



An investigation of school board responsiveness in rural school districts participating in a planned educational change strategy  
by Hans Harvey Johnson

A thesis submitted in partial fulfillment of the requirements for the degree of DOCTOR OF EDUCATION  
Montana State University  
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**Abstract:**

The purpose of this study was to investigate the influence of the Rural Futures Development (RFD) Strategy on rural school boards. The RFD Strategy was developed by the Northwest Regional Educational Laboratory in Portland, Oregon and was recently initiated in five school districts in Washington state's Educational Service District (ESD) 101.

The intent of the RFD Strategy in relation to school boards was to assist them by putting into their hands the means of systematically receiving citizen, school staff and student demands, and to further help board members identify ways to respond to and deal with information coming from these groups. Therefore, the subjects analyzed in this study were: (1) demands formally presented to school boards, (2) the manner by which these demands were converted to actions, and (3) the responsiveness of school boards to demands presented by citizens, school staff, and students. Data was obtained from a structured review of the official minutes of school board meetings. School board meeting minutes were collected for two time periods, the first representing a pre-RFD Strategy initiation period, the second representing a post-RFD Strategy initiation period. A comparison group of five ESD 101 school districts not participating in the RFD Strategy was used as a control, and data was analyzed utilizing the Mann-Whitney U Test.

Overall, the analyses of the hypotheses generated for this study showed no change of statistical significance between pre and post-RFD Strategy initiation periods. Two findings of statistical significance were achieved however. (1) The change in the number of demands formally presented to school boards by students in districts involved in the RFD Strategy was determined to be different from the change in the number of demands formally presented to school boards by students in districts not involved in the RFD Strategy subsequent to the initiation of the RFD Strategy, and (2) the change in the number of demands formally presented to school boards by local citizens in districts involved in the RFD Strategy was determined to be different from the change in the number of demands formally presented to school boards in districts not involved in the RFD Strategy subsequent to the initiation of the RFD Strategy. Due to the configuration of the data the change in the number of student demands in the involved districts could not be attributed to the influence of the RFD Strategy; however, the change in the number of local citizen demands could. These conclusions must be considered tentative however, in that at the time this study concluded the involved districts had only proceeded a portion of the way through one complete cycle of the RFD Strategy. Particular trends in the data did appear however, which allowed for speculation of the possible influence of the RFD Strategy over time. It was recommended that this study, with suggested refinements, be essentially duplicated at such time when one complete cycle of the RFD Strategy had been completed, and that future hypotheses on the influence of the RFD Strategy consider the speculations achieved in this study.

Though overall, findings of statistical significance were not achieved in this study the use of school board meeting minutes as a means of obtaining data on the functioning of entire school boards proved

useful and feasible. The minutes utilized in this study were of sufficient quality to determine the origins and dispositions of most demands. The directions produced in this study for categorizing demands and determining demand processing style also proved useful and adequate.

AN INVESTIGATION OF SCHOOL BOARD RESPONSIVENESS  
IN RURAL SCHOOL DISTRICTS PARTICIPATING IN A  
PLANNED EDUCATIONAL CHANGE STRATEGY

by

HANS HARVEY JOHNSON

A thesis submitted in partial fulfillment  
of the requirements for the degree

of

DOCTOR OF EDUCATION

Approved:

John W. Kohl  
Chairperson, Graduate Committee

Henry W. Wood  
Head, Major Department

Henry L. Parsons  
Graduate Dean

MONTANA STATE UNIVERSITY  
Bozeman, Montana

May, 1977

## ACKNOWLEDGMENTS

I would like to express my gratitude to Dr. John Kohl, the chairman of my committee, who provided me with a meaningful experience in research and gave so willingly of his time and friendship; to Dr. Eric Strohmeyer who worked with me on my statistical analysis; to Dr. Gerald Sullivan, Dr. Douglas Herbster, and Mr. Burl Winchester for assisting in shaping this thesis; to the staff of the Rural Education Program at the Northwest Regional Educational Laboratory for assisting me in determining the research methodology of this thesis, with special gratitude to Dr. Raymond Jongeward for his guidance and friendship; to Mr. Robert Price, superintendent of Washington state's Educational Service District (ESD) 101, and to Mr. Mike Altman, Ms. Vicki Braglio, Mr. Mike Slater, and Mr. Dick Bloom, employees of ESD 101, for their assistance and guidance in field work related to this thesis; to all of the superintendents of the school districts utilized in this study for assisting me in obtaining copies of school board meeting minutes; and especially to my wife Paula for her patience and support in seeing me through this experience.

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## ABSTRACT

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The intent of the RFD Strategy in relation to school boards was to assist them by putting into their hands the means of systematically receiving citizen, school staff and student demands, and to further help board members identify ways to respond to and deal with information coming from these groups. Therefore, the subjects analyzed in this study were: (1) demands formally presented to school boards, (2) the manner by which these demands were converted to actions, and (3) the responsiveness of school boards to demands presented by citizens, school staff, and students. Data was obtained from a structured review of the official minutes of school board meetings. School board meeting minutes were collected for two time periods, the first representing a pre-RFD Strategy initiation period, the second representing a post-RFD Strategy initiation period. A comparison group of five ESD 101 school districts not participating in the RFD Strategy was used as a control, and data was analyzed utilizing the Mann-Whitney U Test.

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Though overall, findings of statistical significance were not achieved in this study the use of school board meeting minutes as a means of obtaining data on the functioning of entire school boards proved useful and feasible. The minutes utilized in this study were of sufficient quality to determine the origins and dispositions of most demands. The directions produced in this study for categorizing demands and determining demand processing style also proved useful and adequate.

## CHAPTER I

### INTRODUCTION

#### Background Information

Realizing that rural education is unique and requires unique functional structures, the Rural Education Program at the Northwest Regional Educational Laboratory in Portland, Oregon developed the Rural Futures Development (RFD) Strategy. It was hoped by the developers of the RFD Strategy, that this strategy would encourage and support the development of processes, skills and structures required for change in rural communities and their schools. The RFD Strategy's primary purpose was to strengthen local educational problem solving capabilities through the combined efforts of educational support agencies, community members, school employees, and students. The strategy was intended to provide these audiences with processes and skills for improving their communication, decision making, and problem solving skills (Rural Education Program, 1975:3-28).

The RFD Strategy was guided by four general principles:

1. Participatory Decision Making. Support for school programs increases when those who feel that a decision

affects them are given the opportunity to influence the decision and the way it is made.

2. Choice. Educational solutions are not the same for every community; communities improve the quality of their educational programs when they become skilled in selecting solutions that match their values and resources.

3. Process. When people follow a systematic procedure for making choices and changes, they can make the best use of existing resources.

4. Comprehensiveness. Because complex relationships exist between students and adults, between teaching and learning, and among schools, communities, and support agencies, a global change strategy, not a parade of separate innovations, is needed. (Rural Education Program, 1975b: 9)

Additionally, several assumptions underlay the RFD approach to educational change:

1. All individuals have the right to participate in decisions that affect them.

2. When decision making is shared, the decisions that are made accurately reflect the opinions and knowledge of the entire group.

3. Change is inevitable, but if change is planned, educational opportunities are more likely to improve than if they are simply allowed to "happen."

4. When people from the community and school communicate, support for school programs increases.

5. As people develop skill at solving problems and communicating with one another, they become more self-reliant and the chances that educational improvements will succeed increase.

6. Every individual has worth and dignity.

7. Conflict is natural and common and can be dealt with constructively.

8. A process facilitator is helpful to persons seeking to bring about planned change. (Rural Education Program, 1975b: 10)

Participation in the RFD Strategy was carried out through a school-community group (SCG) which was made up of individuals who

represented all community opinion groups, the school staff, and the student body. The SCG served as the mechanism by which participants influenced local educational decision making (Rural Education Program, 1975: 10-21)..

Participants in the RFD Strategy were assisted by trained process facilitators. The process facilitators worked in the local communities and schools, assisting people to become better problem solvers and decision makers. Further, process facilitators helped local decision makers organize, employ systematic procedures, and gain skills (Rural Education Program, 1975b: 10-11).

The school board links the community and the school. It was this link which led to the focus of this study. It was the intent of the RFD Strategy to assist school boards by putting into their hands the means of systematically receiving citizen, school staff, and student recommendations, and to further help local boards identify ways to respond to and deal with information coming from these groups. The goal of the strategy with reference to school boards was the active participation of board members in giving leadership to and effectively utilizing school staff, student, and community participation in planning for school change (Rural Education Program, 1975c: 16-21).

The following table outlines the phases of the RFD Strategy and activities which accompanied them.

Table 1

## RFD Strategy Activities by Phase

| PHASES   | COMMUNITY   | SCHOOL*  | SCHOOL BOARD  |
|--|---|--|---|
| PHASE I<br>AWARENESS<br>1-2 months                   | Recognize the need for broader based participation in educational improvements and agree to participate in the Rural Futures Development Strategy   |  |   |
| PHASE II<br>GETTING STARTED<br>1-2 months            | Nominate opinion leaders to the School-Community Group (SCG)<br><br>SCG   |  | Appoints the School-Community Group members   |
| PHASE III<br>FOCUSING ON THE PROBLEM<br>1-4 months   | Conducts a community-wide survey of problems or goals related to education  | Contributes to the goals survey<br><br>Examines the school's organizational capacity                             | Confirms the School-Community Group report on goals                                   |
| PHASE IV<br>SEARCHING FOR ALTERNATIVES<br>2-4 months | Generates alternatives and chooses a solution to the identified educational problem   | Participates in the search for a solution<br><br>Conducts problem solving to improve organizational capabilities | Reviews and confirms recommendations for a solution                                   |
| PHASE V<br>PLANNING FOR ACTION<br>1-3 months         | Plans for implementing and evaluating the chosen project  | Contributes to planning<br><br>Readies the school for the results of SCG activities                              | Confirms project plans  |
| PHASE VI<br>CARRYING OUT THE PLAN<br>4-5 months      | Carry out implementation and evaluation of the project  |  | Reviews the progress of the project   |
| PHASE VII<br>ASSESSING THE RESULTS<br>1-2 months     | Summarizes the results of the project and participation in the school-community process<br><br>Makes plans to recycle the problem-solving effort to the beginning of Phase II; III, or IV | Participates in preparing the report and planning to recycle   | Reviews/confirms the evaluation reports<br><br>Aids in planning the effort to recycle |

TOTAL: 11-20 months or 1-2 school years, excluding summer months.

\*(Staff, Students, Administrators)

### Purpose

The purpose of this study was to investigate school board responsiveness in rural school districts participating in the RFD Strategy. The objects of analysis in this study were demands confronted by the school board in legally established school board meetings and the process by which these demands were converted to actions.

The context for the analysis of demands and the manner in which demands were converted to actions was provided by the following assumptions: (1) the RFD Strategy will influence the number of demands confronted by the school board, (2) the RFD Strategy will influence the frequency of types of demands confronted by the school board, (3) the RFD Strategy will influence the frequency of demands emanating from particular groups, (4) the RFD Strategy will influence the manner in which the school board processes demands, and (5) the RFD Strategy will influence school board responsiveness to demands.

These assumptions identified the major analytic variables investigated in this study. These variables were: (1) level of demands, (2) demand-processing style, and (3) level of responsiveness. By gathering data on types of demands, origins of demands and the manner by which demands were processed, it was ascertained



whether school board responsiveness to constituent demands changed over the course of the study period.

### Statement of the Problem

Many people feel that schools have become isolated from the communities that support them. As a result, citizens throughout the country are demanding to be involved, and new laws are reflecting the demand by mandating participation (Rural Education Program, 1976: 1). Part of the problem of rural schools may be seen by viewing school district governance. Another part of the problem may be seen by viewing the unique deficiencies and problems of rural education. Additionally, it is important to ask and find answers to questions such as: (1) Why does a public whose traditions attach great value to education fail in many cases to lend support to its purposes and respond favorably to its needs?, and (2) Why is the American system of education often so rigid and unresponsive to client needs and demands?

Change is a constant in modern society and its educational system. The greater our knowledge of how people react, what motives they are guided by, and how decisions are actually made, the better prepared we will be to follow procedures which lead to systematic change rather than change which is haphazard. The central force in this process within the school system is the board of education. It

determines policy, approves new personnel and programs, speaks with the weight of the community behind it, and maintains a firm grip on any strings leading into the money purse. When change occurs, it is because of, not in spite of, the board's willingness to either make it happen or allow it to happen.

School district boards are legally established in such a way as to provide the expectation of responsive and responsible governance. The presence of elections and other mechanisms of accountability means that school district governance can be judged against the standards of traditional representative governance. Representative governance theory stipulates that a representative body must be responsible to the public for decisions that emanate from the representatives. Representatives may formally delegate their authority to other political actors. When they do so, the recipients of formal authority become accountable for their decisions. Moreover, guidelines are normally included which prescribe certain limits and norms for the decision-making activities of the delegate. An essential element of representative democracy is a responsive and active legislative assembly. At the school district level there is a selection process, there are ongoing linkage relationships between the board and the public, and there is interaction between the board and the superintendent. Ideally the board is selected in accordance with constituency preferences; in response to community demands and

needs the board formulates policy; and the superintendent administers the policy. The board then performs a supervisory function with respect to policy administration. Hence, educational policy is made congruent with constituent needs and demands. Obviously, this ideal is not fully realized in all school districts.

The apparent disparity between theory and practice has generated questions concerning school district governance. Such questions include: Is a publically elected board, responsible to the citizens an appropriate model of governance for school? If so, how can boards determine more accurately their constituents' desires and aspirations? And how can they utilize this information? Has advancing technology made school district governance with respect to the ideals of representative governance theory obsolete? Should both technical and policy issues be determined by professional teachers and administrators who possess the requisite technical training? If so, who is to protect the clients (pupils) from self-indulgent and self-serving acts of the professionals? In response to questions such as these and to the notion that public schooling, responsive to the citizenry and controlled by a publically elected governing board, Zeigler (1973: 38) suggests that there are two important historical antecedents to the present malaise in public education. The first has to do with the original socializing function of American

education; the second with attempts by reformers to separate education and politics.

In an attempt to free education from the control of political machinery, reformers pushed through institutional changes which greatly increased the authority of professional educators within the school system, thus promoting the values of centralization, efficiency, professionalization, and expertise. The essential institutional reform required to achieve these values was non-political control. Hence, the governance structure was revised so that school board members would be chosen in at-large, non-partisan elections. Although this is not the case in all states, it is true of the state in which this study was conducted.

These reforms, in effect, have created institutions which are not designed to respond to shifts in client needs. Zeigler contends that "any change in the 'outputs' of education will have to be preceded by undoing the work of the reformers: by politicizing the education system (1973: 40)."

In the Report of Task Force on Rural Education (United States Office of Education, 1971) it is noted that most of the deficiencies and problems in rural education stem from a combination of personal poverty, community isolation, limited public services, lack of leadership and insufficient taxable resources to support educational services and programs.

Rural poverty is a problem of major proportion which affects individuals as well as the communities in which they live. The larger the community, the more readily available are its social services. Conversely, the poorest, most isolated communities have the fewest services, at the highest per capita cost, although they are least able to pay for them. Migration to the cities of young adults in the productive ages has left behind a large proportion of those in dependent categories, including children as well as the aged. The needs of these groups are great and their resources are limited.

The relative isolation of many rural communities, their relative population decline, their scarcity of local leadership, their inadequate tax base, their economically irrelevant political boundaries, their shortage of well trained personnel and their resistance to change have, in effect, conspired to keep public services inadequate: schools are poor; transportation is often unavailable; and health and social services are frequently nonexistent (Rural Education Program, 1972: 12-30). Given such conditions it is not difficult to understand why taxpayers in rural communities are becoming more and more critical of where their dollars go and what they are being used for. This reluctance of taxpayers to approve increasing costs of education has in effect forced school officials to become more knowledgeable of the opinions of the educational community.

Though the majority of studies concerning the relationships between schools and the communities they serve have not been conducted in rural areas, many of their findings are generalizable to rural areas. Stearns (1955) and McCloskey (1959) discuss the concept of mutual understanding as it applies to the relationships between the school and the community. Mutual understanding is not simply a concern with how the educational leadership can inform its public. It is vitally interested in determining how the community can transmit information to provide the leadership with an understanding of its desires.

In the decade of the sixties Richard F. Carter of the Institute for Communication Research and the School of Education of Stanford University did extensive research on the effect of school-community relations on public support for education. In a study dealing with the attempts of school districts to increase acceptance of financial programs, the authors concluded:

We see grave trouble ahead for school-community relations based on a consumer orientation among voters and a model response of political manipulation among school and community leaders. The one path that would seem to lead away from this type of relationship is the path to better understanding . . . . Communities with greater understanding among their leaders have better records in financial election; they enjoy longer records of success. (1960: 1-15)

Carter found that a third of the voters felt that they have little to say about what schools do. Almost half felt that the only voice

the voters have is the act of voting. A fourth felt that public school officials do not care what the average voter thinks (1960b). In a later study Carter suggested that understanding relative to a situation comes from providing an "exchange of information that makes it possible for two or more persons to have the same situation in mind (1966: 197)."

Earlier, the question was asked as to why the public often fails to support educational programs. When communities moved away from the direct participation role of the town-meeting to the elected representative style of policy determination, a dilemma arose. As the public became further removed from participation, it increased its tendency to withhold the financial support for the policies initiated by its representatives. Carter states that:

Given only an occasional opportunity to review educational policy, the people have often frustrated the initiation of policies by their elected representatives. Given the power to say "No" to financial issues (bond issues, tax levies, and budgets), the people have shown little reluctance in voting "No" for many reasons -- only some of which were ostensibly at issue. Financial elections are often the battleground of past issues. (1966b: 2)

In addition to asking why the public frequently fails to support educational programs, an equally relevant question is why is the American system of education often so rigid and unresponsive to client needs and demands. Several research projects conducted at the Center for the Advanced Study of Educational Administration

at the University of Oregon have been directed at this question. These research projects led to the conclusion that unresponsiveness in American education is produced by the "insulation of educational decision-makers from community and client needs and demands, and the consequent inability or unwillingness of schools to adapt themselves to the changing needs of communities and clients (Zeigler, 1973: 38)." Similar conclusions have been reached by others. The National Institute of Education has recently described American education as a system "unable to renew itself by responding rapidly, confidently, and openly to diverse client needs and expectations (National Institute of Education Planning Unit, 1972: 10-11)."

Many responses to the public by administration are crisis oriented. Admittedly when problems arise, they must be dealt with. Frequently, however, changes that occur in a school district as a result are often reactive when there can be little doubt that the situation demands proactive change. As a consequence:

There is a growing sense that teachers, principals and administrators control education through decision-making that favors professional interests rather than the interests of students and parents. (Fantini, 1972: 56)

The State of Washington's Temporary Levy Study Commission investigated why voters vote the way they do. It was reported that "a sizable proportion of the electorate feel alienated from the



school system, unable to get information easily from it or to influence its decisions (Olds, 1971: 23)."

Public schools have rigorous and extensive communication requirements. They cannot operate effectively without the understanding of virtually every community segment. Students, parents, administrators, teachers, and the larger community must be brought into a continuing dialogue about what the school is doing. As Goodlad pointed out:

Clearly the individual school with its parents, students, teachers and community is the truly organic unit for educational change. And yet ironically, the single school probably is the weakest link politically in the entire structure of the decision-making process. (Goodlad, 1971: 8)

The many publics of the school want responsiveness to their concerns and needs. This often results in a direct confrontation between and among groups. The current lack of participation and communication results in a collision course.

We need a process today in which each user of our public schools can make decisions concerning the type of education which makes the most sense for him. This means giving parents, students, teachers, and administrators a direct voice in decision making. (Fantini, 1971: 586)

There is evidence that attempts are being made to find methods of entering into this new form of participation, e.g., the RFD Strategy. The trend is to break away from the old familiar "top down" flow of authority which has characterized our educational

system and replace it with a "bottom up" input for decision making. Such decision making is more relevant to the public it serves even though it may vary distinctly from community to community. The uniqueness of the school district that results from this is the most desirable outcome.

To argue that individuals and groups should have their own unique goals is not to argue against common goals for an open democratic society. Having unique goals is indeed itself a common goal. The point is that the individual is as important as the common goals. Allegiance to uniqueness and diversity does not imply a conflict with allegiance to common purpose. It does imply a pluralistic society rather than a melting pot where the major culture assimilates the minor ones. (Rankin, 1971: 576)

#### Need for the Study

The need for this study was derived from a need to add to the knowledge base of rural education and a need to develop methods and procedures for analyzing the functioning of entire school boards.

In preparation for a paper presented to the National School Board Association Symposium, Jongeward (1975) conducted computer searches of six data banks comprising a total of 1,445,000 stored articles. This search yielded fewer than 100 articles on rural school boards and led Jongeward to conclude, "that very little research exists on school boards in rural communities (1975: 16)."

Further, in preparation to conduct this study this investigator undertook a computer search of the Educational Resources Information Center (ERIC) files for articles relating to rural school boards. Out of a total of 226,289 articles housed in the ERIC files 6797 articles were scanned by the computer and only 38 articles were selected. Following a suggestion offered by Jongeward, this investigator also undertook a search of Dissertation Abstracts between the years 1965-75 for research related to rural school boards. In setting up this search design specific attention was paid to eliminating those studies dealing with urban school boards. The search was conducted by Xerox University Microfilms of Ann Arbor, Michigan and yielded 536 references. Of these, 150 of the most recent references were reviewed. None of the 150 references reviewed dealt specifically with rural school boards. Given this effort to locate research on rural school boards, this investigator agrees with Jongeward concerning the paucity of research on rural school boards.

Increasingly, political scientists are taking a look at school boards as an area of study to determine how members of society go about the process of making and enforcing decisions that regulate and set guidelines for daily life. Several of these studies are concerned with role behavior at an aggregate level, that is, they study the functioning of the entire school board focusing on variables and issues such as level and type of influence exercised on the board

and effects of demands and interest groups on the board. Studying the entire school board represents a break from the majority of school board studies which focus on individual board members.

In the early part of this century school board studies were generally in the form of surveys and typically provided data relative to the social characteristics of school board members. A classical example is George Count's monograph, The Social Composition of Boards of Education (1927). In more recent years, though far more analytical in nature than earlier writings on school boards, school board studies are still largely concerned with the individual board member rather than with the functioning of the entire board. Interestingly, two-thirds of the Dissertation Abstracts reviewed by this investigator were focused on the attitudes, values, or motivations of individual board members. Charters described the procedure that is common to many of these studies:

. . . (a) establishing some criterion by which highly-qualified board members can be singled out from among the less qualified members and (b) isolating those social characteristics which distinguish the highly-qualified members from the others. (1954: 450)

In addition, Charters made a generalization about the nature of school board studies that appears appropriate today. He suggested that before determining what constituted a competent board member, research was needed to discover the functions of the entire school board (1954: 451). Therefore, consistent with these needs this

study focused on rural school boards and the development of a procedure for analyzing the functioning of entire school boards.

### Questions Answered in Study

1. Are changes in the total number of demands formally presented to school boards in districts involved in the RFD Strategy different from changes in the total number of demands formally presented to school boards in districts not involved in the RFD Strategy subsequent to the initiation of the RFD Strategy?

2. Are changes in frequency of demands within demand categories (extractive, symbolic, regulative, and participative) in school districts involved in the RFD Strategy different from changes in frequency of demands within demand categories in school districts not involved in the RFD Strategy subsequent to the initiation of the RFD Strategy?

3. Are changes in the number of demands emanating from district superintendents, school professional and non-professional staff, students, citizens, and board members in districts participating in the RFD Strategy different from the changes in the number of demands emanating from district superintendents, school professional and non-professional staff, students, citizens, and board members in districts not participating in the RFD Strategy subsequent to the initiation of the RFD Strategy?

4. Are changes in the number of demands receiving decisions in districts involved in the RFD Strategy different from changes in the number of demands receiving decisions in districts not involved in the RFD Strategy subsequent to the initiation of the RFD Strategy?

5. Are changes in the number of demands receiving decisions by superintendents, receiving decisions through a process of bargaining within the board, and receiving decisions by the board with evidence of community influence in districts involved in the RFD Strategy different from changes in the number of demands receiving decisions by superintendents, receiving decisions through a process of bargaining within the board, and receiving decisions by the board with evidence of community influence in districts not involved in the RFD Strategy subsequent to the initiation of the RFD Strategy?

6. Are changes in the number of demands emanating from the school staff, students, and citizens and receiving decisions in districts involved in the RFD Strategy different from changes in the number of demands emanating from the school staff, students, and citizens and receiving decisions in districts not involved in the RFD Strategy subsequent to the initiation of the RFD Strategy?

7. Are changes in the number of demands emanating from the school staff, students, and citizens and receiving decisions from superintendents, receiving decisions through a process of bargaining

within the board, and receiving decisions by the board with evidence of community influence in districts involved in the RFD Strategy different from changes in the number of demands emanating from the school staff, students, and citizens and receiving decisions from superintendents, receiving decisions through a process of bargaining within the board, and receiving decisions by the board with evidence of community influence in districts not involved in the RFD Strategy subsequent to the initiation of the RFD Strategy?

#### Methods and Procedures

This study utilized a pre-post-test control group design. Ten rural school districts, five participating in the RFD Strategy and five not participating in the RFD Strategy were utilized. The source of data were the meeting minutes of the school board. The minutes of all ten school boards were obtained and reviewed for two data collection periods; a pre-RFD Strategy initiation period, July, 1975 through December, 1975, and a post-RFD Strategy initiation period, July, 1976 through December, 1976.

The objects of analysis were demands confronted by the school board and the manner in which these demands were processed. The analysis of data was conducted on three major variables: (1) level of demands, (2) demand-processing style, and (3) level of responsive-

ness. The Mann-Whitney U Test was selected to analyze all variables. To apply the U test, scores for the pre-RFD Strategy initiation period were subtracted from scores for the post-RFD Strategy initiation period for each of the ten school districts. These "difference scores" were then combined and ranked. The procedures used for ranking scores, determining the value of U and its associated probability, and accepting or rejecting hypotheses, were those suggested in Siegel (1956: 116-127).

#### Definition of Terms

There were a few concepts in this study which assumed specific meanings within the context of the investigation. In order to provide clarity of meaning and to aid the reader in the interpretation of these concepts the terms used to describe these concepts are briefly defined in this section.

The purpose of this study was to investigate school board responsiveness in school districts engaging the RFD Strategy. Responsiveness in this study referred to whether or not the school board initiated actions in response to the formally expressed demands of the school staff, students, and local community members. If the board ignored constituent demands it was assumed that the board was not acting in a responsive manner. If, on the other hand, the board



was open to constituent influence and initiated actions on constituent demands the board was viewed as being responsive.

The specific task of this study was to identify and classify inputs to the school board and to trace the process through which these inputs were transformed into outputs. Inputs in this study are described as demands confronted by the school board. Outputs are decisions or policy statements related to these demands. Inputs or demands were classified into four types: extractive, symbolic, regulative, and participative.

A demand was recorded as extractive if it concerned the material goods and services under the control of the school board. Demands representing five areas of input to the board were recorded as extractive: (1) curriculum, (2) instructional materials and office supplies, (3) personnel services, (4) school plant planning and utilization, and (5) business management.

A demand was recorded as symbolic if it was a request to the board for special meetings, printed documents and records, ceremonial tributes, or the establishment of specific educational programs which are normally thought to exist outside of the usual school curriculum.

A demand was recorded as regulative if it was concerned with the regulation of behavior. Duty schedules, working hours, teaching

assignments are examples of the areas in which demands for regulation were recorded.

A demand was recorded as participative if it was a request for participation in matters of local education. Requests to organize advisory groups to the board and requests to change the number of board members are examples of participative demands.

The manner by which demands were converted to outputs was referred to in this study as demand-processing style. Three styles or ways in which decisions were made regarding demands were utilized: (1) decisions were deferred to or made by the superintendent, (2) decisions were made through a process of bargaining within the board, and (3) decisions were made by the school board with evidence of influence from the local community.

To facilitate the selection of the comparison group, i.e., the five school districts not participating in the RFD Strategy, the following definition of a rural school district was employed: A rural school district shall not have more than 1,000 students (K-12). In addition, the community(ies) they serve shall be located at least 10 miles away from a city of 10,000 - 50,000 population; 25 miles from a city of 50,000 - 250,000; and 50 miles from a city larger than 250,000 population. The five school districts participating in the RFD Strategy also met the criteria of this definition.

Limitations of the Study

This study was conducted within the limits listed below:

1. The objects of analysis were limited to demands confronted by the school board in legally constituted meetings of the board and to the process by which the school board converted these demands to outputs.

2. That portion of the RFD Strategy conducted in local school districts is divided into seven phases. The projected length of time to complete the activities of all seven phases was 14 months. Due to the limited availability of this investigator's time data was gathered up to December, 1976. Since the RFD Strategy's start-up date was February, 1976, the data collected reflected only a portion of the seven phases.

3. Specific decisions made by the school board were not a subject of analysis in this study. Instead, this study was only interested in that decisions regarding demands were made.

4. Sample size in this study was limited by the number of school districts participating in the RFD Strategy. There were five school districts participating in the RFD Strategy. These five districts were selected by the Rural Education Program in negotiation with Washington state's Educational Service District 101, the office

of Washington state's Superintendent of Public Instruction, and the school districts located in Educational Service District 101.

The selection of the five school districts not participating in the RFD Strategy, which acted as a comparison group, was accomplished by the investigator. The following criteria guided the selection of these five non-participating districts: (1) in order to be considered for selection a district had to qualify under the definition of a rural school district employed by this study, and (2) in order to be considered for selection a district had to match, as closely as possible, a participating district on three community variables. These variables were: (1) ethnic composition of students, (2) voting record on educational issues, and (3) school enrollment.

5. The source of data for demands, origins of demands, and demand-processing style was limited to the official minutes of school board meetings. Since this study was interested in how the school board actually functioned and not in how individuals perceived it as functioning such data gathering procedures as questionnaires and interviews were considered to be not useful. Further, obtaining data by directly observing school board meetings was not considered due to resource restrictions.

6. Given the primary focal points of this study: (1) the effects of community involvement in educational decision making, and (2) the responsiveness of the school board to community demands,

the majority of the literature reviewed may be classified under two major headings: (1) school-community relationships, and (2) school governance.

Several sources of information were utilized: (1) Educational Resources Information Center (ERIC), (2) documents and materials produced by and belonging to the Rural Education Program, (3) Dissertation Abstracts, and (4) the bibliographies of articles reviewed by this investigator.

In addition to manually reviewing the ERIC files a computer search of these files was conducted. The descriptors utilized in this computer search were: (1) rural, (2) small schools, (3) small school districts, (4) school boards, and (5) boards of education. Of the 226,289 items housed in the ERIC system, 6797 items were scanned by the computer and 38 items were selected. These 38 items represented a time span of 15 years, 1960-75, with three-fourths of the items being published between 1967-72. In the manual review of the ERIC files the following descriptors were utilized: (1) board of education role, (2) boards of education, (3) governing boards, (4) governance, (5) community control, (6) rural schools, (7) rural education, (8) rural school systems, and (9) school community relationships.

A computer search of Dissertation Abstracts between the years 1965-75 was also conducted. In setting up the design for this search

specific attention was paid to eliminate those studies dealing with urban and suburban school boards. The search was conducted by Xerox University Microfilms of Ann Arbor, Michigan and yielded 536 references; of these, 150 of the most recent (1973-75) were reviewed.

The literature reviewed and playing a major role in the structuring of this study covered a time span of 22 years, 1953-75.

## CHAPTER II

### REVIEW OF LITERATURE

The purpose of this chapter is to review literature related to the theoretical orientation of this study. The orientation employed in this study is a product of the political sciences and has in large part taken the form of applications of "systems" theory. Consequently, the initial portion of this review is concerned with the origins of "systems" theory; this is followed with an examination of an approach to the analysis of political systems. The latter portion of this chapter reviews a few studies which have employed the same general theoretical orientation intended for use in this study.

#### Systems Theory

In recent times, school districts have come under intensive study as political systems. As defined by Easton, a political system processes the demands of its component systems (1957).

The American people, in general, tend to consider the public school system as being politically nonpartisan. However, Gehlen (1969: 1-3) referred to schools as being "creatures of the state" because they are supported by tax monies. As a result of being tax-supported, the schools are often subject to political pressures from various groups within a community. Gehlen (1969) further noted

that any person having interest in the politics of education in any given type of community must first have some appreciation of this general political setting in which the school operates. Additionally, Weber (1946) concluded that political systems can be distinguished as a special class among social systems because they alone comprise all that effects or threatens the use of legitimate force in the process of converting inputs into outputs for the larger society. It is by following these analytical threads that this study brings the public school system into focus as a political subsystem. Public schools can, and do, within limits prescribed by laws, invoke the powers of the larger political system to enforce their legitimate claims on resources and to enforce their rules.

The political nature of a school district is usually determined by those elected to the school board. The school board is the policy forming instrument in the school district in such areas as the hiring of personnel, the expenditure of funds, and the curriculum. It is generally assumed, however, that the local school board and the hired personnel are open to persuasion and control by the local citizen.

Systems theory examines the actions of an organization by studying its political inputs and outputs (Easton, 1957: 384). The inputs of a school organization are demands or supports from the organization and the people who are part of the organization. They



are the needs and desires of the people presented to the school board and converted to outputs. These relationships are shown diagrammatically in Figure I. This diagram has been adapted from one presented by Easton (1957: 384). Though this diagram represents a primitive "model" it does outline the general theoretical orientation of this study.

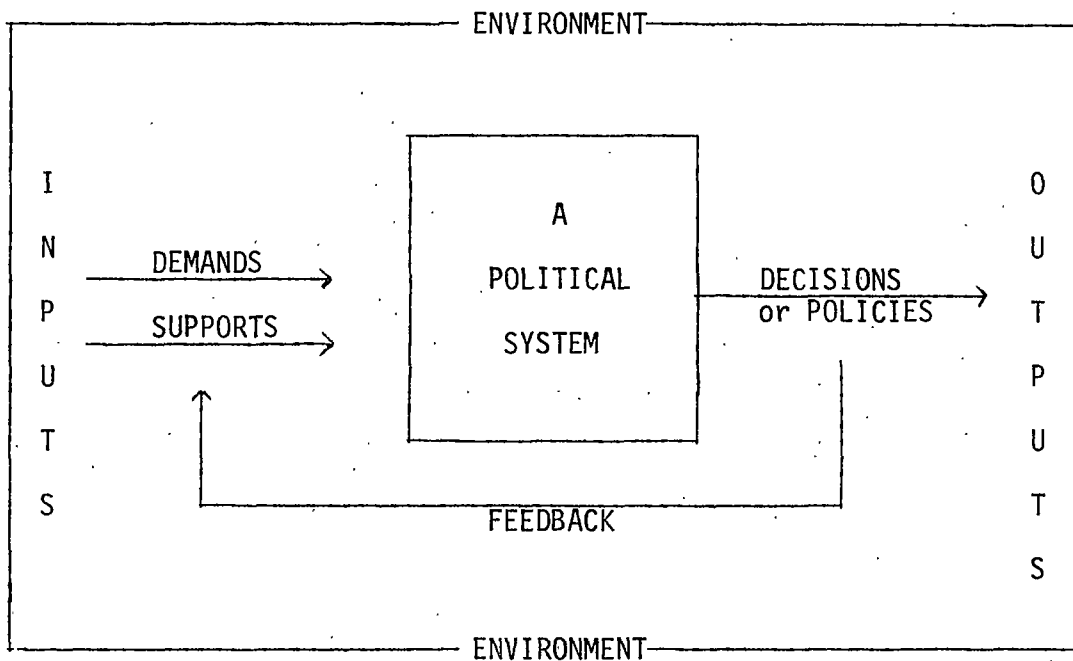


Figure I

The use of the concept of "systems" in political science is reflective of the anthropological and sociological theory of functionalism. The chief social theorists whose names are associated with functionalism are anthropologists Malinowski (1944) and

Radcliffe-Brown (1952), and sociologists Parsons (1951 and 1951b), Merton (1957), and Levy (1952).

Malinowski was concerned with the relationship between the biological needs of the individual and the culture, and concluded that functions were performed to fulfill these needs. Radcliffe-Brown stressed the relationship between the structure of the social system and the functions that maintained it. Both of these anthropologists, however, recognized a full integration of society or a so-called "functional unity" of the social system.

Functional-systems theory as formulated by Parsons and Levy implied three conditions: functional requisites, interdependence, and equilibrium. A particular system, whether it be an organism, a machine, or a family, has to behave in particular ways, perform certain tasks, in order to "be" an organism, or a machine, or a family. Levy lists several activities essential to the existence of any society; examples include adaptation to the natural environment, differentiation of and recruitment to social roles, the maintenance of a common body of knowledge and beliefs, the socialization of the young, and the control of disruptive behavior. Parsons speaks of four essential functions for the existence of a system; these are the system's adaptation to its environment, the integration of the members of the system, the mobilization and allocation of resources necessary for attaining the system's goals, and a

socialization process that results in the maintenance of dominant values and norms of the system.

### Analysis of Political Systems

From political science, David Easton argued that a revision was needed in political theory. His book, The Political System, sets forth this argument, proclaiming that political scientists should resist constructing historical and ethical theories and begin investigating the promises of empirically oriented theory (1953). To this end, he has written two books formulating a conceptual framework for analyzing political life. The first, A Framework for Political Analysis, focused on the major concepts which set the stage for a substantive theory in political science (1965). The second, A Systems Analysis of Political Life, explained these concepts in further detail (1965b).

Easton expressed satisfaction in the tendency he noted toward the integration of the social science disciplines. It appeared that this merger had taken four directions or alternative units of analysis. They were: (1) action from the followers of Parsons and Weber, (2) decision from the influence of social psychology, (3) functions from the influence of cultural anthropology, and (4) system from the influence of the physical sciences until introduced to

sociology (1965: 15-16). Moreover, Easton believed that the "behavioral science" approach would ultimately lead to:

. . . some common variables . . . of a kind that will stand at the core of a theory useful for the better understanding of human behavior in all fields. In some vague way there has been added to this the feeling that psychology, sociology, and anthropology are the core sciences out of which such a theory may well arise. (1965: 16)

Easton's model is a systems analysis of political life in which he suggests that the central problem of political theory is the analysis of processes and the nature and condition of the responses. His major question is how political systems manage to persist in a world of both stability and change.

His analysis is based on the idea of an open system, imbedded in an environment and subject to possible influences, or disturbances, from it that threaten to drive the essential variables of the system beyond their critical range. If this occurs, the system is under stress. Not all disturbances cause stress; some may be favorable to the persistence of the system; others may be neutral. Persistence is the system's ability to function successfully in allocating values for a society and to induce most members to accept these allocations, at least most of the time.

Easton divides disturbances into two groups of variables which he calls "demand" and "support". By generalizing the impact of the environment on the system, Easton reduces the enormous variety of

influences into a relative few, and therefore into a relatively manageable number of indicators. To accomplish this further, he uses the concepts "inputs" and "outputs". Easton's input-output model begins with an input of either a demand or a support from the environment. These inputs, then, become converted into outputs of decisions and actions.

Easton considers outputs very significant in that they help to influence events in the broader society of which the system is a part, and in doing so, help to determine each succeeding round of inputs that finds its way into the political system. This feedback loop concept helps to explain the processes through which the authorities may cope with stress.

Central to the analysis of the fundamental processes contributing to the persistence of political systems is the idea that the system processes demands. Tracing and interpreting the nature of the flow patterns so created, Easton views the political system as a set of interactions through which positive and constructive efforts may be taken to cope with situations that threaten to destroy its integrity as a system. He defines stress on political systems as a function of the interrelationship between the volume and content of demands, on the one hand, and the responses available to a system for meeting and handling such demands, on the other.

Both Almond (1960) and Mitchell (1962) have drawn from Easton's notions in their attempts at building models for the analysis of political life.

In The Politics of Developing Areas (1960) and later in an article published in World Politics (1965), Almond set forth his structural-functional "systems" framework. Briefly, the input idea of demands and supports was derived from Easton's system framework. However, Almond has gone a step further than Easton in specifying the different kinds of inputs and outputs. Unlike Easton, he identified demands for extractions, regulations of behavior, symbolic inputs, and participation in the system. Accordingly, these four inputs are the kind of outputs produced by the system.

These concepts combined with an elaborate typology of functions of political systems made up the framework for the analysis of developing politics enunciated by Almond. The functions of the political system were classified under three generic headings: conversions, capability, and maintenance and adaptation. These functions may be summarized as follows:

- I. Input and output functions: conversion input functions
  1. Interest articulation (articulating interests, demands, etc.)
  2. Interest aggregation (aggregating interests, demands, etc.)

3. Communication of events (all functions are performed by this means).

The input functions are then converted into Output functions

1. Rule-making (conversion of policy proposals into rules)
  2. Rule-application (to particular cases)
  3. Rule-adjudication (in individual cases)
- II. Adaptation and system maintenance (affecting internal efficiency)
1. Recruitment and socialization (refers to the recruitment and to the learning of a role)
- III. Capabilities (refers to the performance of a system in an environment)
1. Extractive (drawing of resources from the environment)
  2. Regulative (controlling behavior)
  3. Distributive (allocating goods, services, etc.)
  4. Symbolic (displaying majesty and power, affirming norms, and communicating policy intent)
  5. Responsive (the openness of a system to demands from the environment) (Almond, 1965: 270-282)

Mitchell reflects Easton's and Almond's influence in his input-output exchange model for the polity and society. His conceptual framework with inputs of demands and expectations, resources, and supports, and outputs of system goals values and costs, and controls is delineated in his book, The American Polity (1962).

The four functions necessary for the system to perform in Mitchell's framework are: (1) the authoritative specification of a systems goals, (2) the authoritative mobilization of resources to implement goals, (3) the integration of systems, and (4) the allocation of values and costs.

#### Related Research

Even though the concepts of political science may apply to the school organization, research methods for applying them are not well developed. Attempts to expand political science concepts of systems theory through research have been conducted however. For example, Varney (1967) developed a method of investigating school demands presented to the board of trustees at a community college. This study was concerned with the process by which one school board made decisions. A team of two persons observed, tape recorded, and did content analysis of every action taken by the board for a six-month period. Direct observations were supplemented by a search of public documents and interviews with individual board members. Using



a traditional problem solving model, this study concluded that the subject board did not follow the sequence of decision steps outlined in the model, and in addition, that school administrators identified most of the demands and also processed most of them.

A study producing somewhat consistent results to Varney's study was conducted by Lapetina (1975). This study utilized a process of assessing the opinions and perceptions of a school district's many publics (board members, administrators, teachers, students, parents, and the community at-large). The study concluded that there was no consistent evidence to indicate that the board arrived at any more than a chance agreement with the views expressed by the other groups.

Between the years 1965-72, Holm (1974) conducted research the intent of which was to determine how the school board's decision-making was influenced by changes occurring in a community. A simplified version of Easton's model was used and the inputs and outputs between the community and the school board were observed. In this case, due to changes and pressures brought to bear in the community the school board was influenced. The board's composition was altered, resulting in the board being more responsive to constituent preferences.

A further refinement and a more thorough integration of Easton's framework was accomplished by Scribner (1966) in his study of the Palo Alto, California school board. The purpose of this

research was to: (1) develop a set of concepts for classifying events related to the performance of school boards, (2) specify working definitions of the concepts, and (3) ascertain the applicability and utility of the proposed framework for future research in the field of educational administration.

The emphasis of this study was on classifying data as referents to concepts drawn from Almond's framework. An attempt was made to refine and adapt Almond's framework to the study of school board performance. The framework included classes and subclasses of demands and supports (inputs), political, governmental and communication functions (conversion functions), and outputs.

The study employed an exploratory method for collection and analysis of data. The source of data were public records (school board minutes, letters to the board and superintendent, and the policy manual).

## CHAPTER III

### METHODOLOGY

#### Sample

##### Definition of Sample

This study was conducted in selected rural school districts in Washington state's Educational Service District (ESD) 101. ESD 101 is located in the northeast corner of Washington and includes Ferry, Stevens, Pend Oreille, Lincoln, Spokane, and Whitman counties. Ten school districts, five participating in the RFD Strategy and five not participating in the strategy were utilized.

##### Selection of Sample

The five districts participating in the RFD Strategy were selected through a process of negotiation between the Rural Education Program, ESD 101, the Office of the Superintendent of Public Instruction in Olympia, Washington and the school districts located in ESD 101. Those districts participating in the RFD Strategy were: (1) Selkirk school district in Pend Oreille county, (2) Cusick school district in Pend Oreille county, (3) Columbia school district in Stevens county, (4) Summit school district in Stevens county, and (5) Loon Lake school district in Stevens county.

The selection of the five school districts not participating in the RFD Strategy, used as a comparison group, was guided by two

limitations. First, the districts selected as comparison group districts matched, as closely as possible, the five districts participating in the RFD Strategy on three community characteristics: (1) percent racial/ethnic composition of student population, (2) percent levies/bonds passed in the last five years, and (3) district student enrollment. Second, the selection of comparison group districts was limited by the definition of "rural school district" employed in this study. This definition was as follows: A rural school district shall not have more than 1,000 students (K-12). In addition the community(ies) they serve shall be located at least 10 miles away from a city of 10,000 - 50,000 population; 25 miles from a city of 50,000 - 250,000; and 50 miles from a city larger than 250,000 population. This definition excluded several ESD 101 school districts from consideration as comparison group districts. The chart in Appendix A lists the deselected districts and states the reason for their inappropriateness as comparison group districts.

Data on district student enrollment, ethnic composition of students and district voting records was obtained from the Office of the Superintendent of Public Instruction (SPI) in Olympia, Washington. Each fall the public schools of Washington submit to the SPI a report on which is recorded student enrollment and the number of pupils who are members of each of four specific racial/ethnic categories: (1) Black, (2) Asian, (3) American Indian, and

(4) Hispanic. The data from these reports is then compiled and published by the SPI (1975).

The SPI also collects information concerning school district voting records on general fund excess levies, building fund excess levies, and bond issues. This information is obtained by the SPI from county auditors and is compiled and published (State Superintendent of Public Instruction, 1970-76). Data on school district student enrollment, ethnic composition of students and district voting records was obtained for each school district not deselected by the definition of "rural school district," including the five participating districts. A summary of this data is presented in Appendix B.

School districts were then grouped according to student enrollment. The following groupings were employed: (1) school districts with an enrollment of 0-100 students, (2) school districts with an enrollment of 101-300 students, and (3) school districts with an enrollment of 301-1000 students. Appendix C presents a table of these groupings.

With the data presented in Appendix C as a guide, ESD 101 personnel involved with the RFD Strategy were requested to indicate those districts they thought represented the best match to the districts participating in the RFD Strategy. Utilizing this information plus the data presented in Appendix C, this investigator selected

the following districts to act as comparison group districts:

(1) Wellpinit school district in Stevens county, (2) Kettle Falls school district in Stevens county, (3) Mary Walker school district in Stevens county, (4) Lamont school district in Whitman county, and (5) Steptoe school district in Whitman county.

### Assumptions and Hypotheses

The context for the analysis of demands and the manner in which demands were converted to outputs was provided in the following assumptions about the effects of the RFD Strategy: (1) the RFD Strategy will influence the number of demands confronted by the school board, (2) the RFD Strategy will influence the frequency of types of demands confronted by the school board, (3) the RFD Strategy will influence the frequency of demands emanating from particular groups involved in the strategy, (4) the RFD Strategy will influence the manner in which the school board processes demands, and (5) the RFD Strategy will influence school board responsiveness to constituent demands.

These assumptions identified the major analytic variables investigated in this study. These variables were: (1) level of demands, (2) demand-processing style, and (3) level of responsiveness. Data gathered on these three variables was used to analyze the following null hypotheses:

1. The change in the total number of demands formally presented to the school boards in the involved districts is the same as the change in the total number of demands formally presented to the school boards in the uninvolved districts subsequent to the initiation of the RFD Strategy.

2. The change in the number of extractive demands formally presented to the school boards in the involved districts is the same as the change in the number of extractive demands formally presented to the school boards in the uninvolved districts subsequent to the initiation of the RFD Strategy.

3. The change in the number of symbolic demands formally presented to the school boards in the involved districts is the same as the change in the number of symbolic demands formally presented to the school boards in the uninvolved districts subsequent to the initiation of the RFD Strategy.

4. The change in the number of regulative demands formally presented to the school boards in the involved districts is the same as the change in the number of regulative demands formally presented to the school boards in the uninvolved districts subsequent to the initiation of the RFD Strategy.

5. The change in the number of participative demands formally presented to the school boards in the involved districts is the same as the change in the number of participative demands formally

presented to the school boards in the uninvolved districts subsequent to the initiation of the RFD Strategy.

6. The change in the number of demands formally presented to the school board by superintendents in the involved districts is the same as the change in the number of demands formally presented to the school board by superintendents in the uninvolved districts subsequent to the initiation of the RFD Strategy.

7. The change in the number of demands formally presented to the school board by district professional staff members in the involved districts is the same as the change in the number of demands formally presented to the school board by district professional staff members in the uninvolved districts subsequent to the initiation of the RFD Strategy.

8. The change in the number of demands formally presented to the school board by district non-professional staff members in the involved districts is the same as the change in the number of demands formally presented to the school board by district non-professional staff members in the uninvolved districts subsequent to the initiation of the RFD Strategy.

9. The change in the number of demands formally presented to the school board by students in the involved districts is the same as the change in the number of demands formally presented to



the school board by students in the uninvolved districts subsequent to the initiation of the RFD Strategy.

10. The change in the number of demands formally presented to the school board by local citizens in the involved districts is the same as the change in the number of demands formally presented to the school board by local citizens in the uninvolved districts subsequent to the initiation of the RFD Strategy.

11. The change in the number of demands formally presented to the school board by school board members in the involved districts is the same as the change in the number of demands formally presented to the school board by school board members in the uninvolved districts subsequent to the initiation of the RFD Strategy.

12. The change in the combined total number of demands formally presented to the school board by district professional staff members, non-professional staff members, students, and local citizens in the involved districts is the same as the change in the combined total number of demands formally presented to the school board by district professional staff members, non-professional staff members, students, and local citizens in the uninvolved districts subsequent to the initiation of the RFD Strategy.

13. The change in the number of demands receiving decisions in the involved districts is the same as the change in the number of

demands receiving decisions in the uninvolved districts subsequent to the initiation of the RFD Strategy.

14. The change in the number of demands receiving decisions by district superintendents in the involved districts is the same as the change in the number of demands receiving decisions by district superintendents in the uninvolved districts subsequent to the initiation of the RFD Strategy.

15. The change in the number of demands receiving decisions through a process of bargaining within the school board in the involved districts is the same as the change in the number of demands receiving decisions through a process of bargaining within the school board in the uninvolved districts subsequent to the initiation of the RFD Strategy.

16. The change in the number of demands receiving decisions by the school board with evidence of community influence in the involved districts is the same as the change in the number of demands receiving decisions by the school board with evidence of community influence in the uninvolved districts subsequent to the initiation of the RFD Strategy.

17. The change in the combined total number of demands emanating from the professional staff, non-professional staff, students and local citizens and receiving decisions in the involved

districts is the same as the change in the combined total number of demands emanating from the professional staff, non-professional staff, students, and local citizens and receiving decisions in the uninvolved districts subsequent to the initiation of the RFD Strategy.

18. The change in the combined total number of demands emanating from the professional staff, non-professional staff, students, and local citizens and receiving decisions from district superintendents in the involved districts is the same as the change in the combined total number of demands emanating from the professional staff, non-professional staff, students, and local citizens and receiving decisions from district superintendents in the uninvolved districts subsequent to the initiation of the RFD Strategy.

19. The change in the combined total number of demands emanating from the professional staff, non-professional staff, students, and local citizens and receiving decisions through a process of bargaining within the school board in the involved districts is the same as the change in the combined total number of demands emanating from the professional staff, non-professional staff, students, and local citizens and receiving decisions through a process of bargaining within the school board in the uninvolved districts subsequent to the initiation of the RFD Strategy.

20. The change in the combined total number of demands emanating from the professional staff, non-professional staff, students, and local citizens and receiving decisions from the school board with evidence of community influence in the involved districts is the same as the change in the number of demands emanating from the professional staff, non-professional staff, students, and local citizens and receiving decisions from the school board with evidence of community influence in the uninvolved districts subsequent to the initiation of the RFD Strategy.

### Description of Variables

#### Level of Demands Variable

An underlying current in the RFD Strategy was the involvement of the clients of the education system in decisions which affected them. This emphasis, in turn, provided for the board assurance that those affected by decisions have input into those decisions.

The unit of analysis for the "level of demands" variable was demands confronted by the school board in legally established meetings of the board. Further, demands were grouped into categories before conducting the analysis. These categories were: extractive, symbolic, regulative, and participative demands.

To facilitate analyzing the hypotheses of this study, all demands for the entire study period were recorded and categorized, and

the "level of demands" variable contained two sub-variables: (1) level of intensity of demands, and (2) level of diversity of demands.

Level of intensity was simply an assessment of the quantity of demands. All demands regardless of origin were recorded and categorized. The analysis of this sub-variable concerned whether or not the number of demands formally presented to the school boards compared to the number of demands formally presented to the school boards in the uninvolved districts subsequent to the initiation of the RFD Strategy. The analysis of this sub-variable was conducted in two ways. First, the total number of demands in both the involved and uninvolved districts were analyzed. Secondly, the total number of demands in each demand category were analyzed.

Level of diversity of demands referred to the kinds of groups presenting demands to the school board. Demands were recorded and categorized for the following groups: (1) the district's superintendent or head teacher, (2) the district's professional staff, (3) the district's non-professional staff, (4) students, (5) citizens, (6) school board members, and (7) other.

The district's superintendent was considered a separate public because of the unique relationship that often exists between the school board and the superintendent. The assumption was made that frequently leadership over educational policy formation rests as much or more with the superintendent as it does with the school

board. That is to say, frequently superintendents are the principle initiators and formulators of educational policy. This situation reverses a fundamental principle of representative governance. Instead of the flow of control for educational policy formation beginning with the public, passed on to the public's surrogates or representatives, and then to the object of control, the superintendent establishes policy, it is legitimized by the formal authority and subsequently "sold" to the public.

The demands of local citizens, professional staff members, non-professional staff members, and students were recorded, because it is these groups that the RFD Strategy hoped to most influence.

School board member demands were recorded because they frequently initiate requests for board action in their role as community representatives.

Demands under the designation of "other" were recorded for two reasons: (1) this study was interested in recording all demands confronted by the school board regardless of origin, and (2) though it was not part of the formal analysis, it was interesting to note whether or not the demand-processing style changed in reference to this group of demands.

The analysis of this sub-variable concerned a comparison of the changes in the number of demands formally presented to the school boards in the involved and uninvolved districts by these groups

subsequent to the initiation of the RFD Strategy. The analysis of this sub-variable was conducted in two ways. First, the total number of demands formally presented to the school board by each of these groups was analyzed. Secondly, the following groups: (1) the district's professional staff, (2) the district's non-professional staff, (3) students, and (4) local citizens were collapsed and the total number of demands formally presented to the school board by this combined group was analyzed.

#### Demand-Processing Style Variable

A primary purpose of the RFD Strategy was to strengthen local educational problem solving. A vital aspect of the RFD Strategy's model of problem solving was the generation of decision-making methods which provide a sense that all individuals or groups are heard and can influence decisions.

The assumption was made that this emphasis upon participatory decision-making and community involvement will mean some organizational change in most rural school systems. This change will probably involve a shift in decision-making relationships within the school system. It was these changes that this study recorded.

Three demand-processing styles were analyzed; these were: (1) a decision regarding a demand was deferred to the superintendent by the school board, or the superintendent responded directly to a

demand, (2) a decision regarding a demand was made by a process of bargaining within the school board, and (3) a decision regarding a demand was made by the school board with evidence of influence from the community (district professional staff, district non-professional staff, students, and local citizens).

A "decision" in this context included any action in response to a demand with the exception of ignoring a demand. The analysis of this variable was conducted in four ways: (1) the total number of demands receiving decisions were analyzed, (2) the total number of demands receiving decisions by district superintendents were analyzed, (3) the total number of demands receiving decisions by a process of bargaining within the school board were analyzed, and (4) the total number of demands receiving decisions made by the school board with evidence of community influence were analyzed.

#### Level of Responsiveness Variable

It was of interest to this study to determine whether or not school board responsiveness to demands changed in the involved districts subsequent to the initiation of the RFD Strategy. Having recorded data for the "level of demands" and "demand-processing style" variables, school board responsiveness to demands was analyzed.

Responsiveness in this study referred to whether or not the school board took action in response to formally expressed demands emanating



from district professional staff, district non-professional staff, students, and local citizens. Thus the analysis of responsiveness was limited to demands emanating from these groups. The analysis of this variable was conducted in four ways: (1) the total number of demands emanating from these groups and receiving decisions were analyzed, (2) the total number of demands emanating from these groups and receiving decisions by district superintendents were analyzed, (3) the total number of demands emanating from these groups and receiving decisions by a process of bargaining within the school board were analyzed, and (4) the total number of demands emanating from these groups and receiving decisions by the school board with evidence of influence from the community were analyzed.

### Procedures

#### Design of Study

This study utilized a pre- posttest control group design. Ten rural school districts, five participating in the RFD Strategy and five not participating in the RFD Strategy were utilized. Data from all ten school districts, in the form of school board meeting minutes, was obtained for two data collection periods. The first, July, 1975 through December, 1975 represented a pre-RFD Strategy initiation period. The second, July, 1976 through December, 1976 represented a post-RFD Strategy initiation period.

### Obtaining Support to Conduct Study

The initiation of the RFD Strategy in five school districts in ESD 101 was intended by the Rural Education Program to be a test of the strategy and its materials. As such, the Rural Education Program was conducting their own evaluation of the strategy. It was this investigator's desire as well as that of the Rural Education Program that outcomes of the strategy not be influenced by the conductance of this study. To this end, staff members of the Rural Education Program were instrumental in helping this investigator establish the design of this study. Further, the RFD Strategy stipulated, where possible, the involvement of a regional education agency, in this case that agency was ESD 101. Since ESD 101 had a stake in the progress and outcomes of the RFD Strategy, this investigator visited with and obtained the support of ESD 101's superintendent and other personnel involved with the RFD Strategy.

Appointments were then established with the superintendents of the five districts participating in the RFD Strategy and the five districts selected by this investigator to act as a comparison group, with ESD 101 personnel providing introductions. This investigator then made personal visits to each of the superintendents and explained the intent and purpose of this study. Additionally, a packet of materials (see Appendix D) outlining this study was presented to the superintendents for their records.

### Source and Collection of Data

This study utilized the official minutes of school board meeting as its data source. In addition to utilizing the minutes of regularly scheduled meetings, the minutes of any special meetings conducted by the school board were also obtained.

After obtaining permission and support to conduct this study from district superintendents arrangements were made for copying and receiving the minutes. In some cases the minutes were mailed to this investigator, and in others they were obtained directly from the district superintendents.

### Recording Data

In recording data on demands, demand origins and demand-processing style the following instructions were utilized.

Demands. Demands were classified into four groups: extractive, symbolic, regulative, and participative. This classification scheme was adapted from Scribner's framework dealing with input demands (1966) and closely parallels the work of Almond (1960 and 1965).

1. Extractive demands - these demands referred to five areas of input: (1) curriculum, (2) instructional materials and office supplies, (3) personnel services, (4) school plant planning and utilization, and (5) business management. In general these demands

concerned the material goods and services under the control of the school board. The following outline presents the types of demands classified as extractive.

I. Curriculum

- A. adding classes
- B. abolishing classes
- C. requests for continuing classes
- D. requests concerning field trips
- E. requests for federal programs that effect the curriculum
- F. requests for extra-curricular programs

II. Instructional materials and office supplies

- A. requests to purchase, replace or sell instructional materials
- B. requests to purchase, replace or sell office supplies or equipment
- C. requests for special equipment for particular classes

III. Personnel services

- A. requests for special training
- B. concerns over the recruitment of district personnel
- C. requests to hire or dismiss personnel

- D. protests related to the hiring or dismissal of district personnel
  - E. concerns over school staff representation in local and national organizations
  - F. creating positions within the school system
  - G. abolishing positions within the school system
  - H. disputes over salaries
  - I. requests for additional or extended benefits
  - J. concerns over personnel relationships
- IV. School plant planning and utilization
- A. requests for new construction or the destruction of school property
  - B. concerns related to the rental of school property
  - C. concerns related to the purchase, replacement or sale of school property
  - D. concerns related to the use of school property
- V. Business management
- A. concerns over payments of money owed or charged by the school district
  - B. matters relating to tax and bond elections
  - C. concerns over the safety of school facilities
  - D. concerns related to the budget
  - E. requests to transfer funds within the budget

- F. insurance concerns covering school property, district personnel or board members
- G. concerns relating to the consolidations of schools, districts or district services
- H. calling for, reviewing and accepting bids
- I. concerns related to the investment of district funds

VI. General

- A. requests to review policies concerned with the material goods and services provided by the school district
- B. requests to establish policies or resolutions related to the material goods and services provided by the school district
- C. requests for information concerning the material goods and services provided by the school district

2. Symbolic demands - these included those demands which establish the basis for governmental action and included four areas of possible input: (1) meetings, (2) publications, (3) tributes, and (4) special programs. The following outline presents the types of demands classified as symbolic.

### I. Meetings

- A. requests for special board meetings, closed sessions or open sessions
- B. requests that board members or district personnel attend workshops, conventions or other special meetings

### II. Publications

- A. requests for copies of the budget
- B. requests for copies of the minutes of board meetings, or the minutes of special groups formed by the board
- C. requests that information be made available to the press, or some other group or organization
- D. requests to review printed material other than material produced by the board
- E. requests to establish or prepare publications or documents
- F. requests for substantive changes in the wording of minutes or other documents produced by the school district

### III. Tributes

- A. requests that certain individuals or groups receive special awards or honors

- B. requests that the board acknowledge the activities or accomplishments of individuals or groups
- C. requests for political support

#### IV. Special programs

- A. requests that programs be established for a particular segment of the community, for example pre-school children
- B. requests that programs or activities be established for district personnel, students or community members which are not normally thought of as falling under the obligations of the school district

#### V. General

- A. requests for information concerning meetings, publications, tributes or special programs

3. Regulative demands - these were demands relative to the governing of behavior. The following outline presents the types of demands classified as regulative.

- A. requests to establish or approve duty assignments or schedules
- B. requests to establish or approve working hours
- C. requests to establish or approve school calendar



- D. requests to establish, approve or change district personnel or student attendance requirements
- E. requests to establish, approve or change criteria for district personnel advancement or student graduation
- F. requests to change meeting times
- G. requests to establish or approve authority
- H. requests to approve the budget
- I. requests to establish or approve rules, regulations or requirements for school related activities, for example sporting events and students smoking
- J. requests for the supervision of children
- K. calls for or approval of school board officer elections
- L. requests to approve school district policies or resolutions
- M. signing district personnel contracts
- N. requests to approve resignations or dismissals
- O. requests for student release from district

4. Participative demands - these demands were made by individuals or special groups wanting to influence the governmental functions of the board. The following outline presents the types of demands classified as participative.

- A. requests for recall elections
- B. requests to change the number of board members
- C. requests that the school board form advisory or study groups
- D. nominating an individual for school board membership

#### Demand Origins

The origins of demands were recorded as follows:

- A. If a school district's superintendent or head teacher was responsible for a demand "Superintendent" was recorded
- B. If a member of a school's certified teaching staff or a building administrator was responsible for a demand "Professional staff" was recorded
- C. If a member of a school's or school district's classified staff was responsible for a demand "Non-professional staff" was recorded
- D. If a member of the school board was responsible for a demand "Board" was recorded
- E. If a member of a school's student body was responsible for a demand "Student" was recorded
- F. If a person residing within the boundaries of the school district, who could not be designated as

superintendent, professional staff, non-professional staff, board, or student is responsible for a demand "Citizen" was recorded

- G. When a demand came from an organization or individual not residing in the school district, or an organization or individual residing in the school district but representing a state or national organization, or an organization or individual residing in the school district but representing a private commercial interest "Other" was recorded

Demand-Processing Style

The manner in which a demand was converted to a specific action was recorded as follows:

- A. If a decision regarding a demand was deferred to the superintendent by the board or if the superintendent responded directly to a demand.  
"Superintendent" was recorded
- B. If a decision regarding a demand was made by a process of bargaining within the board  
"Board" was recorded
- C. If a decision regarding a demand was made by the board with evidence of influence from the

community (school staff, students, and citizens)

"Board with community influence" was recorded

D. If a demand was ignored "No decision" was recorded

#### Special Conditions

1. Omission of demands - there were demands which appeared in the minutes of board meetings whose function was ceremonial rather than substantive; therefore the following demands were not recorded:

(1) a motion and second to begin the board meeting, (2) a motion and second to approve the minutes of the previous meeting, (3) a motion and second to adjourn the board meeting, and (4) a request to change typing errors, spelling errors or other accidental errors in the minutes of the board meeting.

2. Selecting the designation "Board with community influence" as demand-processing style - a vital aspect of the RFD Strategy's model of problem solving was the generation of decision-making methods which provide a sense that all individuals or groups are heard and can influence decisions. This particular demand-processing style was of special interest in this study. In selecting this designation, it was not sufficient for a member of the community to merely have presented a demand. Instead, any one or all of the following criteria must have been met.

A. The board requested input in the form of possible solutions to situations or problems from a

community member or community group or requested information that helped it make a decision

- B. In presenting a demand to the board a community member or community group offered guidance to the board which helped it make decision, e.g. such as providing a clearly stated rationale, providing possible solutions and consequences of these solutions, providing logistical information that would facilitate carrying out solutions, providing legal documentation, in short, any effort that greatly reduced internal bargaining and fact finding within the board.
- C. The demand was presented as representing the organized efforts of a particular political entity, such as a local teacher organization, a parent's organization, a church group, service club or special interest group.
- D. A demand requested compliance to school district rules or policies whose formation was influenced by community members.

In recording data, great care was taken in following these instructions. As a check to recording accuracy all minutes were reviewed three times.

Data was recorded on the "Data Collection Form" (see Appendix E) for each school district and summarized on the "Data Summary Form" (see Appendix F) for each school district.

#### Statistical Method

The Mann-Whitney U Test was selected to analyze all variables. To apply the U test, scores for the pre-RFD Strategy initiation period were subtracted from scores for the post-RFD Strategy initiation period for each of the ten school districts. These "difference scores" were then combined and ranked. The procedures used for ranking scores determining the value of U and its associated probability, and accepting or rejecting hypotheses, were those suggested in Siegel (1956: 116-127).

#### Region of Null Hypotheses Rejection

Since the context for the analysis of demands and the manner in which demands were converted to actions were provided by assumptions which did not indicate a direction of predicted change (refer to p. 43) and since no other research on the influence of the RFD Strategy indicates possible directions of change, the region of rejection employed in this study was two-tailed. It consisted of all

values of U which were so small that the probability associated with their occurrence under  $H_0$  was equal to or less than  $\alpha = .05$ .

#### Method of Reporting Data

Results of the statistical analyses of data are presented in Chapter IV of this report. This chapter is organized around the three variables investigated in this study, (1) level of demands, (2) demand processing style, and (3) level of responsiveness. Data related to hypotheses generated from questions pertaining to each of these variables are presented in tables, and the results of the statistical analysis of each hypothesis are discussed.

Chapter V of this report presents a summary of this study including a summary of the results, conclusions arrived at based on the results, and recommendations for future studies wishing to investigate the influence of the RFD Strategy.

## CHAPTER IV

### RESULTS AND DISCUSSION

#### Description of Sample

This study was conducted in selected rural school districts in Washington State's Educational Service District (ESD) 101. ESD 101 is located in the northeast corner of Washington and includes Ferry, Stevens, Pend Oreille, Lincoln, Spokane, and Whitman counties. Ten school districts, five participating in the Rural Futures Development (RFD) Strategy and five not participating in the strategy were utilized.

The selection of the five school districts not participating in the RFD Strategy, used as a comparison group, was determined in the following manner. First, the districts selected as comparison group districts matched, as closely as possible, the five districts participating in the RFD Strategy on three community characteristics: (1) percent racial/ethnic composition of student population, (2) percent levies/bonds passed in the last five years, and (3) district student enrollment. Second, the selection of comparison group districts was limited by the definition of "rural school district" employed in this study. This definition was as follows: A rural school district shall not have more than 1,000 students (K-12). In addition the community(ies) they serve shall be located at least



10 miles away from a city of 10,000 - 50,000 population; 25 miles from a city of 50,000 - 250,000; and 50 miles from a city larger than 250,000 population. This definition excluded several ESD 101 school districts from consideration as comparison group districts. The definition of rural school district employed in this study excluded several ESD 101 districts from consideration as comparison districts. Information on the community characteristics listed above was obtained for all remaining districts plus those districts involved in the RFD Strategy.

After obtaining the above information, ESD 101 personnel involved with the RFD Strategy were requested to indicate those districts they thought represented the best match to the districts participating in the RFD Strategy. Table 2 presents the school districts utilized in this study and outlines student enrollment, percent minority composition, and percent levy/bond passed figures.

The official minutes of school board meetings served as the data source of analyzing three variables: (1) level of demands, (2) demand processing style, and (3) level of responsiveness.

The Mann-Whitney U Test was selected to analyze all variables. To apply the U test, scores for the pre-RFD Strategy initiation period were subtracted from scores for the post-RFD Strategy initiation period for each of the ten school districts. These "difference scores" were then combined and ranked. The procedures

TABLE 2

## School Districts Utilized in Study

| Districts Participating in RFD Strategy |            |                              |                          | Comparison Group Districts |            |                              |                          |
|---|------------|------------------------------|--------------------------|----------------------------|------------|------------------------------|--------------------------|
|   | Enrollment | Percent Minority Composition | Percent Levy/Bond Passed |                            | Enrollment | Percent Minority Composition | Percent Levy/Bond Passed |
| Columbia                                | 250        | 33.2                         | 77.8                     | Wellpinit                  | 248        | 89.5                         | no elections             |
| Loon Lake                               | 47         | 0.0                          | 57.1                     | Steptoe                    | 46         | 0.0                          | 100.0                    |
| Selkirk                                 | 541        | 2.8                          | 70.0                     | Kettle Falls               | 804        | 5.3                          | 14.3                     |
| Cusick                                  | 379        | 17.2                         | 11.1                     | Mary Walker                | 502        | 12.4                         | 12.5                     |
| Summit                                  | 33         | 3.0                          | 100.0                    | Lamont                     | 43         | 0.0                          | 100.0                    |

used for ranking scores, determining the value of  $U$  and its associated probability, and accepting or rejecting hypotheses, were those suggested in Siegel (1956: 116-127). Since the context for the analysis of demands and the manner in which demands were converted to actions was provided by assumptions which did not indicate a direction of predicted change (refer to p. 43) and since no other research on the influence of the RFD Strategy indicates possible directions of change, the region of rejection employed in this study was two-tailed. It consisted of all values of  $U$  which were so small that the probability associated with their occurrence under  $H_0$  was equal to or less than  $\alpha = .05$ .

### Analysis of Data

#### Level of Demands Variable

The unit of analysis for the "level of demands" variable was demands confronted by the school board in legally established meetings of the board. Further, demands were grouped into categories before conducting the analysis. These categories were: extractive, symbolic, regulative, and participative demands. A guideline was prepared for placing demands in these categories. This guideline appears on pages 56-66 of this report.

To facilitate analyzing the hypotheses of this study, all demands for the entire study period were recorded and categorized,

and the "level of demands" variable contained two sub-variables: (1) level of intensity of demands, and (2) level of diversity of demands.

Level of Intensity Sub-Variable. Level of intensity was simply an assessment of the quantity of demands. All demands regardless of origin were recorded and categorized. The analysis of this sub-variable concerned whether or not the number of demands formally presented to the school boards in the districts participating in the RFD Strategy changed when compared to the number of demands formally presented to school boards not participating in the RFD Strategy subsequent to the initiation of the RFD Strategy. The analysis of this sub-variable was conducted in two ways. First, the total number of demands in both the involved and uninvolved districts were analyzed. Secondly, the total number of demands in each demand category were analyzed.

Null Hypothesis.  $H_0$ : the change in the total number of demands formally presented to the school boards in the involved districts is the same as the change in the total number of demands formally presented to the school boards in the uninvolved districts subsequent to the initiation of the RFD Strategy.  $H_1$ : the change in the total number of demands formally presented to the school boards in the involved districts is not the same as the change in the total number of demands formally presented to the school boards

in the uninvolved districts subsequent to the initiation of the RFD Strategy.

Decision. The total number of demands formally presented to the school boards in the involved and uninvolved districts is presented in Table 3. The value of  $U$  for the total number of demands is 9 and has a probability of occurrence under  $H_0$  of  $p = .310$ . The decision is that the data do not give evidence which justify rejecting  $H_0$  at the .05 level of significance.

Null Hypothesis.  $H_0$ : the change in the number of extractive demands formally presented to the school boards in the involved districts is the same as the change in the number of extractive demands formally presented to the school boards in the uninvolved districts subsequent to the initiation of the RFD Strategy.  $H_1$ : the change in the number of extractive demands formally presented to the school boards in the involved districts is not the same as the change in the number of extractive demands formally presented to the school boards in the uninvolved districts subsequent to the initiation of the RFD Strategy.

Decision. The total number of extractive demands formally presented to the school boards in the involved and uninvolved districts is presented in Table 4. The value of  $U$  for the total number of extractive demands is 12 and has a probability of occurrence under

TABLE 3

## Total Number of Demands

| INVOLVED DISTRICTS   | TOTAL NUMBER OF RECOMMENDATIONS |                 | DIFFERENCE             | RANK      |
|----------------------|---------------------------------|-----------------|------------------------|-----------|
|                      | PRE-RFD PERIOD                  | POST-RFD PERIOD | POST MINUS PRE PERIODS |           |
| 1.                   | 44                              | 72              | 28                     | 9         |
| 2.                   | 60                              | 41              | -19                    | 1         |
| 3.                   | 78                              | 64              | -14                    | 2         |
| 4.                   | 64                              | 73              | 9                      | 7         |
| 5.                   | 39                              | 31              | -8                     | 3         |
|                      |                                 |                 |                        | <u>22</u> |
| UNINVOLVED DISTRICTS |                                 |                 |                        |           |
| 1.                   | 31                              | 88              | 57                     | 10        |
| 2.                   | 40                              | 33              | -7                     | 4         |
| 3.                   | 67                              | 81              | 14                     | 8         |
| 4.                   | 96                              | 94              | -2                     | 5         |
| 5.                   | 43                              | 49              | 6                      | 6         |
|                      |                                 |                 |                        | <u>33</u> |

$H_0$  of  $p = 1.00$ . The decision is that the data do not give evidence which justify rejecting  $H_0$  at the .05 level of significance.

TABLE 4

## Total Number of Extractive Demands

| INVOLVED<br>DISTRICTS   | TOTAL NUMBER OF<br>RECOMMENDATIONS |                    | DIFFERENCE                | RANK     |
|-------------------------|------------------------------------|--------------------|---------------------------|----------|
|                         | PRE-RFD<br>PERIOD                  | POST-RFD<br>PERIOD | POST MINUS PRE<br>PERIODS |          |
| 1.                      | 27                                 | 33                 | 6                         | 9        |
| 2.                      | 29                                 | 27                 | - 2                       | 5        |
| 3.                      | 33                                 | 23                 | -10                       | 1        |
| 4.                      | 31                                 | 36                 | 5                         | 8        |
| 5.                      | 22                                 | 17                 | -5                        | <u>4</u> |
|                         |                                    |                    |                           | 27       |
| UNINVOLVED<br>DISTRICTS |                                    |                    |                           |          |
| 1.                      | 21                                 | 39                 | 18                        | 10       |
| 2.                      | 20                                 | 12                 | -8                        | 2.5      |
| 3.                      | 37                                 | 41                 | 4                         | 7        |
| 4.                      | 49                                 | 41                 | -8                        | 2.5      |
| 5.                      | 23                                 | 26                 | 3                         | <u>6</u> |
|                         |                                    |                    |                           | 28.0     |

Null Hypothesis.  $H_0$ : the change in the number of symbolic demands formally presented to the school boards in the involved districts is the same as the change in the number of symbolic demands formally presented to the school boards in the uninvolved districts subsequent to the initiation of the RFD Strategy.  $H_1$ : the change in the number of symbolic demands formally presented to the school boards in the involved districts is not the same as the change in the number of symbolic demands formally presented to the school boards in the uninvolved districts subsequent to the initiation of the RFD Strategy.

Decision. The total number of symbolic demands formally presented to the school boards in the involved and uninvolved districts is presented in Table 5. The value of U for the total number of symbolic demands is 9 and has a probability of occurrence under  $H_0$  of  $p = .548$ . The decision is that these data do not give evidence which justify rejecting  $H_0$  at the .05 level of significance.

Null Hypothesis.  $H_0$ : the change in the number of regulative demands formally presented to the school boards in the involved districts is the same as the change in the number of regulative demands formally presented to the school boards in the uninvolved districts subsequent to the initiation of the RFD Strategy.  $H_1$ : the change in the number of regulative demands formally presented to the school



TABLE 5

## Total Number of Symbolic Demands

| INVOLVED<br>DISTRICTS   | TOTAL NUMBER OF<br>RECOMMENDATIONS |                    | DIFFERENCE                | RANK       |
|-------------------------|------------------------------------|--------------------|---------------------------|------------|
|                         | PRE-RFD<br>PERIOD                  | POST-RFD<br>PERIOD | POST MINUS PRE<br>PERIODS |            |
| 1.                      | 3                                  | 6                  | 3                         | 6.5        |
| 2.                      | 9                                  | 3                  | -6                        | 1          |
| 3.                      | 19                                 | 18                 | -1                        | 2          |
| 4.                      | 8                                  | 11                 | 3                         | 6.5        |
| 5.                      | 1                                  | 5                  | 4                         | <u>8</u>   |
|                         |                                    |                    |                           | 24.0       |
| UNINVOLVED<br>DISTRICTS |                                    |                    |                           |            |
| 1.                      | 1                                  | 18                 | 17                        | 10         |
| 2.                      | 3                                  | 3                  | 3                         | 3.5        |
| 3.                      | 9                                  | 10                 | 1                         | 5          |
| 4.                      | 12                                 | 17                 | 5                         | 9          |
| 5.                      | 3                                  | 3                  | 0                         | <u>3.5</u> |
|                         |                                    |                    |                           | 31.0       |

boards in the involved districts is not the same as the change in the the number of regulative demands formally presented to the school

boards in the uninvolved districts subsequent to the initiation of the RFD Strategy.

Decision. The total number of regulative demands formally presented to the school boards in the involved and uninvolved districts is presented in Table 6. The value of U for the total number of regulative demands is 6 and has a probability of occurrence under  $H_0$  of  $p = .222$ . The decision is that the data do not give evidence which justify rejecting  $H_0$  at the .05 level of significance.

Null Hypothesis.  $H_0$ : the change in the number of participative demands formally presented to the school boards in the involved districts is the same as the change in the number of participative demands formally presented to the school boards in the uninvolved districts subsequent to the initiation of the RFD Strategy.  $H_1$ : the change in the number of participative demands formally presented to the school boards in the involved districts is not the same as the change in the number of participative demands formally presented to the school boards in the uninvolved districts subsequent to the initiation of the RFD Strategy.

Decision. The total number of participative demands formally presented to the school boards in the involved and uninvolved districts is presented in Table 7. The value of U for the total number of participative demands is 9 and has a probability of occurrence

TABLE 6

## Total Number of Regulative Demands

| INVOLVED DISTRICTS   | TOTAL NUMBER OF RECOMMENDATIONS |                 | DIFFERENCE             | RANK      |
|----------------------|---------------------------------|-----------------|------------------------|-----------|
|                      | PRE-RFD PERIOD                  | POST-RFD PERIOD | POST MINUS PRE PERIODS |           |
| 1.                   | 12                              | 30              | 18                     | 9         |
| 2.                   | 19                              | 9               | -10                    | 1         |
| 3.                   | 23                              | 20              | -3                     | 4         |
| 4.                   | 24                              | 24              | 0                      | 5         |
| 5.                   | 12                              | 6               | -6                     | 2         |
|                      |                                 |                 |                        | <u>21</u> |
| UNINVOLVED DISTRICTS |                                 |                 |                        |           |
| 1.                   | 9                               | 31              | 22                     | 10        |
| 2.                   | 16                              | 17              | 1                      | 6         |
| 3.                   | 21                              | 28              | 7                      | 8         |
| 4.                   | 33                              | 28              | -5                     | 3         |
| 5.                   | 16                              | 20              | 4                      | 7         |
|                      |                                 |                 |                        | <u>34</u> |

under  $H_0$  of  $p = .548$ . The decision is that the data do not give evidence which justify rejecting  $H_0$  at the .05 level of significance.

TABLE 7

## Total Number of Participative Demands

| INVOLVED DISTRICTS   | TOTAL NUMBER OF RECOMMENDATIONS |                 | DIFFERENCE             | RANK     |
|----------------------|---------------------------------|-----------------|------------------------|----------|
|                      | PRE-RFD PERIOD                  | POST-RFD PERIOD | POST MINUS PRE PERIODS |          |
| 1.                   | 2                               | 3               | 1                      | 7.5      |
| 2.                   | 3                               | 2               | -1                     | 2        |
| 3.                   | 3                               | 3               | 0                      | 5        |
| 4.                   | 1                               | 2               | 1                      | 7.5      |
| 5.                   | 4                               | 3               | -1                     | <u>2</u> |
|                      |                                 |                 |                        | 24.0     |
| UNINVOLVED DISTRICTS |                                 |                 |                        |          |
| 1.                   | 0                               | 0               | 0                      | 5        |
| 2.                   | 1                               | 1               | 0                      | 5        |
| 3.                   | 0                               | 2               | 2                      | 9        |
| 4.                   | 2                               | 8               | 6                      | 10       |
| 5.                   | 1                               | 0               | -1                     | <u>2</u> |
|                      |                                 |                 |                        | 31       |

Level of Diversity Sub-Variable. Level of diversity of demands referred to the kinds of groups presenting demands to the school board. Demands were recorded and categorized for the following groups: (1) the district's superintendent, (2) the district's professional staff, (3) the district's non-professional staff, (4) students, (5) citizens, (6) school board members, and (7) others.

The analysis of this sub-variable concerned comparing the changes in the number of demands formally presented to the school boards in the involved and uninvolved districts by these groups subsequent to the initiation of the RFD Strategy. The analysis of this sub-variable was conducted in two ways. First, the total number of demands formally presented to the school board by each of these groups was analyzed. Secondly, the following groups: (1) the district's professional staff, (2) the district's non-professional staff, (3) students, and (4) local citizens were collapsed and the total number of demands formally presented to the school board by this combined group was analyzed.

Null Hypothesis.  $H_0$ : the change in the number of demands formally presented to the school board by superintendents in the involved districts is the same as the change in the number of demands formally presented to the school board by superintendents in the uninvolved districts subsequent to the initiation of the RFD Strategy.  $H_1$ : the change in the number of demands formally presented

to the school board by superintendents in the involved districts is not the same as the change in the number of demands formally presented to the school board by superintendents in the uninvolved districts subsequent to the initiation of the RFD Strategy.

Decision. The total number of demands formally presented to the school board by superintendents in the involved and uninvolved districts is presented in Table 8. The value of  $U$  for the total number of demands presented to school boards by superintendents is 12.5 and has a probability of occurrence under  $H_0$  of  $p = 1.00$ . The decision is that the data do not give evidence which justify rejecting  $H_0$  at the .05 level of significance.

Null Hypothesis.  $H_0$ : the change in the number of demands formally presented to the school board by district professional staff members in the involved districts is the same as the change in the number of demands formally presented to the school board by district professional staff members in the uninvolved districts subsequent to the initiation of the RFD Strategy.  $H_1$ : the change in the number of demands formally presented to the school board by district professional staff members in the involved districts is not the same as the change in the number of demands formally presented to the school board by district professional staff members in the uninvolved districts subsequent to the initiation of the RFD Strategy.

TABLE 8

Total Number of Demands Presented to  
School Boards by Superintendents

| INVOLVED<br>DISTRICTS   | TOTAL NUMBER OF<br>RECOMMENDATIONS |                    | DIFFERENCE                | RANK               |
|-------------------------|------------------------------------|--------------------|---------------------------|--------------------|
|                         | PRE-RFD<br>PERIOD                  | POST-RFD<br>PERIOD | POST MINUS PRE<br>PERIODS |                    |
| 1.                      | 17                                 | 12                 | -5                        | 2                  |
| 2.                      | 6                                  | 10                 | 4                         | 7                  |
| 3.                      | 17                                 | 19                 | 2                         | 6                  |
| 4.                      | 9                                  | 15                 | 6                         | 8                  |
| 5.                      | 0                                  | 0                  | 0                         | <u>4.5</u><br>27.5 |
| UNINVOLVED<br>DISTRICTS |                                    |                    |                           |                    |
| 1.                      | 6                                  | 13                 | 7                         | 9                  |
| 2.                      | 2                                  | 10                 | 8                         | 10                 |
| 3.                      | 10                                 | 7                  | -3                        | 3                  |
| 4.                      | 17                                 | 3                  | -14                       | 1                  |
| 5.                      | 4                                  | 4                  | 0                         | <u>4.5</u><br>27.5 |

Decision. The total number of demands formally presented to the school board by district professional staff members in the involved

and uninvolved districts is presented in Table 9. The value of  $U$  for the total number of demands presented to school boards by district professional staff members is 12 and has a probability of occurrence under  $H_0$  of  $p = 1.00$ . The decision is that the data do not give evidence which justify rejecting  $H_0$  at the .05 level of significance.

Null Hypothesis.  $H_0$ : the change in the number of demands formally presented to the school board by district non-professional staff members in the involved districts is the same as the change in the number of demands formally presented to the school board by district non-professional staff members in the uninvolved districts subsequent to the initiation of the RFD Strategy.  $H_1$ : the change in the number of demands formally presented to the school board by district non-professional staff members in the involved districts is not the same as the change in the number of demands formally presented to the school board by district non-professional staff members in the uninvolved districts subsequent to the initiation of RFD Strategy.

Decision. The total number of demands formally presented to the school board by district non-professional staff members in the involved and the uninvolved districts is presented in Table 10. The value of  $U$  for the total number of demands presented to school



TABLE 9

Total Number of Demands Presented to School Boards  
by District Professional Staff

| INVOLVED<br>DISTRICTS   | TOTAL NUMBER OF<br>RECOMMENDATIONS |                    | DIFFERENCE                | RANK     |
|-------------------------|------------------------------------|--------------------|---------------------------|----------|
|                         | PRE-RFD<br>PERIOD                  | POST-RFD<br>PERIOD | POST MINUS PRE<br>PERIODS |          |
| 1.                      | 2                                  | 5                  | 3                         | 8        |
| 2.                      | 2                                  | 0                  | -2                        | 5        |
| 3.                      | 11                                 | 5                  | -6                        | 1        |
| 4.                      | 7                                  | 9                  | 2                         | 7        |
| 5.                      | 0                                  | 1                  | 1                         | <u>6</u> |
|                         |                                    |                    |                           | 27       |
| UNINVOLVED<br>DISTRICTS |                                    |                    |                           |          |
| 1.                      | 2                                  | 7                  | 5                         | 9.5      |
| 2.                      | 6                                  | 3                  | -3                        | 3.5      |
| 3.                      | 4                                  | 9                  | 5                         | 9.5      |
| 4.                      | 11                                 | 8                  | -3                        | 3.5      |
| 5.                      | 4                                  | 0                  | -4                        | <u>2</u> |
|                         |                                    |                    |                           | 28.0     |

boards by district non-professional staff members is 9 and has a probability of occurrence under  $H_0$  of  $p = .548$ . The decision is

TABLE 10

Total Number of Demands Presented to School Boards  
by District Non-Professional Staff

| INVOLVED<br>DISTRICTS   | TOTAL NUMBER OF<br>RECOMMENDATIONS |                    | DIFFERENCE                | RANK       |
|-------------------------|------------------------------------|--------------------|---------------------------|------------|
|                         | PRE-RFD<br>PERIOD                  | POST-RFD<br>PERIOD | POST MINUS PRE<br>PERIODS |            |
| 1.                      | 0                                  | 2                  | 2                         | 9          |
| 2.                      | 1                                  | 0                  | -1                        | 2          |
| 3.                      | 1                                  | 2                  | 1                         | 5.5        |
| 4.                      | 3                                  | 4                  | 1                         | 5.5        |
| 5.                      | 0                                  | 2                  | 2                         | <u>9</u>   |
|                         |                                    |                    |                           | 31.0       |
| UNINVOLVED<br>DISTRICTS |                                    |                    |                           |            |
| 1.                      | 0                                  | 2                  | 2                         | 9          |
| 2.                      | 0                                  | 1                  | 1                         | 5.5        |
| 3.                      | 0                                  | 0                  | 0                         | 3          |
| 4.                      | 2                                  | 0                  | -2                        | 1          |
| 5.                      | 1                                  | 2                  | 1                         | <u>5.5</u> |
|                         |                                    |                    |                           | 24.0       |

that the data do not give evidence which justify rejecting  $H_0$  at the .05 level of significance.

Null Hypothesis.  $H_0$ : the change in the number of demands formally presented to the school board by students in the involved districts is the same as the change in the number of demands formally presented to the school board by students in the uninvolved districts subsequent to the initiation of the RFD Strategy.  $H_1$ : the change in the number of demands formally presented to the school board by students in the involved districts is not the same as the change in the number of demands formally presented to the school board by students in the uninvolved districts subsequent to the initiation of the RFD Strategy.

Decision. The total number of demands formally presented to the school board by students in the involved and uninvolved districts is presented in Table 11. The value of U for the total number of demands presented to school boards by students is 1.5 and has a probability of occurrence under  $H_0$  of  $p = .024$ . The decision is that the data give evidence which justify rejecting  $H_0$  at the .05 level of significance. The conclusion is that the change in the number of demands formally presented to school boards by students in the involved districts is not the same as the change in the number of demands formally presented to school boards in the uninvolved districts subsequent to the initiation of the RFD Strategy. The number of demands formally presented to school boards by students

TABLE 11

Total Number of Demands Presented to  
School Boards by Students

| INVOLVED<br>DISTRICTS   | TOTAL NUMBER OF<br>RECOMMENDATIONS |                    | DIFFERENCE                | RANK               |
|-------------------------|------------------------------------|--------------------|---------------------------|--------------------|
|                         | PRE-RFD<br>PERIOD                  | POST-RFD<br>PERIOD | POST MINUS PRE<br>PERIODS |                    |
| 1.                      | 1                                  | 0                  | -1                        | 2                  |
| 2.                      | 0                                  | 0                  | 0                         | 4.5                |
| 3.                      | 2                                  | 0                  | -2                        | 1                  |
| 4.                      | 2                                  | 2                  | 0                         | 4.5                |
| 5.                      | 0                                  | 0                  | 0                         | <u>4.5</u><br>16.5 |
| UNINVOLVED<br>DISTRICTS |                                    |                    |                           |                    |
| 1.                      | 0                                  | 2                  | 2                         | 9                  |
| 2.                      | 0                                  | 2                  | 2                         | 9                  |
| 3.                      | 0                                  | 1                  | 1                         | 7                  |
| 4.                      | 0                                  | 2                  | 2                         | 9                  |
| 5.                      | 0                                  | 0                  | 0                         | <u>4.5</u><br>38.5 |

in the involved districts decreased while they increased in the  
uninvolved districts.

Null Hypothesis.  $H_0$ : the change in the number of demands formally presented to the school board by local citizens in the involved districts is the same as the change in the number of demands formally presented to the school board by local citizens in the uninvolved districts subsequent to the initiation of the RFD Strategy.  $H_1$ : the change in the number of demands formally presented to the school board by local citizens in the involved districts is not the same as the change in the number of demands formally presented to the school board by local citizens in the uninvolved districts subsequent to the initiation of the RFD Strategy.

Decision. The total number of demands formally presented to the school board by local citizens in the involved and uninvolved districts is presented in Table 12. The value of U for the total number of demands presented to school boards by local citizens is 2 and has a probability of occurrence under  $H_0$  of  $p = .032$ . The decision is that the data give evidence which justify rejecting  $H_0$  at the .05 level of significance. The conclusion is that the change in the number of demands formally presented to school boards by local citizens in the involved districts is not the same as the change in the number of demands formally presented to school boards in the uninvolved districts subsequent to the initiation of the RFD Strategy. The number of demands formally presented to school

TABLE 12

Total Number of Demands Presented to  
School Boards by Local Citizens

| INVOLVED<br>DISTRICTS   | TOTAL NUMBER OF<br>RECOMMENDATIONS |                    | DIFFERENCE                | RANK       |
|-------------------------|------------------------------------|--------------------|---------------------------|------------|
|                         | PRE-RFD<br>PERIOD                  | POST-RFD<br>PERIOD | POST MINUS PRE<br>PERIODS |            |
| 1.                      | 1                                  | 3                  | 2                         | 7          |
| 2.                      | 10                                 | 3                  | -7                        | 1          |
| 3.                      | 7                                  | 2                  | -5                        | 2.5        |
| 4.                      | 7                                  | 2                  | -5                        | 2.5        |
| 5.                      | 6                                  | 2                  | -4                        | <u>4</u>   |
|                         |                                    |                    |                           | 17.0       |
| UNINVOLVED<br>DISTRICTS |                                    |                    |                           |            |
| 1.                      | 0                                  | 3                  | 3                         | 8.5        |
| 2.                      | 3                                  | 0                  | -3                        | 5.5        |
| 3.                      | 8                                  | 12                 | 4                         | 10         |
| 4.                      | 5                                  | 2                  | -3                        | 5.5        |
| 5.                      | 1                                  | 4                  | 3                         | <u>8.5</u> |
|                         |                                    |                    |                           | 38.0       |

boards by local citizens decreased while they remained nearly the same in the uninvolved districts.

Null Hypothesis.  $H_0$ : the change in the number of demands formally presented to the school board by school board members in the involved districts is the same as the change in the number of demands formally presented to the school board by school board members in the uninvolved districts subsequent to the initiation of the RFD Strategy.  $H_1$ : the change in the number of demands formally presented to the school board by school board members in the involved districts is not the same as the change in the number of demands formally presented to the school board by school board members in the uninvolved districts subsequent to the initiation of the RFD Strategy.

Decision. The total number of demands formally presented to the school board by school board members in the involved and uninvolved districts is presented in Table 13. The value of U for the total number of demands presented to school boards by school board members is 6 and has a probability of occurrence under  $H_0$  of  $p = .222$ . The decision is that the data do not give evidence which justify rejecting  $H_0$  at the .05 level of significance.

Null Hypothesis.  $H_0$ : the change in the combined total number of demands formally presented to the school board by district professional staff members, non-professional staff members, students, and local citizens in the involved districts is the same as the change in the combined total number of demands formally presented to the

TABLE 13

Total Number of Demands Presented to  
School Boards by School Board Members

| INVOLVED<br>DISTRICTS   | TOTAL NUMBER OF<br>RECOMMENDATIONS |                    | DIFFERENCE                | RANK     |
|-------------------------|------------------------------------|--------------------|---------------------------|----------|
|                         | PRE-RFD<br>PERIOD                  | POST-RFD<br>PERIOD | POST MINUS PRE<br>PERIODS |          |
| 1.                      | 21                                 | 41                 | 20                        | 8        |
| 2.                      | 39                                 | 24                 | -15                       | 1        |
| 3.                      | 38                                 | 30                 | -8                        | 4        |
| 4.                      | 33                                 | 35                 | 2                         | 5        |
| 5.                      | 31                                 | 20                 | -11                       | <u>3</u> |
|                         |                                    |                    |                           | 21       |
| UNINVOLVED<br>DISTRICTS |                                    |                    |                           |          |
| 1.                      | 19                                 | 59                 | 40                        | 10       |
| 2.                      | 28                                 | 16                 | -12                       | 2        |
| 3.                      | 39                                 | 49                 | 10                        | 7        |
| 4.                      | 51                                 | 77                 | 26                        | 9        |
| 5.                      | 32                                 | 39                 | 7                         | <u>6</u> |
|                         |                                    |                    |                           | 34       |

school board by district professional staff members, non-professional staff members, students, and local citizens in the uninvolved districts subsequent to the initiation of the RFD Strategy.  $H_1$ : the



change in the combined total number of demands formally presented to the school board by district professional staff members, non-professional staff members, students, and local citizens is not the same as the change in the combined total number of demands formally presented to the school board by district professional staff members, non-professional staff members, students, and local citizens in the uninvolved districts subsequent to the initiation of the RFD Strategy.

Decision. The combined total number of demands formally presented to the school board by district professional staff members, non-professional staff members, students, and local citizens in the involved and uninvolved districts is presented in Table 14. The value of  $U$  for the combined total number of demands presented to school boards by district professional staff, non-professional staff, students, and local citizens is 7 and has a probability of occurrence under  $H_0$  of  $p = .310$ . The decision is that the data do not give evidence which justify rejecting  $H_0$  at the .05 level of significance.

#### Demand Processing Style Variable

Three demand processing styles were analyzed; these were:

- (1) a decision regarding a demand was deferred to the superintendent by the school board, or the superintendent responded directly to a demand,
- (2) a decision regarding a demand was made by a process of

TABLE 14

Combined Total Number of Demands Presented to  
School Boards by District Professional Staff,  
Non-Professional Staff, Students,  
and Local Citizens

| INVOLVED<br>DISTRICTS   | TOTAL NUMBER OF<br>RECOMMENDATIONS |                    | DIFFERENCE                | RANK      |
|-------------------------|------------------------------------|--------------------|---------------------------|-----------|
|                         | PRE-RFD<br>PERIOD                  | POST-RFD<br>PERIOD | POST MINUS PRE<br>PERIODS |           |
| 1.                      | 4                                  | 10                 | 6                         | 8         |
| 2.                      | 13                                 | 3                  | -10                       | 2         |
| 3.                      | 21                                 | 9                  | -12                       | 1         |
| 4.                      | 19                                 | 17                 | -2                        | 5         |
| 5.                      | 6                                  | 5                  | -1                        | 6         |
|                         |                                    |                    |                           | <u>22</u> |
| UNINVOLVED<br>DISTRICTS |                                    |                    |                           |           |
| 1.                      | 2                                  | 14                 | 12                        | 10        |
| 2.                      | 9                                  | 6                  | -3                        | 4         |
| 3.                      | 12                                 | 22                 | 10                        | 9         |
| 4.                      | 18                                 | 12                 | -6                        | 3         |
| 5.                      | 6                                  | 6                  | 0                         | 7         |
|                         |                                    |                    |                           | <u>33</u> |

bargaining within the school board, and (3) a decision regarding a demand was made by the school board with evidence of influence from the community (district professional staff, district non-professional staff, students, and local citizens).

The analysis of this variable was conducted in four ways: (1) the total number of demands receiving decisions were analyzed, (2) the total number of demands receiving decisions by district superintendents were analyzed, (3) the total number of demands receiving decisions by a process of bargaining within the school board were analyzed, and (4) the total number of demands receiving decisions made by the school board with evidence of community influence were analyzed.

Null Hypothesis.  $H_0$ : the change in the number of demands receiving decisions in the involved districts is the same as the change in the number of demands receiving decisions in the uninvolved districts subsequent to the initiation of the RFD Strategy.

$H_1$ : the change in the number of demands receiving decisions in the involved districts is not the same as the change in the number of demands receiving decisions in the uninvolved districts subsequent to the initiation of the RFD Strategy.

Decision. The total number of demands formally presented to school boards and receiving decisions in the involved and uninvolved districts is presented in Table 15. The value of U for the total

TABLE 15

Total Number of Demands  
Receiving Decisions

| INVOLVED<br>DISTRICTS   | TOTAL NUMBER OF<br>RECOMMENDATIONS |                    | DIFFERENCE                | RANK       |
|-------------------------|------------------------------------|--------------------|---------------------------|------------|
|                         | PRE-RFD<br>PERIOD                  | POST-RFD<br>PERIOD | POST MINUS PRE<br>PERIODS |            |
| 1.                      | 39                                 | 65                 | 26                        | 9          |
| 2.                      | 53                                 | 37                 | -16                       | 2          |
| 3.                      | 77                                 | 57                 | -20                       | 1          |
| 4.                      | 58                                 | 69                 | 11                        | 7          |
| 5.                      | 37                                 | 26                 | -11                       | <u>3</u>   |
|                         |                                    |                    |                           | 22         |
| UNINVOLVED<br>DISTRICTS |                                    |                    |                           |            |
| 1.                      | 30                                 | 83                 | 53                        | 10         |
| 2.                      | 38                                 | 30                 | -8                        | 4          |
| 3.                      | 64                                 | 79                 | 15                        | 8          |
| 4.                      | 87                                 | 91                 | 4                         | 5.5        |
| 5.                      | 42                                 | 46                 | 4                         | <u>5.5</u> |
|                         |                                    |                    |                           | 33.0       |

number of demands receiving decisions is 7 and has a probability of occurrence under  $H_0$  of  $p = .310$ . The decision is that the data do

not give evidence which justify rejecting  $H_0$  at the .05 level of significance.

Null Hypothesis:  $H_0$ : the change in the number of demands receiving decisions by district superintendents in the involved districts is the same as the change in the number of demands receiving decisions by district superintendents in the uninvolved districts subsequent to the initiation of the RFD Strategy.

$H_1$ : the change in the number of demands receiving decisions by district superintendents in the involved districts is not the same as the change in the number of demands receiving decisions by district superintendents in the uninvolved districts subsequent to the initiation of the RFD Strategy.

Decision. The total number of demands formally presented to the school boards and receiving decisions by district superintendents is presented in Table 16. The value for U for the total number of demands receiving decisions by district superintendents is 7 and has a probability of occurrence under  $H_0$  of  $p = .310$ . The decision is that the data do not give evidence which justify rejecting  $H_0$  at the .05 level of significance.

Null Hypothesis.  $H_0$ : the change in the number of demands receiving decisions through a process of bargaining within the school board in the involved districts is the same as the change

TABLE 16

Total Number of Demands Receiving Decisions  
by District Superintendents

| INVOLVED<br>DISTRICTS   | TOTAL NUMBER OF<br>RECOMMENDATIONS |                    | DIFFERENCE                | RANK        |
|-------------------------|------------------------------------|--------------------|---------------------------|-------------|
|                         | PRE-RFD<br>PERIOD                  | POST-RFD<br>PERIOD | POST MINUS PRE<br>PERIODS |             |
| 1.                      | 2                                  | 0                  | -2                        | 1.5         |
| 2.                      | 1                                  | 0                  | -1                        | 3           |
| 3.                      | 4                                  | 2                  | -2                        | 1.5         |
| 4.                      | 1                                  | 7                  | 6                         | 10          |
| 5.                      | 0                                  | 0                  | 0                         | 6           |
|                         |                                    |                    |                           | <u>22.0</u> |
| UNINVOLVED<br>DISTRICTS |                                    |                    |                           |             |
| 1.                      | 3                                  | 3                  | 0                         | 6           |
| 2.                      | 1                                  | 2                  | 1                         | 9           |
| 3.                      | 0                                  | 0                  | 0                         | 6           |
| 4.                      | 0                                  | 0                  | 0                         | 6           |
| 5.                      | 0                                  | 0                  | 0                         | 6           |
|                         |                                    |                    |                           | <u>33</u>   |

in the number of demands receiving decisions through a process of bargaining within the school board in the uninvolved districts

subsequent to the initiation of the RFD Strategy.  $H_1$ : the change in the number of demands receiving decisions through a process of bargaining within the school board in the involved districts is not the same as the change in the number of demands receiving decisions through a process of bargaining within the school board in the uninvolved districts subsequent to the initiation of the RFD Strategy.

Decision. The total number of demands formally presented to the school boards and receiving decisions by a process of bargaining within the school board in the involved and uninvolved districts is presented in Table 17. The value of  $U$  for the total number of demands receiving decisions by a process of bargaining within the school board is 6 and has a probability of occurrence under  $H_0$  of  $p = .222$ . The decision is that the data do not give evidence which justify rejecting  $H_0$  at the .05 level of significance.

Null Hypothesis.  $H_0$ : the change in the number of demands receiving decisions by the school board with evidence of community influence in the involved districts is the same as the change in the number of demands receiving decisions by the school board with evidence of community influence in the uninvolved districts subsequent to the initiation of the RFD Strategy.  $H_1$ : the change in the

TABLE 17

Total Number of Demands Receiving Decisions  
by a Process of Bargaining Within  
the School Board

| INVOLVED<br>DISTRICTS   | TOTAL NUMBER OF<br>RECOMMENDATIONS |                    | DIFFERENCE                | RANK     |
|-------------------------|------------------------------------|--------------------|---------------------------|----------|
|                         | PRE-RFD<br>PERIOD                  | POST-RFD<br>PERIOD | POST MINUS PRE<br>PERIODS |          |
| 1.                      | 36                                 | 63                 | 27                        | 9        |
| 2.                      | 48                                 | 35                 | -13                       | 2        |
| 3.                      | 71                                 | 54                 | -17                       | 1        |
| 4.                      | 52                                 | 59                 | 7                         | 6        |
| 5.                      | 34                                 | 24                 | -10                       | <u>3</u> |
|                         |                                    |                    |                           | 21       |
| UNINVOLVED<br>DISTRICTS |                                    |                    |                           |          |
| 1.                      | 27                                 | 80                 | 53                        | 10       |
| 2.                      | 33                                 | 28                 | -5                        | 4        |
| 3.                      | 63                                 | 78                 | 15                        | 8        |
| 4.                      | 79                                 | 89                 | 10                        | 7        |
| 5.                      | 41                                 | 46                 | 5                         | <u>5</u> |
|                         |                                    |                    |                           | 34       |

the number of demands receiving decisions by the school board with evidence of community influence in the involved districts is not



the same as the change in the number of demands receiving decisions by the school board with evidence of community influence in the uninvolved districts subsequent to the initiation of the RFD Strategy.

Decision. The total number of demands formally presented to school boards and receiving decisions with evidence of community influence in the involved and uninvolved districts is presented in Table 18. The value of U for the total number of demands receiving decisions with evidence of community influence is 11.5 and has a probability of occurrence under  $H_0$  of  $p = .461$ . The decision is that the data do not give evidence which justify rejecting  $H_0$  at the .05 level of significance.

#### Level of Responsiveness Variable

Responsiveness in this study referred to whether or not the school board took action in response to formally expressed demands emanating from district professional staff, district non-professional staff, students, and local citizens. Thus the analysis of responsiveness was limited to demands emanating from these groups.

The analysis of this variable was conducted in four ways: (1) the total number of demands emanating from these groups and receiving decisions were analyzed, (2) the total number of demands emanating from these groups and receiving decisions by district

TABLE 18

Total Number of Demands Receiving Decisions  
with Evidence of Community Influence

| INVOLVED<br>DISTRICTS   | TOTAL NUMBER OF<br>RECOMMENDATIONS |                    | DIFFERENCE                | RANK       |
|-------------------------|------------------------------------|--------------------|---------------------------|------------|
|                         | PRE-RFD<br>PERIOD                  | POST-RFD<br>PERIOD | POST MINUS PRE<br>PERIODS |            |
| 1.                      | 1                                  | 2                  | 1                         | 10         |
| 2.                      | 3                                  | 0                  | -3                        | 3.5        |
| 3.                      | 2                                  | 0                  | -2                        | 5          |
| 4.                      | 5                                  | 2                  | -3                        | 3.5        |
| 5.                      | 3                                  | 2                  | -1                        | <u>6.5</u> |
|                         |                                    |                    |                           | 28.5       |
| UNINVOLVED<br>DISTRICTS |                                    |                    |                           |            |
| 1.                      | 0                                  | 0                  | 0                         | 8.5        |
| 2.                      | 4                                  | 0                  | -4                        | 2          |
| 3.                      | 1                                  | 1                  | 0                         | 8.5        |
| 4.                      | 8                                  | 2                  | -6                        | 1          |
| 5.                      | 1                                  | 0                  | -1                        | <u>6.5</u> |
|                         |                                    |                    |                           | 26.5       |

superintendents were analyzed, (3) the total number of demands emanating from these groups and receiving decisions by a process of

bargaining within the school board were analyzed, and (4) the total number of demands emanating from these groups and receiving decisions by the school board with evidence of influence from the community were analyzed.

Null Hypothesis.  $H_0$ : the change in the combined total number of demands emanating from the professional staff, non-professional staff, students, and local citizens and receiving decisions in the involved districts is the same as the change in the combined total number of demands emanating from the professional staff, non-professional staff, students, and local citizens and receiving decisions in the uninvolved districts subsequent to the initiation of the RFD Strategy.  $H_1$ : the change in the combined total number of demands emanating from the professional staff, non-professional staff, students, and local citizens and receiving decisions in the involved districts is not the same as the change in the combined total number of demands emanating from the professional staff, non-professional staff, students, and local citizens and receiving decisions in the uninvolved districts subsequent to the initiation of the RFD Strategy.

Decision. The total number of demands formally presented to school boards emanating from district professional staff, non-professional staff, students, and local citizens and receiving decisions in the involved and uninvolved districts is presented

in Table 19. The value of  $U$  for the total number of demands emanating from district professional staff, non-professional staff, students, and local citizens and receiving decisions is 4 and has a probability of occurrence under  $H_0$  of  $p = .096$ . The decision is that the data do not give evidence which justify rejecting  $H_0$  at the .05 level of significance.

Null Hypothesis.  $H_0$ : the change in the combined total number of demands emanating from the professional staff, non-professional staff, students, and local citizens and receiving decisions from district superintendents in the involved districts is the same as the change in the combined total number of demands emanating from the professional staff, non-professional staff, students, and local citizens and receiving decisions from district superintendents in the uninvolved districts subsequent to the initiation of the RFD

Strategy.  $H_1$ : the change in the combined total number of demands emanating from the professional staff, non-professional staff, students, and local citizens and receiving decisions from district superintendents in the involved districts is not the same as the change in the combined total number of demands emanating from the professional staff, non-professional staff, students, and local citizens and receiving decisions from district superintendents in the uninvolved districts subsequent to the initiation of the RFD Strategy.

TABLE 19

Total Number of Demands Emanating from District  
Professional Staff, Non-Professional Staff,  
Students, and Local Citizens  
and Receiving Decisions

| INVOLVED<br>DISTRICTS   | TOTAL NUMBER OF<br>RECOMMENDATIONS |                    | DIFFERENCE                | RANK     |
|-------------------------|------------------------------------|--------------------|---------------------------|----------|
|                         | PRE-RFD<br>PERIOD                  | POST-RFD<br>PERIOD | POST MINUS PRE<br>PERIODS |          |
| 1.                      | 4                                  | 9                  | 5                         | 8        |
| 2.                      | 11                                 | 3                  | -8                        | 2        |
| 3.                      | 21                                 | 7                  | -14                       | 1        |
| 4.                      | 17                                 | 14                 | -3                        | 4        |
| 5.                      | 6                                  | 3                  | -3                        | <u>4</u> |
|                         |                                    |                    |                           | 19       |
| UNINVOLVED<br>DISTRICTS |                                    |                    |                           |          |
| 1.                      | 2                                  | 14                 | 12                        | 10       |
| 2.                      | 6                                  | 6                  | -3                        | 4        |
| 3.                      | 12                                 | 21                 | 9                         | 9        |
| 4.                      | 14                                 | 12                 | -2                        | 6        |
| 5.                      | 5                                  | 6                  | 1                         | <u>7</u> |
|                         |                                    |                    |                           | 36       |

Decision. The total number of demands formally presented to the school boards emanating from district professional staff, non-professional staff, students, and local citizens and receiving decisions by district superintendents in the involved and uninvolved districts is presented in Table 20. The value of  $U$  for the total number of demands emanating from district professional staff, non-professional staff, students, and local citizens and receiving decisions by district superintendents is 10 and has a probability of occurrence under  $H_0$  of  $p = .690$ . The decision is that the data do not give evidence which justify rejecting  $H_0$  at the .05 level of significance.

Null Hypothesis.  $H_0$ : the change in the combined total number of demands emanating from the professional staff, non-professional staff, students, and local citizens and receiving decisions through a process of bargaining within the school board in the involved districts is the same as the change in the combined total number of demands emanating from the professional staff, non-professional staff, students, and local citizens and receiving decisions through a process of bargaining within the school board in the uninvolved districts subsequent to the initiation of the RFD Strategy.  $H_1$ : the change in the combined total number of demands emanating from the professional staff, non-professional

TABLE 20

Total Number of Demands Emanating from District Professional Staff, Non-Professional Staff, Students, and Local Citizens and Receiving Decisions by District Superintendents

| INVOLVED DISTRICTS   | TOTAL NUMBER OF RECOMMENDATIONS |                 | DIFFERENCE             | RANK     |
|----------------------|---------------------------------|-----------------|------------------------|----------|
|                      | PRE-RFD PERIOD                  | POST-RFD PERIOD | POST MINUS PRE PERIODS |          |
| 1.                   | 0                               | 0               | 0                      | 6        |
| 2.                   | 1                               | 0               | -1                     | 2        |
| 3.                   | 3                               | 1               | -2                     | 1        |
| 4.                   | 1                               | 4               | 3                      | 10       |
| 5.                   | 0                               | 0               | 0                      | <u>6</u> |
|                      |                                 |                 |                        | 25       |
| UNINVOLVED DISTRICTS |                                 |                 |                        |          |
| 1.                   | 1                               | 1               | 0                      | 6        |
| 2.                   | 1                               | 1               | 0                      | 6        |
| 3.                   | 0                               | 0               | 0                      | 6        |
| 4.                   | 0                               | 0               | 0                      | 6        |
| 5.                   | 0                               | 0               | 0                      | <u>6</u> |
|                      |                                 |                 |                        | 30       |

staff, students, and local citizens and receiving decisions through a process of bargaining within the school board in the involved districts is not the same as the change in the combined total number of demands emanating from the professional staff, non-professional staff, students, and local citizens and receiving decisions through a process of bargaining within the school board in the uninvolved districts subsequent to the initiation of the RFD Strategy.

Decision. The total number of demands formally presented to school boards emanating from district professional staff, non-professional staff, students, and local citizens and receiving decisions by a process of bargaining within the school board in the involved and uninvolved districts is presented in Table 21. The value of  $U$  for the total number of demands emanating from district professional staff, non-professional staff, students, and local citizens and receiving decisions by a process of bargaining within the school board is 3 and has a probability of occurrence under  $H_0$  of  $p = .056$ . The decision is that the data do not give evidence which justify rejecting  $H_0$  at the .05 level of significance.

Null Hypothesis.  $H_0$ : the change in the combined total number of demands emanating from the professional staff, non-professional staff, students, and local citizens and receiving decisions from the school board with evidence of community influence in the involved



TABLE 21

Total Number of Demands Emanating from District  
Professional Staff, Non-Professional Staff,  
Students, and Local Citizens and Receiving  
Decisions by a Process of Bargaining  
Within the School Board

| INVOLVED<br>DISTRICTS   | TOTAL NUMBER OF<br>RECOMMENDATIONS |                    | DIFFERENCE                | RANK       |
|-------------------------|------------------------------------|--------------------|---------------------------|------------|
|                         | PRE-RFD<br>PERIOD                  | POST-RFD<br>PERIOD | POST MINUS PRE<br>PERIODS |            |
| 1.                      | 4                                  | 7                  | 3                         | 8          |
| 2.                      | 7                                  | 3                  | -4                        | 2          |
| 3.                      | 16                                 | 6                  | -10                       | 1          |
| 4.                      | 11                                 | 8                  | -3                        | 3.5        |
| 5.                      | 4                                  | 1                  | -3                        | <u>3.5</u> |
|                         |                                    |                    |                           | 18.0       |
| UNINVOLVED<br>DISTRICTS |                                    |                    |                           |            |
| 1.                      | 1                                  | 13                 | 12                        | 10         |
| 2.                      | 4                                  | 5                  | 1                         | 5          |
| 3.                      | 12                                 | 20                 | 8                         | 9          |
| 4.                      | 8                                  | 10                 | 2                         | 6.5        |
| 5.                      | 4                                  | 6                  | 2                         | <u>6.5</u> |
|                         |                                    |                    |                           | 37.0       |

districts is the same as the change in the number of demands emanating from the professional staff, non-professional staff, students, and local citizens and receiving decisions from the school board with evidence of community influence in the uninvolved districts subsequent to the initiation of the RFD Strategy.  $H_1$ : the change in the combined total number of demands emanating from the professional staff, non-professional staff, students, and local citizens and receiving decisions from the school board with evidence of community influence in the involved districts is not the same as the change in the number of demands emanating from the professional staff, non-professional staff, students, and local citizens and receiving decisions from the school board with evidence of community influence in the uninvolved districts subsequent to the initiation of the RFD Strategy.

Decision. The total number of demands formally presented to school boards emanating from district professional staff, non-professional staff, students, and local citizens and receiving decisions with evidence of community influence in the involved and uninvolved districts is presented in Table 22. The value of  $U$  for the total number of demands emanating from district professional staff, non-professional staff, students, and local citizens and receiving decisions by the school board with evidence of community influence is 10.5 and has a probability of occurrence under  $H_0$  of  $p = .383$ .

TABLE 22

Total Number of Demands Emanating from District Professional Staff, Non-Professional Staff, Students, and Local Citizens and Receiving Decisions by the School Board with Evidence of Community Influence

| INVOLVED DISTRICTS   | TOTAL NUMBER OF RECOMMENDATIONS |                 | DIFFERENCE             | RANK       |
|----------------------|---------------------------------|-----------------|------------------------|------------|
|                      | PRE-RFD PERIOD                  | POST-RFD PERIOD | POST MINUS PRE PERIODS |            |
| 1.                   | 0                               | 2               | 2                      | 10         |
| 2.                   | 3                               | 0               | -3                     | 3.5        |
| 3.                   | 2                               | 0               | -2                     | 5          |
| 4.                   | 5                               | 2               | -3                     | 3.5        |
| 5.                   | 2                               | 2               | 0                      | <u>7.5</u> |
|                      |                                 |                 |                        | 29.5       |
| UNINVOLVED DISTRICTS |                                 |                 |                        |            |
| 1.                   | 0                               | 0               | 0                      | 7.5        |
| 2.                   | 4                               | 0               | -4                     | 1.5        |
| 3.                   | 0                               | 1               | 1                      | 9          |
| 4.                   | 6                               | 2               | -4                     | 1.5        |
| 5.                   | 1                               | 0               | -1                     | <u>6</u>   |
|                      |                                 |                 |                        | 25.5       |

The decision is that the data do not give evidence which justify rejecting  $H_0$  at the .05 level of significance.

The following table summarizes the number of demands formally presented to school boards in the involved and uninvolved districts.

TABLE 23

Summary of Demands and Differences Scores for  
Involved and Uninvolved Districts on  
Variables Analyzed in Study

|                          | Involved Districts |      |          | Uninvolved Districts |      |          |
|--------------------------|--------------------|------|----------|----------------------|------|----------|
|                          | Pre                | Post | Post-Pre | Pre                  | Post | Post-Pre |
| <u>Demands</u>           |                    |      |          |                      |      |          |
| All Demands              | 285                | 281  | -4       | 277                  | 345  | 68       |
| Extractive Demands       | 142                | 136  | -6       | 150                  | 159  | 9        |
| Symbolic Demands         | 40                 | 43   | 3        | 28                   | 51   | 23       |
| Regulative Demands       | 90                 | 89   | -1       | 95                   | 124  | 29       |
| Participative Demands    | 13                 | 13   | 0        | 4                    | 11   | 7        |
| <u>Origin of Demands</u> |                    |      |          |                      |      |          |
| Professional Staff       | 22                 | 20   | -2       | 27                   | 27   | 0        |
| Non-Professional Staff   | 5                  | 10   | 5        | 3                    | 5    | 2        |
| Students                 | 5                  | 2    | -3       | 0                    | 7    | 7        |

Summary of Demands and Differences Scores for  
Involved and Uninvolved Districts on  
Variables Analyzed in Study (cont)

|  | Involved Districts |      |          | Uninvolved Districts |      |          |
|--|--------------------|------|----------|----------------------|------|----------|
|  | Pre                | Post | Post-Pre | Pre                  | Post | Post-Pre |
| Citizens                                   | 31                 | 12   | -19      | 17                   | 21   | 4        |
| Board                                      | 162                | 150  | -12      | 169                  | 240  | 71       |
| Superintendent                             | 49                 | 56   | 7        | 39                   | 37   | -2       |
| Other                                      | 11                 | 31   | 20       | 22                   | 8    | -14      |
| <u>Demands Processing Style</u>            |                    |      |          |                      |      |          |
| Superintendent                             | 8                  | 9    | 1        | 4                    | 5    | 1        |
| Board                                      | 241                | 235  | -6       | 243                  | 321  | 78       |
| Board w/community                          | 14                 | 6    | -8       | 14                   | 3    | -14      |
| <u>Responsiveness to Community Demands</u> |                    |      |          |                      |      |          |
| Superintendent                             | 5                  | 5    | 0        | 2                    | 2    | 0        |
| Board                                      | 42                 | 25   | -17      | 29                   | 54   | 25       |
| Board w/community                          | 12                 | 6    | -6       | 11                   | 3    | -11      |
| <u>No Decisions/ All Demands</u>           |                    |      |          |                      |      |          |
|  | 21                 | 27   | 6        | 16                   | 16   | 0        |
| <u>No Decision to Community Demands</u>    |                    |      |          |                      |      |          |
|  | 4                  | 8    | 4        | 5                    | 1    | -4       |

## CHAPTER V

### SUMMARY, CONCLUSIONS, RECOMMENDATIONS

#### Summary

The purpose of this study was to investigate school board responsiveness in rural school districts participating in the RFD Strategy. The RFD Strategy was developed by the Rural Education Program at the Northwest Regional Educational Laboratory in Portland, Oregon. It was the intent of this strategy to encourage and support the development of processes, skills and structures required for change in rural communities and their schools. The primary purpose of the RFD Strategy was to strengthen local educational problem solving capabilities through the combined efforts of educational support agencies, community members, school employees, and students. The strategy was intended to provide these audiences with processes and skills for improving their communication, decision making, and problem solving skills.

It was also the intent of the RFD Strategy to assist school boards by putting into their hands the means of systematically receiving citizen, school staff, and student demands, and to further help board members identify ways to respond to and deal with information coming from these groups. It was this link between the school board and the community which provided the focus of this study.

The subject of analysis in this study was the functioning of the entire school board. Studying the functioning of an entire school board represented a break from the majority of school board studies which focused on individual board members. This fact, plus a paucity of studies on rural school boards provided the need for this study.

The theoretical orientation employed in this study is a product of the political sciences and has in large part taken the form of applications of "systems" theory. The use of the concept of "systems" in political science is reflective of the anthropological and sociological theory of functionalism. The chief social theorists whose names are associated with functionalism are anthropologists Malinowski (1944) and Radcliffe-Brown (1952), and sociologists Parsons (1951 and 1951b), Merton (1957), and Levy (1952). Though these authors differ in their concepts of system and function, in general they all say that our capacity for explanation and prediction in the social sciences is enhanced when we think of social structures and institutions as performing functions in systems.

The analysis of political systems owes a great deal to David Easton (1953, 1957, 1965 and 1965b). This study employed the concepts of Easton as well as those of Almond (1960 and 1965).

This study was conducted in ten rural school districts in Washington State's Educational Service District 101. Five of the school districts utilized in this study participated in the RFD

Strategy. The remaining five school districts were utilized as a comparison group and did not participate in the RFD Strategy.

This study utilized a pre-RFD Strategy initiation post-RFD Strategy initiation control group design and the official minutes of school board meetings served as the data source for analyzing three variables: (1) level of demands, (2) demand processing style, and (3) level of responsiveness.

The Mann-Whitney U Test was selected to analyze all variables. To apply the U test, scores for the pre-RFD Strategy initiation period were subtracted from scores for the post-RFD Strategy initiation period for each of the ten school districts. These "difference scores" were then combined and ranked. The procedures used for ranking scores, determining the value of U and its associated probability, and accepting or rejecting hypotheses, were those suggested in Siegel (1956: 116-127). Since the context for the analysis of demands and the manner in which demands were converted to actions were provided by assumptions which did not indicate a direction of predicted change, and since no other research on the influence of the RFD Strategy indicates possible directions of change, the region of rejection employed in this study was two-tailed. It consisted of all values of U which were so small that the probability associated with their occurrence under  $H_0$  was equal to or less than  $\alpha = .05$ .



The level of demands variable was divided into two sub-variables: (1) level of intensity of demands, and (2) level of diversity of demands.

The level of intensity sub-variable, an assessment of the quantity of demands, was analyzed in two ways: (1) the total number of demands formally presented to school boards by all sources were analyzed, and (2) the total number of demands in each of four demand categories (extractive, symbolic, regulative, and participative) were analyzed. The decision in all cases was to retain the null hypotheses of no change between the pre-RFD Strategy and post-RFD Strategy data collection periods.

The level of diversity sub-variable analyzed the kinds of groups presenting demands to the school board. Demands were recorded and categorized for the following groups: (1) the district's superintendent, (2) the district's professional staff, (3) the district's non-professional staff, (4) students, (5) local citizens, (6) school board members, and (7) other.

The level of diversity sub-variable was analyzed in two ways: (1) the total number of demands formally presented to school boards from each of these groups were analyzed, and (2) the total number of demands formally presented to school boards by the combined group of the district's professional staff, non-professional staff, students, and local citizens were analyzed. The decision, in all but two cases,

was to retain the null hypotheses of no change between the pre-RFD Strategy and post-RFD Strategy data collection periods. In two cases change occurred: (1) the total number of demands formally presented to school boards by students, and (2) the total number of demands formally presented to school boards by local citizens.

Three demand processing styles were analyzed in the demand processing style variables; these were: (1) a decision regarding a demand was deferred to the superintendent by the school board, or the superintendent responded directly to a demand, (2) a decision regarding a demand was made by a process of bargaining within the school board, and (3) a decision regarding a demand was made by the school board with evidence of influence from the community (district professional staff, non-professional staff, students, and local citizens).

The analysis of the demand processing style variable was conducted in four ways: (1) the total number of demands receiving decisions were analyzed, (2) the total number of demands receiving decisions by district superintendents were analyzed, (3) the total number of demands receiving decisions by a process of bargaining within the school board were analyzed, and (4) the total number of demands receiving decisions made by the school board with evidence of community influence were analyzed. The decision in all cases was to retain the null hypotheses of no change between the pre-RFD Strategy and post-RFD Strategy data collection periods.

Responsiveness in this study referred to whether or not the school board took action in response to formally expressed demands emanating from district professional staff, non-professional staff, students, and local citizens. Thus the analysis of the responsiveness variable was limited to demands emanating from these groups.

The analysis of the responsiveness variable was conducted in four ways: (1) the total number of demands emanating from these groups and receiving decisions were analyzed, (2) the total number of demands emanating from these groups and receiving decisions by district superintendents were analyzed, (3) the total number of demands emanating from these groups and receiving decisions by a process of bargaining within the school board were analyzed, and (4) the total number of demands emanating from these groups and receiving decisions by the school board with evidence of influence from the community were analyzed. The decision in all cases was to retain the null hypotheses of no change between the pre-RFD Strategy and post-RFD Strategy data collection periods.

A summary of the results in table form begins on the following page. This summary indicates the questions asked in this study, the hypotheses formulated from these questions, and the resulting decisions after analysis.

TABLE 24

Summary of Results

| Questions  | Null Hypotheses   | Decisions                     |
|--|---|-------------------------------|
| <p>1. Are changes in the total number of demands formally presented to school boards in districts involved in the RFD Strategy different from changes in the total number of demands formally presented to school boards in districts not involved in the RFD Strategy subsequent to the initiation of the RFD Strategy.</p>                                 | <p>The change in the total number of demands formally presented to the school boards in the involved districts is the same as the change in the total number of demands formally presented to the school boards in the uninvolved districts subsequent to the initiation of the RFD Strategy.</p>           | <p>Retain null hypothesis</p> |
| <p>2. Are changes in frequency of demands within demand categories (extractive, symbolic, regulative, and participative) in school districts involved in the RFD Strategy different from changes in frequency of demands within demand categories in school districts not involved in the RFD Strategy subsequent to the initiation of the RFD Strategy?</p> | <p>The change in the number of extractive demands formally presented to the school boards in the involved districts is the same as the change in the number of extractive demands formally presented to the school boards in the uninvolved districts subsequent to the initiation of the RFD Strategy.</p> | <p>Retain null hypothesis</p> |
|  | <p>The change in the number of symbolic demands formally presented to the school boards in the involved districts is the same as the change in the number of symbolic demands formally presented to the school boards in the uninvolved</p>   | <p>Retain null hypothesis</p> |

Summary of Results (con't)

| Questions   | Null Hypotheses   | Decisions              |
|---|---|------------------------|
| 2. (con't.)   | districts subsequent to the initiation of the RFD Strategy  | Retain null hypothesis |
|   | The change in the number of regulative demands formally presented to the school boards in the involved districts is the same as the change in the number of regulative demands formally presented to the school boards in the uninvolved districts subsequent to the initiation of the RFD Strategy               |                        |
|   | The change in the number of participative demands formally presented to the school boards in the involved districts is the same as the change in the number of participative demands formally presented to the school boards in the uninvolved districts subsequent to the initiation of the RFD Strategy         | Retain null hypothesis |
| 3. Are changes in the number of demands emanating from district superintendents, school professional and non-professional staff, students, citizens, and board members in districts participating in the RFD Strategy different from the change in the number of demands emanating from | The change in the number of demands formally presented to the school board by superintendents in the involved districts is the same as the change in the number of demands formally presented to the school board by superintendents in the uninvolved districts subsequent to the initiation of the RFD Strategy | Retain null hypothesis |

Summary of Results (con't)

| Questions  | Null Hypotheses   | Decisions               |
|--|---|-------------------------|
| district superintendents, school professional and non-professional staff, students, citizens, and board members in districts not participating in the RFD Strategy subsequent to the initiation of the RFD Strategy? | The change in the number of demands formally presented to the school board by district non-professional staff members in the involved districts is the same as the change in the number of demands formally presented to the school board by district non-professional staff members in the uninvolved districts subsequent to the initiation of the RFD Strategy | Retain null hypothesis  |
|  | The change in the number of demands formally presented to the school board by district non-professional staff members in the involved districts is the same as the change in the number of demands formally presented to the school board by district non-professional staff members in the uninvolved districts subsequent to the initiation of the RFD Strategy | Retain null hypothesis  |
|  | The change in the number of demands formally presented to the school board by students in the involved districts is the same as the change in the number of demands formally presented to the school board by students in the uninvolved districts subsequent to the initiation of the RFD Strategy   | *Reject null hypothesis |

\*These changes are further explained in the "Conclusions" section of this chapter, pp. 128

Summary of REsults (con't)

Questions

Null Hypotheses

Decisions

The change in the number of demands formally presented to the school board by local citizens in the involved districts is the same as the change in the number of demands formally presented to the school board by local citizens in the uninvolved districts subsequent to the initiation of the RFD Strategy

\*Reject null hypothesis

The change in the number of demands formally presented to the school board by school board members in the involved districts is the same as the change in the number of demands formally presented to the school board by school board members in the uninvolved districts subsequent to the initiation of the RFD Strategy

Retain null hypothesis

The change in the combined total number of demands formally presented to the school board by district professional staff, non-professional staff, students, and local citizens in the involved districts is the same as the change in the combined total number of demands formally presented to the school board by district professional staff,

Retain null hypothesis

\*These changes are further explained in the "Conclusions" section of this chapter, pp. 128

Summary of Results (con't)

| Questions  | Null Hypotheses  | Decisions   |
|--|--|---|
| <p>4. Are changes in the number of demands receiving decisions in districts involved in the RFD Strategy different from changes in the number of demands receiving decisions in districts not involved in the RFD Strategy subsequent to the initiation of the RFD Strategy?</p>   | <p>non-professional staff, students, and local citizens in the uninvolved districts subsequent to the initiation of the RFD Strategy</p> <p>The change in the total number of demands receiving decision in the involved districts is the same as the change in the total number of demands receiving decisions in the uninvolved districts subsequent to the initiation of the RFD Strategy</p>   | <p>Retain null hypothesis</p>                               |
| <p>5. Are changes in the number of demands receiving decisions by superintendents, receiving decisions through a process of bargaining within the board, and receiving decisions by the board with evidence of community influence in districts involved in the RFD Strategy different from changes in the number of demands receiving decisions by superintendents, receiving decisions through a process</p> | <p>The change in the number of demands receiving decisions by superintendents in the involved districts is the same as the change in the number of demands receiving decisions by superintendents in the uninvolved districts subsequent to the initiation of the RFD Strategy</p> <p>The change in the number of demands receiving decisions through a process of bargaining within the school board in the involved districts is the same as the change in the number of demands receiving decisions through a process</p> | <p>Retain null hypothesis</p> <p>Retain null hypothesis</p> |



Summary of Results (con't)

| Questions   | Null Hypotheses   | Decisions              |
|---|---|------------------------|
| of bargaining within the board, and receiving decisions by the board with evidence of community influence in districts not involved in the RFD Strategy subsequent to the initiation of the RFD Strategy  | of bargaining within the school board in the uninvolved districts subsequent to the initiation of the RFD Strategy<br><br>The change in the number of demands receiving decisions by the school board with evidence of community influence in the involved districts is the same as the change in the number of demands receiving decisions by the school board with evidence of community influence in the uninvolved districts subsequent to the initiation of the RFD Strategy | Retain null hypothesis |
| 6. Are changes in the number of demands emanating from the school staff, students, and citizens and receiving decisions in districts involved in the RFD Strategy different from changes in the number of demands emanating from the school staff, students, and citizens and receiving decisions in districts not involved in the RFD Strategy subsequent to the initiation of the RFD Strategy? | The change in the number of demands emanating from district professional staff, non-professional staff, students, and local citizens and receiving decisions in the involved districts is the same as the change in the number of demands emanating from district professional staff, non-professional staff, students, and local citizens and receiving decisions in the uninvolved districts subsequent to the initiation of the RFD Strategy                                   | Retain null hypothesis |

Summary of Results (con't)

| Questions   | Null Hypotheses   | Decisions   |
|---|---|---|
| 7. Are changes in the number of demands emanating from the school staff, students, and citizens and receiving decisions from superintendents, receiving decisions through a process of bargaining within the board, and receiving decisions by the board with evidence of community influence in districts involved in the RFD Strategy different from changes in the number of demands emanating from the school staff, students, and citizens and receiving decisions from superintendents, receiving decisions through a process of bargaining within the board, and receiving decisions by the board with evidence of community influence in districts not involved in the RFD Strategy subsequent to the initiation of the RFD Strategy? | <p>The change in the number of demands emanating from district professional staff, non-professional staff, students, and local citizens and receiving decisions from district superintendents in the involved districts is the same as the change in the number of demands emanating from district professional staff, non-professional staff, students, and local citizens and receiving decisions from district superintendents in the uninvolved districts subsequent to the initiation of the RFD Strategy</p> <p>The change in the number of demands emanating from district professional staff, non-professional staff, students, and local citizens and receiving decisions by a process of bargaining within the school board in the involved districts is the same as the change in the number of demands emanating from district professional staff, non-professional staff, students, and local citizens and receiving decisions by a process of bargaining within the school board in the uninvolved districts subsequent to the initiation of the RFD Strategy</p> | <p>Retain null hypothesis</p> <p>Retain null hypothesis</p> |

Summary of Results (con't)

| Questions  | Null Hypotheses   | Decisions              |
|------------|---|------------------------|
| 7. (con't) | The change in the number of demands emanating from district professional staff, non-professional staff, students, and local citizens and receiving decisions from the school board with evidence of community influence in the involved districts is the same as the change in the number of demands emanating from district professional staff, non-professional staff, students, and local citizens and receiving decisions from the school board with evidence of community influence in the uninvolved districts subsequent to the initiation of the RFD Strategy | Retain null hypothesis |

Conclusions

That portion of the RFD Strategy conducted in local school districts was divided into seven phases. Conclusions drawn from the data presented in this report, in part, must be weighed against the progress of the involved districts in the activities of the RFD Strategy at the time this study concluded. At the conclusion of this study all school boards in the involved districts had encouraged community members, the school staff, and students to participate in the School-Community Group's needs assessment. In fact, by the conclusion of this study the School-Community Groups in the involved districts had completed their needs assessment projects but had not yet reported their findings to the school boards.

Referring to Table 1, it is seen that the School-Community Groups conduct their needs assessment in Phase III. Though it is difficult to say for certain, because different school districts proceed through the seven phases at different rates, the developers of the RFD Strategy predicted the completion of Phase III activities approximately one-third of the way through the projected time to complete all seven phases. Thus, though overall, this study found no significant change in the hypotheses tested, the involved districts still had several RFD Strategy activities to complete. Consequently, though this investigator anticipated that the involved districts would be much further along given that the RFD Strategy

was implemented in February of 1976, the full impact of the RFD Strategy had not been felt by any of the involved districts at the completion of this study.

Conclusions Based on the Analysis of  
Hypotheses Formulated for this Study

Referring to Table 24, it is seen that in all but two cases the decision was to retain the null hypothesis of no change. The general conclusion drawn from the data is that the changes in the number of demands in the involved and uninvolved districts on the variables investigated in this study (level of demands, demand processing style, and level of responsiveness) at the conclusion of this study were not significantly different. Specifically the following conclusions can be drawn from the data:

1. The RFD Strategy, at the completion of this study, had no significant influence on the total number of demands formally presented to the school boards in the involved districts. The changes in the total number of demands formally presented to school boards in the involved and uninvolved districts were not significantly different.

2. The RFD Strategy, at the completion of this study, had no significant influence on the frequency of demands within the demand categories used in this study (extractive, symbolic, regulative, and participative) in the involved districts. The changes in

the number of demands formally presented to school boards, within these categories, in the involved and uninvolved districts were not significantly different.

3. The RFD Strategy, at the completion of this study, had no significant influence on the number of demands formally presented to school boards by superintendents, district professional and non-professional staff, and school board members in the involved districts. The changes in the number of demands formally presented to school boards by these groups in the involved and uninvolved districts were not significantly different.

4. The changes in the number of demands formally presented to school boards by students in the involved and uninvolved districts were significantly different at the conclusion of this study. In examining this data closely, however, Table 11, it is seen that the total number of demands formally presented to school boards by students in the involved districts decreased while they increased in the uninvolved districts. Had the total number of demands formally presented to school boards by students in the uninvolved districts remained nearly the same between the pre and post data collection periods, the change which occurred in the involved districts could be attributed to the influence of the RFD Strategy. As it occurred, however, this change cannot be attributed to the influence of the RFD Strategy.

5. The changes in the number of demands formally presented to school boards by local citizens in the involved and uninvolved districts were significantly different at the conclusion of this study. In examining this data closely, Table 12, it is seen that the total number of demands formally presented to school boards by local citizens in the pre and post data collection periods in the uninvolved districts stayed about the same, whereas there was a decrease in demands subsequent to the initiation of the RFD Strategy in the involved districts. This configuration of data suggests that this change was due to the influence of the RFD Strategy. The question surfaces of why the decrease in the total number of demands formally presented to school boards by local citizens in the involved districts. It will be recalled, that by the completion of this study the involved districts had formed School-Community Groups. Members of a School-Community Groups are selected because they represent differing community views and interests. School district staff, students, and local citizens comprize the membership of the School-Community Group. Therefore, one possible way of viewing this result is that with the functioning of the School-Community Group local citizens might present their concerns to this group for deliberation and direction and not go directly to the school board at board meetings. This type of procedure could then result in the distillation of citizen demands, with the

School-Community Group presenting a demand to the school board which is inclusive of more than one citizen concern.

6. The RFD Strategy, at the completion of this study, had no significant influence on the combined total number of demands formally presented to the school boards by district professional staff, non-professional staff, students, and local citizens in the involved districts. The changes in the combined total number of demands formally presented to school boards by these groups in the involved and uninvolved districts were not significantly different.

7. The RFD Strategy, at the completion of this study, had no significant influence on the number of demands formally presented to school boards and receiving decisions in the involved districts. The changes in the number of demands formally presented to school boards and receiving decisions in the involved and uninvolved districts were not significantly different.

8. The RFD Strategy, at the completion of this study, had no significant influence on the number of demands formally presented to school boards and receiving decisions by superintendents, by a process of bargaining within the board, and by the board with evidence of community influence in the involved districts. The changes in the number of demands formally presented to school boards and receiving decisions by superintendents, by a process of bargaining



within the board, and by the board with evidence of community influence in the involved and uninvolved districts were not significantly different.

9. The RFD Strategy, at the completion of this study, had no significant influence on the combined total number of demands formally presented to school boards by district professional staff, non-professional staff, students, and local citizens and receiving decisions in the involved districts. The changes in the combined total number of demands formally presented to school boards by these groups and receiving decisions in the involved and uninvolved districts were not significantly different.

10. The RFD Strategy, at the completion of this study, had no significant influence on the combined total number of demands formally presented to school boards by district professional staff, non-professional staff, students, and local citizen and receiving decisions by superintendents, by a process of bargaining within the board, and by the board with evidence of community influence in the involved districts. The changes in the combined total number of demands formally presented to school boards by these groups and receiving decisions by superintendents, by a process of bargaining within the board, and by the board with evidence of community influence in the involved and uninvolved districts were not significantly different.

Interpretations Generated from Trends  
in the Data

By obtaining difference scores for demands, origins of demands, demand processing style, and responsiveness to community demands from data compiled for the involved districts, see Table 23, and anticipating outcomes of the RFD Strategy, the following speculations can be made:

1. The total number of demands formally presented to school boards will decrease over time in school districts participating in the RFD Strategy. This would result from individuals bringing concerns to the School-Community Group rather than going directly to the school board at formal board meeting times.

2. The ratio of extractive demands to symbolic demands to regulative demands to participative demands will change over time in school districts participating in the RFD Strategy with the percent of symbolic and participative demands increasing and the percent of extractive and regulative demands decreasing. This would result from an increased desire on the part of the community to participate in local education decision making, an increased willingness on the part of the school board to involve the community in local education decision making, and the distillation effect the School-Community Group would have on community demands.

3. The combined total number of demands formally presented to school boards by district professional staff, non-professional staff, students, and local citizens will decrease over time in school districts participating in the RFD Strategy. This will occur as a result of the efforts and effects of the School-Community Group. Within this group of district staff members, students and local citizens the number of demands formally presented to school boards by district professional staff and non-professional staff will probably decrease less than the number of demands formally presented to school boards by students and local citizens. The review of the school board meeting minutes collected for this study revealed that most of the demands emanating from district professional staff concerned salaries, working conditions, duty schedules and the like, and were presented to the school board with the backing of a local teacher organization. It would be expected that these types of demands would continue at a fairly constant rate and would continue to remain a matter of negotiation between school boards and teachers. The review of school board meeting minutes collected for this study also revealed that the majority of demands emanating from district non-professional staff concerned operational matters such as the purchase or sale of equipment necessary to maintain the school plant. It would be expected that these types of demands would continue at a fairly

constant rate and not be influenced by the existence of the School-Community Group.

4. The total number of demands formally presented to school boards by school board members will decrease over time in school districts participating in the RFD Strategy. This will occur as school board members become more reliant on the School-Community Group's capacity to surface and identify local education needs and problems, and further on the School-Community Group's capacity to recommend responsible alternatives for attaining district goals and solving local educational problems.

5. The total number of demands formally presented to school boards by superintendents will decrease over time in school districts participating in the RFD Strategy. Though the data presented in Table 23 does not directly support this speculation, it is reasonable to assume that as the capacity of the School-Community Group to identify local education needs and problems matures, and that as superintendents form affiliations with this group that over time the number of demands formally presented to school boards by superintendents will decrease.

The School-Community Group's function of identifying local education needs and problems might well mean some degree of role re-definition for many superintendents. As noted in Table 23, the number of demands emanating from superintendents increased over the

course of this study of the involved districts. Though this increase cannot be attributed to the influence of the RFD Strategy, the speculation arises that such an increase in demands during the initial phases of the RFD Strategy would be a defensive reaction on the part of superintendents to the formation and functioning of the School-Community Group and this group's influence on traditional roles played by superintendents.

#### General Statement

Overall this study did not reveal changes of statistical significance in the hypotheses tested. There were two exceptions, however: (1) there was a change of statistical significance in the number of demands formally presented to school boards by students, and (2) there was a change of statistical significance in the number of demands formally presented to school boards by local citizens when the involved and uninvolved districts were compared. In the first case, the change in the number of student demands, the configuration of the data does not suggest that this change was due to the influence of the RFD Strategy. In the second case, the change in the number of local citizen demands, the configuration of the data does suggest that this change may have been due to the influence of the RFD Strategy.

Given such constraints as the slow progress of the RFD Strategy in the involved districts and the limited availability of the investigator's time to continue this study, sufficient data on which to base conclusive remarks concerning the total impact and influence of the RFD Strategy was not produced. However, the data obtained did allow for speculation on possible effects of the RFD Strategy. Though such speculation could conceivably represent idealistic notions about the outcomes of the RFD Strategy, it can be used to generate questions for future studies related to the influence of the RFD Strategy. A few questions generated from these speculations are offered in the "Recommendations" section of this chapter.

A productive outcome of this study relates to the procedures employed for investigating the functioning of an entire school board. The school board meeting minutes reviewed were of sufficient quality to ascertain the origins and dispositions of demands, and the directions produced for categorizing demands, p. 43, define categories adequately and allow for accurate discrimination between categories. In short, an investigation of the functioning of an entire school board employing an unobtrusive means of obtaining data, in this case the review of school board meeting minutes, was found feasible.

As concerns the responsiveness of school boards to community demands subsequent to the initiation of the RFD Strategy, not much was learned. In referring to Table 23, it is seen that the number

of demands emanating from the community and not receiving decisions by the superintendent, the board, or the board with the influence of the community increased in the involved districts subsequent to the initiation of the RFD Strategy, suggesting that the involved school boards became less responsive to community demands over the course of this study. The meaning of this result remains hidden, however does lead to the speculation that there exists a proclivity on the part of the involved district school boards not to respond to demands presented by community members or organized community groups. Whether or not the influence of the RFD Strategy will change this, or how long it will take to change it, is a matter for future study.

### Recommendations

#### Continuance of Study

As mentioned earlier in this chapter, at the conclusion of this study those school districts participating in the RFD Strategy had completed the activities of three of seven phases of the RFD Strategy conducted in local school districts. This being the case, this study did not produce data representative of the total impact of one complete cycle of the RFD Strategy. The obvious

recommendation drawn from this situation is the continuance of this study at such time when all seven phases or one complete cycle of the RFD Strategy has been completed. It is suggested that this future study essentially duplicate this study; however, certain refinements could be made. For example, this study analyzed data employing a two-tailed test. The reason for this being, that there was no existing evidence which suggested that changes would occur in particular directions. However, data was obtained in this study which allowed for speculation on the possible influence of the RFD Strategy. This data is presented in Table 23, and speculations drawn from this data are presented in the "Conclusions" section of this chapter. Based on these speculations the following questions might be asked in a future study:

1. Do the total number of demands formally presented to school boards decrease over time in school districts participating in the RFD Strategy?
2. Does the ratio of extractive demands to symbolic demands to regulative demands to participative demands change over time with the percent of symbolic and participative demands increasing and the percent of extractive and regulative demands decreasing in school districts participating in the RFD Strategy?
3. Do the combined total number of demands formally presented to school boards by district professional staff,



non-professional staff, students, and local citizens decrease over time in school districts participating in the RFD Strategy?

4. Do the total number of demands formally presented to school boards by school board members decrease over time in districts participating in the RFD Strategy?

5. Do the total number of demands formally presented to school boards by superintendents decrease over time in school districts participating in the RFD Strategy?

In addition to the above questions and a re-examination of the questions asked in this study a future study may wish to include the following questions:

1. What types of demands do School-Community Groups present to the school board?

2. What types of demands do district professional staff, non-professional staff, students, and local citizens bring to School-Community Groups?

3. What types or degrees of influence do district professional staff, non-professional staff, students, and local citizens have in School-Community Groups?

4. Does the ratio of demands receiving decisions by superintendents to school board to school board with community influence change over time in school districts participating in the RFD Strategy?

The answers to a few of the above questions would not be available through a review of school board meeting minutes. However, answers to these questions may be found in an examination of the meeting minutes of School-Community Groups.

Further refinement of this study might be considered in the area of categorizing demands. The categories employed in this study, extractive, symbolic, regulative, and participative are fairly general and as such do not convey in and of themselves a great deal of information. Another categorizing scheme which is more descriptive of demands might be considered for future studies. The following scheme is offered as a suggestion:

1. Personnel: Demands placed in this category would relate directly to the staff of the school district, both professional staff and non-professional staff, and include demands such as: (1) the formation of agreements between district employees, (2) the re-definition or re-structuring of job descriptions or duty schedules, and (3) the approval of resignations, teacher contracts, leaves of absence, travel requests, etc.

2. Student Affairs: Demands placed in this category would relate to those aspects of student life other than actual educational programs provided by the district, and would include examples such as: (1) the formation of a students' rights policy, (2) the formation

of a district attendance policy, (3) the suspension of a student, and (4) the approval of a student's release to another district.

3. Business and Finance: Demands placed in this category would focus on the acquirement and management of fiscal resources, and include such examples as: (1) the formation of excess levies, (2) the approval of the budget, (3) the investment of district funds, and (4) the approval of district expenditures.

4. Physical Plant: Demands placed in this category would relate to the use and maintenance of buildings and equipment other than equipment used in the instructional process, and include such examples as: (1) the formation of a policy regarding the use of the school building by community groups, (2) the approval of construction work, and (3) calling for bids for non-educational equipment and building furnishings.

5. Educational Programs: Demands placed in this category would be directed towards educational programs, curricula, instruction, and equipment related to the instructional process, and include such examples as: (1) adding classes, (2) abolishing classes, (3) establishing extra-curricular programs, and (4) adjusting the school calendar.

6. Support Services: Demands placed in this category would be those deemed necessary to the support of the instructional process and include such examples as: (1) setting new standards for school

bus transportation, (2) the acceptance of dairy and bakery bids, (3) requests for special meetings, and (4) requests that the school board form advisory or study groups.

7. Internal Affairs: Demands placed in this category would relate to the internal organization and maintenance of the school board, and include such examples as: (1) the election of board officers, (2) the approval of board meeting minutes, and (3) forming a position on regulations concerning the re-election of board members.

8. Other: Demands included in this category might be: (1) the redefining of district boundaries, (2) setting election dates, (3) writing letters of commendation, in short, any demand which cannot be placed in any of the above categories.

Another area in which this study might be refined for future use is in its definition and analysis of school board responsiveness. Responsiveness in this study referred to whether or not the school board initiated actions in response to formally expressed demands of the school staff, students, and local citizens. This definition might be expanded to include the belief on the part of the school board that the school system should be open to community participation and influence. Such a belief could be explored by asking the following questions:

1. Does the school board advocate increased participation of the community in its decision making process?

2. When the school board is confronted by conflict, does it respond by advocating additional openness and seek the input of the community?

3. Does the school board channel community disaffection into policy formation and/or policy revision?

Utilizing school board meeting minutes to answer questions such as these might present somewhat of a problem. Therefore, an aside question would be: Can the minutes of school board meetings be utilized effectively in answering these questions? It is conceivable, however, that by following a demand through two, three, or more months of minutes, or by analyzing demand processing style against categories of demands over time, answers to these questions could be achieved through a review of school board meeting minutes.

A valid criticism of this study concerns its reliance on school board meeting minutes as its only data source. The exclusive use of school board meeting minutes in this study was determined by resource limitations and the expressed desire of the developers and implementers of the RFD Strategy, that an evaluation of the influence of the RFD Strategy, during its "field test" phase, not be reactive. If such conditions do not prevail, future investigators may wish to expand the data source base.

School board meeting minutes are subject to content limitations. They represent secondhand measures in the sense that they are produced by someone else, and as such are subject to another's errors and biases. In fact, distortions of content may be deliberate in that school board meeting minutes are public records and may be produced with the awareness that they will be closely reviewed and studied. To alleviate the inherent limitations of school board meeting minutes as a data source, future investigators may wish to supplement or replace the use of minutes with such measurement techniques as visible or participant observation, or the use of such hardware devices as tape-recorders and vidiotapes. For a comprehensive discussion, including examples and their limitations, of unobtrusive measurement techniques the future investigator is referred to Webb, et al. (1966).

#### Additional Areas of Analysis

An effort such as the RFD Strategy lends itself to a variety of possible avenues of investigation. The questions presented below suggest a few possible avenues future investigations of the influence of the RFD Strategy might take.

1. What tangible evidence is there to suggest that the RFD Strategy has increased the awareness of a need for a school-community partnership?

2. What factions of the community participate in the RFD Strategy, and what factions of the community remain unaware of a need for a school-community partnership?

3. As a result of the RFD Strategy has communication increased or become better between the school and the community?

4. Are community members better informed about regular school operations as a result of the RFD Strategy?

5. What existing forms or sources of communication are better utilized as a result of the RFD Strategy?

6. What shared goals have been developed by the school and the community?

7. Do the goals developed through a school-community partnership have widespread support within the school and the community?

8. Has community participation within the school changed the school system in any way?

9. What tangible evidence is there to suggest that the RFD Strategy has developed new avenues of citizen participation within the community?

10. What areas have been identified as desirable for community participation?

11. Has the school's organizational structure and job roles changed as a result of the RFD Strategy?

12. As a result of the RFD Strategy, has an on-going school-community planning mechanism been established?

13. What tangible evidence is there to suggest that school-community planning has increased or improved as a result of the RFD Strategy?

14. To what extent has inter-agency collaboration been fostered by the RFD Strategy, e.g., local district to regional district to state?

15. What tangible evidence is there to indicate that the RFD Strategy has increased the use of existing resources?

16. What evaluation procedures have been established or developed to measure if the RFD Strategy is reflecting community desires and needs?

17. What evaluation procedures have been established or developed to measure the effectiveness of school-community projects?

18. What changes have taken place within the school structure which indicate the development of supportive structures or climates for the continuance of community participation?

The above questions represent a wide range of topics and would require a careful examination of the RFD Strategy products and materials to break them down into more specific questions which relate to projected outcomes of the RFD Strategy?



### Alternative Level of Analysis

The questions responded to in this study and those suggested above represent a level of analysis which might best be described as being on a "systems" level. That is to say, that questions such as these lead to an investigation of the influence of the RFD Strategy which focuses on changes in school structure, school organization, community participation and the like. The question arises as to whether an investigation of the RFD Strategy conducted on this level will produce very conclusive data.

The RFD Strategy relied on the formation and functioning of groups, such as the School-Community Group and the school board, and outlined a rather high level of communication and problem solving skills for these groups. The problem is not with the outline of skills per se, but rather with the longevity of individual membership in a particular group, the changing character and skill level of the group as new members join and old members leave, and the time required for these groups to master the skills outlined in the RFD Strategy products. These realities no doubt detract from the impact of the RFD Strategy envisioned by its developers.

With this possibility in mind, future documentors of the influence of the RFD Strategy may wish to reduce the level of investigation to focus on individuals or the roles of individuals. With this focus, investigation could center on the attitudes, values, and

degree of communication and problem solving skill attainment achieved by individuals, or on the effects of the RFD Strategy on the perceptions of roles, such as those of the superintendent and school board members.

Taking school board members as an example, future investigations of the influence of the RFD Strategy may wish to ask questions such as the following to school board members:

1. How would you characterize the atmosphere of school board meetings? Has the atmosphere of school board meetings changed subsequent to the implementation of the RFD Strategy?

2. What types of issues most often arise at school board meetings? Have the types of issues changed subsequent to the implementation of the RFD Strategy?

3. What is the pattern of discussion and resolution through which issues brought to the school board are pursued? Do you think this pattern is effective? Has this pattern changed subsequent to the implementation of the RFD Strategy?

4. Whom do you see as your constituency? To whom do you feel you have to be responsive?

5. What are the primary tasks of a school board member? Has there been a change in your perceptions of your role subsequent to the implementation of the RFD Strategy?

6. Should school boards be community advocates?

7. How do you define the term community?

8. If you were to go about making school boards more effective, what changes would you make?

9. Who are the actors who influence school board decisions? Who do you feel should influence school board decisions?

10. Describe a situation or situations where outside pressure was brought to bear on a school board decision and describe how that pressure was exercised and how it influenced the board's decision?

Again, questions such as these represent a wide range of topics and would require careful examination and knowledge of the RFD Strategy to break them down into more specific questions which relate to the projected outcomes of the RFD Strategy.

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APPENDICES

APPENDIX A

Deselected School Districts Based on  
Definition of Rural School District

| School District | County       | Reason for Inappropriateness    |
|-----------------|--------------|---------------------------------|
| Reardon-Edwall  | Lincoln      | within 25 miles of Spokane City |
| Newport         | Pend Oreille | over 1,000 pupils               |
| Colfax          | Whitman      | within 10 miles of Pullman City |
| Colton          | Whitman      | within 10 miles of Pullman City |
| Palouse         | Whitman      | within 10 miles of Pullman City |
| Pullman         | Whitman      | over 1,000 pupils               |
| Colville        | Stevens      | over 1,000 pupils               |
| Central Valley  | Spokane      | over 1,000 pupils               |
| Cheney          | Spokane      | over 1,000 pupils               |
| Deer Park       | Spokane      | over 1,000 pupils               |
| East Valley     | Spokane      | over 1,000 pupils               |
| Freeman         | Spokane      | within 25 miles of Spokane City |
| Great Northern  | Spokane      | within 25 miles of Spokane City |
| Liberty         | Spokane      | within 25 miles of Spokane City |
| Mead            | Spokane      | over 1,000 pupils               |

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| School District | County  | Reason for Inappropriateness    |
|-----------------|---------|---------------------------------|
| Medical Lake    | Spokane | over 1,000 pupils               |
| Nine Mile Falls | Spokane | within 25 miles of Spokane City |
| Orchard Prairie | Spokane | within 25 miles of Spokane City |
| Riverside       | Spokane | over 1,000 pupils               |
| Spokane         | Spokane | over 1,000 pupils               |
| West Valley     | Spokane | over 1,000 pupils               |

## APPENDIX B

Local District Baseline Data Collection Form  
Summary

| District     | Enrollment | Percent<br>Minority<br>Composition | Levy/Bond<br>Passed | Percent<br>Levy/Bond<br>Passed |
|--------------|------------|------------------------------------|---------------------|--------------------------------|
| Selkirk      | 541        | 2.8                                | 7                   | 70.0                           |
| Cusick       | 379        | 17.2                               | 1                   | 11.1                           |
| Summit       | 33         | 3.0                                | 1                   | 100.0                          |
| Columbia     | 250        | 33.2                               | 7                   | 77.8                           |
| Loon Lake    | 47         | 0.0                                | 4                   | 57.1                           |
| Valley       | 84         | 3.6                                | 6                   | 100.0                          |
| Onion Creek  | 16         | 25.0                               | 2                   | 100.0                          |
| Wellpinit    | 248        | 89.5                               | -                   | -                              |
| Evergreen    | 30         | 6.7                                | 5                   | 83.3                           |
| Northport    | 292        | 2.7                                | 7                   | 77.8                           |
| Kettle Falls | 804        | 5.3                                | 1                   | 14.3                           |
| Chewelah     | 912        | 2.6                                | -                   | -                              |
| Mary Walker  | 502        | 12.4                               | 1                   | 12.5                           |
| Keller       | 27         | 48.1                               | -                   | -                              |
| Orient       | 90         | 0.0                                | 1                   | 100.0                          |
| Republic     | 476        | 6.9                                | 4                   | 66.7                           |
| Curlew       | 201        | 12.4                               | 3                   | 75.0                           |
| Inchelium    | 226        | 73.0                               | -                   | -                              |
| Lamont       | 43         | 0.0                                | 3                   | 100.0                          |

| District   | Enrollment | Percent<br>Minority<br>Composition | Levy/Bond<br>Passed | Percent<br>Levy/Bond<br>Passed |
|------------|------------|------------------------------------|---------------------|--------------------------------|
| Steptoe    | 46         | 0.0                                | 6                   | 100.0                          |
| Endicott   | 130        | 0.8                                | 7                   | 100.0                          |
| Rosalia    | 304        | 3.3                                | 6                   | 100.0                          |
| Garfield   | 209        | 0.0                                | 8                   | 72.7                           |
| Lacross    | 246        | 1.2                                | 5                   | 83.3                           |
| Oakesdale  | 215        | 1.4                                | 7                   | 70.0                           |
| St. John   | 290        | 0.0                                | 8                   | 100.0                          |
| Tekoa      | 273        | 8.8                                | 7                   | 87.5                           |
| Wilbur     | 414        | 4.6                                | 6                   | 75.0                           |
| Odessa     | 368        | 0.5                                | 7                   | 87.5                           |
| Davenport  | 453        | 1.8                                | 6                   | 75.0                           |
| Sprague    | 149        | 3.4                                | 7                   | 87.5                           |
| Harrington | 188        | 1.1                                | 5                   | 100.0                          |
| Creston    | 169        | 4.1                                | 7                   | 87.5                           |
| Almira     | 149        | 0.0                                | 6                   | 100.0                          |

APPENDIX C

Local District Baseline Data Collection Form  
for  
School Districts 0-100 Enrollment

| District    | Enrollment | Percent<br>Minority<br>Composition | Levy/Bond<br>Passed | Percent<br>Levy/Bond<br>Passed |
|-------------|------------|------------------------------------|---------------------|--------------------------------|
| Summit      | 33         | 3.0                                | 1                   | 100.0                          |
| Loon Lake   | 47         | 0.0                                | 4                   | 57.1                           |
| Valley      | 84         | 3.6                                | 6                   | 100.0                          |
| Onion Creek | 16         | 25.0                               | 2                   | 100.0                          |
| Evergreen   | 30         | 6.7                                | 5                   | 83.3                           |
| Keller      | 27         | 48.1                               | -                   | -                              |
| Orient      | 90         | 0.0                                | 1                   | 100.0                          |
| Lamont      | 43         | 0.0                                | 3                   | 100.0                          |
| Steptoe     | 46         | 0.0                                | 6                   | 100.0                          |

Local District Baseline Data Collection Form  
for  
School Districts 100-300 Enrollment

| District   | Enrollment | Percent<br>Minority<br>Composition | Levy/Bond<br>Passed | Percent<br>Levy/Bond<br>Passed |
|------------|------------|------------------------------------|---------------------|--------------------------------|
| Columbia   | 250        | 33.3                               | 7                   | 77.8                           |
| Wellpinit  | 248        | 89.5                               | -                   | -                              |
| Northport  | 292        | 2.7                                | 7                   | 77.8                           |
| Curlew     | 201        | 12.4                               | 3                   | 75.0                           |
| Inchelium  | 226        | 73.0                               | -                   | -                              |
| Endicott   | 130        | 0.8                                | 7                   | 100.0                          |
| Garfield   | 209        | 0.0                                | 8                   | 72.7                           |
| Lacrosse   | 246        | 1.2                                | 5                   | 83.3                           |
| Oakesdale  | 215        | 1.4                                | 7                   | 70.0                           |
| St. John   | 290        | 0.0                                | 8                   | 100.0                          |
| Tekoa      | 273        | 8.8                                | 7                   | 87.5                           |
| Sprague    | 149        | 3.4                                | 7                   | 87.5                           |
| Harrington | 188        | 1.1                                | 5                   | 100.0                          |
| Creston    | 169        | 4.1                                | 7                   | 87.5                           |
| Almira     | 149        | 0.0                                | 6                   | 100.0                          |

Local District Baseline Data Collection Form  
for  
School Districts 300-1000 Enrollment

| District     | Enrollment | Percent<br>Minority<br>Composition | Levy/Bond<br>Passed | Percent<br>Levy/Bond<br>Passed |
|--------------|------------|------------------------------------|---------------------|--------------------------------|
| Selkirk      | 541        | 2.8                                | 7                   | 70.0                           |
| Cusick       | 379        | 17.2                               | 1                   | 11.1                           |
| Kettle Falls | 804        | 5.3                                | 1                   | 14.3                           |
| Chewelah     | 912        | 2.6                                | -                   | -                              |
| Mary Walker  | 502        | 12.4                               | 1                   | 12.5                           |
| Republic     | 476        | 6.9                                | 4                   | 66.7                           |
| Rosalia      | 304        | 3.3                                | 6                   | 100.0                          |
| Wilbur       | 414        | 4.6                                | 6                   | 75.0                           |
| Odessa       | 368        | 0.5                                | 7                   | 87.5                           |
| Davenport    | 453        | 1.8                                | 6                   | 75.0                           |



APPENDIX D

DESCRIPTION OF DOCTORAL DISSERTATION

Hans H. Johnson

Doctoral Candidate, Montana State University

Bozeman, Montana

Submitted to Selected

Educational Service District 101

School Districts

October, 1976

## DESCRIPTION OF DOCTORAL DISSERTATION

My name is Hans Johnson; I am a doctoral student doing my work through the College of Education at Montana State University in Bozeman, Montana. It is my desire to carry out the requirements of my doctoral dissertation in selected school districts in Washington's Educational Service District 101. I have worked closely with Mr. Robert Price, District 101 superintendent, in planning this dissertation and invite you to contact him for further clarification. This paper first presents a brief overview of my dissertation. This overview is then followed by a much more detailed explanation of the dissertation.

Overview

The purpose of this dissertation is to investigate the influence of the Rural Futures Development (RFD) Strategy on school boards. The RFD Strategy was developed by the Northwest Regional Educational Laboratory in Portland, Oregon and was recently implemented in five school districts in ESD 101. Though at present I have no formal affiliation with the Laboratory I was employed by the Rural Education Program, the specific program within the Laboratory that developed the RFD Strategy, and did participate in the development of the RFD Strategy. The staff of the Rural Education Program is fully aware of my desire to conduct this investigation and has been most helpful to me in writing the proposal for this dissertation.

By far, the majority of school board studies conducted in the past have been concerned with individual board members. The focus of this dissertation is the development of a model for investigating the functioning of an entire board. The fact that few studies have focused on the functioning of an entire board coupled with the relative non-existence of studies on rural school boards, means that the involvement of school districts in ESD 101 with the RFD Strategy provides an excellent and important source of documentation of rural school board involvement with a citizen participation strategy. It is my sincere hope that the model I am developing for investigating the functioning of an entire board, or portions of this model, may prove useful as a diagnostic tool for the purpose of improving board functioning where needed and desired.

The intent of the RFD Strategy in relation to school boards is to assist them by putting into their hands the means of systematically receiving citizen, school staff and student recommendations, and to further help board members identify ways to respond and deal with information coming from these groups. Thus the subjects to be analyzed in this dissertation are: (1) the recommendations formally presented to boards by the above mentioned groups both before and after the implementation of the RFD Strategy, and (2) the manner by which these recommendations are converted into actions by the board both before and after the implementation of the RFD Strategy. To gather information on these two variables I will utilize school board meeting minutes as a data source.

In that I am interested in collecting data both before and after the implementation of the RFD Strategy, the collection of data will be done in two segments. I will first need to review the school board meeting minutes of July, 1975 through December, 1975 and then I will need to review the school board meeting minutes of July, 1976 through December, 1976.

#### Detailed Explanation of Dissertation

Districts to be Utilized in Study. Ten school districts located in ESD 101 will be utilized in this investigation. Five of these school districts are currently participating in the RFD Strategy; these are: Selkirk, Cusick, Columbia, Summit and Loon Lake. The five remaining districts, to be utilized as a comparison group, will be selected from those ESD 101 districts not participating in the RFD Strategy. To do this three selection criteria have been utilized; these are: (1) the ethnic composition of a district's student population, (2) the voting record of a district over the past five years on excess levies and bond issues, and (3) a district's student enrollment. The second limitation to the selection of the comparison groups districts involves the manner in which I have defined a rural school district. This definition is as follows: A rural school district shall not have more than 1,000 students (K-12). In addition the community(ies) they serve shall be located at least 10 miles from a city of 10,000-50,000 population; 25 miles from a city of 50,000-250,000; and 50 miles from a city larger than 250,000 population. This definition has excluded several ESD 101 districts from consideration as comparison group districts. Given the sensitivity of the statistical procedure selected for use in this investigation (Mann-Whitney U Test) a sample of ten districts is considered a minimum.

Source of Data. The only source of data will be school board meeting minutes. This study will not utilize any formal questionnaires or interview schedules. Given that the board's meeting minutes are public records, it is my hope that my reviewing of them will represent only a minimal intrusion.

Nature of Data to be Analyzed. As mentioned in the overview section of this paper, it is of interest to this investigation to record recommendations formally presented to boards. For the purpose of analysis, recommendations will be divided into four categories; these categories are:

1. Extractive recommendations - this category includes input to the board in such areas as curriculum, instructional materials and office supplies, personnel services, school plant planning and utilization, and business management concerns.
2. Symbolic recommendations - this category includes input to the board requesting special meeting or programs, publications, and tributes.
3. Regulative recommendations - this category includes input to the board concerning the governing of behavior. Duty schedules, working hours, teaching assignments, student attendance, and criteria for advancement are examples of areas for which regulation may be recommended.
4. Participative recommendations - this category includes input to the board which is intended to influence the governmental functioning of the board. Requests for recall elections, demands to change the number of board members, and demands for more citizen involvement in school decision making are examples of recommendations to be included in this category.

Another important consideration in this investigation is recording the decision-making style(s) employed by the board. A primary purpose of the RFD Strategy is to strengthen local educational problem-solving. A vital aspect of the RFD Strategy's model of problem solving is the generation of decision-making styles which provide the sense that all individuals or groups are heard and can influence decisions. For those recommendations receiving decisions the method of decision-making utilized will be recorded. Decisions

will be recorded in three categories: (1) board defers decision, (2) board makes decision with evidence of influence from the community, and (3) decision made among board members.

Focus of Analysis: Questions to be Answered. The data gathered will be analyzed in such a way as to answer the following questions.

1. Are changes in the total number of demands formally presented to school boards in districts involved in the RFD Strategy different from changes in the total number of demands formally presented to school boards in districts not involved in the RFD Strategy subsequent to the initiation of the RFD Strategy?
2. Are changes in frequency of demands within demand categories (extractive, symbolic, regulative, and participative) in school districts involved in the RFD Strategy different from changes in frequency of demands within demand categories in school districts not involved in the RFD Strategy subsequent to the initiation of the RFD Strategy?
3. Are changes in the number of demands emanating from district superintendents, school professional and non-professional staff, students, citizens, and board members in districts participating in the RFD Strategy different from the changes in the number of demands emanating from district superintendents, school professional and non-professional staff, students, citizens, and board members in districts not participating in the RFD Strategy subsequent to the initiation of the RFD Strategy?
4. Are changes in the number of demands receiving decisions in districts involved in the RFD Strategy different from changes in the number of demands receiving decisions in districts not involved in the RFD Strategy subsequent to the initiation of the RFD Strategy?
5. Are changes in the number of demands receiving decisions by superintendents receiving decisions through a process of bargaining within the board, and receiving decisions by the board with evidence of community influence in districts involved in the RFD Strategy different from changes in the number of demands receiving decisions by superintendents receiving decisions through a process of bargaining within the board, and receiving decisions by the board with evidence of community influence in districts not involved in the RFD Strategy subsequent to the initiation of the RFD Strategy?

6. Are changes in the number of demands emanating from the school staff, students, and citizens and receiving decisions in districts involved in the RFD Strategy different from changes in the number of demands emanating from the school staff, students, and citizens and receiving decisions in districts not involved in the RFD Strategy subsequent to the initiation of the RFD Strategy?

7. Are changes in the number of demands emanating from the school staff, students, and citizens and receiving decisions from superintendents, receiving decisions through a process of bargaining within the board, and receiving decisions by the board with evidence of community influence in districts involved in the RFD Strategy different from changes in the number of demands emanating from the school staff, students, and citizens and receiving decisions from superintendents receiving decisions through a process of bargaining within the board, and receiving decisions by the board with evidence of community influence in districts not involved in the RFD Strategy subsequent to the initiation of the RFD Strategy?

Reporting Data. The data will be presented in tables and discussed. An example of a table to be used follows on the next page. It will be noticed from this table that specific districts are not identified. This is done to protect the confidentiality of a district, plus the identification of specific districts is not important to this investigation. What is important is that five of the districts are participating in the RFD Strategy and five other districts have been selected as a comparison group. It will also be noted that in the process of placing recommendations in categories the specific nature of recommendations is lost and not reported. The results of the statistical analysis will be discussed as they relate to the questions provided in the above section.

Data Collection Periods. Two data collection periods will be utilized. The first represents a pre-RFD Strategy implementation period. To gather data on this first period I will need to review the meeting minutes of all ten districts for the time period of July, 1975 through December, 1975. The second data collection period represents a post-RFD Strategy implementation period. To gather data on this second period I will need to review the meeting minutes of all ten districts for the time period of July, 1976 through December, 1976.

Example Data Reporting Table

Total Number of Extractive Recommendations

| INVOLVED DISTRICTS   | TOTAL NUMBER OF RECOMMENDATIONS |                 | DIFFERENCE             | RANK |
|----------------------|---------------------------------|-----------------|------------------------|------|
|                      | PRE-RFD PERIOD                  | POST-RFD PERIOD | POST MINUS PRE PERIODS |      |
| 1.                   |                                 |                 |                        |      |
| 2.                   |                                 |                 |                        |      |
| 3.                   |                                 |                 |                        |      |
| 4.                   |                                 |                 |                        |      |
| 5.                   |                                 |                 |                        |      |
| UNINVOLVED DISTRICTS |                                 |                 |                        |      |
| 1.                   |                                 |                 |                        |      |
| 2.                   |                                 |                 |                        |      |
| 3.                   |                                 |                 |                        |      |
| 4.                   |                                 |                 |                        |      |
| 5.                   |                                 |                 |                        |      |

The use of comparison group districts and of pre-post data collection periods is intended to control for influence in the uninvolved districts by the involved districts and allow me with more surety to attribute changes in the involved districts to the influence of the RFD Strategy.



Contacts for Clarification

Mr. Robert Price, Superintendent  
Educational Service District 101  
East 117 Boone  
Spokane, Washington 99202  
Telephone (509) 456-3680

Mr. Mike Altman, RFD Coordinator  
Educational Service District 101  
East 117 Boone  
Spokane, Washington 99202  
Telephone (509) 456-3680 or 456-5770

Dr. Ray Jongeward, Rural Education Program  
Northwest Regional Educational Laboratory  
Lindsay Building, 710 S.W. Second Avenue  
Portland, Oregon 97204  
Telephone (503) 248-6826

Dr. Tom Thomas, Rural Education Program  
Northwest Regional Educational Laboratory  
Lindsay Building, 710 S.W. Second Avenue  
Portland, Oregon 97204

Dr. John Kohl, Assistant Dean  
College of Education  
250 Reid Hall  
Montana State University  
Bozeman, Montana 59715  
Telephone (406) 994-4731

APPENDIX E

DATA COLLECTION FORM

DISTRICT: \_\_\_\_\_ ( ) INVOLVED ( ) UNINVOLVED

DATA COLLECTION PERIOD: ( ) PRE-RFD IMPLEMENTATION

( ) POST-RFD IMPLEMENTATION

| CODE | DEMAND | DEMAND<br>CATEGORY | DEMAND<br>ORIGIN | DEMAND PROCESS<br>STYLE |
|------|--------|--------------------|------------------|-------------------------|
|      |        |                    |                  |                         |

APPENDIX F  
Data Summary Form

LEVEL OF DIVERSITY OF DEMANDS

|                      | PRO STAFF    |          | NON-PRO STAFF |          | STUDENT |          | CITIZEN |          | TOTAL COMMUNITY DEMANDS |          | BOARD   |          | SUPER.  |          | OTHER   |          | TOTAL/BOARD SUPER/OTHER DEMANDS |          |    |
|----------------------|--------------|----------|---------------|----------|---------|----------|---------|----------|-------------------------|----------|---------|----------|---------|----------|---------|----------|---------------------------------|----------|----|
|                      | PRE RFD      | POST RFD | PRE RFD       | POST RFD | PRE RFD | POST RFD | PRE RFD | POST RFD | PRE RFD                 | POST RFD | PRE RFD | POST RFD | PRE RFD | POST RFD | PRE RFD | POST RFD | PRE RFD                         | POST RFD |    |
| INVOLVED DISTRICTS   | COLUMBIA     | 2        | 5             | 0        | 2       | 1        | 0       | 1        | 3                       | 4        | 10      | 21       | 41      | 17       | 12      | 2        | 9                               | 40       | 62 |
|                      | LOON LAKE    | 2        | 0             | 1        | 0       | 0        | 0       | 10       | 3                       | 13       | 3       | 39       | 24      | 6        | 10      | 2        | 4                               | 47       | 38 |
|                      | SELKIRK      | 11       | 5             | 1        | 2       | 2        | 0       | 7        | 2                       | 21       | 9       | 38       | 30      | 17       | 19      | 2        | 6                               | 57       | 55 |
|                      | CUSICK       | 7        | 9             | 3        | 4       | 2        | 2       | 7        | 2                       | 19       | 17      | 33       | 35      | 9        | 15      | 3        | 6                               | 45       | 56 |
|                      | SUMMIT       | 0        | 1             | 0        | 2       | 0        | 0       | 6        | 2                       | 6        | 5       | 31       | 20      | 0        | 0       | 2        | 6                               | 33       | 26 |
| UNINVOLVED DISTRICTS | WELLPINIT    | 2        | 7             | 0        | 2       | 0        | 2       | 0        | 3                       | 2        | 14      | 19       | 59      | 6        | 13      | 4        | 2                               | 29       | 74 |
|                      | LAMONT       | 6        | 3             | 0        | 1       | 0        | 2       | 3        | 0                       | 9        | 6       | 28       | 16      | 2        | 10      | 1        | 1                               | 31       | 27 |
|                      | MARY WALKER  | 4        | 9             | 0        | 0       | 0        | 1       | 8        | 12                      | 12       | 22      | 39       | 49      | 10       | 7       | 6        | 3                               | 55       | 59 |
|                      | KETTLE FALLS | 11       | 8             | 2        | 0       | 0        | 2       | 5        | 2                       | 18       | 12      | 51       | 77      | 17       | 3       | 10       | 2                               | 78       | 82 |
|                      | STEPTOE      | 4        | 0             | 1        | 2       | 0        | 0       | 1        | 4                       | 6        | 6       | 32       | 39      | 4        | 4       | 1        | 0                               | 37       | 43 |

LEVEL OF INTENSITY OF DEMANDS

|                      | EXTRACTIVE DEMANDS |          | SYMBOLIC DEMANDS |          | REGULATIVE DEMANDS |          | PARTICIPATIVE DEMANDS |          | TOTAL DEMANDS |          |    |
|----------------------|--------------------|----------|------------------|----------|--------------------|----------|-----------------------|----------|---------------|----------|----|
|                      | PRE RFD            | POST RFD | PRE RFD          | POST RFD | PRE RFD            | POST RFD | PRE RFD               | POST RFD | PRE RFD       | POST RFD |    |
| INVOLVED DISTRICTS   | COLUMBIA           | 27       | 33               | 3        | 6                  | 12       | 30                    | 2        | 3             | 44       | 72 |
|                      | LOON LAKE          | 29       | 27               | 9        | 3                  | 19       | 9                     | 3        | 2             | 60       | 41 |
|                      | SELKIRK            | 33       | 23               | 19       | 18                 | 23       | 20                    | 3        | 3             | 78       | 64 |
|                      | CUSICK             | 31       | 36               | 8        | 11                 | 24       | 24                    | 1        | 2             | 64       | 73 |
|                      | SUMMIT             | 22       | 17               | 1        | 5                  | 12       | 6                     | 4        | 3             | 39       | 31 |
| UNINVOLVED DISTRICTS | WELLPINIT          | 21       | 39               | 1        | 18                 | 9        | 31                    | 0        | 0             | 31       | 88 |
|                      | LAMONT             | 20       | 12               | 3        | 3                  | 16       | 17                    | 1        | 1             | 40       | 33 |
|                      | MARY WALKER        | 37       | 41               | 9        | 10                 | 21       | 28                    | 0        | 2             | 67       | 81 |
|                      | KETTLE FALLS       | 49       | 41               | 12       | 17                 | 33       | 28                    | 2        | 8             | 96       | 94 |
|                      | STEPTOE            | 23       | 49               | 3        | 3                  | 16       | 20                    | 1        | 0             | 43       | 49 |

DEMAND PROCESS STYLE

|                         |              | SUPER.     |             | BOARD      |             | BOARD w/<br>COMMUNITY<br>INFLUENCE |             | BOARD w/<br>OTHER<br>INFLUENCE |             | TOTAL<br>RECEIVING<br>DECISIONS |             |
|-------------------------|--------------|------------|-------------|------------|-------------|------------------------------------|-------------|--------------------------------|-------------|---------------------------------|-------------|
|                         |              | PRE<br>RFD | POST<br>RFD | PRE<br>RFD | POST<br>RFD | PRE<br>RFD                         | POST<br>RFD | PRE<br>RFD                     | POST<br>RFD | PRE<br>RFD                      | POST<br>RFD |
| INVOLVED<br>DISTRICTS   | COLUMBIA     | 2          | 0           | 36         | 63          | 1                                  | 2           | 0                              | 0           | 39                              | 65          |
|                         | LOON LAKE    | 1          | 0           | 48         | 35          | 3                                  | 0           | 1                              | 2           | 53                              | 37          |
|                         | SELKIRK      | 4          | 2           | 71         | 54          | 2                                  | 0           | 0                              | 1           | 77                              | 57          |
|                         | CUSICK       | 1          | 7           | 52         | 59          | 5                                  | 2           | 0                              | 1           | 58                              | 69          |
|                         | SUMMIT       | 0          | 0           | 34         | 24          | 3                                  | 2           | 0                              | 0           | 37                              | 26          |
| UNINVOLVED<br>DISTRICTS | WELLPINIT    | 3          | 3           | 27         | 80          | 0                                  | 0           | 0                              | 0           | 30                              | 83          |
|                         | LAMONT       | 1          | 2           | 33         | 28          | 4                                  | 0           | 0                              | 0           | 38                              | 30          |
|                         | MARY WALKER  | 0          | 0           | 63         | 78          | 1                                  | 1           | 0                              | 0           | 64                              | 79          |
|                         | KETTLE FALLS | 0          | 0           | 79         | 89          | 8                                  | 2           | 0                              | 0           | 87                              | 91          |
|                         | STEPTOE      | 0          | 0           | 41         | 46          | 1                                  | 0           | 0                              | 0           | 42                              | 46          |

LEVEL OF RESPONSIVENESS

|                         |              | SUPER.     |             | BOARD      |             | BOARD w/<br>COMMUNITY<br>INFLUENCE |             | TOTAL<br>RECEIVING<br>DECISIONS |             |
|-------------------------|--------------|------------|-------------|------------|-------------|------------------------------------|-------------|---------------------------------|-------------|
|                         |              | PRE<br>RFD | POST<br>RFD | PRE<br>RFD | POST<br>RFD | PRE<br>RFD                         | POST<br>RFD | PRE<br>RFD                      | POST<br>RFD |
| INVOLVED<br>DISTRICTS   | COLUMBIA     | 0          | 0           | 4          | 7           | 0                                  | 2           | 4                               | 9           |
|                         | LOON LAKE    | 1          | 0           | 7          | 3           | 3                                  | 0           | 11                              | 3           |
|                         | SELKIRK      | 3          | 1           | 16         | 6           | 2                                  | 0           | 21                              | 7           |
|                         | CUSICK       | 1          | 4           | 11         | 8           | 5                                  | 2           | 17                              | 14          |
|                         | SUMMIT       | 0          | 0           | 4          | 1           | 2                                  | 2           | 6                               | 3           |
| UNINVOLVED<br>DISTRICTS | WELLPINIT    | 1          | 1           | 1          | 13          | 0                                  | 0           | 2                               | 14          |
|                         | LAMONT       | 1          | 1           | 4          | 5           | 4                                  | 0           | 9                               | 6           |
|                         | MARY WALKER  | 0          | 0           | 12         | 20          | 0                                  | 1           | 12                              | 21          |
|                         | KETTLE FALLS | 0          | 0           | 8          | 10          | 6                                  | 2           | 14                              | 12          |
|                         | STEPTOE      | 0          | 0           | 4          | 6           | 1                                  | 0           | 5                               | 6           |

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