responses

Of the respondents only 7 percent had policies on pre-
service programs for candidates, 18 percent had policies
on orientation, 20 percent had policies on overall board
development, and 47 percent had policies on visits to state
and national meetings. Of the people that did not have
policies, 42 percent felt they should have policies on
pre-service; 61 percent wanted policies on orientation;
44 percent on overall board development; and 26 percent on
attendance at state and national conventions. Table 30
presents these data.

Question 9 asked what the incentive was for board
members to involve themselves in particular inservice
activities. Table 31 shows board members overwhelmingly
sought to gain knowledge and skills and to find fellowship
with their peers. The responses are consistent with the
interview data on board member needs, yet are not as
detailed as the interview responses. Data indicate that
travel is not a major incentive for board members. Only
16 percent cite it as an incentive to go to national or
state conferences. Interview data confirm this fact.
Many board members interviewed preferred not to travel,
citing pressures of time and both personal and district
costs. Remuneration was also not a factor in board member
inservice involvement.

Table 30

POLICY STATEMENTS

Program	Yes, there's a written policy statement		No, there's no written policy statement		There should be a policy statement	Percent of Responses	Responses
Questionnaire	#	%	#	%			
1. Pre-election Orientation Program	17	7%	225	93%	92	38%	242
2. Orientation Program for New Board Members	44	18%	203	82%	125	58%	247
3. Comprehensive Board Development Program	50	20%	195	80%	109	44%	245
4. Visits to State and NSBA Meetings	127	47%	144	53%	70	26%	271
Interviews							
1. Pre-election Orientation	4	29%	10	71%	2		14
2. Orientation Program for New Board Members	9	64%	5	36%	1		14
3. Comprehensive Board Development Program	10	77%	3	23%	0		13
4. Visits to State and NSBA Meetings	11	29%	3	21%	0		14

Table 31

INCENTIVES FOR BOARD MEMBER INVOLVEMENT IN INSERVICE

Program	Remuneration # - %	Gain Knowledge & Skills # - %	Fill Pre-Service Gaps # - %	Fellow-ship with Peers # - %	School Board Distinction # - %	Travel # - %	Other # - %
1. School Visitations	8 - 3%	249 - 81%	29 - 9%	55 - 18%	41 - 13%	4 - 1%	4 - 1%
2. National or State Sponsored Workshop/ Seminar	20 - 6%	230 - 75%	37 - 12%	106 - 34%	26 - 8%	36 - 12%	1 - 0%
3. National or State Sponsored Conference	18 - 6%	220 - 71%	42 - 14%	108 - 35%	33 - 11%	49 - 16%	4 - 1%
4. University Sponsored Workshop/ Seminar	13 - 4%	183 - 59%	32 - 10%	42 - 14%	11 - 4%	9 - 3%	4 - 1%
5. Local District Workshop or Conference	11 - 4%	250 - 81%	58 - 19%	72 - 23%	25 - 8%	1 - 0%	8 - 3%

Total Responses = 350

113

Question 10 sought to determine who attends or should attend school board inservice activities such as workshops, seminars, conventions, or tours. Although the question had been tested previously, the responses indicated some confusion with the format. Nevertheless, certain trends can be noted. Respondents felt more people should attend meetings than are presently attending them. The largest difference between those attending and those who should pertained to candidates for the board. Four times as many respondents felt more candidates for the board ought to be included in inservice meetings than are presently included. The responses also indicate that inservice as it is conducted involves mostly board and key staff. Experts were asked who should attend inservice meetings. They felt strongly that only board and key staff ought to be involved. Table 32 describes these data.

Table 32

ATTENDANCE AT BOARD INSERVICE ACTIVITIES

	Attends Activities	Should Attend	Experts Should Attend
1. Board Member	241	249	8
2. Key Staff	239	173	7
3. Board Candidates	28	112	1
4. District Employees	88	104	1
5. District Teachers	78	86	0
6. Citizens	33	86	0
7. PTA Members	37	84	1
8. Advisory Committee	57	98	1
9. Students	64	86	0
10. Newspaper or TV	40	81	1
11. Other	6	12	0

Question 11 asked respondents to describe how they thought most board members wanted to learn about a new subject. The response was overwhelming. Of the 303 responses to the question 69 percent wanted to visit a site where the problem was handled correctly and 57 percent wanted either to attend an expert lecture or meet with an

expert over lunch. Only 24 percent wanted most to learn from their superintendent. These data are illustrated in Table 33.

Question 12 asked board members to rate the resources and opportunities that help a person become an effective board member and to leave blank any with which they had not come in contact. Table 34 presents the aggregate data. In general, the data show board members rely on conversations for their development more than they rely upon personal experiences or upon reading books, magazines, newsletters or handbooks.

The five most helpful items were conversations with the superintendent, school business staff, district administrators, board colleagues, and curriculum staff. The five least helpful were reading NSBA newsletters and magazines, experiences with the local board prior to serving on it, training as an educator, reading education magazines, and reading "The American School Board Journal."

Items most frequently experienced by board members were also primarily conversations: conversations with the superintendent, with board colleagues, and with district administrators. Also frequently mentioned were reading state school boards association letters and conversations with students and teachers. Items least frequently experienced were reading educational magazines, attending

Table 33

CHOICE OF OPPORTUNITIES FOR LEARNING

	Opportunity	Number of Responses	Percent
1.	Attend 2-Hour Expert Lecture	130	42
2.	Talk with Expert Over Lunch	42	13
3.	Listen to Audio Tape Cassette	0	0
4.	See Film or Videotape	23	7
5.	Confer Privately with Superintendent	74	24
6.	Confer Privately with Staff	32	10
7.	Confer Privately with Board Member(s)	20	60
8.	Visit a School or Site Where Topic is Handled Effectively	208	66
9.	Read Articles or Books Selected by District Staff	36	12
10.	Read Articles or Books Selected by Yourself from a Library	16	5
11.	Other	7	2
	Total Responses	303	
	Missing Responses	10	

Table 34

PEOPLE, RESOURCES AND OPPORTUNITIES HELPING
PERSONS BECOME EFFECTIVE BOARD MEMBERS

Ranking	Item	Number of Responses	Percent of Responses	Mean
1.	Conversations with Superintendent	302	96	6.15
2.	Conversations with School Business Staff	279	89	5.62
3.	Conversations with District Administrators	299	96	5.60
4.	Conversations with Board Colleagues	302	96	5.60
5.	Conversations with Curriculum Staff	273	87	5.46
6.	Conversations with Board President	286	91	5.37
7.	Conversations with Personnel Staff	281	90	5.35
8.	Attending New Board Member Orientation within District	234	75	5.21
9.	Attending State School Board Association Workshops	261	83	5.10
10.	Experiences as a Parent of School Kids	282	90	5.01
11.	Conversations with Teachers in District	296	95	4.92
12.	Conversations with Students in District	297	95	4.90
13.	Attending NSBA Workshops	194	62	4.87
14.	Conversations with Community Leaders	283	90	4.82
15.	Attending New Board Member Orientation Outside District	224	72	4.82
16.	Attending NSBA National Convention	226	72	4.81
17.	Personal Experience in Profession	275	88	4.75
18.	Conversations with Voters in District	293	94	4.75
19.	Attending State School Board Conventions	249	80	4.70
20.	Reading State School Boards Association Letters and Magazines	299	96	4.64
21.	Formal Events at Out-of-District Meetings	272	87	4.40
22.	Previous Experience on Other Boards	234	75	4.40
23.	Reading a Handbook for New Board Members	281	90	4.38
24.	Previous Work Experience in a School District	215	69	4.37
25.	Informal Conversations at Out-of-District Meetings	273	87	4.36
26.	Reading the "American School Board Journal"	267	85	4.35
27.	Reading Education Magazines	155	50	4.34
28.	Training as an Educator	215	69	4.30
29.	Experiences with Local Board Prior to Serving on It	251	80	4.22
30.	Reading NSBA Newsletters and Magazines	257	82	4.17
Total Responses		313		

NSBA workshops, previous work experience in a school district, training as an educator or attending a new board member orientation outside the district.

Constraints on Board Members

Question 8 asked respondents to rate a series of constraints in terms of their impact on board members. "One" was considered very constraining and "seven" not constraining. Generally speaking, none of the items were rated very constraining. The highest mean value was 3.81. The most constraining item was time, with business and family vying with board service. Lack of board interest and pressure to conserve funds were also critical. For Pennsylvanians, the best time for inservice is in the evening; the worst, weekends. These data are presented in Table 35.

Table 35

CONSTRAINTS ON INSERVICE PROGRAMS

No Time; Business Competes	3.81
Lack of School Board Interest	3.66
Pressure to Conserve Funds	3.65
No Time; Family Competes	3.59
Poor Quality of Events	3.15
Weekend Meetings Badly Timed	3.13
Lack of Personal Funds	3.03
Weekday Meetings Badly Timed	2.98
Meetings are Too Long	2.88
Evening Meetings Badly Timed	2.72
Lack of Board President Interest	2.42
Embarrassment Over Personal Ignorance	2.35
Lack of Superintendent Interest	2.06
Lack of Interest on My Part	1.93

Total Responses = 313

The Interviews

Fourteen districts throughout the Commonwealth of Pennsylvania were interviewed in detail about their local board development program. The districts were selected because they said they had a formal board development program, had someone in charge, had at least one policy,

and had funds allocated in the budget. As was shown
earlier in the chapter, the districts came from all over
the state except from the Northeast. The majority lay in
the Southeast and were suburban districts. No fourth
class districts even approached the interview criteria.
Most had budgets of less than twelve million dollars,
although two had budgets over twenty-four million. Ten of
the fourteen districts sported a budget surplus and the
others broke even.

Of the superintendents interviewed, all but two
had Doctorates and the average length of tenure was 7.5
years. The average length of board member tenure in the
districts interviewed was 6.3 years.

The interviews themselves dealt with several areas:
the organizational structure of the district, the mission
and structure of the board inservice program, program
decisions, board development activites, knowledge use, and
board/superintendent relations. In all districts the
superintendent was interviewed. In nine districts inter-
views were held with the board president; in three, with a
knowledgeable board member; and in one, with the assistant
superintendent who had been a part of the district for many
years. The interviews took approximately one to one-and-a-
half hours and respondents were interviewed separately.

Most interviews took place at the board office. Where board members were unable to take time from work, they were interviewed on the job: in an elementary school, a library, and a geriatric hospital.

To confirm statements made in the interviews, several steps were taken. Each district was asked for back-up information such as policy statements, budget statements, or program agendas. Where information was impossible to xerox, it was carefully examined. Where relevant, this information can be found in the appendices to this study. Finally, in certain cases, actual board meetings were attended.

Organizational Structure

The initial question on the superintendent interview form pertained to district and board organizational structure. As the interviews developed, it became evident that a description of the organization of the district was not directly relevant to the question of board inservice. The district organizational charts had usually been developed by the present superintendent and had been in effect for the duration of the superintendent's tenure in the district.

In terms of board organization, twelve of the districts utilized a committee system and two operated as a committee of the whole. Where there were individual committees, in all but one case they were appointed by the president. Although board members several times served on more than one committee at a time, they tended to stay on these committees as long as they wished or the president saw a need. In most cases committees were made up entirely of board members; however, in one district principals served as committee members; in two others, central office administrators were members; and in one district there were lay committee members. The board presidents were elected, and only in two incidences was seniority a consideration. In two districts board members had served as president for more than 4 years.

In each district being interviewed, a wide variety of district personnel was involved in board development work--cafeteria workers, teachers, administrators, etc. The areas and personnel reflected the issues confronting the individual district. Thus, where the sports program was a major issue, athletics coaches were involved; where a district food service contract was up for renewal, cafeteria personnel were involved.

Question 1b on the superintendent interview asked superintendents to describe their role in relation to the school board. Nine of the fourteen superintendents interviewed described themselves as "Chief Executive Officers" of a district. One simply said he was the district "leader" and one, an "orchestrator." Two superintendents described themselves as part of a "shared" management team and one superintendent did not answer specifically. A list of secondary descriptions appears in Table 36.

Table 36

SUPERINTENDENTS' DESCRIPTIONS OF THEIR ROLE
IN RELATION TO THE SCHOOL BOARD

- To interpret and carry out board policy

- A professional

- To administer schools

- To be a third force in the community

- To act as the board's advisor

- To orchestrate the decision making

- The board is always in control

- A leader, executive head of the district

- They should have no doubts as to who's in charge here during a crisis and every day and night

- I make recommendations and try to have the board make decisions as they should.

Mission

Question 2 on the superintendent questionnaire and Question 1 on the board member questionnaire asked respondents to describe the purpose and structure of their school board inservice program. Probes focused on policies, preservice orientation, new board member orientation and ongoing development. Table 30 in the previous section statistically showed in which areas the districts interviewed said they had policies. Sample policies can be found in Appendix H. To summarize, however, the weakest area for policy statements was for preservice education: only four districts had policy statements and only two of the ten without statements felt they should. The largest number of policy statements were geared to visits to conventions: eleven districts had policy statements.

The types of programs differed widely among the fourteen districts depending on the type of district, the geographical area to be covered, the superintendent, the history of the district, and a whole variety of factors. Furthermore, as many of these districts had a very low board turnover, there was little need for either pre-election inservice or orientation. Thus, those programs existed either in policy or on paper. Nevertheless, the following generalities could be observed. Overall, pre-

service education for prospective board members, where it existed, was done on an individual basis. The superintendents made available to candidates information about the structure of the schools, gave them NSBA and PSBA handbooks, invited them to board meetings, and offered to talk with any candidates who wanted help. In a few places, candidates were put on the mailing lists, invited to any board development sessions and sent all backup board material before meetings. In one district the superintendent held two pre-election formal meetings with his assistants--one to explain the workings of the board and district, and one for questions and answers. At the other end of the spectrum, several districts flatly refused to be involved in any pre-election inservice, saying they felt the school district should remain apart from the political process.

Orientation programs in nine of the fourteen districts interviewed were in the hands of the superintendent. In two, the board president was in charge; and in three others the board president and superintendent shared responsibility. Content was organized into three general areas--background on the district: the legal and financial history, its personnel contracts, its instructional programs, and its goals; information about being a board member: a review and explanation of the policy

manual, the functions of a school board member in and out of committee, and the roles of school board members within the district; and some "how to" information: how to read and develop the budget, conduct negotiations and operate during board meetings.

Content was disseminated in several ways. In some districts, the superintendent simply went to the home of the newly elected board member(s) with the district policy book, PSBA and NSBA handbooks, and budget information packed in a briefcase. Other districts, especially where there was more board turnover, tended to have a more formal program involving the superintendent, his staff, the board president, vice president, and even the entire board. Often these programs involved three to five evenings of presentations done by various components of the school system. A combination of the formal and informal, where the superintendent sat down with a board member for an afternoon and the board member also met with staff and board, was also utilized. The time commitment varied from one afternoon to four or five evenings or three home visits. Four of the districts advocated a retreat in January with new board members, as well as old, to help set goals and also provide new members an opportunity to sit down and get acquainted with more experienced members. Lastly, a very popular link in the new board

member orientation process was the orientation and in-

formational seminars conducted by PSBA and the local

Intermediate Units (IUs). All districts had attended at

least one PSBA session and one IU session. At the

sessions, board members had an opportunity to meet members

from other districts; hear PSBA and IU officials discuss

the roles and functions of board members as well as provide

information on a variety of topics of interest; and to hear

how local superintendents, board presidents, or other local

district personnel dealt with problems relevant to their

particular geographic region.

Ongoing board development programs were also

highly varied in the fourteen districts interviewed. Some

were highly complex, formal operations and others barely

qualified as a formal ongoing program. Only one district

interviewed really did not have a qualifying program.

Overall, in eight districts, superintendents ran the

program; in three, the responsibility was shared with the

board president, and in two, the board president was

responsible for board development.

In eleven of the districts board development in-

volved some sort of formal goal setting. Usually the

goals set were district goals rather than specific goals

for the board. Only in two districts did the board

specifically set its own personal goals and then evaluate

its performance. A frequent way of setting goals was to take the board away for a retreat either overnight or for a day and discuss priorities. In six districts boards went to a hotel, a local college, or the like to plan. Others did their planning at the PSBA summer three-day session at Bucknell University. Often at these retreats, district administrators were invited to participate in the planning process. The boards usually did not evaluate their specific performance in attaining the district goals. Rather, evaluation usually was of the superintendent's performance.

Only six of the fourteen districts (43 percent) said they had a formal assessment of board member needs. The interviews indicated that four was a more realistic number. Usually the superintendent informally checked on subjects board members wanted to cover. The local inservice content was determined by issues the district was facing over the next year or a selection by the superintendent of topics he/she considered to be important.

The two major vehicles for providing inservice were through board committee meetings and subsequent reports and through information packets handed out by the superintendent. In some incidences, superintendents provided board members with a lot of information and then gave specific recommendations. In others, superintendents

innundated their boards with data, the boards read the material, said "help," and asked the superintendents for explanations. Committee meeting times usually were in the evening on a night other than that of the regular board meeting. Two districts, however, where board members lived and worked in close proximity, held luncheon meetings, thus freeing the board member's evening. In one district, each committee included members of the school management team in order to encourage understanding and facilitate the flow of information. In most districts, central office administrators served as advisors to the committees.

Official board meetings in most of these fourteen districts were not used for inservice but were to transact board business. The general feeling was that if board members had enough information, meetings would be short and without conflict. Thus, those of the fourteen districts that had broad ranging board development programs tended to have short official meetings (one-half hour or less), while the other districts had longer meetings. A notable exception was a district that made a point of including principals at board meetings as non-voting members, having them sit at the table with the board and participate in the discussions, providing input and information. The goal was to encourage the concept of education as the product of shared governance.

To provide board members with additional knowledge and skills most districts had special sessions. Some were pre-meeting sessions conducted an hour, several days, or a week before the regularly scheduled board meetings. During these sessions board members went over the various items on the formal meeting agendas and asked any necessary questions. These sessions were led by the superintendents. A second type of special session was one concerned with providing information on a particular topic. Eleven of the fourteen districts interviewed had special sessions on topics of interest--the art program, evaluation, energy, microcomputers, the budget. Timing varied widely. Some sessions were held after the regularly scheduled monthly meeting; some, once every six weeks; some, once a month. Sometimes the sessions were motivated by a problem facing the district--declining enrollment, a building project, or impending contract negotiations. Usually they involved a wide variety of speakers, from the traditional superintendent to teachers, local administrators, businessmen, state and city officials, or private citizens. In one district over 150 citizens were working on various educational task forces that reported to the board on various subjects of district concern. A second district had monthly dinners with the board and groups involved in the educational process--teachers, custodians, secretaries, etc. During

these dinners there was an opportunity for these groups to get to know each other as well as share information.

Another aspect of local inservice involved school inspections. Visitations were encouraged by all the districts. Usually board members were asked to inform the school principal of their impending visit. A few superintendents required that board members clear their plans with them before visiting schools. Frequently, however, visitations were actually plant inspections and were held on Saturday when school was not in session. One district rented a large bus, asked board members to bring lunch, and went off on a tour of the facilities. Also mentioned was the rotation of board meetings among the various schools in the district.

Local board development programs also included travel to out-of-district functions. The most popular place to go was to a PSBA meeting. Every district interviewed had members participate in PSBA meetings. The next most popular out-of-district functions occured at Intermediate Units. Board members interviewed cited the high quality and specific relevance of IU meetings. In Pennsylvania, one board member is delegated to serve on the IU board and represent his/her district permanently at the IU level. Interestingly, only 50 percent, or seven of the districts interviewed, sent their board members to the

NSBA national convention, although eleven (79 percent)
went to PSBA state conventions. Six districts made use of
activities sponsored by the Tri-state or University of
Pennsylvania Study Councils as well as NASDA and SHASDA
sessions. Two districts sent members to AASA and one took
the entire board to Newport News, Virginia for a staff
development training session. Despite the variety of
out-of-district programs cited, certain trends emerged.
Board members were traveling less as time and costs
pressured them, and they indicated that they felt that ✓
local programs were more pertinent for their needs.

Program Decisions

Question 3a on the superintendent interview and
Question 2a on the board member interview asked about
historical factors affecting the development of the board
inservice program in each local district. Table 37
summarizes the responses. A major issue involved the
strong leadership qualities of the superintendent. Six of
the fourteen districts interviewed explained that the
previous superintendent had left the district in chaos and
the board had found themselves trying to manage the
district. To avoid such a problem, board members
consciously sought out a strong Chief Executive Officer

(CEO). Two other districts simply said they preferred a strong CEO.

Table 37

HISTORICAL FACTORS AFFECTING THE DEVELOPMENT
OF A SCHOOL BOARD INSERVICE PROGRAM

Factor	Number of Districts	Percentage
District in turmoil. Needed CEO	6	43
Initiated by superintendent	6	43
Combined intiative of superintendent and president	1	7
Predecessor initiated	3	21
Board sought CEO	2	14
President initiated	1	7
Board likes functions	2	14
None	1	7

In six districts, the board development program was initiated by the superintendent; in three, it was inherited from the previous superintendent; in one, it was the result of the combined initiative of the superintendent and president; and in one, the program was the result of the president. In two districts, the board enjoyed going to

development functions and one district had no historical reason for the program.

Question 3b on the superintendent interview and 2b on the board member interview asked how districts decided on the programs for board development--the role of board members, of superintendents, administration, and other factors in the decision making process. Overall, board member roles differed widely from district to district. The most popular ways board members were involved in inservice are listed below.

- They set and approved policy--they determined whether inservice would be a formal part of district operations

- They requested that items be put on the agendas

- The board president's leadership was critical. He was the organizer who made things run smoothly. Often he met with the superintendent to set agendas. He also could tell board members to do things they would resent doing if the superintendent made the request

- Board members simply told superintendents what was to be part of their training and told him to do it

- Board committees instigated discussions and made recommendations to the full board and superintendent

- The board gave the superintendent permission to act

- The board worked with the superintendent to develop goals and prioritize needs. These were then translated into action plans by the superintendent.

The role of the superintendent in program decisions also varied widely from district to district. Generally superintendents have one or several of the following roles in program decisions:

- Superintendents set the agenda for meetings, frequently in consultation with the board president

- He is the chairman of the board and in charge of inservice

- The superintendent is the facilitator, suggesting, giving ideas, recommending

- The superintendent listens to the needs of the board, interprets the needs, and develops programs based on board parameters

- The superintendent reports to the board and to committees.

District staff supports the superintendent. They can help him develop agendas based on board parameters; work on and through committees, either as facilitators or setting the actual agenda; and they can also make suggestions at meetings informally.

State mandates influence board development programs in some interesting ways--some overt and some subtle. The most dramatic programmatic influence is related to Pennsylvania's school improvement plan--Educational Quality Assessment (EQA). EQA requires that districts go through a phased evaluation of all their programs, develop goals and objectives, and involve the total community in this educational improvement plan. The districts interviewed

were each in one of the phases of EQA. This forced boards to learn about, evaluate, and develop plans to improve the educational performance of their district.

Secondly, states influence board inservice programs by their own mandated programs (special education and gifted education) as well as by their regulations and laws. Whether districts participate in state programs such as the gifted or decide to run their own, often they have to understand what these state programs entail and what regulations must be followed. Laws such as Act 195 mandating collective bargaining impact greatly on inservice programs for board members. They force boards to acquire skills in areas not previously tapped.

In some respects, state laws can also hinder in-service. They restrict the number of conferences that can be attended and restrict the amount of money that districts can allocate for board development per day. In Pennsylvania, board members are allowed thirty dollars a day for conferences. Given the price of hotel rooms, that amount is hardly sufficient to cover costs.

Community groups influence program decisions for board development. In seven of the districts, communities impacted strongly on program decisions. In the other seven, the community role was very small. Involvement was through the following means:

- Task forces--the board established task forces on issues important in the district. Task forces acted as researchers or investigators, broadening the board's responsiveness. They made recommendations to the board to be accepted or rejected and were especially involved in long range planning

- Official Citizens Advisory Committees--that made suggestions to the board and did research. These are state mandated

- Pressure groups--these restricted board inservice often on the basis of conserving funds

- Individual suggestions made at board meetings or privately for programs.

Needs assessments played a more significant role in program decisions than did evaluations. Most of the needs assessments were done as a result of EQA, although six districts reported having a formal process outside of EQA. These assessments were then translated into action plans by the superintendent and his staff or by the board and superintendent. Three districts had absolutely no regard for needs assessments.

Formal board evaluations were uncommon. The general concensus was that formal evaluations could harm board frankness and dialogue. Only one district reported a formal evaluation and claimed to apply results to program decisions. Three described informal board evaluations, but didn't necessarily tie them into board development programs.

PSBA, IUs, universities and other institutions did not influence local district program decisions. Occasionally members spoke in the district on invitation, but local programs were decided apart from what these exterior organizations had to offer.

Knowledge Transfer Activities

Questions 4a on the superintendents' interview and 3a on the board members' interview asked what benefits, what knowledge, skills or products should board members develop or receive as a result of the board development program. In a sense, this question was another way of looking at board member needs. Both superintendents and presidents felt members needed first of all to understand what is going on in all the different educational areas in order to make long lasting decisions, set priorities, and generally "meet the needs of the community from an educational point of view." Secondly, board members needed to be able to communicate with the public about what is or is not happening, to "articulately represent in layman's terms what the school district is doing." "To eliminate individual biases and act for the good of the whole" was a third need of board members. Fourth, board members needed to "understand their role of setting policy, providing

resources, and approving the program." Additional needs of board members cited in the interviews were listening skills, self-discipline, control, and a perspective on their own district in comparison with others. Finally, an item often mentioned was "the technique of asking the right questions at the right time."

Question 4b on the superintendents' questionnaire asked them to list some of the more effective strategies and tactics they used to help board members receive the benefits listed above. These strategies and tactics reflected the district characteristics, superintendent characteristics, and board characteristics. For example, a small town where the district covered only five square miles could have luncheon meetings, where a district covering 197 square miles could not. Strategies and tactics can be divided into three groups: personal strategies and tactics, relations with the board, and activities.

The personal strategy and tactic most often mentioned by superintendents was that of honesty, brutal frankness, complete disclosure. Be sure the board is totally informed. One superintendent commented that if board members were informed, they worked with the superintendent to solve problems. If they were uninformed, they blamed the superintendent when problems arose. A second tactic was thorough preparation for meetings.

A third area was that of the personality and assurance of the superintendent. As one superintendent said "a lot is personality, my personality." Other personal techniques mentioned were a sensitivity to individual board member needs that enabled the superintendent to anticipate a problem and "preservice" the board member, and the ability to instill confidence in the board that the administration can do its job effectively.

Strategies and tactics relating to board relations were highly varied and sometimes contradictory. The most frequently mentioned was to treat all board members the same way and to never socialize with individuals. A second important tactic was to let the board "stick their necks out" on issues and, in return, let them get the credit. To assume that the board does not have full knowledge of what is occurring is a third strategy mentioned. If a superintendent always assumes he has to provide his board with backup information, he will never be caught with an uninformed board. Other strategies and tactics included keeping the president totally informed and up-to-date and giving prompt attention to board members' requests for information.

On the social side, several superintendents suggested going out for sandwiches or the like after a meeting and not discussing politics. "None should leave

mad." Another superintendent had an annual party at his house and a third always took his new board members to lunch. In this way he established a relationship with the new member and found out where his/her concerns lay.

Special activities used by superintendents resembled a cookbook array of recipes. The following list summarizes the array.

- Establish ground rules before taking the job and clearly define the role of the superintendent

- Insist on formal goals and objectives adopted by the board--a plan of action

- Hold meetings at other schools, especially for committees such as the property committee. If done during the day, members can see the school in action

- Have a board retreat to get acquainted and plan goals for the year

- Take a Saturday school bus tour of the facilities. Have a picnic lunch or bring doughnuts

- Have breakfasts where state legislators are invited

- Innundate the board with resource material, handed out early enough for questions. In this way they will come to the superintendent for explanations and recommendations

- Limit the resource material to the essentials and provide board members with recommendations

- Have a special number board members can dial where they can receive a taped, up-to-date, daily report on what is happening in the schools

- Hold a press conference the afternoon of a board meeting. Go over the agenda and give press representatives the backup material

- Post highlights of board meetings in schools, grocery stores, and other public places for all interested parties to see

- Monthly dinners with the board and groups involved in education--janitors, teachers, secretaries, parents--where a free exchange can take place.

Three strategies deserve special mention. One superintendent has management team members (principals and administrators) participate as active members of all board committees. In this way each side can learn how the other operates as well as share information. A second superintendent has principals sit at the table at all board meetings. Although they cannot vote, they can participate in all discussions and act as resource people. In this way the principals see first hand how board decisions are made and the board hears facts from the people close to the situations. Finally, a third superintendent uses the community as researchers for the board. He and the board have over 150 people involved in various task forces on issues of concern--class size, school finance, curriculum, etc.--and these members present detailed reports and recommendations to the board. Not only do they contribute to general board knowledge, but they force board members to keep current. If board members have to respond to an informed citizenry, they have to be informed themselves. Further, the task force strategy allows board members to

see issues from several perspectives--their own, the administration's, and that of a citizen task force.

Question 4c on the superintendent's interview and 3b on the board president's asked what special skills or qualities were the key to a superintendent's success in working with boards. According to respondents a superintendent should:

- be honest with the board and public. If he/she does not know, don't lie. There should be no surprises for the board

- be knowledgeable of the total educational operation, especially finances. He/she should not leave things to subordinates

- be caring, understanding, and compassionate

- not use his job as an "ego trip." He/she should be humble, be willing to share, be able to lose, be able to accept the plusses and minuses of the job

- not play politics. The board should be treated impartially. The superintendent should be a diplomat. If a board member has to be dealt with, let other board members deal with the member

- have good communications skills. He/she should be an expert in public relations, be accomplished in public speaking, and speak to issues in a language board and community can understand

- care for and nurture the board, anticipate their needs, listen and be a psychologist

- have an inquiring nature, the ability to "look at what is chaotic in a board member's eyes, see harmony, and represent that harmony in intelligent language"

- be flexible and willing to compromise

- remember he/she is a servant of the public and that the aim of the job is the development and maintenance of an educational program

- have highly developed organizational skills

- have "intuitive brilliance," mastery of the "art of being on top." He/she should exercise leadership as opposed to management

- have spent a reasonable time in the field

- have respect for the dignity of the position

- have a feel of the community, be visible. The community has to know him/her as he/she is their educational leader.

Question 4d on the superintendent's interview and 3c on the board president's asked what were some characteristics of boards in general and their boards in particular that affected whether they benefitted from the inservice information provided them. Respondents noted twelve characteristics. According to them, board members should:

- be interested and dedicated to the principles of public school education

- be objective, willing to listen and learn, receptive and open. They should have an inquiring mind with no "axe to grind"

- be team players, not cliquish, not backbiting, not prima donnas

- be intelligent, have good common sense, and be dependable

- be sympathetic and compassionate

- be aggressive, willing to express themselves and stand up for their convictions, self-confident

- be committed and willing and able to devote time to the process

- be thick skinned, tenacious, mentally tough

- be willing to reflect the community and able to determine the feel of the community

- be able to get along with a multitude of different types, accept majority rule and yet respect each other

- realize their own limitations

- have respect for the value of training.

Knowledge Use

One approach to this topic was to ask board members and superintendents first to identify an area or areas in which they had concentrated the greatest part of their inservice efforts over the past year. Then they were asked to describe the effort within this area, the changes that were made and the evaluation that was conducted. As the interviews proceeded, it became obvious that the result of the actions measured the success or failure of the operation. Table 38 provides a brief summary of the interview data.

Question 5d on the superintendent's interview and 3g on the board interview asked what informal inservice practices board members engaged in to help acquire the necessary knowledge and skills. By far the most common

Table 38

LOCAL BOARD AREAS OF DEVELOPMENT, ACTIVITIES UNDERTAKEN, AND RESULTS OBTAINED

	Concentration	Problem	Inservice Action	Result
1.	Special Education	School district operate its own classes	Had speeches and presentations by Intermediate Unit Director, Special Education Director and Superintendent	Backed Superintendent. District decided to educate its own special education students. Left I.U.
2.	Evaluation and Supervision	Incompetence of older central office staff	Superintendent worked informally with Board. Explained function of an evaluation program and early retirement	Board approved strategy. Had no union problems. Saved money through early retirement of administrators
3.	Reorganization	Declining enrollment	Developed timeline with the board for action. Board organized a task force and developed a tabloid for community. Government consultant reviewed task force report and presented comprehensive report to board and community	Three years allowed time for action. Planning was organized. Board was supportive. Made a tentative decision on schools
4.	Finances	Raise the mill rate	Superintendent spent four hours in two meetings before budget meeting. Explained where money came from. Showed projections. Invited principals, press and public	Got ten mill raise. Board understands how to talk finances to legislators. Plan reduced tension, led to understanding between community and board
5.	Administration	Working with new superintendent	Superintendent showed board the management support team and how it was used. He trained administrators and had them come to board meetings and explain process	Got board support for team approach
6.	Transportation	Whether to change bus services	Had consultant come and do a study of the system and report to board. Superintendent also worked with board	Board accepted consultant's recommendations
7.	Finances	Collecting delinquent taxes	Superintendent taught board about law. Committee Chairman raised suggestion. Solicitor provided board inservice	Collected $250,000 in back taxes. Board can knowledgeably review taxing procedures
8.	Buildings	Addition to school	Superintendent was primary board resource person. Former Secretary of Revenue talked on financing. Architect and staff provided dialogue with the board	Built bigger and better facilities
9.	Negotiations	Impending strike	Began in January preparing for strike possibilities in September. Talked about contract process and developed a proposal. Established Administrative Advisory Council to work with Board. Had PSBA at a public seminar. Superintendent discussed board conduct during strike. Met twice a month before strike and twice a week during	Held all management rights. Signed agreement in January. Met later with Superintendent to evaluate actions, discuss changes, and how to avoid the next strike
10.	Energy	Save energy and money	Property committee recommended study. Superintendent suggested consultant from neighboring district. Consultant spoke at workshop open to all interested	Board approved recommendations and got federal money for project
11.	Policies	Update policy book	Worked on two policies, meeting with superintendent, prepared draft policies and a list of areas where new policies were needed. Superintendent prioritized policies at board's request. Board went to PSBA and NSBA policy clinics	Approved changes and developed new handbooks
12.	Policies	Create policy manual	Superintendent and Administration explained need to board. Solicitor came and met with board. Had five or six discussion meetings with superintendent and administrators	Developed manual. Learned board roles
13.	Buildings	Sale of property	Topic raised at inservice meeting. Board assigned it to a committee. Administration gathered information. Board organized community task force. Task force made recommendations to the board	Board recommended soliciting bids. Sold building profitably
14.	Curriculum	Board support for teacher inservice	Sent board member to participate in teacher program. He then met with board and explained program	Board voted money for teacher inservice program

response was reading, especially PSBA publications: The "Bulletin" or the "Information Legislative Service." Superintendents and members also shared articles of interest that appeared in newspapers or other journals or magazines. Similarly, if a member attended a workshop, he or she would tape the proceedings to share with the board. Other responses included:

- visiting schools outside the district
- attending workshops, especially PSBA workshops
- holding discussions with other school board members
- corporation contacts
- working on a one-to-one basis with a board member who needs help
- meeting informally with principals
- working in another school district
- volunteering in the district schools.

One board president even tried to initiate a series of formal sharing sessions with other board presidents in the area. Several of the local superintendents opposed this idea, however, and discouraged the practice.

An attempt was made in the board member interview to determine exactly how many board members had attended workshops or seminars and which workshops and seminars were attended. Question 3e on the board interview form sought

this information. Often, however, the member being inter-

viewed did not know or remember exactly; thus the data are

incomplete. Nevertheless responses seemed to indicate

that the PSBA workshops were the best attended by the

districts interviewed. The most popular sessions were the

summer seminar at Bucknell University, the New Board

Member Orientation, and the Act 195 Update on collective

bargaining. Boards were often not traveling: seven

boards were not represented at the NSBA convention.

Finally few people used the universities. The only

university workshops mentioned were those provided by the

study councils. Table 39 summarizes data that is fairly

complete.

Question 3f on the board member questionnaire

asked how many board members had visited schools within

and outside the district. With one exception, board

members said that all their board members had been in

schools within the district; yet they were not sure if

members had been in all schools. The exception was a

district that had experienced a strike recently leaving

much ill-feeling in the schools.

When asked how many members visited schools outside

the district, the responses were incomplete. Nevertheless,

seven districts reported that no board members visited

schools outside the district. Of the districts where

visitations occurred, usually the school visited was the
vocational/technical school. Three boards reported having
educators working in other districts as local members.
Thus these educators had been in other district schools.
Table 39 summarizes data that are fairly complete.

Table 39

CONFERENCE OR WORKSHOP ATTENDANCE

Type of Meeting	Average District Board Attendance	Number of Responses
PSBA State Convention	3 members	11
NSBA Convention	1 member	12
PSBA Workshops	4 members	10
IU Workshops	3 members	8

Board/Superintendent Relations

The last group of interview questions sought to
acquire data on how often information was communicated
among board members, board president, and superintendent;
the ease of communication; how well-informed respondents
thought their board was on district educational matters;
and what district factors encouraged or inhibited
communication.

Question 6a on the superintendent interview asked

on the average, how many times a week did the superintend-

ent talk to his board, and Question 6b asked the identical

question with reference to the board president. Question

5e on the board questionnaire asked on the average, how

many times the board member questioned talked to his or

her superintendent during the week. The comparative data

are presented in Table 40. As the table illustrates, most

superintendents and boards communicate less than five times

a week on an average and never more than twelve.

Table 40

AVERAGE WEEKLY FREQUENCY OF
SUPERINTENDENT/BOARD COMMUNICATIONS

| | 0 - 4 | | 5 - 8 | | 9 - 12 | | 13+ | Number of |
Communication	#	%	#	%	#	%		Responses
1. Superintendent talks to Board	9	64	3	21	2	14	0	14
2. Superintendent talks to Board President	11	78	3	21	0	0	0	14
3. Board Member talks to Superintendent	9	69	3	23	2	15	0	13*

*One member did not respond

Question 6c for superintendents and 5g for board

members asked whether board members usually initiate

contact with the superintendent, he or she with them, or

if the initiation is about even. The responses shown in

Table 41 indicate that most board members and superintendents (57 percent) feel that each group initiates contact with the other about evenly. Interestingly, more superintendents feel they initiate contact with their board members and more board members feel they initiate contact with their superintendents.

Table 41

INITIATION OF CONTRACT BETWEEN BOARD AND SUPERINTENDENT

Respondent	Board Initiates		About Even		Superintendent Initiates		Number of Responses
	#	%	#	%	#	%	
Superintendent	2	14	8	57	4	29	14
Board	5	36	8	57	1	7	14
Total	7	25	16	57	5	18	28

Question 6d asked superintendents how informed they thought their board was on educational matters in the district and Question 5d asked board members how informed they thought their board was. All respondents thought their boards were either very well or moderately well informed. Board members seemed to be more critical of themselves, however. Forty-three percent said they were moderately well informed while only 21 percent of the

superintendents thought their board moderately well
informed. These data are presented in Table 42.

Table 42

BOARD KNOWLEDGE OF DISTRICT EDUCATION

Respondent	Very Well Informed		Moderately Well		Moderately Poorly	Very Poorly	Number of Responses
	#	%	#	%			
Superintendent	11	79	3	21	0	0	14
Board	8	57	6	43	0	0	14
Total	19	68	9	32	0	0	28

Question 6f asked superintendents how easy it was
in their district for board and administration to get
together and share information. Question 5g asked the
same question of board members. The responses are
presented in Table 43. With one exception, respondents
feel that it is easy to share information in their
districts. Board members especially feel the ease of
communications.

Table 43

EASE OF SHARING INFORMATION

Respondent	Very Easy		Moderately Easy		Moderately Hard		Very Hard		Number of Responses
	#	%	#	%	#	%	#	%	
Superintendent	11	79	2	14	1	7	0	0	14
Board	13	93	1	7	0	0	0	0	14
Total	24	86	3	11	1	3	0	0	28

Question 6e asked superintendents how supportive they felt their board president was of their work with the board. The responses are presented in Table 44. As the data show, most superintendents interviewed feel their board presidents are very supportive of their board work.

Table 44

SUPPORTIVENESS OF THE BOARD PRESIDENT

	Very Supportive	Moderately Supportive	Not too Supportive	Not at all Supportive	Total
Number	12	1	1	0	14
Percent	86	7	7	0	100

Question 5a asked board respondents on the average,
about how many times a week they talked to their board
colleagues about problems or issues in the district.
Question 5b asked those board members who were not presi-
dents, how many times they talked to their president during
an average week. These data are presented in Table 45.
Overall, the data show that most members (69 percent)
communicate less than four times a week.

Table 45

AVERAGE WEEKLY FREQUENCY OF BOARD MEMBER AND
BOARD PRESIDENT COMMUNICATIONS

Communication	0 - 4		5 - 8		9 - 12		13+		Number of Responses
	#	%	#	%	#	%	#	%	
Board member to Board Colleagues	9	69	4	31	0	0	0	0	13*
Board member to President	4	100	0	0	0	0	0	0	4

Question 5c on the board interview sought to deter-
mine if the board president initiates contact with his or
her board colleagues, they with the president, or if they
initiate contact evenly. As four respondents were not
board presidents, only ten answers could be considered.
Of those ten, eight said that the board members and board

president initiated contact with each other about evenly.
One president said the board took more initiative and one
said that he took more initiative.

The last two questions on both the superintendent
and board member interviews probed the constraints on
board/superintendent communications and the factors that
served to facilitate communications. Questions 6g and 5h
asked what were some of the things that made it hard for
board and superintendent to get together. Time, of course,
was the key constraint. It took time to be a good board
member. Jobs demanded time. Often work schedules kept
board members out of town traveling for periods of time.
Many board members were involved in other community
activites and had to allocate their non-working time among
various forms of community service. Additional constraints
were geography--some districts were spread over more than
200 square miles or were not contiguous--or weather. Costs
of travel were also cited as a constraint. One superin-
tendent was concerned about his difficult relations with
his board president. Finally, in one instance a board
member mentioned that some of the board lacked respect for
the superintendent.

Finally, Questions 6h and 5i asked what factors
facilitated communications. In many instances, one

district's constraints were another district's facil-

itators. For example, geography, a constraint in some

districts, was a help to others. Several respondents

indicated that theirs was a small, compact district with

board members easily available for meetings. Board

respect for the superintendent was also frequently

mentioned. Interestingly, several board member responses

noted that the superintendent had a good secretary, who

facilitated communications. Nevertheless, the most

frequently cited factors were the interest and pride of

board members in their jobs, the prestige of the office,

and the openness and responsiveness of all concerned to

all forms of board/administration efforts to share

information. The following list summarizes the factors

mentioned as facilitating information sharing:

- Informality and good social relationships that
  develop among board members. The sensitivity of
  the board to each other's needs

- The high standards of board achievements--
  professionalism

- The philosophy that "we're all in this together"

- Small compact district--accessibility

- Superintendents who have spent their life in their
  district and know the board

- Board respect for the superintendent

- Availability of the superintendent

- A good superintendent's secretary

- Well-planned, regularly scheduled meetings set up far enough in advance to allow everyone to plan

- Administrative respect for the privacy of the board members.

The final question on both interviews asked if respondents had any final comments to make about the board, the district or the interview itself. The comments made, however, present no data of use to the study.

CHAPTER 5

ANALYSIS: NEEDS OF BOARD MEMBERS

The purpose of this chapter is to analyze the data

presented in the preceding chapter relative to the plan of

study. The plan was to examine local, ongoing inservice

practices and programs for board members in the Common-

wealth of Pennsylvania in order to determine a program

that could be adapted or adopted by local districts in

response to their own needs. Four questions were asked in

the study:

1. What were the inservice needs of school board
   members as determined by experts in the field of
   school board studies, superintendents, and school
   board members

2. What local, ongoing inservice programs and
   practices have local districts and school boards
   established to meet those needs

3. According to experts, superintendents, and school
   board members, should local districts have a
   formal, ongoing inservice program; and if so,
   what kind

4. According to experts, superintendents, and board
   members, what are the major constraints on the

initiation or expansion of local ongoing inservice
programs and practices for school board members.

This chapter will address the needs of board members in

terms of:

1.   A comparison of the inservice needs of school
      board members as determined by experts, super-
      intendents, and board members

2.   A comparison of the needs of board members and
      the size, type, and finances of the district

3.   A comparison of the needs of school board members
      and their personal characteristics such as length
      of board service, occupation, education, and sex.

Chapters 6, 7, and 8 will analyze the remaining questions.

Needs of Board Members

This survey examined the needs of board members

from two perspectives--skills and knowledge of facts. The

data used in this chapter were gathered from both inter-

views and self-administered questionnaires and were analyz-

ed using a multiple discriminant analysis. The question-

naires asked board members, superintendents, and experts

to rank the value of various topics for inclusion in their

local school board inservice program. In personal inter-

views board members and superintendents were asked what

benefits--knowledge skills or products--would board members

develop or receive as a result of their inservice program.

Statistically there were three ways to draw conclusions:

1. To examine the interview data for patterns and trends

2. To rank the questionnaire means for the different variables under consideration and compare the rankings

3. To conduct F tests on the various items in order to determine if there were significant differences among the responses of various groups and the variables.

Additionally, a factor analysis was done in order to verify the item groupings on the questionnaire and to reduce the number of variables to be dealt with statistically.

No problems in interview interpretation or in ranking means arose. F tests results, however, necessitated further analysis. The number of significant differences was small overall, indicating general agreement among respondents and across variables. When differences did occur at the .05 level of significance, confidence intervals were constructed around each significant mean using the formula $\sigma_{\bar{X}} = \frac{\sigma}{\sqrt{N}}$ and multiplying by 1.96 for the .05 level of significance. Where the confidence intervals overlapped, one could assume that no significant difference did exist and that the results occurred by chance. Where confidence levels did not overlap there was reason to believe a significant difference might well exist.

The factor analysis led to the regrouping of topics for board member inservice into eight separate groups:

A. Curriculum Topics

    1.   Educational Planning

    2.   Evaluation of Educational Programs

    3.   Understanding of Instructional Program Areas

    4.   Student/School Relations

    5.   Special Educational Programs

    6.   Career Education

    7.   Accountability

    8.   Testing Practices

    9.   Student Achievement
       (Sub Group)

   10.   Population Trends and Attendance Statistics
       by Grade

   11.   Extra-Curricular Activities

B. School--Community Topics

    1.   Strategies for Public Communication

    2.   Community Politics, Government, etc.

    3.   Role and Function of Advisory Committees

    4.   Interdistrict Relations

    5.   Community Relations

    6.   State and National School Boards Association
       Services

7. Problem Solving Techniques in Policy
    Development

8. R&D for Education

C. <u>Major Board Topics</u>

1. Superintendent Selection

2. Superintendent Evaluation

3. Working Relations With the Superintendent

4. Collective Bargaining

5. Establishment of Overall Educational Goals

D. <u>Personnel/Staff</u>

1. Shape and Function of the Administrative
    Organization

2. Personnel Practices

3. Staff Development

4. Staff Evaluation

5. Salary Structures

6. Pupil Personnel Facilities

E. <u>Facilities</u>

1. Schoolhouse Maintenance

2. Facilities Planning

3. Transportation

4. Food Service

F. <u>Financial Topics</u>

1. Budget Preparation

2. Budget Interpretation

3. Business Practices for Schools

G. <u>Government Factors</u>

    1. Local Taxation and Bonding Procedures and Terminologies

    2. State Funding

    3. Federal Aid

H. <u>Legal Topics</u>

    1. Legal Responsibilites

    2. Legislative Relationships

    3. Role of School Attorney

    4. Parliamentary Procedure

The section originally entitled "General Topics" in the questionnaire was shortened to include only a core group of major topics. Two additional groups were created: "Legal Topics" and "Government Factors." "R&D for Education," "Problem Solving Techniques in Policy Development," and "State and National School Boards Association Services" were regrouped under "School and Community Topics."

The following conclusions emerged from the analysis:

    1. There is a core group of topics that belong in any local board inservice program

    2. As a whole, the needs of board members as determined by ranking topics to be included in a local program are not affected in a major way by any of the variables examined in the study

    3. There is general agreement as to the least popular topics in a local inservice program

4. Beyond the core group of topics to be included in a local program, other topics of interest depend on the issues that are current in each individual district

5. Board members want not only to acquire factual information, but to enhance particular skills. Furthermore, these skills are common to all board members across districts

The remaining pages in this section will examine each of these conclusions and their implications for the parties involved in school board inservice.

Conclusion 1: There is a core group of topics that belong in any local board inservice program.

Table 46 illustrates the overall mean rankings of the ten most popular and the five least popular topics to be included in a local board professional development program The first seven topics come from two groups-- "Major Topics" and "Financial Topics." The last three are from the legal and curriculum areas. These topics consistently rank high across all variables examined in the study. Tables 47 through 54 present the ten most important topics for inclusion according to district and respondent variables. An examination of these tables supports the conclusion that there is a core group of topics to be included in every board inservice program across all districts.

Table 46

MOST AND LEAST POPULAR TOPICS FOR INCLUSION

IN A LOCAL BOARD DEVELOPMENT PROGRAM

Ranking	Topic	Mean Response	Standard Deviation
	Most Popular		
1.	Working Relations With The Superintendent	6.44	0.98
2.	Superintendent Evaluation	6.28	1.02
3.	Superintendent Selection	6.22	1.25
4.	Interpretation of the Budget	6.19	1.05
5.	Budget Preparation	6.07	1.18
6.	Collective Bargaining	6.01	1.11
7.	Establishment of Overall Educational Goals	6.00	1.12
8.	Legal Responsibilities	5.95	1.25
9.	Evaluation of Educational Programs	5.91	1.17
10.	Student Achievement	5.83	1.15
	Least Popular		
1.	State and National School Boards Assn. Pract.	4.51	1.43
2.	Parliamentary Procedure	4.57	1.61
3.	Interdistrict Relations	4.66	1.52
4.	R&D for Education	4.71	1.38
5.	Community Politics, Gov't., etc.	4.71	1.54

Table 47

**A COMPARISON OF THE MOST IMPORTANT TOPICS TO BE INCLUDED IN A SCHOOL
BOARD INSERVICE PROGRAM ACCORDING TO THE STATUS GROUP OF RESPONDENTS**

Superintendents		Board Members		Board Presidents		Experts	
Topic	Rank	Topic	Rank	Topic	Rank	Topic	Rank
Working Rel. with Supt.	1	Working Rel. With Supt.	1	Working Rel. With Supt.	1	Career Education	1
Supt. Selection	2	Superintendent Evaluation	2	Budget Interpretation	2	Superintendent Selection	2
Supt. Evaluation	2	Superintendent Selection	3	Superintendent Evaluation	3	Working Rel. With Supt.	2
Legal Responsibility	4	Budget Preparation	3	Budget Preparation	4	Estab. of Educ. Goals	2
Budget Interpretation	5	Budget Interpretation	5	Collective Bargaining	5	Superintendent Evaluation	5
Budget Preparation	6	Estab. of Educ. Goals	6	Supt. Selection	6	Collective Bargaining	5
Collective Bargaining	7	Eval. of Educ. Programs	7	Eval. of Educ. Programs	7	Interpretation of Budget	5
Estab. of Educ. Goals	8	Collective Bargaining	8	Estab. of Educ. Goals	8	Eval. of Educ. Programs	5
Student Achievement	9	Staff Development	9	Student Achievement	9	Shape and Funct. of Admin. Organization	5
Evaluation of Educ. Programs	9	Understanding Instruc. Program Areas	9	Shape and Funct. of Admin. Organization	9	State Funding	10
						Community Politics	10

Table 48

A COMPARISON OF THE MOST IMPORTANT TOPICS TO BE INCLUDED IN A SCHOOL BOARD INSERVICE PROGAM ACCORDING TO THE LENGTH OF BOARD MEMBER TENURE

Less than 5 Years		5 to 9 Years		10+ Years	
Topic	Rank	Topic	Rank	Topic	Rank
Budget Interpretation	1	Working Relations With Supt.	1	Working Relations With Supt.	1
Budget Preparation	2	Superintendent Evaluation	2	Superintendent Evaluation	2
Eval. of Educational Programs	3	Superintendent Selection	3	Budget Interpretation	3
Superintendent Evaluation	4	Budget Preparation	4	State Funding	4
Working Relations With Supt.	5	Budget Interpretation	5	Superintendent Selection	5
Estab. of Overall Educ. Goals	6	Collective Bargaining	6	Legal Responsibilities	6
Superintendent Selection	7	Estab. of Overall Educ. Goals	7	Collective Bargaining	7
Educational Planning	8	Accountability	8	Eval. of Educational Programs	8
Collective Bargaining	9	Legal Responsibilities	9	Budget Preparation	9
Business Practices for Schools	9	Student Achievement	10	Student Achievement	9

Table 49

A COMPARISON OF THE MOST IMPORTANT TOPICS TO BE INCLUDED IN A SCHOOL BOARD INSERVICE PROGAM ACCORDING TO THE PROFESSIONAL GROUP OF RESPONDENTS

Professional		Home Maker		Educator		Manager		Other	
Topic	Rank	Topic	Rank	Topic	Rank	Topic	Rank	Topic	Rank
Supt. Evaluation	1	Supt. Evaluation	1	Working Rel. w/Supt	1	Collective Barg.	1	Working Rel. w/Supt	1
Working Rel. w/Supt	2	Working Rel. w/Supt	2	Supt. Selection	2	Budget Int.	1	Eval. of Exec. Prog.	2
Budget Interp.	2	Supt. Selection	3	Estab. of Overall Educ. Goals	3	Working Rel. w/Supt	1	Budget Interp.	3
Budget Prep.	4	Staff Dvlpmt.	3	Budget Interp.	4	Estab. of Educ. Goals	3	Supt. Selection	4
Eval. of Educ. Prog.	5	Eval. of Educ. Prog.	3	Budget Preparation	5	Supt. Eval.	5	Supt. Evaluation	5
Estab. of Educ. Goals	6	Salary Structures	6	Supt. Eval.	6	Budget Preparation	5	Budget Preparation	5
Supt. Selection	7	Budget Preparation	6	Collective Barg.	7	Supt. Select.	7	Estab. of Educ. Goals	7
Student Achiev.	7	Staff Evaluation	8	Commun. Relations	8	Legal Resp.	8	Educ. Planning	8
Collective Barg.	9	Understanding Instr. Program Areas	8	Eval. of Educ. Prog.	9	Bus. Practices	8	Accountability	8
Salary Struct.	10	Budget Interp.	10	Legal Resp.	10	Educ. Planning	8	Collective Barg.	10
				Shape & Funct. of Admin. Org.	10	Accountability	8		
				Salary Struct.	10				

Table 50

A COMPARISON OF THE MOST IMPORTANT TOPICS TO BE INCLUDED
IN A SCHOOL BOARD INSERVICE PROGRAM
ACCORDING TO THE EDUCATIONAL LEVEL OF BOARD MEMBERS

Less Than 4 Years College		Bachelor's Degree		Graduate to Masters Degree		Doctorate	
Topic	Rank	Topic	Rank	Topic	Rank	Topic	Rank
Working Rel. With Supt.	1	Working Relat. With Supt.	1	Working Rel. With Supt.	1	Working Rel. With Supt.	1
Budget Interpretation	2	Superintendent Evaluation	2	Budget Interpretation	2	Superintendent Selection	2
Superintendent Selection	3	Superintendent Selection	3	Budget Preparation	3	Superintendent Evaluation	3
Budget Preparation	4	Eval. of Educ. Programs	4	Superintendent Evaluation	4	Budget Interpretation	4
Superintendent Evaluation	5	Collective Bargaining	5	Superintendent Selection	5	Estab. of Educ. Goals	5
Educational Planning	6	Estab. of Educational Goals	6	Collective Bargaining	5	Legal Responsibilities	6
Estab. of Educ. Goals	7	Legal Responsibilities	7	Legal Responsibilities	7	Collective Bargaining	7
State Funding	7	Budget Preparation	8	Estab. of Educ. Goals	8	Evaluation of Educ. Program	9
Bus. Prac. for Schools	9	Educational Planning	8	Eval. of Educ. Programs	9	Shape & Func. of Adm. Org.	10
Eval of Educ. Program	9	Accountability	10	Student Achievement	10	Salary Structures	10
						Student Achievement	10

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Table 51

A COMPARISON OF THE MOST IMPORTANT TOPICS TO BE INCLUDED
IN A SCHOOL BOARD INSERVICE PROGRAM
ACCORDING TO THE SEX OF BOARD MEMBERS

Male		Female	
Topic	Rank	Topic	Rank
Working Rel. with Supt.	1	Working Rel. with Supt.	1
Supt. Evaluation	2	Supt. Evaluation	2
Supt. Selection	3	Budget Preparation	2
Interpretation of Budget	4	Budget Interpretation	2
Budget Preparation	5	Supt. Selection	5
Collective Bargaining	6	Estab. of Educ. Goals	6
Legal Responsibilities	7	Eval. of Educ. Programs	7
Estab. of Educ. Goals	8	Educational Planning	8
Eval. of Educ. Programs	9	Collective Bargaining	8
Student Achievement	10	Salary Structures	10
		Student Achievement	10

Table 52

A COMPARISON OF THE MOST IMPORTANT TOPICS TO BE INCLUDED
IN A SCHOOL BOARD INSERVICE PROGRAM
ACCORDING TO THE DISTRICT CLASS OF RESPONDENTS

Second Class Topic	Rank	Third Class Topic	Rank	Fourth Class Topic	Rank
Working Relations With Super-intendent	1	Working Relations With Super-intendent	1	Working Relations With Super-intendent	1
Budget Interpretation	2	Superintendent Selection	2	Budget Interpretation	2
Superintendent Evaluation	3	Superintendent Evaluation	3	Superintendent Evaluation	3
Budget Preparation	4	Budget Interpretation	4	Superintendent Selection	4
Evaluation of Educational Programs	5	Collective Bargaining	5	Program Preparation	5
Estab. of Educational Goals	6	Budget Preparation	6	Legal Responsibilities	6
Superintendent Selection	7	Estab. of Overall Educational Goals	7	Estab. of Overall Educational Goals	7
Student Achievement	8	Legal Responsibilities	8	Evaluation of Educational Programs	8
Collective Bargaining	9	Eval. of Educational Programs	9	Educational Planning	9
Legal Responsibilities	10	Student Achievement	10	Collective Bargaining	10

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Table 53

A COMPARISON OF THE MOST IMPORTANT TOPICS TO BE INCLUDED
IN A SCHOOL BOARD INSERVICE PROGRAM
ACCORDING TO THE DISTRICT TYPE OF RESPONDENTS

Rural		Small Town		Suburban		Urban	
Topic	Rank	Topic	Rank	Topic	Rank	Topic	Rank
Working Relations With Superintendent	1	Working Relatations With Superintendent	1	Working Relations With Superintendent	1	Working Relations With Superintendent	1
Superintendent Evaluation	2	Superintendent Selection	2	Superintendent Evaluation	2	Superintendent Evaluation	2
Superintendent Selection	3	Budget Interpretation	3	Budget Interpretation	3	Collective Bargaining	2
Budget Interpretation	4	Budget Preparation	4	Superintendent Selection	4	Legal Responsibilities	4
Budget Preparation	5	Superintendent Evaluation	5	Estab. of Overall Educational Goals	4	Community Relations	4
Collective Bargaining	6	Collective Bargaining	6	Budget Preparation	6	Estab. of Educational Goals	6
Estab. of Educational Goals	7	Evaluation of Educational Programs	6	Collective Bargaining	7	Superintendent Selection	6
Evaluation of Educational Programs	8	Legal Responsibilities	6	Legal Responsibilities	8	Budget Interpretation	6
Legal Responsibilities	9	Student Achievement	9	Student Achievement	9	Evaluation of Educational Program	6
Salary Structures	10	Staff Evaluation	9	Evaluation of Educational Program	10	Student Achievement	6

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Table 54

A COMPARISON OF THE MOST IMPORTANT TOPICS TO BE INCLUDED
IN A SCHOOL BOARD INSERVICE PROGRAM
ACCORDING TO THE DISTRICT FINANCIAL CLASS OF RESPONDENTS

First Class (30,000,000+)		Second Class (24,000,000-29,999,999)		Third Class (18,000,000-23,999,999)		Fourth Class (12,000,000-17,999,999)		Fifth Class (6,000,000-11,999,999)		Sixth Class (0-5,999,999)	
Topic	Rank	Topic	Rank	Topic	Rank	Topic	Rank	Topic	Rank	Topic	Rank
Budget Interpretation	1	Working Relations With Superintendent	1	Collective Bargaining	1	Superintendent Evaluation	1	Working Relations With Superintendent	1	Working Relations With Superintendent	1
Working Relations With Superintendent	2	Evaluation of Educational program	2	Working Relations With Superintendent	2	Budget Interpretation	1	Superintendent Selection	2	Superintendent Evaluation	2
Superintendent Evaluation	3	Establishment Educational Goals	3	Superintendent Evaluation	3	Superintendent Selection	3	Superintendent Evaluation	3	Superintendent Selection	3
Budget Preparation	4	Collective Bargaining	4	Budget Interpretation	4	Working Relations With Superintendent	3	Budget Interpretation	4	Budget Interpretation	4
Educational Planning	4	Budget Preparation	5	Budget Preparation	5	Budget Preparation	5	Establishment of Educational goals	5	Budget Preparation	5
Evaluation of Educational Program	6	Accountability	5	Evaluation of Educational Program	6	Collective Bargaining	6	Collective Bargaining	6	Legal Responsibilities	6
Legal Responsibilities	7	Student Achievement	5	Superintendent Selection	7	Establishment of Educational Goals	7	Student Achievement	7	Establishment of Educational Goals	7
Superintendent Selection	8	Superintendent Evaluation	8	Establishment of Educational Goals	8	Student Achievement	7	Legal Responsibilities	8	Collective Bargaining	8
Establishment of Educational Goals	9	Budget Interpretation	8	Understanding of Instructional Program	8	Legal Responsibilities	9	Budget Preparation	9	Evaluation of Educational Programs	9
Shape & Function of Administrative Organization	9	Educational Planning	10	Special Education	8	Business Practice	10	Shape & Function of Administrative Organization	10	Educational Planning	10
Pupil Personnel	9					Staff Evaluation	10				
Understanding Instructional Program	9										
Student Achievement	9										
Facilities	9										

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Discussion

It is clear that to all respondents across most
variables the single most important issue concerns the
day-to-day relationship between board and superintendent.
Seventy-five percent of the time, respondents in all
classes of variables rated "working relations with the
superintendent" as the most important topic for inclusion
in a board inservice program. The Pennsylvania School
Boards Association describes this relation as one between
the board as a corporate entity and the superintendent as
its agent.[1] That this topic was rated the most important
seems logical for several reasons. First, the smooth
operation of the school district hinges directly on the
strength of the board/chief administrator relationship.

> The extent to which the board and the superinten-
> dent discharge their proper functions, or infringe
> on each other's responsibilities, impacts directly
> on the effectiveness of the school program.[2]

Second, of the 313 respondents to the question-
naire, 44 percent (139) were superintendents. Their
relationship with the board, their employer, is the key to

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[1]Robert L. Walter, To Use These Talents
(Harrisburg, Pennsylvania: Pennsylvania School Board
Association, 1980), p. 39.

[2] PSBA Commission to Strengthen the Working Re-
lationships of School Boards and Superindents (Harrisburg,
Pa.: Pennsylvania School Boards Association, 1977), p. 5.

their tenure in and satisfaction with their job. To some degree, then, the mean score for this item was biased by the sample composition. Table 47 presents the mean values for this item broken down by status group. The mean value of the superintendents is significantly above that of other respondent groups.

Third, there is evidence that tensions between board and superintendents have been growing in seriousness. Luverne Cunningham in his speech to the American Association of School Administrators on the "Status of the American Superintendent" reported that superintendents ranked "Increasing attacks on the superintendent" as the fourth most important issue or challenge facing the superintendent for the 1980s. This item was rated sixteenth in the 1970 survey. Further, Cunningham added that 15 percent of the superintendents responding to the questionnaire, or one out of every six, said that they had left their last job as a result of conflicts with the board.[3]

"Working Relations With the Superintendent" logically precedes the second most important topic-- "Superintendent Evaluation." The description of the roles and responsibilities of the superintendent and his/her

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[3]Luverne Cunningham, "Report on the Status of the American Superintendent," paper presented at the American Association of School Administrators Conference, New Orleans, La., February 1982.

daily efforts to fulfill this description provide the

basis upon which the superintendent is evaluated.

"Superintendent Selection" is ranked third, probably

because it is essentially a one-shot occurance for any

given board.

Second in importance to the superintendency is the

budget. Respondents generally ranked "Budget Interpreta-

tion" before "Budget Preparation," implying that board

members need to understand the budget document and be able

to explain the line items before they can begin to prepare

one themselves.

In three cases--districts with over $30,000,000,

between $12,000,000 and $17,999,999, and board members who

had less than five years of board service--budget interpre-

tation was rated the most important board inservice topic.

For new board members, the budget is frequently the most

complex item to deal with and the item that tends to gener-

ate the most rancor among members of the educational commu-

nity and the community at large. As David Minar's study on

community conflict showed[4] and today's educational cost-

cutting battles confirm, in the case of finances, everyone

seems to be involved and dissent among different groups is

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[4]David W. Minar, The Community Basis of Conflict
in School System Politics, The American Sociological
Review (31 December 1966):824.

high. During the interviews, one board president ex-
plained that he has to be able to "speak before people
knowledgeably and know how to get answers back." A board
member who does not undertand his or her budget risks
losing the next election, being accused of fiscal irrespon-
sibility, or contributing to the mismanagement of the dis-
trict. "The public," asserts a suburban board member, "al-
ways knows what is happening before you do."

Although descriptions of accounting procedures,
such as "Planning-Programming-Budgeting System," lend
themselves to a generalized treatment that can be done by
school boards associations or other professional groups,
for the most part, budget preparation and interpretation   ✓
are topics that are district-specific. Board members need
to understand what the athletic allocations in their
district are, and how these monies are spent in relation
to other items on their local budget. As the data show,
districts with the largest budgets rate budget interpreta-
tion their chief concern. Understanding the intricacies
of larger budgets is a difficult task.

Two topics that are highly relevant to Penn-
sylvania educational politics are "Collective Bargaining"
and "Goal Setting." Since the collective bargaining law,

Act 195, was passed in 1970, public schools in Penn-
sylvania have averaged almost 50 school strikes per year.[5]
Board members feel they need a better grasp of the scope
of employee organizational control, as well as an effec-
tive technique for avoiding or resolving bitter strike
confrontations. The collective bargaining process can be
treated at the state or national inservice level, but
local districts have to apply this process to local
conditions, individual personalities, and many of the
items to be negotiated.

"Goal Setting" derives its relevance from state
efforts to orchestrate the statewide school improvement
process. The initial step in school improvement is the
establishment of educational goals to use as a basis for
program examination, ultimately aimed at raising the level
of student achievement. Goal setting is also a preamble
to all district planning and budgeting and the standard by
which achievements will be measured.

Finally, respondents rank as very valuable the
topic of "Legal Responsibilities." Respondents wisely
recognize the need to stay abreast of the rapidly changing
legal decisions that affect all aspects of a district's

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[5]Information Legislative Service (Pennsylvania
School Boards Association, Vol. 19, No. 33, August 14,
1981) pg. 3.

educational program from busing to school lunches to
special education. Board members also need to be
personally aware of legal responsibilities in order to
avoid incurring their own liabilities.

Implications

1.   That these topics are generally agreed upon by
most respondents across all variables underscores the need
for their inclusion in a board development program.
Should board members not be familiar with these topics,
serious consequences can result that threaten the educa-
tion of the district's children. For example, boards that
do not have enough working knowledge of their district's
educational programs or budget preparation can make costly
errors, be duped by irresponsible staff, or be made to
appear ridiculous by a better prepared public interested
too frequently in cutting costs at the expense of educa-
tion. A board that is not conversant with legal issues
can leave the district and itself vulnerable to suits.
Boards that do not set clear educational goals for the
district have no basis on which to plan their budgets,
their curriculum, or any of their educational programs.

Further, if a district has no clear goals set by the board, the board has no systematic method for evaluating staff, program, or even their own efforts.

2. Superintendents who fail to see to it that their boards are conversant with these core topics, as well as any others of particular relevance, may jeopardize their own positions in the district. As a superintendent with a comprehensive inservice program stated, "If board members understand the issues, when a problem arises, they will work with you. If they do not understand, they will blame you." Nine of the fourteen superintendents interviewed said that when they applied for the position in their districts, they established guidelines for the kind of board-superintendent relationship they desired. The board could then determine its own compatibility with the prospective candidate's "modus vivendi."

3. School boards associations and Intermediate Units ought to include programs on each of these topics on their agenda. Further, where possible these programs ought to be personalized for particular regions or for groups of districts. They also ought to stress the need for local inservice on these topics. Frequently local programs can cover areas too specific for multi-district sessions.

Conclusion 2: As a whole, the needs of board members are not significantly affected by respondent characteristics such as sex, status, profession, education, or length of board tenure; or by district characteristics such as district size, type, or finances.

The F tests conducted for each variable showed few significant differences among the responses. The differences that did occur and whose confidence intervals indicated the probability of true significance rather than a chance occurance are presented in Tables 55 through 62, according to the different variables under consideration.

Discussion

Looking at these tables, one observes that only the variable of school finances has more than four significant differences out of forty-two possibilities. Even in the area of finances, 84 percent of the respondents generally agree on the ratings of topics. Further, differences in the area of finances can likely be attributed to small sample sizes in each group. Thus on an aggregate basis, regardless of demographic differences, respondents have relatively similar views of the needs of board members. Board members and presidents themselves generally

Table 55

SIGNIFICANT DIFFERENCE AMONG MEANS OF RESPONDENT
STATUS GROUPS CONCERNING TOPICS TO BE INCLUDED IN
A SCHOOL BOARD INSERVICE PROGRAM

Topic	Super- intendent Mean	Board Member Mean	Board President Mean	Expert Mean
*Legal Responsibilities	6.27	5.71	5.71	5.38
*Working Relations With Superintendent	6.65	6.24	6.31	6.38
*Parliamentary Procdure	4.80	4.07	4.72	5.00
*Community Politics Government, etc.	5.00	4.37	4.44	6.00
*Career Education	4.96	5.33	5.48	7.00

*Denotes a significant difference at the .05 level.

Table 56

SIGNIFICANT DIFFERENCES AMONG MEANS OF BOARD MEMBERS
ACCORDING TO LENGTH OF TENURE ON THE BOARD
CONCERNING TOPICS TO BE INCLUDED IN A
SCHOOL BOARD INSERVICE PROGRAM

Topic	Less Than 5 Years	5 to 9 Years	10 + Years
Working Relations with Superintendent	6.00	6.46	6.42

Table 57

SIGNIFICANT DIFFERENCES AMONG MEANS OF BOARD MEMBERS
ACCORDING TO EDUCATION LEVEL CONCERNING TOPICS
FOR INCLUSION IN A SCHOOL BOARD INSERVICE PROGRAM

Topic	Less Than 4 Years College Mean	Bachelors Degree Mean	Masters Degree Mean	Doctoral Degree Mean
Local Taxation, Bonding & Terminology	5.82	5.09	5.56	5.47
*State Funding	5.98	4.48	5.62	5.63
*Federal Aid	5.52	4.47	5.00	4.97

*Denotes a difference significant at the .05 Level

Table 58

SIGNIFICANT DIFFERENCES AMONG MEANS OF BOARD MEMBERS
ACCORDING TO SEX CONCERNING TOPICS FOR INCLUSION IN A
SCHOOL BOARD INSERVICE PROGRAM

Topic	Male Mean	Female Mean
Federal Aid	4.94	5.46
*Pupil Personnel Facilities	5.26	5.78
Career Education	5.11	5.56

*Denotes a difference significant at the .05 level

Table 59

SIGNIFICANT DIFFERENCES AMONG MEANS OF BOARD MEMBERS
ACCORDING TO PROFESSIONAL GROUPS CONCERNING TOPICS
TO BE INCLUDED IN A SCHOOL BOARD
INSERVICE PROGRAM

Topics	Profes- sional Mean	Home- maker Mean	Educa- tion Mean	Manager Mean	Other Mean
Legal Responsibilities	5.55	5.65	5.91	5.80	5.76
Legislative Relations	4.59	5.22	5.50	5.47	5.17
Working Relations With Superintendent	6.12	6.39	6.36	6.10	6.45
*Problem Solving Techniques in Policy Development	4.76	5.17	5.77	5.10	5.19
*R&D for Education	3.94	4.83	5.09	4.37	4.88
*Strategies for Public Communication	4.73	5.17	5.59	5.60	5.21
Community Politics, Government, etc.	4.27	4.22	4.27	4.67	4.55
Role & Function of Advisory Committees	4.22	5.13	4.68	5.03	4.69
*Community Relations	5.02	5.65	6.00	5.70	5.81
Career Education	5.18	5.78	5.50	5.23	5.50

*Denotes a significant difference at the .05 Level

Table 60

SIGNIFICANT DIFFERENCES AMONG MEANS OF RESPONDENTS
ACCORDING TO DISTRICT CLASS CONCERNING TOPICS TO BE
INCLUDED IN A SCHOOL BOARD INSERVICE PROGRAM

Topic	2nd Class	3rd Class	4th Class
		Mean	
Superintendent Selection	5.93	6.35	6.19
Handling Grievances	4.93	5.37	5.56
*State Funding	5.30	5.70	5.84
Federal Aid	4.58	5.17	5.42
Food Service Programs	4.77	5.07	5.42

*Denotes a Significant difference at the .05 level.

Table 61

SIGNIFICANT DIFFERENCES AMONG MEANS OF RESPONDENTS
ACCORDING TO DISTRICT TYPE CONCERNING TOPICS TO BE
BE INCLUDED IN A SCHOOL BOARD INSERVICE PROGRAM

Topic	Rural	Small Town	Suburban	Urban
		Mean		
State Funding	5.83	5.72	5.31	5.20
Federal Aid	5.31	5.18	4.68	4.20
*Population Trends & Attendance Statistics	5.22	4.86	5.42	6.00
*Transportation	5.67	5.22	5.13	5.20
Food Service Programs	5.29	4.82	4.84	5.30

*Denotes Significant differences at the .05 level.

Table 62

SIGNIFICANT DIFFERENCES AMONG MEANS OF RESPONDENTS
ACCORDING TO DISTRICT FINANCIAL CLASS OF RESPONDENTS
CONCERNING TOPICS TO BE INCLUDED
IN A SCHOOL BOARD INSERVICE PROGRAM

Topic	Class 1	Class 2	Class 3	Class 4	Class 4	Class 6
	Mean					
Collective Bargaining	4.75	6.19	6.04	6.13	6.07	5.99
*State/Nat'l School Boards Assn. Services	3.38	5.10	3.89	4.63	4.67	4.51
Handling Grievances	4.00	5.19	4.61	5.33	5.52	5.45
*Local Taxation, Bonding, & Terminology	4.00	5.38	5.07	5.67	5.50	5.68
State Funding	4.50	5.24	5.07	5.71	5.69	5.76
*Federal Aid	4.13	4.95	4.04	5.08	5.13	5.24
*Staff Development	4.75	5.76	4.96	5.63	5.79	5.63
*Pupil Personnel Facilities	5.50	5.57	4.64	5.67	5.46	5.32
Accountability	4.88	6.14	5.07	5.67	5.75	5.73
*School House Maintenance	4.75	5.62	4.46	5.63	5.40	5.49
*Facilities Planning	5.50	5.19	4.46	5.75	5.51	5.65
*Food Service Programs	4.13	5.14	4.32	5.00	5.13	5.16

*Denotes a significant difference at the .05 level.

agree on most topics to be included in a broad development
program.

Yet both significant F tests and differences in
the rankings of data underscore the general nature of this
conclusion. The data suggest that both with regard to

certain items on the list and particular individuals or types of districts, board development needs may vary more widely. For example, the analysis in Table 55 indicates that superintendents think legal responsibilities; working relations with the superintendent; and community politics, government, etc. are more important than do board members, in particular. Experts rate career education and community politics significantly higher than do all board respondents. Board members rate parliamentary procedure significantly lower in importance for inclusion in board service than do all other groups.

One can speculate as to why these differences of opinion occur among status groups. Perhaps board members grant lower priority to "parliamentary procedure," because they feel they have sufficient knowledge of these procedures to perform their board tasks effectively, and can learn what they do not know from simple observation on the job. The board presidents, on the other hand, rated this item higher, because they need to use these skills in a more sophisticated manner in order to run the board meetings. Superintendents and experts, perhaps anticipating that the board members of today are the presidents of tomorrow, generally agree with board presidents on the value of parliamentary procedure as an inservice topic.

Superintendents, possibly due to their personal stake in keeping their job and maintaining good relations with the board, rated "working relations with the superintendent" as a very high priority item for board members to master. Additionally, as superintendents are usually more aware of the legal problems and pitfalls of running a school district than their board counterparts, they may sense a greater need for boards to be aware of this topic than the boards themselves. Why superintendents and experts rate "community politics, government, etc." higher than board respondents is unclear. In Pennsylvania, where board members are elected on a political party basis, community politics are crucial. Perhaps board members, having dealt with the political structure during their board election campaigns, feel knowledgeable about the topic and see less need for including it in an inservice program than superintendents and experts who are frequently outside the local political structure.

Career education was unanimously rated by experts as the most important topic. The small number of experts in this sample, however, and the unlikeliness of this choice of topic, lead one to the conclusion that their total agreement on this topic was most probably the result of chance occurance.

As Table 56 indicates, length of board service has
no significant impact on topics to be included in a board
inservice program. Despite their own knowledge based on
experience, senior board members appeared to weigh topics
in a similar fashion to new members. If one considers
that many of these topics are universal and when presented
in an interesting fashion can appeal to all groups, then
the data make sense. Further, over a span of years,
issues change and new subjects become the rage. All board
members need to be continually informed and updated.

Comparing needs and educational level, in Table 57
the research indicates that board members and presidents
with less than a college degree tend to be more concerned
with state and federal funding. Those with Bachelor's
degrees consider state funding to be a less important
topic. No reason for these data is readily discernable.
Nevertheless, the person in charge of the budgetary
aspects of inservice should be more careful to explain
state and federal funding to board members who have little
or no college education than to others. State and federal
funding is also an issue in rural and small town districts.
Board members with little education come more often from
rural areas or small town areas and are not as likely to
be familiar with state and federal aid.

The only statistically significant variation in response according to sex was in the area of pupil personnel facilities. As Table 58 shows, women respondents consider pupil personnel a more important topic than their male counterparts. One could hypothesize that the areas of counseling and social service appeal more to the sensitivities of female board members than those of the men.

Table 59 presents the data broken down according to the professional status of school board members. Three variations emerged from a study of differences according to profession:

1. Professionals tend to rate "problem solving techniques in policy development" significantly lower than the educators, who consider this topic quite important. In education, the development of problem solving skills is a crucial classroom and administrative goal. Possibly, educators transfer their emphasis from the school building to the board room. Professionals, on the other hand, may feel that they have mastered problem solving techniques as part of their business experience, and do not need to relearn these techniques in a board inservice program.

2. Professionals feel that "research and development (R&D) for education" is a very low priority item to be considered in a board inservice program, especially in

contrast to educators. Again one can only speculate as to why professionals feel research and development in education has so little to offer the board. Perhaps professionals do not see the practical applications of the research for their districts and do not wish to waste precious inservice time. Perhaps they want to solve district problems with research techniques they understand from their own business experience. A frequent complaint of businessmen and other non-educators about much of the educational research is that they do not understand the jargon and hence do not see the relevancy of the research.

3. Professionals were inclined to rate both strategies for public communication and community relations lower than other respondents, especially educators. Again, one can only hypothesize about why these differences occurred. Board respondents, when asked what people, resources, and opportunities most contributed to their effectiveness on the school board, rated "previous experience in their profession" very highly. Possibly the professional's business experience has skilled him/her in the areas of community relations and communication, so that he/she feels little need for board development sessions on the subject. Educators, on the other hand, have been concerned about public relations and the image of the public schools in the eyes of the community for a

long time. They may feel strongly that community relations
is a topic boards need to understand better during this
period in our history when public education is under
attack.

The only significant difference among respondents
according to district class was in the area of state fund-
ing. As the data in Table 60 indicate, third and fourth
class districts, those with total populations within their
boundaries of less than 30,000 people, rated the topic of
state funding significantly higher in importance for inclu-
sion in a board development program than did respondents in
second class districts. These data are consistent with
survey responses across other district variables. For
example, where districts with the largest budgets, Class 1
and Class 2, ranked state funding low in importance
(thirty-two and thirty-three, respectively, out of forty-
two possible responses), the districts with the smallest
budgets (Class 6) ranked the topic of state funding
twelfth. Rural and small town districts ranked state
funding twelfth and thirteenth, while urban and suburban
districts ranked it thirty-sixth and twenty-seventh, re-
spectively. Fourth class size districts ranked state
funding eleventh in importance while second class size
districts thought twenty-seventh was high enough. It is
possibly respondents in smaller, rural or small town

districts feel board members lack sophistication, feel
more removed from dealings with the state government, and
need to learn more about state financing than their more
sophisticated larger second class, suburban and urban
counterparts.

As state funding of education has increased as a
percentage of local education funding, smaller, rural
districts, no longer self-sufficient, find it crucial to
understand the complexities of the funding regulations.
Presently, approximately 42 percent of local education is
financed by state subsidies.[6] Act 59 of 1977 and Act 41
of 1979 tie state subsidies to local efforts to generate
funds for district schools. Boards have to know and under-
stand state regulations in order to benefit from the avail-
able money. Possibly rural and small town board members
feel less knowledgeable about these complex regulations.
Finally, the survey was taken before the block grant system
went into effect. It is possible that the issue of state
funding would rank as an even higher priority at present
across all districts regardless of size, type, or finances,
if the survey were made today.

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[6]Thomas Gentzel and Donald Owen, A Public Guide
to Pennsylvania Public School Funding (Pennsylvania School
Boards Association, Harrisburg, Pa., 1980), p. 1.

Significant differences among respondents according to district type exist only in two areas--in population trends and attendance statistics and in transportation.The data (Table 61) indicated that respondents in small towns were less interested in learning about population trends and attendance statistics than cities. Very likely the size of small towns, the nearness of the inhabitants to each other, and the frequent homogeneity of the residents help board members to understand the demographic issues that occur in their locale--at least from a short range perspective. "Everyone knows each other" in the small towns. In the cities, however, numbers permeate many aspects of the system. Boards need to understand attendance statistics not only because funding is attached to weighted average daily attendance; but the diverse student population needs to be organized by racial quotas in order to meet equity guidelines. Population trends are forcing school closings and staff reductions that polarize communities and threaten teacher unions. In essence, in urban areas, the issues of population are infinitely more complex and proportionally grander than at the small town level.

That transportation is more important for boards to understand in rural districts should come as no surprise. Rural districts often have a larger area to serve

than other districts in this study. Naturally, they are
concerned about efficient, low-cost transportation. One
of the districts interviewed covered 196 square miles of
country roads in the Allegheny Mountain region. Logically
rural respondents feel their board needs to understand the
issues surrounding transportation in their area.

The largest number of significant differences, as
shown in Table 62, occurred in the budget area. This is
most probably attributable to the small numbers in each
sample group. Yet one trend emerged consistently:
districts with budgets between $18,000,000 and $23,000,000,
and those with budgets of $30,000,000 plus consistently
ranked many items lower than the other groups. These
items included local taxing, federal aid, staff develop-
ment, facilities, extra-curricular activities, and food
service. Primarily these districts are urban or suburban
districts. Other then citing "snobbism," the only possible
interpretation could be a variation on the thesis proposed
by Minar.[7] He claimed that richer, highly educated
districts tended to delegate much decision-making to tech-
nocrats, rather than embroil themselves in conflict in all
but money issues. It is possible that the low rankings
given by these districts reflect the richer district's

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[7]Minar, p. 832.

desire to rely more on their own hired technical expertise in running the operations of the school district.

Implications

1. The conclusion that generally the needs of board members are not significantly effected by either respondent or district characteristics is of particular relevance to regional educational service agencies, professional associations, or colleges and universities-- groups that deal in aggregate data and in conferences or workshops catering to a variety of board members across a variety of districts. These groups should be able to design conferences or seminars with appeal to any cross section of board members, assuming these groups pay atten- tion to the ranking of topics according to interest. If, for example, a conference session is offered on parliamen- tary procedure, the likelihood of large attendance is small, as board members do not consider this topic very important.

2. Although when spread out over a large group of respondents across many districts, the data indicate that respondent or district characteristics generally do not affect the selection of topics for board development, within a single district, respondent or district

characteristics may be far more important. The aggregate data minimize the individual differences that may appear on a small, nine-member board. On a local level, the superintendent or person presenting an inservice session has to know the biases and areas of interest of individual board members. As one superintendent wisely said, "I ask every new board member why he ran and what his mission is. Everyone has a cause, and it should be on the table. Then we can respond to that mission. I don't challenge that mission, but staff it."

3. Individuals in charge of board development and superintendents should never take board member skills for granted, regardless of the background of the board member. Just because an individual is a corporate vice president of personnel does not mean that he or she understands the personnel issues encountered in a school district. Refer-ring to effective strategies and tactics that he uses to help board members benefit from board development activi-ties, a superintendent in Western Pennsylvania said, "I assume they don't know things. Starting from scratch in inservice gives me something to build on....Bankers are the worst in making money decisions. You think they know, but they don't...."

4. Where there is a difference between what a board may need and what it wishes to learn, the individual

responsible for board development may have to exercise creativity in reaching the board. Board members don't necessarily want to learn topics or skills of which they are ignorant.[8] A superintendent who thinks his board needs to work on community relations might have to cajole everyone on the board except the educators into spending inservice time on this topic. Professionals in particular rate this topic relatively low and may be especially resistant to delegating time to the issue.

5. Aggregate data can be important if a board is "loaded" with a particular type of group. Assume, for example that the superintendent wishes to reorganize the area of pupil personnel services, needs board approval for additional money, and has a board that is unfamiliar with what constitutes district pupil personnel services. Should the board be dominated by women, the data indicate that this group is likely to be more interested in information relative to pupil personnel services. (Data indicate that women rate this topic significantly higher than their male counterparts. Women rank this topic seventeenth in order of importance for inclusion in board development programs, where men rank the topic twenty-first.) Should the board

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[8]Antonia Neubauer, "Educating the Board of Education," paper presented at the AASA Summer Instructional Leadership Conference, Chicago, Illinois, July 1980.

be dominated by men, the superintendent may have more difficulty persuading the board of the value of information on·pupil personnel services and ultimately getting the program funded. Tables 63 through 70 present the mean values and ranks of all the topics for inclusion in a board development program analyzed according to district and respondent characteristics. Where variations do occur, superintendents and others engaged in board development will need to see how these differences apply to their particular situations and find ways of reconciling these differences.

Conclusion 3: There is general agreement as to the least popular topics in a local inservice program.

Least appreciated by board members are topics that deal with the services of the state and national school boards associations; parliamentary procedure; research and development; interdistrict relations; community politics, government, etc.; federal aid; or the role of advisory committees. There is no significant relationship between variables considered in the study and appreciation of topics. This consistency is shown by the repetition of these topics in Tables 71 through 78.

Table 63

MEAN VALUES AND RANKS OF TOPICS TO BE INCLUDED IN A
SCHOOL BOARD INSERVICE PROGRAM ACCORDING
TO STATUS GROUP OF BOARD MEMBERS

Topic	Supt.		Board Members		Board Presidents		Experts		F Tests
	Mean	Rank	Mean	Rank	Mean	Rank	Mean	Rank	
1. Legal Responsibilities	6.27	4	5.71	14	5.71	14	5.38	19	6.00*
2. Legislative Relationships	5.46	26	5.07	36	5.15	34	5.00	35	2.08
3. Superintendent Selection	6.42	2	6.05	3	6.03	6	6.38	2	2.35
4. Superintendent Evaluation	6.42	2	6.08	2	6.27	3	6.25	5	2.07
5. Working Relations With Superintendent	6.65	1	6.24	1	6.31	1	6.38	2	4.06*
6. Collective Bargaining	6.06	7	5.86	8	6.07	5	6.25	5	0.88
7. Establishment of Overall Educational Goals	6.04	8	6.00	6	5.91	8	6.38	2	0.51
8. Problem Solving Techniques in Policy Dvlpmt.	5.56	21	5.21	30	5.01	39	5.25	30	3.00*
9. R&D for Education	4.91	42	4.68	40	4.35	45	4.75	44	2.79*
10. Role of School Attorney	5.01	35	4.67	41	5.09	36	5.00	35	1.37
11. Parliamentary Procedure	4.80	43	4.07	45	4.72	40	5.00	35	4.47*
12. State/Nat'l School Boards Assn. Services	4.47	45	4.45	43	4.63	41	4.88	41	0.42
13. Strategies for Public Communication	5.37	29	5.09	33	5.31	30	5.38	22	0.78
14. Community Politics, Gov't, etc.	5.00	36	4.37	44	4.44	44	6.00	10	6.03*
15. Role and Function of Advisory Committees	4.93	41	4.73	39	4.61	42	5.38	22	1.53
16. Interdistrict Relations	4.77	44	4.56	42	4.53	43	5.00	35	0.68
17. Community Relations	5.86	36	5.51	20	5.63	18	5.88	12	1.46
18. Handling Grievances	5.36	30	5.08	34	5.35	29	5.38	22	0.83
19. Budget Preparation	6.07	6	6.05	3	6.12	4	5.75	14	0.24
20. Budget Interpretation	6.26	5	6.02	5	6.28	2	6.25	5	1.17
21. Business Practice for School	5.70	16	5.70	15	5.68	15	5.38	24	0.18
22. Local Taxation, Bonding, & Terminology	5.51	24	5.43	23	5.60	19	5.63	19	0.25
23. State Funding	5.63	17	5.49	21	5.67	16	6.00	10	0.55
24. Federal Aid	4.96	38	5.16	31	5.04	38	5.13	31	0.34
25. Shape & Function of Administrative Org.	5.76	14	5.42	24	5.87	9	6.25	5	2.35
26. Personnel Practices	5.73	15	5.57	19	5.53	22	5.75	14	0.59
27. Staff Development	5.55	22	5.77	9	5.48	24	5.63	19	0.90
28. Staff Evaluation	5.59	19	5.63	16	5.67	16	5.63	19	0.07
29. Salary Structures	5.83	12	5.63	16	5.80	13	5.75	14	0.61
30. Pupil Personnel Facilities	5.34	31	5.48	22	5.25	33	4.88	41	0.87
31. Educational Planning	5.77	13	5.76	11	5.84	11	5.63	19	0.12
32. Evaluation of Educational Programs	5.86	9	5.91	7	5.99	7	6.25	5	0.43
33. Understanding Instructional Program Aids	5.61	18	5.77	9	5.60	19	5.75	14	0.41
34. Student/School Relations	5.40	28	5.59	18	5.52	23	5.13	31	0.72
35. Special Education Programs	5.27	33	5.31	26	5.44	27	5.13	31	0.38
36. Career Education	4.96	38	5.33	25	5.48	24	7.00	1	8.23*
37. Accountability	5.59	19	5.73	13	5.81	12	5.38	24	0.70
38. Population Trends & Attendance Statistics	5.28	32	5.10	32	5.29	32	5.63	19	0.53
39. Extra-curricular Activities	4.96	38	4.77	38	5.09	36	4.75	44	0.95
40. Testing Practices	5.01	35	5.08	34	5.44	27	5.00	35	1.90
41. Student Achievement	5.86	9	5.75	12	5.87	9	5.88	12	0.22
42. School House Maintenance	5.48	25	5.31	26	5.31	30	5.00	35	0.62
43. Facilities Planning	5.55	22	5.29	28	5.55	21	5.75	14	0.85
44. Transportation	5.43	27	5.24	29	5.45	26	5.13	31	0.53
45. Food Service Programs	5.11	34	4.87	37	5.13	35	4.88	41	0.73
Frequency	139		91		75		8		

*Denotes a difference significant at the .05 level.

Table 64

MEAN VALUES AND RANKS OF TOPICS TO BE INCLUDED IN A SCHOOL BOARD INSERVICE PROGRAM ACCORDING TO THE LENGTH OF MEMBER TENURE

Topic	Less than 5 years		5 - 9 years		10+ years	
	Mean	Rank	Mean	Rank	Mean	Ran.
1. Legal Responsibilities	5.40	26	5.88	9	5.97	6
2. Legislative Relationships	4.98	35	5.06	36	5.42	25
3. Superintendent Selection	5.92	7	6.18	4	6.00	5
4. Superintendent Evaluation	6.05	4	6.28	2	6.15	2
5. Working Relations With Superintendent	6.00	5	6.46	1	6.42	1
6. Collective Bargaining	5.80	9	6.10	6	5.94	7
7. Establishment of Overall Educational Goals	5.98	6	6.09	7	5.64	15
8. Problem Solving Techniques in Policy Dvlpmt.	4.98	35	5.12	33	5.39	27
9. R&D for Education	4.35	43	4.63	40	4.67	44
10. Role of School Attorney	4.72	39	5.01	37	4.82	41
11. Parliamentary Procedure	4.81	38	4.24	45	4.97	37
12. State/Nat'l School Boards Assn. Services	4.65	40	4.43	43	4.52	45
13. Strategies for Public Communication	5.11	33	5.22	32	5.27	33
14. Community Politics, Gov't., etc.	4.35	43	4.29	44	4.73	43
15. Role and Function of Advisory Committees	4.54	41	4.57	42	5.15	35
16. Interdistrict Relations	4.38	42	4.59	41	4.79	42
17. Community Relations	5.46	23	5.59	20	5.70	12
18. Handling Grievances	5.09	34	5.24	31	5.33	30
19. Budget Preparation	6.11	2	6.18	4	5.85	9
20. Budget Interpretation	6.17	1	6.13	5	6.09	3
21. Business Practice for Schools	5.80	9	5.68	17	5.52	22
22. Local Taxation, Bonding, & Terminology	5.48	21	5.50	21	5.58	19
23. State Funding	5.40	26	5.50	21	6.06	4
24. Federal Aid	5.12	32	4.85	39	5.61	17
25. Shape & Function of Administrative Org.	5.58	18	5.69	16	5.55	21
26. Personnel Practices	5.45	24	5.68	17	5.52	22
27. Staff Development	5.63	14	5.79	13	5.33	30
28. Staff Evaluation	5.63	14	5.79	13	5.36	28
29. Salary Structures	5.63	14	5.84	11	5.58	18
30. Pupil Personnel Facilities	5.54	19	5.28	30	5.27	33
31. Educational Planning	5.86	8	5.74	15	5.79	11
32. Evaluation of Educational Programs	6.08	3	5.84	11	5.91	8
33. Understanding Instructional Program Areas	5.74	11	5.66	19	5.67	13
34. Student/School Relations	5.63	14	5.44	23	5.67	13
35. Special Education Programs	5.37	28	5.32	26	5.45	24
36. Career Education	5.51	20	5.31	28	5.36	28
37. Accountability	5.72	12	5.90	8	5.58	18
38. Population Trends & Attendance Statistics	5.14	31	5.35	25	4.94	38
39. Extra-curricular Activities	4.83	38	4.94	38	5.03	36
40. Testing Practices	5.23	30	5.43	24	4.88	39
41. Student Achievement	5.72	12	5.85	10	5.85	9
42. School House Maintenance	5.31	29	5.29	29	5.33	30
43. Facilities Planning	5.48	21	5.32	26	5.42	25
44. Transportation	5.42	25	5.12	33	5.64	15
45. Food Service Programs	4.97	37	5.07	35	4.85	40
Frequency		65		66		33

*Denotes a difference significant at the .05 level.

Table 65

MEAN VALUES AND RANKS OF TOPICS TO BE INCLUDED IN A
SCHOOL BOARD INSERVICE PROGRAM ACCORDING
TO THE PROFESSIONAL GROUP OF RESPONDENTS

Topic	Professional		Homemaker		Educator		Manager		Other		F Tests
	Mean	Rank	Mean	Rank	Mean	Rank	Mean	Rank	Mean	Rank	
1. Legal Responsibilities	5.55	16	5.65	21	5.91	10	5.80	8	5.76	13	3.53*
2. Legislative Relationships	4.59	39	5.22	29	5.50	28	5.47	21	5.17	35	3.72*
3. Superintendent Selection	5.88	7	6.22	3	6.32	2	5.87	7	6.12	4	2.00
4. Superintendent Evaluation	6.16	1	6.52	1	6.14	6	6.03	5	6.07	5	1.69
5. Working Relations With Superintendent	6.12	2	6.39	2	6.36	1	6.10	3	6.45	1	3.20*
6. Collective Bargaining	5.82	9	5.91	15	6.09	7	6.13	1	5.93	10	0.54
7. Establishment of Overall Educational Goals	5.90	6	5.57	24	6.27	3	6.10	3	5.98	7	1.10
8. Problem Solving Techniques in Policy Dvlpmt.	4.76	34	5.17	30	5.77	13	5.10	30	5.19	34	3.46*
9. R&D for Education	3.94	45	4.83	40	5.09	38	4.37	44	4.88	39	4.78*
10. Role of School Attorney	4.69	37	4.70	43	5.32	35	4.83	38	4.93	38	0.75
11. Parliamentary Procedure	4.18	43	4.35	44	4.18	45	4.33	45	4.69	42	1.64
12. State/Nat'l School Boards Assn. Services	4.24	41	4.70	43	4.59	42	4.73	41	4.60	44	0.61
13. Strategies for Public Communication	4.73	35	5.17	30	5.59	26	5.60	14	5.21	32	2.21*
14. Community Politics, Gov't, etc.	4.27	40	4.22	45	4.27	44	4.67	42	4.55	45	2.80*
15. Role and Function of Advisory Committees	4.22	42	5.13	32	4.68	41	5.03	33	4.69	42	2.72*
16. Interdistrict Relations	4.10	44	4.87	38	4.91	40	4.47	43	4.76	41	1.82
17. Community Relations	5.02	32	5.65	21	6.00	8	5.70	13	5.81	11	3.35*
18. Handling Grievances	5.02	32	5.57	24	5.36	33	4.90	36	5.33	39	1.06
19. Budget Preparation	6.04	4	6.17	6	6.18	5	6.03	5	6.07	5	0.08
20. Budget Interpretation	6.12	2	6.09	10	6.23	4	6.13	1	6.14	3	0.24
21. Business Practice for School	5.57	14	5.74	18	5.64	23	5.80	8	5.76	13	0.18
22. Local Taxation, Bonding, & Terminology	5.47	21	5.26	28	5.50	28	5.60	14	5.62	19	0.26
23. State Funding	5.37	22	5.65	21	5.64	23	5.50	16	5.79	12	0.54
24. Federal Aid	4.67	38	5.57	24	5.41	32	4.83	38	5.40	27	2.15
25. Shape & Function of Administrative Org.	5.55	16	5.96	13	5.91	10	5.50	16	5.45	26	0.86
26. Personnel Practices	5.53	18	5.91	15	5.77	13	5.10	30	5.60	21	1.73
27. Staff Development	5.57	14	6.04	11	5.73	17	5.37	23	5.64	17	0.92
28. Staff Evaluation	5.65	11	6.13	8	5.68	20	5.27	27	5.62	19	1.37
29. Salary Structures	5.67	10	6.17	6	5.91	10	5.30	26	5.67	16	1.81
30. Pupil Personnel Facilities	5.24	26	6.00	12	5.59	26	4.97	34	5.38	28	2.06
31. Educational Planning	5.51	19	6.22	3	5.68	20	5.80	8	5.95	8	1.27
32. Evaluation of Educational Programs	5.90	5	6.22	3	5.95	9	5.50	16	6.17	2	1.52
33. Understanding Instructional Program Areas	5.65	11	6.13	8	5.73	17	5.33	25	5.74	15	1.26
34. Student/School Relations	5.49	20	5.70	20	5.68	20	5.50	16	5.55	23	0.40
35. Special Education Programs	5.31	25	5.61	23	5.64	23	5.17	29	5.32	30	0.66
36. Career Education	5.18	29	5.78	17	5.50	28	5.23	28	5.50	25	2.58*
37. Accountability	5.59	13	5.74	18	5.77	13	5.80	8	5.95	8	0.65
38. Population Trends & Attendance Statistics	5.24	26	5.04	33	5.77	13	4.90	37	5.10	37	1.06
39. Extra-curricular Activities	5.08	31	4.74	41	4.55	43	4.77	40	5.12	36	0.91
40. Testing Practices	5.37	22	5.52	27	5.09	38	4.97	34	5.21	32	1.10
41. Student Achievement	5.88	7	5.96	13	5.50	28	5.77	12	5.81	11	0.48
42. School House Maintenance	5.10	30	4.96	37	5.32	34	5.50	15	5.60	21	1.28
43. Facilities Planning	5.33	24	5.04	33	5.73	17	5.37	23	5.55	23	0.80
44. Transportation	5.20	28	5.04	33	5.27	36	5.40	22	5.64	18	0.82
45. Food Service Programs	4.71	36	4.87	39	5.18	37	5.07	32	5.29	31	1.01
Frequency	49		23		22		30		42		

*Denotes a difference significant at the .05 level.

Table 66

MEAN VALUES AND RANKS OF TOPICS TO BE INCLUDED IN A SCHOOL BOARD INSERVICE PROGRAM ACCORDING TO THE EDUCATIONAL LEVEL OF BOARD MEMBERS

Topics	Less Than 4 years College Mean	Rank	Bachelor's Degree Mean	Rank	Graduate to Master's Degree Mean	Rank	Doctorate Mean	Rank	F Tests
1. Legal Responsibilities	5.72	21	5.91	7	5.96	7	6.15	6	1.54
2. Legislative Relationships	5.18	35	5.02	31	5.32	28	5.37	29	0.87
3. Superintendent Selection	6.15	03	6.11	3	6.03	5	6.47	2	2.25
4. Superintendent Evaluation	6.07	5	6.27	2	6.29	4	6.40	3	1.34
5. Working Relations With Superintendent	6.32	1	6.33	1	6.51	1	6.51	1	0.82
6. Collective Bargaining	5.93	11	5.96	5	6.03	5	6.04	7	0.16
7. Establishment of Overall Educational Goals	5.98	7	5.93	6	5.85	8	6.17	5	1.41
8. Problem Solving Techniques in Policy Dvlpmt.	5.07	36	5.02	31	5.43	25	5.50	22	2.22
9. R&D for Education	4.72	44	4.60	41	4.67	41	4.78	42	0.20
10. Role of School Attorney	4.95	40	4.76	38	4.96	37	4.96	38	0.23
11. Parliamentary Procedure	4.80	43	4.29	45	4.48	45	4.61	44	0.96
12. State/Nat'l School Boards Assn. Services	4.82	42	4.47	43	4.55	44	4.30	45	1.69
13. Strategies for Public Communication	5.28	34	5.11	28	5.25	30	5.35	31	0.31
14. Community Politics, Gov't, etc.	4.50	45	4.53	42	4.61	42	4.90	39	1.21
15. Role and Function of Advisory Committees	4.87	41	4.73	39	4.77	40	4.79	41	0.10
16. Interdistrict Relations	5.02	39	4.31	44	4.58	43	4.65	43	2.00
17. Community Relations	5.78	15	5.40	20	5.72	11	5.76	14	0.90
18. Handling Grievances	5.40	31	4.98	34	5.41	26	5.19	33	1.24
19. Budget Preparation	6.10	4	5.89	8	6.30	3	5.94	8	2.06
20. Budget Interpretation	6.23	2	5.80	11	6.36	2	6.18	4	2.98
21. Business Practice for School	5.95	9	5.38	21	5.70	13	5.68	17	1.92
22. Local Taxation, Bonding, & Terminology	5.82	14	5.09	30	5.56	20	5.47	23	2.74*
23. State Funding	5.98	7	4.98	34	5.62	18	5.63	19	5.39*
24. Federal Aid	5.52	27	4.67	40	5.00	35	4.97	37	3.13*
25. Shape & Function of Administrative Org.	5.73	17	5.47	43	5.59	17	5.84	10	1.03
26. Personnel Practices	5.70	22	5.33	24	5.64	14	5.73	16	1.17
27. Staff Development	5.65	25	5.76	13	5.53	22	5.56	21	0.41
28. Staff Evaluation	5.72	21	5.60	16	5.53	22	6.66	18	0.36
29. Salary Structures	5.73	17	5.71	14	5.73	11	5.84	10	0.19
30. Pupil Personnel Facilities	5.52	27	5.47	17	5.22	31	5.36	30	0.84
31. Educational Planning	6.00	6	5.89	8	5.61	16	5.78	13	1.41
32. Evaluation of Educational Programs	5.95	9	6.07	4	5.82	9	5.88	9	0.47
33. Understanding Instructional Program Areas	5.70	22	5.64	15	5.55	21	5.74	15	0.46
34. Student/School Relations	5.73	17	5.44	19	5.48	24	5.37	29	1.18
35. Special Education Programs	5.42	30	5.27	25	5.21	32	5.40	25	0.54
36. Career Education	5.52	27	5.38	22	5.07	34	5.05	36	2.21
37. Accountability	5.85	13	5.87	10	5.57	19	5.62	20	1.00
38. Population Trends & Attendance Statistics	5.03	38	5.11	28	5.37	28	5.26	32	0.76
39. Extra-curricular Activities	5.07	36	4.91	36	4.97	36	4.84	40	0.40
40. Testing Practices	5.32	33	5.36	23	4.93	39	5.13	34	1.62
41. Student Achievement	5.88	12	5.78	12	5.81	10	5.84	10	0.08
42. School House Maintenance	5.67	24	5.02	31	5.40	27	5.37	29	1.95
43. Facilities Planning	5.60	26	5.13	27	5.59	17	5.44	24	1.24
44. Transportation	5.75	16	5.27	25	5.20	33	5.39	26	2.18
45. Food Service Programs	5.33	32	4.89	37	4.95	38	5.06	35	1.25
Frequency	60		45		44		18		

*Denotes a difference significant at the .05 level.

Table 67

MEAN VALUES AND RANKS OF TOPICS TO BE INCLUDED IN A SCHOOL BOARD INSERVICE PROGRAM ACCORDING TO THE SEX OF BOARD MEMBERS

Topics	Male		Female		F Tests
	Mean	Rank	Mean	Rank	
1. Legal Responsibilities	6.00	7	5.75	18	2.30
2. Legislative Relationships	5.28	28	5.19	36	0.27
3. Superintendent Selection	6.23	3	6.14	5	0.28
4. Superintendent Evaluation	6.29	2	6.22	2	0.24
5. Working Relations With Superintendent	6.48	1	6.29	1	1.88
6. Collective Bargaining	6.02	6	5.95	8	0.17
7. Establishment of Overall Educational Goals	5.97	8	6.08	6	0.48
8. Problem Solving Techniques in Policy Dvlpmt.	5.33	27	5.29	34	0.04
9. R&D for Education	4.66	42	4.90	40	1.43
10. Role of School Attorney	4.93	39	4.92	39	0.01
11. Parliamentary Procedure	4.61	43	4.34	45	1.37
12. State/Nat'l School Boards Assn. Services	4.46	45	4.68	43	1.06
13. Strategies for Public Communication	5.28	28	5.20	35	0.16
14. Community Politics, Gov't, etc.	4.70	41	4.59	44	0.21
15. Role and Function of Advisory Committees	4.76	40	4.92	38	0.65
16. Interdistrict Relations	4.60	44	4.86	41	1.47
17. Community Relations	5.70	13	5.71	20	0.01
18. Handling Grievances	5.22	32	5.47	27	1.50
19. Budget Preparation	6.04	5	6.22	2	1.08
20. Budget Interpretation	6.20	4	6.15	4	0.11
21. Business Practice for Schools	5.70	13	5.66	22	0.06
22. Local Taxation, Bonding, & Terminology	5.50	22	5.53	25	0.01
23. State Funding	5.58	19	5.69	21	0.39
24. Federal Aid	4.94	38	5.46	28	5.73*
25. Shape & Function of Administrative Org.	5.65	15	5.81	14	0.71
26. Personnel Practices	5.64	16	5.63	23	0.00
27. Staff Development	5.54	21	5.81	14	2.26
28. Staff Evaluation	5.58	19	5.80	16	1.56
29. Salary Structures	5.72	12	5.93	10	1.51
30. Pupil Personnel Facilities	5.26	31	5.78	17	8.32*
31. Educational Planning	5.74	11	5.95	8	1.34
32. Evaluation of Educational Programs	5.87	9	6.07	7	1.41
33. Understanding Instructional Program Areas	5.60	18	5.88	13	2.62
34. Student/School Relations	5.43	24	5.73	19	2.91
35. Special Education Programs	5.27	30	5.53	25	1.93
36. Career Education	5.11	34	5.56	24	5.62*
37. Accountability	5.63	17	5.92	12	2.39
38. Population Trends & Attendance Statistics	5.21	33	5.32	33	0.28
39. Extra-curicular Activities	4.96	37	4.85	42	0.35
40. Testing Practices	5.07	35	5.39	30	2.78
41. Student Achievement	5.80	10	5.93	10	0.58
42. School House Maintenance	5.39	25	5.37	31	0.01
43. Facilities Planning	5.48	23	5.46	28	0.01
44. Transportation	5.39	25	5.34	32	0.07
45. Food Service Programs	5.04	36	5.12	37	0.17
Frequency	138		58		

*Denotes a difference significant at the 0.5 level.

Table 68

MEAN VALUES AND RANKS OF TOPICS TO BE INCLUDED IN A
SCHOOL BOARD INSERVICE PROGRAM ACCORDING
TO THE DISTRICT CLASS OF RESPONDENTS

Topics	Second Class		Third Class		Fourth Class	
	Mean	Rank	Mean	Rank	Mean	Rank
1. Legal Responsibilities	5.80	10	5.99	8	6.09	6
2. Legislative Relationships	5.31	26	5.24	31	5.26	33
3. Superintendent Selection	5.93	7	6.35	2	6.19	4
4. Superintendent Evaluation	6.20	3	6.33	3	6.21	3
5. Working Relations With Superintendent	6.25	1	6.49	1	6.60	1
6. Collective Bargaining	5.88	9	6.10	5	5.86	10
7. Establishment of Overall Educational Goals	5.94	6	6.03	7	6.02	7
8. Problem Solving Techniques in Policy Dvlpmt.	5.30	27	5.33	29	5.33	31
9. R&D for Education	4.65	41	4.74	41	4.67	42
10. Role of School Attorney	4.94	35	4.95	38	4.81	39
11. Parliamentary Procedure	4.37	44	4.65	44	4.65	43
12. State/Nat'l School Boards Assn. Services	4.35	45	4.57	45	4.60	44
13. Strategies for Public Communication	5.40	22	5.25	30	5.12	36
14. Community Politics, Gov't, etc.	4.85	39	4.74	41	4.30	45
15. Role and Function of Advisory Committees	4.86	38	4.78	40	4.79	40
16. Interdistrict Relations	4.57	43	4.67	43	4.77	41
17. Community Relations	5.77	12	5.68	18	5.65	18
18. Handling Grievances	4.93	37	5.37	27	5.56	26
19. Budget Preparation	6.05	4	6.06	6	6.16	5
20. Budget Interpretation	6.23	2	6.16	4	6.28	2
21. Business Practice for Schools	5.61	17	5.73	13	5.65	21
22. Local Taxation, Bonding, & Terminology	5.23	29	5.60	21	5.70	15
23. State Funding	5.30	27	5.70	16	5.84	11
24. Federal Aid	4.58	42	5.17	34	5.42	29
25. Shape & Function of Administrative Org.	5.57	18	5.80	11	5.51	27
26. Personnel Practices	5.42	21	5.72	15	5.72	13
27. Staff Development	5.33	25	5.69	17	5.72	13
28. Staff Evaluation	5.73	14	5.56	23	5.65	18
29. Salary Structures	5.74	13	5.80	11	5.65	18
30. Pupil Personnel Facilities	5.20	31	5.39	26	5.44	28
31. Educational Planning	5.79	11	5.73	13	5.98	9
32. Evaluation of Educational Programs	6.04	5	5.84	9	6.00	8
33. Understanding Instructional Program Aids	5.73	14	5.64	20	5.60	23
34. Student/School Relations	5.49	20	5.44	24	5.63	22
35. Special Education Programs	5.55	19	5.24	31	5.21	34
36. Career Education	5.36	24	5.17	34	5.33	31
37. Accountability	5.67	16	5.68	18	5.67	17
38. Population Trends & Attendance Statistics	5.37	23	5.20	33	5.14	35
39. Extra-curicular Activities	4.93	37	4.93	39	4.95	38
40. Testing Practices	5.14	34	5.15	36	5.05	37
41. Student Achievement	5.92	8	5.82	10	5.70	15
42. School House Maintenance	5.15	33	5.43	25	5.58	25
43. Facilities Planning	5.17	32	5.59	22	5.63	22
44. Transportation	5.23	29	5.35	28	5.77	12
45. Food Service Programs	4.77	40	5.07	37	5.42	29
Frequency	64		136		43	

*Denotes a difference significant at the .05 level

Table 69

MEAN VALUES AND RANKS OF TOPICS TO BE INCLUDED IN A
SCHOOL BOARD INSERVICE PROGRAM ACCORDING
TO THE DISTRICT TYPE OF RESPONDENTS

Topic	Rural Mean	Rural Rank	Small Town Mean	Small Town Rank	Suburban Mean	Suburban Rank	Urban Mean	Urban Rank	F Tests
1. Legal Responsibilities	5.97	9	5.95	6	5.90	8	6.30	4	0.33
2. Legislative Relationships	5.19	36	5.20	30	5.32	26	5.80	17	0.82
3. Superintendent Selection	6.34	3	6.23	2	6.06	4	6.20	6	0.95
4. Superintendent Evaluation	6.37	2	6.12	5	6.25	2	6.40	2	0.92
5. Working Relations With Superintendent	6.57	1	6.34	1	6.35	1	6.50	1	1.29
6. Collective Bargaining	6.07	6	5.95	6	5.94	7	6.40	2	0.75
7. Establishment of Overall Educational Goals	6.02	7	5.83	11	6.06	4	6.40	6	0.74
8. Problem Solving Techniques in Policy Dvlpmt.	5.42	28	5.18	33	5.23	30	5.80	17	1.03
9. R&D for Education	4.75	40	4.74	40	4.61	43	5.00	40	0.37
10. Role of School Attorney	4.83	39	4.86	38	5.04	35	5.50	25	0.92
11. Parliamentary Procedure	4.71	43	4.34	45	4.53	44	4.80	41	0.86
12. State/Nat'l School Boards Assn. Services	4.58	45	4.45	43	4.45	45	4.70	43	0.27
13. Strategies for Public Communication	5.35	29	5.15	35	5.22	31	5.60	22	0.51
14. Community Politics, Gov't, etc.	4.68	44	4.62	42	4.79	40	4.80	41	0.19
15. Role and Function of Advisory Committees	4.74	41	4.74	40	4.94	37	4.70	43	0.53
16. Interdistrict Relations	4.72	42	4.35	44	4.73	41	5.10	39	1.31
17. Community Relations	5.82	13	5.54	20	5.61	17	6.30	4	1.48
18. Handling Grievances	5.31	27	5.20	30	5.03	36	5.40	30	2.37
19. Budget Preparation	6.12	5	6.14	4	5.99	6	5.90	13	0.36
20. Budget Interpretation	6.18	4	6.15	3	6.23	3	6.20	6	0.08
21. Business Practice for School	5.68	21	5.63	16	5.72	11	5.80	17	0.11
22. Local Taxation, Bonding, & Terminology	5.65	23	5.48	22	5.37	23	5.50	25	0.89
23. State Funding	5.83	12	5.72	13	5.31	27	5.20	36	3.74*
24. Federal Aid	5.31	31	5.18	33	4.68	42	4.70	43	4.08*
25. Shape & Function of Administrative Org.	5.75	16	5.54	17	5.71	12	5.90	11	.45
26. Personnel Practices	5.78	15	5.62	17	5.44	20	6.00	11	1.87
27. Staff Development	5.70	18	5.72	13	5.38	22	5.80	17	1.75
28. Staff Evaluation	5.59	25	5.88	9	5.50	18	5.60	22	1.39
29. Salary Structures	5.91	10	5.72	13	5.63	15	5.60	22	1.22
30 Pupil Personnel Facilities	5.33	30	5.38	24	5.35	25	5.30	32	0.03
31. Educational Planning	5.87	11	5.82	12	5.64	14	5.90	13	0.76
32. Evaluation of Educational Programs	5.98	8	5.95	6	5.78	10	6.20	6	0.87
33. Understanding Instructional Program Areas	5.69	20	5.60	19	5.65	13	5.70	21	0.09
34. Student/School Relations	5.63	24	5.37	25	5.36	24	5.50	25	1.22
35. Special Education Programs	5.21	35	5.29	26	5.45	19	5.40	30	.78
36. Career Education	5.29	33	5.15	35	5.21	32	5.50	25	0.30
37. Accountability	5.74	17	5.62	17	5.62	16	5.90	13	0.33
38. Population Trends & Attendance Statistics	5.22	34	4.86	37	5.42	21	6.00	11	2.89*
39. Extra-curricular Activities	4.86	38	5.23	28	4.81	39	5.20	36	1.74
40. Testing Practices	5.08	37	5.28	27	5.09	34	5.30	32	0.43
41. Student Achievement	5.80	14	5.88	9	5.81	9	6.20	6	0.42
42. School House Maintenance	5.57	26	5.20	30	5.26	28	5.30	32	1.51
43. Facilities Planning	5.69	19	5.43	23	5.25	29	5.50	25	1.96
44. Transportation	5.67	22	5.22	29	5.13	33	5.20	37	3.62*
45. Food Service Programs	5.29	32	4.82	39	4.64	38	5.30	32	2.92*
Frequency	130		75		108		10		

*Denotes a difference significant at the .05 level.

Table 70

MEAN VALUES AND RANKS OF TOPICS TO BE INCLUDED IN A SCHOOL BOARD INSERVICE PROGRAM ACCORDING TO THE DISTRICT FINANCIAL CLASS OF RESPONDENTS

Topics	Class 1 Mean	Rank	Class 2 Mean	Rank	Class 3 Mean	Rank	Class 4 Mean	Rank	Class 5 Mean	Rank	Class 6 Mean	Rank	F Tests
1. Legal Responsibilities	5.75	7	5.90	12	5.57	11	6.04	9	5.99	8	6.01	6	0.66
2. Legislative Relationships	5.13	21	5.52	27	5.14	21	5.58	27	5.30	32	5.18	33	0.66
3. Superintendent Selection	5.63	8	5.90	12	5.71	7	6.29	3	6.45	2	6.24	3	2.20
4. Superintendent Evaluation	6.13	3	6.10	8	5.96	3	6.54	1	6.35	3	6.29	2	1.10
5. Working Relations With Superintendent	6.25	2	6.38	1	6.00	2	6.29	3	6.52	1	6.53	1	1.69
6. Collective Bargaining	4.75	28	6.19	4	6.04	1	6.13	6	6.07	6	5.99	8	2.34*
7. Establishment of Overall Educational Goals	5.50	9	6.24	3	5.68	8	6.08	7	6.08	5	6.00	7	1.09
8. Problem Solving Techniques in Policy Dvlpmt.	4.25	35	5.33	32	5.00	27	5.29	34	5.56	22	5.30	29	1.86
9. R&D for Education	4.38	34	4.86	43	4.54	38	4.54	44	4.88	42	4.66	41	0.59
10. Role of School Attorney	4.88	27	5.14	37	4.71	34	5.08	36	5.10	37	4.82	39	0.61
11. Parliamentary Procedure	4.00	39	4.71	45	4.25	42	4.54	44	4.69	44	4.58	43	0.55
12. State/Nat'l School Boards Assn. Services	3.38	45	5.10	39	3.89	45	4.63	42	4.67	45	4.51	45	3.08*
13. Strategies for Public Communication	4.50	32	5.52	27	5.00	27	5.79	15	5.20	34	5.28	30	1.58
14. Community Politics, Gov't, etc.	3.75	42	5.05	40	4.68	35	4.96	39	4.89	41	4.57	44	1.43
15. Role and Function of Advisory Committees	3.63	43	4.95	41	4.89	31	4.83	40	5.00	40	4.72	40	1.87
16. Interdistrict Relations	3.63	43	4.86	43	4.21	43	4.67	41	4.88	42	4.64	42	1.68
17. Community Relations	4.88	22	5.95	11	5.43	14	5.67	19	5.75	15	5.74	13	1.05
18. Handling Grievances	4.00	39	5.19	35	4.61	37	5.33	33	5.32	31	5.45	27	3.10*
19. Budget Preparation	6.00	4	6.14	5	5.93	5	6.17	5	5.98	9	6.13	5	0.31
20. Budget Interpretation	6.38	1	6.10	8	5.96	3	6.54	1	6.14	4	6.22	4	0.93
21. Business Practice for School	5.38	15	5.67	23	5.39	16	5.92	10	5.70	17	5.72	15	0.62
22. Local Taxation, Bonding, & Terminology	4.00	39	5.38	30	5.07	23	5.67	19	5.50	24	5.68	18	3.48*
23. State Funding	4.50	32	5.24	33	5.07	23	5.71	18	5.69	19	5.76	12	3.12*
24. Federal Aid	4.13	37	4.95	41	4.04	44	5.08	36	5.13	35	5.24	31	4.00*
25. Shape & Function of Administrative Org.	5.50	9	5.90	12	5.39	16	5.46	31	5.92	10	5.65	19	1.10
26. Personnel Practices	5.25	20	5.67	23	5.11	22	5.67	19	5.70	17	5.72	15	1.42
27. Staff Development	4.75	28	5.76	18	4.96	29	5.63	25	5.79	12	5.63	21	2.80*
28. Staff Evaluation	5.38	15	5.81	15	5.36	19	5.92	10	5.67	20	5.58	23	0.79
29. Salary Structures	5.38	15	5.76	18	5.54	12	5.83	14	5.79	12	5.80	10	0.44
30. Pupil Personnel Facilities	5.50	9	5.57	26	4.64	36	5.67	19	5.46	25	5.32	28	2.44*
31. Educational Planning	6.00	4	6.00	10	5.43	14	5.79	15	5.77	14	5.80	10	0.66
32. Evaluation of Educational Programs	5.88	6	6.33	2	5.89	6	5.88	12	5.86	11	5.90	9	0.59
33. Understanding Instructional Program Areas	5.50	9	5.81	15	5.68	8	5.88	12	5.64	21	5.61	22	0.29
34. Student/School Relations	4.88	22	5.71	21	5.39	16	5.58	27	5.37	28	5.54	24	.84
35. Special Education Programs	5.38	15	5.71	21	5.68	8	5.54	30	5.26	33	5.18	33	1.43
36. Career Education	5.38	15	5.76	18	5.25	20	5.42	32	5.08	39	5.22	32	0.98
37. Accountability	4.88	22	6.14	5	5.07	23	5.67	19	5.75	15	5.73	14	2.67*
38. Population Trends & Attendance Statistics	4.88	22	5.81	15	4.86	32	5.58	27	5.36	29	5.13	36	1.66
39. Extra-curricular Activities	3.88	41	5.24	33	5.07	23	4.63	42	5.10	37	4.88	38	1.99
40. Testing Practices	4.75	28	5.52	25	4.75	33	5.13	25	5.39	27	5.02	37	3.50*
41. Student Achievement	5.50	9	5.19	35	5.50	13	5.75	7	6.01	7	5.72	16	3.81*
42. School House Maintenance	4.75	28	5.62	25	4.46	39	5.63	25	5.40	26	5.49	25	3.50*
43. Facilities Planning	5.50	9	5.19	35	4.46	39	5.75	17	5.51	23	5.65	19	3.81*
44. Transportation	4.25	35	5.38	30	4.93	30	5.67	19	5.33	30	5.49	25	2.18
45. Food Service Programs	4.13	37	5.14	37	4.32	41	5.00	38	5.13	35	5.16	35	2.61*
Frequency	8		21		28		24		84		148		

*Denotes a difference significant at the .05 level.

Table 71

A COMPARISON OF THE FIVE LEAST IMPORTANT TOPICS TO BE INCLUDED IN A SCHOOL BOARD INSERVICE PROGRAM ACCORDING TO THE STATUS GROUP OF RESPONDENTS

Superintendents		Board Members		Board Presidents		Experts	
Topic	Rank	Topic	Rank	Topic	Rank	Topic	Rank
State and National School Board Services	45	Parliamentary Procedure	45	R&D for Education	45	Problem Solving Techniques in Policy Development	44
Interdistrict Relations	44	Community Politics, Government, etc.	44	Community Politics, Government, etc.	44	Extra Curricular Activities	44
Parliamentary Procedure	43	State and National School Boards Association Services	43	Interdistrict Relations	43	State and National School Boards Association Services	41
R&D For Education	42	Interdistrict Relations	42	Role and Function of Advisory Committees	42	Food Service Programs	41
Role and Function of Advisory Committees	41	Role of School Attorney	41	State and National School Boards Association, Services	41	Pupil Personnel Facilities	41

Table 72

A COMPARISON OF THE FIVE LEAST IMPORTANT TOPICS TO BE INCLUDED IN A SCHOOL BOARD INSERVICE PROGRAM ACCORDING TO THE LENGTH OF BOARD MEMBER TENURE

Less Than 5 Years		5 to 9 Years		10 + Years	
Topic	Rank	Topic	Rank	Topic	Rank
Parliamentary Procedure	45	Parliamentary Procedure	45	State and National School Boards Association Services	45
R&D for Education	44	Community Politics, Government, etc.	44	R&D for Education	44
Community Politics, Government, etc.	43	State National School Boards Association Services	43	Community Politics, Government, etc.	43
Interdistrict Relations	42	Role and Function of Advisory Committees	42	Role and Function of Advisory Commission	42
Role and Function of Advisory Committees	41	Interdistrict Relations	41	Role of School Attorney	41

Table 73

A COMPARISON OF THE FIVE LEAST IMPORTANT TOPICS
TO BE INCLUDED IN A SCHOOL BOARD INSERVICE
PROGRAM ACCORDING TO PROFESSIONAL
GROUP OF RESPONDENTS

Professional		Home Maker		Educators		Managers		Other	
Topic	Rank	Topic	Rank	Topic	Rank	Topic	Rank	Topic	Rank
R&D for Educ.	45	Commun. Pol., Gov't., etc.	45	Parl. Procedure	45	Parl. Procedure	45	Comm. Pol., Gov't., etc.	45
Interdistrict Rel.	44	Parl. Procedure	44	Commun. Pol., Gov't., etc.	44	R&D for Educ.	44	St. & Nat'l School Boards	44
Parl. Procedure	43	Role of School Attorney	43	Extra-curric. Activity	43	Interdistrict Rel.	43	Parl. Procedure	42
Role & Funct. of Adv. Comm.	42	Nat'l School Board	43	St. & Nat'l School Board	42	Comm. Pol., Gov't., etc.	42	Role & Funct. of Adv. Comm.	42
St. & Nat'l School Board	41	Extra-curric. Activity	41	Role & Funct. of Adv. Comm.	41	St. & Nat'l School Board	41	Interdistrict. Rel.	41

Table 74

A COMPARISON OF THE FIVE LEAST IMPORTANT TOPICS
TO BE INCLUDED IN A SCHOOL BOARD INSERVICE
PROGRAM ACCORDING TO EDUCATIONAL
LEVEL OF RESPONDENTS

Less Than 4 Years College		Bachelor's Degree		Graduate to Masters Degree		Doctorate	
Topic	Rank	Topic	Rank	Topic	Rank	Topic	Rank
Community Politics, Gov't., etc.	45	Parliamentary Procedure	45	Parliamentary Procedure	45	St. & Nat'l School Boards Association	45
R&D for Education	44	Interdistrict Rel.	44	St. & Nat'l School Boards Association	44	Parliamentary Procedures	44
Parliamentary Procedure	43	St. & Nat'l School Boards Association	43	Interdistrict Relations	43	Interdistrict Relations	43
St. & Nat'l School Boards Association	42	Community Politics, Gov't., etc.	42	Community Politics, Gov't., etc.	42	R&D for Education	42
Role & Function of Adv. Committees	41	R&D for Education	41	R&D for Education	41	Role & Function of Adv. Committees	41

Table 75

A COMPARISON OF THE FIVE LEAST IMPORTANT TOPICS
TO BE INCLUDED IN A SCHOOL BOARD INSERVICE
PROGRAM ACCORDING TO THE SEX OF RESPONDENTS

Male		Female	
Topic	Rank	Topic	Rank
State and National School Boards Association Services	45	Parliamentary Procedures	45
Interdistrict Relations	44	Community Politics, Government, etc.	44
Parliamentary Procedure	43	State and National School Boards Association Services	43
R&D For Education	42	Extra Curricular Activities	42
Community Politics, Government, etc.	41	Interdistrict Relations	41

Table 76

A COMPARISON OF THE FIVE LEAST IMPORTANT TOPICS TO BE INCLUDED IN A SCHOOL BOARD INSERVICE PROGRAM ACCORDING TO DISTRICT CLASS OF RESPONDENTS

Second Class		Third Class		Fourth Class	
Topic	Rank	Topic	Rank	Topic	Rank
Parliamentary Procedure	45	State and National School Boards Association Services	45	State and National School Boards Association Services	45
State and National School Boards Association Services	44	Parliamentary Procedure	44	Parliamentary Procedure	44
Interdistrict Relations	43	Interdistrict Relations	43	Problem Solving Techniques	43
Educational Planning	42	R&D for Education	42	Interdistrict Relations	42
R&D for Education	41	Community Politics, Government, etc.	41	Use of Advisory Committees	41

Table 77

A COMPARISON OF THE FIVE LEAST IMPORTANT TOPICS TO BE INCLUDED IN A SCHOOL BOARD INSERVICE PROGRAM ACCORDING TO DISTRICT TYPE OF RESPONDENTS

Rural		Small Town		Suburban		Urban	
Topic	Rank	Topic	Rank	Topic	Rank	Topic	Rank
State and National School Boards Association Services	45	Parliamentary Procedure	45	State and National School Boards Association Services	45	State and National School Boards Association Services	43
Community Politics, Government, etc.	44	Interdistrict Relations	44	Parliamentary Procedures	44	Role and Function of Advisory Committees	43
Parliamentary Procedures	43	State and National School Boards Association Services	43	R&D for Education	43	Federal Aid	43
Interdistrict Relations	42	Community Politics, Government, etc.	42	Federal Aid	42	Parliamentary Procedures	41
Role and Function of Advisory Committees	41	R&D for Education	40	Interdistrict Relations	41	Community Politics, Government, etc.	41
		Role and Function of Advisory Committees	40				

Table 78

A COMPARISON OF THE LEAST IMPORTANT TOPICS TO BE INCLUDED
IN A SCHOOL BOARD INSERVICE PROGRAMS
ACCORDING TO THE FINANCIAL CLASS OF RESPONDENTS

First Class (30,000,000+)		Second Class (24,000,000-29,999,999)		Third Class (18,000,000-23,999,999)		Fourth Class (12,000,000-17,999,999)		Fifth Class (6,000,000-11,999,999)		Sixth Class (0-5,999,999)	
Topic	Rank	Topic	Rank	Topic	Rank	Topic	Rank	Topic	Rank	Topic	Rank
State and National School Boards Association Services	45	Parliamentary Procedures	45	State and National School Boards Association Services	45	R&D for Education	44	State and National School Boards Association Services	45	State and National School Boards Association Services	45
Role and Function of Advisory Committees	43	R&D for Education	43	Federal Aid	44	Parliamentary Procedure	44	Parliamentary Procedure	44	Community Politics, Government, etc.	44
Interdistrict Relations	43	Interdistrict Relations	43	Role and Function of Advisory Committees	42	State and National School Boards Association Services	42	R&D for Education	42	Parliamentary Procedure	43
Community Politics, Government, etc.	42	Role and Function of Advisory Committees	41	Parliamentary Procedure	42	Extra Curriculum	42	Inter-district Relations	42	Interdistrict Relations	42
Extra Curricular Activities	41	Federal Aid	41	Food Service	41	Interdistrict Relations	41	Community Politics, Government, etc.	41	R&D for Education	41

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Discussion

Most of these topics fall under the heading of "School and Community Topics." They tend not to deal with the "here and now" of running a school district. Rather, they are all somewhat abstract. That these topics are ranked lower by respondents, however, does not mean that they should be automatically excluded from a local inservice program. It is important to note that none of these topics had means below 4.00 on an aggregate basis or below 3.30 according to each of the variables under consideration. Although the high means may be related to respondent fatigue or question bias, one could also infer that even the least popular topics are recognized as having merit. Interviews bear out this conclusion. In one district, advisory committees were a vital element in the successful running of the school district. In another district, the superintendent had attempted to arrange informal meetings among his board members and board members of neighboring districts. This superintendent felt inter-district communications would contribute to board growth and generate ideas for each district. This idea was vetoed by the other superintendents who, unfortunately, were concerned about the content of the exchange threatening their own job.

Implications

1. A superintendent, board, or professional group, when designing a board development program, ought to weigh carefully the local relevance of these less popular topics. Time is precious; and unless there is a particular reason for covering a topic that is ranked of low value by board respondents, the time saved can better be used in another area.

2. If the individual or group in charge of board development feels that one of the less popular topics is important, he or she will need to plan how to interest the board in the subject. Should board members be unfamiliar with parliamentary procedure and conduct long raucus meetings, a session on Roberts Rules of Order might be beneficial. Yet board members may not be interested in or willing to attend such a session unless they can be made to see the relevance of the material covered to their own jobs. It is the job of the superintendent, the person in charge of development, and the session presenter to establish that relevance.

Conclusion 4:   Beyond the core group of topics to be
included in a local board development program, other
topics of interest depend on the issues that are current
in each individual district.

Interviews in various districts throughout the
state clearly emphasized the local characteristic of good
board development.   Table 38 in Chapter 4 indicated the
wide variety of topics considered in each of the districts
interviewed.   That table is reproduced here as Table 79.

Discussion

Constraints on the amount of time available for
board member development force each district to prioritize,
to select items of key significance for close analysis
each year.   No district could possibly touch on all topics
at once.   The interviews in various districts throughout
the state indicate clearly the variation in local priori-
ties.   District concerns varied from whether to change bus
services, to building an addition to a high school,. to
updating a policy book.   Inservice emphasis was a direct
outgrowth of these concerns.   As Table 79 shows, it is
apparent that one district's declining enrollment is
another's building addition.

Table 79

LOCAL BOARD AREAS OF DEVELOPMENT, ACTIVITIES UNDERTAKEN, AND RESULTS OBTAINED

	Concentration	Problem	Inservice Action	Result
1.	Special Education	School district operate its own classes	Had speeches and presentations by Intermediate Unit Director, Special Education Director and Superintendent	Backed Superintendent. District decided to educate its own special education students. Left I.U.
2.	Evaluation and Supervision	Incompetence of older central office staff	Superintendent worked informally with Board. Explained function of an evaluation program and early retirement	Board approved strategy. Had no union problems. Saved money through early retirement of administrators
3.	Reorganization	Declining enrollment	Developed timeline with the board for action. Board organized a task force and developed a tabloid for community. Government consultant reviewed task force report and presented comprehensive report to board and community	Three years allowed time for action. Planning was organized. Board was supportive. Made a tentative decision on schools
4.	Finances	Raise the mill rate	Superintendent spent four hours in two meetings before budget meeting. Explained where money came from. Showed projections. Invited principals, press and public	Got ten mill raise. Board understands how to talk finances to legislators. Plan reduced tension, led to understanding between community and board
5.	Administration	Working with new superintendent	Superintendent showed board the management support team and how it was used. He trained administrators and had them come to board meetings and explain process	Got board support for team approach
6.	Transportation	Whether to change bus services	Had consultant come and do a study of the system and report to board. Superintendent also worked with board	Board accepted consultant's recommendations
7.	Finances	Collecting delinquent taxes	Superintendent taught board about law. Committee Chairman raised suggestion. Solicitor provided board inservice	Collected $250,000 in back taxes. Board can knowledgeably review taxing procedures
8.	Buildings	Addition to school	Superintendent was primary board resource person. Former Secretary of Revenue talked on financing. Architect and staff provided dialogue with the board	Built bigger and better facilities
9.	Negotiations	Impending strike	Began in January preparing for strike possibilities in September. Talked about contract process and developed a proposal. Established Administrative Advisory Council to work with Board. Had PSBA at a public seminar. Superintendent discussed board conduct during strike. Met twice a month before strike and twice a week during	Held all management rights. Signed agreement in January. Met later with Superintendent to evaluate actions, discuss changes, and how to avoid the next strike
10.	Energy	Save energy and money	Property committee recommended study. Superintendent suggested consultant from neighboring district. Consultant spoke at workshop open to all interested	Board approved recommendations and got federal money for project
11.	Policies	Update policy book	Worked on two policies, meeting with superintendent, prepared draft policies and a list of areas where new policies were needed. Superintendent prioritized policies at board's request. Board went to PSBA and NSBA policy clinics	Approved changes and developed new handbooks
12.	Policies	Create policy manual	Superintendent and Administration explained need to board. Solicitor came and met with board. Had five or six discussion meetings with superintendent and administrators	Developed manual. Learned board roles
13.	Buildings	Sale of property	Topic raised at inservice meeting. Board assigned it to a committee. Administration gathered information. Board organized community task force. Task force made recommendations to the board	Board recommended soliciting bids. Sold building profitably
14.	Curriculum	Board support for teacher inservice	Sent board member to participate in teacher program. He then met with board and explained program	Board voted money for teacher inservice program

Implications

1. Although on an aggregate abstract basis board
members and other respondents seem generally to agree on
topics to be part of a board development program, on a
local level, there is no single inservice design that is
sufficient to meet all the needs of all the districts.
Beyond a certain core of topics, the design of the local
board development program must be tailored to the differ-
ential needs of each district. Such tailoring implied
planning and assessing each individual district's problems
and issues.

Conclusion 5: Board members want not only to acquire
factual information, but to enhance particular skills.
Furthermore, these skills are common to all board members
across districts.

In the interviews, board members and presidents
spoke of the benefits they hoped to receive from local
inservice programs. Table 80 presents a list of the
benefits.

Table 80

BENEFITS BOARD MEMBERS HOPE TO RECEIVE FROM LOCAL
BOARD DEVELOPMENT PROGRAMS

1. "A working understanding of what's required in different areas."

2. "Knowledge of what's going on ... and what's going to happen."

3. "Awareness of problems teachers face in doing their job."

4. "Understanding of what's being taught."

5. "Ability to set priorities."

6. "Board commitment through board understanding."

7. "To have a board that acts as a whole, not as individuals."

8. "To have a board that understands its role of setting policy, providing resources, and approving the program."

9. "To meet the basic needs of the community from an education point of view."

10. "Listening skills."

11. "The technique of asking the right question at the right time."

12. "An appreciation of the way a board has to operate."

13. "The development of an education program."

14. "Reduction of individual biases."

15. "Skillful, thoughtful decision making."

16. "To articulately represent in layman's terms what the school district is doing."

17. "The ability to make long-lasting decisions."

Table 80 (Continued)

18. "Self-discipline and control."

19. To get a better perspective on our own school district by comparing it with others."

Discussion

Most of the benefits were described in terms of skills. Board members wanted to develop listening and communication skills, to improve planning and decision-making, to develop an awareness of the problems faced by those working directly in the schools, to subordinate their own biases to group needs, to increase self-control, and to understand the role of the board in the context of the overall educational system. These skill needs, unlike topics to be covered, are common to board members in all districts regardless of class, type, or finances.

Implications

1. Simply providing board members with facts on specific topics may not help board members to apply those facts constructively. Handing board members materials to read about student test scores does not imply that the

board members can communicate this information to the
public. Hearing a lecture on collective bargaining does
not guarantee that the board president will follow proper
negotiating protocol. The designer of board development
programs should include procedures that allow boards to
practice pertinent skills as well as assimilate data.

2. The more skilled a board is, the more likely it
is to contribute to the smooth running of the district.
Boards that have learned to plan effectively minimize
crisis management situations. Boards that understand
their role in decision-making do not usurp the role of the
superintendent. Boards that know how to listen well can
ask the right questions.

3. In the long run, a superintendent benefits from
having a professional board that will work with him or
her, rather than a group of unskilled amateurs who each
have their own axes to grind.

4. Professional associations ought to plan more
workshops that allow participation aimed at enhancing
board skills. Too often sessions employ only lecture
format.

CHAPTER 6

ANALYSIS: LOCAL SCHOOL BOARD DEVELOPMENT
PROGRAMS AND PRACTICES

After examining the various needs of board members

in the previous chapter, this chapter proposes to analyze

what districts are presently doing to meet these needs.

Where appropriate the analysis treats the district, board

member, and superintendent characteristics and is supported

by interview data. Questions answered by this chapter

include:

- What formal ongoing local district inservice
  programs have local districts developed to help
  school board members acquire the requisite
  knowledge and skills for effective boardsmanship

- What other informal inservice practices do school
  board members engage in

- Is there a relationship between inservice programs
  and district or respondent characteristics.

School Board Programs and Practices

Question 1 on the survey questionnaire sought to determine if school districts in Pennsylvania had a formal, ongoing board development program with a budget and someone in charge. Table 81 illustrates these data.

Table 81

EXISTENCE OF BOARD DEVELOPMENT PROGRAMS

Status	Have Program	Sort of	Don't Have	Don't Know	Total
Superintendent					
number	10	71	56	2	139
percent	7.2	51.1	40.3	1.4	45.6
Board Member					
number	15	38	38	0	91
percent	16.5	41.8	41.8	0	29.8
Board President					
number	11	41	23	0	75
percent	14.7	54.7	30.7	0	24.6
Total					
number	36	150	117	2	305
percent	11.8	49.2	38.4	.6	100

Two conclusions can be drawn from the data:

1. Few districts in Pennsylvania have a formal board
    development program. Where board development
    exists, it is done on an informal basis, as
    needed or requested

2. Fourth class districts, with smaller populations,
    are more likely to have no school board develop-   ✓✓
    ment programs than are other districts throughout
    the state.

Discussion

Responses to this question indicated that generally

Pennsylvania's school districts do not have formal, ongoing

programs with someone in charge and a budget for services.

Only 11.8 percent of the sample reported that their dis-

trict had a formal program. Another 49 percent have

informal procedures and work at improving school board

skills and knowledge when needed, when opportunities arise,

or when a board member expresses interest. Almost two-

fifths of the sample either had no program or did not know

what they had.

Pennsylvania's districts, however, do more in the

way of board development than most districts. Approxi-

mately 60 percent of Pennsylvania's districts have some

form of board development, where only 51 percent nationally
have any board inservice.[5]

The chi-square test at the .05 level of signifi-
cance was used to analyze these data in relation to the
variables of district size, type and finances; the status
of the respondents; and the education level of the super-
intendents. The test reported no significant differences
in the responses to survey Question 1 and the type or
finances of the district or the education level of the
superintendent. A significant difference was reported in
the responses according to size shown in second, third,
and fourth class districts. The data showed that a
significantly higher percentage of fourth class districts,
districts with smaller student populations, did not have
either formal or informal inservice programs. In fact,
where overall 60 percent of Pennsylvania's districts are
doing something in terms of board development, 58 percent
of the fourth class districts have no board development
program or don't know what they have. These data are
shown in Table 82 and imply that board members in smaller
districts are either less informed than those in other

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[5]Antonia Neubauer, "Educating the Board of
Education," paper presented at the AASA Conference,
Chicago, Il., July 1980.

districts throughout the state or learn by informal, in-
dividual means.

Table 82

COMPARISON OF THE KIND OF INSERVICE PROGRAM IN
DISTRICTS ACCORDING TO DISTRICT CLASS

District Class	Have Program	Sort of	Don't Have	Don't Know
2	14 6.7%	46 54.6%	24 28.6%	0 0
3	26 14.0%	90 48.4%	69 37.1%	1
4	2 4.7%	16 37.2%	24 55.8%	1 2.3%

chi square = 13.11192
df = 6
x^2 at .05 level of significance = 12.592

Why smaller districts are less disposed to inservice cannot
be conclusively determined from this study. Data from
Question 8 on constraints suggest that fourth class re-
spondents view lack of board interest in inservice and
pressure to conserve funds as major reasons for lack of
board development programs. These two constraints were
ranked significantly higher by respondents in smaller
fourth class districts than by those in second and third
class districts.

Implications

1. Superintendents, especially of fourth class districts, need to make greater efforts to inservice their board members on local issues and develop programs that are informative yet low cost. Further, they have to help their board see the relevance of inservice for the district.

2. The state school boards associations need to direct more of their efforts at reaching out to smaller districts with literature and with programs that are affordable.

3. Board members and presidents in rural districts ought to be aware that they are doing less than other members, and need to investigate how to design cost conscious yet informative development programs for themselves.

Question 2 asked district respondents what they had done in the past two years that was particularly effective at raising the skills and knowledge of board members. Table 83, reproduced from Chapter 4, presents a summary of these activities. Two conclusions can be drawn from the data:

Table 83

EFFECTIVE DEVELOPMENT STRATEGIES

Strategy	Number of Responses	Percentage of Responses
1. Learning as Need Arises	30	10
2. IU and University Workshops	26	9
3. Board Retreats	12	3
4. PSBA Workshops	49	16
5. State and National Conventions	15	5
6. Board Evaluations	2	1
7. Local Workshops by Supts. & Admins.	66	22
8. New Board Member Orientation	31	10
9. Nothing	37	12
Missing Cases	37	12
Total	305	100

1. Local board members appreciate inservice efforts made in their own districts by their own local administrators

2. PSBA workshops are highly respected by many Pennsylvania board members.

Discussion

Table 83 shows that effective board development strategies conducted by local boards are scattered over a wide range of activities. Some are as simple as handing out literature on the district to new board members. Others involve taking the entire board to Newport News, Virginia, to study with Madelaine Hunter. Appendix G contains a list of those responses, edited to avoid repetition. Because of the scattering of strategies over a wide range, one cannot infer that one activity is consistently more effective than others. Moreover, that a particular activity was said to be effective in one district does not mean that it will work in another district. Each district has its own unique characteristics that affect both the quality of the presentation and the way it is received. For example, some districts praise the orientation sessions given by the state school boards association. Other districts find the identical sessions simplistic in relation to what is done locally for new members by their board president and administration.

Despite the range of strategies, the largest category of "particularly effective" activities was that of local workshops by superintendents and administrators.

Many of the local workshops treated local curriculum, goal setting, or other indigenous topics other than the traditional buses, budget, and buildings. That these strategies were considered important signals the appre- ciation of board members for the efforts of their local administrators to keep the board informed. The importance of local efforts is underscored when one realizes that 60 percent of the strategies considered exceptional took place within the individual district, while only 40 percent were sponsored by outside agencies.

The second highest category of effective local developmental strategies was "Pennsylvania School Boards Association Workshops." The recognition given by respondents to PSBA emphasizes the regard of board members and superintendents for the training activities of the organization.

Interestingly 12 percent of the respondents chose to state specifically that their district did "nothing" to enhance board member skills. Conceivably, the respondents who did not reply to this question were implying that their districts also did nothing. It is likely then, that almost one quarter of the respondents felt that nothing effective was being done within the school district to support board development--a sad commentary.

Question 5 on the board member interview and
Question 3 on the superintendent interview also probed
what districts were doing that was particularly effective.
Board members and superintendents were asked to identify
an area or areas in which they had concentrated the great-
est part of their inservice efforts over the past year,
and then to describe the effort, the changes that were
made, and the evaluation that was conducted. These data
were summarized in Chapter 4 and are reproduced below as
Table 84. Note that all of the inservice actions involved
planning over a period of time in response to a clearly
identified problem that was relevant to the district.
Sessions were not crisis responses. Secondly, the super-
intendent was the key person in all but four instances.
The superintendent acted as catalyst, often encouraging
the board to undertake a particular task; a linker, finding
the proper resources or people to deal with the problem
area; or as a resource person, providing the needed in-
formation to the board himself. These inservice activities
were participatory, involving board, community, task
forces, administrators, and even press.

Table 84

LOCAL BOARD AREAS OF DEVELOPMENT, ACTIVITIES UNDERTAKEN, AND RESULTS OBTAINED

	Concentration	Problem	Inservice Action	Result
1.	Special Education	School district operate its own classes	Had speeches and presentations by Intermediate Unit Director, Special Education Director and Superintendent	Backed Superintendent. District decided to educate its own special education students. Left I.U.
2.	Evaluation and Supervision	Incompetence of older central office staff	Superintendent worked informally with Board. Explained function of an evaluation program and early retirement	Board approved strategy. Had no union problems. Saved money through early retirement of administrators
3.	Reorganization	Declining enrollment	Developed timeline with the board for action. Board organized a task force and developed a tabloid for community. Government consultant reviewed task force report and presented comprehensive report to board and community	Three years allowed time for action. Planning was organized. Board was supportive. Made a tentative decision on schools
4.	Finances	Raise the mill rate	Superintendent spent four hours in two meetings before budget meeting. Explained where money came from. Showed projections. Invited principals, press and public	Got ten mill raise. Board understands how to talk finances to legislators. Plan reduced tension, led to understanding between community and board
5.	Administration	Working with new superintendent	Superintendent showed board the management support team and how it was used. He trained administrators and had them come to board meetings and explain process	Got board support for team approach
6.	Transportation	Whether to change bus services	Had consultant come and do a study of the system and report to board. Superintendent also worked with board	Board accepted consultant's recommendations
7.	Finances	Collecting delinquent taxes	Superintendent taught board about law. Committee Chairman raised suggestion. Solicitor provided board inservice	Collected $250,000 in back taxes. Board can knowledgeably review taxing procedures
8.	Buildings	Addition to school	Superintendent was primary board resource person. Former Secretary of Revenue talked on financing. Architect and staff provided dialogue with the board	Built bigger and better facilities
9.	Negotiations	Impending strike	Began in January preparing for strike possibilities in September. Talked about contract process and developed a proposal. Established Administrative Advisory Council to work with Board. Had PSBA at a public seminar. Superintendent discussed board conduct during strike. Met twice a month before strike and twice a week during	Held all management rights. Signed agreement in January. Met later with Superintendent to evaluate actions, discuss changes, and how to avoid the next strike
10.	Energy	Save energy and money	Property committee recommended study. Superintendent suggested consultant from neighboring district. Consultant spoke at workshop open to all interested	Board approved recommendations and got federal money for project
11.	Policies	Update policy book	Worked on two policies, meeting with superintendent, prepared draft policies and a list of areas where new policies were needed. Superintendent prioritized policies at board's request. Board went to PSBA and NSBA policy clinics	Approved changes and developed new handbooks
12.	Policies	Create policy manual	Superintendent and Administration explained need to board. Solicitor came and met with board. Had five or six discussion meetings with superintendent and administrators	Developed manual. Learned board roles
13.	Buildings	Sale of property	Topic raised at inservice meeting. Board assigned it to a committee. Administration gathered information. Board organized community task force. Task force made recommendations to the board	Board recommended soliciting bids. Sold building profitably
14.	Curriculum	Board support for teacher inservice	Sent board member to participate in teacher program. He then met with board and explained program	Board voted money for teacher inservice program

Implications

1. Local superintendents and administrators need to realize the importance of their local efforts to inform the board and to not delegate this function to outside agencies such as school boards associations or intermediate units. That 24 percent of the respondents either said nothing effective was being done by their district or did not reply is an indictment of those responsible for board development.

2. Effective board inservice implies frequently that the superintendent be capable of playing a multitude of roles--leader, prodder, and coordinator.

3. When those responsible for board inservice allow time for planning activities, with a clear goal in mind, the chances for a quality program of direct district relevance are enhanced.

4. Participatory inservice allows board members to hear different points of view and make their own decisions. In this way the board has responsibility for their actions rather than the superintendent.

5. The Pennsylvania School Boards Association and the Intermediate Units deserve recognition and support for their role in upgrading the skills of board members--often

in the absence of any local development. Of special im-
portance are orientation sessions for new board members
provided by these groups.

Question 2a on the questionnaire and Question 5
and Question 3 on the interviews sought to determine how
respondents knew a particular activity was effective.
Table 85, reproduced from Chapter 4 presents the
questionnaire responses; Table 84, interview responses;
and specific comments are contained in Appendix G, edited
to avoid repetition. The following conclusion can be
drawn from the data:

> Board members and superintendents ultimately define
> effectiveness of a particular inservice strategy in
> terms of direct job payoff for themselves as indivi-
> duals and for the district as a whole.

Discussion

Table 85 specifically illustrates the relationship
of effective board development and performance. One
quarter of the respondents specifically cited improved job
performance as a key measure of the value of inservice,
but in reality, all the responses illustrate forms of
direct job payoff.

Table 85

EFFECTS OF BOARD DEVELOPMENT ACTIVITIES

Effect	Number of Responses	Percentage of Responses
1. Improved performance	78	26
2. More knowledge and understanding	57	19
3. Resolved particular conflict, crisis, or need successfully	11	4
4. Better interboard cooperation	12	4
5. Positive formal board evaluation	7	2
6. Better board-mgmt. team relations	0	0
7. Increased self confidence	13	4
8. Comments from board members	37	12
9. Don't know	16	5
Missing cases	74	24
Total	305	100

Comparing activities and effects in both interviews and questionnaire responses, one notes that particular activities seem to produce different forms of job payoff.

Every time retreats were mentioned as particularly effective, respondents cited an improvement in board communications and a greater willingness to work together as payoffs. Some activities paid off in action-oriented results. Physical plant inspections led to an improved maintenance system. A board trip to Newport News, Virginia, to watch Madelaine Hunter's staff development program in action led to the implementation of that program in a district. Participatory, open budget information sessions induced board members to pass the budget and townspeople to pass a budget referendum. Some activities were directed at upgrading personal skills. For example, board members who attended orientation sessions found they knew what questions to ask at meetings or while talking with administrators and staff. They felt better about themselves. They felt more productive. In sum, superintendents and board members knew that an activity was productive when they looked at the results, when they saw how the knowledge and skills they had acquired were applied to their performance, the performance of the board as a whole, and ultimately to the performance of the district.

Implications

1.   Those who coordinate local board development
ought to have a specific performance result in mind as
they undertake board activities and target the activity
accordingly. For example, a district with a particularly
intransigent board might want to foster communications and
cooperation and goal consensus by undertaking a retreat.
Involving a board member in an activity lacking local
relevance is a waste of precious time.

2.   Often board members are criticized for wasting
taxpayer money by going off to conferences or hiring a
consultant. When board members can point to a tangible
result due to their efforts, critics can sometimes be
defused.

3.   The school boards association--state and/or
national--should create a recipe book for board members of
local "strategies that work" in specific situations to
produce specific results. The book should cite districts
that have tried these "recipes" to be used as board
resources or references. Finally, these "recipes" ought
to be sent to all local board members, so that they can
see what other districts are doing in comparison to their
own.

Data from Question 4 on the questionnaire illus-
trated that the most popular board activities were reading

journals, attending PSBA meetings, and visiting schools.

The least popular activities were retreats, needs assess-

ments, and visits to schools outside the district. Re-

sponses also indicated that generally the local district

pays for board development. The analysis probed the ques-

tion of financing, relating questionnaire and interviews,

and explored the relationship among activities performed

and district variables and the educational level of the

superintendent. Conclusions are listed below:

1. Although for the most part districts attempt to
   cover the costs of board development activities,
   there is frequently a cost to board members that
   acts as a deterrent to inservice

2. There is a relationship between district class
   and board development, with Class 2 districts,
   those with the largest student populations, doing
   the most and Class 4 districts, the smaller
   districts, doing the least

3. There is a relationship between district type and
   board development, with suburban districts doing
   a wide variety of activities and other types being
   more selective. Rural districts do the least
   amount of development

4. There is a relationship between district finances
   and board development, with districts having
   larger budgets (although not the largest) involved
   in more development activities than those with
   the smallest size budgets

5. The Pennsylvania School Boards Association plays a
   crucial role in board development

6. Learning for boards is usually from secondary
   sources rather than local "hands on" activities,
   and most learning is geared to understanding what
   is going on rather than planning what should be

Discussion

As Table 86 illustrates, districts assume most of

the cost of board development. Only school visitations

inside and outside the district are cited by respondents

as costing board members any money. Nevertheless, board

members mentioned costs to themselves as a constraint on

inservice and interviews supported the data. Costs are of

two main kinds--direct and indirect. Indirect costs

include time...and energy...taken from work or family and

spent on board issues. Direct costs to board members are

felt most when board members attend conventions or confer-

ences at a distance from their homes. Travel expenditures

in Pennsylvania, financed out of school district funds,

are limited to $30 by the school code. The allocations do

not begin to cover today's expensive cost of travel and

registration. As one board member explained, "The last

convention I went to cost me $600 in New Orleans. It was

expensive and timely. It cost me five days of personal

Table 86

BOARD DEVELOPMENT ACTIVITIES

Activity	Done in Last 2 Years, District Paid Costs	Done in Last 2 Years, Board Paid Costs	Percent of Activities Done*	Should Be Done in Next 2 Years	Percent that Should Be Done
1. Weekend Retreat	41	1	14	111	36
2. Orientation Workshop	166	10	58	215	70
3. Participation in School Board Convention	192	5	65	247	81
4. Board Needs Assessment	64	1	21	177	58
5. NSBA Nat'l Convention	138	6	47	200	66
6. Expert Programs at Local Board Meetings	146	4	49	200	66
7. Visits-Schools Within District	184	36	72	220	72
8. Visits-Schools Outside District	97	16	37	161	53
9. Univ. or State School Bds. Association Workshops	218	7	74	251	82
10. Talks to Fed., State or Local Officials	146	10	51	203	67
11. Subscriptions to "Amer. School Board Journal"	223	5	75	243	80
12. Subscriptions to Other Educational Magazines	205	7	70	223	73

*Based on 305 questionnaires

vacation. Some members can't do it." Occasionally districts hide travel money in other accounts and help reimburse board members for travel, room, and board at conventions above and beyond state regulations. Nevertheless, the individual financial outlays for long distance travel to workshops and conventions do act as a deterent to school board member attendance.

When one examines the type of activities that districts in Pennsylvania are doing, the role of the Pennsylvania School Boards Association stands out. The date in Table 87 illustrate clearly that other than reading, the single most common development activity in which board members participate is the state school boards association or university workshop. Although universities were included in this questionnaire item, interviews and other data indicate that PSBA workshops alone constitute all but a fraction of the responses. The association reaches approximately 75 percent of the school boards with their workshops. Additionally, 60 percent of the board attend the PSBA state convention and probably close to 100 percent receive PSBA publications. These statistics are a tribute to PSBA and a mandate for them to continue to serve the districts.

Table 87

ACTIVITIES BOARD MEMBERS ARE DOING: STATUS GROUP

Count Row % Column %	Retreat	Orien- tation	SSBA Conven- tion	Needs Survey	NSBA Conven- tion	Expert Program	School Visits Within	School Visits Outside	SSBA/ Univer- sity Workshop	Federal/ State Local Talks	Sub- scription to ASBJ	Sub- scription to Other Journals	To- tal
Supts.	17	81	84	28	61	72	104	52	105	65	109	96	139
	12.2	58.3	60.4	20.1	43.9	51.8	74.8	37.4	75.5	46.8	78.4	69.1	45.6
	40.5	46	42.6	43.1	42.4	48.0	47.3	46.0	46.7	41.7	47.8	45.3	-
Board	17	52	62	22	44	42	64	27	63	47	62	62	91
Members	18.7	57.1	68.1	24.2	48.4	46.2	70.3	29.7	69.2	51.6	68.1	68.1	29.8
	40.5	29.5	31.5	33.8	30.6	23.0	29.1	23.7	28.0	30.1	27.2	29.2	-
Board	8	43	51	15	39	36	52	34	57	44	57	54	75
Presidents	10.7	57.3	68	20	52	48.0	69.3	45.3	76	58.7	76.0	72	24.6
	19.0	24.4	25.9	23.1	27.1	24.0	23.6	30.1	25.3	28.2	25.0	25.5	-
Column	42	176	197	65	144	150	220	113	225	156	228	212	305
Total	13.8	57.7	64.6	21.3	47.2	49.2	72.1	37.0	73.8	51.1	74.8	69.5	100

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Beyond utilizing PSBA workshops, the next most important form of board development is reading. Boards do little formal planning in the form of needs assessments or retreats. They see little of what occurs in districts other than their own. The data suggest that learning is rarely aimed at "hands on activities" or at planning activities. Yet in this day and age of rapid change, planning and forecasting skills are vital in order to make responsible decisions. Sample solutions to problems in the districts interviewed illustrated clearly how participatory long range planning produced positive results and gained board and community support. For example, boasting of getting a "10 mill" raise as a result of a series of budget inservice sessions for board and citizens, a superintendent said:

> The board now understands how to talk to legislators. They know what will happen to administrators and staff over the next few years. Having a plan reduces the trauma.

The data pertaining to district variables of size, type, and finance illustrate consistent patterns. Larger, wealthier, suburban districts are more active in board development than other districts, especially smaller, rural districts with lower budgets. Table 88 and Chart 1 present the data relative to district class. One can see that board members from Class 2 districts, those with student

Table 88

ACTIVITIES BOARD MEMBERS ARE DOING: DISTRICT CLASS

Count Row % Column %	Retreat	Orien- tation	SSBA Conven- tion	Needs Survey	NSBA Conven- tion	Expert Program	School Visits Within	School Visits Outside	SSBA/ Univer- sity Workshop	Federal/ State Local Talks	Sub- scription to ASBJ	Sub- scription to Other Journals	To- tal
Class 2	24	45	70	25	55	45	71	36	66	48	67	59	84
	28.6	53.6	83.3	29.8	65.5	53.6	84.5	42.9	78.6	57.1	79.8	70.2	27.0
	57.1	25.6	35.5	38.5	38.2	30.0	32.3	31.9	29.3	30.8	29.4	27.8	-
Class 3	17	108	115	38	80	94	125	63	137	93	137	128	185
	9.2	58.4	62.2	20.5	43.2	50.8	67.6	34.1	74.6	50.3	74.1	69.2	59.5
	40.5	61.4	58.4	58.5	55.6	62.7	56.8	55.8	60.9	59.6	60.5	60.4	-
Class 4	1	23	12	2	9	11	24	14	22	15	24	25	42
	2.4	54.8	28.6	2.4	21.4	26.2	57.1	33.3	52.4	35.7	57.1	59.5	13.5
	2.4	13.1	6.0	3.1	6.2	7.3	10.9	12.4	9.8	9.6	10.5	11.8	-
Column Total	42	176	197	65	144	150	220	113	225	156	228	212	311
	13.5	56.6	63.3	20.9	46.3	48.2	70.7	36.3	72.3	50.2	73.3	68.2	100

Chart 1

ACTIVITIES BOARD MEMBERS ARE DOING -- DISTRICT CLASS

Key
- Second Class
- Third Class
- Fourth Class

Percentage of Districts Performing Activities

Activities: Retreat, Orientation, SSBA Convention, Needs Survey, NSBA Convention, Expert Program, School Visits Within, School Visits Outside, SSBA/Univ. Workshops, Federal/State/Local Talks, ASBJ Subscription, Subscription to Other Journals

Activities
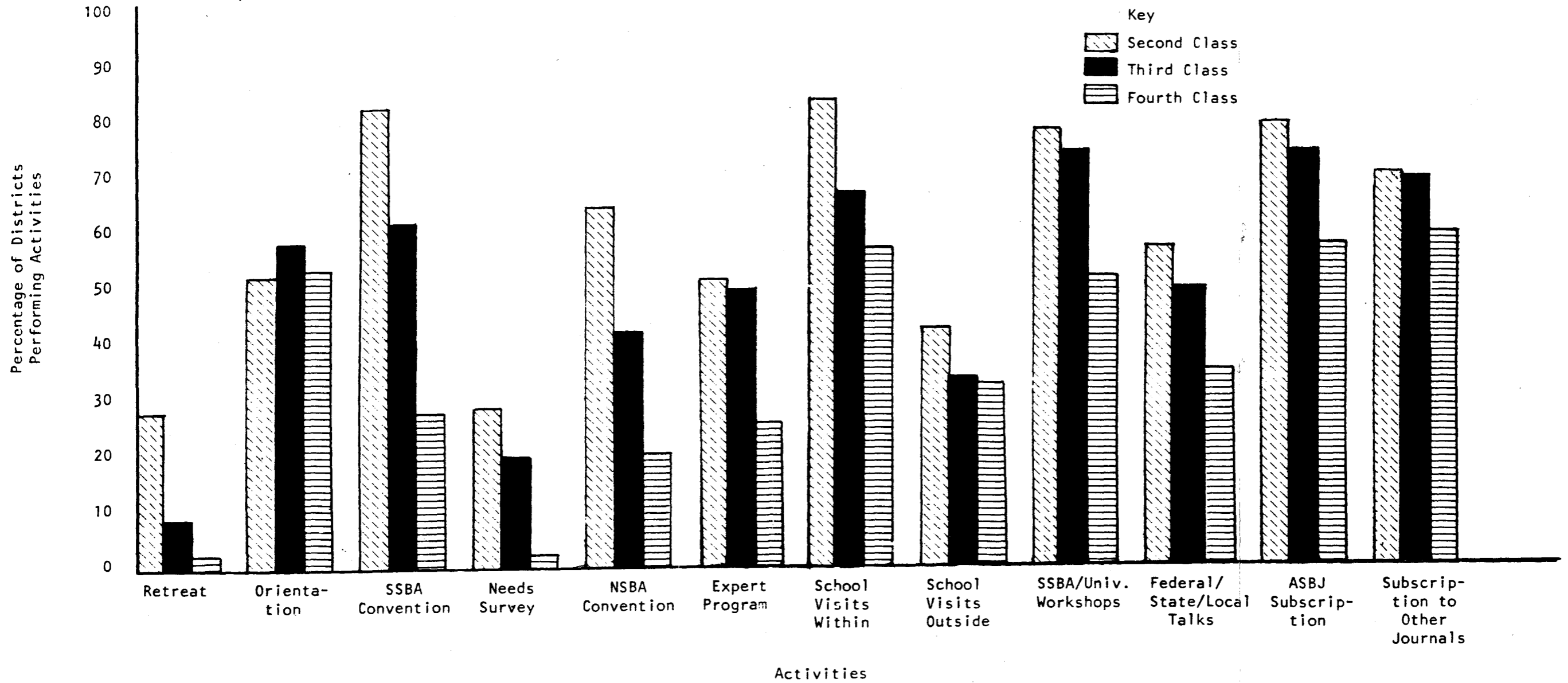
populations between 30,000 and 500,000 travel more fre-
quently and attend more conventions and workshops than
board members in other class districts. Additionally,
Class 2 districts perform more needs assessments, visit
more schools outside their districts, and go on more
retreats than their counterparts.

Class 3 districts with student populations between
5,000 and 30,000 practice board development activities more
often within the state. They read journals and utilize
the state school boards association workshops and conven-
tions. These districts have more orientation programs
than their counterparts and two-thirds of the respondents
indicate they visit their local schools.

The Class 4 districts, those with student popula-
tions of less than 5,000, tend to do significantly less of
all forms of board development than do larger districts.
Only 57 percent get "The American School Board Journal,"
less than 30 percent have traveled to either the state or
national school boards association conventions, few experts
of any sort have come in to talk at meetings, and needs
assessments and retreats are infrequent.

A similar pattern of school board development
exists when the data is examined according to district
type. Table 89 and Chart 2 show a clear distinction in

TABLE 89

ACTIVITIES BOARD MEMBERS ARE DOING: DISTRICT TYPE

Count Row % Column %	Retreat	Orien- tation	SSBA Conven- tion	Needs Survey	NSBA Conven- tion	Expert Program	School Visits Within	School Visits Outside	SSBA/ Univer- sity Workshop	Federal/ State Local Talks	Sub- scription to ASBJ	Sub- scription to Other Journals	To- tal
Rural	9	68	69	22	44	51	81	41	86	58	84	83	130
	6.9	52.3	53.1	16.9	33.9	39.2	62.3	31.5	66.2	44.6	64.6	63.8	41.8
	21.4	38.6	35	33.8	30.6	31.0	36.8	36.3	38.2	37.2	36.8	39.2	-
Small Town	10	36	45	7	30	29	43	22	46	29	48	51	64
	15.6	56.3	70.3	10.9	46.9	45.3	67.2	34.3	71.9	45.3	75	79.7	20.6
	23.8	20.5	22.8	10.8	20.8	19.3	19.5	19.5	20.4	18.6	21.1	24.1	-
Suburban	21	68	75	34	62	62	90	48	92	62	87	71	107
	19.6	63.6	70.1	31.8	57.9	51.9	84.1	44.9	86.0	57.9	81.3	66.4	34.4
	50.0	38.6	38.1	52.3	43.1	41.3	40.9	42.5	40.9	39.7	38.2	33.5	-
Urban	2	4	8	2	8	8	5	2	7	7	9	7	10
	20.0	40	80.0	20	80	80	50	20	70	70	90	70	3.2
	4.8	2.3	4.1	3.1	5.6	5.3	2.3	1.8	3.1	4.5	3.9	3.3	-
Column Total	42	176	197	65	144	150	220	113	225	156	228	212	311
	13.5	56.6	63.3	20.9	46.3	48.2	70.7	36.3	72.3	50.2	73.3	68.2	100

Chart 2

ACTIVITIES BOARD MEMBERS ARE DOING -- DISTRICT TYPE

Key
Rural
Small town
Suburban
Urban
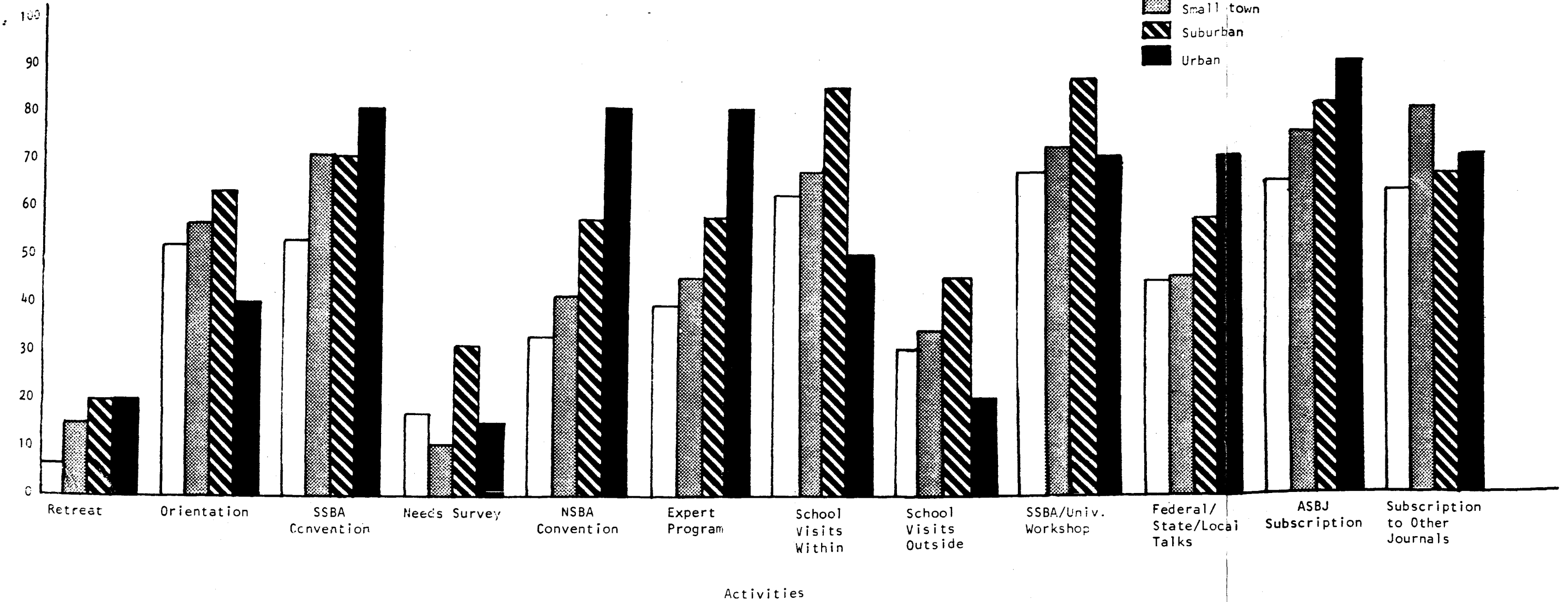
Activities

the kinds of activities in which board members are engaged in rural, small town, suburban, and urban districts.

Rural districts, most of which are Class 4 districts, do less than all other types of districts. They do not travel and do not utilize professional experts locally. The greatest impact is made by PSBA workshops and educational journals, reaching about two-thirds of the districts.

Overall, small town districts engage in more board development than do rural districts. The predominant forms of inservice are reading and attending state school boards association activities. Generally speaking, small town districts do not like to travel out of state. Less than 50 percent attended the National School Boards Association convention in the last two years. Additionally, they do not utilize experts in their districts, and strongly avoid needs assessments and retreats.

In suburban districts board members take extremely active roles in both state and local activities. More suburban board members utilize PSBA workshops or visit their own local schools than do board members from other types of districts. Although planning, in the form of needs assessments or retreats for the purpose of setting goals is not a popular form of inservice, more suburban

districts are involved in these activities than other
types of districts.

Urban school board members like to do anything
that takes them traveling. Eighty percent of the dis-
tricts sent members to the state and national school boards
association conventions. Additionally urban districts
utilized more experts and federal, state, and local offi-
cials at their board meetings than did all their counter-
parts. One could say that urban board members have re-
placed their own initiatives with that of the technocrats.
They visited fewer of their own and outside schools and
conducted fewer orientation programs for their members
than other rural, small town or urban districts.

As with class and type, there seems to be a rela-
tion between the size of district budgets and the type of
activities districts undertake. Chart 3 and Table 90
present these data. These data may be affected by two
factors--the small sample size of some financial classes
and the question of whether a district has a balanced
budget or is in debt. If a district is in debt, regardless
of budget size, they are not likely to fund or encourage
board development activities.

The Class 1 districts with budgets over
$30,000,000, although only a small sample, tend to parti-
cipate in activities that provide general information--

TABLE 90

ACTIVITIES BOARD MEMBERS ARE DOING: BUDGET SIZE

Count Row % Column %	Retreat	Orien- tation	SSBA Conven- tion	Needs Survey	NSBA Conven- tion	Expert Program	School Visits Within	School Visits Outside	SSBA/ Univer- sity Workshop	Federal/ State Local Talks	Sub- scription to ASBJ	Sub- scription to Other Journals	To- tal
Class 1	0	6	7	2	2	5	6	2	3	4	8	3	8
	0	75.0	87.5	25.0	25.0	62.5	75.0	25.0	37.5	50	100	37.5	2.6
$30,000,000+	0	3.4	3.6	3.1	1.4	3.3	2.7	1.8	1.3	2.6	3.5	1.4	
Class 2	5	13	16	7	14	13	16	10	16	13	17	14	21
24,000,000-	23.8	61.9	76.2	33.3	66.7	61.9	76.2	47.6	76.2	61.9	81	66.7	6.8
29,999,999	11.9	7.4	8.1	10.8	9.7	8.7	7.3	8.8	7.1	8.3	7.5	6.6	
Class 3	9	16	21	9	15	15	25	13	23	15	22	24	28
18,000,000-	32.1	57.1	75.0	32.1	53.6	53.6	89.3	46.4	82.1	53.6	78.6	85.7	9.0
23,999,999	21.4	9.1	10.7	13.8	10.4	35.7	11.4	11.5	10.2	9.6	9.6	11.3	
Class 4	6	12	19	6	16	13	22	9	19	12	19	16	23
12,000,000-	26.1	52.2	82.6	26.1	69.6	56.5	95.7	39.1	82.6	52.2	82.6	69.6	7.4
17,999,999	14.3	6.8	9.6	9.2	11.1	8.7	10.0	8.0	8.4	7.7	8.3	7.5	
Class 5	15	52	56	17	46	49	63	32	65	48	62	58	84
6,000,000-	17.9	61.9	66.7	20.2	54.8	58.3	75.0	38.1	77.4	57.1	73.8	69.0	27.0
11,999,999	35.7	29.5	28.4	26.2	31.9	32.7	28.6	28.3	28.9	30.8	27.2	27.4	
Class 6	7	77	78	24	51	55	88	47	98	64	99	97	147
0-	4.8	52.4	53.1	16.3	34.7	37.4	59.9	32.0	66.7	43.5	67.3	66	47.3
5,999,999	16.7	43.8	39.6	36.9	35.4	36.7	40.0	41.6	43.6	41.0	43.4	45.8	
Column	42	176	197	65	144	150	220	113	225	156	228	212	311
Total	135	56.6	63.3	20.9	46.3	48.2	70.7	36.3	72.3	50.2	75.3	68.2	100

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Chart 3

ACTIVITIES BOARD MEMBERS ARE DOING -- BUDGET SIZE

Legend:
- Class 1: $30,000,000 +
- Class 2: $24,000,000 - 29,999,999
- Class 3: $18,000,000 - 23,999,999
- Class 4: $12,000,000 - 17,999,999
- Class 5: $ 6,000,000 - 11,999,999
- Class 6: $ 0 - 5,999,999

Y-axis: Percentage of Districts Performing Activities

X-axis activities: Retreat, Orientation, SSBA Convention, Needs Survey, NSBA Convention, Expert Program, School Visits Within, School Visits Outside, SSBA/University Workshop, Federal/State/Local Talks, ASBJ Subscription, Subscription to Local Journals

Activities

reading and state school boards association conventions. They also visit their local schools and orient their new members. They avoid workshops and extensive travel. It is somewhat surprising that these large-budget districts do not do more, yet the data are consistent with the analysis of the needs of districts according to financial class (Question 13). Those data indicated that richer districts valued inservice less than their counterparts in all areas. Perhaps these districts feel inservice, as presented, does not relate to their needs or is not sophisticated enough for larger budget problems. It is also possible that the Class 1 districts, often urban, are feeling the "budget crunch" and cannot justify spending money on inservice.

Class 2 districts ($24,000,000-29,999,999) are the most active--into everything and traveling extensively. Classes 3 and 4 ($18,000,000-23,999,999 and $12,000,000-17,999,999) utilize state resources heavily and also take part in many local activities--visiting their own schools and conducting the most retreats and needs assessments. Class 5 districts ($6,000,000-11,999,999) travel less and bring in fewer outside people than their counterparts with bigger budgets. The fewest activities occur in the largest class of districts, those with budgets between $0 and $5,999,999.

There are many possible reasons for the patterns that emerged:

1. There is a relationship among the variables under consideration. Most Class 4 districts as determined by size are rural districts with small budgets. The larger Class 2 districts with bigger budgets are mostly urban districts. Suburban Class 3 districts make up the bulk of the remaining districts.

2. Mark Hurwitz, in his study of the personal characteristics of New Jersey board members, found that rural board members and those from districts with smaller pupil enrollments tended to be less educated, more politically conservative, and have served longer than their counterparts in larger urban and suburban districts.[2] He felt these personal characteristics produced board members who were less informed and less sophisticated.[3] If these board members are less informed, it is also because these characteristics also produce board members who discourage board development. As one board member said, "I don't like to send people out of state. They get more out of local conferences in Altoona."

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[2]Mark William Hurwitz, The Personal Characteristics and Attitudes of New Jersey Board Members (unpublished Doctoral dissertation, Temple University, 1971) pp. 354-355.

[3]Ibid., pp. 395-398.

Urban and suburban districts produce board members who tend to be wealthier, more liberal, and more educated.[4] These characteristics produce board members who are "better informed on current educational problems."[5] If they are better informed, it is likely due to their willingness to participate in more board development activities than their rural counterparts.

3. Superintendents in larger urban and suburban districts tend to be more educated themselves than those in small or rural districts. Only 28 percent of the superintendents with Masters degrees in this study come from urban or suburban districts. Seventy-two percent come from rural or small town districts. Furthermore, districts having superintendents with Masters degrees were involved in less board development activities than those with superintendents having Doctorates. Table 91 and Chart 4 depict these data. In all activities except school visitations and needs assessments, districts with superintendents having higher degrees outperform those districts whose superintendents only have Masters degrees. One could presume that rural or small town districts are involved in less board service because:

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[4]Ibid., pg. 354

[5]Ibid., pg. 398

Table 91

ACTIVITIES BOARD MEMBERS ARE DOING: EDUCATION OF SUPERINTENDENT

Count Row % Column %	Retreat	Orien- tation	SSBA Conven- tion	Needs Survey	NSBA Conven- tion	Expert Program	School Visits Within	School Visits Outside	SSBA/ Univer- sity Workshop	Federal/ State Local Talks	Sub- scription to ASBJ	Sub- scription to Other Journals	To- tal
Masters Degree	3	27	29	11	20	26	41	22	35	23	39	35	54
	5.6	50	53.7	20.4	37	48.1	75.9	40.7	64.8	42.6	72.2	64.8	38.8
	17.6	33.3	34.5	39.3	32.8	36.1	39.4	42.3	33.3	35.4	35.8	36.5	
Doctorate	14	54	55	17	41	46	63	30	70	42	70	61	85
	16.4	63.5	64.7	20	48.2	54.1	74.1	35.3	82.4	49.4	82.4	71.8	61.2
	82.4	66.7	65.5	60.7	67.2	63.9	60.6	57.7	66.7	64.6	64.2	63.5	
Column Total	17	81	84	28	61	72	104	52	105	65	109	96	139
	12.2	58.3	60.4	20.1	43.9	51.8	74.8	37.4	75.5	46.8	78.4	69.1	100

Chart 4

ACTIVITIES BOARD MEMBERS ARE DOING: EDUCATION OF SUPERINTENDENT

Key
- ☐ Masters Degree
- ▦ Doctorate

Percentage of Individuals/Groups Responsible for Education of Superintendent

Retreat | Orien-tation | SSBA Conven-tion | Needs Survey | NSBA Conven-tion | Expert Program | School Visits Within | School Visits Without | SSBA/ Univ. Workshop | Federal/ State/ Local Talks | ASBJ Subscrip-tion | Subscrip-tion to Other Journals

257
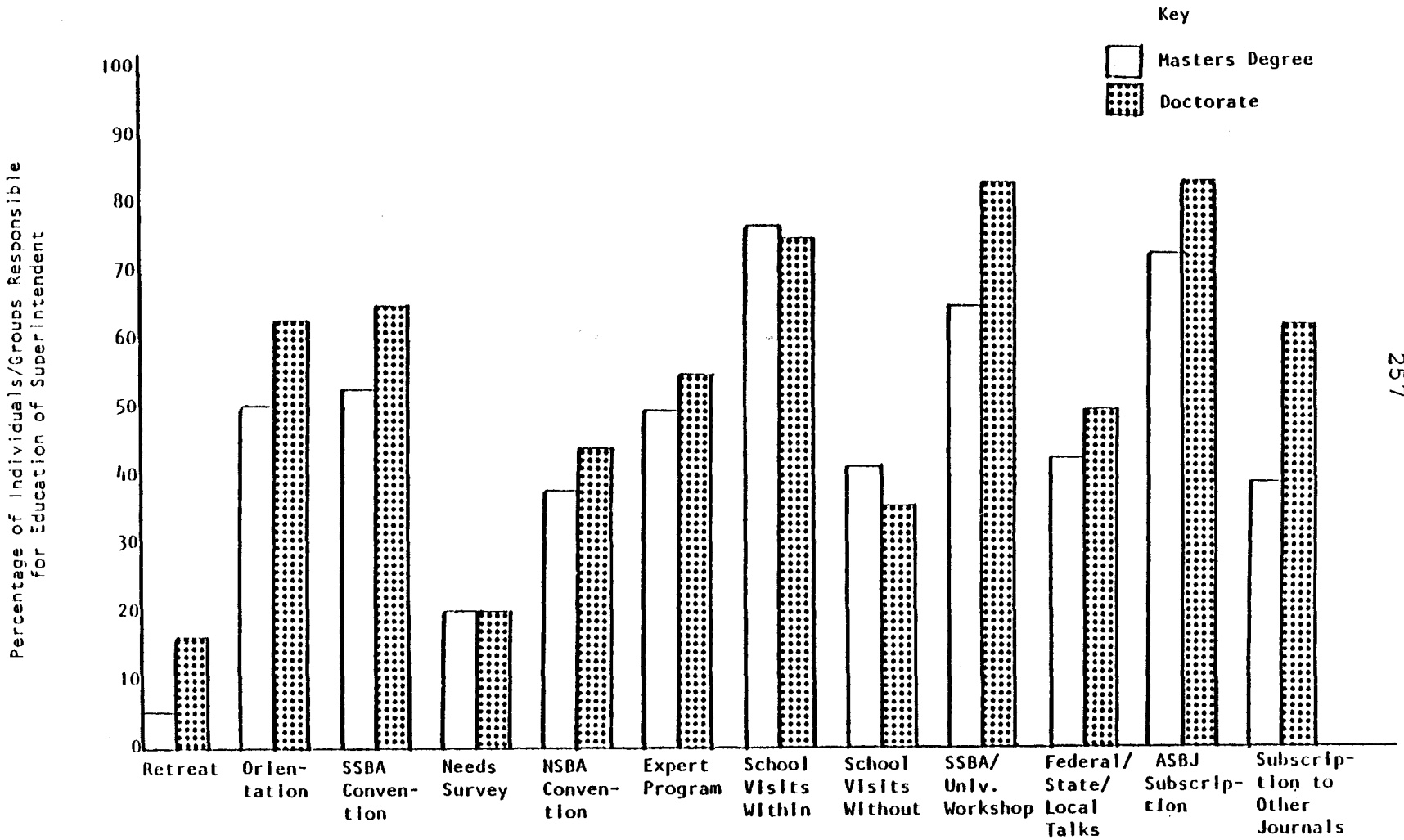
- Superintendents with Masters degrees are not as familiar or as skilled in conducting a variety of development activities for board members

- They are afraid to have a board more knowledgeable than they are. (One superintendent did not even want to pass out the survey, for fear his board would think he was not doing his job.

- Superintendents with Masters degrees view themselves as employees of the board rather than as Chief Executive Officers and educational leaders and are reluctant to "educate" their employers.

4. David Minar in his classic study, "The Community Basis of Conflict in School System Politics," indicated that the lower the overall levels of district income and education, the less boards tended to rely on technical authority and the more they tended to involve themselves in administrative issues. The higher the level of income and education, the more boards are likely to rely on the authority of the technocrat, especially the superintendent.[6] In both rural and small town districts, where average income and education is lower, boards may reject the "technocrats" (including their own superintendent), preferring to generate their own less sophisticated development activities. During an interview, one superintendent lamented:

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[6]David W. Minar, "The Community Basis of Conflict in School System Politics," American Sociological Review, 31, 6 (December 1966): 822-35.

In a small town, everybody knows each other. It's
hard for the board to decide if they are a board or a
friend. There is a reluctance to accept outsiders.
The high school principal has been here for fifteen
years and is still an outsider. The superintendent
will always be considered an outsider.

5. Lastly, distance, topography, and climate may in-
hibit board development activities, particularly in rural
districts. One of the districts interviewed covered 196
square miles. In another district, different communities
were separated by an intervening district. Just traveling
to school board meetings is time consuming. Additionally,
the Commonwealth of Pennsylvania is not flat. Both the
Allegheny and Appalachian Mountains traverse the state.
Travel over long distances is difficult, especially in
foul weather.

Implications

1. For state and national school boards associations,
the data underscore the need for quality literature direct-
ed at board members and high quality workshops that make
the most of the precious time devoted to board development.

2. Although Pennsylvania School Boards Association
and Intermediate Unit workshops are very useful, board
members and superintendents cannot allow them to replace

local inservice efforts. These workshops, because they
deal with all school boards throughout the state or region,
cannot be district specific. They are at their best when
they deal with general topics such as "legal requirements"
or "trends in state negotiations." Only local district
meetings can educate board members in such specifics as
budget line items or school facilities. Uneducated board
members may cut the wrong programs, close the wrong
buildings, or make other local blunders, antagonizing the
local educational community.

3. Superintendents and board members have to recog-
nize that PSBA offers its view of management, negotiations,
budget making and other educational issues. Frequently,
other views are equally beneficial to board members. Thus,
local boards and administrators have to keep open minds,
explore varieties of options, and view PSBA within
perspective.

4. Unfortunately, one cannot presume that the efforts
of PSBA will be replicated throughout the country. School
board associations differ widely in their size, scope of
activities, local membership, and overall effectiveness.
In Connecticut, for example, in 1980 only 43 percent of
the local boards belonged to the state association. The
Oklahoma School Boards Association has very few people
working in their office compared to the ninety-one who

work at PSBA. Instead of a well-written magazine bolstered by supplementary journals, a state's effort may be a single flyer. Thus Pennsylvania's statistics cannot be taken as representative of a national sample.

5. The state legislature of Pennsylvania ought to adjust its travel reimbursement provisions to reflect fully the cost of living increases in food and lodging for board members attending out of district conferences or conventions.

6. Different flexible strategies need to be developed and utilized both by superintendents and by the school boards associations in order to work with different size and financial classes of districts and with different types of districts.

7. Reaching out to rural and small town districts is difficult and can best be done by inducing the board to exercise its own leadership. The most effective "inside" inservice catalyst is probably the board president. A superintendent who wants to promote a local board development program will be most sucessful if he/she gains board president support and lets the board think the ideas being promulgated are their own. One superintendent, for example, before accepting a job contract, took his board president (a plumber) to an MBO course sponsored by Columbia University. In this way the president would

understand and promote what the superintendent wanted to do locally. This superintendent also made a point of letting others take credit for his ideas.

> When I was a superintendent 16 or 17 years ago, I did everything myself. I wanted recognition. A school board member friend told me not to do what I could get someone else to do. I changed and followed that. I'll let the board stick their neck out and get credit. I plant a lot of seeds and see things fulfilled by others.

8. Inservice education aimed at helping superintendents (especially those with less education) gain more sophisticated technical and leadership skills might encourage them to promote local board development. One cannot expect a superintendent who feels himself inferior to his board or whose board feels itself superior to him/her to be a sucessful district educational leader and director of board professional development. Mused a superintendent:

> I'm convinced that the biggest stumbling blocks to board development are us. We are afraid; yet boards need good leadership from the superintendent. The board comes and goes; but, contrary to myth, the superintendent stays.

Superintendents interviewed in districts with the strongest board development programs described themselves as "Chief Executive Officers" of their districts, responsible for setting direction.

Question 5 asked respondents who takes the major responsibility for coordinating the following aspects of boardsmanship:

- pre-election orientation for candidates

- the overall comprehensive program

- new board member orientation programs.

The question was analyzed in terms of three variables--the educational level of the superintendent, the status of the respondents and the location of the district. The following conclusions can be drawn:

1. Despite disagreement among respondents, generally, reponsibility for all forms of board inservice lies with the superintendent

2. Responsibility for coordinating board development is not affected by the education level of the superintendent

3. Absence of leadership in the coordination of board development programs is related to district type and is most apparent in rural areas.

Discussion

Looking at questionnaire responses on an overall basis, respondents indicate that largely superintendents are responsible for coordinating board development. Forty percent of the respondents said the superintendent was in charge of pre-election development; 51 percent, in charge of overall development; and 60 percent, in charge of

orientation for new board members. Table 92 illustrates these data.

Furthermore, although the educational level of the superintendent seems to be related to the type and frequency of board development activities, it does not seem to be related to program leadership. Table 92 illustrates this conclusion. Note on the table that the percentages in most respects are very close for superintendents with Masters and Doctoral degrees when describing who is in charge of board development programs. Charts 5, 6, and 7 present the data graphically. In essence, superintendents are likely to be in charge of a board development program regardless of their educational experience; but that does not mean they have to do anything with the program. In fact, the program itself may languish because the leader is indifferent or ineffective.

The question of "who coordinates board development activities" takes a slightly different slant when analyzed according to the status group of the respondents. These data imply that superintendents seem to _think_ they are in charge of board development more frequently than do their boards. Table 93 and Charts 8, 9, and 10 illustrate this point. Table 93, for example, indicates that 49.6 percent of superintendents think they are in charge of pre-election programs but only 25 percent of presidents and 37 percent

Table 92

"WHO'S IN CHARGE" ACCORDING TO THE EDUCATION LEVEL OF THE SUPERINTENDENT

	Board		Board President		Superin- tendent		PSBA		No One		Supt. + President		Total Responses	
Degree	#	%	#	%	#	%	#	%	#	%	#	%	#	%
PRE-ELECTION ORIENTATION														
Masters	3	5.8	7	13.7	26	51	0	0	14	27.5	1	2	51	94.4
Doctorate	11	14.4	7	9.2	37	48.7	0	0	19	25	2	2.6	76	89.4
NEW BOARD MEMBER ORIENTATION														
Masters	4	7.7	6	11.8	32	61.5	4	7.7	5	9.6	1	1.9	52	96.3
Doctorate	6	7.6	9	11.4	48	60.8	3	3.8	12	15.2	1	1.3	79	92.9
OVERALL BOARD DEVELOPMENT														
Masters	4	7.8	6	11.8	34	66.7	3	5.9	3	5.9	1	2	51	94.4
Doctorate	4	4.6	11	12.6	63	72.4	4	4.6	4	4.6	1	1.1	87	100

PERSON IN CHARGE

Chart 5

"WHO'S IN CHARGE" ACCORDING TO THE EDUCATIONAL LEVEL OF THE SUPERINTENDENT

PRE-ELECTION ORIENTATION
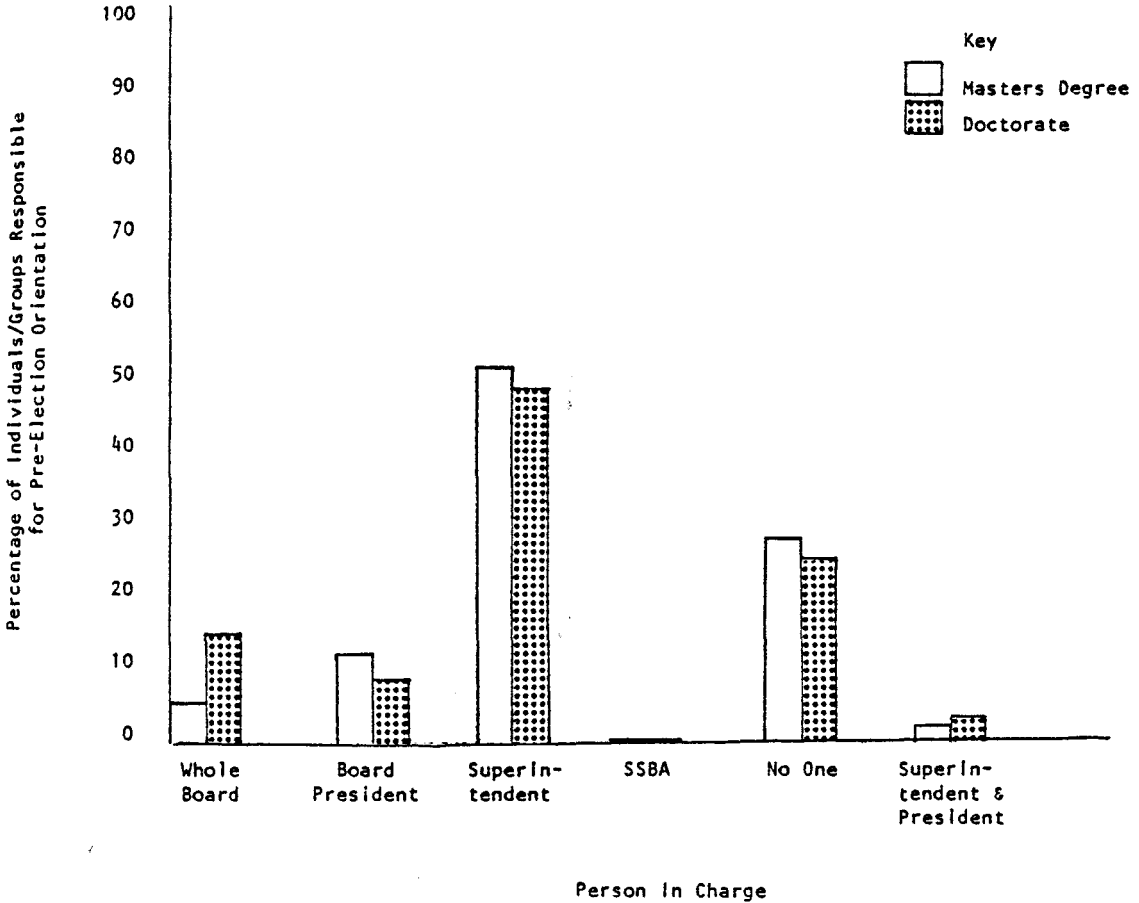
Chart 6

"WHO'S IN CHARGE" ACCORDING TO THE EDUCATIONAL LEVEL OF THE SUPERINTENDENT -- OVERALL DEVELOPMENT PROGRAM
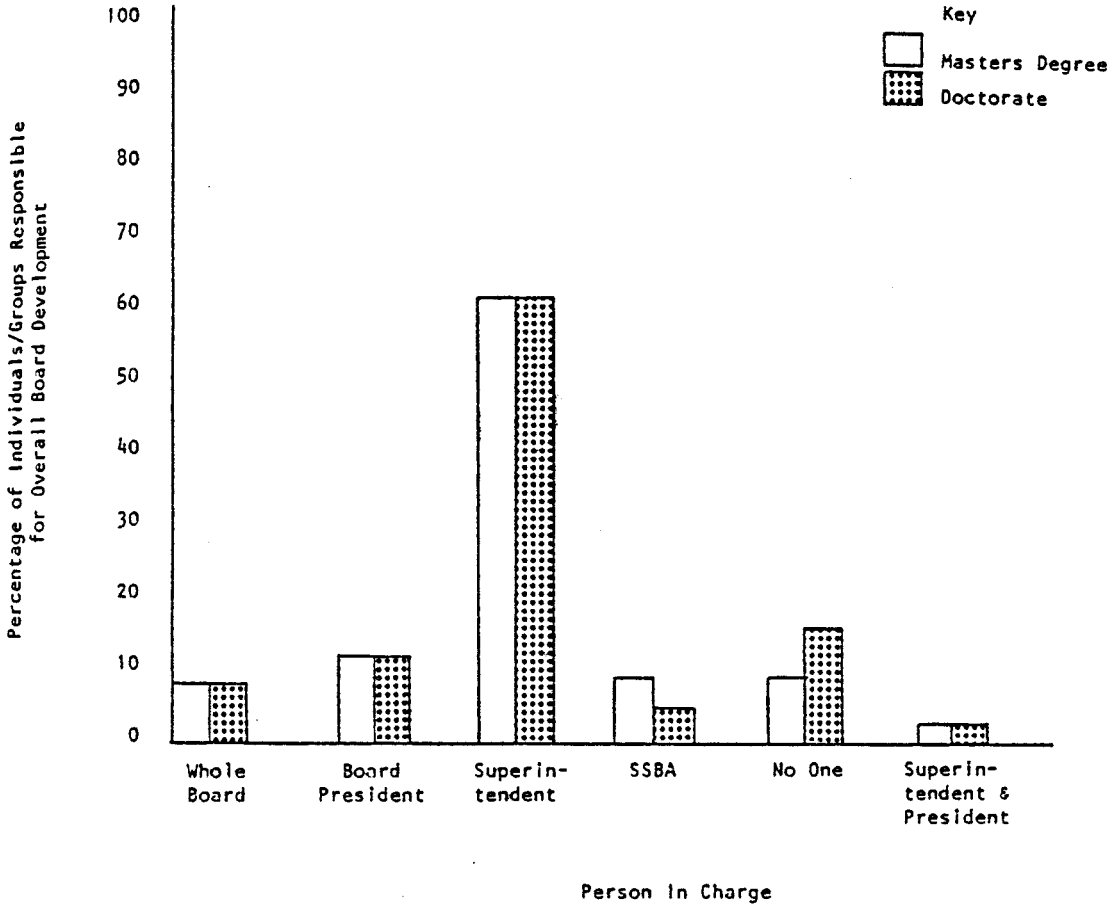
Chart 7

"WHO'S IN CHARGE" ACCORDING TO THE EDUCATIONAL

LEVEL OF THE SUPERINTENDENT -- NEW BOARD MEMBER ORIENTATION
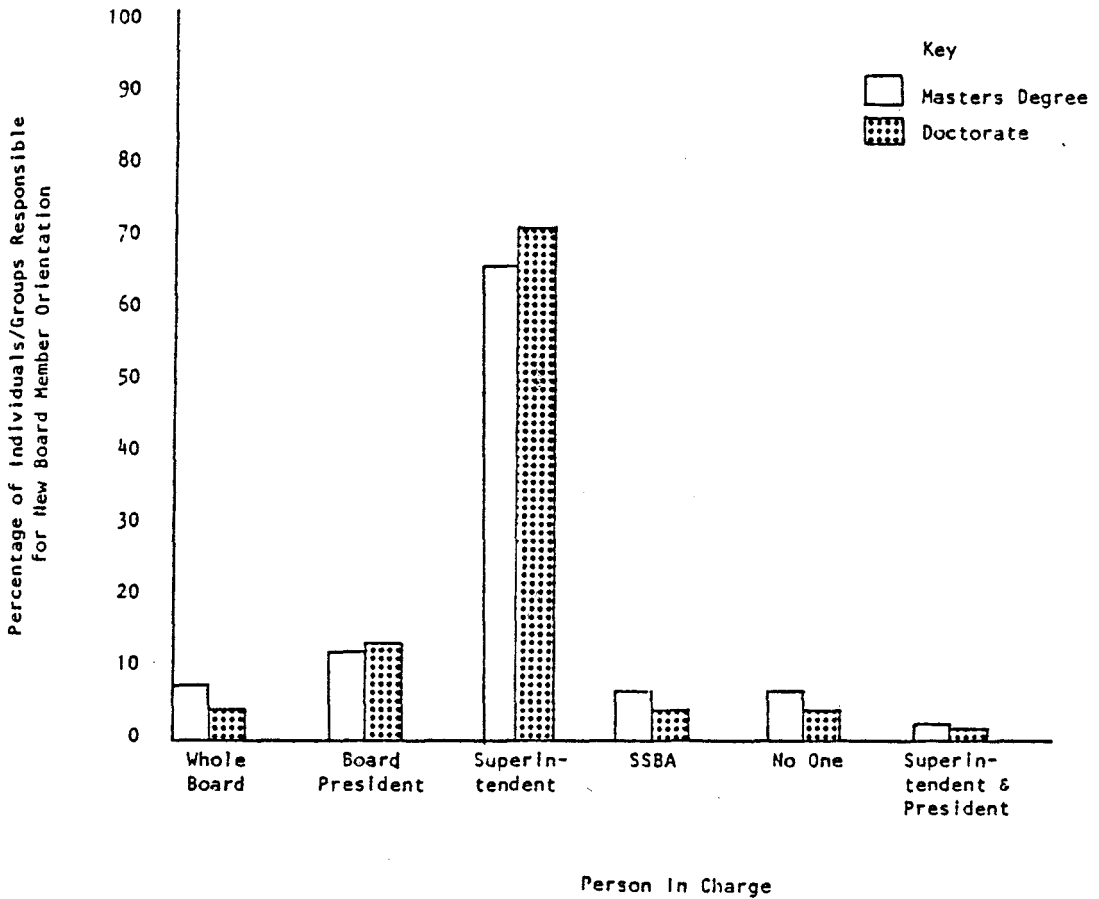
Person In Charge

Table 93

"WHO'S IN CHARGE" ACCORDING TO THE STATUS GROUP OF THE RESPONDENTS

Person in Charge / Status Group	Board		Board President		Superin- tendent		PSBA		No One		Supt. + President		Total Responses	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%
PRE-ELECTION ORIENTATION														
Superintendent	14	11.0	14	11.0	63	49.6	0	0	33	26.0	3	2.3	127	91.1
Board Member	10	11.6	7	8.1	32	37.2	0	0	35	40.7	2	2.3	86	94.5
Presidents	11	15.9	11	15.9	17	24.6	2	2.9	25	36.2	3	4.3	69	92
OVERALL BOARD DEVELOPMENT														
Superintendent	10	7.6	15	11.5	80	61.1	7	5.3	17	13.0	2	1.5	131	91.2
Board Members	10	12.0	10	12.0	38	45.8	4	4.8	21	25.3	0	0	83	91.2
Presidents	18	24.0	10	13.3	30	40.0	5	6.6	12	16.0	0	0	75	100
NEW BOARD MEMBER ORIENTATION														
Superintendents	8	5.8	17	12.3	97	70.3	7	5.1	7	5.1	2	1.4	138	99.3
Board Members	11	12.1	7	7.7	55	60.4	10	11	5	5.5	3	32.0	91	100
Presidents	9	12.0	17	22.7	33	44	10	13.3	6	8	0	0	75	100

Chart 8

"WHO'S IN CHARGE" ACCORDING TO THE STATUS GROUP
OF RESPONDENTS -- PRE-ELECTION ORIENTATION
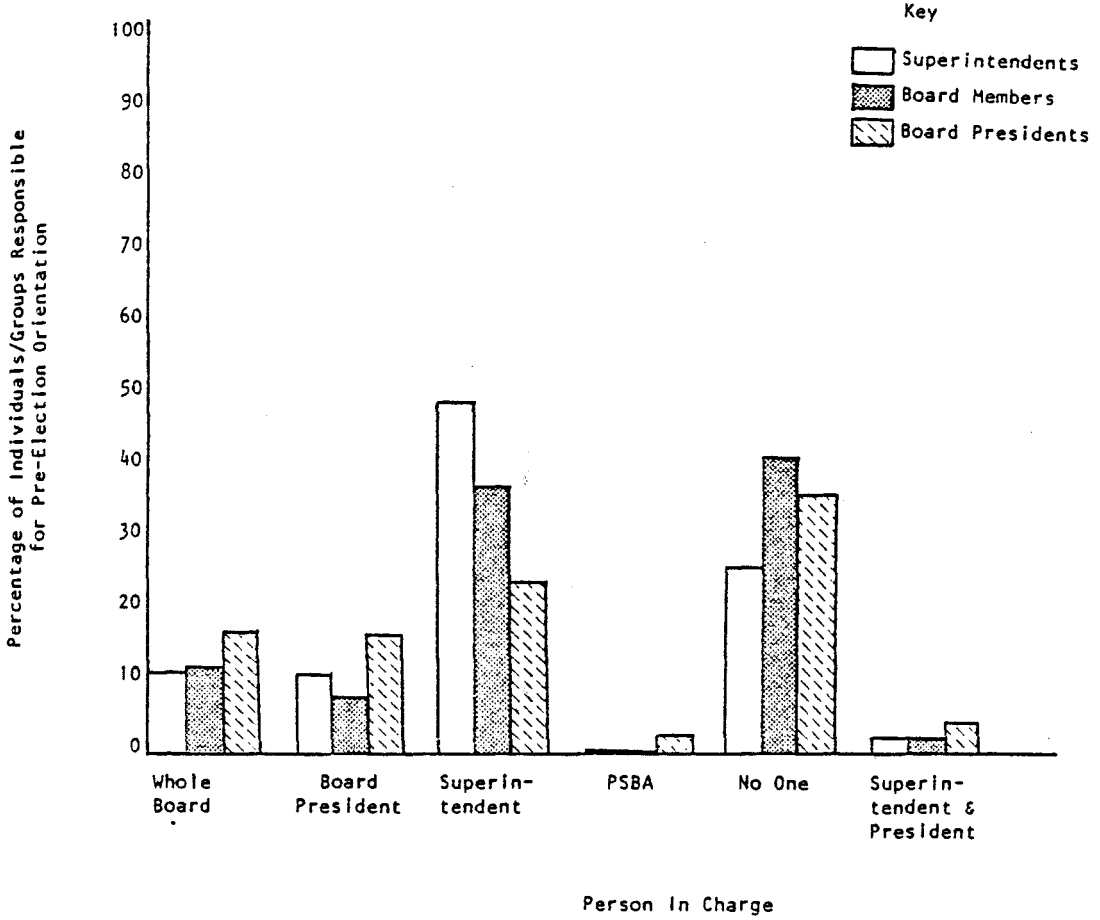
Chart 9

"WHO'S IN CHARGE" ACCORDING TO THE STATUS GROUP
OF RESPONDENTS -- OVER BOARD DEVELOPMENT
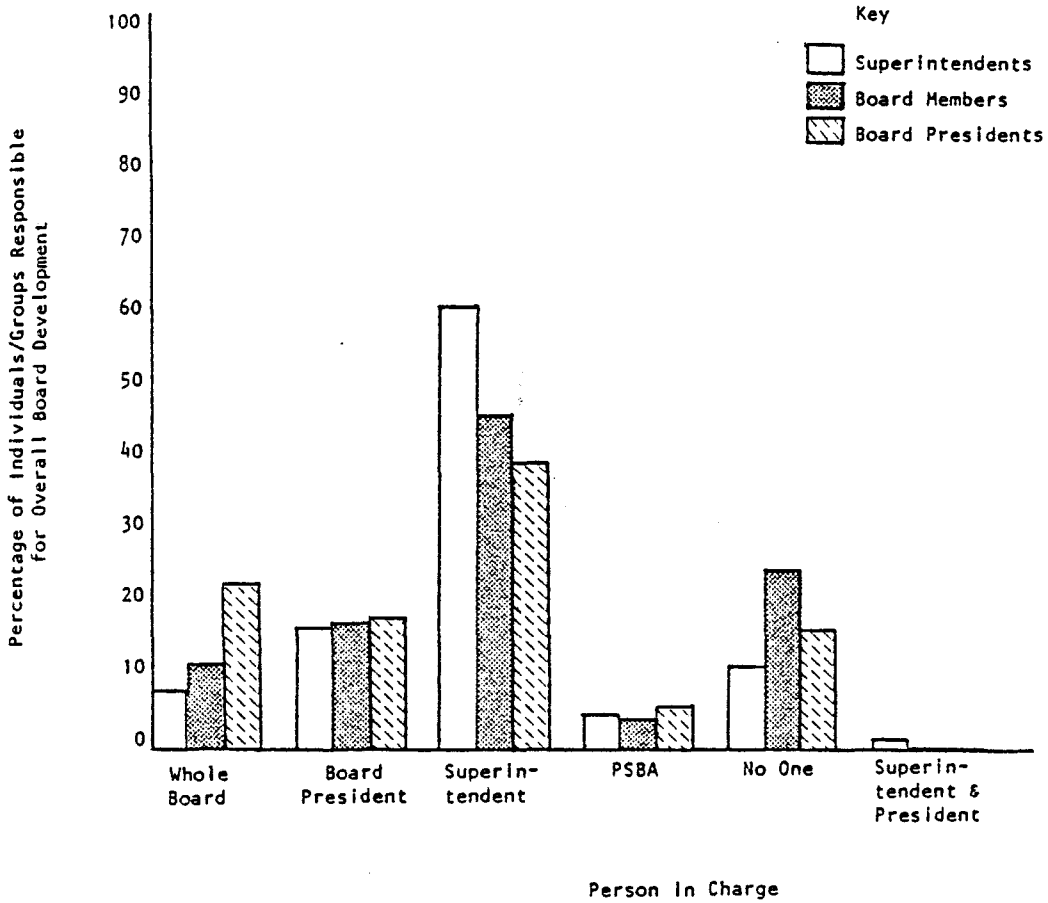
Chart 10

"WHO'S IN CHARGE" ACCORDING TO THE STATUS GROUP
OF RESPONDENTS -- NEW BOARD MEMBER ORIENTATION
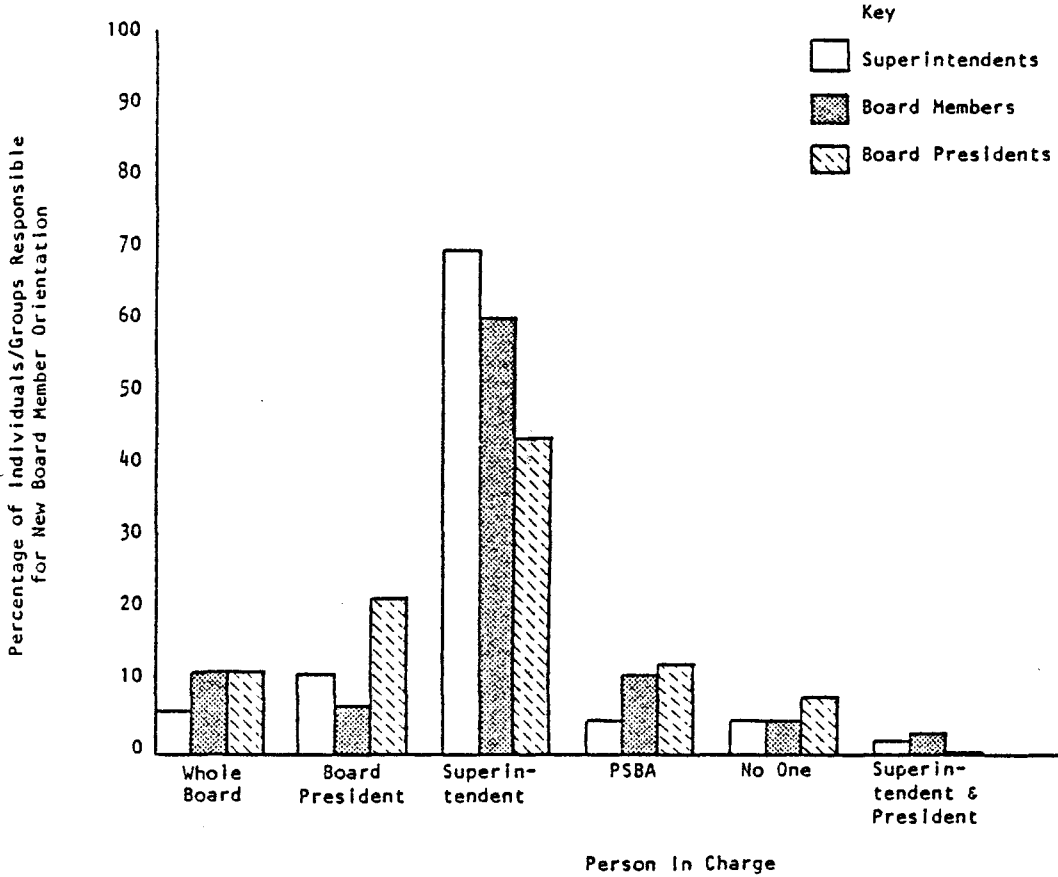
of board members agree. Seventy percent of superintendents
claim to be in charge of overall orientation, but only 44
percent of board presidents agree. The data are suggestive
of the classic case in leader-subordinate relations, where
leaders feel they are more in charge than do the people
around them.

Not only is there disagreement among respondents
about who is in charge of board development; frequently
board members claim that no one is in charge in their
districts; when in fact, the superintendent feels he is in
charge or the president feels the total board is in charge.
These data could reflect the quality of the program--a
program with few enough activities that board members do
not know it exists.

The choice of who is in charge of board development
is also affected by the particular aspect of the program
under consideration. Pre-election orientation frequently
has no one in charge and is not done. Table 93 indicates
that to approximately 40 percent of the board members,
there is no one coordinating pre-election inservice in
their districts. Interviews supported the questionnaire
data with the explanation that boards and superintendents
were concerned over possible accusations of meddling with
the election should they give special information to
candidates. Where there was pre-election inservice, it

usually involved inviting candidates to board meetings, making district materials and policy books available, and a candidate's meeting with the superintendent on request.

New board member orientation has someone in charge more frequently than any other form of board development. If one asks superintendents, 70.2 percent feel they are in charge and 18 percent say the board or its president is in charge. Board presidents, however, indicate that they or their board are more actively involved in leading orientation programs than other forms of board development. Twice as frequently as their superintendents--37.3 percent of the time--board presidents say orientation is a board function. People in the districts interviewed commented that 36 percent of the time either board presidents alone or with the superintendent were leading orientation programs. The Pennsylvania School Boards Association also played a leadership role in orientation in more than 10 percent of cases. Very few respondents indicated that new board member orientation in their districts had "no one" in charge.

Overall board development is less structured than new board member orientation. Superintendents are in charge less frequently--61 percent of the time. More frequently, according to 25 percent of the board members, no one is in charge. Presidents reserved a leadership

role for their boards: 24 percent said that overall de-
velopment was in the hands of the board as a whole. In
sum, although most inservice is led by the superintendent,
board presidents were heavily involved in orientation; and
the board as a whole, in overall development.

Looking at the issue of board development leader-
ship according to the location of respondents throughout
the commonwealth, one can see clearly that the Northwestern
part of Pennsylvania is characterized by the frequent lack
of leadership, especially by the superintendent. The
Northeast, as a region, most often has someone responsible
for board development. Charts 11, 12 and 13 and Table 94
support this conclusion. Note that in all but new member
orientation, "no one" is in charge in northwestern dis-
tricts more than 25 percent of the time. In no form of
board development are more than half the northwestern
superintendents represented as leaders. At the other
extreme, someone is in charge most often in the Northeast,
especially for pre-election and new member orientation.

These data are more readily explained when one
realizes that with the exception of two districts outside
of the city of Erie that described themselves as suburban,
and a few small town districts, most of the northwestern
districts responding were rural. Question 4 showed that
rural and small town districts tend to do less than other

Table 94

WHO'S IN CHARGE ACCORDING TO THE LOCATION OF THE DISTRICT

Person in Charge Location	Board #	%	Board President #	%	Superin-tendent #	%	PSBA #	%	No One #	%	Supt. + President #	%	Total Responses #	%
PRE-ELECTION ORIENTATION														
Northeast	5	16.1	2	6.5	19	61.3	0	0	5	16.1	0	0	31	
Southeast	12	9.5	19	15.1	50	39.7	0	0	40	31.7	5	40	126	
Southwest	14	16.1	5	5.7	33	37.9	1	1.1	34	39.1	0	0	87	
Northwest	4	10.5	6	15.8	10	26.3	1	2.6	14	36.8	3	7.9	38	
OVERALL BOARD DEVELOPMENT														
Northeast	5	16.6	4	13.3	15	50.0	1	3.3	5	16.6	0	0	30	
Southeast	15	15.1	19	15.1	62	49.2	7	5.6	72	17.5	1	.8	126	
Southwest	15	16.7	5	5.5	52	57.8	4	4.4	13	14.4	1	1.1	90	
Northwest	3	6.8	7	15.9	19	43.2	4	9.0	11	25.0	0	0	44	
NEW BOARD MEMBER ORIENTATION														
Northeast	7	22.6	4	12.9	17	54.8	3	9.7	0	0	0	0	31	
Southeast	7	5.0	22	15.6	88	62.4	16	11.3	6	4.2	2	1.4	141	
Southwest	11	11.3	8	8.2	63	64.9	6	6.2	8	8.2	1	1.0	97	
Northwest	5	10.6	8	17.0	23	48.9	5	10.6	4	8.5	2	4.3	47	

Chart 11

"WHO'S IN CHARGE" ACCORDING TO THE LOCATION

OF THE DISTRICT -- PRE-ELECTION ORIENTATION

Key
Northeast
Southeast
Southwest
Northwest

Person In Charge
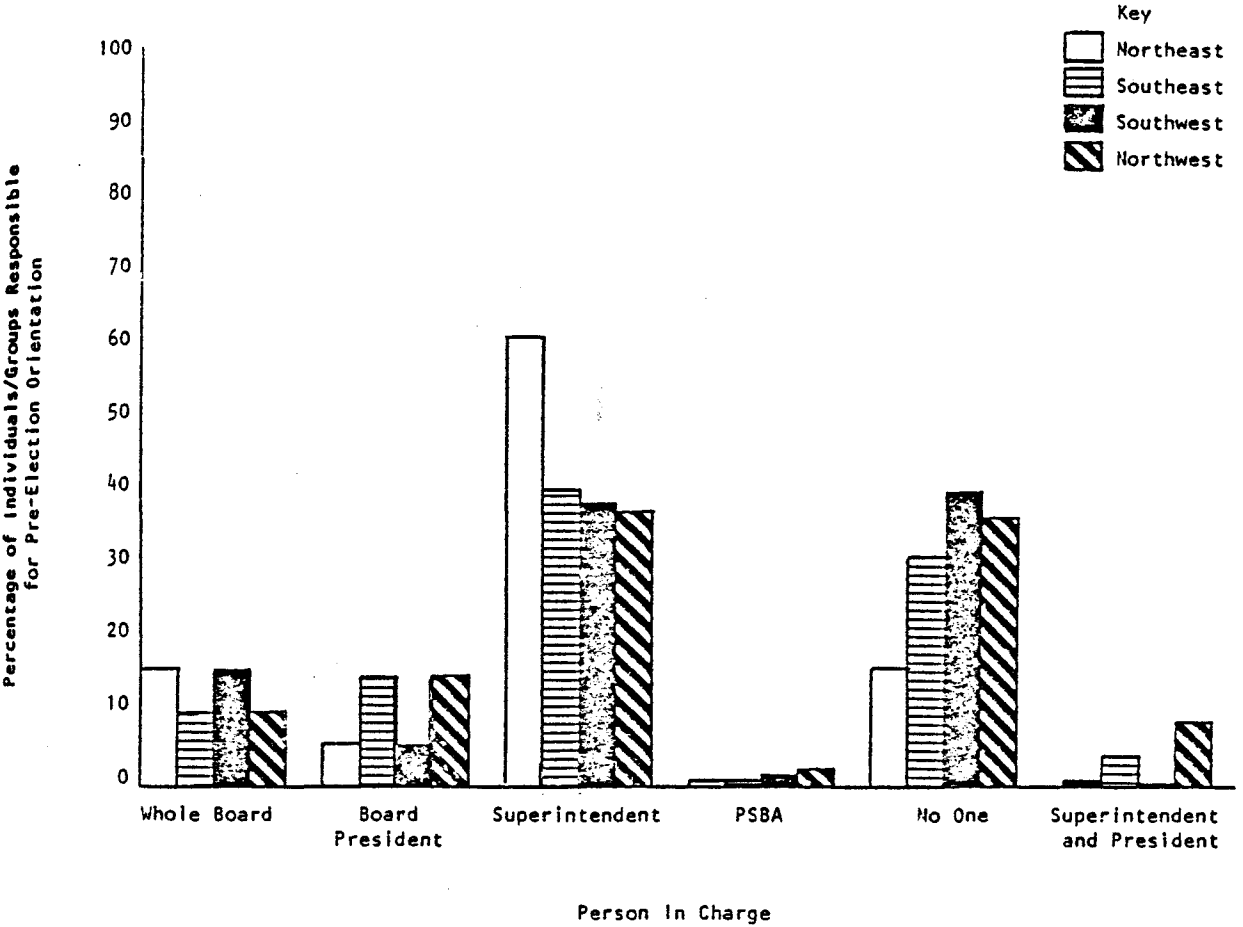
Chart 12

"WHO'S IN CHARGE" ACCORDING TO THE LOCATION
OF THE DISTRICT -- OVERALL BOARD DEVELOPMENT

Person In Charge
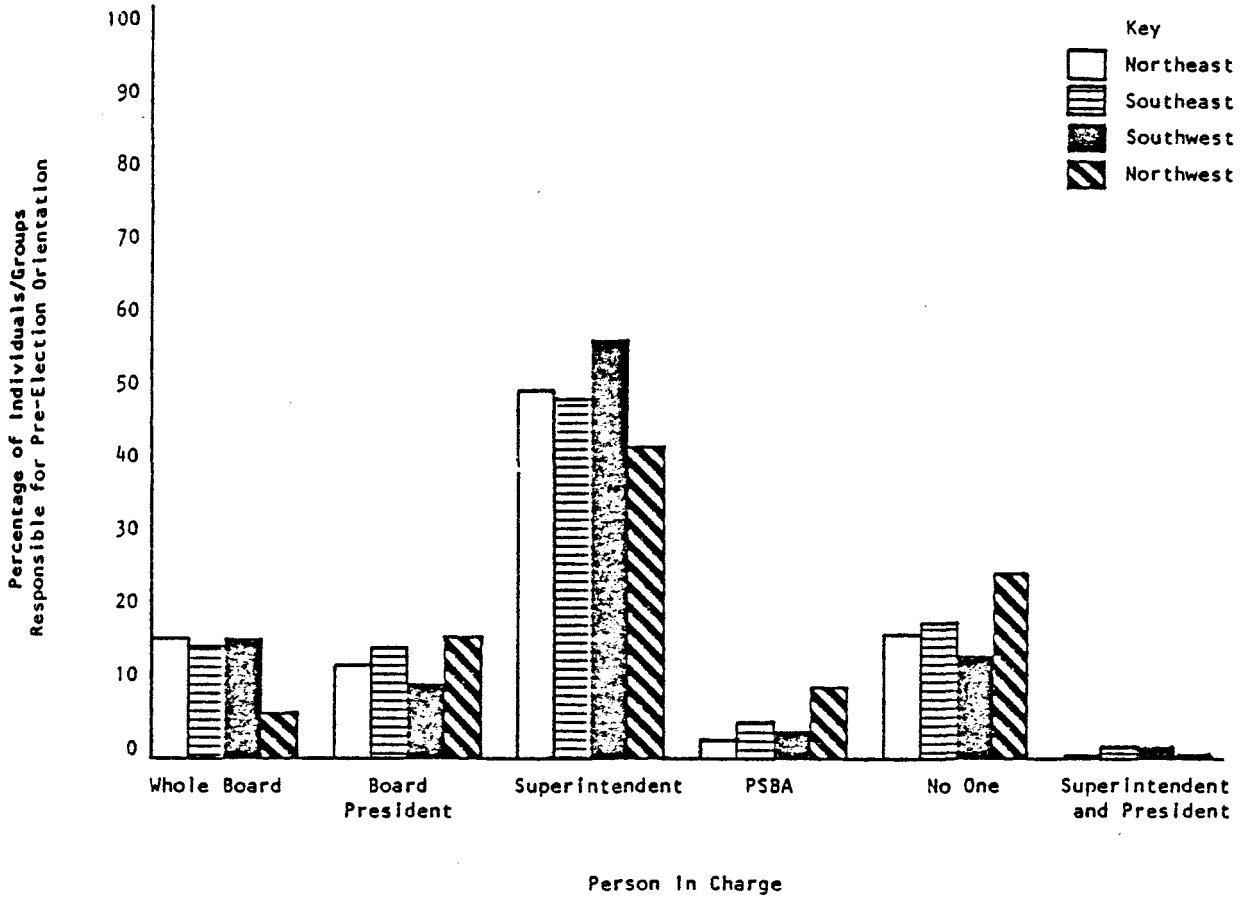
Chart 13

"WHO'S IN CHARGE" ACCORDING TO THE LOCATION

OF THE DISTRICT -- NEW BOARD MEMBER ORIENTATION
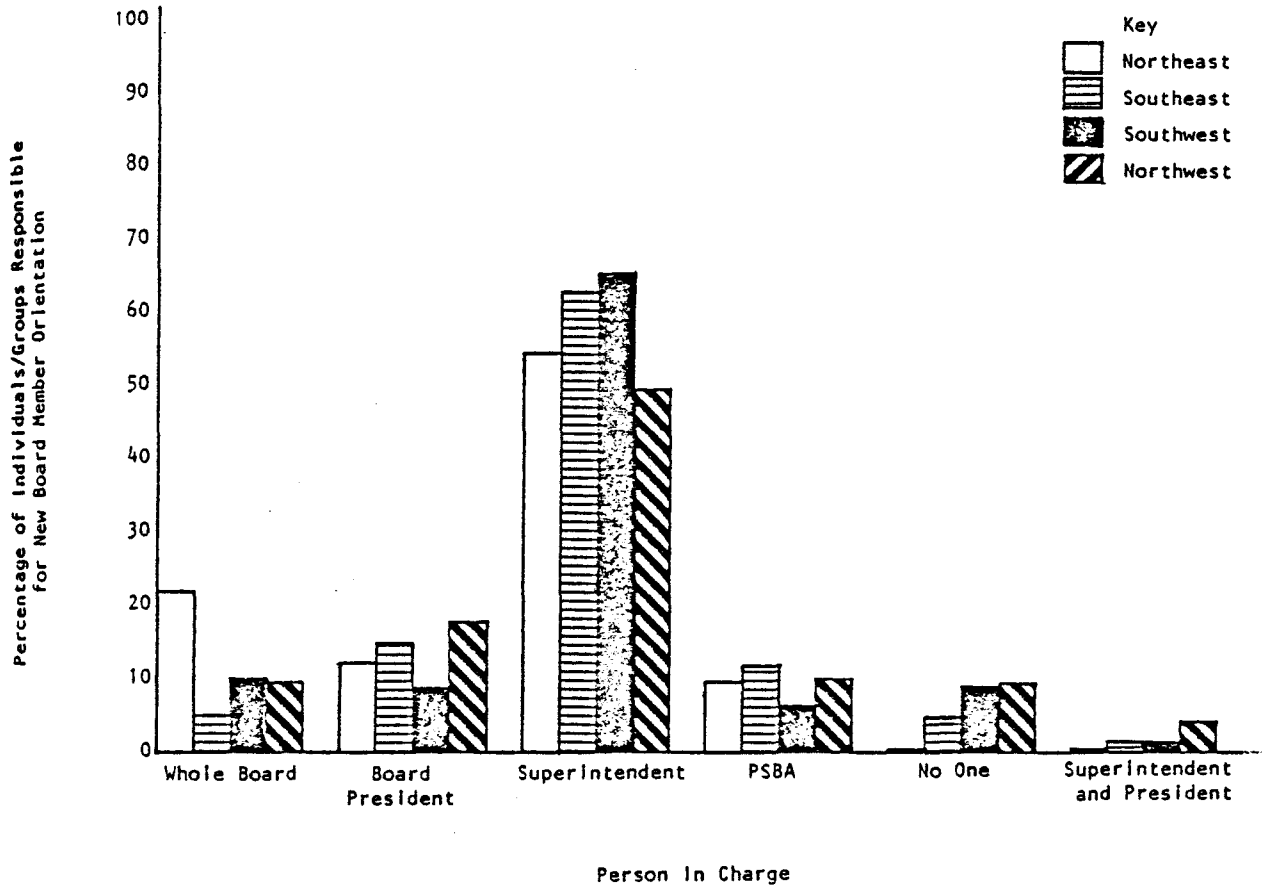
districts in the way of board development. Many districts in the Northeast, however, are either urban or suburban. These districts tend to be more active in terms of board development programs. Thus, leadership for board development, as well as frequency and variation in the type of activities are related to the type of district under consideration.

Implications

1. The question of assigning responsibility for coordinating board development activities needs to be resolved. If there is no leadership, there will be no program. Additionally a program may suffer because the superintendent, who thinks he is in charge, may meet with resistance or resentment from a board or board president that perceives the leadership role to be theirs or his. Someone, either the superintendent or the board president, needs to take responsibility for clarifying and legitimizing the leadership role in designing and coordinating board inservice. Interview data imply that the board president needs to play a more active role, at least in supporting the efforts of the superintendent. As a superintendent explained, the development of board inservice programs:

depends on the leadership of the board president. I can't recommend this. He can. The board president can direct a lot of needs for a board. Many members will sit back unless the board president steps in.

2. When leadership for board development programs is assigned, the leaders will have to be motivated to act and held accountable for their actions. One can infer from the data that leadership for many programs is so weak that people do not even perceive that the district has a program.

3. The state school boards association needs to develop some creative methods of targeting assistance in the development of local inservice activities to rural and small town areas, especally in the Northwest.

4. The state association of school administrators can play a more active role in publicizing the need for superintendents to develop viable board inservice programs and can target assistance designing and implementing these programs especially in rural and small town districts.

Question 6 attempted to identify the different groups involved in conducting workshops for local school boards and the workshops that were actually conducted. The question asked respondents to identify workshop leaders in the areas of finance, collective bargaining, personnel practices, curriculum, school facilities, superintendent relations, and community relations over the past two years.

Since the sample was relatively small, and since
none of the variables seemed to impact directly on the
responses, this question was analyzed only in terms of the
total responses to each item. Table 28 in Chapter 4 pre-
sented these data, and that table is reproduced here as
Table 95. Conclusions drawn from responses are the
following:

1. Generally local workshops for board members were
   not participatory and were led by the superintend-
   ent, his or her local administrators or PSBA

2. With the important exception of "superintendent
   relations," the most popular workshops conducted
   locally reflect the priority needs of board
   members as determined in Question 13.

Discussion

As Table 95 shows, most local workshops were con-
ducted by the superintendent, his or her local admini-
strators, or by the state school boards asociation during
one of their regional sessions. Rarely did local board
members, teachers, federal or state government officials,
college or university professors, NSBA staff, or lay ad-
visors lead local workshops. Superintendents have been
the major source of information for board members on issues
of finance, hiring practices school facilities, super-
intendent relations, and community relations. Local

Table 95

WHO HAS CONDUCTED WORKSHOPS

	A Local Board Member # - %	Local Superin-tendent # - %	Local Adminis-trative Person-nel # - %	Teachers # - %	Fed./State Government Officials # - %	College/ University Professors # - %	School Boards Assn. # - %	NSBA Staff # - %	Lay Advisors # - %	Total*
School Finances	7 - 4	67 - 37	53 - 29	0 - 0	7 - 4	2 - 1	33 - 18	1 - 1	11 - 6	181
Collective Bargaining	8 - 4	31 - 17	23 - 13	1 - 1	3 - 2	0 - 0	90 - 51	5 - 3	17 - 10	178
Hiring Practices	4 - 4	57 - 52	36 - 33	0 - 0	1 - 1	2 - 2	6 - 5	0 - 0	4 - 4	110
Curriculum Decisions	5 - 3	54 - 36	72 - 48	6 - 4	2 - 1	1 - 1	5 - 3	0 - 0	5 - 3	150
School Facilities	5 - 4	57 - 44	44 - 34	1 - 1	5 - 4	3 - 2	2 - 2	1 - 1	12 - 9	130
Superintendent Relations	10 - 9	40 - 36	5 - 5	0 - 0	4 - 4	4 - 4	35 - 32	6 - 5	7 - 6	111
Community Relations	10 - 7	52 - 38	27 - 20	3 - 2	4 - 3	0 - 0	25 - 18	1 - 1	14 - 10	136
Total	49 - 5	358 - 36	260 - 26	11 - 1	26 - 3	12 - 1	216 - 22	14 - 1	70 - 7	996

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administrators have been the major source of information

on curriculum matters, and a secondary source (probably

through the business manager) in finance. PSBA was the

primary source for information on collective bargaining,

a close second in superintendent relations, and a secondary

source in school finance. A few lay individuals, especi-

ally lawyers and architects, were mentioned as program

leaders for bargaining, hiring, or school facilities.

Overall more than a third of the workshops were conducted

by superintendents; more than a quarter, by local

administrators; and slightly less than a quarter by PSBA.

Comparing these data with that from superintendents

in the fourteen districts interviewed, several contrasts

emerge:

- Local administrators and board members participate
  significantly more in the interviewed districts

- The state school boards association is less of a
  resource for districts with strong local programs,
  except in the area of collective bargaining. These
  data are presented in Table 96.

The fourteen districts interviewed stressed local

participation to greater degree than the general sample.

Not only was inservice delegated to administrative staff,

but board and community played active roles. Principals

attended board meetings and were involved on board commit-

tees in several districts. In one district, community

members acted as advisory committees to the board in areas

Table 96

WHO HAS CONDUCTED WORKSHOPS: DISTRICTS INTERVIEWED

	A Local Board Member		Local Super-intendent		Local Administrative Personnel		Teachers		Fed./State Government Officials		College University Professors		State School Board Assn.		NSBA Staff		Lay Advisors		Total	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
1. School Finances	1	7	5	36	7	50	0	0	0	0	0	0	1	7	0	0	1	7	14	100
2. Collective Bargaining	1	8	2	15	3	23	0	0	0	0	0	0	6	46	0	0	1	8	13	92
3. Hiring Practices	0	0	5	56	4	44	0	0	0	0	0	0	0	0	0	0	0	0	9	64
4. Curriculum Decisions	0	0	4	33	7	58	0	0	1	8	0	0	0	0	0	0	0	0	12	86
5. School Facilities	0	0	4	44	5	56	0	0	0	0	0	0	0	0	0	0	0	0	9	64
6. Supt. Relations	4	40	4	40	0	0	0	0	0	0	0	0	1	10	0	0	1	10	10	71
7. Community Relations	0	0	5	56	2	22	0	0	0	0	0	0	0	0	0	0	1	11	9	64
Total	6	8	29	38	28	37	0	0	1	1	0	0	8	11	0	0	4	5	76	78

of educational concern. In others, board committees made formal, research presentations to their peers.

Differences existed in the frequency and type of workshops conducted in districts surveyed and districts interviewed. In the past two years, the workshops conducted most frequently in the districts surveyed were in the areas of collective bargaining, finances, and curriculum. These three areas were among the core areas to be included in a board development programs as determined in Question 13. Nevertheless on any given topic, the percentage of respondents who said the district had experienced local sessions varied from a high of 59 percent in the areas of hiring practices and superintendent relations to a low of 36 percent in the areas of hiring practices and superintendent relations.

Districts interviewed conducted workshops more frequently in all areas than most districts surveyed. All fourteen districts interviewed had conducted workshops in collective bargaining; nine, in hiring practices; twelve, in curriculum; nine, in facilities; ten, in superintendent relations; and nine, in community relations. Perhaps sharing responsibility for leading workshops among different educational groups in the districts allows these districts to lead more workshops.

It is interesting to note that for respondents as
a whole, the fewest workshops were conducted in the area
of superintendent relations--the area respondents described
as their greatest need. It is possible that superintend-
ents, who usually are responsible for the inservice subject
matter, are reluctant to deal with this topic. This does
not seem to be true in the districts interviewed. Seventy-
one percent of these districts held workshops in the area
of superintendent relations. Only one was led by the state
school boards association and one by an outside specialist.
The rest were divided among superintendent and local
board. Interviews suggested that most of the superintend-
ents made a strong effort to clearly define their role in
relation to their board before being hired and to have the
board formally evaluate their performance on a yearly
basis according to pre-established criteria. Superintend-
ents all felt their jobs to be more secure and pleasant if
the guidelines for their board relationships were carefully
discussed and defined. Since the average tenure of a super-
intendent in the districts interviewed was 7.5 years, hav-
ing an informed board has not undercut the superintendent's
support. One superintendent interviewed expressed this
feeling well:

> In working with people, it is human engineering.
> People must be involved and must understand.
> Communication--if we are going to work with people we

need to communicate....The bottom line is that well-
informed school board members tend to become
supportive.

Implications

1. The tenure of the superintendent could be affected
by the way knowledge and skills are disseminated to the
board. Where the superintendent is the sole disseminator
of information, he/she acquires responsibility for how
that information is perceived and utilized. If something
goes wrong, the board may blame the superintendent for
providing inaccurate information. Where the superintendent
shares responsibility for disseminating information with
others and everyone has a stake in the local educational
process, responsibility for sucess or failure is more
likely to be shared as well.

2. Board dependence or independence can be affected
by how the board acquires the requisite knowledge and
skills to make educational decisions. When the super-
intendent is the sole provider of information for board
development, the board is likely to be dependent on his or
her wisdom, expertise, and honesty. At times boards have
been misled. A crisis arises, the superintendent resigns,
and the board finds itself alone, unable even to read the
line items on their own budget. When knowledge, how to

obtain it, and how to use it are shared among several sources, the board itself is more likely to function in a unified, mature, and proficient manner. As one board president noted, "a good board member keeps the administration honest." Put another way, a board president explained, "I do my homework and know what questions to ask. If I don't get the answers, I ask them again. If I still don't get the answers I get angry."

3. Provincialism is fostered by the utilization of a single or a few restricted sources of information. Boards and local people may become reluctant to accept an outside opinion.

4. The board development program places a heavy burden on the superintendent and is affected by the time pressures inherent in his/her job. Delegating or sharing responsibility takes some of the pressure off of the superintendent.

5. Clearly there are certain areas in which boards seek outside views and expertise; collective bargaining, finance and superintendent relations. Yet the sources of information and expertise utilized by boards are very limited. Few boards make use of the resources of the educational community around them.

6. More districts need to have workshops in the area of superintendent relations in order to satify the number

one need of board members. Furthermore, if boards and superintendents can learn to develop a positive working relationship based on respect for the other's capabilities the whole district is likely to benefit.

7.   Although districts as a whole, when they do have workshops, cover the topics mentioned as needs (excepting superintendent relations), too many districts do not treat these topics at all. For reasons of time, money, or whatever, even the most popular topics were not mentioned by nearly half the sample respondents. Thus board members may not be acquiring knowledge and skills in these vital areas.

Question 7 asked board members to indicate whether they had policy statements in the areas of 1) pre-election orientation, 2) orientation for new board members 3) overall board development or 4) visits to PSBA and NSBA meetings. The response was so overwhelming that a breakdown by variables would not have engendered any new information.

> With the exception of travel to national and state school boards association conferences, most boards don't have policy statements on board development.

Discussion

Since most boards do not have formal board development programs, lack of policy statements on the subject are

to be expected. The responses to <u>Question 7</u> are reproduced in Table 97.

According to 47 percent of the respondents, travel for board members was covered by policy statements. Only 7 percent of the respondents reported that their district had a policy on pre-election orientation; 18 percent, on new board development.

The percentages were higher for the districts interviewed. All the districts interviewed had said they had a policy statement on at least one aspect of board development, although such was not always the case. During the interviews districts were asked for their policy statements. Several times, they did not have statements. Twice policies on staff development were applied to boards. It is probable that the percentage of questionnaire respondents who do, in fact, have policy statements on inservice is even less than the response rate indicates. Sample policy statements are included in Appendix H.

Implications

1. If board development is to have any status or recognition for its constituents, it probably should be accorded a place in the district's policy book. Board members or superintendents who want to maintain or expand

Table 97

POLICY STATEMENTS

Program	Yes, there's a written policy statement		No, there's no written policy statement		There should be a policy statement	Percent of Responses	Responses
Questionnaire	#	%	#	%			
1. Pre-election Orientation Program	17	7%	225	93%	92	38%	242
2. Orientation Program for New Board Members	44	18%	203	82%	125	58%	247
3. Comprehensive Board Development Program	50	20%	195	80%	109	44%	245
4. Visits to State and NSBA Meetings	127	47%	144	53%	70	26%	271
Interviews							
1. Pre-election Orientation	4	29%	10	71%	2		14
2. Orientation Program for New Board Members	9	64%	5	36%	1		14
3. Comprehensive Board Development Program	10	77%	3	23%	0		13
4. Visits to State and NSBA Meetings	11	29%	3	21%	0		14

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board development will find that policy can both legitimize and make obligatory the inservice of board members. If board development is not encouraged by policy, it is likely to fall by the wayside.

2. As a legitimizer, policy can legitimize board development activities and justify related board expenses to the community. It is easier to have a retreat or call in an expert if the policy book makes this a mandatory part of board activities.

Question 9 asked board members and presidents what the incentives were behind their involvement in particular inservice activities. Superintendents were asked to explain their board's involvement, and experts were asked incentives on board member involvement in general. The reponses pointed to a single conclusion:

> Board members participate in inservice activities
> primarily to gain knowledge and skills.

A secondary reason for participation is to find fellowship with peers; but this incentive is considerably less apparent and relates especially to attendance at national or state sponsored conferences. These data are presented in Tables 98, 99, and 100.

TABLE 98

INCENTIVES FOR BOARD MEMBER INVOLVEMENT
IN INSERVICE

Activities

Incentives	School Visitations		Nat'l or State Sponsored Work-Shop or Seminar		Nat'l or State Sponsored Conference		University Sponsored Work-Shop/Seminar		Local District Workshop/Conference	
	Freq.	%	Freq.	%	Freq.	%	Freq.	%	Freq.	%
1. Remuneration	8	3	20	6	18	6	13	4	11	4
2. Gain Knowledge and Skills	249	81	230	75	220	71	183	59	250	81
3. Fill Preservice Gaps	29	9	37	12	42	14	32	10	58	19
4. Fellowship with Peers	55	18	106	34	108	35	42	14	72	23
5. School Board Distinction	41	13	26	8	33	11	11	4	25	8
6. Travel	4	1	36	12	49	16	9	3	1	0
7. Other	4	1	1	0	4	1	4	1	8	3
8. Total Responses	305									

TABLE 99

INCENTIVES FOR PARTICIPATION
IN INSERVICE ACCORDING TO STATUS GROUP

Activities

Incentives	Status Group	School Visitations	National or State Sponsored Work Shop or Seminar	National or State Sponsored Conference	University Sponsored Work-Shop/Seminar	Local District Workshop/Seminar
		PERCENTAGE OF TOTAL RESPONSE				
1. Remuneration	Supintendents	2	6	6	4	3
	Board members	3	7	3	3	2
	Board Presidents	3	8	8	6	6
	Experts	0	0	13	0	0
2. Gain Knowledge and Skills	Superintendents	73	67	63	53	75
	Board Members	86	77	75	59	80
	Board Presidents	83	80	77	64	87
	Experts	100	88	88	100	100
3. Fill Preservice Gaps	Superintendents	9	14	19	11	21
	Board Members	5	4	5	5	13
	Board Presidents	13	13	12	13	17
	Experts	25	38	25	25	50
4. Fellowship with Peers	Superintendents	19	34	37	16	24
	Board Members	14	30	27	11	23
	Board Presidents	21	35	32	12	21
	Experts	0	75	88	13	50
5. School Board Distinction	Superintendents	16	15	17	6	16
	Board Members	9	2	3	1	4
	Board Presidents	13	3	7	1	5
	Experts	13	13	13	0	13
6. Travel	Superintendents	2	12	17	3	0
	Board Members	0	7	11	1	1
	Board Presidents	1	9	13	3	0
	Experts	0	75	63	25	0
7. Other	Superintendents	0	0	0	0	3
	Board Members	2	0	2	2	1
	Board Presidents	1	0	1	1	3
	Experts	13	13	13	13	13
Total Number of Possible Responses	Superintendents	139	139	139	139	139
	Board Members	91	91	91	91	91
	Board Presidents	75	75	75	75	75
	Experts	8	8	8	8	8

Table 100

INCENTIVES FOR BOARD MEMBER INVOLVEMENT IN INSERVICE: INTERVIEWED DISTRICTS

Incentives	School Visitations		National or State Sponsored Work-Shop or Seminar		National or State Sponsored Conference		University Sponsored Work-Shop/Seminar		Local District Workshop/Seminar	
	Freq.	%	Freq.	%	Freq.	%	Freq.	%	Freq.	%
1. Remuneration	0	0	1	3	1	3	0	0	1	3
2. Gain Knowledge and Skills	32	97	31	94	30	91	26	79	31	94
3. Fill Preservice Gaps	2	6	3	9	5	15	4	12	6	18
4. Fellowship w/Peers	4	12	16	48	15	45	5	15	9	27
5. School Board Distinction	5	15	11	6	2	6	3	9	1	3
6. Travel	0	0	7	21	8	24	0	0	1	3
7. Other	0	0	0	0	0	0	0	0	0	0
Total Responses	33									

Discussion

The data for this question were analyzed according to the status group of respondents as well as according to interviewed and non-interviewed districts. Few variations emerged. As Table 99 illustrates, superintendents are somewhat less convinced of the board's desire to gain knowledge and skills than other groups, but this item is still number one. Experts rate travel as an incentive for board member attendance at state and national events, indicating their belief that board members still enjoy a good trip. Interestingly, as was noted in Question 4, board members often consider travel a constraint.

When one looks at the data in relation to the districts interviewed (Table 100), the response is similar to the general sample only stronger in all areas previously cited--gaining knowledge and skills, fellowship with peers, and travel to conferences.

Questions 2 and 2a clarify the reasons for this response to Question 9. When board members were asked in Question 2a how they knew a particular inservice activity had been effective, most cited an improvement in performance, knowledge, and understanding. The responses to incentives for participation in board development mirror that of Question 2. Board members are active, involved

individuals. They involve themselves in activities that will make their performance more efficient by improving their knowledge and skills. Few board activities provide remuneration. Most cost money. Travel is often difficult, tiring and expensive. Even school board distinction is not an important incentive.

Implications

1. Planners and leaders of school board inservice activities ought be sure that their programs can be directly translated into increased knowledge and skills if they expect board members to participate on an ongoing basis.

2. Planners and leaders of board development not only have to provide quality activities, but, equally important, convince board members that participation will lead to improved performance and job payoff. They ought not to delude themselves into thinking that a trip to New Orleans is sufficient to attract enough board members in this day of rising costs and educational budget cutting.

Question 10 asked respondents who attended inservice activities for board members when they were offered. As noted in Chapter 3, there was some confusion

with the format of the question. Nevertheless, the con-
clusion to be drawn from the data is clear:

> Attendance at board development activities is largely
> restricted to board members and key staff.

Table 101 presents these data.

For districts interviewed, however, the picture
presented was somewhat different. These districts tended
to involve more people in their board development activi-
ties, while restricting certain activities only to board
and key individuals.

Discussion

Most board development activities, as indicated by
Question 4 on the questionnaire, involve reading journals
or back-up material, most of which could be open to the
public. Of the local workshops or seminars that are con-
ducted, many but not all can be available to the public.
For example, a workshop on collective bargaining would
logically exclude groups, who will be on the opposing side
of the bargaining table, or members of the public, who
might gossip about negotiation strategies. As board de-
velopment is practiced in most districts, outside of the
regular board meeting, there is little opportunity for
participation by other local educational groups.

Table 101

ATTENDANCE AT BOARD INSERVICE ACTIVITIES

Groups Attending	Total Sample		Interview Sample	
	Freq.	% of Total	Freq.	% of Total
1. Board Members	241	79	14	100
2. Key Staff	239	78	14	100
3. Board Candidates	28	9	3	21
4. District Employees	88	29	6	43
5. District Teachers	78	26	6	43
6. Citizens	33	11	2	14
7. PTA Members	37	12	3	21
8. Advisory Committee	57	19	7	50
9. Students	64	21	5	36
10. Newspaper/TV	40	13	6	43
11. Other	6	2	0	0
Total Possible Responses	305		14	

In many of the interviewed districts with a more formal inservice program, the range of activities was broader and often reached out to involve other groups in the community. For example, in one district principals and other administrators sat on all board committees.

As non-voting committee members, they were expected to participate when their group made a presentation at a meeting. In another district, principals were required to attend all board meetings to act as resource persons. A superintendent in southeastern district arranged informal board dinners for give-and-take with people involved in the local educational process. One dinner was with local custodial staff; a second, with teachers.

Citizen advisory committees were key resource people for boards in several districts interviewed. A small urban district holds committee meetings at lunch time and provides lunches for board and public who attend. Press receive special attention in many of the districts interviewed. A superintendent near Philadelphia holds a two hour press conference the day of his regular board meeting to explain the information to be covered. The press is given the backup data received by the board at their work session. This workshop data is also distributed to schools and libraries for all to read. Board meetings in this district were organized to attract citizenry. After most of the meeting is completed and before discussion of personnel issues, there is a coffee break for the purpose of letting citizens and press "pigeonhole" the board to ask questions and raise issues of importance. A few of the districts interviewed combined inservice for

board and district staff and teachers. Board members were invited and encouraged to attend local staff development.

In essence, the participatory nature and the wide variety of board development opportunities in the fourteen districts interviewed, encouraged a broader attendance at board inservice activities.

Implications

1. If the community is informed and aware and feel part of the ongoing educational process, they are more likely to be supportive of their local schools and administrators. At present, the educational community is concerned over the "crisis of confidence" in the public schools. If the community, press, staff, etc. are all knowledgeable and aware, the "crisis" might become less severe and the sagging morale of those involved in education might be bolstered.

2. Community members, PTA presidents, advisory committee members, and the like often become future board members. Board development programs that include these groups can breed knowledgeable candidates. As the term of office for board members has been shortened from six to four years in Pennsylvania, it is critical to educate new

members rapidly. The process is simplified if new board members already have previous knowledge and experience.

3. Districts that combine development activities for board and staff can save money while providing opportunities for informal interactions as well as better inservice programs keyed to local needs. Further, both groups have a chance to understand the issues the other is facing and can "buy into" their solutions.

4. Districts ought to investigate ways of using the new opportunities for communication deriving from the introduction of cable television. Cable television allows board inservice sessions to be broadcast to local home viewers; allows schools and programs to be presented to home viewers "on live camera"; and permits recording of inservice programs to be replayed independently for board, teachers, or administrators.

CHAPTER 7

ANALYSIS: LOCAL INSERVICE SUGGESTED PRACTICES

The previous chapters analyzed the needs of board

members and how they are presently going about satisfying

those needs.   This chapter proposes to analyze how board

members, superintendents, and experts think an inservice

program should be constructed.   The chapter will examine:

- the activities respondents think should occur in the next two years

- who should be responsible for coordinating the overall aspects of school board development

- who should conduct programs on various topics

- if there should be a policy statement on board development

- who should attend board development activities

- methods by which board members prefer to learn

- the people, resources, and opportunities that help ordinary citizens become effective board members.

As in the previous sections, data is drawn from question-

naires and supported by interview data.   The analysis,

where appropriate, focuses on local district character-istics and respondent characteristics.

Board Activities

Question 4 in the survey questionnaire not only asked respondents which activities they had done in their districts over the past two years, but which activities they would like to see occur in the next two years. Table 102 compares the percentage of overall responses noting the percentage change between what respondents are and should be doing. Table 103 compares the views of respondent status groups on the activities that they feel should occur in their districts or in a district in general. Two conclusions can be drawn from the data:

1. All status groups feel that they should be doing more in their respective districts than they are presently doing

2. In certain areas, superintendents seem to underrate the board's desire for specific types of activities.

Discussion

Generally the data seem to indicate that everyone wants to do more, and experts feel strongly more should be done. Boards want to go places and do things, not just

Table 102

COMPARISON OF ACTIVITIES THAT OCCURRED IN DISTRICTS WITH
THOSE THAT SHOULD OCCUR ACCORDING TO BOARD MEMBERS,
PRESIDENTS, AND SUPERINTENDENTS

		% Saying Activities Occurred In Last 2 Years	% Saying Activities Should Occur in Next 2 Years	% Change
1.	Weekend Retreat	14	36	+23
2.	Orientation Workshop	58	70	+13
3.	Participation in School Boards Conventions	65	81	+17
4.	Board Needs Assessment	21	58	+37
5.	NSBA Nat'l Convention	47	66	19
6.	Expert Programs at Local Board Meetings	49	66	+17
7.	Visits to Schools Within the District	72	72	0
8.	Visits to Schools Outside the District	37	53	+16
9.	Univ. or State School Board Association Workshops	74	82	+ 9
10.	Talks by Federal, State or Local Officials	51	67	+16
11.	Subscriptions to "American School Board Journal"	75	80	+ 5
12.	Subscriptions to Other Educational Magazines	70	73	+ 4

Based on 305 possible responses.

Table 103

COMPARISON OF ACTIVITIES THAT SHOULD OCCUR IN DISTRICTS
ACCORDING TO THE STATUS GROUP OF THE RESPONDENTS

Activities	Super-intendents		Board Members		Board Presidents		Experts		Total	
	Freq	%	Freq	%	Freq	%	Freq	%	Freq	%
1. Weekend Retreat	47	34	35	39	29	39	8	100	119	38
2. Orientation Workshop	99	72	64	70	52	69	8	100	223	72
3. Participation in State School Boards Ass'n. Conventions	107	78	77	85	63	84	8	100	255	82
4. Board Needs Assessment	75	54	63	69	39	52	6	75	183	59
5. NSBA Nat'l Convention	86	62	61	67	53	71	7	87.5	207	67
6. Expert Programs at Local Board Meetings	90	65	62	68	48	64	7	87.5	207	67
7. Visits to Schools Within the District	100	73	66	73	54	72	7	87.5	227	73
8. Visits to Schools Outside the District	67	48	52	57	42	56	7	87.5	168	54
9. University or State School Boards Assn. Workshops	114	83	79	87	58	77	8	100	259	83
10. Talks by Federal, State or Local Officials	79	57	71	78	53	71	7	87.5	210	67
11. Subscriptions to "The American School Boards Journal"	115	83	67	74	61	81	7	87.5	250	80
12. Subscriptions to Other Educational Magazines	99	72	67	74	57	76	7	87.5	230	74
Total # of Responses	139	100	91	100	75	100	8	100	313	100

stay home and read magazines and backup information. They would like to participate in conventions, visit schools in other districts, attend workshops, and some even are willing to attempt retreats. The largest percentage change was in the area of planning: 37 percent more respondents indicated that they would like to have needs assessments in their districts than presently are doing them. It is possible that the percentages would even be higher, but for the manner in which the question was written. Some respondents who answered the first part of the question--what activities actually occurred in their districts--did not answer the second part--what should occur.

In certain key areas, superintendents, board members, and presidents seemed to differ in what activities they thought should occur. Board members and presidents wanted to participate in conventions more than superintendents thought they should. Board respondents also wanted to visit schools outside of their districts and hear more talks by federal, state, and local officials. This response reflects their desire to visit sites where issues of importance to them were handled effectively and to talk to experts (Question 11). Finally, board members seem to feel the need for more planning than presently occurs, or than their presidents and superintendents think should

occur. It is possible that they feel left out of the district planning process that involves the superintendent, his/her staff, and the board president.

Implications

1. Boards and superintendents are likely to feel frustrated that they are not doing what they feel they ought to be doing. They are likely to blame each other for standing in the way of the board member's opportunity to acquire the necessary knowledge and skills for effective performance. Both groups need to get together and plan carefully the kinds of activities that they feel would best help the board to deal with the problems of their local districts.

2. The political and cost issues that are keeping boards from traveling to conventions and to other districts necessitate more creative planning at home by board officers and district administrative leadership. If boards cannot go to the conventions, then local districts might try to figure out ways to bring the conventions to the district. This involves designing inservice that is participatory, includes experts from outside areas, and utilizes a variety of presentation formats.

3.   Despite the fact that boards would like to do more planning, the subject is still not a high priority item.   Even experts rank needs assessments below other inservice activities.   Superintendents will still have to be the planning leaders for the board and advise the board on the kinds of inservice that will best suit their requirements.

4.   Efforts ought to be made to convince the state legislature that the travel reimbursement laws do not reflect economic reality, and need to be amended in order not to act as deterrents to board professional development.

Question 5 asked respondents who, in their opinions, should take the major responsibility for co-ordinating overall board development as well as new board member orientation and pre-election orientation.   Table 104 summarizes the responses to this question that lead to the following conclusions:

1.   Respondents generally feel that either the board as a whole or the superintendent should be in charge of coordinating the various aspects of board development

2.   Respondents generally feel that the board as a whole should take more responsibility for co-ordinating all aspects of their professional development than they are presently doing

3.   All respondents, including the superintendents, feel that superintendents should have less re-sponsibility for board development than they presently have.

Table 104

PERSON WHO IS IN CHARGE OF BOARD INSERVICE
COMPARED WITH PERSON WHO SHOULD BE IN CHARGE

Respondent Status Group	Board as a Whole		Board President		Super-intendent		PSBA		No one		Superintendent and President		Totals	
	Is	Should	Is	Should	Is	Should	Is	Should	Is	Should	Is	Should	Is	Should
						Percentage								
					PRE-ELECTION ORIENTATION									
1. Superintendent	11	29	11	15	50	41	0	2	26	9	2	4	100	100
2. Board Member	12	32	8	13	37	36	0	9	41	7	2	3	100	100
3. President	16	32	16	14	25	21	3	16	36	14	4	3	100	100
4. Expert	-	25	-	0	-	13	-	13	-	38	-	13	-	102*
Total Response	12	30	11	14	40	33	1	8	33	11	3	4	100	100
					OVERALL BOARD DEVELOPMENT									
1. Superintendent	8	30	12	19	61	43	5	5	13	3	2	2	101*	102*
2. Board Member	12	34	12	18	46	34	5	10	25	4	-	-	100	100
3. President	24	43	13	19	40	29	7	9	16	-	-	-	100	100
4. Expert	-	75	-	-	-	13	-	13	-	-	-	-	-	101*
Total Response	13	36	12	18	51	36	6	7	18	2	1	-	101*	101*
					NEW MEMBER ORIENTATION									
1. Superintendent	6	20	12	20	70	54	5	5	5	-	1	1	99*	100
2. Board Member	12	25	8	14	60	53	11	7	6	-	3	1	100	100
3. President	12	23	23	20	44	44	13	10	8	-	-	3	100	100
4. Expert	-	38	-	0	-	38	-	25	-	0	-	0	-	99*
Total Response	10	22	13	18	60	51	10	7	6	0	2	1	101*	99*

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*Due to rounding of percentages.

Discussion

The question has many dimensions. Superintendents are saying that they have had the responsibility for coordinating inservice for their board, but that they do not feel that they should be doing this as much. Board members, presidents, and experts agree...even more strongly. Only in the area of new board member orientation do a majority of respondents feel that superintendents should take major responsibility for coordinating board development. It is possible that the response indicates a distrust of the superintendent or a dissatisfaction with his/her leadership in the area of inservice. Perhaps the response reflects the mood of public dissatisfaction with the administration of the public schools or the increasing number of conflicts between boards and superintendents that has resulted in decreased tenure for both parties. Even the experts do not seem to have definite answers. They indicate that the whole board should coordinate their overall inservice, but are divided concerning the other aspects of board development.

The response could also illustrate the classic conflict between the board and its chief executive officer. The board may be willing, in the long run, to delegate the responsibility for inservice; but it wants to hold the

reins, and make the choice of when, to whom, and how to delegate this power.

Interestingly, respondents do not seem to feel that the board president should have the major responsibility for board development either. This view could be due to the fact that the presidency changes yearly in most districts, and inservice, to be effective, requires continuity. If the board as a whole is responsible, they can provide more of that continuity.

In districts interviewed, the organizational structure of the board, the personality of the superintendent, the district staff and administration, and the history of the district, seem to indicate that leadership and coordination of board development by the board as a whole is impractical. In most of the districts interviewed, the superintendents saw themselves as strong leaders, the chief executive officers of the district. Although they delegated tasks and responsibilities, ultimately, they were responsible for what occurred in the district, including planning for board development activities. For the most part the boards were organized into committees. The committees could be used as vehicles for researching particular topics of relevance to the board. They were a key ingredient in the coordination of what was presented to the board in the form of inservice.

Frequently members of the district's administrative staff were on these committees as non-voting members or as liaisons to the district. These administrators helped both to provide information and to coordinate inservice activities within the district. That the presidency of the board was in many cases not rotated each year added a sense of stability to the overall organization of a board development program. In a few districts, the leadership of the president was behind the organization of the board development program. In all districts, board presidents and superintendents worked closely to coordinate board activities.

The background of the district also turned out to be a key ingredient in how many of the districts interviewed had opted to design their board inservice. Many of the districts had previously had a weak superintendent or a leadership vacuum that had forced the board to try and cope with all the aspects of running the school districts. Board members realized that running the district themselves was too complicated and they needed a strong leader to help them develop their own boardsmanship skills and knowledge. Thus the board deliberately chose an individual who could act as a strong chief executive officer. Board development in all its aspects was a natural extension of this new superintendent's job. In sum, although

the board as a whole in many of the districts interviewed has the power to run the inservice program, this program was rather a creation of the superintendent or the board president that was able to flourish in a climate where board members realized how much they had to learn in order to perform effectively, and where the board organizational structure was conducive to the development of a comprehensive ongoing program.

Implications

1. It may be that the response to this survey question was more idealistic than practical. In all the districts interviewed, usually the superintendent and occasionally the board president were driving forces behind board development programs. In reality, a large portion of the knowledge and skills that the board acquires on the job may continue to be the result of the efforts of the superintendent working with the board president.

2. Although respondents feel that the whole board should take more responsibility for board development, in actual fact the result could lead to "collective board indifference." Often when leadership is delegated to a group, no one takes the initiative to act. The result is

inaction, a tendency to assume that "someone else will do the job." If the board as a whole is to be responsible for its own professional development, the dimensions of the inservice effort will have to be defined, a process for describing the roles and responsibilities will have to be created, and an individual or group will have to act as coordinators. The whole process may fall back into the hands of the superintendent, in spite of his/her wishes.

3. Superintendents can guide the board in setting up their own inservice program and creating a structure that will allow the board to exercise its own leadership. For example, in one district interviewed, the superintendent took his board president to a management session at Princeton in order to illustrate how he wanted to organize the district. As a result, the president understood how the superintendent liked to operate, and could provide board leadership that would support the efforts of his chief executive officer.

4. If superintendents help the board to be responsible for its own development, then they ought not to be blamed for board ignorance. The board becomes responsible for its own actions. It seems harder to fire the superintendent and find a new one than to spend the time necessary to learn about district issues. Running the district can become a shared process in which all have a stake.

5. Boards, if they want the responsibility for inservice, have to plan for it and make inservice a regular, systematic process.

6. Board presidents, even if they are not directly responsible for coordinating board development, ought to delegate this responsibility to an individual or committee and see to it that this group or individual carries out the duties.

7. The school boards associations can emphasize the need for more inservice, and provide some good working examples of programs and their organizational structure.

Question 6 focused not only on which individuals or groups had conducted local inservice sessions, but who should be conducting these sessions. Tables 105 through 111 illustrate the comparison between who is and who should be conducting sessions on issues of school finances, collective bargaining, hiring practices, curriculum, school facilities, superintendent relations and community relations. The following conclusions can be drawn from the data:

1. More people should be conducting workshops than are presently doing so. The workshops should be more participatory

2. There is general agreement among respondents about which groups or individuals ought to be conducting workshops on the different topics

Table 105

INDIVIDUALS PRESENTLY CONDUCTING SCHOOL FINANCE PROGRAMS
COMPARED WITH THOSE WHO SHOULD BE CONDUCTING PROGRAMS
ACCORDING TO STATUS GROUPS OF RESPONDENTS

Individuals Conducting Programs	Super-intendents		Board Members		Presidents		Experts		Total	
	Has	Should	Has	Should	Has	Should	Has	Should	Has	Should
Percentage										
1. Local Board Member	1	2	4	4	10	2	-	0	4	3
2. Local Superintendent	42	33	32	29	33	23	-	29	37	30
3. Local Administrative Personnel	31	27	32	30	23	24	-	29	29	27
4. Teachers	0	1	0	0	0	0	-	0	0	0
5. Federal/State Government Officials	5	13	4	8	3	3	-	14	4	9
6. College/University Professors	1	3	0	3	3	4	-	0	1	3
7. State School Boards Assn.	13	16	18	17	30	31	-	29	29	20
8. NSBA Staff	1	1	0	0	0	3	0	0	1	1
9. Lay Advisors	6	4	11	8	0	8	-	0	6	6
Total # of Responses	85	164	56	99	40	78	-	7	181	348

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Table 106

INDIVIDUALS CONDUCTING COLLECTIVE BARGAINING PROGRAMS
COMPARED WITH THOSE WHO SHOULD BE CONDUCTING PROGRAMS
ACCORDING TO STATUS GROUPS OF RESPONDENTS

Individuals Conducting Programs	Super-intendents		Board Members		Presidents		Experts		Total	
	Has	Should	Has	Should	Has	Should	Has	Should	Has	Should
Percentage										
1. Local Board Member	5	6	2	6	8	5	–	0	4	6
2. Local Superintendent	22	17	14	13	13	13	–	13	17	15
3. Local Administrative Personnel	15	11	12	8	10	8	–	25	13	10
4. Teachers	0	0	0	1	3	0	–	0	1	0
5. Federal/State Government Officials	2	5	2	10	0	1	–	0	2	5
6. College/University Professors	0	4	0	5	0	5	–	0	0	5
7. State School Boards Assn.	49	47	51	36	54	53	–	50	51	45
8. NSBA Staff	1	2	4	5	5	3	–	0	3	3
9. Lay Advisors	7	7	16	15	8	14	–	0	10	11
Total # of Responses	88	164	51	99	39	80	–	7	178	350

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Table 107

INDIVIDUALS CONDUCTING HIRING PRACTICES PROGRAMS
COMPARED WITH THOSE WHO SHOULD BE CONDUCTING PROGRAMS
ACCORDING TO STATUS GROUP OF RESPONDENTS

Individuals Conducting Programs	Super-intendents		Board Members		Presidents		Experts		Total	
	Has	Should	Has	Should	Has	Should	Has	Should	Has	Should
					Percentage					
1. Local Board Member	0	3	12	7	3	5	-	0	4	4
2. Local Superintendent	51	49	46	39	58	52	-	43	52	47
3. Local Administrative Personnel	38	24	31	28	26	20	-	29	33	24
4. Teachers	0	0	0	0	0	0	-	0	0	0
5. Federal/State Government Officials	0	4	0	1	3	3	-	0	1	3
6. College/University Professors	2	5	4	6	0	0	-	14	2	4
7. State School Boards Assn.	4	12	4	11	10	14	-	0	5	12
8. NSBA Staff	0	1	0	0	0	2	-	0	0	1
9. Lay Advisors	6	2	4	7	0	6	-	14	4	4
Total # of Responses	53	145	26	82	31	66	-	7	110	300

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Table 108

INDIVIDUALS CONDUCTING CURRICULUM PROGRAMS
COMPARED WITH THOSE WHO SHOULD BE CONDUCTING PROGRAMS
ACCORDING TO STATUS GROUP OF RESPONDENTS

Individuals Conducting Programs	Super-intendents		Board Members		Presidents		Experts		Total	
	Has	Should	Has	Should	Has	Should	Has	Should	Has	Should
	Percentage									
1. Local Board Member	1	2	3	4	9	4	-	0	3	3
2. Local Superintendent	32	34	31	35	50	37	-	14	36	35
3. Local Administrative Personnel	52	42	20	35	27	33	-	71	48	38
4. Teachers	4	10	3	14	6	9	-	0	4	11
5. Officials	3	2	0	1	0	1	-	0	1	2
6. College/University Professors	1	5	0	4	0	6	-	14	1	5
7. State School Boards Assn.	3	3	3	4	6	5	-	0	3	4
8. NSBA Staff	0	0	0	2	0	0	-	0	0	1
9. Lay Advisors	4	2	5	2	0	4	-	0	3	3
Total # of Responses	77	166	39	108	34	78	-	7	150	359

Table 109

INDIVIDUALS CONDUCTING SCHOOL FACILITIES PROGRAMS
COMPARED WITH THOSE WHO SHOULD BE CONDUCTING PROGRAMS
ACCORDING TO STATUS GROUP OF RESPONDENTS

Individuals Conducting Programs	Super-intendents		Board Members		Presidents		Experts		Total	
	Has	Should	Has	Should	Has	Should	Has	Should	Has	Should
	Percentage									
1. Local Board Member	0	5	8	11	7	7	–	0	4	7
2. Local Superintendent	41	33	41	35	56	41	–	14	44	35
3. Local Administrative Personnel	38	33	31	27	30	38	–	71	34	33
4. Teachers	2	3	0	1	0	3	–	0	1	2
5. Federal/State Government Officials	6	9	3	5	0	3	–	0	4	6
6. College/University Professors	2	3	5	1	0	3	–	14	2	3
7. State School Boards Assn.	2	6	3	7	0	1	–	0	2	5
8. NSBA Staff	2	1	0	1	0	0	–	0	1	1
9. Lay Advisors	9	7	10	11	7	3	–	0	9	7
Total Number of Responses	64	151	39	91	27	68	–	7	130	315

Table 110

INDIVIDUALS CONDUCTING SUPERINTENDENT RELATIONS PROGRAMS
COMPARED WITH THOSE WHO SHOULD BE CONDUCTING PROGRAMS
ACCORDING TO STATUS GROUP OF RESPONDENTS

Individuals Conducting Programs	Super-intendents		Board Members		Presidents		Experts		Total	
	Has	Should	Has	Should	Has	Should	Has	Should	Has	Should
	Percentage									
1. Local Board Member	13	15	19	17	17	19	-	0	9	16
2. Local Superintendent	33	24	31	22	39	22	-	0	36	23
3. Local Administrative Personnel	5	3	3	8	4	2	-	0	5	4
4. Teachers	0	1	0	2	0	0	-	0	0	1
5. Federal/State Government Officials	3	2	6	2	0	0	-	0	4	2
6. College/University Professors	0	12	6	7	9	8	-	14	4	1
7. State School Boards Assn.	33	33	22	33	30	40	-	57	32	35
8. NSBA Staff	8	6	3	7	0	6	-	29	5	7
9. Lay Advisors	5	4	11	2	0	3	-	-	6	3
Total Number of Responses	61	161	36	88	23	63	-	7	111	319

Table 111

INDIVIDUALS CONDUCTING COMMUNITY RELATIONS PROGRAMS
COMPARED WITH THOSE WHO SHOULD BE CONDUCTING PROGRAMS
ACCORDING TO STATUS GROUP OF RESPONDENTS

Individuals Conducting Programs	Super-intendents		Board Members		Presidents		Experts		Total	
	Has	Should	Has	Should	Has	Should	Has	Should	Has	Should
	Percentage									
1. Local Board Member	4	10	5	11	16	16	-	0	7	12
2. Local Superintendent	34	26	41	33	45	30	-	14	38	29
3. Local Administrative Personnel	24	19	16	13	16	13	-	14	20	16
4. Teachers	3	3	3	5	0	1	-	0	2	3
5. Federal/State Government Officials	1	1	8	3	0	1	-	0	3	2
6. College/University Professors	0	6	0	5	0	3	-	14	0	4
7. State School Boards Assn.	18	19	22	19	16	18	-	29	18	19
8. NSBA Staff	0	2	3	3	0	3	-	14	1	3
9. Lay Advisors	16	15	3	9	6	14	-	14	10	13
Total Number of Responses	68	162	37	102	31	76	-	7	136	347

3. Local inservice workshops are not suffficient in frequency to meet stated needs of board members in most areas. The weakest area, an identified priority, was that of superintendent relations.

Discussion

In almost every instance respondents felt that superintendents should be conducting fewer local in-service sessions, and that a wider variety of experts, local people, and association people were needed. Respondents made the following recommendations for the topics listed below.

- Finance--Respondents were divided primarily among presentations by the superintendent and local administrative personnel, probably the business manager. Board presidents preferred hearing PSBA personnel conduct financial inservice sessions

- Collective Bargaining--Generally respondents want to hear PSBA personnel present collective bargaining workshops

- Hiring Practices--Hiring practices are an area in which respondents feel superintendents should take the lead. They are also interested in hearing local administrative personnel. It is important to note that local personnel can include personnel managers, principals, and others. Many district people are involved in hiring employees

- Curriculum--This was the only area in which the superintendent wanted to be more involved than he/she is presently. Perhaps this represents the desire to escape from only performing administra-tive duties. The board, the board presidents, and experts would prefer to have local administrators deal with this topic. Some interest was also expressed in having teachers involved in curriculum presentations

- **Facilities**--All groups would like to see the superintendent do less and have local administrators do more. Some interest was expressed in having architects involved in issues concerning facilities

- **Superintendent Relations**--Most respondents feel that this topic would best be covered by PSBA; although a large group still would like the superintendent to conduct the workshops him/herself. The experts each feel that their particular associations would be the best leaders

- **Community Relations**--This topic had respondents fairly evenly divided. There was interest in having local board members, superintendents, lay advisors, and local administrators all take part in the process.

It is important to note also that respondents often indicated that more than one group or person should conduct workshops on a particular topic. They wanted to hear differing points of view and different aspects of the issue. For example, PSBA can offer a more general approach to finance or the laws. Local personnel can deal with the line items on their budgets or the costs of pupil personnel services.

Looking at the numbers of programs being conducted on various topics, in every case, respondents felt two and sometimes three times as many workshops ought to be conducted than are presently being done. The weakest area was superintendent relations, where 111 workshops were mentioned and 319 were recommended. Yet, it is possible that superintendents are reluctant to broach this topic

with their boards for fear of complicating their jobs.
Perhaps they feel someone else should take the lead.
Given the increasing frictions between board and super-
intendent, this area is a key topic for inservice. Note
also that it was the number one need of board members,
presidents, superintendents, and experts alike.

The interview data clearly showed that survey
respondents were expressing a desire for what did in fact
occur in districts with strong ongoing board development
programs. Table 38 in Chapter 4 listed a variety of
inservice activities that took place in the districts
interviewed. Participants included IU directors, super-
intendents, government consultants, transportation experts,
a former Secretary of Revenue, citizens committees, PSBA
board committees, lawyers, local administrators, teachers,
and many others. When the problem warranted several
meetings, different resource people frequently were brought
into the district to contribute their input. In all cases
raised by those interviewed, both boards and community
understood the issues to be dealt with and arrived at a
decision that was generally supported by all.

Implications

1. The responses indicate that there is a desire to
have more local workshops on key topics of interest. It
is likely that board members and presidents, who do not
feel that their superintendents are giving them adequate
information, will blame them for any crises that erupt in
the district. It is to the superintendent's benefit to
have an informed board. Further, the board meetings that
are held are likely to be long and involved if there is no
previous inservice. Board members will have to decipher
what is happening on the job and air their disagreements
in public.

2. The Pennsylvania School Boards Association needs
to present workshops that are especially well constructed
in the areas of finance, collective bargaining, and super-
intendent relations. They have to be sure that the
programs have local relevance. PSBA usually tries to
include local resource people on their programs. This
practice should be continued and perhaps expanded to
include a list of local experts who can consult in specific
areas. Local boards and administrators need to learn about
the resources that exist around them.

3. Although superintendents want to be less involved
in local workshops, this does not mean that they should do

nothing. Rather, they have to learn to delegate respons-
ibilities to others on the local district staff and within
the community and make inservice more participatory and
less of an administrative burden.

4. Despite the fact that board presidents do not
want responsibility for board development activities, they
can facilitate the process by assigning responsibility to
local board members.

Question 7 asked respondents whether they had or
should have policy statements pertaining to pre-election
orientation, new board member orientation, overall board
development, or visits to state and national school boards
association meetings. Table 112 compares responses from
different status groups to this question. The data yield
the following conclusions:

1. Although more respondents feel they should have a
    policy statement on board inservice than presently
    do, generally, respondents do not think policy
    statements on board development are particularly
    important. Presidents feel there should
    definitely be a policy statement on new board
    member orientation, but they lack strong support

2. Experts strongly disagree with local respondents.
    With the exception of pre-election orientation,
    experts indicate that districts should have
    policies on all other aspects of board develop-
    ment, especially new board member orientation and
    visits to conventions.

Table 112

DISTRICTS HAVING POLICY STATEMENTS ON BOARD INSERVICE
COMPARED WITH THOSE WHO SHOULD: ACCORDING TO
RESPONDENT STATUS

Program	Status Group	Response			
		Yes Policy	No Policy	Should Have Policy	Freq. of Resp.
1. Pre-Election Orientation	Supts.	7	93	35	116
	Board Members	12	88	46	68
	Presidents	2	98	34	58
	Experts	0	86	14	7
	Total	7	93	38	242
2. New Board Member Orientation Program	Supts.	18	82	46	114
	Board Members	25	75	45	73
	Presidents	8	92	75	52
	Experts	–	0	100	8
	Total	18	82	58	247
3. Comprehensive Board Development Program	Supts.	13	87	44	111
	Board Members	27	73	46	70
	Presidents	16	84	50	56
	Experts	–	25	75	8
	Total	20	80	44	245
4. Visits to State and NSBA Meetings	Supts.	43	57	28	12
	Board Members	51	49	26	76
	Presidents	45	55	24	66
	Experts	–	0	100	8
	Total	47	53	26	271

Discussion

It is difficult to say why respondents do not feel strongly that policy statements on board development are important. Perhaps some respondents felt that they had policies on staff inservice, and that board members were included under those policies. In the districts inter- viewed, superintendents combined staff and board develop- ment several times. Perhaps local respondents do not think the issue belongs in the policy books. Many people did comment that to get involved in pre-election inservice could be interpreted as meddling in the political process. Nevertheless, local support for board development policy is surprisingly low. Local respondents may feel that to have a policy statement on inservice for board members implies a commitment to a process that they are not really ready to make.

The expert response is not difficult to explain. Experts on school board studies have long touted the need for new board member inservice. The school boards associ- ation studies have made it clear that it takes at least two years for a school board member to learn enough to be effective. Experts feel strongly that boards should commit themselves to the process, and grant board development a legitimate place in district policy books.

Implications

1. If, in fact, having board policies on inservice for board members legitimizes the process and encourages boards to take the initiative in developing a comprehensive inservice program, less than half of the boards may ever develop such a program.

2. If boards have policies on inservice, when tax-payer groups complain about the cost of board development, district policy books are there to support board actions. Where there are no policies, boards could be less able to defend themselves against such pressure groups.

3. Policies could be an excellent method for boards to demonstrate responsibility for coordinating the various aspects of board development. These policies could legitimize a defined process.

4. Board presidents, if they feel strongly about the issue of policy, can take the lead in encouraging boards to design appropriate statements on the topic.

5. Since more boards seem to want policies than presently have them, superintendents or board leaders could investigate sample policies that other districts are using.

Question 10 looked at who should be attending school board development activities, as opposed to who actually attends. As was stated in the previous chapter,

this question was not well constructed and was misinter-

preted by respondents. The data are presented in Table

113. One can say only that the results indicate that

generally board development should involve more people.

In the districts interviewed superintendents and board

members stressed the involvement of community, local ad-

ministrators, and even spouses in board activities. Both

boards and superintendents recognized that an informed

community was vital to the success of many of the educa-

tional decisions. When informed, the community was more

likely to be supportive. Some respondents saw board

members and teachers as being able to benefit from sharing

each other's inservice opportunities when the issues were

relevant to both groups. Many superintendents took their

boards with them when they went to the American Associa-

tion of School Administrators Convention. Thus, in

districts with more established development programs,

board inservice sessions were used to educate and inform

all members of the educational community.

Question 11 was a key question in this study. The

question asked respondents to select the two methods by

which they would most like to learn about a new subject.

The response was clear and simple:

Table 113

A COMPARISON OF WHO ATTENDS SCHOOL BOARD DEVELOPMENT ACTIVITIES
AND WHO SHOULD ATTEND
ACCORDING TO RESPONDENT STATUS

		Super-intendent		Board Members		Board Presidents		Expert		Total	
		At-tends	Should Attend	At-tends	Should Attend	At-tends	Should Attend	At-tends	Should Attend		
		Percentage									
1.	Board Members	74	88	75	73	83	71	-	100	77	88
2.	Key Staff	79	60	70	55	76	43	-	13	76	55
3.	Board Candidates	14	40	5	40	5	27	-	13	9	36
4.	District Employees	30	33	25	42	31	25	-	0	28	33
5.	District Teachers	27	25	24	36	25	24	-	0	25	27
6.	Citizens	14	28	7	35	8	16	-	13	11	27
7.	PTA Members	17	25	10	35	5	18	-	13	12	27
8.	Advisory Committees	22	31	15	38	17	25	-	0	18	31
9.	Students	22	24	19	35	19	28	-	0	20	27
10.	Newspapers or TV	15	26	13	32	9	20	-	13	13	26
11.	Other	2	4	1	3	1	4	-	0	2	4

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Board respondents want to visit a site where the topic is handled effectively, or to hear or talk with experts on the subject.

Table 114 illustrates these data.

Discussion

The response to this question makes abundantly clear that board members are not learning in preferred ways. As responses to previous questions indicated, most frequently board members read or talk to their superintendent in order to learn about new topics. Few times do experts come into the districts or do board members visit outside schools. One superintendent interviewed told of his board president trying to institute a series of informal discussions on commmon district problems among various presidents in nearby districts. The plan was discouraged by the superintendents in the other districts.

The data in Table 114 also point up another factor: superintendents see themselves as preferred sources of information for board members more than board members do. They seem to underestimate the desire of the board to "go places, see things, and talk to people."

Table 114

METHOD BY WHICH BOARD MEMBERS PREFER TO LEARN ABOUT NEW SUBJECTS
ACCORDING TO STATUS GROUP OF RESPONDENTS

Method of Learning	Super-intendent	Board Members	Board Presidents	Experts	Total
	Percentage				
1. Attend 2-Hour Expert Lecture	36	51	41	38	42
2. Talk with Expert Over Lunch	13	14	15	0	13
3. Listen to Video Tape Cassette	0	0	0	0	0
4. See a Film on Videotape	6	7	9	13	7
5. Confer Privately with Superintendent	31	13	23	25	24
6. Confer Privately with Staff	16	7	4	13	10
7. Confer Privately with Board Members	10	3	4	0	6
8. Visit a School or Site Where the Topic is Handled Effectively	58	74	69	100	66
9. Read Articles or Books Selected by District Staff	7	15	15	13	12
10. Read Articles or Books Selected by Yourself from a Library	2	8	8	0	5
11. Other	2	1	4	0	2
Total responses	139	91	75	8	313

Implications

1. Superintendents must explore and exploit local resources more effectively. Many districts throughout the state have developed excellent solutions to key problems facing them. For example, in the area surrounding Philadelphia, one can find districts that have developed model computer programs, cable TV stations, energy programs, management by objectives programs, detailed curriculum guides, or excellent methods for closing schools. Too frequently superintendents are not even aware of what is happening around them. Superintendents have to learn of these local programs and encourage their boards to go and see for themselves.

2. State professional associations and Intermediate Units can help board members and local administrators find out about what is going on locally both through publications and through their meetings. Perhaps the publication of a pamphlet similar to that distributed by the National Diffusion Network on "Programs That Work" would be of use. PSBA already utilizes local experts in their workshops. This effort could be expanded.

3. Intermediate Units throughout the state could play a major role in helping board members and local school administrators learn about exciting programs in

their areas and in disseminating this information. Where the school boards associations have to deal either on a local or national level, the Intermediate Units can focus on a local level. Unfortunately, as this study indicates, although people do utilize the Intermediate Unit workshops, they are not a prime source for board development information. Interview respondents noted the uneven quality of IU workshops throughout the state.

4. If board members continually receive only secondary information, information from their superintendents and local staff, rather than have the opportunity, where relevant, to either see or hear for themselves, then they have no choice but to hold the superintendent and staff accountable for decisions made on the basis of their information. If the decisions are wrong, the school administrators may find themselves job hunting.

Question 12 asked respondents to consider all the people, resources, and opportunities that help a person to become an effective board member, and to rank them in terms of themselves, if they were school board members; their board, if they were superintendents; or board members in general, if they were experts. Table 115 compares the mean scores of the respondents analyzed according to status group, and Table 116 summarizes the

Table 115

PEOPLE, RESOURCES, AND OPPORTUNITIES HELPING PERSONS BECOME EFFECTIVE BOARD MEMBERS ACCORDING TO STATUS GROUP OF RESPONDENTS

People/Resources/Opportunities	Super-intendents		Board Members		Board Presidents		Expert		Total	
	Mean	Rank	Mean	Rank	Mean	Rank	Mean	Rank	Mean	Rank
1. Conversations with Board President	5.40	5	5.14	9	5.60	5	5.38	6	5.37	6
2. Conversations with Board Colleagues	5.53	4	5.54	4	5.76	3	6.38	3	5.60	4
3. Conversations with Superintendent	6.20	1	5.95	1	6.32	1	6.13	1	6.15	1
4. Conversations with Personnel Staff	5.37	6	5.31	6	5.41	7	4.75	13	5.35	7
5. Conversations with School Business Staff	5.44	3	5.43	5	5.49	2	5.00	9	5.52	2
6. Conversations with Curriculum Staff	5.36	7	5.57	3	5.59	6	4.63	16	5.46	5
7. Conversations with Teachers in District	4.48	12	5.11	10	4.92	14	3.63	30	4.92	11
8. Conversations with District Administrators	5.63	2	5.60	2	5.67	4	4.25	21	5.60	3
9. Conversations with District Students	5.30	11	4.85	17	4.88	17	3.88	28	4.30	12
10. Conversations with District Voters	4.80	15	4.43	24	4.92	14	5.88	4	4.75	18
11. Conversations with Key Community Leaders	5.12	9	4.30	28	4.89	16	4.88	10	4.82	14
12. Formal Events at Out-Of-District Meetings	4.59	19	4.33	26	4.13	28	4.25	21	4.40	21
13. Informal Conversations at Out-Of-District Meetings	4.46	20	4.34	25	4.16	26	4.88	10	4.36	25
14. Reading a Hand Book for New Board Members	4.35	22	4.60	23	4.11	29	4.88	10	4.38	23
15. Reading Newsletters & Magazines from State School Boards Assn.	4.45	21	4.89	16	4.49	19	4.63	16	4.64	20
16. Reading the "American School Board Journal"	4.13	26	4.32	27	4.67	20	4.38	19	4.35	26
17. Reading Newsletters & Magazines from NSBA	4.39	28	4.18	30	4.35	22	4.00	24	4.17	30
18. Reading Other Educational Magazines	4.39	28	4.82	19	4.17	25	4.75	13	4.34	27
19. Attending State School Board Assn. Conventions	4.60	18	4.90	15	4.63	21	4.75	13	4.70	19
20. Attending NSBA National Convention Workshops	4.65	17	4.98	14	4.96	13	4.25	21	4.41	16
21. Attending State School Boards Assn. workshops	5.01	10	5.16	8	5.11	9	5.63	5	5.10	9
22. Attending NSBA Workshops	4.69	16	5.01	13	5.35	11	4.63	16	4.87	13
23. Attending New Board Member Orientation in Your District	5.35	8	5.04	12	5.04	12	6.13	1	5.21	8
24. Attending New Board Member Orientation Outside Your District	4.46	13	4.81	20	4.72	18	5.00	9	4.82	15
25. Experiences with Local Board Prior to Serving on It	4.32	23	5.11	10	5.20	8	4.00	24	4.75	17
26. Previous Experience on Other Boards	4.18	27	4.27	29	4.24	24	4.00	24	4.22	29
27. Professional Experience	4.23	24	4.67	22	4.27	23	5.38	6	4.40	12
28. Experience as a Parent of School Kids	4.56	13	5.25	7	5.38	10	4.38	19	5.31	10
29. Training as an Educator	4.36	30	4.81	20	4.16	26	3.88	28	4.30	28
30. Previous Work Experience in a School District	4.22	25	4.34	18	4.11	29	4.00	24	4.37	24
Total Responses	139		91		75		8		313	

Table 116

MOST AND LEAST EFFECTIVE PEOPLE, RESOURCES, AND OPPORTUNITIES HELPING PERSONS BECOME EFFECTIVE BOARD MEMBERS

Superintendents Item	Rank	Board Members Item	Rank	Board Presidents Item	Rank	Experts Item	Rank
MOST EFFECTIVE ITEMS							
Conversations with Superintendent	1	Conversations with Superintendent	1	Conversations with Superintendent	1	Conversations with Superintendent	1
Conversations with Administrators	2	Conversations with Administrators	2	Conversations with Business Staff	2	Attending New Board Within District	1
Conversations with Business Staff	3	Conversations with Curriculum Staff	3	Conversations with Colleagues	3	Conversations with Board Colleagues	3
Conversations with Board Colleagues	4	Conversations with Board Colleagues	4	Conversations with Administrators	4	Conversations with Voters in the District	4
Conversations with Board President	5	Conversations with Business Staff	5	Conversations with Board President	5	Attending State School Boards Association Workshops	5
Conversations with Personnel Staff	6	Conversations with Personnel Staff	6	Conversations with Curriculum Staff	6	Previous Experiences on Other Boards	6
Conversations with Curriculum Staff	7	Experiences as a Parent of School Kids	7	Conversations with Personnel Staff	7	Conversations with the Board President	6
Attending New Board Member Orientation Within District	8	Attending State School Boards Assn. Workshops	8	Previous Experience in Profession	8	Conversations with Business Staff	8
Conversations with Key Community Leaders	9	Conversations with Board President	9	Attending State School Boards Association Workshops	9	Attending New Board Member Orientation Outside District	8
Attending State School Boards Assn.	10	Conversations with Teachers in District	10	Experiences as a Parent of School Kids	10	Conversations with Community Leaders	10
		Previous Experiences in Profession	10			Informal Conversations at Out-of-District Meeting	10
						Reading a Handbook for New Board Members	10
LEAST EFFECTIVE ITEMS							
Training as an Educator	1	Reading Newsletters & Magazines from NSBA	1	Reading a Handbook for New Board Members	1	Conversations with Teachers in the District	1
Reading NSBA Newsletters & Magazines	2	Experiences with Local Board Prior to Serving on it	2	Previous Work Experience in a School District	1	Training as an Educator	2
Reading Other Educational Magazines	2	Conversations with Key Community Leaders	3	Formal Events at Out-of-District Meetings	3	Conversations with Students	2
Experiences with Local Board Prior to Serving on it	4	Reading the "American School Boards Journal"	4	Informal Conversations at Out-of-District Meetings	4	Reading Newsletters and Magazines from NSBA	4
Reading the "American School Boards Journal"	5	Formal Events at Out-of-District Meetings	5	Training as an Educator	4	Previous Experience in Profession	4
						Experience with Local Board Prior to Serving on it	4
						Previous Work Experience	4

most and least effective resources for each group. It is
important to note that the average means are generally
close together, an indication of possible respondent
fatigue. The following list, however, summarizes the
conclusions that can be drawn from the data:

1. Conversations proved to be the most valuable
   resource for board members--conversations with
   superintendents, local staff, colleagues,
   teachers, and others

2. There are key differences between what super-
   intendents and experts think contribute to board
   member effectiveness and what board members think
   is important

3. Training as an educator and prior experiences
   with the board before serving on it are generally
   not seen as contributing to board member
   effectiveness

4. Board members do feel that their own experiences
   in their daily lives--in their jobs, and as
   parents--have contributed significantly to their
   effectiveness on the board

5. Reading the school board journals and other
   educational magazines and publications are
   considered among the least productive contributors
   to board member effectiveness.

Discussion

There is no doubt that the superintendent and the
local administrative staff are the key to local board
professional development. Responses to previous questions
have indicated the primacy of the superintendent's role in

inservice as it is presently handled, as well as board respect for the contributions that local staff and administration can make. Even in districts interviewed, conversations with the superintendent were the most valuable contribution to board member effectiveness, despite the wide range of board programs. Thus the superintendent does not have to fear that he/she will lose esteem if boards become more knowledgeable.

Despite general agreement on the value of conversations with administrators, respondents differ on other items. Board members and presidents value their personal experiences as parents, in their businesses, and in their conversations with teachers of their children. This response seems to lend credence to Peter Cistone's thesis, that a board member's experiences, background, and life-style tend to prepare him or her for board service. These data also underscore the need to elect board members who have demonstrated responsibility in their everyday lives. Finally, the data suggest that the personal experience of board members make them harder to influence and less likely to change as a result of board development activities.

Experts and superintendents, however, do not rate board personal experiences as highly, and in some incidences consider them ineffective. It is possible that experts and superintendents feel that a board member's prior exper-

ience contributes to his/her biases, the causes that made him/her run for the board in the first place. Perhaps the response also reflects the traditional educator-business conflict. Too frequently educators mistrust the business community and the business community regards educators as "ivory tower" inhabitants. Finally, experts and superintendents may well underestimate the importance of a board member's prior experience and overestimate their own ability to effect change in an individual.

Interestingly, superintendents and experts consider conversations with the community as a valuable contributor to board effectiveness, where boards rate community conversations near the bottom of their lists. The reasons for this disparity seem evident. Superintendents and experts probably are concerned with the board member as representative of the community's interests. Board members and presidents, however, often see community people in a negative light. The community often harasses the board, and board members resent their criticism. Further, in Pennsylvania, politics play a major role in board life. Election campaigns can engender much bitterness in some districts. Finally, when an individual becomes a board member, he/she becomes a member of the "inside" team. A board member has to look at issues as they affect the good of the community as a whole. Their decisions are

frequently unpopular with one faction or another. These
factions can be highly verbal. Thus the community repre-
sents one thing to the experts and superintendents; but
may be totally other to the board member who has just had
eggs thrown at his/her house.

Despite the fact that almost three quarters of a
century have elapsed since Cubberley wrote his report on
board members, the view of the educator as board member
has not changed significantly Boards still tend to dis-
trust educators, and experts and administrators see them
as trouble makers. The college professors are not in the
same class as teachers or local administrators. Interviews
tended to show that they garnered more respect from public
school personnel. Several people. however, commented that
the teachers or principals on the board were the most
difficult board members with whom the superintendents had
to deal.

Finally, when one considers that journals rank
among the most frequent techniques used by districts to
provide board members with knowledge and skills, it is
important to note that boards...and even superintendents... ✓
consider these papers among the least useful. Board
members interviewed made several comments about boards
association literature. They felt that it was too
simplistic, too general, and rarely dealt with their

particular needs when they needed help. New board member
handbooks were particularly useless, despite opinions of
educators to the contrary. Further, board members fre-
quently did not have enough time to digest all the litera-
ture that was placed in front of them. Aside from
journals, they had to deal with all the written backup
materials handed them by their superintendents for the
next board meeting.

Implications

1. Although board members and presidents recognize
the importance of conversations with the superintendent
and administrative staff, a heavy burden is placed on
administrative credibility. At the point where board
members become dissatisfied with these conversations or
where disagreements develop, the superintendent is likely
to find him/herself in an untenable position.

2. The reliance of the board on their own personal
and professional experiences may be a key to their pro-
vincialism and their reluctance to accept the advice of
experts or technocrats. Board members may simply feel that
their experience has better prepared them to cope with
their local problems than that of any "foreigner."

3.   The state and national school boards associations should put more emphasis on training and consulting and less on additional journals and publications that may not be appreciated by board members. It might be worthwhile to make a careful study of what types of writing are most useful for board members in different districts.

4.   Superintendents and experts ought to pay more attention to the effects of teachers on their board members. Most board members have or have had children in school and have regularly conversed with local teachers. Further, given the bitterness engendered by strikes and bargaining in many districts, the board member's image of the teacher and his/her role in the educational process may be very negative. Thus the impressions left by conversations with teachers can greatly impact on a board member's approach to managing the district.

5.   The role of the state association in developing the skills and knowledge of board members is also under-scored. Boards in states with inactive board associations lose a vital resource. Boards that are not members of their state associations and do not encourage their associations to meet their needs miss a key perspective on district management. Finally, it is likely that where state school boards associations are weak, local school board development is likely to be even weaker.

6. Superintendents need to understand the personal background of individual board members and to be able to utilize this information to motivate members in directions that will benefit the district. Such an understanding implies a sensitivity towards others and an understanding of motivational psychology.

CHAPTER 8

ANALYSIS: LOCAL INSERVICE -- CONSTRAINTS

Despite the fact that board members, presidents, superintendents, and experts all feel that there should be more school board member inservice and that this board inservice should be significantly more participatory, boards are not participating in more development programs. There is reason to believe that board inservice efforts are actually declining. Attendance at national conventions is down significantly. Citizen groups are pressuring boards to cut back on expenses. Fewer people are attending the state conventions and workshops unless they are in the immediate area. Why? Question 8 on the survey questionnaire asked respondents to rank the constraints or limitations on board member participation in professional development programs. These questions were analyzed according to pertinent respondent and district characteristics. Where significant differences existed among responses according to certain variables, further analysis

was done to see if the difference was due to chance or was
probably real. Analysis of the data led to the following
conclusions:

1. The key constraints on inservice are time,
    pressure to conserve funds, and lack of whole
    board interest. Also important is the poor
    quality of most inservice and the fact that too
    many sessions are conducted during weekends.

2. The constraints are generally similar across all
    variables, although there are a few statistically
    significant differences.

3. Despite these constraints there are many things
    that can be done to facilitate board inservice.

Discussion

Tables 117, 118, and 119 examine the constraints
on board member inservice according to the status group of
respondents. For the most part, board members, presidents
and superintendents are in agreement on the major and least
important constraints. Only the experts seem to have a
few different ideas. The rankings of the constraints in
Table 117 illustrate several concepts. Superintendents
feel time is the major constraint on inservice. Both
business and family vie for time that could be spent on
board work. Board members see pressure to conserve funds
board presidents raise an interesting topic. Although
board members responding say that they themselves care

Table 117

CONSTRAINTS ON BOARD MEMBER INSERVICE
ACCORDING TO STATUS GROUP

Constraints	Superin-tendent		Board Member		Board President		Expert		Total		F Tests
	Mean	Rank	Mean	Rank	Mean	Rank	Mean	Rank	Mean	Rank	
1. Lack of Interest On My Part	1.76	14	2.07	14	2.17	11	1.00	13	1.93	14	2.92*
2. Lack of Board President Interest	2.51	12	2.66	9	2.11	13	1.00	13	2.42	11	3.45*
3. Lack of Superintendent Interest	1.78	13	2.31	12	2.08	14	3.88	6	2.06	13	5.91*
4. Lack of Whole Board Interest	3.63	3	3.56	2	3.68	1	5.25	1	3.66	2	2.29
5. Pressure to Conserve Funds	3.45	4	3.82	1	3.64	3	5.25	1	3.65	3	2.73*
6. Lack of Personal Funds	3.03	7	3.14	5	2.85	9	3.50	9	3.03	7	0.54
7. No Time; Business Competes	4.10	1	3.52	4	3.65	2	3.75	7	3.81	1	2.22
8. No Time; Family Competes	3.81	2	3.38	3	3.32	5	4.63	3	3.59	4	3.07*
9. Poor Quality of Such Events	3.04	6	3.11	6	3.33	4	4.00	4	3.15	5	1.55
10. Embarrassment Over Persoonal Ignorance	2.55	11	2.09	13	2.16	12	3.50	9	2.35	12	3.25*
11. Weekend Meetings, Badly Timed	3.41	5	2.73	8	3.13	7	3.00	11	3.13	6	2.48
12. Weekday Meetings, Badly Timed	2.97	9	2.79	7	3.15	6	3.63	8	2.98	8	0.95
13. Evening Meetings, Badly Timed	2.75	10	2.48	11	2.80	10	4.00	4	2.72	10	2.39
14. Meetings Are Too Long	2.98	8	2.63	10	3.00	8	3.00	11	2.88	9	1.25
Frequency	139		91		75		8		313		

* Denotes a significant difference at the .05 level.

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Table 118

MOST AND LEAST IMPORTANT CONSTRAINTS ON BOARD MEMBER INSERVICE
ACCORDING TO STATUS GROUP

Superintendent Constraints	Rank	Board Member Constraints	Rank	Board President Constraints	Rank	Expert Constraints	Rank
Most Important Constraints							
No Time; Business Competes	1	Pressure to Conserve Funds	1	Lack of Whole Board Interest	1	Lack of Whole Board Interest	1
No Time; Family Competes	2	Lack of Whole Board Interest	2	No Time; Business Competes	2	Pressure to Conserve Funds	1
Lack of Whole Board Interest	3	No Time; Family Competes	3	Pressure to conserve Funds	3	No Time; Family Competes	3
Pressure to Conserve Funds	4	No Time; Business Competes	4	Poor Quality of Such Events	4	Poor Quality of Such Events	4
Weekend meetings, Badly Timed	5	Lack of Personal Funds	5	No Time; Family Competes	5	Evening Meetings, Badly Timed	4
Least Important Constraints							
Lack of Interest On My Part	14	Lack of Interest on My Part	14	Lack of Supt. Interest	14	Lack of Interest on My Part	14
Lack of Supt. Interest	13	Embarrassment Over Ignorance	13	Lack of Board President Interest	13	Lack of Board President Interest	13
Lack of Board President Interest	12	Lack of Supt. Interest	12	Embarrassment Over Personal Ignorance	12	Weekend Meetings, Badly Timed	12
Embarrassment over Ignorance	11	Evening Meetings, Badly Timed	12	Lack of Interest on My Part	11	Meetings Too Long	11
Evening Meetings, Badly Timed	10	Meetings are Too Long	12	Evening Meetings, Badly Timed	10	Lack of Personal Funds	11

Table 119

SIGNIFICANT DIFFERENCES AMONG MEANS OF RESPONDENT
STATUS GROUPS CONCERNING CONSTRAINTS ON
BOARD MEMBER INSERVICE

Constraint	Superin-tendent	Board Members	Board President	Expert
Lack of Interest On My Part	1.76	2.07	2.17	1.00
Lack of Board President Interest	2.51	2.66	2.11	1.00
Lack of Super-intendent Interest	1.78	2.31	2.08	3.88
Pressure to Conserve Funds	3.45	3.82	3.64	5.25
No Time: Family Competes	3.81	3.38	3.32	4.63
Embarrassement Over Personal Ignorance	3.04	3.11	3.33	4.00

*Denotes a significant difference at the .05 level.

about inservice, board presidents and experts cite "lack
of whole board interest" as a key constraint. It may be
that although board members as individuals are interested
in their own professional development, the group as a whole
does not take the time to plan any formal whole board
activities. Other issues, personal and public, may

interfere when the whole board sits down to plan. In

Question 5, this phenomenon was as the major constraint.

They are also concerned about spending their personal

funds. In Pennsylvania where the reimbursement rate is

low, board members often pay part of their own development

expenses. Experts and dubbed "collective indifference."

With no single individual providing the momentum behind a

board development inservice program, there is no program.

To quote one superintendent with a strong board inservice

program, "A lot of it's personality, my personality."

His board president agreed, "The basic reason [for the

program] is that this guy here believes in community

involvement."

Quality is also listed as a major constraint both

for the board members, who go to inservice sessions, and

for experts, who often are in the business of providing

these sessions. All too often topics are treated super-

ficially, rooms are hot and stuffy, the audiovisual equip-

ment does not work, and the material to be learned is

presented in a way that is either irrelevant or incompre-

hensible to board members. Presenters too often seem to

forget that they are dealing with a group of professionals,

leaders in their communities, who demand the same high

standards of performance from educators as they do from

their own employees.

Looking at the constraints that were not considered
serious, it is interesting to note that board members and
superintendents seem to be willing to give up evenings for
meetings; however, experts view evening meetings as a
serious constraint. Board members and superintendents, on
the other hand, do not want to give up their weekends
(probably for family reasons) and experts feel that these
meetings are easier for the board. Clearly the experts
are misreading the local people.

Six items were considered to be statistically
significant in terms of their means; however, most of the
differences were likely due to the small sample of experts
whose responses were weighed with the overall sample.
These data are presented in Table 119 with two differences
of note, which, although they could not be said with
certainty to be statistically significant, are worth
mentioning. Superintendents saw competition between time
with family and time devoted to board development as items
impinging on one another more than did the board members
involved. It is possible that superintendents are
underestimating the board and their willingness to use
their time for inservice. Superintendents may view in-
service as another "obligation" for the board, where the
board hopes inservice will facilitate their board work.
Experts view superintendents as a major constraint on

board development, a view not shared by the other respond-ents. The experts may not be accurately assessing what is happening between boards and superintendents in the field. At the same time, the experts would like the opportunity to develop the superintendent's leadership skills.

Possibly experts are correct. Superintendents who answered the questionnaire may not wish to describe them-selves as inhibiting the professional development of their board. Superintendents and board respondents may also have different criteria or expectations for the role of the superintendent in board development. Finally, Question 5 shows clearly that superintendents want less involvement in board development. Perhaps they are putting their wishes into practice.

Tables 120, 121, and 122 present the data on board member inservice constraints as viewed by male and female board members. Generally, women could be characterized as more flexible than their male counterparts. For example, women tended to rate all the constraints lower, on average, than did the men. Time was less of an issue for female board members. They were more willing to attend day or weekend meetings.

Table 120

CONSTRAINTS ON BOARD MEMBER INSERVICE
ACCORDING TO SEX OF RESPONDENTS

	Male		Female	
Constraints	Mean	Rank	Mean	Rank
1. Lack of Interest On My Part	1.95	14	1.98	13
2. Lack of Board President Interest	2.46	11	2.42	7
3. Lack of Superintendent Interest	2.00	13	2.09	12
4. Lack of Whole Board Interest	3.50	2	3.56	2
5. Pressure to Conserve Funds	3.44	3	3.63	1
6. Lack of Personal Funds	2.98	7	2.75	5
7. No Time; Business Competes	3.35	4	3.10	3
8. No Time; Family Competes	3.54	1	2.86	4*
9. Poor Quality of Such Events	3.30	5	2.73	6*
10. Embarassement Over Personal Ignorance	2.40	12	1.97	14
11. Weekend Meetings, Badly Timed	3.23	6	2.15	11*
12. Weekday Meetings, Badly Timed	2.97	8	2.32	8*
13. Evening Meetings, Badly Timed	2.65	10	2.32	8
14. Meetings are Too Long	2.76	9	2.31	10
Frequency	108		58	

*Denotes a significant difference at the .05 level.

Table 121

MOST AND LEAST IMPORTANT CONSTRAINTS
ON BOARD MEMBER INSERVICE
ACCORDING TO SEX

Male Constraint	Rank	Female Constraint	Rank
Most Important Constraints			
No Time; Family Competes	1	Pressure to Conserve Funds	1
Lack of Whole Board Interest	2	Lack of Whole Board Interest	2
Pressure to Conserve Funds	3	No Time; Business Competes	3
No Time; Business Competes	4	No Time; Family Competes	4
Poor Quality of Such Events	5	Lack of Personal Funds	5
Least Important Constraints			
Lack of Interest On My Part	14	Embarassment Over Personal Ignorance	14
Lack of Superintendent Interest	13	Lack of Interest On My Part	13
Embarassment Over Personal Ignorance	12	Lack of Superintendent Interest	12
Lack of Board President Interest	11	Weekend Meetings, Badly Timed	11
Evening Meetings, Badly Timed	10	Meetings are Too Long	10

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Table 122

SIGNIFICANT DIFFERENCES AMONG MEANS OF RESPONDENTS
ACCORDING TO SEX CONCERNING CONSTRAINTS
ON A SCHOOL BOARD INSERVICE PROGRAM

Constraint	Male	Female
No Time; Family Competes	3.54	2.86
Poor Quality of Such Events	3.30	2.73
Weekend Meetings, Badly Timed	3.23	2.15
Weekday Meetings, Badly Timed	2.97	2.32

*Denotes a significant difference at the .05 level.

Finally, although family time was an important
factor to female board members, men saw this factor as a
far more serious constraint. To the male who is working
full-time, the demands of the school board are a further
encroachment on time spent with his family.

The data on board inservice when correlated with
the type and class of districts surveyed presents some
revealing contrasts. Tables 123, 124, and 125 illustrate
these contrasts according to type; and 126, 127, and 128,
according to class. Looking at Table 123, one can see that
the highest mean response for any type of district to any
single constraint was 4.02 in rural districts to the
constraint, "lack of whole board interest." Fourth class

Table 123

CONSTRAINTS CN BOARD MEMBER INSERVICE ACCORDING TO DISTRICT TYPE

	District Type								
Constraints	Rural		Small Town		Sub-urban		Urban		
	Mean	Rank	Mean	Rank	Mean	Rank	Mean	Rank	Ratio
1. Lack of Interest On My Part	1.98	14	1.82	14	1.93	14	2.10	14	.24
2. Lack of Board President Interest	2.55	11	2.09	12	2.47	11	2.20	12	1.14
3. Lack of Superintendent Interest	2.12	13	1.86	13	2.08	13	2.30	11	.49
4. Lack of Whole Board Interest	4.02	1	3.46	3	3.35	3	3.60	2	3.25*
5. Pressure to Conserve Funds	3.91	2	3.94	1	3.13	5	4.00	1	4.25*
6. Lack of Personal Funds	3.07	7	3.23	5	2.88	9	2.90	8	.56
7. No Time; Business Competes	3.87	3	3.78	2	3.82	1	3.20	6	.43
8. No Time; Family Competes	3.68	4	3.46	3	3.57	2	3.40	5	.32
9. Poor Quality of Such Events	3.25	5	3.00	6	3.09	6	3.60	2	.76
10. Embarassment Over Personal Ignorance	2.50	12	2.25	11	2.23	12	2.20	12	.68
11. Weekend Meetings, Badly Timed	3.22	6	2.85	7	3.18	4	3.50	4	.73
12. Weekday Meetings, Badly Timed	3.02	8	2.86	7	2.97	7	3.20	6	.18
13. Evening Meetings, Badly Timed	2.83	10	2.58	10	2.65	10	2.80	9	.42
14. Meetings are Too Long	2.98	9	2.62	9	2.93	8	2.80	9	.93
Frequency	130		65		108		10		

*Denotes a difference significant at the .05 level.

Table 124

MOST AND LEAST IMPORTANT CONSTRAINTS ON
BOARD MEMBER INSERVICE
ACCORDING TO DISTRICT TYPE

Rural		Small Town		Suburban		Urban	
Constraint	Rank	Constraint	Rank	Constraint	Rank	Constraint	Rank
			Most Important Constraints				
Lack of Whole Board Interest	1	Pressure to Conserve Funds	1	No Time; Business Competes	1	Pressure to Conserve Funds	1
Pressure to Conserve Funds	2	No Time; Business Competes	2	No Time; Family Competes	2	Poor Quality of Such Events	2
No Time; Business Competes	3	No Time; Family Competes	3	Lack of Whole Board Interest	3	Lack of Whole Board Interest	2
No Time; Family Competes	4	Lack of Whole Board Interest	3	Weekend Meetings, Badly Timed	4	Weekend Meetings, Badly Timed	4
Poor Quality of Such Events	5	Lack of Personal Funds	5	Pressure to Conserve Funds	5	No Time; Family Competes	5
			Least Important Constraints				
Lack of Interest on My Part	14	Lack of Interest on My Part	14	Lack of Interest on My Part	14	Lack of Interest on My Part	14
Lack of Superintendent Interest	13	Lack of Superintendent Interest	13	Lack of Superintendent Interest	13	Lack of Superintendent Interest	13
Embarassment over Personal Ignorance	12	Lack of Board President Interest	12	Embarassment Over Personal Ignorance	12	Embarassment Over Personal Ignorance	12
Lack of Board President Interest	11	Embarassment Over Personal Ignorance	11	Lack of Board President Interest	11	Lack of Superintendent Interest	11
Evening Meetings, Badly Timed	10	Evening Meetings, Badly Timed	10	Evening Meetings, Badly Timed	10	Evening Meetings, Badly Timed	9
						Meetings Are Too Long	9

Table 125

SIGNIFICANT DIFFERENCES AMONG MEANS OF RESPONDENTS
ACCORDING TO DISTRICT TYPE CONCERNING CONSTRAINTS
ON BOARD MEMBER INSERVICE

Constraint	Rural	Small Town	Suburban	Urban
Lack of Whole Board Interest	4.02	3.46	3.35	3.60
Pressure to Conserve Funds	3.91	3.94	3.13	4.00

*Denotes a significant difference at the .05 level.

Table 126

CONSTRAINTS ON BOARD MEMBER INSERVICE ACCORDING TO DISTRICT CLASS

Constraints	Second Class		Third Class		Fourth Class		F Ratio
	Mean	Rank	Mean	Rank	Mean	Rank	
1. Lack of Interest on My Part	1.96	13	1.91	14	1.95	14	0.05
2. Lack of Board President Interest	2.35	12	2.37	11	2.79	12	1.18
3. Lack of Superintendent Interest	1.94	14	2.10	13	2.14	13	0.34
4. Lack of Whole Board Interest	3.55	2	3.58	3	4.23	2	2.63
5. Pressure to Conserve Funds	3.25	4	3.68	2	4.30	1	4.53*
6. Lack of Personal Funds	2.82	9	2.97	7	3.70	5	3.70
7. No Time; Business Competes	3.76	1	3.82	1	3.91	3	0.09
8. No Time; Family Competes	3.48	3	3.58	3	3.86	4	0.77
9. Poor Quality of Such Events	3.18	5	3.09	6	3.37	6	0.64
10. Embarassment Over Personal Ignorance	2.44	11	2.19	12	2.84	11	3.06*
11. Weekend Meetings, Badly Timed	2.95	7	3.19	5	3.23	7	0.54
12. Weekday Meetings, Badly Timed	3.00	6	2.92	8	3.19	8	0.41
13. Evening Meetings, Badly Timed	2.67	10	2.69	10	2.91	10	0.35
14. Meetings Are Too Long	2.92	8	2.80	9	3.16	9	1.05
Frequency	84		186		43		

*Denotes a significant difference at the .05 level.

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Table 127

MOST AND LEAST IMPORTANT CONSTRAINTS ON BOARD MEMBER INSERVICE
ACCORDING TO DISTRICT CLASS

Second Class Constraints	Rank	Third Class Constraints	Rank	Fourth Class Constraints	Rank
Most Important Constraints					
No Time; Business Competes	1	No Time; Business Competes	1	Pressure to Conserve Funds	1
Lack of Whole Board Interest	2	Pressure to Conserve Funds	2	Lack of Whole Board Interest	2
No Time; Family Competes	3	No Time; Family Competes	3	No Time; Business Competes	3
Pressure to Conserve Funds	4	Lack of Whole Board Interest	3	No Time; Family Competes	4
Poor Quality of Such Events	5	Weekend Meetings, Badly Timed	5	Lack of Personal Funds	5
Least Important Constraints					
Lack of Superintendent Interest	14	Lack of Interest on My Part	14	Lack of Interest on My Part	14
Lack of Interest on My Part	13	Lack of Superintendent Interest	13	Lack of Superintendent Interest	13
Lack of Board President Interest	12	Embarassment Over Personal Ignorance	12	Lack of Board President Interest	12
Embarassment Over Personal Ignorance	11	Lack of Board President Interest	11	Embarassment Over Personal Ignorance	11
Evening Meetings, Badly Timed	10	Evening Meetings, Badly Timed	10	Evening Meetings, Badly Timed	10

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Table 128

SIGNIFICANT DIFFERENCES AMONG MEANS OF DIFFERENT
SCHOOL DISTRICT CLASSES CONCERNING
CONSTRAINTS ON BOARD MEMBER INSERVICE

Constraint	Class 2	Class 3	Class 4
Pressure to Conserve Funds	3.25	3.68	4.30
Lack of Personal Funds	2.82	2.97	3.20
Embarassment Over Personal Ignorance	2.44	2.19	2.84

*Denotes a significant difference at the .05 level.

districts also ranked "lack of whole board interest" higher
than other class districts. Survey responses have already
indicated that rural fourth class districts are involved
in the fewest board professional development activities.
Although it is possible that members of the board, other
than the questionnaire respondents, simply do not like the
idea of board development, the response could also be
another example of collective indifference. When the
whole board is together, "no one" wants to take charge of
board inservice activities, although, separately, each
board member may want to upgrade his or her skills. A
clear example of the leadership vacuum is shown on re-
sponses to survey Question 5 from the northwest part of

Pennsylvania. The Northwest is a highly rural part of the state. In one quarter of the responses, no one was said to be in charge of coordinating the overall board development program.

Pressure to conserve funds was a major issue in all classes and types of districts, although suburban districts rated this constraint considerably lower than the other types of districts that responded. Suburban communities may be composed of wealthier individuals who fled the city and are more willing and able to allocate funds for education than other types of communities. Suburban constraints centered first on the issue of time, time for family and time for business. Small town residents, and their rural counterparts, raised a second financial issue--lack of personal funds. Board members in the small town and rural areas may simply not be as wealthy as their urban or suburban counterparts. Further, small town and rural districts may not allocate sufficient monies for board inservice to supplement the state authorizations. Urban groups noted that they were highly concerned about the quality of their inservice.

A view of the constraints on board inservice according to the financial class of the respondents is illustrated in Tables 129 through 131. In the districts with the smallest budgets, frequently the rural and fourth

class districts, personal funds and district funds were key issues. In fact, pressure to conserve funds increased in importance as a constraint in an inverse relationship to the size of the district budget. Clearly, the more money there is available, the easier it is to allocate funds for issues such as board inservice. Further, these allocations are not as immediately visible to the pressure groups that screen all board expenditures in a district with a large budget as they are in a small district. The cost of flying a board member to a national convention is a significantly larger percentage of a small budget than of a $25,000,000 budget. Districts with larger budgets frequently have equally large slush funds or places for hidden expenses. In the districts interviewed, many super-intendents indicated that they had their own special funds that could be used to defray the costs of board development activities.

Table 129

CONSTRAINTS ON BOARD MEMBER INSERVICE
ACCORDING TO DISTRICT FINANCIAL CLASS

Topics	Class 1		Class 2		Class 3		Class 4		Class 5		Class 6		F Ratio
	Mean	Rank	Mean	Rank	Mean	Rank	Mean	Rank	Mean	Rank	Mean	Rank	
1. Lack of Interest on My Part	1.75	12	1.95	12	2.07	13	2.21	14	1.86	14	1.91	14	0.32
2. Lack of Board President Interest	1.75	12	1.90	13	2.54	11	2.79	7	2.15	11	2.59	12	1.59
3. Lack of Superintendent Interest	1.25	14	1.90	13	1.93	14	2.33	11	1.88	13	2.21	13	1.12
4. Lack of Whole Board Interest	3.50	4	2.86	8	4.29	2	3.29	2	3.31	4	3.93	3	3.21*
5. Pressure to Conserve Funds	2.88	8	3.14	3	3.39	5	3.17	3	3.42	3	4.02	1	2.42*
6. Lack of Personal Funds	3.38	5	2.71	9	2.89	10	2.71	9	2.79	7	3.28	5	1.25
7. No Time; Business Competes	4.25	1	3.19	2	4.36	1	3.71	1	3.45	1	4.00	2	2.14
8. No Time; Family Competes	3.63	2	3.24	1	3.96	3	3.13	4	3.44	2	3.73	4	1.21
9. Poor Quality of Such Events	3.13	7	2.95	6	3.54	4	2.79	6	3.04	6	3.24	6	0.93
10. Embarassment Over Personal Ignorance	2.13	10	2.09	11	2.36	12	2.29	12	1.96	12	2.61	11	1.92
11. Weekend Meetings, Badly Timed	2.38	9	3.14	3	3.29	6	2.88	5	3.14	5	3.18	7	0.40
12. Weekday Meetings, Badly Timed	3.38	5	3.00	5	3.21	8	2.50	10	2.64	8	3.18	7	1.56
13. Evening Meetings, Badly Timed	2.13	10	2.71	9	3.25	7	2.29	12	2.43	10	2.88	10	1.98
14. Meetings Are Too Long	3.63	2	2.90	7	3.07	9	2.75	8	2.64	8	2.96	9	1.03
Frequency	8		21		28		24		84		148		

*Denotes a significant difference at the .05 level.

Table 130

MOST AND LEAST IMPORTANT CONSTRAINTS ON BOARD MEMBER INSERVICE
ACCORDING TO FINANCIAL CLASS

Class 1		Class 2		Class 3		Class 4		Class 5		Class 6	
Constraint	Rank	Constraint	Rank	Constraint	Rank	Constraint	Rank	Constraint	Rank	Constraint	Rank

Most Important Constraints

Class 1		Class 2		Class 3		Class 4		Class 5		Class 6	
No Time; Business Competes	1	No Time; Family Competes	1	No Time; Business Competes	1	No Time; Business Competes	1	No Time; Business Competes	1	Pressure to Conserve Funds	1
No Time; Family Competes	2	No Time; Business Competes	2	Lack of Whole Board Interest	2	No Time; Family Competes	2	No Time; Family Competes	2	No Time; Business Competes	2
Meetings Are Too Long	2	Weekend Meetings, Badly Timed	3	No Time; Family Competes	3	Pressure to Conserve Funds	3	Pressure to Conserve Funds	3	Lack of Whole Board Interest	3
Lack of Whole Board Interest	4	Pressure to Conserve Funds	4	Poor Quality of Such Events	4	No Time; Family Competes	4	Lack of Whole Board Interest	4	No Time; Family Competes	4
Weekday Meetings, Badly Timed	5	Weekday Meetings, Badly Timed	5	Pressure to Conserve Funds	5	Weekend Meetings Badly Timed	5	Weekend Meetings, Badly Timed	5	Lack of Personal Funds	5
Lack of Personal Funds	5										

Least Important Constraints

Class 1		Class 2		Class 3		Class 4		Class 5		Class 6	
Lack of Superintendent interest	14	Lack of Board President Interest	14	Lack of Superintendent Interest	14	Lack of Interest on My Part	14	Lack of Interest on My Part	14	Lack of Interest on My Part	14
Lack of Interest on My Part	12	Lack of Superintendent Interest	14	Lack of Interest on My Part	13	Embarassment Over Personal Ignorance	12	Lack of Superintendent Interest	13	Lack of Superintendent Interest	13
Lack of Board President Interest	12	Lack of Interest on My Part	12	Embarassment Over Personal Ignorance	12	Evening Meetings, Badly Timed	12	Embarassment Over Personal Ignorance	12	Lack of Board President Interest	12
Embarassment Over Personal Ignorance	10	Embarassment Over Personal Ignorance	11	Lack of Board President Interest	11	Lack of Superintendent Interest	11	Lack of Board President Interest	11	Embarassment Over Personal Ignorance	11
Evening Meetings, Badly Timed	10	Lack of Personal Funds	9	Lack of Personal Funds	10	Weekday Meetings, Badly Timed	10	Evening Meetings, Badly Timed	10	Evening Meetings, Badly Timed	10
		Evening Meetings, Badly Timed	9								

Table 131

SIGNIFICANT DIFFERENCES AMONG MEANS OF
DIFFERENT SCHOOL DISTRICT FINANCIAL CLASSES
CONCERNING CONSTRAINTS ON BOARD
MEMBER INSERVICES

Constraint	Class 1	Class 2	Class 3	Class 4	Class 5	Class 6
Pressure to Conserve Funds	2.88	3.14	3.39	3.17	3.42	4.02
Lack of Whole Board Interest	3.50	2.86	4.29	3.29	3.31	3.93

*Denotes a difference significant at the .05 level.

Implications

1. The evidence seems to indicate that for there to
be a viable board professional development program, someone
must be willing to take responsibility for leadership. If
superintendents do not want this responsibility, and board
members feel that the whole board should take the lead in
coordinating board development activities, then it is
likely that board inservice as a whole is likely to suffer
from collective disinterest. Interviews made clear that a
key factor existing in each of the districts with viable
board development programs was a strong leader. Where
this leader does not exist, most likely there will be no

impetus for board development. On the other hand, where someone is willing to take the lead, this individual may find that all parties are more than willing to learn. The survey has pointed up that both experts and superintendents may underestimate the desire of the board to improve their boardsmanship skills and knowledge. A factor in the popularity of the PSBA workshops may be that in the Commonwealth of Pennsylvania, PSBA has made a significant effort to take the lead and fill the inservice gap for local board members, who are not getting requisite knowledge and skills in their own home districts.

2. Those who provide inservice may not be able to affect the funding constraints on board members as a result of the political and economic climate, or the pressures of business and family; but one area over which they do have control is that of the quality of the board inservice activity. Board development time is too precious to waste. Those who coordinate inservice activities must be sure that the activities are worthwhile. Boards can help their local presenters--teachers, administrators, and the like--by indicating the kind of presentations and issues that are of concern to them. Then when the gifted teacher presents the gifted program to the board, he/she can be sure that the issue of cost per student to the district is covered in the report in jargon-free language.

Furthermore, board members have indicated overwhelmingly that they want to visit sites where the problems they are facing are handled effectively. Superintendents can identify these sites, and facilitate visits by local board members. Boards can bring in experts, seek them out, or use their own local experts on key issues. The time spent on development can be made productive.

3. Boards and superintendents can influence the constraint of pressures on board member time in several ways. First, they can be sure that board meetings are not filled with administrivia. Several of the districts interviewed indicated that the formal monthly meetings were used for the transaction of business that had already been discussed and gone over in previous informal board development sessions. Frequently the business meeetings were very short. The "meat" of board work took place in the other sessions, where questions were raised, presentations were given, and discussion could occur freely. Secondly, board and superintendents can examine the board development activities more closely in terms of relevance to the local issues under question, direct job payoff, and ability to suit board member learning preferences. Sessions can be scheduled at the most convenient times for board members. The data in this study indicate that board members are most willing to give up their evenings, and least willing

to sacrifice their weekends. The Pennsylvania School
Boards Association makes good use of this information and
schedules most of its workshops on week nights in various
parts of the state. Conventions, however, frequently run
over into weekends and board members simply do not want to
give up this time. Lastly, these sessions can be scheduled
far enough in advance to allow board members to plan. A
good superintendent's secretary can help keep board
members informed.

4. It is difficult for boards and superintendents to
affect the state of the economy and the amount of money
that is destined to flow to education. Nevertheless, some
of the issues pertaining to the funding problem can con-
ceivably be mitigated. Political pressure can be put upon
the state legislature to increase the allowances for ex-
pense reimbursements paid to board members who travel
either inside or outside of the state. The present scale
does not reflect economic realities. Secondly, local
administrators and board members need to make more of an
effort to find good low-cost inservice. Either the local
Intermediate Units, state school boards associations, or
the state department of education could publish a guide to
lighthouse districts throughout the state that have dealt
effectively with key problems common to all districts--
energy, declining enrollment, superintendent relations,

computers, referenda, etc. Where these sites are nearby, board members can visit to see what has occurred. In this way, perhaps the high price of a consultant can be avoided. Cable television can be utilized to disseminate a variety of inservice opportunities to local board members throughout the Commonwealth. Further, more effort needs to be put into changing local attitudes towards funding board development. Often a well-informed board can save the district substantial dollars, where a poorly informed board may cost the district a fortune in inefficiency.

5. Lastly, as the interviews illustrated, where board and superintendent respect each other and the standards of professionalism that each maintains, there is likely to be an atmosphere more conducive to growth and sharing of knowledge. If board members do not respect the professionalism of the superintendent, and the superintendent does not respect the board, those groups will refuse to learn from each other.

CHAPTER 9

HIGHLIGHTS OF THE ANALYSIS

This section attempts to highlight some of the
salient issues raised in the analysis. The discussion
does not attempt to reanalyze these highlights, but simply
to identify them in order to facilitate assimilation of
the data. A detailed discussion of each of these issues
was presented in the appropriate analysis chapter. The
highlights are grouped according to the four areas of
analysis: needs of board members, present inservice
programs and practices, ideal inservice programs and
practices, and constraints on board inservice practices.

Needs of Board Members

1. There seems to be a core group of topics common to
all districts that belong in any board inservice program
according to questionnaire respondents. These topics

include superintendent relations, evaluation, and selection; budget interpretation and preparation; collective bargaining; establishment of educational goals; legal responsibilities; evaluation of educational programs and student achievement.

2. Data seem to indicate that the most important area of board development, the area of superintendent relations, is the one least covered in local inservice activities. Possibly, more efforts to help boards improve their knowledge and skills pertaining to superintendent relations could decrease the frequency of board/superintendent conflict.

3. Board respondents indicate that the presentation of factual information needs to be supported by opportunities to develop the skills required to deal effectively with key issues. These skills include interpretive skills, leadership skills, planning and prioritizing skills, and communications skills, among others. The importance of skill development is illustrated when board members respond that they tend to measure the effectiveness of an inservice activity more frequently on the basis of improved job performance than on an increase in factual knowledge and understanding. These data imply that individuals and agencies involved in development might do well to provide

more opportunities for "hands-on" activities and reduce the
frequency of "lecture-type" development programs.

4. "Everyone has a cause, and it should be on the
table," said one superintendent as he explained his efforts
to know the interests and biases of his individual board
members. Although on an aggregate basis board members may
agree on what they wish to cover, interviews point out that
on a nine-member board, individual differences may stand
out more clearly. Superintendents and development leaders
are likely to design more effective individualized develop-
ment programs if they take these individual board member
preferences into account.

5. Certain topics may be ranked as less important
than others, yet this does not mean they should neces-
sarily be excluded from inservice activities. A board
that dislikes the topic of parliamentary procedure, may in
fact, need to learn more about this topic. Presentations
of unpopular topics are likely to require more effort and
creativity on the part of the presenters, in order to
interest the audience. Additionally, people are often
uncomfortable with the unfamiliar. If a board member is
poorly skilled and informed in the area of budgeting, he
or she may perceive the issue as a personal threat. De-
velopers of inservice, then, need to be aware of the

comfort level of the audience and attempt to minimize a possibly perceived threatening situation.

Local Inservice Programs and Practices

1. Although formal board inservice programs in Pennsylvania are rare, approximately 60 percent of the boards are involved in some form of informal local inservice. Rural, fourth-class districts with small budgets are least frequently involved in local inservice programs and practices. Data suggest that the lack of rural inservice may relate to the lack of leadership provided by the super- ✓ intendent who may be less educated than his or her counterpart in other types of districts; local provincial attitudes and distrust of "experts" on the part of the boards; costs of inservice that involve travel to other parts of the state or county; and geographical factors, such as distance, topography, or climate.

2. Rather than viewing local board inservice as an impingement on their time, board members seem to appreciate local development efforts. Board respondents suggest that well-run programs, rather than adding to the workload, lighten the load and provide the board member with skills, facts, and self-confidence to perform faster and better on the job.

3. Districts seem to have their own learning styles and preferences. Respondents from urban districts indicate that they prefer to travel to conventions and learn from experts rather than acquire knowledge at the local district level. At the other extreme, rural districts avoid travel and experts, and learn most from reading, visiting their local schools, and attending state school boards association workshops. In both types of districts, however, the choice of development activities involves little or no formal, local inservice leadership. Small town districts engage in somewhat more activity than rural districts, and are more willing to travel within the state. Nevertheless, they avoid experts or consultants, out-of-state travel, needs assessments, and retreats. The most creative local board inservice programs seem to have been developed in suburban areas. Suburban inservice activities are wider ranging--involving such efforts as needs assessments, retreats, travel to state association workshops and conventions, local school visitations, and the like. These programs are the most likely to demand formal, local inservice leadership skills on the part of board and superintendent. Existence of "district learning preferences or styles" suggests that designers and coordinators of local board inservice programs can enhance acceptance and appre-

ciation of their programs by taking into account the local conditions.

4. Most local board development work at the district level is led by the superintendent or PSBA. Other groups, such as colleges or universities, teachers, lay advisors, or government officials, rarely participate in local inservice. One might infer that the less participatory nature of inservice may place a large burden of responsibility on the superintendent. As the major source of information for boards, the superintendent may be the major source of blame if the district runs into problems. If the information base for boards is more diffused and if boards have more points of view to consider, they may be less likely to blame a superintendent for problems that may arise. Additionally, having few informational sources for board members may encourage biases and provincialism within a given school district.

5. Few districts have policy statements on board inservice or earmark funds for such an effort. Where policies and funds do exist, they deal most frequently with travel to conventions and conferences. These data suggest that board inservice may not be legitimized at the district level either in the eyes of board or community.

6. The superintendent's educational level and self-image appear to influence the type of local board inservice

program that exists. Interview data underscore the variety
of roles superintendents play in board development--
directors, catalysts, facilitators, evaluators, and others.
These roles demand both skills and knowledge as well as a
strong capacity for leadership. Questionnaire data imply
that districts having superintendents with Masters degrees
do less than those having superintendents with Doctorates.
It is conceivable that at the Masters level, superintend-
ents lack the skills or leadership image necessary to over-
see a board develoment program. Additionally, data suggest
that schools of education should aim at developing asser-
tive leaders who can undertake a variety of educational
roles depending on local conditions and program demands.

Local Inservice: Suggested Practices

1. Data imply that superintendents underestimate
board members' desires for more board development
activites. Boards indicate a desire for more planning
activities and more opportunities to talk to experts and
visit sites where problems of interest are handled
effectively. They want more sessions on all core copies,
especially that of superintendent relations. It is
possible that conflicts can develop between boards and
superintendents when superintendents underestimate a

board's desire to learn. Conceivably boards could view their superintendents as a constraint to development.

2. Respondents indicate a desire to involve more groups in conducting local inservice programs and have preferences for primary sources of information in specific areas. Boards want to "go and see for themselves." Respondents wish to involve PSBA in collective bargaining and superintendent relations, and secondarily in finance. Superintendents are preferred sources in the areas of hiring and finance. In the areas of curriculum and facilities, board members prefer to involve local administrators or even teachers. Finally, in the area of community relations, board members are interested in learning from local board members and lay advisors, as well as superintendents. Thus, all respondents wish to diversify the informational sources used by boards to acquire skills and knowledge.

3. In the questionnaires board respondents indicate a desire to take more responsibility for coordinating all aspects of their own development programs, and superintendents wish to take less responsibility for coordinating inservice programs. Only in the area of new board member orientation do a majority of respondents feel that superintendents should take major responsibility for coordinating board development. Interview responses, however,

suggest that leadership and coordination of board develop-
ment is best done by the superintendent, working perhaps
with the board president. Data suggest that if the whole
board is responsible for development, possibly no one will
take responsibility and the program may languish.

4. Board respondents consider that their personal
experiences with teachers, as parents, and in their pro-
fessions are major factors in preparing them to be success-
ful board members. These data emphasize the thesis that a
board member's personal experiences, background and life-
style tend to prepare him or her for board service.
Additionally, the data suggest that the personal experi-
ences of board members may make them harder to influence
and less likely to change as a result of inservice.
Finally, the data suggest that superintendents and experts
may underestimate the importance of a board's personal
experiences and may overestimate their own abilities to
induce change in boards through development activities.

5. Respondents feel that where feasible more people
should be involved in board development than simply board
members. Teachers, community, district staff--all can
benefit from increasing their own knowledge about local
education. Moreover, it is possible that if a community
is more knowledgeable about local education, they may be
more supportive in solving local problems.

Constraints on Board Members

1.   Although the data identify time, pressure to conserve both personal and district funds, and lack of board interest as the most serious constraints, none of these constraints are rated "very constraining." These data suggest that creativity, foresight, and sensitivity in designing local inservice might well minimize most problems.

2.   Superintendents and experts seem to misunderstand when board members are most willing to attend development sessions. Board members are more likely to prefer to sacrifice weekday evenings. Experts and superintendents seemed to think boards preferred weekend inservice programs. Those scheduling inservice may need to revise the timing of their programs.

3.   Since time is such an important factor to board members, it is important that this time be well used. Respondents also indicate that more attention ought to be paid to the quality of inservice sessions, so that board members can maximize the benefits derived from these activities.

4.   Women tend to be more flexible than men in terms of time constraints, and may be more able to attend a variety of development activities.

CHAPTER 10

SUMMARY, FINDINGS, CONCLUSIONS, RECOMMENDATIONS AND

IMPLICATIONS FOR FURTHER RESEARCH

This chapter summarizes the study and presents
conclusions, recommendations, and implications for further
research. The chapter is divided into five major sections:
(1) Summary of the Study, (2) Findings, (3) Conclusions,
(4) Recommendations, and (5) Implications for Further
Research.

Summary of the Study

The study was designed to examine local, ongoing
inservice practices and programs for board members in the
Commonwealth of Pennsylvania in order to determine a
program that could be adapted or adopted by local
districts in response to their own needs. The specific
questions asked by the study were:

1. What were the inservice needs of school board
    members as determined by experts in the field of
    school board studies, superintendents, and school
    board members

2. What local, ongoing inservice programs and
    practices have local districts and school boards
    established to meet those needs

3. According to experts, superintendents and school
    board members, should local districts have a
    formal, ongoing inservice program; and if so,
    what kind

4. According to experts, superintendents, and board
    members, what are the major constraints on the
    initiation or expansion of local ongoing
    inservice
    programs and practices for school board members?

Data were secured by means of a self-administered
questionnaire and a series of interviews in districts
throughout the state and analyzed using a multiple dis-
criminant analysis and chi square tests. Questionnaires
were sent to twelve experts in the field of school board
affairs, as determined by their experience with and study
of school boards, their status in the field of state and
national education, or their knowledge of Pennsylvania.
Superintendents, board presidents, and board members in a
partially random sample of the 505 school districts within
the Commonwealth of Pennsylvania were also surveyed. The
sample consisted of 236 districts--the sixty-nine second
class districts, 134 of the 401 third class districts and
the thirty-three fourth class districts. Usable responses

were received from eight of the experts, or 66 percent;
139 superintendents, or 59 percent; 91 board members, or
39 percent; and 75 board presidents, or 32 percent.
Altogether, the sample included 313 respondents from 153
districts or 44 percent of all possible respondents.

As the response rate from board members and
presidents was lower than expected, ten districts that had
not been sent questionnaires were randomly selected and
their board presidents and vice presidents polled by tele-
phone on selected questionnaire items. These responses
were then compared with the original survey responses, in
order to assure that the original responses were represent-
ative of the whole.

Characteristics of Respondents Included in the Sample

Three groups of respondents were surveyed in the
study--experts, board members (including presidents) and
superintendents. As the experts were already known in
their field and were a very small group, demographic data
other than their sex was not sought. Board respondents,
however, displayed the following characteristics.

- 65 percent were male and 35 percent were female, a
  slightly higher percentage than exists presently
  in Pennsylvania

- The average age of the board respondents was 47.5 years and forty-one percent were in the 41-50 age range.

- The mean length of tenure of board respondents was 6.5 years and the median was 5.0. Thus respondents had served on boards longer than their counterparts statewide.

- Eighty-two percent of board respondents were elected and 18 percent, appointed.

- More than half (64 percent) of board respondents had completed at least four years of college, 28 percent had some graduate work or a Masters degree, and 11 percent held a Doctorate.

- Board respondents came primarily from four groups--professionals, 30 percent; managers, 18 percent; homemakers, 14 percent; and educators, 13 percent.

The superintendents who responded to the questionnaire

described themselves as follows:

- Only one of the 139 superintendents was female. (Pennsylvania had only two female superintendents when this study was conducted)

- Sixty-two percent of the superintendents who responded to the questionnaire had Doctoral degrees; 38 percent had Masters degrees. Of the superintendents interviewed, 12 of the 14 had Doctoral degrees

- Length of superintendent tenure was not considered in the questionnaire, but superintendents interviewed had served on average 7.5 years.

Characteristics of Districts Included in The Sample

District characteristics were of four types--size,

type, location, and finances.

. Twenty-five percent of the districts included were
  second class districts with a population between
  30,000 and 500,000 students. Fifty-eight percent
  were third class districts with a population be-
  tween 5,000 and 30,000 students. Sixteen percent
  were fourth class districts with less than 5,000
  students. These percentages are very close to the
  original sample percentages. Eight third class
  districts were interviewed, as were six second
  class districts

. Rural districts represented 41.5 percent of ques-
  tionnaire responses; suburban districts, 34.5
  percent; and small town, 21 percent. Only a small
  number, 3.2 percent, were from urban districts.
  Of the fourteen districts interviewed, two were
  rural; three, small town; eight, suburban; one,
  urban

. The largest percentage of districts responding
  came from the southeastern part of the state--38
  percent. Thirty-one percent came from the South-
  west; 19 percent, from the Northwest; and 12
  percent, from the Northeast. Districts interviewed
  were from three areas--8 from the Southeast, 4 from
  the Southwest and 2 from the Northwest

. Seventy-four percent of the districts surveyed had
  budgets smaller than $12,000,000. Sixty-four
  percent of those interviewed fell into the same
  category. At the same time 16 percent of the
  questionnaire respondents and 28 percent of the
  districts interviewed had budgets between
  $18,000,000 and $29,999,999. Only 3 percent of
  the respondents had budgets over $30,000,000.

Findings

In analyzing the data, the results were reported

in four separate chapters: Needs of Board Members; Local

Inservice Programs and Practices; Local Inservice:

Suggested Practices; and Constraints on Board Member In-
service Programs. This section is divided into the same
four areas, and the findings pertaining to each area are
presented under a parallel subheading.

Findings Concerning The Needs of Pennsylvania School Board Members

1. There is a core group of topics that belong in
any school board inservice program across all types of
districts. These topics include superintendent selection,
evaluation, and relations; budget preparation and inter-
pretation; educational goal setting, achievement, and
program evaluation; and collective bargaining and legal
topics.

2. There are specific board member skills that need
to be addressed in board development programs. These
skills include planning and decision making, communication,
listening, and acquiring perspective on the role of the
board member in the context of the overall educational
system. These skills are common to all board members
across all districts.

3. Taken on an aggregate basis, there are few signi-
ficant statistical differences among the needs of board
members and district variables (size, type, finances) or

respondent variables (sex, status group, profession, tenure, or educational level). Nevertheless interviews and experience indicate that beyond the core group of topics to be included in a local board development program, other topics depend on issues that are current in each individual district, determined primarily by superintendents, board members, and board presidents.

Findings Concerning Local Inservice Programs and Practices

The study sought answers to three questions about existing local inservice programs and practices in Pennsylvania:

- What formal ongoing, local district inservice programs have districts developed to help school board members acquire the requisite knowledge and skills for effective boardsmanship

- What other informal inservice practices do school board members engage in to help themselves acquire the necessary knowledge and skills

- Is there a relationship between inservice programs and practices and district or respondent characteristics?

1. Although most districts in Pennsylvania do not have a formal, ongoing board inservice program with someone in charge and funds set aside, approximately 60 percent indicate having at least an informal program aimed at improving school board skills and knowledge as needed or

requested by a board member. Forty percent of the districts, however, have no programs or do not know if they have them. In rural areas the percentage of districts with any sort of program is significantly lower than that in other districts. Only 40 percent have some type of program and 60 percent have none.

2. Over the past two years, the most frequent board development activities were reading journals, attending state school boards association workshops, visiting schools within the district, and attending state school boards association conventions. The least frequent activities involved retreats, needs assessments, and evaluations, as well as opportunities to see what occurs in other school districts.

3. District class is related to the type and number of activities included in board development programs. Class 2 districts, those with student populations between 30,000 and 500,000, tend to be more active in all respects than their counterparts in smaller districts. Class 4 districts, with populations of less than 5,000 provide significantly fewer board development opportunities than Class 2 and 3 districts.

4. District type is related to the selection of board development activities. Rural districts do less than other types of districts, don't like to travel, and

avoid using consultants or experts. Primary activities
include reading journals, attending state school board
association workshops and visiting schools within their
districts--programs requiring little or no formal, local
inservice leadership. Small towns engage in somewhat more
activity than their rural counterparts, yet avoid out-of-
state travel, needs assessments, retreats, and use of
experts or consultants. Suburban board members take the
most active roles in state and local activities and have
often developed programs requiring some formal, local
inservice leadership. Urban districts like to travel to
conventions and use experts, while eschewing visitations
to their own schools and orientation programs for new
members.

    5.   Budget size is related to the type and frequency
of activities selected. Classes One, Two, Three, and Four
tend to utilize a wider variety of activities than Classes
Five and Six. Class Two districts are the most active and
Class Six districts, the least.

    6.   The educational level of the superintendent, as
well as his/her leadership qualities and view of the
superintendency are correlated with opportunities provided
for board development. In all activities, except school
visitations and needs assessments, districts with super-
intendents having Doctorates outperform those whose super-

intendents have Masters degrees. Additionally administrators who see themselves as "Chief Executive Officers" rather than "employees of the board" or "facilitators" make an effort to involve their boards in more development activities.

7. During the past two years local activities, especially workshops by superintendents and administrators, were considered to be the most effective board development activities. These activities, when successful, involved planning, leadership by the superintendent, participation of a wide variety of groups, and direct job payoff. The effectiveness of these activities was demonstrated primarily in improved on-the-job performance and more knowledge and understanding of issues and facts.

8. In approximately half of the districts, the superintendent has the responsibility for board development. In the other districts responsibility is divided among board, president, the Pennsylvania School Boards Association, and no one. One third of the respondents indicated that no one was in charge of pre-election inservice. Additionally, few board or board presidents actually took the responsibility for board development. In Pennsylvania, board development in the most rural part of the state, the Northwest, is characterized by frequent lack of leadership, especially by the superintendent.

The Northeast, the most urbanized and populated part of the state, often has someone responsible for board development.

9. School board development sessions are primarily conducted by the superintendent in the areas of finance, hiring practices, school facilities, superintendent relations, and community relations; by his or her local administrators in the area of curriculum and secondarily in finance; by PSBA in collective bargaining and secondarily in superintendent relations and school finance. Rarely did local board members, teachers, federal or state government officials, college or university professors, NSBA staff, or lay advisors lead sessions.

10. Where districts are conducting local workshops, the most common workshops (collective bargaining, finances and curriculum) reflect the core needs of board members. Missing from the list is superintendent relations. Local districts seem to have fewest work sessions on the topic of superintendent relations--the topic considered to be the most important.

11. With the exception of travel to national and state school boards association conferences, most boards do not have policy statements on board development.

12. The major incentive behind board member participation in inservice is to gain knowledge and skills.

A secondary reason for participation is to find fellowship with peers. All other incentives, including travel, rate poorly in comparison.

13. Attendance at board development activities is largely restricted to board members and key staff.

14. Few districts earmark funds specifically for board development, although occasionally funds are set aside for travel.

15. The most frequent means of informal board development consists of conversations with district administrators, especially the superintendent, and with board colleagues. Board members also feel that their experience as a parent of school children and their professional experience contribute to their effectiveness on the board.

Findings Concerning the Type of Board Development Program Districts Would Prefer To Have

The study sought to respond to three questions pertaining to respondent views of how board development programs should function:

- Should local districts have a formal board development program and, if so, what kind

- What disparities and similarities exist between board inservice as it is practiced and as it should be practiced

. Is there a relationship between proposed development programs and local district characteristics or respondent characteristics

1. Board members, presidents, superintendents, and experts all agree that more board development activities should occur--visits to schools in other districts, attendance at workshops, conversations and talks by experts, and especially planning. Nevertheless, board respondents generally seemed to feel a greater amount of activity was necessary than did superintendents.

2. Respondents indicate that the board as a whole should take significantly more responsibility for coordinating all aspects of their own board development and that superintendents, should take significantly less responsibility.

3. Local inservice sessions in Pennsylvania over the past two years have not been sufficient in frequency to meet the stated needs of board members, especially in the area of superintendent relations. Additionally, a wider variety of people should be conducting local workshops than are presently doing so. Respondents have preferences for particular leaders in certain areas of board development, (e.g. the state school boards association should conduct workshops on collective bargaining, but hiring practices should be presented by the superintendent).

4. Although more board respondents and superintend-
ents feel they should have a policy statement on board
inservice than presently do, generally respondents do not
think policy statements are particularly important.
Experts disagree. With the exception of pre-election
orientation, experts indicate that districts should have
policies on all other aspects of board development.

5. Board development activities, where possible,
ought to involve a wide group of participants. An educated
community is as important as an educated board.

6. Board respondents are not acquiring information
in preferred ways. Board respondents wish to visit a site
where their problem is handled effectively and/or talk
with an expert on the subject. Presently board members
are most frequently learning through reading and talking
to their superintendents.

7. Opportunities for conversations between board
members (including presidents) and the people involved in
all aspects of the educational process present the most
valuable opportunities for helping to improve board member
effectiveness. Reading educational journals, the most
popular board activity, was considered among the least
productive contributors to board member effectiveness.

Findings Concerning Constraints On
Local Board Development Programs

The study sought to determine the major con-
straints on the initiation or expansion of local, ongoing
board development programs and practices - findings are
presented below.

1. The key constraints on inservice are time,
pressure to conserve funds, and lack of whole board
interest. Also important is the poor quality of such
inservice and the overabundance of weekend sessions.
These constraints are generally similar across all
variables, with few statistically significant differences.

2. None of these constraints is considered very con-
straining; and a creative, flexible approach to local
district board development could neutralize most or all of
these constraints.

Conclusions

1. One can establish guidelines for consideration in
a local board development program and present a set of
examples of "programs that work," but there is no single
inservice design or model that applies across all local
districts. What school board members and presidents need

to know or to be skilled in is generally constant, but what boards or individual board members do or do not do is highly district specific.

2. Significantly more board development needs to occur at the local district level, especially in rural and small town districts. Neither boards nor superintendents are taking an active enough leadership role in promoting or coordinating board development.

3. The state school boards association plays a crucial role in both promoting and providing board development activities and resources, but it cannot be expected to replace the role of local board inservice focused on specific district conditions.

4. Local board inservice needs to be more participatory, involving a wider variety of people and groups both in conducting various activities and in attending sessions. At the same time, the sessions need to offer direct job payoff and provide more "hands on" type activities for board members.

5. Strong board development programs seem to promote stability in a district, reducing both superintendent and board conflict and turnover. When they understand problems, board members seem more willing to work with their superintendent rather than blame him or her. Board members experience less frustration and anxiety, because

they know how to find answers and ask proper questions. Often communities are more understanding and supportive, because they too have participated in the board development sessions.

6. A superintendent's perception of himself and his role in relation to the board, as well as his or her educational level affects his or her willingness and ability to provide a strong board development program. The superintendents who were most actively involved in board inservice had Doctorates and saw themselves as educational leaders, "Chief Executive Officers" of the school district.

7. A creative board development program that has meaning for participants, in which participants have a sense of pride and ownership, and which results in demonstrated job and district benefits can exist despite the traditional constraints on board development. Both board members and superintendents are clear in their desire for more local inservice regardless of time or pressure to conserve funds.

Recommendations

The recommendations proposed here have been

derived from the findings and conclusions of this investi-

gation and the professional judgment of the researcher.

The recommendations have been divided into two sections.

The first section presents some brief general recommenda-

tions. The second section presents some specific guide-

lines and suggestions for a local district school board

development program.

General Recommendations

1. The costs of travel to conventions has risen

dramatically over recent years. The Pennsylvania state

legislature should increase the daily travel allowance for

board members to in-state and out-of-state conventions to

a level that reflects today's hotel and restaurant fees.

2. An intensive education campaign should be launched

by The Pennsylvania School Boards Association, and The

Pennsylvania Association of School Administrators to try

and convince rural, fourth class school districts of the

value of comprehensive local school board development

programs and activities, educate them in how to design

board inservice, and help them identify and utilize

resources in particular areas of interest. Additionally,
this education campaign should focus on ways of increasing
the awareness in these rural, fourth class districts of
how other local districts are dealing with typical problem
situations. A possible vehicle for reaching rural dis-
tricts is through the use of cable television.

3. An intensive educational campaign should be
launched in the area of board/superintendent relations by
the Pennsylvania School Boards Association and the Penn-
sylvania Association of School Administrators as well as
their national counterparts. Superintendents need to
improve their ability to clarify their administrative roles
and responsibilities for their boards. Boards, on the
other hand, need to understand the range and limitations
of their involvement in the administrative process, the
demands they can impose on their superintendents, and the
accountability system that needs to be in operation.

4. The state and national associations need to place
more specific emphasis on how to design local inservice
programs and activities for school boards that would both
add to the knowledge of board members and develop their
skills. These efforts should be directed at potential
local inservice leaders--especially superintendents and
board presidents--and should involve "hands on" activities

by participants as well as literature and lecture approaches.

5. The Pennsylvania School Boards Association should maintain particularly strong programs in the areas of collective bargaining, superintendent relations, and school finance that contain a variety of approaches and activities for reaching out to local school districts and developing the skills and knowledge of their board members.

6. Both the conventions of the Pennsylvania School Boards Association and Pennsylvania Association of School Administrators should provide more opportunities for presenting a greater variety of model local programs in critical areas than they presently do and should make more of an effort to attract representatives of rural districts.

7. A resource network for school boards and superintendents should be established. This network should maintain a current list of local consultants who are experts in areas of particular concern to superintendents and boards throughout the state or nearby region. Second, the network should maintain a list of model local programs, administrative devices, or other practices in the state and region in critical areas of interest to boards. If a district has developed a particularly innovative energy program, board evaluation program, board retreat plan, or the like, these items should be listed. Third, the network

can maintain a videotape file treating subjects of current
local interest that can be shared among local districts
and shown on inhouse television. Fourth, the list of
consultants and model programs and practices should be
disseminated regularly to local superintendents and boards
for use in local inservice efforts. Finally, school
districts and boards should be encouraged to contribute
their ideas and list their programs in the resource
network, if the programs have worked.

Although the best agency for coordinating this
network is probably PSBA, all agencies and professional
organizations should be involved--the State Department of
Education, the Intermediate Units, the professional
organizations and even the universities. More work must
be done to promote sharing of information across districts
and school boards within the state and region.

8. Schools of education need to direct more time to
helping potential superintendents learn to deal with the
issues and problems of working with boards of education,
develop strategies for educating their potential boards,
and feel comfortable about their roles as educational
leaders in the community. Courses that should be added to
the curriculum include the educator as change agent,
public speaking, and assertiveness training.

A Local Board Development Program:
Recommendations

A major conclusion of this study was that there is
no single inservice program that applies across all dis-
tricts. Each district when examined on an individual
basis has its own unique characteristics that determine the
actual structure of a suitable board development program.
Figure 2 on the following page presents a schematic picture
of the factors that the study interviews and questionnaires
have shown to impact on local board development. These
factors include district characteristics, board character-
istics, board president characteristics, state and federal
laws and regulations, and superintendent characteristics.
A good local board development program incorporates these
factors in the design presented below.

Program Leadership

1. In theory responsibility for board development
should rest with the whole board. The board should deter-
mine its needs, the kinds of progams it wishes, the amount
of funds it will allot for development, and the inservice
policies it should have. Responsibility for the actual
implementation of the program can be delegated to the
superintendent.

Figure 2

FACTORS AFFECTING THE DESIGN OF A LOCAL SCHOOL BOARD DEVELOPMENT PROGRAM
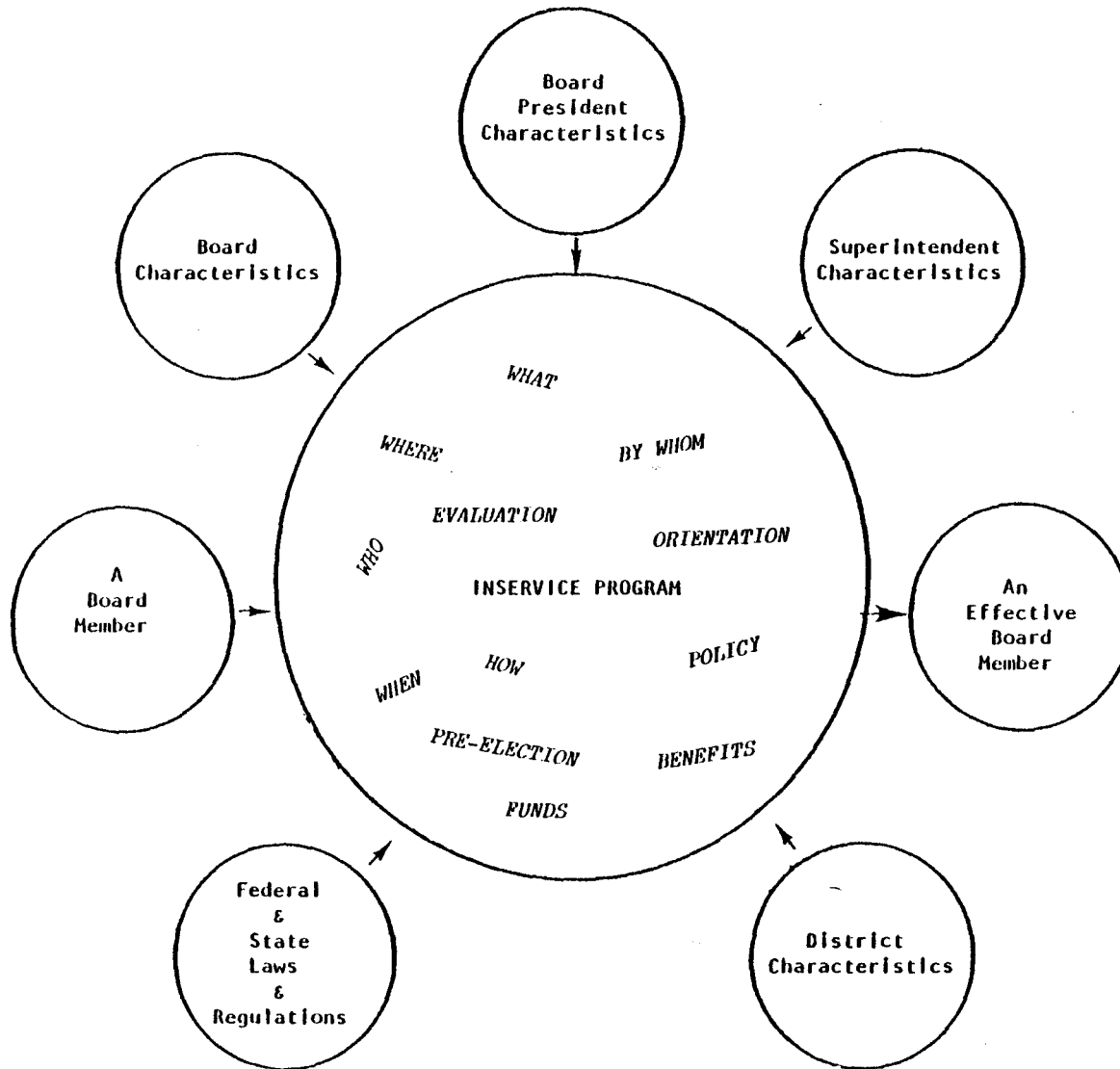
2. In fact, depending on whether the board actually does or does not assume responsibility for its own development, the local superintendent may serve as program catalyst, orchestrator, advisor, or all of these; but he/she must be certain that the school board has and maintains a viable ongoing board training and development program.

3. Superintendents can and should delegate responsibility for particular activities or individual board inservice programs to a variety of groups or individuals. Simply because a superintendent is the overall program director does not mean that he or she should supply all the information to the board himself or herself. A wise superintendent utilizes the expertise of local staff, community groups, professional associations, universities, experts, board members themselves, and others in providing information to his/her board. Table 132 presents a sample list of resources available for some of the core elements of a local board inservice program.

Program Elements

1. A good school board training and development program contains both an orientation component for new board members and an ongoing set of activities for all

Table 132

ELEMENTS OF BOARD DEVELOPMENT PROGRAM FOR
CORE INSERVICE TOPICS

Core Program	Needed Skills	Possible Resources	Training Activities
1. Superintendent Relations	Ability to distinguish the role of the board in setting policy, providing resources, and approving the educational program from the role of the superintendent in implementing the policies, programs and financial directives of the board Ability to set aside personal biases and work harmoniously for the good of the overall educational system Ability to foster open communications with school administrators	Consultants from: • State or National School Boards Associations • National or state associations of school administrators • College or university schools of education and business schools • Regional service agencies • Consulting firms Individual Superintendents Management relations psychologists Professional association literature and textbooks on educational administration	Mini-courses, conferences or seminars on board/ superintendent relations Conversations about board/ superintendent relations with other board members and superintendents Group Process Sessions, simulations, or group dynamics activities aimed at clarifying roles and responsibilities. These can be done best at retreats or as parts of conferences or seminars Discussions of particularly relevant articles on the superintendency
2. Superintendent Evaluation	Ability to assess the strengths and shortcomings of your superintendent Ability to design, or have designed, an appropriate evaluation tool that responds to your district's needs	Consultants: • Organizational development or management consultants • Professional Education Associations • Colleges or university business schools and schools of education • Regional service agencies Board members and superintendents locally and from other districts Professional association literature, articles, and textbooks on educational administration Published Evaluation Guides by AASA and NSBA	MBO or related training session Goal setting sessions, definition of objectives to form a basis for performance evaluation Group dynamics activities aimed at defining local roles and responsibilities Meetings with consultants to discuss methods of evaluating superintendents Preparation of sample evaluations leading to adaptation and use of published evaluation "Give and take" session with other board outside the district members to discover how they are evaluating their superintendent Discussions with local superintendent, perhaps during a board retreat
3. Superintendent Selection	Judgment to evaluate personal and career qualifications and potential of applicants in the light of local needs and conditions	Professional association literature, articles Consultants from: • Colleges & Universities • Professional educational associations • Intermediate Units Citizens Advisory Groups Professional "Head Hunters"	Goal setting activities or group dynamics activities organized by consultant and aimed at defining local roles and responsibilities with a consultant Discussions with Board members in districts that recently hired a superintendent Discussion of pertinent articles on the subject "Give and take" sessions between Board and community on criteria for a new superintendent

Table 132 (Continued)

Core Program	Needed Skills	Possible Resources	Training Activities
4. Budget Interpretation	Ability to understand how financial data reflects local district long & short range educational goals and priorities	Financial Consultants from: • College and University business schools and schools of education • Professional educational associations • Intermediate Units • State Department of Education	Mini-courses in financial planning, workshops on budgeting, meetings with consultants
	Ability to understand how federal and state laws and regulations affect the local budget Ability to understand the intricacies of federal and state aid as they apply to local finances Ability to understand the rationale behind chosen district accounting procedures Ability to communicate this financial information clearly and concisely to the local educational community	Local Staff • Superintendent • Business Manager • Personnel Manager • Curriculum Superintendent • Principals & Department heads • Teachers Business People • Accountant • Pension specialists Public Relations Person Voice & Speech Teacher	Conversations, special evening workshops or meetings with local staff to discuss financial implications of educational programs Discussions with business manager, meeting with accountant or superintendent to explain line items and accounting system Public speaking courses and public relations workshops
5. Budget Preparation	Ability to translate local educational long and short range goals and priorities into sound budgetary statistics Ability to apply scientific management techniques to school district budgeting Ability to skillfully appraise the budget preparation of the local administrators	Financial Consultants from: • School boards associations • College or university, business schools or schools of education • State Department of Education • Business accounting firms • Intermediate Units Local Staff • Superintendent • Business Manager • Accountant • Personnel Manager • Principals & Department heads Budget Literature Citizens Advisory Groups Other Board Members Within and Ourside the District	"Phi Delta Kappa" goal setting procedures involving the total educational community Mini-courses in financial planning and budgeting Long and short range planning sessions. Meetings with local curriculum and administrative staff, facilities personnel, etc. PSBA sessions on finances Presentations by citizen task forces on budget considerations Conversations with board members having expertise in the field
6. Collective Bargaining	Ability to determine clear negotiating/bargaining objectives Ability to apply collective bargaining techniques to local negotiating situations	Local Staff • Superintendent • Business Manager • Solicitor College or University negotiations specialists School Boards Association Members Professional literature Cther board members Lawyer specializing in educational law	Workshops, simulations, films on collective bargaining Meetings with board members and superintendents in other districts School Boards Association seminars on negotiations. Meetings with professional negotiators. Meetings with local board and superintendent to set parameters for negotiations
7. Establishment of Cverall Educational Goals	Ability to perceive goals and objectives of public education Ability to translate these into goals and objectives to local policies Ability to provide financial resources needed to realize these goals	Consultants in Education from: • Colleges and universities • Regional Educational Service Agencies • Private companies • Professional associations such as AASA or ASCD Local Educational Community • Parents • Citizens advisory groups • Taxpayers groups • Press • Businessmen and merchants, etc.	Use of "Phi Delta Kappa" goal setting materials. Planning sessions at retreats for board & administrators School boards association long range planning workshop Attendance at educational conferences and conventions

Table 132 (Continued)

Core Program	Needed Skills	Possible Resources	Training Activities
7. Establishment of Overall Educational Goals (Cont.)	Ability to influence the board and other groups in directions you determine to be important	Local Staff and Administration Board members inside and outside district Professional literature	Reports from task force Visits to schools locally and in other districts with programs of interest Discussions with local teachers and administrators
8. Legal Responsi- bilities	Ability to act in a fashion consistent with state and federal laws and regulation governing education Ability to access recent legislation and court rulings for their effects on the district	Federal and State Department of Education officials College and university school law experts School boards association officials Local solicitor Local superintendent and staff Experienced board members Professional literature	Mini-course or seminar on school law Question and answer session with State Department of Education officials Local Discussion of recent legal decisions Luncheon with solicitor to discuss legal issues Workshop by superintendent on "hot" legal issues (contract requirements, teacher dismissal, etc.)
9. Evaluation of Educational Programs	Ability to appraise the activities of the school district in relation to its goals and objectives	Consultants: • Specialists in cost/benefit analysis • College and university curriculum specialists • Intermediate Unit Personnel • ASCD or AASA consultants Local Staff • Curriculum administrators • Local principals and teachers Local Community • students • task forces of parents/teachers and administrators • citizens advisory groups Staff or board members in districts with relevant programs Professional literature	Mini-course on cost benefit analysis in education Attendance at ASCD or AASA conference Attendance at teacher in-service workshops Workshops by teachers or school administrators on specific school programs Review and analysis of achievement scores Visits to neighboring districts to see particular programs in action Curriculum assessment by educational consultants Meetings with students Cable TV productions on relevant educational programs
10. Student Achievement	Ability to translate local statistical test data into policy needs of the district Ability to access local student achievement in relation to state and national achievement levels	Local Counselors and testing specialists Educational Testing Service personnel Local administrators, teachers, and students Intermediate Unit Resource people University or college educational psychologists Test score printouts Educational Quality Assessment Evaluations	Workshop on local testing practices and implications by counselors and psychologists Visit to ETS in Princeton to understand their operations Planning Session with district administrators to understand how test scores relate to district budget priorities Sessions with consultants to discuss ways of improving student achievement Workshops by teachers on their particular subjects Discussions with students

board members. Pre-election inservice for board candidates is not a "sine qua non", but an activity that facilitates both development activities and board superintendent rela- tions by creating educated board members to serve after an election occurs. Nevertheless, if many ongoing board development activities involve members of the community-at- large on a regular basis, much of the need for pre-election inservice can be minimized through the creation of an educated public. Certain task forces can be highly effec- tive for helping both actual and potential board members acquire valuable information and learn how to research an educational topic. The job of the superintendent can be made easier, board members can receive input from a source other than the superintendent, and everyone feels part of the educational process.

2. Ideally a local board training and development program should be predicated on a formal board needs assessment derived from the formulation of both long and short range district goals. In reality, Pennsylvania's state-mandated Educational Quality Assessment has required districts to establish planning goals for themselves, and an informal board needs assessment may suffice. Retreats provide excellent atmospheres in which to set goals.

3. Ideally a strong board development program is legitimized and receives its stature from the board policy

book. Board members and superintendents come and go, but policy remains. Community pressure is easier to fend off if one can refer pressure groups to the district policy book. Board development policies should refer to orientation, ongoing board development, and travel to conventions.

4. A board development program should have funds specifically set aside in the district budget. Today, reality often precludes a formal allocation for board development. State laws limit travel expenditures, although some funds can be set aside in the budget for travel to conventions. Pressure groups seek to cut back on all board expenditures, especially those defined as "frills." Nevertheless, most boards can and should find a way to finance some inservice efforts--a retreat, a school boards association workshop, a university study council session, a trip to a state or national convention for at least one board representative.

Lack of funds, however, is no excuse for lack of inservice activity. A board committee can present a report on energy saving opportunities to the whole board. Board representatives can meet with a superintendent or board representative in a neighboring district to discuss how they settled the recent teacher contract negotiations. A local congressman can explain the recent state education budget allocations. The board could have

a brown bag dinner with the custodians to discuss issues pertaining to school facilities.

5. When board development activities should occur really is dependent on a variety of outside factors-- location, geographical size, type of activity, board member availability--to name just a few. An urban district can hold luncheon meetings, because all board members work nearby. Another district struggles to get all its members together over mountain roads for a single monthly evening meeting in January. It is important that each individual board member's available time be fully utilized. If the woman on the board can attend a daytime Intermediate Unit session, she should be encouraged to attend and report back. If two men on the buildings and grounds committee can lunch with a local architect, this should be pursued.

Board development should be a formal function apart from the business meeting, although often inservice can be timed to coincide with the regular meeting. One district planned dinners with educational groups before the monthly board meeting. Another met after the meeting for informal conversations with administrators. Districts can have a planning session a few days prior to the regular meeting. At this session, board members can go over the agenda in an open discussion and ask any questions they desire.

Special programs can be presented on issues that may require votes a few days later.

Board development has a cyclical aspect. New board member orientation should naturally occur in the fall following the elections and possibly culminating in the January two-day PSBA new board member orientation. The state convention occurs in the fall; the national, in the spring. January is also a good time for a retreat to plan for the next year and set budget parameters. Spring is budget time with approval needed before summer. The PSBA planning session at Bucknell is a summer phenomenon. In between are sandwiched all other problems and topics.

6. Where board development activities occur is a function of the type of activity as well as outside factors. Districts have conducted meetings in boiler rooms. Retreats ought to be far enough away so that board members cannot leave for an hour and return. Recently boards have been more hesitant to travel to national or even state conventions, but opportunities for development closer to home are limited only by the creativity of those concerned.

7. Board development programs, where possible, should be open to anyone who might benefit or contribute--the press, the public, school staff, students. The more understanding the educational community has of the problems and

issues confronting schools, the more likely they are to
work with the district to solve these problems or deal
with the issues. Board members can observe teacher in-
service sessions. Principals can attend all board meetings
to act as resource people for the board. Phi Delta Kappa's
goal setting materials can be utilized to involve board
and community in a comprehensive long-range planning and
goal setting process for the entire district. A press
conference can be held before meetings to update the press
on issues of current concern. Cable television, as it
expands, can bring board sessions into local living rooms.

Program Content

1. The content of an ongoing board development
program can be divided into three parts--core topics that
should be part of any local board inservice program,
planned topics that were identified to be of current
relevance to the district, and unplanned topics derived
from sudden district crises. Core topics include: (1)
superintendent relations, (2) superintendent evaluation,
(3) superintendent selection, (4) budget interpretation,
(5) budget preaparation, (6) collective bargaining, (7)
goal setting, (8) legal responsibilites, (9) program
evaluation, (10) student achievement. Table 132 presents

these core topics, needed skills, sample instructional resources, and possible training activities. Most, but not all, of these topics will need to be covered every year, depending on the tenure of board members and the problems the district has to face.

2. In addition to treating specific topics, content should focus on developing specific board member skills (see Table 132). Board members who know how to ask questions, work together, or communicate clearly and concisely will be able to determine content for themselves, if need be.

Program Evaluation

1. Both the board performance and the effectiveness of the development program should be evaluated on an annual basis. Additionally, the next year's program should focus on remediating the shortcomings of the previous year. The evaluation should be based on the needs assessment and goals established for the district, and the development program at the start of the year. Board performance can be evaluated using the excellent materials developed by the American Association of School Administrators and the National School Boards Association, or an evaluation tailored to the individual district.

2. Evaluation ought to be performed by the board and the superintendent. Boards might also consider opinions from other members of the educational community including staff or parents.

Implications for Further Research

1. Research should be done to evaluate the effectiveness of districts that have strong board inservice programs and those that do not. Measures of effectiveness could include board turnover, superintendent turnover, lack of strikes, student achievement, etc. Data could show whether the effort expended in an organized development program actually pays off.

2. There is a need for research on urban inservice programs and practices. With a modified questionnaire, this study could be replicated in urban sites throughout the country. Data could be used to improve the educational delivery system to urban board members.

3. Research needs to be done on the psychology of rural school boards, with the goal of learning how to improve their knowledge and update their skills. To better understand the actions and reactions of rural boards, it is recommended that an interview format similar to that

developed for this study or an ethnographic approach be used.

4. It would be interesting to compare board inservice in states with smaller or less dynamic school boards associations with that in states having strong associations. The research would aim at understanding the role and influence of these associations and their effect on local boards.

5. Research on the attitude of the superintendent towards his role in the district and the amount and kind of board development that occurs might provide clues on fostering administrative leadership in a district.

6. Research data gathered from interviews on different board development strategies and techniques could provide a helpful book of recipes for superintendent and board inservice. This book could be used by professional associations and local districts alike.

7. Research needs to be done on methods for providing technical assistance to diffent types of districts especially to those in rural areas.

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APPENDIX A

List of Districts Participating in the Study

Schuylkill County
    Williams Valley
    Pottsville Area

Indiana County
    United
    Marion Center

Armstrong County
    Apollo Ridge

Beaver County
    South Side Area
    Beaver Area

Delaware County
    Upper Darby
    Southeast Delco
    Radnor
    Marple-Newtown
    Garnet Valley

Chester County
    Westchester Area*
    Owen J. Roberts*
    Coatesville Area

Northampton County
    Wilson Area

Monroe County
    East Stoudsberg Area

Wayne County
    Wayne Highlands

Susquehanna County
    Mountain View

Lackawanna County
    Riverside
    Mid Valley

Montgomery County
    Wissahickon
    Upper Merion*
    Perkiomen Valley
    North Penn
    Lower Merion
    Jenkintown
    Colonial
    Cheltenham
    Abington
    Upper Perkiomen*

Bucks County
    Pennsbury
    New Hope-Solebury
    Neshaminy
    Council Rock
    Centennial

Lehigh
    Northwestern Lehigh
    Catasauqua
    Allentown City

Carbon
    Palmerton Area

Lycoming County
    Williamsport Area
    Muncy
    Montgomery Area
    Jersey Shore Area

Bradford County
    Northeast Bradford
    Canton Area

Union County
    Lewisburg Area

Northumberland County
    Warrior Run
    Mt. Carmel Area

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*Indicates district interviewed

Luzerne County
    Wyoming Area
    Wilkes-Barre Area
    Hazelton Area
    Hanover Area

Tioga County
    Northern Tioga

Cumberland County
    West Shore
    Mechanicsburg Area*

Berks County
    Wyomissing Area
    Reading
    Muhlenberg*
    Governor Mifflin
    Daniel Boone Area

Lebanon County
    Northern Lebanon
    Cornwall Lebanon

Lancaster County
    Solanco*
    Manheim
    Lancaster*
    Hempfield
    Eastern Lancaster
    Columbia Boro

Fulton County
    Southern Fulton
    Forbes Road
    Central Fulton

Clinton County
    Keystone Central

Clearfield County
    Moshannon Valley
    Harmony
    Curwensville Area

Columbia County
    Bloomsburg Area
    Benton Area

Perry County
    Greenwood

Dauphin County
    Harrisburg City
    Central Dauphin

York County
    York City
    West York Area
    South Western
    Eastern York
    Central York

Franklin County
    Greencastle-Antrim
    Chambersberg Area

Adams County
    Gettysburg Area
    Fairfield Area

Juniata County
    Juniata County

Huntington County
    Juniata Valley
    Huntington Area*

Somerset County
    Turkeyfoot Valley Area
    Somerset Area
    Shanksville-Stoney Creek
    Shade-Central City
    Salisbury-Elk Lick
    Meyersdale Area

Cambria County
    Penn-Cambria
    Ferndale Area
    Cambria Heights

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*Indicates district interviewed

Potter County
    Oswaygo Valley
    Northern Potter
    Galeton Area
    Coudersport
    Austin Area

McKean County
    Port Allegheny
    Bradford Area
Elk County
    Johnsonberg Area

Venanago County
    Titusville Area*

Jefferson County
    Brockway Area

Clarion County
    Union School District
    North Clarion County
    Clarion-Limestone Area

Warren County
    Warren County*

Erie County
    Wattsburg Area
    North East
    Millcreek Township
    Fairview

Crawford County
    Crawford Central

Washington County
    Fort Cherry

Greene County
    Carmichael's Area

Blair County
    Spring Love
    Claysburg-Kimmel
    Altoona

Bedford
    Northern Bedford County

Westmoreland County
    New Kensington-Arnold
    Hempfield Area
    Greensberg Salem
    Greater Latobe
    Burrell

Mercer County
    Sharon City
    Laurel

Lawrence County
    Shenango Area
    Laurel

Butler County
    Butler Area

Allegheny County
    West Mifflin Area
    Turtle Creek
    South Fayette Township
    Quaker Valley*
    Penn Hills
    North Allegheny*
    Keystone Oaks*
    Cornell
    Chartiers Valley
    Carlynton
    Bethel Park
    Baldwin-Whitehall
    Avonworth

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*Indicates district interviewed

APPENDIX B

Cover Letter To Superintendents
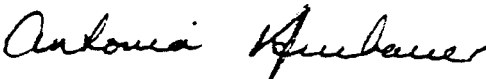
September 29, 1980

Dear Superintendent,

As part of my graduate work at Loyola University of Chicago, I am preparing my Doctoral dissertation concerning an analysis of local ongoing inservice practices and programs for school board members in the state of Pennsylvania. A crucial aspect of this study is your opinion and that of your board members on two issues – the value of a local district School Board Development program and the design of a theoretical program. Therefore, you and your school board's cooperation, in responding to the enclosed questionnaires will be much appreciated. Would you kindly complete your questionnaire and distribute the other two questionnaires to your board president and one other board member who has served for at least two years. Each questionnaire is to be returned in its own stamped, self-addressed envelope. Results of this study will be gladly furnished upon request.

Thank you very much.

Sincerely,

Antonia Neubauer

AN/jg
Enclosures

APPENDIX C

Board Member, Board President, And Superintendent

Questionnaires

Superintendent Questionnaire

1. Is there a formal SCHOOL BOARD DEVELOPMENT program in your school district? That is, does the district or the board itself regularly and systematically seek to build the school board's own skills and knowledge?   Card 1
A formal SCHOOL BOARD DEVELOPMENT program would likely have a budget, someone in charge,CC1-] RES |
and be thought of as a normal part of school district operation.   4 Card 11

    ____(1) Yes. My district has a formal SCHOOL BOARD DEVELOPMENT program.

    ____(2) Sort of. Our procedures are informal. We work at improving school board skills and knowledge as needed, when opportunities arise, or when a board member expresses interest.

    ____(3) No. My district does not have a formal SCHOOL BOARD DEVELOPMENT program.

    ____(4) I don't know.   [5]

2. What has your district done, in the last 2 years, that was particularly effective at raising the skills and knowledge of the board or of specific members of the board?   [6]

2a. Briefly, how do you know this was effective?   [7]

3. What has your district done, in the last 2 years, that proved to be ineffective at raising the skills and knowledge of the board or of specific members of the board?

3a. Briefly, how do you know this was ineffective?

4. Which of the following activities have occurred during the last 2 years in your district? Where these occur, does the district pay the costs or do board members pay the costs? Which would you like to see occur in the next 2 years?

	In the last 2 years, we did this. District paid costs.	In the last 2 years, we did this. Board members paid costs.	In the next 2 years we should do this.
A. Weekend retreat for board members.	____(1)	____(2)	____(3) [8]
B. Orientation workshop for for school board members.	____(1)	____(2)	____(3) [9]
C. Board member participation in state school board assn. conventions	____(1)	____(2)	____(3) [10]
D. Formal survey of board members' needs for purposes of planning SCHOOL BOARD DEVELOPMENT activities.	____(1)	____(2)	____(3) [11]
E. Board member participation in NSBA national convention.	____(1)	____(2)	____(3) [12]
F. Programs, led by experts, at local school board functions.	____(1)	____(2)	____(3) [13]
G. School board member visits to school within your district.	____(1)	____(2)	____(3) [14]
H. School board member visits to schools outside your district.	____(1)	____(2)	____(3) [15]
I. School board member participation in workshops or seminars conducted by a university or school board assn.	____(1)	____(2)	____(3) [16]
J. Talks to school board members by federal, state or local education officials on selected topics.	____(1)	____(2)	____(3) [17]
K. Subscription(s) to the American School Board Journal for board members.	____(1)	____(2)	____(3) [18]
L. Subscription(s) to other educational journals for board members to read.	____(1)	____(2)	____(3) [19]

5. a) Please put an "x" beside the person or group who, in your district, takes the major responsibility for coordinating the aspects of boardsmanship listed below.   [20,21,22]

   b) Put a circle around the box indicating who should take the major responsibility for [23,24,25] coordination.

	Board as a whole	Board President	Super-intendent	State School Boards Assn.	No One	Other (explain)
1. Pre-election orientation program for prospective candidates	⬚	⬚	⬚	⬚	⬚	⬚
2. Overall, comprehensive board development program	⬚	⬚	⬚	⬚	⬚	⬚
3. New board member orientation.	⬚	⬚	⬚	⬚	⬚	⬚

6.a) Indicate with an "x", the person you would most like to have conduct a development program on the subjects listed. [25-33]

b) Place a circle around the "x" for any groups that have conducted these workshops in your district in the past two years. [34-41]

	A local board member	Local superintendent	Local administrative personnel	Teachers	Federal/state gov't officials	College/university professors	State school boards assn.	NSBA staff	Lay advisors	Other (specify)
1. School finances	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐
2. Collective bargaining	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐
3. Hiring practices	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐
4. Curriculum decisions	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐
5. School facilities	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐
6. Superintendent relations	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐
7. Community relations	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐

7. Indicate whether there is or should be a written policy statement in your district for any of the following:

	Yes, there's a written policy statement	No, there's no written policy statement	There should be a policy statement	
1. Pre-election orientation program	☐	☐	☐	[42]
2. Orientation program for new board members	☐	☐	☐	[43]
3. Comprehensive board development program	☐	☐	☐	[44]
4. Visits to state and NSBA meetings	☐	☐	☐	[45]

8. Below are listed a series of constraints or limitations on participation in school board development programs. Please rate them in terms of their impact on your board.
(1 = not limiting or constraining   7 = very limiting or constraining)

	Not constraining				Very constraining			
1. Lack of interest on my part.	1	2	3	4	5	6	7	[46]
2. Lack of board president interest.	1	2	3	4	5	6	7	[47]
3. Lack of superintendent interest.	1	2	3	4	5	6	7	[48]
4. Lack of whole board interest.	1	2	3	4	5	6	7	[49]
5. Pressure to conserve funds	1	2	3	4	5	6	7	[50]
6. Lack of personal funds.	1	2	3	4	5	6	7	[51]
7. No time; business competes.	1	2	3	4	5	6	7	[52]
8. No time; family competes.	1	2	3	4	5	6	7	[53]
9. Poor quality of such events.	1	2	3	4	5	6	7	[54]
10. Embarrassment over personal ignorance of subject matter.	1	2	3	4	5	6	7	[55]
11. Week-end meetings badly timed.	1	2	3	4	5	6	7	[56]
12. Week-day meetings badly timed.	1	2	3	4	5	6	7	[57]
13. Evening meetings badly timed.	1	2	3	4	5	6	7	[58]
14. Meetings are too long	1	2	3	4	5	6	7	[59]
15. Other (Please explain):								

9. Please indicate the incentive behind your board's involvement in a particular inservice activity. Check all that apply.

	Remuneration	Gain knowledge & skills	Fill preservice gaps	Fellowship with peers	School Board distinction	Travel	Other (explain) Card 2 Dup 1 3CC
1. School visitations	☐	☐	☐	☐	☐	☐	☐ 4[2]
2. National or state sponsored workshop/seminar	☐	☐	☐	☐	☐	☐	☐ [5-12]
3. National or state sponsored conference	☐	☐	☐	☐	☐	☐	☐ [13-20]
4. University sponsored workshop/seminar	☐	☐	☐	☐	☐	☐	☐ [21-28]
5. Local district workshop/conference	☐	☐	☐	☐	☐	☐	☐ [49-56]

10. When SCHOOL BOARD DEVELOPMENT activities such as workshops, seminars, conventions, tours and the like are available, as a rule in your district, who attends? Who should attend? (Please check as many as are appropriate.)

		Attends Activities	Should Attend Activities	
1.	Board members only.	___	___	[57-58]
2.	Key staff.	___	___	[59-60]
3.	Candidates for the board.	___	___	[61-62]
4.	Interested district employees.	___	___	[63-64]
5.	Interested district teachers.	___	___	[65-66]
6.	Interested citizens.	___	___	[67-68]
7.	PTA members.	___	___	[69-70]
8.	Advisory committee members.	___	___	[71-72]
9.	Students.	___	___	[73-74]
10.	Newspaper or TV reporters.	___	___	[75-76]
11.	Other. (Please explain: ___)	___	___	[77-78]

11. Imagine that your board is confronted with the need, one month from today, of being familiar with a new subject about which they are now ignorant -- for example, computer literacy. Imagine also, that all the following opportunities to learn about the subject are available to them but they can choose only two. Which one or two would they select? Card 3

Dup 1 3CC

_____(1) Attend 2-hour expert lecture.
_____(2) Talk with expert over lunch.
_____(3) Listen to audiotape cassette.
_____(4) See a film or videotape.
_____(5) Confer privately with supt.
_____(6) Confer privately with staff.
_____(7) Confer privately with board member(s).

_____(8) Visit a school or other site where 4[2] topic is handled effectively. [5,6,7]
_____(9) Read articles or books selected by school district staff.
_____(10) Read articles or books selected by yourself from a library.
_____(11) None of these. Instead, I would:
_____.

12. Consider all the people, resources and opportunities that help a person become an effective board member. Please rate them in terms of their actual assistance for your school board members. Circle one number for each item and leave blank any they have not experienced.

		Not Valuable					Very Valuable		
A.	Conversations with your board president.	1	2	3	4	5	6	7	[8]
B.	Conversations with your board colleagues.	1	2	3	4	5	6	7	[9]
C.	Conversations with their superintendent.	1	2	3	4	5	6	7	[10]
D.	Conversations with your personnel staff.	1	2	3	4	5	6	7	[11]
E.	Conversations with your school business staff.	1	2	3	4	5	6	7	[12]
F.	Conversations with your curriculum staff.	1	2	3	4	5	6	7	[13]
G.	Conversations with teachers in your district.	1	2	3	4	5	6	7	[14]
H.	Conversations with administrators in your district.	1	2	3	4	5	6	7	[15]
I.	Conversations with students in your district.	1	2	3	4	5	6	7	[16]
J.	Conversations with voters in your district.	1	2	3	4	5	6	7	[17]
K.	Conversations with key community leaders.	1	2	3	4	5	6	7	[18]
L.	Formal events at out-of-district meetings.	1	2	3	4	5	6	7	[19]
M.	Informal conversations at out-of-district meetings.	1	2	3	4	5	6	7	[20]
N.	Reading a handbook for new board members.	1	2	3	4	5	6	7	[21]
O.	Reading newsletters & magazines from your state school boards association.	1	2	3	4	5	6	7	[22]
P.	Reading the American School Board Journal.	1	2	3	4	5	6	7	[23]
Q.	Reading newsletters & magazines from NSBA.	1	2	3	4	5	6	7	[24]
R.	Reading education magazines. (Which ones?) _____	1	2	3	4	5	6	7	[25]
S.	Attending state school bd. assn. conventions.	1	2	3	4	5	6	7	[26]
T.	Attending NSBA national convention.	1	2	3	4	5	6	7	[27]
U.	Attending state school bd. assn. workshops.	1	2	3	4	5	6	7	[28]
V.	Attending NSBA workshops.	1	2	3	4	5	6	7	[29]
W.	Attending a new board member orientation in your district.	1	2	3	4	5	6	7	[30]
X.	Attending a new board member orientation conference outside your district.	1	2	3	4	5	6	7	[31]
Y.	Their personal experience in their profession.	1	2	3	4	5	6	7	[32]
Z.	Their experiences with the local board prior to serving on it.	1	2	3	4	5	6	7	[33]
AA	Their previous experience in their profession.	1	2	3	4	5	6	7	[34]
BB	Their experiences as a parent of school kids.	1	2	3	4	5	6	7	[35]
CC	Their training as an educator.	1	2	3	4	5	6	7	[36]
DD	Their previous work experience in a school district.	1	2	3	4	5	6	7	[37]

13. Listed below are subjects of importance to school board members. Please rate the value of each topic to you for inclusion in a local School Board Development Program. (Circle one number for each activity.)

		Not Valuable					Very Valuable		

1. GENERAL TOPICS
   1. Legal responsibilities — 1 2 3 4 5 6 7 [38]
   2. Legislative relationships — 1 2 3 4 5 6 7 [39]
   3. Superintendent selection — 1 2 3 4 5 6 7 [40]
   4. Superintendent evaluation — 1 2 3 4 5 6 7 [41]
   5. Working relations with the superintendent — 1 2 3 4 5 6 7 [42]
   6. Collective bargaining — 1 2 3 4 5 6 7 [43]
   7. Establishment of overall educational goals — 1 2 3 4 5 6 7 [44]
   8. Problem solving techniques in policy development — 1 2 3 4 5 6 7 [45]
   9. R and D for education — 1 2 3 4 5 6 7 [46]
   10. Role of school attorney — 1 2 3 4 5 6 7 [47]
   11. Parliamentary procedure — 1 2 3 4 5 6 7 [48]
   12. State & National School Board Association services — 1 2 3 4 5 6 7 [49]

2. SCHOOL - COMMUNITY TOPICS
   1. Strategies for public communication - media — 1 2 3 4 5 6 7 [50]
   2. Community politics, gov't., etc. — 1 2 3 4 5 6 7 [51]
   3. Role and function of advisory committees — 1 2 3 4 5 6 7 [52]
   4. Interdistrict relations — 1 2 3 4 5 6 7 [53]
   5. Community relations — 1 2 3 4 5 6 7 [54]
   6. Handling grievances — 1 2 3 4 5 6 7 [55]

3. FINANCIAL TOPICS
   1. Budget preparation — 1 2 3 4 5 6 7 [56]
   2. Interpretation of budget — 1 2 3 4 5 6 7 [57]
   3. Business practices for schools — 1 2 3 4 5 6 7 [58]
   4. Local taxation and bonding procedures and terminologies — 1 2 3 4 5 6 7 [59]
   5. State funding — 1 2 3 4 5 6 7 [60]
   6. Federal aid — 1 2 3 4 5 6 7 [61]

4. PERSONNEL TOPICS
   1. Shape and function of administrative organization — 1 2 3 4 5 6 7 [62]
   2. Personnel practices — 1 2 3 4 5 6 7 [63]
   3. Staff development — 1 2 3 4 5 6 7 [64]
   4. Staff evaluation — 1 2 3 4 5 6· 7 [65]
   5. Salary structures — 1 2 3 4 5 6 7 [66]
   6. Pupil personnel facilities — 1 2 3 4 5 6 7 [67]

5. CURRICULUM TOPICS
   1. Educational Planning — 1 2 3 4 5 6 7 [68]
   2. Evaluation of Educational programs — 1 2 3 4 5 6 7 [69]
   3. Understanding of instructional program areas — 1 2 3 4 5 6 7 [70]
   4. Student/school relations — 1 2 3 4 5 6 7 [71]
   5. Special educational programs — 1 2 3 4 5 6 7 [72]
   6. Career education (vocational) — 1 2 3 4 5 6 7 [73]
   7. Accountability — 1 2 3 4 5 6 7 [74]
   8. Population trends and attendence statistics per grade — 1 2 3 4 5 6 7 [75]
   9. Extra-curricular activities — 1 2 3 4 5 6 7 [76]
   10. Testing practices — 1 2 3 4 5 6 7 [77]
   11. Student achievement — 1 2 3 4 5 6 7 [78]

6. SCHOOL FACILITIES TOPICS
   1. School House maintenance — 1 2 3 4 5 6 7 [5]
   2. Facilities planning — 1 2 3 4 5 6 7 [6]
   3. Transportation — 1 2 3 4 5 6 7 [7]
   4. Food service programs — 1 2 3 4 5 6 7 [8]

Card 4
Dup 1CC
4[2]

SECTION II. For statistical purposes only. All responses will be kept confidential.

A. Are you:
   1. _____ male?   2. _____ female?   [9]
B. What degree do you hold?
   1. _____ Bachelors degree   2. _____ Masters degree   3. _____ Doctorate   [10]
C. Would you describe your district as:
   1. rural   2. small town   3. suburban   4. urban   [11]
D. What is the approximate amount of your school district budget? _____   [12]
E. Does your budget:
   1. _____ have a surplus?   2. _____ break even?   3. _____ have a deficit?   [13]

School Board President Questionnaire

Section I:

1. Is there a formal SCHOOL BOARD DEVELOPMENT program in your school district? That is, does the district or the board itself regularly and systematically seek to build the school board's own skills and knowledge? Card 1
A formal SCHOOL BOARD DEVELOPMENT program would likely have a budget, someone in charge, CC1-3 RES # and be thought of as a normal part of school district operation. 4 Card #1

_____ (1) Yes. My district has a formal SCHOOL BOARD DEVELOPMENT program.
_____ (2) Sort of. Our procedures are informal. We work at improving school board skills and knowledge as needed, when opportunities arise, or when a board member expresses interest.
_____ (3) No. My district does not have a formal SCHOOL BOARD DEVELOPMENT program.
_____ (4) I don't know. [5]

2. What has your district done, in the last 2 years, that was particularly _effective_ at raising the skills and knowledge of the board or of specific members of the board? [6]

2a. Briefly, how do you know this was _effective_? [7]

3. What has your district done, in the last 2 years, that proved to be _ineffective_ at raising the skills and knowledge of the board or of specific members of the board?

3a. Briefly, how do you know this was _ineffective_?

4. Which of the following activities have occurred _during the last 2 years_ in your district? Where these occur, does the district pay the costs or do board members pay the costs? Which would you like to see occur in the next 2 years?

	In the last 2 years, we did this. District paid costs.	In the last 2 years, we did this. Board members paid costs.	In the next 2 years we should do this.
A. Weekend retreat for board members.	_____(1)	_____(2)	_____(3) [8]
B. Orientation workshop for for school board members.	_____(1)	_____(2)	_____(3) [9]
C. Board member participation in state school board assn. conventions	_____(1)	_____(2)	_____(3) [10]
D. Formal survey of board members' needs for purposes of planning SCHOOL BOARD DEVELOPMENT activities.	_____(1)	_____(2)	_____(3) [11]
E. Board member participation in NSBA national convention.	_____(1)	_____(2)	_____(3) [12]
F. Programs, led by experts, at local school board functions.	_____(1)	_____(2)	_____(3) [13]
G. School board member visits to school within your district.	_____(1)	_____(2)	_____(3) [14]
H. School board member visits to schools outside your district.	_____(1)	_____(2)	_____(3) [15]
I. School board member participation in workshops or seminars conducted by a university or school board assn.	_____(1)	_____(2)	_____(3) [16]
J. Talks to school board members by federal, state or local education officials on selected topics.	_____(1)	_____(2)	_____(3) [17]
K. Subscription(s) to the American School Board Journal for board members.	_____(1)	_____(2)	_____(3) [18]
L. Subscription(s) to other educational journals for board members to read.	_____(1)	_____(2)	_____(3) [19]

5. a) Please put an "x" beside the person or group who, in your district, takes the major responsibility for coordinating the aspects of boardsmanship listed below. [20,21,22]

b) Put a _circle_ around the box indicating who _should_ take the major responsibility for [23,24,25] coordination.

	Board as a whole	Board President	Superintendent	State School Boards Assn.	No One	Other (explain)
1. Pre-election orientation program for prospective candidates	▭	▭	▭	▭	▭	▭
2. Overall, comprehensive board development program	▭	▭	▭	▭	▭	▭
3. New board member orientation.	▭	▭	▭	▭	▭	▭

6. a) Indicate with an "x", the person you would _most_ like to have conduct a development program on the subjects listed. [25-33]

b) Place a _circle_ around the "x" for any groups that have conducted these workshops in your district in the past two years. [34-41]

	A local board member	Local super-inten-dent	Local admin-istra-tive person-nel	Teach-ers	Federal/ state gov't offi-cials	College/ univer-sity pro-fessors	State school boards assn.	NSBA staff	Lay advi-sors	Other (specify)
1. School finances	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐
2. Collective bargaining	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐
3. Hiring practices	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐
4. Curriculum decisions	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐
5. School facilities	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐
6. Superintendent relations	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐
7. Community relations	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐

7. Indicate whether there is or should be a written policy statement in your district for any of the following:

	Yes, there's a written policy state-ment	No, there's no written policy state-ment	There should be a policy statement	
1. Pre-election orientation program	☐	☐	☐	[42]
2. Orientation program for new board members	☐	☐	☐	[43]
3. Comprehensive board development program	☐	☐	☐	[44]
4. Visits to state and NSBA meetings	☐	☐	☐	[45]

8. Below are listed a series of constraints or limitations on participation in school board development programs. Please rate them in terms of their impact on you.
(1 = not limiting or constraining   7 = very limiting or constraining)

	Not constraining				Very constraining			
1. Lack of interest on my part.	1	2	3	4	5	6	7	[46]
2. Lack of board president interest.	1	2	3	4	5	6	7	[47]
3. Lack of superintendent interest.	1	2	3	4	5	6	7	[48]
4. Lack of whole board interest.	1	2	3	4	5	6	7	[49]
5. Pressure to conserve funds	1	2	3	4	5	6	7	[50]
6. Lack of personal funds.	1	2	3	4	5	6	7	[51]
7. No time; business competes.	1	2	3	4	5	6	7	[52]
8. No time; family competes.	1	2	3	4	5	6	7	[53]
9. Poor quality of such events.	1	2	3	4	5	6	7	[54]
10. Embarrassment over personal ignorance of subject matter.	1	2	3	4	5	6	7	[55]
11. Week-end meetings badly timed.	1	2	3	4	5	6	7	[56]
12. Week-day meetings badly timed.	1	2	3	4	5	6	7	[57]
13. Evening meetings badly timed.	1	2	3	4	5	6	7	[58]
14. Meetings are too long	1	2	3	4	5	6	7	[59]

15. Other (Please explain): _____

9. Please indicate the incentive behind your involvement in a particular inservice activity. Check all that apply.

	Remun-eration	Gain know-ledge & skills	Fill pre-service gaps	Fellow-ship with peers	School Board distinc-tion	Travel	Other (explain) Card 2 Dup 1 3CC 4[2]
1. School visitations	☐	☐	☐	☐	☐	☐	☐
2. National or state spon-sored workshop/seminar	☐	☐	☐	☐	☐	☐	☐ [5-12]
3. National or state spon-sored conference	☐	☐	☐	☐	☐	☐	☐ [13-20]
4 University sponsored workshop/seminar	☐	☐	☐	☐	☐	☐	☐ [21-29]
5. Local district work-shop/conference	☐	☐	☐	☐	☐	☐	☐ [49-56]

10. When SCHOOL BOARD DEVELOPMENT activities such as workshops, seminars, conventions, tours and the like are available, as a rule in your district, who attends? Who should attend? (Please check as many as are appropriate.)

		Attends Activities	Should Attend Activities	
1.	Board members only.	___	___	[57-58]
2.	Key staff.	___	___	[59-60]
3.	Candidates for the board.	___	___	[61-62]
4.	Interested district employees.	___	___	[63-64]
5.	Interested district teachers.	___	___	[65-66]
6.	Interested citizens.	___	___	[67-68]
7.	PTA members.	___	___	[69-70]
8.	Advisory committee members.	___	___	[71-72]
9.	Students.	___	___	[73-74]
10.	Newspaper or TV reporters.	___	___	[75-76]
11.	Other. (Please explain: _____	___	___	[77-78]

11. Imagine that you are confronted with the need, one month from today, of being familiar with a new subject about which you are now ignorant -- for example, computer literacy. Imagine, also, that all the following opportunities to learn about the subject are available to you, but you can choose only two. Which one or two would you select? Card 3
Dup 1 3CC

____(1) Attend 2-hour expert lecture.
____(2) Talk with expert over lunch.
____(3) Listen to audiotape cassette.
____(4) See a film or videotape.
____(5) Confer privately with supt.
____(6) Confer privately with staff.
____(7) Confer privately with board member(s).

____(8) Visit a school or other site where 4[2] topic is handled effectively. [5,6,7]
____(9) Read articles or books selected by school district staff.
____(10) Read articles or books selected by yourself from a library.
____(11) None of these. Instead, I would:
_____

12. Consider all the people, resources and opportunities that help a person become an effective board member. Please rate them in terms of their actual assistance for you as a school board member. Circle one number for each item and leave blank any you have not experienced.

		Not Valuable				Very Valuable			
A.	Conversations with your board president.	1	2	3	4	5	6	7	[8]
B.	Conversations with your board colleagues.	1	2	3	4	5	6	7	[9]
C.	Conversations with your superintendent.	1	2	3	4	5	6	7	[10]
D.	Conversations with your personnel staff.	1	2	3	4	5	6	7	[11]
E.	Conversations with your school business staff.	1	2	3	4	5	6	7	[12]
F.	Conversations with your curriculum staff.	1	2	3	4	5	6	7	[13]
G.	Conversations with teachers in your district.	1	2	3	4	5	6	7	[14]
H.	Conversations with administrators in your district.	1	2	3	4	5	6	7	[15]
I.	Conversations with students in your district.	1	2	3	4	5	6	7	[16]
J.	Conversations with voters in your district.	1	2	3	4	5	6	7	[17]
K.	Conversations with key community leaders.	1	2	3	4	5	6	7	[18]
L.	Formal events at out-of-district meetings.	1	2	3	4	5	6	7	[19]
M.	Informal conversations at out-of-district meetings.	1	2	3	4	5	6	7	[20]
N.	Reading a handbook for new board members.	1	2	3	4	5	6	7	[21]
O.	Reading newsletters & magazines from your state school boards association.	1	2	3	4	5	6	7	[22]
P.	Reading the American School Board Journal.	1	2	3	4	5	6	7	[23]
Q.	Reading newsletters & magazines from NSBA.	1	2	3	4	5	6	7	[24]
R.	Reading education magazines. (Which ones?) _____	1	2	3	4	5	6	7	[25]
S.	Attending state school bd. assn. conventions.	1	2	3	4	5	6	7	[26]
T.	Attending NSBA national convention.	1	2	3	4	5	6	7	[27]
U.	Attending state school bd. assn. workshops.	1	2	3	4	5	6	7	[28]
V.	Attending NSBA workshops.	1	2	3	4	5	6	7	[29]
W.	Attending a new board member orientation in your district.	1	2	3	4	5	6	7	[30]
X.	Attending a new board member orientation conference outside your district.	1	2	3	4	5	6	7	[31]
Y.	Your personal experience in your profession.	1	2	3	4	5	6	7	[32]
Z.	Your experiences with the local board prior to serving on it.	1	2	3	4	5	6	7	[33]
AA	Your previous experience on other boards.	1	2	3	4	5	6	7	[34]
BB	Your experiences as a parent of school kids.	1	2	3	4	5	6	7	[35]
CC	Your training as an educator.	1	2	3	4	5	6	7	[36]
DD	Your previous work experience in a school district.	1	2	3	4	5	6	7	[37]

13. Listed below are subjects of importance to school board members. Please rate the value of each topic to you for inclusion in a local School Board Development Program. (Circle one number for each activity.)

			Not Valuable				Very Valuable		

1. GENERAL TOPICS

		Not Valuable				Very Valuable		
1.	Legal responsibilities	1	2	3	4	5	6	7 [38]
2.	Legislative relationships	1	2	3	4	5	6	7 [39]
3.	Superintendent selection	1	2	3	4	5	6	7 [40]
4.	Superintendent evaluation	1	2	3	4	5	6	7 [41]
5.	Working relations with the superintendent	1	2	3	4	5	6	7 [42]
6.	Collective bargaining	1	2	3	4	5	6	7 [43]
7.	Establishment of overall educational goals	1	2	3	4	5	6	7 [44]
8.	Problem solving techniques in policy development	1	2	3	4	5	6	7 [45]
9.	R and D for education	1	2	3	4	5	6	7 [46]
10.	Role of school attorney	1	2	3	4	5	6	7 [47]
11.	Parliamentary procedure	1	2	3	4	5	6	7 [48]
12.	State & National School Board Association services	1	2	3	4	5	6	7 [49]

2. SCHOOL - COMMUNITY TOPICS

1.	Strategies for public communication - media	1	2	3	4	5	6	7 [50]
2.	Community politics, gov't., etc.	1	2	3	4	5	6	7 [51]
3.	Role and function of advisory committees	1	2	3	4	5	6	7 [52]
4.	Interdistrict relations	1	2	3	4	5	6	7 [53]
5.	Community relations	1	2	3	4	5	6	7 [54]
6.	Handling grievances	1	2	3	4	5	6	7 [55]

3. FINANCIAL TOPICS

1.	Budget preparation	1	2	3	4	5	6	7 [56]
2.	Interpretation of budget	1	2	3	4	5	6	7 [57]
3.	Business practices for schools	1	2	3	4	5	6	7 [58]
4.	Local taxation and bonding procedures and terminologies	1	2	3	4	5	6	7 [59]
5.	State funding	1	2	3	4	5	6	7 [60]
6.	Federal aid	1	2	3	4	5	6	7 [61]

4. PERSONNEL TOPICS

1.	Shape and function of administrative organization	1	2	3	4	5	6	7 [62]
2.	Personnel practices	1	2	3	4	5	6	7 [63]
3.	Staff development	1	2	3	4	5	6	7 [64]
4.	Staff evaluation	1	2	3	4	5	6	7 [65]
5.	Salary structures	1	2	3	4	5	6	7 [66]
6.	Pupil personnel facilities	1	2	3	4	5	6	7 [67]

5. CURRICULUM TOPICS

1.	Educational Planning	1	2	3	4	5	6	7 [68]
2.	Evaluation of Educational programs	1	2	3	4	5	6	7 [69]
3.	Understanding of instructional program areas	1	2	3	4	5	6	7 [70]
4.	Student/school relations	1	2	3	4	5	6	7 [71]
5.	Special educational programs	1	2	3	4	5	6	7 [72]
6.	Career education (vocational)	1	2	3	4	5	6	7 [73]
7.	Accountability	1	2	3	4	5	6	7 [74]
8.	Population trends and attendence statistics per grade	1	2	3	4	5	6	7 [75]
9.	Extra-curricular activities	1	2	3	4	5	6	7 [76]
10.	Testing practices	1	2	3	4	5	6	7 [77]
11.	Student achievement	1	2	3	4	5	6	7 [78]

6. SCHOOL FACILITIES TOPICS

1.	School House maintenance	1	2	3	4	5	6	7 [5]
2.	Facilities planning	1	2	3	4	5	6	7 [6]
3.	Transportation	1	2	3	4	5	6	7 [7]
4.	Food service programs	1	2	3	4	5	6	7 [8]

Card 4
Dup 1CC
4[2]

SECTION II: For statistical purposes only. All responses will be kept confidential.

A. Are you:
   1. _____Male?   2. _____Female?   [9]
B. What is your age? _____   [10]
C. How long have you served on the school board? _____   [11]
D. How were you first selected to be on the school board?
   1. _____appointed   2. _____elected   [12]
E. What is the highest year of formal education completed?
   1. _____Some high school or less   5. _____Post-graduate work
   2. _____High school or equivalent   6. _____Masters degree
   3. _____Some college   7. _____Doctorate
   4. _____College graduate   8. _____Other [13]
F. What is your occupational group?
   1. _____Professional (lawyer, accountant, etc.)   7. _____Laborer
   2. _____Farmer   8. _____Government Service
   3. _____Homemaker   9. _____Manager
   4. _____Technician, skilled worker   10. _____Sales
   5. _____Educator   11. _____Other _____ [14,15]
   6. _____Office worker

School Board Member Questionnaire

1. Is there a formal SCHOOL BOARD DEVELOPMENT program in your school district? That is, does the district or the board itself regularly and systematically seek to build the school board's own skills and knowledge?   Card 1
   A formal SCHOOL BOARD DEVELOPMENT program would likely have a budget, someone in charge, CC1-3 RES # and be thought of as a normal part of school district operation.   4 Card #1

    _____ (1) Yes. My district has a formal SCHOOL BOARD DEVELOPMENT program.
    _____ (2) Sort of. Our procedures are informal. We work at improving school board skills and knowledge as needed, when opportunities arise, or when a board member expresses interest.
    _____ (3) No. My district does not have a formal SCHOOL BOARD DEVELOPMENT program.
    _____ (4) I don't know.   (5)

2. What has your district done, in the last 2 years, that was particularly effective at raising the skills and knowledge of the board or of specific members of the board?   (6)

2a. Briefly, how do you know this was effective?   (7)

3. What has your district done, in the last 2 years, that proved to be ineffective at raising the skills and knowledge of the board or of specific members of the board?

3a. Briefly, how do you know this was ineffective?

4. Which of the following activities have occurred during the last 2 years in your district? Where these occur, does the district pay the costs or do board members pay the costs? Which would you like to see occur in the next 2 years?

	In the last 2 years, we did this. District paid costs.	In the last 2 years, we did this. Board members paid costs.	In the next 2 years we should do this.
A. Weekend retreat for board members.	_____ (1)	_____ (2)	_____ (3) [8]
B. Orientation workshop for for school board members.	_____ (1)	_____ (2)	_____ (3) [9]
C. Board member participation in state school board assn. conventions	_____ (1)	_____ (2)	_____ (3) [10]
D. Formal survey of board members' needs for purposes of planning SCHOOL BOARD DEVELOPMENT activities.	_____ (1)	_____ (2)	_____ (3) [11]
E. Board member participation in NSBA national convention.	_____ (1)	_____ (2)	_____ (3) [12]
F. Programs, led by experts, at local school board functions.	_____ (1)	_____ (2)	_____ (3) [13]
G. School board member visits to school within your district.	_____ (1)	_____ (2)	_____ (3) [14]
H. School board member visits to schools outside your district.	_____ (1)	_____ (2)	_____ (3) [15]
I. School board member participation in workshops or seminars conducted by a university or school board assn.	_____ (1)	_____ (2)	_____ (3) [16]
J. Talks to school board members by federal, state or local education officials on selected topics.	_____ (1)	_____ (2)	_____ (3) [17]
K. Subscription(s) to the American School Board Journal for board members.	_____ (1)	_____ (2)	_____ (3) [18]
L. Subscription(s) to other educational journals for board members to read.	_____ (1)	_____ (2)	_____ (3) [19]

5. a) Please put an "x" beside the person or group who, in your district, takes the major responsibility for coordinating the aspects of boardsmanship listed below.   [20,21,22]

    b) Put a circle around the box indicating who should take the major responsibility for [23,24,25] coordination.

	Board as a whole	Board President	Super-inten-dent	State School Boards Assn.	No One	Other (explain)
1. Pre-election orientation program for prospective candidates	☐	☐	☐	☐	☐	☐
2. Overall, comprehensive board development program	☐	☐	☐	☐	☐	☐
3. New board member orientation.	☐	☐	☐	☐	☐	☐

6. a) Indicate with an "x", the person you would most like to have conduct a development program
on the subjects listed. [25-33]

b) Place a circle around the "x" for any groups that have conducted these workshops in your
district in the past two years. [34-41]

	A local board member	Local super-inten-dent	Local admin-istra-tive person-nel	Teach-ers	Federal/ state gov't offi-cials	College/ univer-sity pro-fessors	State school boards assn.	NSBA staff	Lay advi-sors	Other (specify)
1. School fi-nances	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐
2. Collective bargaining	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐
3. Hiring practices	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐
4. Curriculum decisions	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐
5. School facilities	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐
6. Superinten-dent relations	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐
7. Community relations	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐

7. Indicate whether there is or should be a written policy statement in your district for any of
the following:

	Yes, there's a written policy state-ment	No, there's no written policy state-ment	There should be a policy statement	
1. Pre-election orientation program	☐	☐	☐	[42]
2. Orientation program for new board members	☐	☐	☐	[43]
3. Comprehensive board development program	☐	☐	☐	[44]
4. Visits to state and NSBA meetings	☐	☐	☐	[45]

8. Below are listed a series of constraints or limitations on participation in school board
development programs. Please rate them in terms of their impact on you.
(1 = not limiting or constraining   7 = very limiting or constraining)

	Not constraining				Very constraining			
1. Lack of interest on my part.	1	2	3	4	5	6	7	[46]
2. Lack of board president interest.	1	2	3	4	5	6	7	[47]
3. Lack of superintendent interest.	1	2	3	4	5	6	7	[48]
4. Lack of whole board interest.	1	2	3	4	5	6	7	[49]
5. Pressure to conserve funds	1	2	3	4	5	6	7	[50]
6. Lack of personal funds.	1	2	3	4	5	6	7	[51]
7. No time; business competes.	1	2	3	4	5	6	7	[52]
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14. Meetings are too long	1	2	3	4	5	6	7	[59]

15. Other (Please explain): _____

9. Please indicate the incentive behind your involvement in a particular inservice activity.
Check all that apply.

	Remun-eration	Gain know-ledge & skills	Fill pre-service gaps	Fellow-ship with peers	School Board distinc-tion	Travel	Other (explain) Card 2 Dup 1 3CC 4[2]
1. School visitations	☐	☐	☐	☐	☐	☐	☐
2. National or state spon-sored workshop/seminar	☐	☐	☐	☐	☐	☐	☐ [5-12]
3. National or state spon-sored conference	☐	☐	☐	☐	☐	☐	☐ [13-20]
4. University sponsored workshop/seminar	☐	☐	☐	☐	☐	☐	☐ [21-29]
5. Local district work-shop/conference	☐	☐	☐	☐	☐	☐	☐ [49-56]

10. When SCHOOL BOARD DEVELOPMENT activities such as workshops, seminars, conventions, tours and the like are available, as a rule in your district, who attends? Who should attend? (Please check as many as are appropriate.)

		Attends Activities	Should Attend Activities	
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2.	Key staff.	___	___	[59-60]
3.	Candidates for the board.	___	___	[61-62]
4.	Interested district employees.	___	___	[63-64]
5.	Interested district teachers.	___	___	[65-66]
6.	Interested citizens.	___	___	[67-68]
7.	PTA members.	___	___	[69-70]
8.	Advisory committee members.	___	___	[71-72]
9.	Students.	___	___	[73-74]
10.	Newspaper or TV reporters.	___	___	[75-76]
11.	Other. (Please explain: ___)	___	___	[77-78]

11. Imagine that you are confronted with the need, one month from today, of being familiar with a new subject about which you are now ignorant -- for example, computer literacy. Imagine, also, that all the following opportunities to learn about the subject are available to you, but you can choose only two. Which one or two would you select? Card 3
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Z.	Your experiences with the local board prior to serving on it.	1	2	3	4	5	6	7	[33]
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6.	Collective bargaining	1	2	3	4	5	6	7 [43]
7.	Establishment of overall educational goals	1	2	3	4	5	6	7 [44]
8.	Problem solving techniques in policy development	1	2	3	4	5	6	7 [45]
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3.	Role and function of advisory committees	1	2	3	4	5	6	7 [52]
4.	Interdistrict relations	1	2	3	4	5	6	7 [53]
5.	Community relations	1	2	3	4	5	6	7 [54]
6.	Handling grievances	1	2	3	4	5	6	7 [55]
3. FINANCIAL TOPICS								
1.	Budget preparation	1	2	3	4	5	6	7 [56]
2.	Interpretation of budget	1	2	3	4	5	6	7 [57]
3.	Business practices for schools	1	2	3	4	5	6	7 [58]
4.	Local taxation and bonding procedures and terminologies	1	2	3	4	5	6	7 [59]
5.	State funding	1	2	3	4	5	6	7 [60]
6.	Federal aid	1	2	3	4	5	6	7 [61]
4. PERSONNEL TOPICS								
1.	Shape and function of administrative organization	1	2	3	4	5	6	7 [62]
2.	Personnel practices	1	2	3	4	5	6	7 [63]
3.	Staff development	1	2	3	4	5	6	7 [64]
4.	Staff evaluation	1	2	3	4	5	6	7 [65]
5.	Salary structures	1	2	3	4	5	6	7 [66]
6.	Pupil personnel facilities	1	2	3	4	5	6	7 [67]
5. CURRICULUM TOPICS								
1.	Educational Planning	1	2	3	4	5	6	7 [68]
2.	Evaluation of Educational programs	1	2	3	4	5	6	7 [69]
3.	Understanding of instructional program areas	1	2	3	4	5	6	7 [70]
4.	Student/school relations	1	2	3	4	5	6	7 [71]
5.	Special educational programs	1	2	3	4	5	6	7 [72]
6.	Career education (vocational)	1	2	3	4	5	6	7 [73]
7.	Accountability	1	2	3	4	5	6	7 [74]
8.	Population trends and attendance statistics per grade	1	2	3	4	5	6	7 [75]
9.	Extra-curricular activities	1	2	3	4	5	6	7 [76]
10.	Testing practices	1	2	3	4	5	6	7 [77]
11.	Student achievement	1	2	3	4	5	6	7 [78]
6. SCHOOL FACILITIES TOPICS								
1.	School House maintenance	1	2	3	4	5	6	7 [5]
2.	Facilities planning	1	2	3	4	5	6	7 [6]
3.	Transportation	1	2	3	4	5	6	7 [7]
4.	Food service programs	1	2	3	4	5	6	7 [8]

Card 4
Dup 1CC
4[2]

SECTION II: For statistical purposes only. All responses will be kept confidential.

A. Are you:
   1. _____ Male?   2. _____ Female?   [9]
B. What is your age? _____   [10]
C. How long have you served on the school board? _____   [11]
D. How were you first selected to be on the school board?
   1. _____ appointed   2. _____ elected   [12]
E. What is the highest year of formal education completed?
   1. _____ Some high school or less   5. _____ Post-graduate work
   2. _____ High school or equivalent   6. _____ Masters degree
   3. _____ Some college   7. _____ Doctorate
   4. _____ College graduate   8. _____ Other [13]
F. What is your occupational group?
   1. _____ Professional (lawyer, accountant, etc.)   7. _____ Laborer
   2. _____ Farmer   8. _____ Government Service
   3. _____ Homemaker   9. _____ Manager
   4. _____ Technician, skilled worker   10. _____ Sales
   5. _____ Educator   11. _____ Other [14,15]
   6. _____ Office worker

APPENDIX D

Expert Questionnaire

EXPERT QUESTIONNAIRE

Section I:

1. Should there be a formal SCHOOL BOARD DEVELOPMENT program in a school district? That is, should the district or the board itself regularly and systematically seek to build the school board's own skills and knowledge?

   CCI-3
   RES #4
   CARD #1

   A formal SCHOOL BOARD DEVELOPMENT program would likely have a budget, someone in charge, and be thought of as a normal part of school district operation.

   ____(1) Yes. A district should have formal SCHOOL BOARD DEVELOPMENT program.
   ____(2) Sort of. Procedures should be informal. Districts should work at improving school board skills and knowledge as needed, when opportunities arise, or when a board member expresses interest.
   ____(3) No. Districts should not have a formal SCHOOL BOARD DEVELOPMENT program.
   ____(4) I don't know.

   [5]

2. Do you know of a district that in the last 2 years was particularly effective at raising the skills and knowledge of the board or of specific members of the board?

   [6]

3. Briefly, how do you know this was effective?

   [7]

4. Which of the following activities should occur in a district? Where thise occur, should the district pay the costs or should board members pay the costs?

	ACTIVITIES SHOULD OCCUR. DISTRICT SHOULD PAY COSTS.	ACTIVITIES SHOULD OCCUR. BOARD MEMBERS SHOULD PAY COSTS.	
A. Weekend retreat for board members.	____(1)	____(2)	[8]
B. Orientation workshop for school board members.	____(1)	____(2)	[9]
C. Board member participation in state school board assn. conventions.	____(1)	____(2)	[10]
D. Formal survey of board members' needs for purposes of planning SCHOOL BOARD DEVELOPMENT activities.	____(1)	____(2)	[11]
E. Board member participation in NSBA national convention.	____(1)	____(2)	[12]
F. Programs, led by experts, at local school board functions.	____(1)	____(2)	[13]
G. School board member visits to schools within the district.	____(1)	____(2)	[14]
H. School board member visits to schools outside the district.	____(1)	____(2)	[15]
I. School board member participation in workshops or seminars conducted by a university or school board assn.	____(1)	____(2)	[16]
J. Talks to school board members by federal, state or local education officials on selected topics.	____(1)	____(2)	[17]
K. Subscription(s) to the American School Board Journal for board members.	____(1)	____(2)	[18]
L. Subscription(s) to other educational journals for board members to read.	____(1)	____(2)	[19]

5. Put an "x" in the box indicating who should take the major responsibility for coordinating the aspects of boardsmanship listed below.   (20,21,22)

	BOARD AS A WHOLE	BOARD PRESIDENT	SUPERINTENDENT	STATE SCHOOL BOARDS ASSN.	NO ONE	OTHER (EXPLAIN)
1. Pre-election orientation program for prospective candidates.	⬭	⬭	⬭	⬭	⬭	⬭
2. Overall, comprehensive board development program.	⬭	⬭	⬭	⬭	⬭	⬭
3. New board member orientation.	⬭	⬭	⬭	⬭	⬭	⬭

6. Indicate with an "x", the person you would most like to have conduct a development program on the subjects listed. [23-30]

	A LOCAL BOARD MEMBER	LOCAL SUPER- INTEN- DENT	LOCAL ADMINIS- TRATIVE PERSONNEL	TEACH- ERS	FEDERAL/ STATE GOV'T OFFICIALS	COLLEGE/ UNIVER- SITY PRO- FESSORS	STATE SCHOOL BOARDS ASSN.	NSBA STAFF	LAY ADVI- SORS	OTHER (SPECIFY)
1. School finances	▭	▭	▭	▭	▭	▭	▭	▭	▭	▭
2. Collective bargaining	▭	▭	▭	▭	▭	▭	▭	▭	▭	▭
3. Hiring practices	▭	▭	▭	▭	▭	▭	▭	▭	▭	▭
4. Curriculum Decisions	▭	▭	▭	▭	▭	▭	▭	▭	▭	▭
5. School facilities	▭	▭	▭	▭	▭	▭	▭	▭	▭	▭
6. Superintendent relations	▭	▭	▭	▭	▭	▭	▭	▭	▭	▭
7. Community relations	▭	▭	▭	▭	▭	▭	▭	▭	▭	▭

7. Indicate whether there should be a written policy statement in a district for any of the following:

	YES, THERE SHOULD BE A WRITTEN POLICY STATEMENT	NO, THERE SHOULD NOT BE A WRITTEN POLICY STATEMENT	
1. Pre-election orientation program.	▭	▭	[31]
2. Orientation program for new board members.	▭	▭	[32]
3. Comprehensive board development program.	▭	▭	[33]
4. Visits to state and NSBA meetings.	▭	▭	[34]

8. Below are listed a series of constraints or limitations on participation in school board development programs. Please rate them in terms of their impact on school board members.
(1 = not limiting or constraining — 7 = very limiting or constraining)

	NOT CONSTRAINING					VERY CONSTRAINING	
1. Lack of board president interest.	1	2	3	4	5	6	7[35]
2. Lack of superintendent interest.	1	2	3	4	5	6	7[36]
3. Lack of whole board interest.	1	2	3	4	5	6	7[37]
4. Pressure to conserve funds.	1	2	3	4	5	6	7[38]
5. Lack of personal funds.	1	2	3	4	5	6	7[39]
6. No time; business competes.	1	2	3	4	5	6	7[40]
7. No time; family competes.	1	2	3	4	5	6	7[41]
8. Poor quality of such events.	1	2	3	4	5	6	7[42]
9. Embarrassment over personal ignorance of subject matter.	1	2	3	4	5	6	7[43]
10. Week-end meetings badly timed.	1	2	3	4	5	6	7[44]
11. Week-day meetings badly timed.	1	2	3	4	5	6	7[45]
12. Evening meetings badly timed.	1	2	3	4	5	6	7[46]
13. Meetings are too long.	1	2	3	4	5	6	7[47]
14. Other							

(PLEASE EXPLAIN): _____

9. Please indicate the incentive behind a board's involvement in a particular inservice activity. Check all that apply.

CARD 2
DUP 1 3 CC
4 [2]

	REMUNER- ATION	GAIN KNOWLEDGE SKILLS	FILL PRE- SERVICE GAPS	FELLOW- SHIP W/PEERS	SCHOOL BOARD DIS- TINCTION	TRAVEL	OTHER (EXPLAIN)	
1. School visitations.	▭	▭	▭	▭	▭	▭	▭	[5-12]
2. National or state spon- sored workshop/seminar.	▭	▭	▭	▭	▭	▭	▭	[13-20]
3. National or state spon- sored conference.	▭	▭	▭	▭	▭	▭	▭	[21-28]
4. University sponsored workshop/seminar.	▭	▭	▭	▭	▭	▭	▭	[35-42]
5. Local district work- shop/conference.	▭	▭	▭	▭	▭	▭	▭	[49-56]

10. When SCHOOL BOARD DEVELOPMENT activities such as workshops, seminars, conventions, tours and the like are available, as a rule who should attend these activities? *(Please check as many as are appropriate.)*

SHOULD ATTEND ACTIVITIES

1.	Board members only.	___	[57]
2.	Key staff.	___	[58]
3.	Candidates for the board.	___	[59]
4.	Interested district employees.	___	[60]
5.	Interested district teachers.	___	[61]
6.	Interested citizens.	___	[62]
7.	PTA members.	___	[63]
8.	Advisory committee members.	___	[64]
9.	Students.	___	[65]
10.	Newspaper or TV reporters.	___	[66]
11.	Other. *(PLEASE EXPLAIN:)*	___	[67]

_____

11. Imagine that a board is confronted with the need, one month from today, of being familiar with a new subject about which they are now ignorant — for example, computer literacy. Imagine, also that all the following opportunities to learn about the subject are available to a board, but they can choose only two. Which one or two should they select?

[68,69,70]

____(1) Attend 2-hour expert lecture.
____(2) Talk with expert over lunch.
____(3) Listen to audiotape cassette.
____(4) See a film or videotape.
____(5) Confer privately with supt.
____(6) Confer privately with staff.
____(7) Confer privately with board member(s).

____(8) Visit a school or other site where topic is handled effectively.
____(9) Read articles or books selected by school district staff.
____(10) Read articles or books selected from a library.
____(11) None of these. Instead, they should: _____.

12. Consider all the people, resources and opportunities that help a person become an effective board member. Please rate them in terms of their actual assistance for a school board member. Circle one number for each item.

CARD 3
DUP 1 JCC
4 [2]

		NOT VALUABLE				VERY VALUABLE			
A.	Conversations with board president.	1	2	3	4	5	6	7	[1]
B.	Conversations with the board colleagues.	1	2	3	4	5	6	7	[2]
C.	Conversations with the superintendent.	1	2	3	4	5	6	7	[3]
D.	Conversations with the personnel staff.	1	2	3	4	5	6	7	[4]
E.	Conversations with the school business staff.	1	2	3	4	5	6	7	[5]
F.	Conversations with the curriculum staff.	1	2	3	4	5	6	7	[6]
G.	Conversations with teachers in the district.	1	2	3	4	5	6	7	[7]
H.	Conversations with administrators in the district.	1	2	3	4	5	6	7	[8]
I.	Conversations with students in the district.	1	2	3	4	5	6	7	[9]
J.	Conversations with voters in the district.	1	2	3	4	5	6	7	[10]
K.	Conversations with key community leaders.	1	2	3	4	5	6	7	[11]
L.	Formal events at out-of-district meetings.	1	2	3	4	5	6	7	[12]
M.	Informal conversations at out-of-district meetings.	1	2	3	4	5	6	7	[13]
N.	Reading a handbook for new board members.	1	2	3	4	5	6	7	[14]
O.	Reading newsletters & magazines from the state school boards association.	1	2	3	4	5	6	7	[15]
P.	Reading the American School Board Journal.	1	2	3	4	5	6	7	[16]
Q.	Reading newsletters & magazines from NSBA.	1	2	3	4	5	6	7	[17]
R.	Reading education magazines. (Which ones?) _____	1	2	3	4	5	6	7	[18]
S.	Attending state school board association conventions.	1	2	3	4	5	6	7	[19]
T.	Attending NSBA national convention.	1	2	3	4	5	6	7	[20]
U.	Attending state school bd. assn. workshops.	1	2	3	4	5	6	7	[21]
V.	Attending NSBA workshops.	1	2	3	4	5	6	7	[22]
W.	Attending a new board member orientation in the district.	1	2	3	4	5	6	7	[23]
X.	Attending a new board member orientation conference outside the district.	1	2	3	4	5	6	7	[24]
Y.	Personal experience in one's profession.	1	2	3	4	5	6	7	[25]
Z.	Experiences with the local board prior to serving on it.	1	2	3	4	5	6	7	[26]
AA.	Previous experience on other boards.	1	2	3	4	5	6	7	[27]
BB.	Experiences as a parent of school kids.	1	2	3	4	5	6	7	[28]
CC.	Training as an educator.	1	2	3	4	5	6	7	[29]
DD.	Previous work experience in a school district.	1	2	3	4	5	6	7	[30]

13. Listed below are subjects of importance to school board members. Please rate the value of each topic to you for inclusion in a local School Board Development Program. *(Circle one number for each activity.)*

		NOT VALUABLE				VERY VALUABLE			
1.	**GENERAL TOPICS**								
1.	Legal responsibilities	1	2	3	4	5	6	7	[31]
2.	Legislative relationships	1	2	3	4	5	6	7	[32]
3.	Superintendent selection	1	2	3	4	5	6	7	[33]
4.	Superintendent evaluation	1	2	3	4	5	6	7	[34]
5.	Working relations with the super-tendent	1	2	3	4	5	6	7	[35]
6.	Collective bargaining	1	2	3	4	5	6	7	[36]
7.	Establishment of overall educational goals	1	2	3	4	5	6	7	[37]
8.	Problem solving techniques in policy development	1	2	3	4	5	6	7	[38]
9.	R and D for education	1	2	3	4	5	6	7	[39]
10.	Role of school attorney	1	2	3	4	5	6	7	[40]
11.	Parliamentary procedure	1	2	3	4	5	6	7	[41]
12.	State & National School Board Association services	1	2	3	4	5	6	7	[42]
2.	**SCHOOL - COMMUNITY TOPICS**								
1.	Strategies for public communication - media	1	2	3	4	5	6	7	[43]
2.	Community politics, gov't., etc.	1	2	3	4	5	6	7	[44]
3.	Role and function of advisory committees	1	2	3	4	5	6	7	[45]
4.	Interdistrict relations	1	2	3	4	5	6	7	[46]
5.	Community relations	1	2	3	4	5	6	7	[47]
6.	Handling grievances	1	2	3	4	5	6	7	[48]
3.	**FINANCIAL TOPICS**								
1.	Budget preparation	1	2	3	4	5	6	7	[49]
2.	Interpretation of budget	1	2	3	4	5	6	7	[50]
3.	Business practices for schools	1	2	3	4	5	6	7	[51]
4.	Local taxation and bonding procedures and terminologies	1	2	3	4	5	6	7	[52]
5.	State funding	1	2	3	4	5	6	7	[53]
6.	Federal aid	1	2	3	4	5	6	7	[54]
4.	**PERSONNEL TOPICS**								
1.	Shape and function of administrative organization	1	2	3	4	5	6	7	[55]
2.	Personnel practices	1	2	3	4	5	6	7	[56]
3.	Staff development	1	2	3	4	5	6	7	[57]
4.	Staff evaluation	1	2	3	4	5	6	7	[58]
5.	Salary structures	1	2	3	4	5	6	7	[59]
6.	Pupil personnel facilities	1	2	3	4	5	6	7	[60]
5.	**CURRICULUM TOPICS**								
1.	Educational planning	1	2	3	4	5	6	7	[61]
2.	Evaluation of Educational programs	1	2	3	4	5	6	7	[62]
3.	Understanding of instructional program areas	1	2	3	4	5	6	7	[63]
4.	Student/school relations	1	2	3	4	5	6	7	[64]
5.	Special educational programs	1	2	3	4	5	6	7	[65]
6.	Career education (vocational)	1	2	3	4	5	6	7	[66]
7.	Accountability	1	2	3	4	5	6	7	[67]
8.	Population trends and attendance statistics per grade	1	2	3	4	5	6	7	[68]
9.	Extracurricular activities	1	2	3	4	5	6	7	[69]
10.	Testing practices	1	2	3	4	5	6	7	[70]
11.	Student achievement	1	2	3	4	5	6	7	[71]
6.	**SCHOOL FACILITIES TOPICS**								
1.	School house maintenance	1	2	3	4	5	6	7	[72]
2.	Facilities planning	1	2	3	4	5	6	7	[73]
3.	Transportation	1	2	3	4	5	6	7	[74]
4.	Food service programs	1	2	3	4	5	6	7	[75]

APPENDIX E

Board Member and Superintendent Interviews

SCHOOL BOARD PROFESSIONAL DEVELOPMENT

Superintendent Interview

This interview is part of a study of local professional
development programs and practices for school board members.
In the interview, I primarily want to find out about the
nature of your district and the types of inservice work with
school board members which the district engages in.

Although an identifying code is used, please be assured that
your answers will be kept confidential and your name will
not be associated with your responses. All reports compiled
will combine your answers with those of others so as to
respect your privacy and the confidentiality of your answers.

Remember that the purpose of this study is to characterize
the board inservice work of your district and of the people
who work in them. Please be assured that it is not an
evaluation study of you or your district. Please be as frank
and honest as possible when giving your responses. Your
cooperation is greatly appreciated.

CODE: (   )   (   )   (   )

DATE: _____   START TIME: _____

1. <u>Organizational Structure</u>

    a)   What is the existing organizational structure of this
           district? (Where possible refer to organizational
           chart. Identify areas and people in district INVOLVED
           IN BOARD DEVELOPMENT WORK)

          • HOW LONG HAS THIS CHART BEEN IN EFFECT

          • HOW LONG HAVE YOU BEEN IN CHARGE OF THE DISTRICT

          • WHAT AREAS AND PERSONNEL HAVE BEEN INVOLVED IN
            BOARD DEVELOPMENT WORK.

b) Will you please describe your role in relation to
the school board? How does your school board role
in this district differ from that of superintendents
in other districts of the same type.

2. Mission

a) Would you describe the overall purpose and structure of
your school board professional development program?
How does your program differ from that of other districts
of the same type? (PROBE FOR:

- POLICIES
- PRE-SERVICE ORIENTATION
- NEW BOARD MEMBER ORIENTATION
- ONGOING DEVELOPMENT)

3. <u>Program Decisions</u>

a) We've talked a little about the organization of the
    development program. Now I'd like to learn a little
    about how it developed. Were there any special histori-
    cal factors that affected the development of your school
    board inservice program?

b) I'd like to ask some more specific questions about the development of programs for board members in this district. Generally speaking, how does this district decide what its program will be? (PROBE FOR:

- ROLE OF BOARD MEMBERS

- ROLE OF SUPERINTENDENT AND DISTRICT OFFICE

- OTHER FACTORS - PSBA, STATE MANDATES, NEEDS ASSESSMENTS AND EVALUATIONS, COMMUNITY GROUPS)

4. <u>Knowledge Transfer Activities</u>

   a) Generally, what benefits do you expect school board
      members or the board as a whole will receive as a
      result of the board development program?

   b) What are some of the more effective strategies and
      tactics you use to help school board members get these
      benefits?

c) In your opinion, what is the key to a superintendent's success in working with boards? (PROBE:

- SPECIAL QUALITIES
- SPECIAL SKILLS)

d) What are some of the characteristics of boards in general and your board members in particular that affect whether board members benefit from the inservice information you offer them?

5. Knowledge Use

    a) In what areas have you concentrated the greatest part of your school board inservice efforts over the past year?

    b) Let's take the area where you did the most work. What issues or problems did you work with the board on this year? (IDENTIFY:

- DIRECTION GIVEN BY THE SUPERINTENDENT
- ASSISTANCE OFFERED (SPEAKERS, SEMINARS, ETC.)
- WHERE TRAINING WAS DONE
- WHEN TRAINING WAS DONE
- WHO PARTICIPATED
- BOARD'S RESPONSE
- WHAT CHANGES WERE MADE
- WHAT EVALUATION WAS CONDUCTED)

c) What other issues or problems did you work with the
   board on this year? (IDENTIFY:

   - DIRECTION GIVEN BY THE SUPERINTENDENT
   - ASSISTANCE OFFERED
   - WHERE TRAINING WAS DONE
   - WHO PARTICIPATED
   - BOARD'S RESPONSE
   - WHAT CHANGES WERE MADE
   - WHAT EVALUATION WAS MADE)

d) What other informal inservice practices do your board
members engage in to help themselves acquire the necessary
knowledge and skills?

6. <u>Board/Administrative Relations</u>

a) On the average, about how many times a week do you talk
to board members about problems or issues in the district?

| 0-4 | 5-8 | 9-12 | 13+ |

b) On the average, about how many times a week do you talk
to your board president about education in the district?

| 0-4 | 5-8 | 9-12 | 13+ |

c) Would you say that board members usually initiate contact
with you, that you usually initiate contact with them or
that it's about even - you each initiate contact about the
same amount?

| <u>Board initiates</u> | <u>About even</u> | <u>Supt. initiates</u> |
| 3 | 2 | 1 |

d) All in all, how well informed would you say the board is
on education in the district?

| <u>Very well</u> | <u>Moderately well</u> | <u>Moderately poorly</u> | <u>Very poorly</u> |
| 4 | 3 | 2 | 1 |

e) How supportive is the board president of your work with the board?

<u>Very</u>   <u>Moderately</u>   <u>Not too helpful</u>   <u>Not at all helpful</u>
  4   3   2   1

f) In some districts, it's hard for board and administration to get together and share information, while in other districts it's easy. How easy is it here for board and administration to get together and share information?

<u>Very easy</u>   <u>Moderately easy</u>   <u>Moderately hard</u>   <u>Very hard</u>
   4   3   2   1

g) What are some of the things that make it hard to get together?

h) Are there any things that make it easy?

7. Do you have any final comments to make about your board, your district, your work and/or the interview itself?

8. INTERVIEWER CHECK: _____MALE _____FEMALE

9. END TIME:_____ LENGTH OF INTERVIEW:_____

10. INTERVIEWER'S COMMENTS:

SCHOOL BOARD PROFESSIONAL DEVELOPMENT

Board Member Interview

This interview is part of a study of local professional
development programs and practices for school board members.
In the interview, I primarily want to find out about the
nature of your district and the types of inservice work
with school board members which the district engages in.

Although an identifying code is used, please be assured
that your answers will be kept confidential and your name
will not be associated with your responses. All reports
compiled will combine your answers with those of others
so as to respect your privacy and the confidentiality of
your answers.

Remember that the purpose of this study is to characterize
the board inservice work of your district and of the
people who work in them. Please be assured that it is not
an evaluation study of you or your district. Please be
as frank and honest as possbile when giving your responses.
Your cooperation is greatly appreciated.

CODE: ( ) ( ) ( )

DATE:_____   START TIME:_____

1. <u>Mission</u>

    a) Would you describe the overall purpose and structure
        of your school board professional development program?
        How does your program differ from that of other districts
        of the same type? (PROBE FOR:

        ● POLICIES

        ● PRE-SERVICE ORIENTATION

        ● NEW BOARD MEMBER ORIENTATION

        ● ON-GOING ORIENTATION)

2. <u>Program Decisions</u>

    a) We've talked about the purpose and structure of the
        board development program. Now I'd like to learn a
        little about how it developed. Were there any special
        historical factors that affected the development of
        this program?

    b) I'd like to ask some more specific questions about the
        development of programs for board members in this dis-
        trict. Generally speaking, how does this district decide
        what its program will be? (PROBE FOR:

        ● ROLE OF BOARD MEMBERS

        ● ROLE OF SUPERINTENDENT AND DISTRICT OFFICE

        ● OTHER FACTORS - PSBA, STATE MANDATES, NEEDS
          ASSESSMENTS AND EVALUATIONS, COMMUNITY GROUPS)

3. <u>Knowledge Transfer Activities & Use</u>

a) Generally, what kinds of knowledge, skills or products do you hope board members will develop as a result of the board development program?

b) In your opinion, what is the key to a superintendent's success in working with boards? (PROBE:

- SPECIAL QUALITIES
- SPECIAL SKILLS)

c) What are some of the characteristics of boards in
    general and your board members in particular that
    affect whether board members benefit from the inservice
    information you offer them?

d) Can you give some examples of how the board development
    program has functioned over the past school year?
    (IDENTIFY:

    • AREAS OF CONCENTRATION

    • HOW ACTIVITY WAS ORIGINATED

    • DIRECTION GIVEN BY SUPERINTENDENT

    • ASSISTANCE OFFERED (WORKSHOPS, SEMINARS, ETC.)

    • WHERE TRAINING WAS DONE

    • WHEN TRAINING WAS DONE

    • WHO PARTICIPATED

    • BOARD'S RESPONSE

    • WHAT CHANGES WERE MADE)

e) How many board members this year have attended or will attend:

    (1)   PSBA STATE CONFERENCE _____

    (2)   NSBA CONFERENCE _____

    (3)   PSBA WORKSHOPS/SEMINARS _____

        WHICH ONES_____

    (4)   I.U. WORKSHOPS/SEMINARS _____

        WHICH ONES_____

    (5)   UNIVERSITY WORKSHOPS/SEMINARS _____

        WHICH ONES_____

f) How many board members have:

    (1)   visited schools in the district _____?

    (2)   visited schools outside the district _____?

g) Other than formal board development activities, what informal inservice practices do you and your board engage in to help yourselves acquire the necessary knowledge and skills?

4. <u>District Characteristics</u>

  a) What are the primary educational problems that
     the district faces? Which ones do you think are
     raised most often to central office staff?

5. Board/Superintendent Relations

  a) On the average, about how many times a week do you talk
     to your board colleagues about problems or issues in the
     district?

     ___0-4___   ___5-8___   ___9-12___   ___13+___

  b) (If board member is not president) On the average about
     how many times a week do you talk to your board president
     about education in the district?

     ___0-4___   ___5-8___   ___9-12___   ___13+___

  c) Would you say that board members usually initiate
     contact with you, that you usually initiate contact
     with them, or that it's about even - you each initiate
     contact about the same amount?

     <u>Board initiates</u>   <u>About even</u>   <u>You initiate</u>
            1   2   3

d) All in all, how well informed would you say the board
is on education in the district?

Very well   Moderately well   Moderately poorly   Very poorly
4   3   2   1

e) On the average, about how many times a week do you talk
to your superintendent about problems or issues in the
district?

0-4   5-8   9-12   13+

f) Would you say that board members usually initiate contact
with the superintendent, that he/she initiates contact
with them or that it's about the same amount?

Board initiates   About even   You initiate
3   2   1

g) In some districts it is hard for board and administration
to get together and share information, while in other
districts it's easy. How easy is it here for board and
administration to get together and share information?

Very easy   Moderately easy   Moderately hard   Very hard
4   3   2   1

h) What are some of the things that make it hard to get
together?

i) Are there any things that make it easy?

6. Do you have any final comments to make about the board, the district, the superintendent and/or the interview itself?

7. END TIME:_____   LENGTH OF INTERVIEW:_____

8. INTERVIEWER'S COMMENTS:

APPENDIX F

Follow Up Letters

251 Cheswold Lane
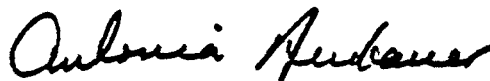Haverford, PA 19041

November 10, 1980

Dear Board President,

Several weeks ago, a questionnaire was mailed in which your
superintendent, a board member, and you were asked to respond
to questions pertaining to local school board professional
development programs. It is important that I receive
questionnaires from all three of you for comparison purposes.

As it is possible that you were unable to complete the
questionnaire or accidentally mislaid it, I am enclosing a
second copy. I realize the busy schedule you have, but I hope
that you will take a few minutes within the next few days to
complete and return the questionnaire.

In order to complete this study, I must have responses from
board members. It is my opinion that the future of local
control of education depends on the ability of the local
school board to deal with complex educational problems.
Therefore, studies of this nature are essential in order to
help school boards maximize their operational efficiency.

Sincerely,

Antonia Neubauer
Educational Coordinator

251 Cheswold Lane
Haverford, PA 19041

November 10, 1980

Dear Superintendent,

Several weeks ago, a questionnaire was mailed to you in which the board president, a board member who had served at least one year, and you were asked to respond to questions pertaining to local school board inservice programs and practices. I have received questionnaires from:

( ) Superintendents

( ) Board Presidents

( ) Board Members

It is very possible that those who have not responded have mislaid their questionnaires; so therefore, I am enclosing a second copy.

I appreciate the fact that you were kind enough to distribute the questionnaires to the appropriate individuals. Since I was not able to receive a sufficient response from the first mailing, I am asking for your assistance in repeating the procedure.

It is my opinion that the future of local control of education depends on the ability of the local school board to deal with its complex educational problems. Studies of this nature are essential in improving the quality of technical assistance given to school board members and, thus, the overall quality of school board performance.

Would you please forward the enclosed questionnaire to the appropriate individuals.

Thank you for your time and cooperation. If I can ever be of service to you, do not hesitate to ask.

Sincerely,

Antonia Neubauer
Educational Coordinator

251 Cheswold Lane
Haverford, PA 19041

November 10, 1980

Dear Board Member,

Several weeks ago, a questionnaire was mailed in which your
superintendent, your board president and you were asked to
respond to questions pertaining to local school board
professional development programs. It is important that I
receive questionnaires from all three of you for comparison
purposes.

As it is possible that you were unable to complete the
questionnaire or that you accidentally mislaid it, I am
enclosing a second copy. I realize the busy schedule you
have, but I hope that you will take a few minutes within
the next few days to complete and return the questionnaire.

In order to complete this study, I must have responses from
board members. It is my opinion that the future of local
control of education depends on the ability of the local
school board to deal with complex educational problems.
Therefore, studies of this nature are essential in order to
help school boards maximize their operational efficiency.

Sincerely,

Antonia Neubauer
Educational Coordinator

APPENDIX G

Effective District Efforts at Raising Board Member Skills

Activities Performed

1. Individual instruction by superintendents and board members

2. One-on-one meeting with new board members

3. Having new members visit each school and talk with principals and administrators

4. Two-day yearly budget workshop

5. Topical dinner meetings

6. Area by area presentations of academic programs

7. Weekly briefing sessions on all aspects of school operations

8. Monthly education briefings on curriculum and instruction

9. Had various professionals (insurance, property management) speak at work sessions

10. Board/administrative retreat over weekend to review long and short range plans

11. Schedule two work or discussion sessions per month other than regular meeting

12. Visits to school during school hours

13. We depend on PSBA publications for information and knowledge

14. Conducted physical plant inspections

15. Board inservice meetings with IU and PSBA representatives

16. Increased attendance at state and national meetings

17. Fifteen to twenty minute workshop at the end of each formal meeting on topics selected by the superintendent

18. Joined study council

19. Attended state executive seminars

Activities Performed - Page 2

20. Increased participation of board members on various committees to study issues firsthand

21. Board self-analysis system

22. Nothing, many board members have never attended a state or national conference

23. Board inservice weekend

24. Full day spent with new members meeting key personnel and discussing our roles

25. Monthly work sessions to explain how policy and school law work to make effective schools

26. Committee system where everyone has an active part

27. Intermediate Unit workshops

28. Used PSBA, NSBA, Department of Education materials as bases for discussion in work sessions

29. Administration always available for consultations

30. Attendance at regional, state, and national conferences

31. Workshops on textbook adoption procedures, hiring practices, cost cutting

32. SHASDA workshops - boards in the South Hills

33. Conflict resolution grant application and follow up project

34. Professional advice in policy making and finance

35. Saturday workshops to review and develop policy manual

36. Weekly superintendent updates

37. Attendance at MBO seminar

38. School board/administration meetings, school board/ teacher/administration meetings

Activities Performed - Page 3

39. Workshops once a week before board meeting

40. Members met with experts in their field--underwriters, fire insurance salesmen, teachers, engineers, and architects

41. Formed committees instead of committee of the whole

42. Used Phi Delta Kappa materials for long range planning

43. Parliamentary procedure workshop

44. Management team includes all key administrators

Proof of Effectiveness

1. Productivity

2. Personal satisfaction of recognizing problem and getting gears in motion to solve it

3. Facts speak for themselves

4. Increased ability to handle problems

5. Interest shown by members

6. Increased contributions of individual members

7. Raised good questions and thought about changes

8. Level of awareness of board business

9. New members participate faster

10. Communication skills were improved

11. Can comprehend alternatives

12. Aided decision making

13. Instituted a maintenance program

14. Can see the attitude and understanding as time goes on

15. It gave me a better understanding of what is going on

16. Shortens meetings

17. Relates directly to real problems and produces solutions

18. Highly favorable budget acceptance votes

19. Observation of board members change of attitude

20. Working relationships that developed

21. Display of enthusiasm by board toward their respective tasks

22. We get a lot of things done and done well. Productivity!

Proof of Effectiveness - Page 2

23. Personal satisfaction of recognizing a problem and getting the gears in motion to solve it

24. Change in behavior of board members. They are more professional.

25. Agreement with teachers union

26. Better community support

27. Board recognizes clearly why administration does things

28. By what I have learned, I can make better decisions for better education

30. Board has more noticible common goals

APPENDIX H

Policy Statements on Board Development

SELF-DEVELOPMENT OPPORTUNITIES
BOARD OF SCHOOL DIRECTORS

The school board in modern America faces a difficult set of challenges.
It must fashion a quality educational program to prepare children for an
unpredictable tomorrow. It must decide complex issues of policy and principle.
It must oversee the prudent management of our community's extensive school
facility. It is right and proper for the public to expect its elected board
members to demonstrate high qualities of leadership as they deal with affairs
of the public schools. It is also right and proper for a school board to
expect public support for its efforts to enlarge the horizons and abilities
of its members.

The Board of School Directors places a high priority on the importance of
a planned and continuing program of self-development for its members. The
central purpose of the program is to enhance the quality and effectiveness of
public school governance in our community. The Board shall plan specific
activities designed to assist Board members in their efforts to improve their
skills as members of a policymaking body; to expand their knowledge about
trends, issues and new ideas affecting the continued welfare of our local
schools; and to deepen their insights into the nature of leadership in a modern
democratic society.

The Board regards the following activities and services as appropriate:

1. An orientation program shall be conducted for each new board member;

2. The school district shall subscribe to publications addressed to the
    concerns of board members;

3. Curriculum reports shall be presented at public meetings;

4. Board members shall be encouraged to participate in school board
    conferences, conventions and workshops; and

5. Joint meetings with neighboring school boards or a consortium of school
    boards shall be pursued for an exchange of ideas on various facets of
    school district operations.

Every attempt shall be made to budget annually sufficient funds to finance
participation of Board members in the activities described above. The Board as
a whole, following the procedure outlined in the School Code, shall approve or
disapprove the participation of members in planned activities. The public shall
be kept informed through the news media and reports at Board meetings about the
Board's continuing self-development program and the expected short- and long-
range benefits to the school district.

Source: Minutes, May 8, 1978

BOARD-MEMBER ORIENTATION/DEVELOPMENT OPPORTUNITIES

The magnitude of school board membership calls for knowledge and under-
standing in many areas related to education and the governance and adminis-
tration of public schools. Under the guidance of experienced Board members
and the Superintendent, orientation will be provided to new Board members
through activities such as:

    a.   workshops, conducted by the state or other school boards
        associations;
    b.   discussions and visits with the Superintendent and other
        members of the school staff;
    c.   provision of materials on school laws, Board policies, and
        administrative procedures. A copy of the Board's policy
        manual shall be delivered to new members as soon as possible
        after their election.

Orientation shall be considered as an ongoing process for all Board members,
and may include such activities as those indicated above and the following
as well:

    a.   attendance at school board and administrative conferences
        and conventions on a local, area, state, and national basis;
    b.   exchange of ideas through joint meetings with the neighboring
        school boards.

Based on practice and adopted 1974

1130   ELECTION OR APPOINTMENT OF BOARD MEMBERS

P1130.6   Newly-elected Board members shall be given a copy of the
           Policy Manual of the school district and encouraged to
           read the contents for background information and in prepara-
           tion for their service as a member of the Board.

NEW BOARD MEMBER ORIENTATION

A new member--or any person designated for appointment as a new member of the
               Board of Education--is to be afforded the Board's and the
staff's fullest measures of courtesy and cooperation. Board and staff shall
make every feasible effort to assist the new member to become fully informed
about the Board's functions, policies, procedures, and problems.

1.   In the interim between appointment and actually assuming office the
     new member will be invited to attend all meetings and functions of the
     Board, including executive sessions, and is to receive all reports and
     communications normally sent to Board members.

2.   A special workshop will be convened for the primary purpose of orient-
     ing the new member to his or her responsibilities, to the Board's
     method of operating, and to school district policies and problems.

3.   The new member is to be provided with copies of all appropriate pub-
     lications and aids, including the Board policy manual and publications
     of the state and national school boards associations.

4.   The Board chairman and members of the administrative staff will also
     confer with the new member as necessary on special problems or concerns.

004.00 New Member Orientation

A. <u>Background</u> - School Board membership calls for knowledge of and orientation to a broad spectrum of matters crucial to the proper operation of the schools.

B. <u>Policy</u> - Orientation will be provided to new Board members through activities such as:

1. Workshops for new Board members conducted by state and area school boards' associations and the Allegheny Intermediate Unit;

2. Discussions and visits with the Superintendent and other members of the school staff;

3. Distribution of materials concerning Board and administrative policies and procedures;

4. Conferences regarding the history of the District and its current situation.

ORIENTATION OF MEMBERS   1600

1600.1 Members-elect to the school board shall be entitled and encouraged to participate in an in-depth orientation program to be organized by the superintendent and conducted under his/her supervision. Such orientation program shall be held between the time of the final election and the beginning of the terms of the members-elect.

1600.2 The school district policy manual shall be available for newly elected board members to read and study prior to the beginning of their term of office.

CONVENTIONS AND MEETINGS: BOARD ATTENDANCE   1620

1620.1   The Board of School Directors of any district may appoint one or more
          of its members, its non-member secretary, and its Solicitor, if any, as
          delegates to any state convention or Association of School Directors,
          held within the Commonwealth. All necessary expenses shall be defrayed
          by the school district.

1620.2   Directors may also be approved to attend meetings of educational or
          financial advantage to the district and may be approved to attend the
          annual convention of the National School Boards Association or any
          other educational convention within the Commonwealth or outside the
          state, not to exceed two meetings out of state in any one school year.

1620.3   For out of state meetings for Board members only there will be expenses
          actually and necessarily incurred in going to, attending and returning
          from the place of such meetings, including travel, travel insurance,
          lodging, meals, admission fees and other incidental expenses necessarily
          incurred, but not exceeding thirty dollars ($30.00) per day for lodging
          and meals. Actual expenses shall be allowed with mileage for travel by
          car at the rate of seventeen cents (17¢) for each mile in going to and
          returning from each meeting.

1620.4   Advance payments may be made by the proper officers of the district, but
          a final itemized verified statement of such expenses shall be submitted
          upon return from such convention and an adjustment shall be made either
          by refund or additional payment to meet the verified expenses actually
          incurred. (Note: The legal provision for attendance at county meetings
          has been omitted because of recent changes of law. This section can be
          provided at a later date, if needed.)

1620.5   Hotel, travel (unless by car) and registration receipts shall be attached
          to claims for reimbursement.

1620.6   A school director shall be reimbursed for necessary expenses actually
          incurred as delegate to any State convention or association of school
          directors held within the Commonwealth, or for necessary expenses
          actually incurred in attendance authorized by the Board at any other
          meeting held within the Commonwealth or at an educational convention
          out-of-state provided that such expenses do not exceed a daily established
          rate for meals and lodging. Actual travel shall be reimbursed at the
          rate established in the negotiated contract. No member shall be
          reimbursed for more than two such out-of-state meetings in one school
          year. Such expenses shall be reimbursed only upon presentation of an
          itemized, verified statement, except that advance payments may be made
          upon presentation of estimated expenses to be incurred.

1620.7   In keeping with its stated position on the need for continuing in-service
          training and development for its members, the Board encourages the
          participation of all members at appropriate school board conferences,
          workshops, and conventions. However, in order to control both the
          investment of time and expenditure of funds necessary to implement this
          policy, the Board establishes these principals and procedures for its
          guidance. The Board will periodically decide which meetings appear to
          offer the most promise of direct and indirect benefits to the school
          district.

Internal Board Operations

Orienting New Board Members

The Board and the administrative staff shall assist each new member-elect to understand the Board's functions, policies, and procedures and operation of the school system before he takes office. The following methods shall be employed:

a. The electee shall be given selected material on the functions of the Board and the School system.

b. The electee shall be invited to attend Board meetings and to participate in its discussions.

c. The incoming member shall be invited to meet with the Superintendent and other administrative personnel to discuss services they perform for the Board.

d. A copy of the Board's policies and by-laws, administrative regulations and copies of pertinent materials developed by the State School Directors Association.

ORIENTATION OF SCHOOL BOARD MEMBERS - ELECT   1600

Members-elect to the Board shall be entitled and encouraged to take advantage of an in-depth orientation program to be organized by the Superintendent and conducted under his supervision. Such orientation program shall be held between the time of the final election and the beginning of the terms of the members-elect. A school district policy manual shall be made available to members-elect once their election to the Board has been confirmed.

APPROVAL SHEET

The dissertation submitted by Antonia R. Neubauer has been read and approved by the following committee:

Dr. Melvin P. Heller
Director and Professor
Administration and Supervision
School of Education, Loyola

Dr. Max A. Bailey, Director
Associate Professor
Administration and Supervision
School of Education, Loyola

Dr. Philip Carlin
Associate Professor and Chairman
Administration and Supervision
School of Education, 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.

December 6, 1982

Date

Director