

Chapter I

SCHOOL-LINKED SERVICES: A NATIONAL SURVEY OF THE PERCEPTIONS AND OPINIONS OF SCHOOL BOARD MEMBERS

Introduction

Schools across the United States are finding themselves at the center of a vast web of interconnected social problems; they are being asked to act as brokers for a diverse array of social and health services to help ameliorate the problems of students at risk of educational failure (Adelman, 1991; Burnett, 1994; Chang, 1993; Chaskin & Richman, 1993). Until the middle of this century, the assumption was that the existence of the universal public schools were deemed to be of singular importance in socializing and shaping the civic attitudes and vocational competencies of children (Usdan, 1994). Public education as we know it in the United States has always been held out as the road to equal opportunity. Equal educational opportunity means universal access to schooling - any schooling (Schorr, 1989). In fact, Lawson (1995) states that schooling is the only universal entitlement for children.

Today, for many children, the chances for success in school are affected by a multitude of non-school factors. Life outside of school is creating demands and pressures so intense for children that their academic achievement is suffering (Koppich & Kirst, 1993). Policymakers, administrators, and teachers are well aware of the difficulty in educating children whose lives are in chaos because of problems that lie outside the school rather than inside, on the street rather than on the playground, and in the living room rather than in the classroom (McClellan, 1994; Rist, 1992). As a result, there is a public consensus building that schools cannot do it alone. Educational reformers, child advocates, and numerous reports and initiatives are promoting school-linked services and other solutions to these complex issues (Adler, 1994). In some settings, the emphasis is on the formation of linking schools with other agencies serving children and families. The goal is to "treat families holistically" (Dryfoos, 1994; Rigsby, 1995; Rist, 1992). The efforts are promising, but this new reform effort presents school board members with many challenges as they demonstrate that they are reform minded and are doing everything they can to raise the performance of all students (Shannon, 1996).

The concept of school-linked services is not new. There is a long history in the United States of providing non-educational services to children in a school setting. Early in this century, health services were provided primarily by volunteer public health doctors and dentists as part of the social reform efforts. A primary goal of this early effort was to provide health and social services at schools to immigrant children to help them cope with poverty and assimilate into the culture. Over time, the services became more school-centered and less family-oriented (Bruininks, Frenzek & Kelly, 1994; Tyack, 1992;). The pendulum is once again swinging; the current reform effort at integrating services for

children is driven by a sense of national crisis in the condition of life for children and built on the concept that the problems faced by children and families are simply too large and too complex to be taken on alone by any one system (Crowson & Boyd, 1993; Levy & Shepardson, 1992; Mawhinney, 1994). Recent federal legislation places a priority on such collaboration. Both Goals 2000 and the reauthorization of Title I, the Elementary and Secondary Education Act, emphasize the importance of linking groups and services. Crime legislation efforts also have called for comprehensive efforts to protect vulnerable women and children from domestic violence and its adverse consequences (U.S. Department of Education, 1995).

Fundamental to this focus is the continuing American belief that education can be an escape route from the problems that confront children and families, especially those rooted in economics. The school is where the children can be found and is the only institution with which every child and family has contact. Schools are the hub, or focal point, of a broad range of child and family-oriented social services. As a result, schools will continue to be asked to meet increasing societal demands; however, schools alone can not meet all the socio-economic challenges and solve all the ills of today's society that face our communities (Kirst, 1991; Levy, & Shepardson, 1992).

Children's educational prospects, their chances for success in school, are greatly affected by many non-school factors. The locus of responsibility for children traditionally has been the family. As Americans have witnessed, the traditional family structure has changed. In many instances, children live with a single parent. Many children have not been immunized against diseases; child abuse has been reported on the rise; many children are homeless, living in poverty, and involved with the law. All these factors impact greatly on the readiness of children to enter the educational arena as well as their ability to learn and participate fully in learning experiences (Koppich, 1994). The Children's Defense Fund (1995) reports that about one-third of American students are poor and the largest segment of the population living in poverty. Each year spent in poverty reduces by 2 percentage points a child's chances of finishing school by age 9. Eleven percent of 16 to 24 year olds have dropped out of school. Each school day, about 16,000 thefts and violent crimes occur on or near campuses. Eighty-three percent of teens who give birth are from economically disadvantaged households. Illegal drug and alcohol use has increased among teens. Children's needs are commonly untidy, and many children have multiple and interconnected problems. Tuttle (1963) believes that the future of America is directly dependent upon the quality of its citizenry, which, in the long run, is determined by the quality of the education they receive in public schools for whose operation school board members are legally responsible.

Statement of Need

To improve academic achievement and serve the broader needs of children and families in many communities, providing school-linked services for students and families at risk is essential. Kirst (1991) believes that it is time for schools to move from delivering educational services to becoming a broker of multiple resources that can be applied to achieve successful, productive, and happy lives for children. Responsibility for brokering would fall to the states and by delegation to local school boards. School board members must be able to make educational decisions which best meet the needs of all the students in their care. At the same time, the members must be managers of social change and controversy and work collaboratively with other agencies that are also in the "education business" (Meyer, 1982). Danzberger, Kirst, and Usdan (1992) state now that systematic change is being called for that the performance of school boards is under scrutiny. They will have to share the educational policymaking process and will need to be flexible and expand their perspectives to encompass a broader definition of education and schooling.

Shannon (1996) says, "Local school people across the nation welcome the reinvigoration of faith in the local community as the place where true and lasting reform in public and secondary education should be initiated, nurtured, and ultimately institutionalized" (p.6). He concludes,

that school board members should govern to create the educational vision of their community; ensure there is an infrastructure in place to achieve the community's vision and an assessment system to measure how the vision is being achieved, as well as formulate strategies to help non-performing students do their best; and serve as advocates for children to improve their lives across the board so they can truly learn (p. 6).

School board leadership is vital to any efforts in developing and maintaining successful school-linked services. These issues will most likely influence school board agendas and will have implications for school board members across the country. Therefore, research is needed to provide school board members with information about the availability, collaboration of agencies, alternative governance structures, policy issues and funding that has been implemented across the nation. As school board members consider implementing new services or revising current school-linked services, it is imperative that they gather all available data to make appropriate policy decisions in their effort to create schools that better reflect their communities and provide an appropriate education for all children within a structure which was created during different times and for different purposes (Upperman, 1995).

Statement of Purpose

The purpose of this study was to determine the perceptions and opinions of a sample of national school board members concerning the present availability and impact of school-linked services in their school districts. The research questions for the study were:

1. To what extent do school board members perceive that school-linked services are necessary and are available to students in their district, and developed in a collaborative manner?
2. Do school board members perceive changes in governance and in formulating policy to oversee the school district as a result of school-linked services?
3. To what extent do school board members perceive that school-linked services impact on school funding?
4. To what extent do school board members perceive that review procedures are in place to evaluate the effectiveness of school-linked services in their district?
5. What are school board members opinions of the obstacles and critical issues related to school-linked services in their school district?

Definitions

1. School-linked services - Lawson (1995) defined school-linked services as the coordinated, centralized linking of a broad range of resources including education personnel and community professionals and other supports that children need; the connecting of several professions and their agencies who serve the same children and families. Larson (1992) described school-linked services as services provided to children and their families through a collaboration among schools, health care providers, and social agencies. Kirst's, (1992) definition of school-linked services: a systemic change that enables parents to better consume and tailor public and private services to their special needs. The systematic change links schools and local public and private social agencies to meet interrelated children's needs. The definitions all have a degree of similarity. For the purpose of this study, school-linked services is defined as the coordinated linking of school and community resources to support the needs of school-aged children and their families.

2. Collaboration - Individuals from a cluster of agencies working together (Adler, 1994). Ballesteros (1994) defined collaboration as the apex of cooperation and collegiality requiring networking, openness to ideas, a vision of how the quality of life can be enhanced, a sense of community, support from stakeholders in the district and community and time. The Center of Families, Communities, Schools & Children's Learning (1994) defined collaboration as activities of schools, families or students involving any of the community organizations or institutions which share some responsibility for children's development and success. Rist (1992) referred to collaboration as schools and human service agencies link up toward the common goal of serving their mutual clients. Kirst (1993) defined collaboration as "a joint venture between schools and other agencies to deal specifically with a set of families and their children."

3. School Board Members - individuals who are either elected or appointed to serve their communities as members of a local board of education (Gaul, 1993; Upperman, 1995; Weisenberger, 1994).

4. School Board - the group of individuals elected or appointed to manage and govern a local public school district (Gaul, 1993; Upperman, 1995; Weisenberger, 1994).

5. Demographic characteristics - the variables of the region of the country, student enrollment, or type of community that describe a local school district (Gaul, 1993; Upperman, 1995; Weisenberger, 1994).

6. Personal characteristics - the social descriptive variables of age, gender, race, occupation, income, and education identified by the individual school board member (Gaul, 1993; Weisenberger, 1994).

Limitations of the Study

The following limitations of this study need to be acknowledged: (1) the population for the study was composed of members of school boards who subscribe to *The American School Board Journal*, not from the entire population of school board members in the country; (2) a follow-up survey was not possible because of the requirement for absolute anonymity for the school board members required by the National School Boards Association; and (3) questionnaire responses are assumed to reflect the true attitudes of the respondents based on personal perception, observation, or experience.

Organization of the Study

This dissertation is divided into five chapters.

Chapter I contains the introduction, statement of need, statement of purpose, definitions, limitations of the study, and the organization of the study.

Chapter II presents a review of the literature relevant to this study.

Chapter III describes the research methodology.

Chapter IV is an analysis of the data and findings of the survey and provides an analysis of the data related to the research questions.

Chapter V contains the summary, conclusions, and recommendations of the study.

Chapter II

Review of Literature

The purpose of this chapter is to review the literature pertaining to school-linked services. This chapter is divided into sections which correspond to the following issues frequently appearing in the literature: The Basis for School-Linked Services, Governance and Policy, Current School-Linked Efforts, and Critical Issues Arising out of School-Linked Services.

The Basis for School-Linked Services

Communities are asking what can be done to reclaim the one child in four who is in jeopardy of school failure. They are asking how other problems that place youth at risk: poverty, premature parenthood, substance abuse, unemployment, and homelessness can be addressed so children can learn. Frymier (1992) concluded "...problems that most children face lie outside the school rather than inside, on the street rather than on the playground, and in the living room rather than in the classroom." 1994 Superintendent of the Year state finalists were surveyed about the top 10 changes they observed among young people today. Three of the ten most common responses were: 1) the number of dysfunctional families has grown; 2) children are threatened by crime, violence, ignorance, and poverty; and 3) communities are becoming more diverse. Kenneth Burnley, superintendent of Colorado Springs said, "Schools have become mom, dad, church, and community. It's a Catch 22. We're at the point where before we can educate kids, we have to peel off the problems from the night before" (Stratton, 1995).

More of America's schools are now being asked to take on a larger number of tasks than they have assumed in the past, while at the same time there is an increasing realization that no one profession, agency, or institution can complete the needed work that arises from numbers of at-risk students (Kirst, 1991; Lawson, 1995; Rist, 1992).

America's public schools are as enmeshed in the fabric of our lives as our governments, our places of worship, and our homes. To many children, the public school is the *only* place to find a safe haven from a violent neighborhood or a home racked with poverty and despair. It may be the only place some children receive health care. It may be the only place where they can count on eating breakfast and lunch (Amundson, 1996, p. 1).

In response to the needs of children and families who face the daily challenge of survival in our society, a growing number of communities are establishing school-linked services (Adler & Gardner, 1993; Dryfoos, 1994; Wong & Wang, 1994).

Lawson (1995) defines school-linked services as the "idea of linking school personnel with community professionals. Services are provided to children and their families through a collaboration among schools, health care providers, and social service

agencies" (p. 19). Koppich and Kirst (1993) state that the concept underlying school-linked services is a broad range of child and family oriented social services with schools acting as the focal point. Schools do not assume primary responsibility for these additional services, but act as the organizational hub to make services accessible, meaningful, and appropriate for children and their families. This is not a new concept. The roots of this concept can be found in this country's early school design. There is a long history in the United States of providing noneducational services to children in a school setting. The primary goal of the early efforts to provide health and social services at the school was to assist immigrant children in overcoming their differences and to assimilate them into the prevailing American culture (Tyack, 1992). School-community partnerships started roughly between 1890 and 1917 (Dryfoos, 1994). However, over the years, the role of schools and partnerships with community services has fluctuated. During the final decade of this century, the pendulum is swinging back to partnerships between schools, community agencies, and other organizations, as schools struggle to meet children's basic needs. Lawson (1995) suggests that the primary purpose of this collaborative effort is to envelop children and youth in communities of caring and concern, mobilizing resources and support for them and their families.

Adler (1994) defined what constituted linking schools and social services as follows:

- children and families are able to access necessary services within their neighborhood;
- a wide variety of services should be available;
- service providers should work collaboratively to meet the needs of children and families in a holistic way;
- services should be problem solving rather than crisis driven;
- planning to meet the needs of the community should empower both families and service providers;
- organizations that provide community and family services need to develop ways of working collaboratively;
- flexible and blended funding;
- preparation and training for professionals to develop new skills;
- systemwide change is necessary to achieve goals.

School-linked services are a complex endeavor. Guthrie (1996) concluded that this collaborative effort emphasized prevention over crisis intervention, comprehensive collaboration over single-issue categorical programs, family focus over individual treatment, and flexibility over rigid bureaucracy.

Many types of school-linked programs are currently in operation. Some schools have become hubs for integrated social service agencies, including health care, child care, children's protective services, juvenile justice counseling, and parent education. Grouping a number of services in one place makes it easier to use all of them (Kirst, 1991). Burnett

(1996) wrote on the research of Wang, Haertel, and Walberg that they found the following common programs:

- parent and family programs, including parent education, school readiness, and life skills programs;
- programs for sexually active teens, including teen pregnancy and teen parenting programs;
- dropout prevention programs;
- substance abuse programs, for both alcohol and drugs; and
- integrated services programs, combining a wide range of services including health, vocational, educational, and other social services into a single program.

Larson (1992) suggested the following seven preliminary criteria for school-linked services. First, for school-linked service efforts to be effective, the participating agencies have to change how they deliver services to children and families and how they work together. Typically, service delivery has been fragmented and piecemeal. "Schools deal with school problems. Health agencies deal with health problems, and drug programs treat drug problems" (Rist, 1992). This is the typical categorical approach. This approach is out of line with the complex, interconnected needs of children and families. Additionally, dealing with problems categorically can lead to costly overlapping and duplication of efforts and money (Larson, 1992).

Secondly, for school-linked service efforts to be effective, planning and implementation should not be dominated by any one institution -- schools or health or social services agencies. Programs must be designed to provide a holistic support for families and children. Currently, services are fragmented and often divided over philosophy and strategies. Collaboration of multiagencies provides a tremendous challenge. Each institutional system has its own culture, structures and delivery models, and they are usually not in concert with each other (Larson, 1992). Mitchell and Scott (1994) referred to service fragmentation when they declared that educators, psychologists, social workers, medical specialists and criminal justice workers divided the universe into problems and programs.

The third criterion, Larson (1992) says, for school-linked services to be effective, is for those services to be comprehensive and tailored to the needs of individual children and their families. Due to the unique needs of communities and the specific needs of those served, there is no core of services recommended for all sites. Services need to be available in differing levels of intensity, sufficiently diverse and flexible to allow them to be tailored to the specific needs of the children and their families.

The fourth criteria discussed by Larson (1992), for effectiveness in supporting new collaboration, was to have each agency participating in school-linked service efforts redirect some of its current funding. Current funding patterns often do not allow for collaboration because, frequently, there are multiple funding sources. Long-term financing is critical to the stability of these efforts. It is crucial to avoid relying exclusively on one-

time only or short-term funding. Farrow and Joe (1992) point out, however, that "only by using current funds more effectively and demonstrating that they are already part of a productive financial strategy will it become plausible to seek long-term funding necessary for stable, broad-scale programs" (p. 62).

The fifth criteria to be effective according to Larson (1992), is that school-linked services efforts should involve and support families as a whole. One of the goals of school-linked service efforts is to form a partnership with families. Schorr and Both (1991) advised that the child's family is the most important influence, and to achieve better outcomes, parents should be actively involved and their needs considered in the development and delivery of appropriate services.

The sixth criteria for effectiveness is that school-linked service efforts should be both willing and able to collect data about what is attempted and achieved and at what cost. Accountability is necessary to evaluate the effectiveness of the effort and for producing identified outcomes.

Lastly, to be effective, school-linked efforts should be able to respond to the diversity of children and families. Not unlike early efforts, more attention now must be paid to offering services that are sensitive and tailored to individual backgrounds and needs (Larson, 1992).

Governance and Policy

Over the past decade hundreds of recommendations have been offered to improve our public education system. Many of these ideas have stimulated pilot projects or legislative action across the nation and at the state and local levels (Berliner & Biddle, 1995). Since 1983 with the publication of *A Nation At Risk* and the many reform reports that followed, the educational community has been tossed to and fro with shortsighted plans that offer technical solutions for curing our complex social and educational ills (McEwan, 1996). Federal level support through certain social program legislation predates and follows *A Nation At Risk* report, particularly in targeting children in poverty. Among these are the Elementary and Secondary Education Act (ESEA) of the 1960s. This was the first time government funds were provided for schools with disadvantaged populations. Also, in the 1960s, Head Start programs were initiated across the country to provide health care programs to low income communities. Programs to directly help teenagers are the Job Training Partnership Act which allocates funds to states to support job training and summer employment. In addition, the Job Corps programs prepare young people to work in various trades while receiving educational supplements. Comprehensive Health Services and Medicaid have become the primary source of funding for medical care for the poor. Financing is jointly provided by the federal and state governments. Another federal program, the flagship elementary and secondary education program, Title I, has just recently had money appropriated with emphasis where poverty is more intense. Title I requires districts and states to seek parental input in planning designing, and implementing local programs. Several programs that provide food assistance to low-income children and

adolescents include the Food Stamps Program, the Supplemental Food Program for Women, Infants, and Children (WIC), and the National School Lunch and School Breakfast Programs. Efforts in the areas of prenatal care, food stamps, and public housing have been expanded as well (Adler and Gardner, 1993; Dryfoos, 1994). For the most part, the legislative action in both education and social services has been the development of categorical programs targeted to deal with specific problems (Adler, 1993); however, no consistent plan to provide comprehensive services exists nationally. Charles Gill (1997) states, "Children's concerns are simply not powerful issues in legislative bodies" (p.21).

In the latter part of 1989, President Bush did meet with state governors at an educational summit to establish a process for establishing national educational goals (Rigsby, Reynolds & Wang, 1995). The President and the governors raised the issues of support of school-linked services when they addressed numbers one and six of the National Goals for Education:

Goal 1: By the year 2000, all children in American will start school ready to learn...

Goal 6: By the year 2000, every school in the United States will be free of drugs, violence, and the unauthorized presence of firearms and will offer a disciplined environment conducive to learning... (U.S. Department of Education, 1990).

While federal interest in linking education, health, social services, and others in support of the well-being of children and their families is growing, it is at the state level that initiatives of various types have been primarily seen. The movement in the states is scattered and varied in both intensity and expansiveness. First, Curcio & Young (1994), writing on the research of Mitchell reported the following reasons for the variance:

- State policy systems are vulnerable to pressures from a wide variety of forces in and out of state;
- State systems are quite vulnerable to the influence of charismatic leadership by a governor, chief state school officer, or key state legislator. Thus, policy activity varies between long periods of relative inactivity interrupted by bursts of highly visible change;
- Educational policy systems are vulnerable to the actions of well-organized or well-financed interest groups.

The hazy boundaries surrounding state educational policies, and the overlapping between in and out-of-state interest groups and state and local school policies are hard to summarize and analyze.

Alternatives pioneered at the local level seem to have influenced policy making initiatives at the state level. First et al. (1994) reported the following examples of state policy: The Oregon Education Act for the 21st Century, passed in 1991, required that schools provide alternative learning environments and provide for the integration of health and social services at or near school sites. Maryland law mandated that schools

incorporate a youth drug-abuse and suicide prevention program. The San Diego, California school system and partnership agencies started New Beginnings. This program was founded to provide integrated services to high risk families in the community surrounding the school.

In the school-linked service movement, practice has led policy. This continued practice will necessitate that the officials at both the federal and state levels be facilitators, rather than controllers, and promote and applaud local initiatives (First et al., 1994).

Current Efforts

New Jersey - As a result of the *Abbott v. Burke* (1990) decision and the courts addressing the need for a variety of services for children and their families, New Jersey was one of the first states to develop a plan linking schools and social services to help ensure youngsters' success (Dryfoos, 1994; First et al., 1994). In 1988, New Jersey's School Based Youth Services Program (SBYSP) was enacted. Following a competitive process, schools are funded for collaborative projects through grants. Programs must be located in or near the school, and be operated jointly by the school system and one or more local nonprofit organizations, or by the public health, mental health, or youth-serving agencies. Communities must contribute a minimum of 25 percent either in direct funding or in-kind services and materials. In 1993, the total appropriation was 6.8 million dollars. The money could be used only to expand current levels of services, not substituted for services already offered (Dryfoos, 1994; First et al., 1994).

Through the collaborative efforts of the state departments of Education, Health, Human Services, Higher Education, Community Affairs, Labor, State, the Office of the Attorney General, and the Office of the Governor, the New Jersey plan evolved (First et al., 1994). Seeking to assist youth in making the difficult transition from adolescence to adulthood, the New Jersey Department of Human Services (DHS) initiated this program to place comprehensive services in or very near high schools. There is not a single statewide design, however, each of the 30 sites must provide core services to include: mental health and family counseling, job and employment training, substance abuse services, educational remediation, and recreation. Health services must also be available on site or by referral. In addition, child care, teen parenting, family planning examinations, transportation, and hotlines can be supported by the grant, but not contraceptives or referral for abortion services. The programs operate before, during, after school, on weekends, and during the summer (Dryfoos, 1994; First et al., 1994; Levy & Shepardson, 1992). In 1991, the program received the prestigious "Innovations in State and Local Government" award from the John F. Kennedy School of Government at Harvard University and the Ford Foundation for being one of the nation's most innovative programs (Dryfoos, 1994).

SBYSP is one of the few school-linked service programs that is open to any student in a participating school. There are no limiting eligibility criteria, nor does a student have to have an identified problem. Parental consent is required for all services,

and some family services are provided. However, the primary focus for services is the student (Levy & Shepardson, 1992).

San Diego, California - New Beginnings began as an interagency forum to bring leaders of various agencies together to exchange ideas about jointly serving the needs of low-income children and youth and their families (Payzant, 1992). This program is often cited as the future model for integrated nonfragmented services. Located in the City Heights section of San Diego, Hamilton Elementary School, grade K-5, was selected as the site for the program. Hamilton's attendance area is densely populated, highly transient and ethnically mixed. It has one of the city's worst crime rates and the highest reported incidence of child abuse. Many of the families are living at or below the poverty level, and a majority of the students live in a single parent household. More than 90 percent of the children are eligible for the free or reduced lunch program, and about 46 percent of the school's households receive Aid to Families with Dependent Children (AFDC) (Dryfoos, 1994; Jehl & Kirst, 1992; Payzant, 1992).

New Beginnings originated in 1989 as a collaborative effort, initially involving four local agencies. They were the City and County of San Diego, the San Diego City Schools, and the San Diego Community College District. In 1991, the San Diego Housing Commission joined the original group. Other local agencies and service providers have subsequently joined the group. The goal was to develop a long-term strategy for systematic change in the way services are provided to young people and their families (Payzant, 1992). The collaborators spent two years planning the school-based center program, and in September 1991, the Hamilton Center opened. All children five to twelve years old attending Hamilton and their families are eligible for services. Services include case management; preventive health care, screening and immunizations; drug, alcohol, and mental health treatment; adult education and school tutoring; and other community services as needed, such as day care, translation, transportation, extended library and park hours. To link school and center staff, a task force was formed of administrative, clerical, and front-line workers to iron out differences in philosophy among agencies (Dryfoos, 1994). According to Payzant (1992), there is power in the collaborative effort that no one envisioned. It is his hope that through interagency collaboration that children will be healthier and families more functional. Institutions can work together in creative and effective ways.

Kentucky - In 1988, the Kentucky Integrated Delivery System (KIDS) was initiated to help local agencies coordinate their services and make them more accessible in school-based sites (Dryfoos, 1994). In 1989, pressure from the courts, following *Rose v. The Council for Better Education* required Kentucky to reform its system (First et al., 1994). In response to this decision, the governor of Kentucky and the general assembly formed the Task Force on Education Reform to make recommendations to the Kentucky General Assembly. A result of this task force was the Kentucky Education Reform Act (KERA) of 1990. Through KERA, public education was restructured; and Family Resource Centers and Youth Service Centers were mandated. The centers would provide

health and social services in or near each elementary or secondary school in which 20 percent of the students were eligible for free or reduced lunch (Doktor & Poertner, 1996; Dryfoos, 1994). The minimum core components of the Family Resource Center includes: full-time preschool child care; after-school child care; parent and child education; support and training for day-care providers; health services or referral to health services. Each Youth Services Center must provide: referral to health and social services, employment counseling, training and placement, summer and part-time job development, drug and alcohol abuse counseling, and family crisis and mental health counseling (Doktor & Poertner, 1996; First et al., 1994).

A sixteen member interagency task force is responsible to oversee the operations of the family resource and youth service centers. The task force includes representatives appointed by the Governor from state departments, local agencies, parents, and teachers and is staffed by the state Cabinet for Human Resources. The interagency task force existed until December 31, 1995. Local advisory councils are required of all grantees and must collect needs assessment data, receive funds from and submit reports to the interagency task force (Dryfoos, 1994; First et al., 1994).

The majority of the centers are Family Resource Centers, with only one out of four being Youth Centers. Most centers are housed in one room within a school building, and staffed by one full-time coordinator and an assistant (Dryfoos, 1994).

As of 1993, the funding was \$15.9 million for 223 centers serving nearly 414 schools. Well over 500 centers were expected to exist by early 1994. To fully fund the approximately 1,110 eligible schools, a total of nearly \$83 million would have had to be appropriated. Kentucky has received \$300,000 from the Annie Casey Foundation in support of school-linked services, and the Maternal and Child Health Division has expanded its funding of school-based health centers through local health departments. Kentucky was also one of five sites selected by the Pew Charitable Trust for its Children's Initiative to develop integrated family support services for children from birth to six (Dryfoos, 1994).

The Kentucky plan is similar to the plan in New Jersey, but much more specific in its requirements (First et al., 1994). Doktor and Poertner (1996) believe that Family Resource Centers have the potential to help communities realize results for all children. However, for the movement to succeed, careful problem solving is mandatory.

Florida - In 1991 the Florida legislature passed a law supporting the development of full service schools. The legislation requires the state Board of Education and the Department of Health and Rehabilitative Services (DHRS) to jointly establish programs to serve high-risk students in need of medical and social services. Programs would enhance school health service programs to address teen pregnancy, risk of AIDS and other sexually transmitted diseases, and alcohol and drug abuse (Dryfoos, 1994).

All funding for full-service programs go to the county school districts, which then contracts with other agencies. Full-service schools are one of four different types of Supplemental School Health Programs that communities can receive funding to operate.

They include the following: 1) full-service schools provide a comprehensive set of services in school facilities or in locations easily accessible. Among the services provided are nutritional services, basic medical services, assistance in applying for public benefits such as AFDC, parenting skills, counseling for abused children, and adult education. School districts with a high incidence of medically underserved high-risk children, low-birth weight babies, infant mortality or teen pregnancy receive the highest priority. Joint applications for funding must be submitted by both the school district and DHRS county public health units. 2) School Health Improvement Projects (SHIP) places public health nurses and health aides in schools to conduct health appraisals, screening exams, and referrals to community health services; 3) Student Support Service Teams include a psychologist, social workers, and nurses who evaluate and counsel students with mental health, behavioral or learning problems; and 4) Locally Designed Programs allow local districts to pursue unique approaches to providing health and mental health services in schools. The law also mandated that full-service schools participate in evaluations, and provide a comprehensive school health program including human sexuality and pregnancy prevention (Dryfoos, 1994).

The Florida Department of Education received \$3 million to fund expansion of the curricula and to provide in-service training. The Department of Education in conjunction with the University of South Florida provides technical assistance, program monitoring for grantees, and annual training conferences. Schools may receive up to \$400,000 annually, and designated full-service schools can also apply for capital improvement funds. In the future, all new schools must include room for full-service centers. In 1994, more than \$30 million was spent in Florida on various collaborative school-based projects. Full service schools are funded by state appropriation and by a special tax on athletic, exercise, and physical fitness facilities and clubs. It is anticipated that in the future all schools will be full-service schools, with the gradual introduction of child care, vocational education, and mental and other health services (Dryfoos, 1994).

On December 3, 1996, Florida's Healthy Kids Corporation, which provides thousands of children with health insurance by using school districts to get group coverage was recognized as one of the ten government programs that work. The corporation will receive Innovations in American Government Awards from the Ford Foundation and the Kennedy School of Government at Harvard. The program will also receive \$100,000 (Ciabattari, 1996).

Michigan - In 1987, the Michigan Legislature responded to the state wide Adolescent Health Committees' recommendation by appropriating \$1.25 million to establish teen health centers and planning grants to access adolescent health needs. In 1987, six teen health centers were in operation; and nineteen were operational in 1992. Eight of the centers were located in middle or high school, three were on school property, and the remaining eight were community-based centers. There is general acceptance that a comprehensive school health program is an effective means of assisting the student to attain or maintain health, and that every student in Michigan should have access to a

school health program that is comprehensive in nature (Dryfoos, 1994).

Grant applications must meet a number of requirements. A local advisory committee must be formed to ensure community involvement in the development of program policies and procedures. Grantees must undertake an extensive community assessment of adolescent health status, needs, and attitudes. They must also survey parents, students, and community members to determine whether a teen health center is needed, and if so, where it should be located. Centers may be in school buildings, adjacent to a school, school-linked, or community based with no connection to the school. Every center designs its own service programs, parental consent policy, and personnel policies. Centers funded with state money are prohibited from providing abortion counseling, services or referral (Dryfoos, 1994).

In 1987, \$1.25 million was appropriated. This funding supported six previously existing centers, five new teen health centers, and nine planning grants. In 1988 and 1989 appropriations increased to a high of \$2.2 million. In 1990, the level was reduced slightly to \$2.14 million, and the number of new health centers stabilized at nineteen. In 1991, eleven requests for the development of new teen health centers was received, but could not be funded because the program did not receive additional funds. State funds equal 47 percent of the total operating budget. Providers must find 20 percent from local matching funds which can include in-kind contributions by schools for maintenance, supplies, materials, and utilities (Dryfoos, 1994).

Illinois - Under the leadership of Governor Jim Edgar an action group was formed in 1991 to develop a program that would move Illinois forward in the way health and social services would be delivered to children and families. Previous attempts of early intervention initiatives through collaborative efforts had not met with much success once the child reached school age. The Coordination of Social Services Action Group developed the model now known as Project Success. The program is implemented at the local level which centers on the needs of children and families in the community. Each of the models is different, based on the concept that no one model will work in every community. Project Success promotes the development of effective collaborative efforts among state and community agencies to meet the concerns of families and ensure that families play a key role in preparing their children for school (Project Success Executive Summary, 1992).

Six communities from the thirty-two that applied were selected to become a Project Success site. Two urban, one suburban, two mid-size and one rural site was selected. Each of the six sites defined their vision and how services would be delivered based upon their communities' unique strengths and weaknesses. In Project Success, the school serves as the primary point of intervention. Parents, community members, service providers, teachers, and business and school administrators are members of the Local Governing Board that defines local community needs and how best to deliver services.. The mission and goals of Project Success are built on the belief that meeting the unique needs of the community will result in significant economic benefit to the state in many

ways (Project Success Executive Summary, 1992).

Central to most of the original sites has been increased levels of family outreach, counseling, and referral coordination for at-risk children and families. Dental sealant and screening programs have been an important health preventive program. Families and schools have experienced greater interaction and communication between parents and teachers concerning the academic needs and performance of the students. Major program areas include: 1) preventive health and nutrition assistance programs; 2) intensive family outreach and health and social services for families at risk; 3) initiatives that promote positive family interactions and family stability; 4) family literacy; and 5) student educational and academic enhancement. Since the first six sites opened in the spring of 1992, this program has rapidly expanded to other sites throughout the state of Illinois (Project Success Annual Report, 1992-93).

These are not the only models. In other parts of the country, a variety of partnerships among the school system, government, and community based agencies are responsible for school-linked services.

In response to the demand for information on school-linked services, the Charles Stewart Mott Foundation canvassed several national education networks for information about outstanding school-community collaborative programs. Of the 390 nominees, 135 representing all 50 states and the District of Columbia were selected for inclusion in *Community Schools Across America. 135 School/Community Partnerships That Are Making a Difference*. From the schools selected, 53 were in urban school districts. Sources of funding included a combination of school district funding, program generated funding, grant funding, agency funding, and other funding. The organizational structure for almost all of the schools consisted of district managed or collaborative partnerships. The collaborative partners included school districts, city and county government, community colleges and universities, agencies, school-business partners, and other partners (Edwards & Biocchi, 1996).

In all state initiatives, the range of the design and the variety of approaches of school-linked services is broad, reflecting the diversity in needs and resources in each community. Each state has a different history, collaborating agencies, timing, legislation and funding. However, Dryfoos' (1993) review of school-linked services suggests the following common elements:

- Space is designated in or near a school building for medical services, counseling, and record keeping and referrals.
- Services are provided by the health department, mental health and social service agencies, hospital/medical school, youth-serving agencies, and employment agencies.
- Programs are paid for by the state, local foundation funds, and in-kind contributions from community agencies. Direct support is rarely provided from local school funds.
- Schools provide space, maintenance, and security.

Classrooms, gyms, and computer facilities are open for community use.

- Schools are open before and after school, weekends, and during the summer.
- Parents and community leaders are included on the advisory board, and a coordinator or program director integrates services with school and community agencies.

Critical Issues

As school-linked services are planned and implemented, critical issues must be addressed to clarify what makes school-linked service efforts successful. Adelman (1991) discussed the research, although limited in scope, done as part of specific demonstration projects such as *Adolescents at Risk* by Joy Dryfoos in 1990. Dryfoos attempted to provide an understanding of the problems of at-risk youth and an awareness of the programs and approaches to address these problems. She examined four problems experienced by at-risk youth: delinquency, substance abuse, adolescent pregnancy, school failure and drop out. She reviewed programs designed to address the four issues, suggested strategies for preventing the behaviors and provided guidelines for implementing the strategies. Dryfoos did not feel more research was needed before interventions were initiated.

Adelman (1991) noted Lisabeth Schorr's research in 1989 on local or community intervention programs in the areas of education, health, social services, and family support that helped to improve the chances for the disadvantaged. She found these programs to be the exception rather than the norm, but were promising to improving the future for high-risk children. Like Dryfoos, Schorr believes we have the knowledge to intervene and improve outcomes for adolescence. Mitchell, Seligson & Mark in 1989 studied early childhood programs. They recommended that early childhood programs be housed in public schools. They support public schools taking on an expanded role as educational leaders and resources for the community and the families (Adelman, 1991).

Slavin, Karwett, and Madden did a compilation of research study results on effective programs for students at-risk. They reviewed programs policies, practices, research and offered insights into the importance of the role of the principal (Adelman, 1991).

The work of these researchers produced evidence supporting the promise of a range of school-linked services. At the same time, the concern about the way programs are implemented can not be overlooked (Adelman, 1991)

Systematic change in schools and agencies - Research has shown that for school-linked services to be effective, participating schools and other agencies must change how they provide services to children and families and how they interact with each other (Larson, 1992). Dolan (1992) says that collaborative planning is the foundation of successful service integration.

Adelman (1993) reporting on the research of Hodgkinson, Kagan, and Kirst, wrote that a full continuum of programs do not occur in most communities and what programs there are tend to be offered in a fragmented manner.

Payzant (1992) found from the New Beginnings program that moving from improved communication and cooperation to actual interagency collaboration is a critical step. Successful collaboration involves a host of issues such as: turf and control; funding; decisions about leadership; agreements about group decision making; honest self evaluation of the effectiveness of the existing programs; arriving at a full understanding of how the other agencies operate; and a willingness to overcome the complications of differing rules, regulations, and procedures. All parties must be willing to negotiate on equal terms with the understanding that standard operating procedures will be changing (Larson, 1992).

Soler & Shauffer (1993) reported on the initial findings of research begun by the Youth Law Center investigating the specific characteristics of effective coordinated programs. Although the research is still in its early stages, it is evident that effective, well coordinated programs have specific characteristics. They include: a clear value statement, family-centered orientation, broad community involvement, school system involvement, an accessible intake location, needs evaluation, flexible funding, an information system, and a measurement of effectiveness.

Schools and agencies need to redefine the roles and responsibilities of personnel who work directly with children and families and establish internal procedures through which staff can identify problems and do follow up with staff from other participating agencies (Larson, 1992). Teachers are trained in schools of education, social workers in schools of social welfare, and nurses in schools of nursing; time and interprofessional training needs to be provided for teachers, health providers, and social workers if services are to be collaborative (Koppich & Kirst, 1993).

New accountability standards will need to be developed for all staff participating in providing services for children and families. Educators and the communities must understand that for millions of at-risk students, the goal of education cannot be achieved without the school and other agencies doing a better job of addressing the health and social needs of the students (Jehl & Kirst, 1993).

The question of how schools and other agencies reorganize to implement school-linked services is a difficult one. However, it needs to be addressed with full consideration of the options and their consequences (Larson, 1992).

Financing - The funding of school-linked services is an area that needs attention before services can be broadly implemented (Larson, 1992). Few programs are adequately funded, and almost all of them rely on a mix of resources that require complicated and time-consuming accounting procedures. Services are generally funded categorically, making collaboration complicated and problematic. School-linked collaborative services are built on fragile financial foundations that are usually insufficient and inconsistent. Current funding patterns often do not allow for collaboration and sometimes constrains it,

frequently because there are multiple funding sources (Koppich & Kirst, 1993).

According to Farrow and Joe (1992), issues that surround financing of school-linked services are really issues of priorities, authority, and control over resources. Pulling together the needed funding sources is neither simple nor a short-term adventure. It requires detailed knowledge of how money is currently being spent and the rules that govern the spending. It requires political skills to make a case for new financing arrangements and requires agreement among many parties that the funding sources are going to be used in new ways.

Farrow & Joe (1992) recommend redistributing existing funds to include easing the categorical requirements and maximum use of state and federal entitlement funds. Realizing the full potential of school-linked, integrated services will require basic changes in the way society finances social and health services.

Governance between schools and community agencies - Who is in charge of a coordinated service effort? This is a question frequently asked given the complex processes involved when schools and community agencies join together to provide services to children and families.

Payzant (1992) shared from his experience in implementing New Beginnings that one entity cannot have the major responsibility for planning and implementing the collaborative effort. A single lead partner might be effective if the purpose is narrow, duration of the project is short, outcomes are simple, and there are a limited number of groups participating. However, a sharing of power and responsibility is necessary when many government agencies are involved, and long-term systematic change is required. Governance is a joint effort.

Goodlad (1981) states "the best schools are those that play a distinctive not an exclusive, educational role. With other institutions, they share a sense of community and educate for development of this sense. Such schools are themselves learning schools" (p. 353).

The structure for governing may be different from one school district to the next. The strategies employed to meet the purposes and expected outcomes of school-linked service may vary. However, whatever the structure and strategies, if those governing school-linked services programs do not govern well, they become impediments to delivering quality programs to children and families (Danzberger et al., 1992).

Interest group opposition - Adler (1993) says that interest in school-linked services has become a national and international movement with many supporters. However, the religious right has voiced opposition to this collaborative effort. Their strong patriarchal views of family and their political conservatism resists change, especially if more government spending is involved. The religious right has opposed health services because of concerns that access to abortion or family planning services might be provided. This interest group has been very vocal in California, opposing such efforts as providing health services for untreated health problems; drug abuse counseling; and using databases to keep records on children and their families. In each case, their opposition has caused much

controversy for schools and participating agencies. Provision of services have been delayed; some school districts have not submitted proposals for funding of health services because of the controversy; others have limited the range of textbooks considered for adoption; and candidates supported by the religious right have won seats on local school boards as a result of using controversial issues in the campaigns. The religious right opposes linking schools and social and health services because they oppose efforts to support families that do not fit in the traditional family structure.

Evaluation Issues - Despite widespread interest, there have been few in-depth evaluations, to date, of school-linked services. Evaluation of current school-linked service efforts has been sporadic both in type and quality. The available information tends to be fragmented and incomplete. Many of the recent efforts in the 1980's and early 1990's are still in the formative years of implementation, so evaluation at this time is tentative (Crowson & Boyd, 1993). It is not easy to evaluate multicomponent programs or to determine any particular effect of a specific program component in a comprehensive program (Dryfoos, 1994).

The Evaluation Working Group participants at the Working Conference on School-Linked Comprehensive Services for Children and Families in 1994 (U.S. Department of Education, 1995) concluded that evaluation of comprehensive and collaborative services for children and families is complex, unprecedented, and needs careful attention to context. Research results must be useful to multiple audiences to include policymakers, practitioners, and other researchers. It is important to view comprehensive services as a synergistic system, rather than as individual, isolated programs. Several characteristics of school-linked services make them difficult to evaluate, in particular, the complexity and flexibility of the programs; the difficulty in assessing quality and degree of collaboration; and the interdisciplinary nature of the programs involving researchers from different fields who rarely communicate with each other. The group suggested that alternative approaches to traditional evaluation be developed and implemented for accessing outcomes using both quantitative and qualitative methodologies.

Dolan (1992) reports that another reality in evaluating service integration programs is the difficulty in establishing the causes of measured outcomes. Many programs are embedded in larger reform efforts, making it difficult to determine the relative effectiveness of different services provided.

Evaluation concerns are significant especially because school-linked service efforts are still emerging (Larson, 1992; Dryfoos, 1994). Many of the recent efforts have collected some information about the services provided and the population served, but few have gone further to learn about the process and to determine whether the efforts made any difference (Larson, 1992). We need to learn all that we can from existing programs as we continue to develop new organizational structures and processes (U. S. Department of Education, 1995).

District leadership - School-linked services are not easy to create or implement. They impose new roles and responsibilities at every level (Jehl & Kirst, 1993). Regardless of who initiates the planning for school-linked services, the district superintendent and the board of education must be involved from the beginning and must view themselves as equals with other community agency executives involved in the collaborative process. From the first contact with other agencies, school board members and superintendents must demonstrate an atmosphere of mutual respect and shared responsibility and control. They cannot try to dominate these relationships. A top-level person from each participating agency must demonstrate a commitment to both through rhetoric and personal involvement. The committed involvement of district leadership is needed to help schools and school principals provide meaningful restructuring and the delivery of integrated services (Jehl & Kirst, 1993).

School leaders must view themselves as part of a partnership and be part of the force that brings people, professions, and agencies together. One requirement of effective leadership, according to Payzant (1992) is a willingness to ask for, receive, and act on information that the leader would prefer not to hear. Local leadership will be necessary if new sites or programs are to succeed. You need someone who has interest, credibility, and the time to bring off an interagency partnership (Gutherie, 1996).

In the published report from the fall 1994 working conference on School-Linked Comprehensive Services for Children and Families, the consensus of what we know from research and practice from the approximately 120 researchers, service providers, family members, and representative for Federal agencies who attended included these points:

- School-linked comprehensive services are not new. However, their diversity and rapid growth are.
- Reliable, validated information about school-linked comprehensive services is scanty, at best.
- What is known about school-linked collaborative services tends to be positive.
- The school-linked collaborative services movement is about making existing services more flexible in their work together under a mutual vision about the well-being of children, youth, and families.
- Leadership is essential.
- School-linked collaborative services are built on fragile financial foundations that are both insufficient and inconsistent (U.S. Department of Education, 1995).

The Working Groups also identified critical research issues that need to be addressed. Providers of services as well as those who receive service want to use research knowledge about exemplary programs to create strong school-linked services. Some of the common research themes and concerns published in the conference report included:

- committed leadership;

- cultural sensitivity and congruence;
- participatory, client-driven studies;
- interprofessional development;
- new research approaches;
- flexibility in policies.

Research in the above mentioned areas will help us go beyond our experiences to improve the quality of life for children and families (U.S. Department of Education, 1995).

Summary

Interest in school-linked services is strong at many different levels of policy-making. School-linked services are not easy to create or implement. They impose new roles and responsibilities on school personnel at every level. They require a difficult kind of educational reform, requiring schools and their staff to change or restructure the way they operate internally and within the community. Schools and other agencies must work collaboratively to expand their efforts on behalf of students and their families (Jehl & Kirst, 1992).

Educators and the public must understand that for the millions of at-risk students the goals of education cannot be achieved without the school and other agencies sharing the responsibility for children's learning and well-being. They have learned that the school alone cannot do the job of helping children to succeed (Davies, 1996). Finn wrote in his book *We Must Take Charge*:

To the extent we can get children's other needs met, they will learn more in school. Insofar as we can free schools from direct responsibility for dealing with those difficulties... we will be more successful in teaching algebra and civics.... [That] does not mean isolating schools. They should be part of a coordinated effort on behalf of children. But in a few cases should schools be the primary coordinators, and in none ought they be expected to solve these other problems on their own (cited in Larson, 1992).

Today, most school reformers recognize that you can't fix the schools without paying attention to the students, their families, and their communities.

Chapter III

Methodology

The purpose of this chapter is to describe the research methods that were used for this study. Included in this chapter are the research methodology utilized in the study, the sampling procedures, the procedure used in designing the data collection instrument and the administration of the survey, and an explanation of the statistical procedures used to analyze the data.

Research Methodology

Descriptive research was determined to be the appropriate methodology for this study. Sax (1979) stated that the purpose of descriptive research is to describe current conditions. A descriptive study involves collecting data in order to test hypotheses and determine and report the way things are (Gay, 1987).

Descriptive research describes and interprets what is. It is concerned with conditions or relationships that exist; practices that prevail; beliefs, points of view or attitudes that are held; processes that are going on; effects that are being felt; or trends that are developing. Its major purpose is to tell what is (Ary, 1972, p. 26).

Babbie (1990) notes, "surveys are frequently conducted for the purpose of making descriptive assertions about some population, that is, discovering the distribution of certain traits or attitudes" (p. 51).

No category of educational research is more widely used than the type known variously as the survey, the normative survey, or descriptive research. This is a broad classification comprising a variety of specific techniques and procedures, all similar from the standpoint of purpose -- namely, to establish the status of the phenomenon under investigation (Mouly, 1970, p. 234).

Wiersma (1991) related that survey research deals with incidence, distribution, and interrelation of psychological and sociological variables. In addition he notes, "Surveys are used to measure attitudes, opinions, or achievements - any number of variables in the natural setting. Such studies may be local, regional, national, or even international" (p. 166).

Mouly (1970) concluded that no instrument of research has been more widely used or subject to censure than the questionnaire. While there are many different purposes for conducting surveys, Babbie (1990) defined three general objectives of survey research: (1) description is the ability to make descriptive assertions about the distribution of traits among a carefully selected sample of respondents and to infer a comparable description of the larger population, (2) explanation is the ability to make explanatory assertions about

the population, and (3) exploration is the ability to search for additional possibilities.

In this study, a nationwide stratified sample of school board members were surveyed by means of a mailed questionnaire. "One of the distinguishing characteristics among surveys is the method of data collection, and certainly the mailed questionnaire commonly is used for data collection" (Wiersma, 1991, p. 173). Mouly (1970) discussed the many merits of the questionnaire: (1) it permits wide coverage at a minimum expense both in money and effort; (2) it affords wider geographic coverage and reaches persons who are difficult to contact; (3) it makes for greater validity in the results through promoting the selection of a larger and more representative sample; (4) if anonymous, it may elicit more candid and objective replies; and (5) it allows greater uniformity in the manner in which the questions are posed, ensuring greater comparability in the answers.

Fowler (1993) notes that, "there are three potential properties of data from a properly done survey that may make them preferable to data from other sources" (p. 3). The properties Fowler addressed are:

(1) probability sampling enables one to have confidence that the sample is not a biased one and to estimate how precise the data are likely to be; (2) standardized measurement that is consistent across all respondents ensures that one has comparable information about everyone involved in the survey. Without such measurement, analyzing distributions or patterns of association is not meaningful; and (3) a special-purpose survey may be the only way to ensure that all the data needed for a given analysis are available and can be related (p. 42).

Therefore, the researcher selected descriptive survey procedures to determine opinions and perceptions of school board members regarding selected issues stated in the research questions related to school-linked services.

Sample

A nationwide stratified random sample of 6000 school board members was surveyed. The sample population was based on regions throughout the United States as identified by subscriptions to *The American School Board Journal*. The survey tool was a questionnaire. The 6000 members were selected by the staff at the National School Boards Association who then sent them the survey. The 5.9% response rate was lower than the expected 20% return. After consultation with the dissertation committee and staff at the National School Boards Association, the staff sent a second mailing to a stratified random sample of 492 members. The stratified sampling was utilized because of the wide variance in the number of school board members from region to region. The sampling selection in both mailings was intended to insure that the population within each region was equally represented (Table 1).

Table 1
Regions of the United States according to National School Boards
Association membership as of January, 1997

NEW ENGLAND REGION (membership 1,236)		
Maine New Hampshire	Vermont Massachusetts	Rhode Island Connecticut
MIDDLE ATLANTIC REGION (membership 2,829)		
New York	New Jersey	Pennsylvania
EAST NORTH CENTRAL REGION (membership 4,856)		
Ohio Indiana	Illinois Michigan	Wisconsin
WEST NORTH CENTRAL REGION (membership 2,846)		
Minnesota Iowa Missouri	North Dakota South Dakota	Nebraska Kansas
SOUTH ATLANTIC REGION (membership 1,876)		
Delaware Maryland District of Columbia	Virginia West Virginia North Carolina	South Carolina Georgia Florida
EAST SOUTH CENTRAL REGION (membership 853)		
Kentucky Tennessee	Alabama	Mississippi
WEST SOUTH CENTRAL REGION (membership 1,726)		
Arkansas Louisiana	Oklahoma	Texas
MOUNTAIN REGION (membership 1,766)		
Montana Idaho Wyoming	Colorado New Mexico Arizona	Utah Nevada
PACIFIC REGION (membership 1,735)		
Alaska Washington	Oregon California	Hawaii

Gay (1987) stated that stratified sampling is the process of selecting a sample in such a way that identified subgroups in the population are represented in the sample in the same proportion that they exist in the population. The purpose of stratified sampling is to guarantee desired representation of relevant subgroups. In addition, Babbie (1990) noted stratification by geographical location usually increases representativeness.

The stratified random sample for both the first and second mailing was selected by the staff at the National School Boards Association from the list of subscribers of *The American School Board Journal* (Table 2). Superintendents, professors of education, librarians, and other non-school board members were deleted from the list of subscribers so that only district school board members would be surveyed. For the first mailing a 30% random sample of the population was suggested by staff at the National School Boards Association. The second mailing was sent by the staff to a random sample of 492 members. This number was determined based on stratification by geographic region and the needed size of a randomly chosen sample from a given membership of 19,723 so that there would be a 95 percent level of confidence such that the sample proportion would be within $\pm .05$ of the population proportion (Isaac and Michael, 1994).

Table 2
Population and Sample by Region (National School Boards Association,
January, 1997)

Region	School Board Member Subscribers	1st	Sample & 2nd Mailing
New England	1,236	405	31
Middle Atlantic	2,829	795	71
East North Central	4,856	833	121
West North Central	2,846	846	71
South Atlantic	1,876	522	47
East South Central	853	284	21
West South Central	1,726	622	43
Mountain	1,766	853	44
Pacific	1,735	840	43
Total	19,723	6,000	492

Instrumentation

The survey instrument for this study (Appendix A) was designed to accomplish two purposes. The first purpose was to collect selected opinions, personal, and demographic information about the school board members surveyed. The second purpose was to collect data specifically for *The American School Board Journal*; this data was not reported as a part of the study.

The survey instrument was divided into three sections. Section One (questions 1-20) measured school board member perceptions and opinions about selected issues related to school-linked services. Section Two (questions 1-18) requested personal information about board members, as well as demographic information about the school community and school board itself. Section Three requested information about what school board members considered pressing concerns in their school district. Additional comments were requested to be written on the final survey page. Data collected specifically for *The American School Board Journal* were not reported as part of this study.

The factors selected as survey items in Section One originally emerged from the literature review on school-linked services. The literature clearly delineated several categories which became the major focus of the questions on the survey instrument. Educational issues that appeared most frequently in the literature were: (1) current school-linked service and collaborative efforts, (2) financing integrated services, (3) governance issues, (4) evaluation/review procedures and (5) obstacles and critical issues impacting school-linked services. Questions were formulated and reviewed in the context of their relevance to the research questions addressing the five areas appearing most frequently in the literature. As a result of discussions with members of the researcher's dissertation committee and editors of *The American School Board Journal*, items were modified, added, and deleted based on alignment with the research questions and relevance to the study.

In order to validate the questionnaire, the researcher field tested the initial drafts of the instrument on dissertation committee members, members of the editorial staff of *The American School Board Journal*, a past school board member, two current school board members and local educators. They were asked to review the questionnaire to determine the following: (1) Were the directions clear? (2) Were the statements clear? (3) Were the statements worded in such a way as to insure a response? (4) Were the statements relevant to current situations and conditions so as to elicit an accurate and realistic response? (5) Were the statements asked in such a way that would not be embarrassing? (6) Were the statements too restrictive or narrow in scope?

Responses from these reviewers were gathered and analyzed and revisions were made. These processes resulted in the questionnaire used in this study.

Collection of Data

A total of 6,000 school board members were identified by the staff at the National School Boards Association and requested to participate in this study. The survey, a cover letter, and a self-addressed postage-paid return envelope were mailed by the National School Boards Association to each school board member selected for this study on March 3, 1997. A total of 353 surveys were returned to the National School Boards Association over an eight week period ending May 5, 1997. The final return rate of 5.9 percent was lower than anticipated, as the average return rate for the previous five years of this American School Board Journal Survey was approximately 20 percent. Because of the anonymity of respondents required by *The American School Board Journal*, follow-up mailings to improve the response rate was not possible.

In an effort to obtain a higher final return rate, it was decided by members of the dissertation committee and the staff at *The American School Board Journal* to send a second mailing. The survey, cover letter, and a coded postage-paid envelope was sent by the staff to 492 randomly selected school board members based on a proportional representation of the membership on July 8, 1997 (Appendix B). A postcard reminder was sent to all participants July 15, 1997 (Appendix C). A replacement survey and cover letter was mailed to nonrespondents July 29, 1997 (Appendix D). The final mailing of the survey was sent (Appendix E) six weeks after the initial mailing on August 19, 1997. A total of 97 surveys were returned to *The American School Board Journal* for a return rate of 19.7 percent. The staff did not track returned surveys after the final mailing so any follow-up to school board members who did not respond to improve the response rate by mail or telephone was not possible.

Future researchers should be cautious of the constraints requiring anonymity of respondents and the lack of tracking. Dillman (1978) reported that there is no strong empirical evidence favoring any techniques to improve response rates other than the follow-up and the use of monetary incentives. The same problems could impact future National School Boards Association studies and therefore researchers conducting such studies need to be aware of the issues involved.

Methods of Analysis

Returned surveys were examined by the researcher for correctness and completeness. Any surveys with one or more parts incomplete were discarded. Virtually all of the returned questionnaires were used, as all were judged by the researcher to be substantially complete. The data from the two mailings was analyzed separately because the survey could have been sent to some of the same school board member twice, and the mailings represented two points of time on the same issue.

Data from the surveys were coded and entered into a data base, and analyzed through the use of the *Statistical Program for the Social Sciences (SPSS)*. Questions 1-20 in Section One and questions 1-18 in Section Two were analyzed utilizing frequency distributions. Tables were constructed for the data. Section Three requested information

about what school board members considered to be the top three pressing concerns in their districts. Additional comments were requested by the publishers of *The American School Board Journal*, but only comments related to school-linked services were used for this study.

Summary

The purpose of this chapter was to describe the methodology of this study, the design and development of the survey instrument, the data collection procedures, and the statistical methods of analysis of data.

Chapter IV

Results

The purpose of this study was to determine the perceptions and opinions of a sample of national school board members concerning the present availability and impact of school-linked services in their districts. In this chapter, the study data which were collected through surveys are reported. The first section provides demographic information about the respondents; the second section presents the findings related to each research question; and the third section provides a chapter summary.

Description of the Sample

A description of the sample by geographic region is displayed in Table 3. A stratified random sample of 6,000 school board member subscribers of *The American School Board Journal* was identified. During the week of March 3, 1997, the selected school board members were mailed a cover letter and survey (Appendix A). Over an eight week period ending May 5, 1997, 353 surveys (5.9%) were returned.

Table 3:
Distribution of Surveys Returned by Region

Region	Total Number of Members	Total of Surveys Mailed		Number of Surveys Returned & Analyzed		Percent of Surveys Returned & Analyzed	
New England	1,236	405	31	26	5	7.4	5.1
Middle Atlantic	2,829	795	71	39	13	11.0	13.4
East North Central	4,856	833	121	51	28	14.4	28.9
West North Central	2,846	846	71	55	12	15.6	12.4
South Atlantic	1,876	522	47	41	12	11.6	12.4
East South Central	853	284	21	10	5	2.8	5.1
West South Central	1,726	622	43	27	7	7.7	7.2
Mountain	1,766	853	44	44	5	12.5	5.1
Pacific	1,735	840	43	52	9	14.7	9.3
No Response				8	1	2.3	1.0
Total	19,723	6000*	492**	353*	97**	100.0*	100.0**

* 1st mailing

** 2nd mailing

In an effort to get a higher response rate a second mailing went to a random sample of 492 school board member subscribers. This time a coded survey was utilized. That survey with a cover letter (Appendix B) was mailed July 8, 1997. This time follow up procedures included sending a reminder postcard and then mailing two follow-up letters with another survey to nonrespondents. A total of 97 (19.7%) surveys were returned over a six week period.

Of the total surveys analyzed from the two separate mailings, 7.4 and 5.1 percent were from the New England Region, 11.0 and 13.4 percent from the Middle Atlantic Region, 14.4 and 28.9 percent from East North Central Region, 15.6 and 12.4 percent from West North Central Region, 11.6 and 12.4 percent from the South Atlantic Region. The East South Central Region return rate was 2.8 and 5.1 percent; the West South Central Region was 7.7 and 7.2 percent; the Mountain Region was 12.5 and 5.1 percent, and 14.7 and 9.3 percent of those returned were from the Pacific Region (Table 3).

The distribution of returned surveys from the two separate mailings by community type is described in Table 4. The majority of the respondents from both groups surveyed indicated that their community can best be described as small town, (34.6% and 30.9%). On both mailings 30.3 and 29.9 percent stated that their community type was suburban, 21.8 and 23.7 percent rural, and 10.8 and 14.5 percent urban.

Table 5 provides data relating to distribution of responses by a district's student enrollment. In both groups the highest response was provided by school board members from districts who ranged from 1,000 to 4,999 (44.7% and 51.5%). The smallest response rates of 8.5 and 9.3 percent from both groups was from board members whose districts are greater than 25,000 or more students.

Table 4:
Distribution of Surveys Returned by Community Type

Community Type	Frequency		Percent	
Rural	77	23	21.8	23.7
Small Town	122	30	34.6	30.9
Suburban	107	29	30.3	29.9
Urban	38	14	10.8	14.5
Other	6	0	1.7	0.0
No Response	3	1	0.8	1.0
Total	353*	97**	100.0*	100.0**

* 1st mailing

** 2nd mailing

Table 5:
Distribution of Surveys Returned by District Enrollment

Enrollment Range	Frequency		Percent	
Less than 1,000	55	10	15.6	10.3
1,000 to 4,999	158	50	44.7	51.5
5,000 to 9,999	66	17	18.7	17.5
10,000 to 24,999	37	11	10.5	11.4
25,000 or more	30	9	8.5	9.3
No Response	7	0	2.0	0.0
Total	353*	97**	100.0*	100.0**

* 1st mailing

** 2nd mailing

Personal Data of Respondents

The personal data reported by those who responded to the two separate survey mailings are provided in Table 6. The majority of respondents from both groups were male (55.5% and 56.7%), over three-fourths from both groups were white (88.6% and 79.4%), between the ages of 41-50 (46.1% and 50.5%), held advanced college degrees (45.0% and 49.5%), earned incomes between \$100,000 to \$149,000 (13.6% and 14.5%), were employed in professional/managerial occupations (43.7% and 45.3%), were married (82.5% and 90.8%); and 60.6 percent of the first group and 58.7 percent of the second group had children in public schools.

Table 6:
Distribution of Personal Characteristics Identified by Respondents

Characteristics	Frequency		Percent	
GENDER				
Male	196	53	55.5	54.6
Female	155	43	43.9	44.3
No Response	2	1	.5	1.0
Total	353*	97**	100.0*	100.0**
ETHNIC DESIGNATION				
American Indian	1	0	0.3	0.0
Asian	1	2	0.3	2.1
Black	14	8	4.0	8.2
Hispanic	7	2	2.0	2.1
White	313	77	88.6	79.4
Other	3	1	.8	1.0
No Response	14	7	4.0	7.2
Total	353*	97**	100.0*	100.0**

* 1st mailing

** 2nd mailing

Table 6 (continued):
Distribution of Personal Characteristics Identified by Respondents

Characteristics	Frequency		Percent	
AGE				
25 or under	2	1	.6	1.0
26-35	11	2	3.1	2.1
36-40	34	4	9.7	4.1
41-50	163	49	46.1	50.5
51-60	80	21	22.7	21.6
over 60	51	18	14.4	18.6
No Response	12	2	3.4	2.1
Total	353*	97**	100.0*	100.0**
EDUCATION ATTAINMENT				
Less than High School	1	0	0.3	0.0
High School Graduate	17	6	4.8	6.2
Post High School Training	54	20	15.3	20.6
Four Year College Degree	111	21	31.5	21.6
Advanced College Degree	159	48	45.0	49.5
No Response	11	2	3.1	2.1
Total	353*	97**	100.0*	100.0**

* 1st mailing

** 2nd mailing

Table 6 (continued):
Distribution of Personal Characteristics Identified by Respondents

Characteristic	Frequency		Percent	
FAMILY INCOME				
Less than \$20,000	3	1	.8	1.0
\$20,000 - 29,999	18	4	5.1	4.1
\$30,000 - 39,000	21	10	5.9	10.3
\$40,000 - 49,000	43	8	12.2	8.2
\$50,000 - 59,000	40	10	11.3	10.3
\$60,000 - 69,000	37	4	10.5	4.1
\$70,000 - 79,000	31	11	8.8	11.4
\$80,000 - 89,000	33	9	9.3	9.2
\$90,000 - 99,000	19	8	5.4	8.2
\$100,000 - 149,000	48	14	13.6	14.5
\$150,000 or more	34	7	9.7	7.2
No Response	26	11	7.4	11.4
Total	353*	97**	100.0*	100.0**

* 1st mailing

** 2nd mailing

Table 6 (continued):
Distribution of Personal Characteristics Identified by Respondents

Characteristic	Frequency		Percent	
OCCUPATION				
Homemaker	52	6	14.7	6.2
Retired	43	17	12.2	17.5
Laborer	6	0	1.7	0.0
Skilled Trade	6	2	1.7	2.1
Clerical	9	3	2.5	3.1
Sales	7	2	2.0	2.1
Business Owner	48	11	13.6	11.3
Professional/Managerial	154	44	43.7	45.3
Other	25	10	7.1	10.3
No Response	3	2	.8	2.1
Total	353*	97**	100.0*	100.0**

* 1st mailing

** 2nd mailing

Table 6 (continued):
Distribution of Personal Characteristics Identified by Respondents

Characteristics	Frequency		Percent	
MARTIAL STATUS				
Single	58	8	16.4	8.2
Married	291	88	82.5	90.8
No Response	4	1	1.1	1.0
Total	353*	97**	100.0*	100.0**
CHILDREN IN PUBLIC SCHOOL				
Yes	214	57	60.6	58.7
No	136	39	38.6	40.3
No Response	3	1	.8	1.0
Total	353*	97**	100.0*	100.0**

* 1st mailing

** 2nd mailing

Table 7 provides data relating to school board characteristics represented by respondents of both groups. The majority of school board members who responded served on boards which had between 5-7 members (81.6% and 85.6%), were elected (95.0% and 93.8%), served on the board for three years or less (34.4% and 47.4%); and 89.5 and 88.7 percent were serving a three to four year term.

Table 7:
Distribution of School Board Related Characteristics Identified by Respondents

Characteristics	Frequency		Percent	
NUMBER OF BOARD MEMBERS				
2-4	4	1	1.1	1.0
5-7	288	83	81.6	85.6
8-10	53	12	15.0	12.4
11 or more	6	1	1.7	1.0
No Response	2	-	.6	0.0
Total	353*	97**	100.0*	100.0**
SELECTION PROCESS				
Appointed	6	6	1.7	6.2
Elected	335	91	95.0	93.8
Both	9	0	2.5	0.0
No Response	3	0	.8	0.0
Total	353*	97**	100.0*	100.0**

* 1st mailing

** 2nd mailing

Table 7(continued):
Distribution of School Board Related Characteristics Identified by Respondents

Characteristics	Frequency		Percent	
YEARS SERVED ON THE BOARD				
0-3	121	46	34.3	47.4
4-6	107	19	30.3	19.6
7 or more	116	29	32.9	29.9
No Response	9	3	2.5	3.1
Total	353*	97**	100.0*	100.0**
NUMBER OF YEARS IN A TERM				
1-2	6	4	1.7	4.1
3-4	316	86	89.5	88.7
5 or more	26	7	7.4	7.2
No Response	5	0	1.4	0.0
Total	353*	97**	100.0*	100.0**

* 1st mailing

** 2nd mailing

Findings

Research Question 1: To what extent do school board members perceive that school-linked services are necessary and are available to students in their district and developed in a collaborative manner?

The survey contained three questions which asked board members to indicate whether their community supported the development of school-linked services within the school district. Table 8 indicates that three fourths or more (75.3% and 84.5%) of respondents from both groups stated that school-linked services were supported in their community. When asked if school-linked services were necessary to meet the needs of the children and families in their school district, 73.9 percent from the first group and 80.4 percent from the second group indicated that such services were needed. When asked what school-linked services were provided and the collaborating agency or organization, substance abuse services (62.0% and 63.8%), psychological services (60.1% and 53.6%), education services (59.5% and 57.7%), health services (51.3% and 52.6%), and social services (51.0% and 51.5%) were found in the majority of school districts in both groups. Job training services (47.6% and 51.5%) and teen pregnancy services (40.8% and 53.6%) were found in slightly less than the majority in the first group surveyed and in the majority of districts in the second group. Child welfare (42.2% and 47.4%), juvenile probation (38.0% and 49.5%), family welfare (30.9% and 35.1%), and housing services (22.7% and 32.0%) were found in fewer school districts. School districts collaborate with many different agencies and organizations to provide services (Table 9). Most of the services are supported by partnerships with agencies at the state and local level and to a smaller degree by federal programs. The data show that school board members who responded to the survey perceived that school-linked services are supported, necessary and available to students in their district. Collaborative partnerships vary and include state, local, federal, and private agencies and organizations.

Table 8:
Distribution of School Board Members' Perception and Availability of School-Linked Services

Question	Response	Frequency		Percent	
Does your community support the development of school-linked services within your school district?	Yes	266	82	75.3	84.5
	No	82	11	23.3	11.4
	No Response	5	4	1.4	4.1
	Total	353*	97**	100.0*	100.0**
Are school-linked services necessary to meet the needs of children and families in your school district?	Yes	261	78	73.9	80.4
	No	88	15	24.9	15.5
	No Response	4	4	1.1	4.1
	Total	353*	97*	100.0*	100.0**

* 1st mailing

** 2nd mailing

Table 8 (continued):

Distribution of School Board Members' Perception and Availability of School-Linked Services

Question: What school-linked services are provided in your school district?

Services	Response	Frequency		Percent	
Health					
	Yes	181	51	51.3	52.6
	No	131	38	37.1	39.1
	Don't Know	13	2	3.7	2.1
	No Response	28	6	7.9	6.2
Total		353*	97**	100.0*	100.0**
Psychological					
	Yes	212	52	60.1	53.6
	No	113	11	32.0	11.4
	Don't Know	13	24	3.7	24.7
	No Response	15	10	4.2	10.3
Total		353*	97**	100.0*	100.0**
Social					
	Yes	180	50	51.0	51.5
	No	133	10	37.7	10.3
	Don't Know	23	19	6.5	19.6
	No Response	17	18	4.8	18.6
Total		353*	97**	100.0*	100.0**
Substance abuse					
	Yes	219	62	62.0	63.8
	No	104	10	29.5	10.3
	Don't Know	17	14	4.8	14.5
	No Response	13	11	3.7	11.4
Total		353*	97**	100.0*	100.0**

* 1st mailing ** 2nd mailing

Table 8 (continued):

Distribution of School Board Members' Perception and Availability of School-Linked Services

Services	Responses	Frequency		Percent	
Child welfare					
	Yes	149	46	42.2	47.4
	No	149	24	42.2	24.7
	Don't Know	33	12	9.4	12.4
	No Response	22	15	6.2	15.5
	Total	353*	97**	100.0*	100.0**
Family welfare					
	Yes	109	34	30.9	35.1
	No	179	25	50.7	25.8
	Don't Know	37	22	10.5	22.7
	No Response	28	16	7.9	16.4
	Total	353*	97**	100.0*	100.0**
Housing					
	Yes	80	31	22.7	32.0
	No	191	42	54.1	43.2
	Don't Know	46	10	13.0	10.3
	No Response	36	14	10.2	14.5
	Total	353*	97**	100.0*	100.0**
Education					
	Yes	210	56	59.5	57.7
	No	108	19	30.6	19.6
	Don't Know	21	14	5.9	14.5
	No Response	14	8	4.0	8.2
	Total	353*	97**	100.0*	100.0**

* 1st mailing

** 2nd mailing

Table 8(continued)
Distribution of School Board Members' Perception and Availability of School-Linked Services

Services	Responses	Frequency		Percent	
Job training					
	Yes	168	50	47.6	51.5
	No	134	23	38.0	23.7
	Don't Know	30	13	8.5	13.4
	No Response	21	11	5.9	11.4
	Total	353*	97**	100.0*	100.0**
Juvenile probation parole monitoring					
	Yes	134	48	38.0	49.5
	No	156	26	44.2	26.8
	Don't Know	42	15	11.9	15.5
	No Response	21	8	5.9	8.2
	Total	353*	97**	100.0*	100.0**
Teen pregnancy					
	Yes	144	52	40.8	53.6
	No	155	14	43.9	14.5
	Don't Know	32	19	9.1	19.6
	No Response	22	12	6.2	12.4
	Total	353*	97**	100.0*	100.0**

* 1st mailing

** 2nd mailing

Table 9:
Examples of Collaborating Agencies Supporting School-Linked Services

Health Services

Department of Health (state and local)
Hospitals and medical centers
Health and wellness clinics
Dental clinics
Public health nurses
Welfare services
Private organizations (i.e. Lions Club, Rotary)
Volunteer doctors, dentists, and nurses

Psychological Services

Department of Children and Families (state and local)
Mental health centers
Private practitioners
Medical centers
Family community counseling centers
Youth Services
Family Services

Social Services

Department of Public Social Services
Department of Children and Family Services
Healthy Start
Community mental health centers
Non-profit community agencies
Local ministry groups

Substance-abuse Services

Alcohol and Drug Services
Private foundations
Police DARE program
Safe and drug free programs
Family counseling center
Substance Abuse Council

Table 9 (continued)

Examples of Collaborating Agencies Supporting School-Linked Services

Child Welfare

Department of Children and Family Services
Child Protective Services
Foster Youth Services
Division of Youth
Non-profit community agencies (i.e. Child Abuse Council)
Child Assault Prevention
YMCA Youth Services

Family Welfare

Department of Children and Family Services
Social Services
Adult education
Parent Teacher Association (PTA)
Department of Human Services

Housing

Housing Authority
Salvation Army
Homeless shelters
Catholic Charities
Habitat for Humanity
Department of Family Aid
Red Cross

Education

Colleges and universities
YMCA/YWCA
Private foundations
Adult Education
Workforce Coalition
Partners in Education
State Department of Education
Public Libraries

Table 9: (continued)

Examples of Collaborating Agencies Supporting School-Linked Services

Job Training

Department of Rehabilitative Services
Department of Human Services
Career Family Services
Adult Education
Job Services
Community colleges
Office of Vocational Training
Businesses and private industry
Youth Employment Board
School To Work

Juvenile Probation/Parole Monitoring

Department of Juvenile Justice
Department of Youth Services
Law enforcement agencies
Juvenile Detention Center
Juvenile Court System

Teen Pregnancy

Health Department
Mental Health Center
Planned Parenthood
Healthy Start
Health and Human Services
Volunteer obstetricians and nurses
Medical schools
YWCA
Juvenile Probation

Research Question 2: Do school board members perceive changes in governance and in formulating policy to oversee the school district as a result of school-linked services?

The survey asked board members if changes in governance and formulating policy were necessary as a result of school-linked services in their district (Table 10). A majority (60.3%) of the respondents from the first mailing indicated that their school system did not have policies governing all school-linked services while almost half (49.5%) of the school systems in the second mailing also did not have school-linked governing policies. When asked if service agencies were permitted to collect data to assess the needs of students and their families, 48.4 percent from the first mailing and 43.2 percent from the second group indicated that agencies were not permitted to collect the data. Additionally, 52.4 percent and 46.4 percent of the agencies in each group did not collect data to assess the effectiveness of services. Over three-fourths (77.3%) of the school board respondents from the first group and the majority (58.7%) from the second group indicated that their school system did not have to waive or change regulations to enable service providers to serve a child and/or their families. Both groups of school board members who responded to the survey indicated that their school districts have not sponsored or supported federal (74.5% and 72.1%), state (58.6% and 51.5%), or local (59.5% and 58.7%) legislation in support of school-linked services. When asked which arrangements supported school-linked services, the responses were distributed among thirteen options. School board members from both the first and second group each responded as follows: legislative mandate 33.7 and 33.0 percent, state-level task force or commissions 26.6 and 24.7 percent, formal agreements with other state agencies 33.7 and 26.8 percent, informal agreement with local government agencies 47.6 and 53.6 percent, formal agreement with local government agencies 45.9 and 48.4 percent, in-kind (nonmonetary) support of local government agencies 28.3 and 35.1 percent, formal agreements with local nongovernment agencies 36.3 and 42.3 percent, informal agreement with local nongovernment agencies 39.1 and 44.3 percent, in-kind support of local nongovernment agencies 20.7 and 24.7 percent, formal referral network 37.4 and 42.3 percent, informal referral network 45.6 and 45.3 percent, school administrator prerogative 32.3 and 30.9 percent, and no coordination with other providers 2.0 and 0.0 percent. The data show that the respondents do not perceive changes in governance or formulating policy to oversee the school districts, have not sponsored legislation in support of school-linked services, and use a variety of arrangements to support services in their districts.

Table 10:
Distribution of School Board Members' Perception of Changes in Governance and in Formulating Policy as a Result of School-Linked Services

Question	Response	Frequency		Percent	
Does your school system have policies governing all school-linked services?	Yes	125	42	35.4	43.2
	No	213	48	60.3	49.5
	No Response	15	7	4.2	7.2
	Total	353*	97**	100.0*	100.0**
Do you permit agencies to collect data on students and their families to assess needs of students and families?	Yes	151	31	42.8	32.0
	No	171	42	48.4	43.2
	No Response	31	24	8.8	24.7
	Total	353*	97**	100.0*	100.0**
Do you permit agencies to collect data on students and their families to assess the effectiveness of services?	Yes	125	32	35.4	33.0
	No	185	45	52.4	46.4
	No Response	43	20	12.2	20.6
	Total	353*	97**	100.0*	100.0**

* 1st mailing

** 2nd mailing

Table 10 (continued):
Distribution of School Board Members' Perception of Changes in Governance and in Formulating Policy as a
Result of School-Linked Services

Question	Response	Frequency		Percent	
Has your school system had to waive or change regulations to enable service providers to serve a child and/or family?	Yes	51	22	14.4	22.7
	No	273	57	77.3	58.7
	No Response	29	18	8.2	18.6
	Total	353*	97**	100.0*	100.0**
Has your school system sponsored or supported legislation in support of school-linked services at the federal level	Yes	52	13	14.7	13.4
	No	263	70	74.5	72.1
	No Response	38	14	10.8	14.5
	Total	353*	97**	100.0*	100.0**
state level	Yes	126	37	35.7	38.2
	No	207	50	58.6	51.5
	No Response	20	10	5.7	10.3
	Total	353*	97**	100.0*	100.0**
local level	Yes	112	32	31.7	33.0
	No	210	58	59.5	59.7
	No Response	31	7	8.8	7.2
	Total	353*	97**	100.0*	100.0**

* 1st mailing

** 2nd mailing

Table 10 (continued):

Distribution of School Board Members' Perception of Changes in Governance and in Formulating Policy as a Result of School-Linked Services

Question: Which of the following arrangements support school-linked services in your school district? Check as many as apply.

	Frequency		Percent	
	(N=353)	(N=97)	(N=353)	(N=97)
Legislative mandate	119	32	33.7	33.0
State-level task force or commission	94	24	26.6	24.7
Formal agreements other state agencies	119	26	33.7	26.8
Informal agreement with local government agencies	168	52	47.6	53.6
Formal agreement with local government agencies	162	47	45.9	48.4
In-kind (nonmonetary) support of local governmental agencies	100	34	28.3	35.1
Formal agreements with local nongovernment agencies	128	41	36.3	42.3
Informal agreements with local nongovernment agencies	138	43	39.1	44.3
In-kind support of local nongovernment agencies	73	24	20.7	24.7
Formal referral network	132	41	37.4	42.3
Informal referral network	161	44	45.6	45.3
School administrator prerogative	114	30	32.3	30.9
No coordination with other providers	7	0	2.0	0.0

Research Question 3: To what extent do school board members perceive that school-linked services impact on school funding?

To address the impact of school-linked services on funding school board members were asked three questions (Table 11). More than half from the first group (58.6%) and 47.4 percent of the second group indicated that changes in funding priorities have not been necessary to support school-linked services. More than two-thirds of the respondents from both groups (68.0% and 71.1%) indicated that flexible financing was available to meet the range of family needs. Concerning the issue of sources of funds, school board members from both the first and second group responded that federal funds (53.5% and 52.6%), state funds (64.9% and 65.0%), local government agency funds (49.6% and 56.7%), local nongovernment agency funds (25.5% and 27.8%), private donations (22.9% and 27.8%), and fund-raisers (15.6% and 15.5%) were used to support school linked services. Both groups (3.7% and 2.1%) also indicated that grants was another source of income. The data show that multiple sources of funding are used to support school-linked services and that the respondents did not perceive that the services offered impacted school district funding.

Table 11:
Distribution of School Board Members' Perception of the Impact of School-Linked Services on Funding

Question	Response	Frequency		Percent	
Have changes in funding priorities been necessary to support school-linked services?	Yes	121	37	34.3	38.2
	No	207	46	58.6	47.4
	No Response	25	14	7.1	14.5
	Total	353*	97**	100.0*	100.0**
Is flexible financing available to meet the range of family needs?	Yes	240	69	68.0	71.1
	No	83	19	23.5	19.6
	No Response	30	9	8.5	9.3
	Total	353*	97**	100.0*	100.0**
What sources of funds are actually used to support school-linked services in your school district?					
		Frequency		Percent	
		(N=353)	(N=97)	(N=353)	(N=97)
federal funds		189	51	53.5	52.6
state funds		229	64	64.9	65.0
local government agency funds		175	55	49.6	56.7
local nongovernment agency funds		90	27	25.5	27.8
private donations		81	27	22.9	27.8
fund raisers		55	15	15.6	15.5
other - grants		13	2	3.7	2.1

* 1st mailing

** 2nd mailing

Research Question 4: To what extent do school board members perceive that review procedures are in place to evaluate the effectiveness of school-linked services in their district?

To address evaluation procedures of school-linked services school board members were asked if their school districts had review systems to evaluate the effectiveness of the services offered (Table 12). Respondents from the first group indicated that 55.8 percent of their school districts did have evaluation procedures in place, and 59.7 percent of the second group concurred. However, when the members were asked if the results of the reviews were used to modify services 45.9 percent from the first group and 44.3 percent from the second group indicated that the results were not used to modify programs. When asked how effective the school-linked services had been in meeting clients needs, the majority in both groups rated the services as good (58.4% and 58.7%). The data show that respondents' school systems review the effectiveness of the services, but do not use the information to modify services; and the services offered have effectively met the clients needs.

Table 12:
Distribution of School Board Members' Perception of Review Procedures and the Effectiveness of School-Linked Services In Their District

Question	Response	Frequency		Percent	
Does your school system review the effectiveness of school-linked service efforts in meeting clients needs?	Yes	197	58	55.8	59.7
	No	128	29	36.3	29.9
	No Response	28	10	7.9	10.3
	Total	353*	97**	100.0*	100.0**
Have the results of such reviews been used to modify, in any way, the services provided?	Yes	128	34	36.3	35.1
	No	162	43	45.9	44.3
	No Response	63	20	17.8	20.6
	Total	353*	97**	100.0*	100.0**
Overall, how effective do you believe school-linked services have been in meeting the clients' needs?	Excellent	28	13	7.9	13.4
	Good	206	57	58.4	58.7
	Poor	32	5	9.1	5.2
	Unsuccessful	11	3	3.1	3.1
	No Response	76	19	21.5	19.6
	Total	353*	97**	100.0*	100.0**

* 1st mailing

** 2nd mailing

Research Question 5: What are school board members opinions of the obstacles and critical issues related to school-linked services in their school district?

The survey asked school board members in their opinion what are the major obstacles to implementing school-linked services in their district (Table 13). From the eleven options, the respondents in both groups indicated that inadequate funds (59.2% and 44.3%) was the main reason followed by the belief that schools should not get involved in providing social services (37.1% and 30.9%). Limited availability of services (35.1% and 32.0%) and a reluctance of children and/or families to seek services (32.0%) were also considered obstacles in one-third of the responding school districts. When asked if schools and communities should collaborate to assist students and families on controversial issues three fourths (78.5% and 75.2%) of the respondents in both groups agreed with the statement. School board members in both groups responded negatively to schools being the sites for drug treatment programs (55.3% and 47.4%), social service programs for families (48.8% and 43.2%), health clinic services for families (55.8% and 48.5%), and offices for probation officers (69.1% and 61.9%). When asked if school-linked services had been proposed but not offered, the majority of respondents in both groups (75.6% and 65.0%) indicated that proposed school-linked services had been offered. Respondents from both groups identified substance abuse services (32.9% and 35.1%), health services (25.5% and 21.6%), and parenting classes (20.7% and 17.5%) as the three most critical areas where school-linked services are needed in school districts. The data show that in the opinion of board members in both groups who responded to the survey inadequate funding is the major obstacle in implementing school-linked services. Schools and agencies should collaborate to assist students and families, but schools should not be the site of drug treatment programs, social and health clinics, or probation offices. Proposed school-linked services are usually offered and issues related to substance abuse, health services and parenting classes are the areas where services are most critically needed.

Table 13:
Distribution of School Board Members' Opinions of Obstacles and Critical Issues Related to School-Linked Services

Question: Which of the following are currently major obstacles to implementing school-linked services in your school district? Check as many as apply.

	Frequency		Percent	
	N=353)	(N=97)	(N=353)	(N=97)
Inadequate coordination and communication	90	25	25.5	25.8
Inadequate funds	209	43	59.2	44.3
Lack of qualified personnel	64	10	18.1	10.3
Insufficient information or awareness on the part of client population	92	31	26.1	32.0
Limited availability of services	124	31	35.1	32.0
State or federal regulations	48	13	13.6	13.4
Inadequate or unclear agency policy	42	10	11.9	10.3
Reluctance of children and/or families to seek services	113	31	32.0	32.0
Belief that schools should not be involved in providing social services	131	30	37.1	30.9
Cumbersome accounting procedures	29	13	8.2	13.4
Services not needed	42	11	11.9	11.4

Table 13:(continued)

Distribution of School Board Members' Opinions of the Obstacles and Critical Issues Related to School-Linked Services

Question	Response	Frequency		Percent	
Should schools and community agencies collaborate to assist students and families on controversial issues such as family life education and substance abuse?	Yes	277	73	78.5	75.2
	No	65	14	18.4	14.5
	No Response	11	10	3.1	10.3
	Total	353*	97**	100.0*	100.0**
Have school-linked services been proposed but not offered?	Yes	52	18	14.7	18.6
	No	267	64	75.6	65.9
	No Response	34	15	9.7	15.5
	Total	353*	97**	100.0*	100.0**

* 1st mailing

** 2nd mailing

Table 13:(continued)

Distribution of School Board Members' Opinions of the Obstacles and Critical Issues related to School-Linked Services

Question	Response	Frequency		Percent	
Should school be the site for the following programs?					
Drug treatment programs	Yes	137	34	38.8	35.1
	No	195	46	55.3	47.4
	No Response	21	17	5.9	17.5
	Total	353*	97**	100.0*	100.0**
Social service programs for families	Yes	160	40	45.3	41.2
	No	172	42	48.8	43.2
	No Response	21	15	5.9	15.5
	Total	353*	97**	100.0*	100.0**
Health clinic services for families	Yes	135	35	38.3	36.0
	No	197	47	55.8	48.5
	No Response	21	15	5.9	15.5
	Total	353*	97**	100.0*	100.0**
Offices for probation	Yes	81	21	22.9	21.6
	No	244	60	69.1	61.9
	No Response	28	16	7.9	16.4
	Total	353*	97**	100.0*	100.0**

* 1st mailing

** 2nd mailing

Table 13: (continued)
Distribution of School Board Members' Opinions of the Obstacles and Critical Issues Related to School-Linked Services

In your opinion what are the three most critical areas where school-linked services are needed in your school district?

	Frequency		Percent	
	(N=353)	(N=97)	(N=353)	(N=97)
—				
Substance abuse services	116	34	32.9	35.1
Health services	90	21	25.5	21.6
Parenting classes	73	17	20.7	17.5
Social services	45	11	12.8	11.4
Teen pregnancy	45	9	12.8	9.3
Job training	42	8	11.9	8.2
Psychological services	41	11	11.6	11.4
Child welfare	35	9	9.9	9.3
Family welfare	32	5	9.1	5.2
Education	31	6	8.8	6.2
Juvenile probation	26	10	7.4	10.3
Day care	23	3	6.5	3.1
At-risk student programs	15	7	4.2	7.2

Summary

Chapter IV provided demographic, personal and board characteristics about the respondents and the findings related to the research questions. In response to the first research questions, the data clearly reflected that the majority of the communities represented by the respondents from both groups supported the development of school-linked services and the services were needed and available in their school districts.

The data reflecting the perception of school board members pertaining to changes in governance and in formulating policy show that board members who responded to the survey did not perceive changes as necessary in governance or formulating policy to oversee school districts and have not sponsored legislation in support of school-linked services. School districts used a multiplicity of arrangements and funding sources to support school-linked services. However, school board members did not perceive that the funding of these services has had an impact on the school district's budgets.

School board members from both survey groups reported that review procedures are in place but the results are not used to modify services. School-linked services that school districts offer have effectively met the clients needs. However, inadequate funding is the major barrier in implementing services. Responding school board members agree that schools and agencies should collaborate to assist students and families, but schools should not be the site of drug programs, social and health clinics, or probation offices. Substance abuse services, health services, and parenting classes are offered in a majority of the school districts included in the survey and respondents reported these to be the areas where services are still most critically needed.

Chapter IV reported the study data which were collected through surveys mailed to two groups of school board members. The chapter provided demographic information about the respondents, presented the findings related to each research question, and summarized the results.

Chapter V

Summary, Conclusions, and Recommendations

Chapter V presents a summary of the study that was conducted. Included is a review of the purpose of the study, a restatement of the research questions, a summary of the related literature, the research methodology used, and a summary of the results and trends. Recommendations for future research study are suggested.

Summary

Purpose of the Study

The purpose of this study was to determine the perceptions and opinions of a sample of national school board members concerning the present availability and impact of school-linked services in their school districts.

Restatement of Research Questions

The research questions for this study were: (1) To what extent do school board members perceive that school-linked services are necessary and are available to students in their district and developed in a collaborative manner? (2) Do school board members perceive changes in governance and in formulating policy to oversee the school district as a result of school-linked services? (3) To what extent do school board members perceive that school-linked services impact on school funding? (4) To what extent do school board members perceive that review procedures are in place to evaluate the effectiveness of school-linked services in their district? (5) What are school board members' opinions of the obstacles and critical issues related to school-linked services in their school district?

Summary of Related Literature

Over the past decade, hundreds of recommendations have been offered to improve our public education system while at the same time schools across the United States are finding themselves at the center of a vast web of interconnected social problems. For many children, the chances for success in school are affected by a multitude of non-school factors (Koppich & Kirst, 1993). As a result, there is a public consensus building that schools cannot do it alone. This consensus is driven by a sense of national crisis in the condition of life for children and is built on the concept that the problems faced by children and families are too large and complex to be taken on alone by any one system. As a result, schools have been asked to act as brokers for a diverse array of social, health, and judicial services to help ameliorate some of the problems of students at risk or educational failure (Adelman, 1991; Adler, 1994; Burnett, 1994; Chang, 1993; Chaskin & Richman, 1993). In response, a growing number of school districts have established many types of

school-linked programs which provide services to children and their families through collaborative partnerships among schools, health care providers, social service agencies, and judicial systems (Adler & Gardner, 1993; Dryfoos, 1994; Lawson, 1995; Wong & Wang, 1994). The range of the design and the variety of approaches of school-linked services is broad, reflecting the diversity in needs and availability of resources in each school district.

Practice has led policy in the school-linked service movement. Grass roots efforts have usually begun with local initiatives which have stimulated legislation at the national, state, and local levels. Federal interest is growing; however, it is at the state level that initiatives of various types and expansiveness have emerged. In 1993, twelve states supported school-based services (First et al., 1994). Current efforts can be found in all 50 states and the District of Columbia (Edwards & Biocchi, 1996). Each state or locality has a different history, legislation, funding, collaborating agencies, timing, programs and technical standards. The programs are as varied as the models that exist (Dryfoos, 1993).

Studies have shown that as school-linked services are planned and implemented, critical issues must be addressed (Adelman, 1991; Larson, 1992; Payzant, 1992; Schorr, 1989). School-linked services are not easy to create or implement. They impose new roles and responsibilities at every level (Jehl & Kirst, 1993). Issues that have been researched and discussed have focused on systematic changes in schools and agencies, financing, governance between schools and community agencies, interest group opposition, evaluation issues, and district leadership. Addressing each of these issues is significant as school-linked services are still emerging and new organizational structures and processes are developing (U.S. Department of Education, 1995).

Today, most school reformers recognize that schools alone cannot do the job of helping children succeed. For millions of at-risk students the goals of education cannot be achieved without the schools and other agencies sharing the responsibility for children's learning and well-being. The public education system cannot be improved without paying attention to the students, their families and their communities (Davies, 1996). The efforts are promising, but this new reform presents school board members with many challenges as they demonstrate that they are reform minded and are doing everything they can to raise the performance of all students (Shannon, 1996).

Research Methodology

The researcher used descriptive research methodology and survey techniques to gather data from school board members concerning their perceptions and opinions about the present availability and impact of school-linked services in their school districts.

A stratified random sample by region was drawn by the staff at the American School Boards Association from the population of subscribers to *The American School Board Journal*. The first group surveyed, utilizing a mailed questionnaire, represented 30 percent of the population and yielded a response rate of 5.9%. This response was lower than previous return rates. A follow-up survey was not possible because of the

requirements for absolute anonymity for the school board members required by the National School Boards Association. In the past, school board member subscribers have always been compliant in responding to such surveys. The most predominant factor for the low response might be the nature of what was being asked. Comments on the survey (Appendix F) suggest that, in the opinion of some school board members, schools should not be involved in school-linked services. As one subscriber wrote, "I do not believe school-linked services should be done by the public school system!" Another respondent wrote, "This is my feeling! Schools **teach** academics! Other agencies (state and federal) should provide the needed services." Other comments also suggest that some school board member subscribers may not be knowledgeable about school-linked services in their district. One board member wrote, "School board members need to be knowledgeable on school-linked services to answer this survey." Another member was familiar with the school-linked services in the district, but not the collaborating agencies: "I do not know the agencies who collaborate. That should be addressed by administrators. My knowledge is general. Board members decide service to be done; administrators choose agencies to carry it out." Others responded similarly: "I'm sorry I do not know much about school-linked services." "I asked the school counselor to help me fill out this survey because I did not know enough about school-linked services," and again, "As a new board member this has made me realize I don't have much of a grasp on this issue."

To achieve a higher response rate, a second mailing was sent by the American School Boards Association to 492 randomly selected school board members. This time a coded survey was utilized. This mailing resulted in 97 surveys being returned to the Association for a response rate of 19.7 percent. While this response rate was greater, a high of 24.7 percent to a low of 2.1 percent of the respondents indicated they did not know if specific school-linked services were available in their district.

The survey instrument used to collect the data from both mailings was divided into three sections. Section One of the questionnaire asked for board members' perceptions and opinions about issues related to availability and collaboration, governance and policy issues, funding, review procedures, and obstacles and critical issues related to school-linked services. Section Two requested personal information about board members, as well as demographic information about the school community and the school board itself. Section Three requested information about what school board members considered pressing concerns in their school district. Additional comments were requested to be written on the final survey page.

Data from responses were analyzed utilizing frequency distributions. All questions from the survey instrument were analyzed.

Results

Of the school board members who responded to both mailings of the survey, 7.4 and 5.1 percent respectively were from the New England Region, 11.0 and 13.4 percent from the Middle Atlantic Region, 14.4 and 28.9 percent from East North Central Region, 15.6 and 12.4 percent from West North Central Region, 11.6 and 12.4 percent from the South Atlantic Region, 2.8 and 5.1 percent from the East South Central Region, 7.7 and 7.2 percent from the West South Central Region, 12.5 and 5.1 from the Mountain Region, and 14.7 and 9.3 percent from the Pacific Region (Table 3).

The distribution of returned surveys from the two separate mailings by community type is described in Table 4. The majority of respondents from both groups indicated that their community can best be described as small town, 34.6 and 30.9 percent; 30.3 and 29.9 percent stated that their community type was suburban; 21.8 and 23.7 percent rural, and 10.8 and 14.5 percent urban.

Table 5 provided data relating to distribution of responses by a district's student enrollment. In both survey groups, the highest response was provided by school board members from districts which ranged from 1,000 to 4,999 students (44.7% and 51.5%). The smallest response rates of 8.5 and 9.3 percent from both groups was from board members whose districts are greater than 25,000 or more students.

The personal data reported by those who responded to the two separate mailings are provided in Table 6. The majority of respondents were male (55.5% and 56.7%), white (88.6% and 79.4%), between the ages of 41-50 (46.1% and 50.5%), held advanced college degrees (45.0% and 49.5%), earned incomes between \$100,000 to \$149,000 (13.6% and 14.5%), were employed in professional/managerial occupations (43.7% and 45.3%), were married (82.5% and 90.8%), and had children in public schools (60.6% and 58.7%).

Table 7 provides data relating to school board characteristics in both groups. The majority of school board members who responded served on boards which had between 5-7 members (81.6% and 85.6%), were elected (95.0% and 93.8%), served on the board for three years or less (34.4% and 47.4%), and served a three to four year term (89.5% and 88.7%).

Board members were asked if their respective school systems supported the development of school-linked services. Results indicated that a substantial majority (75.3% and 84.5%) of school districts surveyed supported the development of services. When asked if services were necessary to meet the needs of the children and families in their district, a majority from both groups (73.9% and 80.4%) responded affirmatively (Table 8). The questionnaire explored what school-linked services were provided and the type of collaborating agency. Substance abuse services (62.0% and 63.8%), psychological services (60.1% and 53.6%), education services (59.5% and 57.7%), health services

(51.3% and 52.6%), and social services (51.0% and 51.5%) were found in the majority of school districts in both groups. Job training (47.6% and 51.5%) and teen pregnancy services (40.8% and 53.6%) were found in slightly less than the majority in the first group surveyed and in the majority of districts in the second group. Child welfare (42.2% and 47.4%), juvenile probation (38.0% and 49.5%), family welfare (30.9% and 35.1%), and housing services (22.2% and 32.0%) were found in fewer school districts (Table 8). Collaborating agencies vary and include state, local, federal, and private agencies and organizations (Table 9).

When board members were asked if changes in governance and formulating policy were necessary as a result of school-linked services in their district, 60.3 and 49.5 percent of the respondents indicated that their district did not have policies governing all school-linked services. When asked if service agencies were permitted to collect data to assess the needs of students and their families, 48.4 and 43.2 percent from each group indicated that agencies were not permitted to collect the data. Additionally, 52.4 percent and 46.4 percent of the agencies in each group did not collect data to assess the effectiveness of services. Respondents also indicated that school systems (77.3% and 58.7%) did not have to waive or change regulations to enable service providers to serve a child and/or their families (Table 10).

Both groups of school board members who responded to the survey indicated that their school districts have not supported federal (74.5% and 72.1%), state (58.6% and 51.5%), or local (59.5 and 58.7%) legislation in support of school linked services. Arrangements that support school linked services (Figure 1) are varied and include: legislative mandate (33.7% and 33.0%), state-level task-force or commissions (26.6% and 24.7%), formal agreements with other state agencies (33.7% and 26.8%), informal agreement with local government agencies (47.6% and 53.6%), formal agreement with local government agencies (45.9% and 48.4%), in-kind (nonmonetary) support of local government agencies (28.3% and 35.1%), formal agreements with local nongovernment agencies (36.3% and 42.3%), informal agreement with local nongovernment agencies (39.1% and 44.3%), in-kind support of local nongovernment agencies (20.7% and 24.7%), formal referral network (37.4% and 42.3%), informal referral network (45.6% and 45.3%), school administrator prerogative (32.2% and 30.9%), and no coordination with other providers (2.0% and 0.0%).

Supporting Arrangements

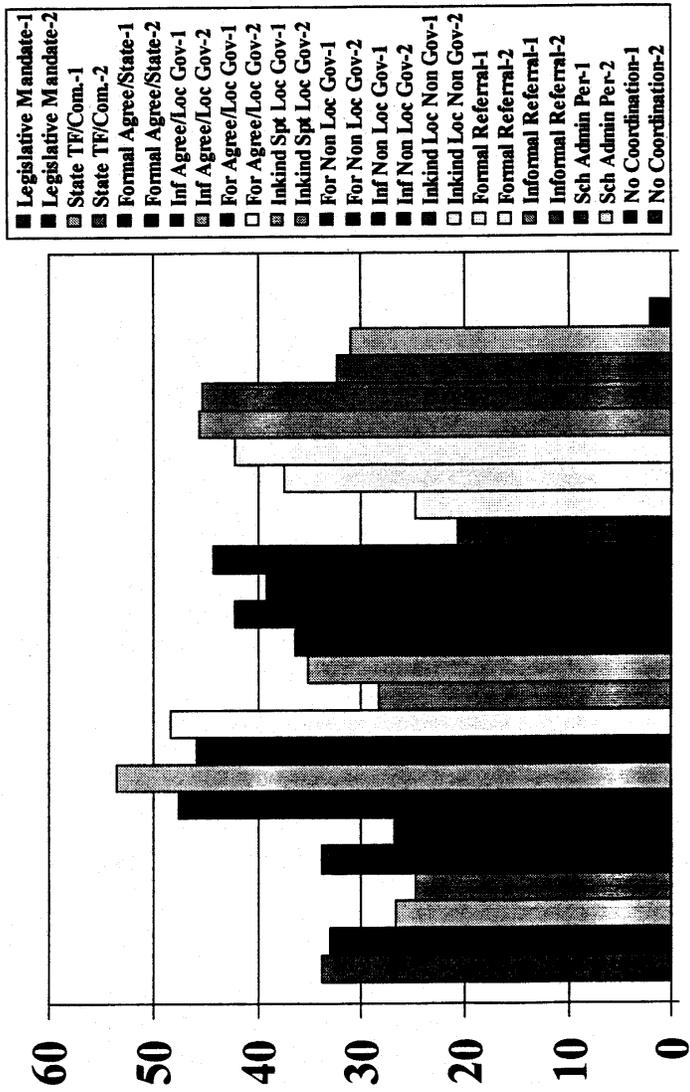


Figure 1

School board member respondents indicated that changes in funding priorities (58.6% and 47.4%) have not been necessary to support school-linked services and that flexible financing was available (68.0% and 71.1%) to meet the range of family needs. Multiple sources of funding are used to support services and include: federal funds (53.5% and 52.6%), state funds (64.9% and 65.0%), local government agency funds (49.6% and 56.7%), local nongovernment agency funds (25.5% and 27.8%), private donations (22.9% and 27.8%), fund-raisers (15.6% and 15.5%) and grants (3.7% and 2.1%) (Table 11).

The survey addressed evaluation procedures of school-linked services (Table 12). When asked if their districts had review systems to evaluate the effectiveness of the services offered, respondents from both groups indicated (55.8% and 59.7%) that their school districts did have evaluation procedures in place; however, the results of the reviews were not used to modify programs (45.9% and 44.3%). The majority of school board members rated the services provided as good.

The final research question asked school board members for their opinions of the obstacles and critical issues related to school-linked services in their school district (Table 13). Respondents from both groups indicated that inadequate funds was the major obstacle to implementing programs (59.2% and 44.3%) followed by the opinions that schools should not get involved in providing social services (37.1% and 30.9%), limited services are available (35.1% and 32.0%), and children and/or families are reluctant to seek services (32.0%) (Figure 2). Respondents in both groups agreed that schools and communities should collaborate to assist students and families on controversial issues (78.3% and 75.2%), but schools should not be the sites for drug treatment programs (55.3% and 47.4%), social service programs for families (48.8% and 43.2%), health clinic services for families (55.8% and 48.5%), and offices for probation officers (69.1% and 61.9%). School board members from both groups indicated that in the majority (75.6% and 65.0%) of districts proposed school-linked services had been offered. Respondents from both groups identified substance abuse services, health services and parenting classes as the three most critical areas where school-linked services are needed in school districts (Figure 3).

Section Three requested information about what school board members considered to be the top three most pressing concerns in their districts. Additional comments were requested to be written on the final survey page. These data were requested by the publishers of *The American School Board Journal*, but not used for this study.

Major Obstacles to Implementation

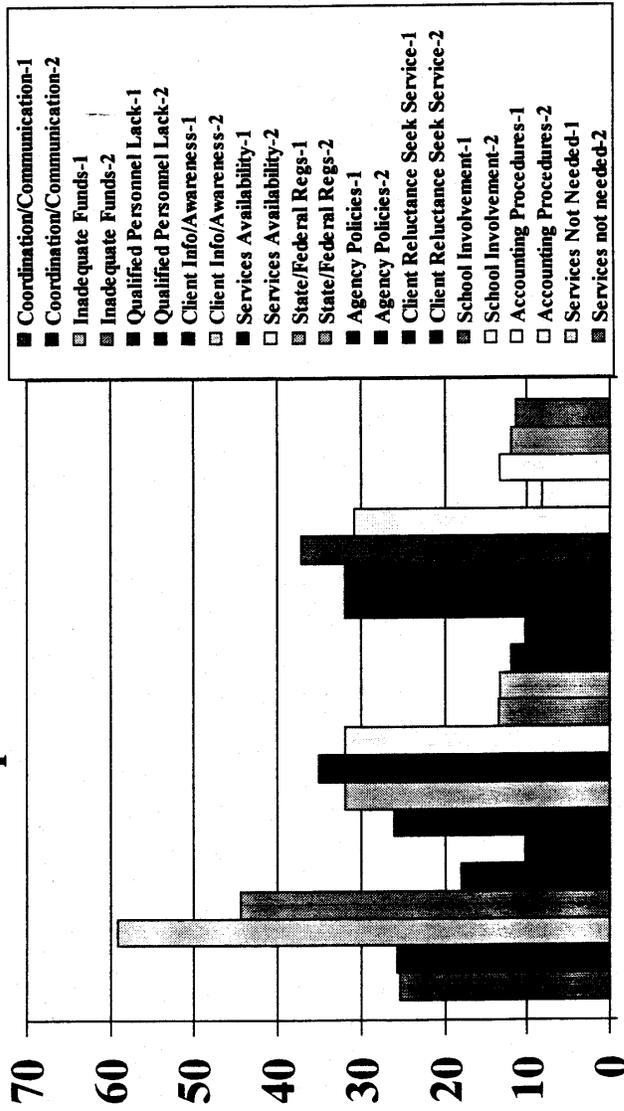


Figure 2

Three Most Critical Areas of Need for School-Linked Services

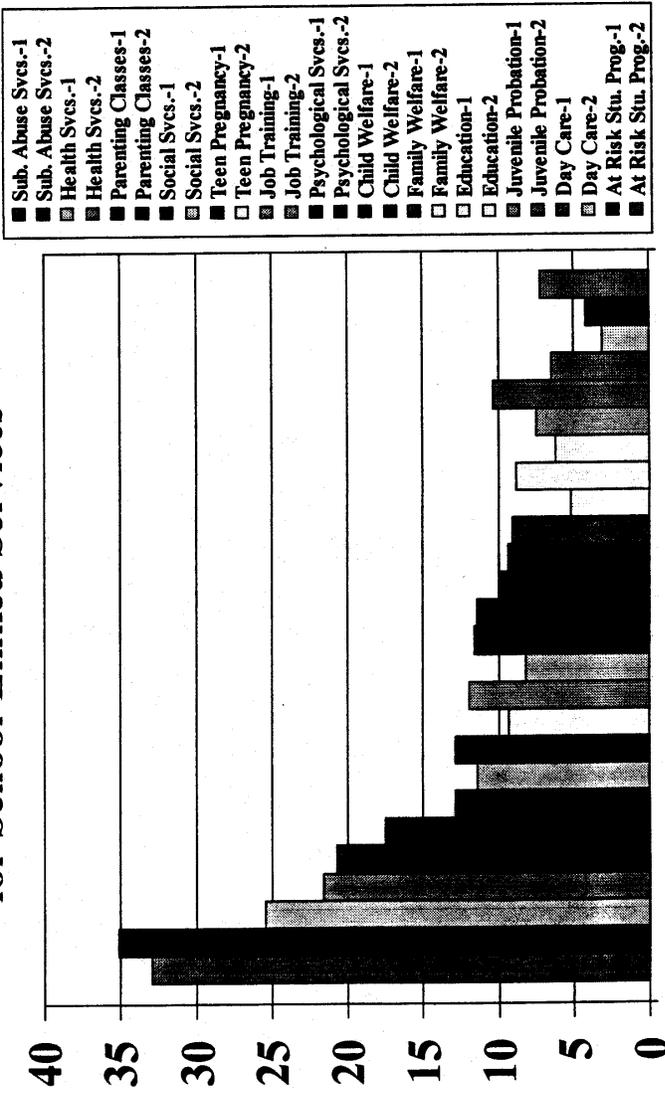


Figure 3

Trends

The data show that the development of school-linked services are supported and are needed in a majority of the school respondents' districts. Some school board members, however, did respond that the services were not supported or needed. I would suspect that non-respondents would agree with those school board members not supporting school-linked services. Currently, services are fragmented and often divided over philosophy and strategies (Larson, 1992). Comments from the respondents follow: "My district is not involved in school related services. This has no bearing on anything my district does;" "School-linked services are not wanted and not needed;" "... other agencies (state & federal) should provide the needed social services;" "It is a full time effort to educate our students. We cannot be all things to all people." In a recent study on the views of nine superintendents some viewed school-linked services as "inappropriate" stating that the "schools are overburdened." (Hardebeck, 1997, p. 143). "This is not our job, our job is to educate," said another superintendent in the Hardebeck study (p. 143).

Board members who responded did acknowledge the presence of existing programs and services. The range of the services provided and the variety of approaches of school-linked services is broad, reflecting the diversity in needs and resources in each community as discussed in Dryfoos (1993). Larson suggests (1992) each district has its own culture, structures and delivery models Collaborators vary and include state, local, federal and private agencies and organizations. Dolan (1992) wrote that collaborative planning is the foundation of successful service integration. However, collaborative efforts are complicated, problematic, and time consuming (Koppich & Kirst, 1993).

In the areas of governance and formulating policy, the majority of school districts surveyed did not have policies governing school-linked services nor were agencies permitted to collect data on students and their families to assess their needs or to collect data to assess the effectiveness of services. Larson (1992) pointed out that for school-linked services to be effective it is necessary to involve and support families as a whole and to collect data about what was attempted and achieved. Schorr and Both (1991) advised that the child's family is the most important influence; and to achieve better outcomes, parents should be actively involved and their needs considered in the development and delivery of appropriate services. First et al. (1994) writing on the research of Mitchell reported that the boundaries and policies surrounding multi-agency collaboration are hazy, overlapping, and are hard to formulate, analyze, and summarize. The responses to this study could indicate that policies governing collaborative efforts provide a tremendous challenge and requires a considerable amount of everyone's time to establish an integrated continuum of programs to meet the multiple needs of children and their families. I would suspect that non-respondents would support Mitchell's findings.

In the school-linked service movement, practice has led policy (First et al., 1994). As a group, school board members who responded to the survey indicated that regulations have not had to be waived or changed to enable service providers to serve a child or

family. This was, in their responses, the missing ingredient of proactivity. The majority of school districts have not sponsored or supported legislation at the federal, state or local level favoring school-linkages with other services. School districts usually look with disfavor at federal and state legislative mandates. A school board member in Michigan wrote: "In the state of Michigan, we need the state to finance programs that are mandated. The mandated programs are expensive & take monies away from our educational budget." This was a similar view espoused by superintendents on the mandating of school-linkages by state or federal authorities without regard to local community needs or consensus. The superintendents saw the mandates as providing more work "without any real relief" (Hardebeck, 1997, p. 142). There appears to be a national trend where school districts are opposed to federal or state legislation mandates, especially when local school districts are required to provide funding for the mandated initiatives. A combination of formal and informal arrangements, usually at the local level, support school-linked services. Officials at both the federal and state levels need to be facilitators, rather than controllers, and promote and applaud local initiatives (First et al., 1994).

In the area of funding, the data show that school-linked services do not impact on school district funding and that multiple sources of funding are used. Comments from school board members, however, indicate that funding is an issue: "School boards face difficult decisions allocating dollars for school-linked services when there are so many demands for programs and activities for the general school population;" "We do not have enough \$'s ..."; "We have limited school-linked services because we have no \$ for anything not directly related to academic achievement ..."; "Programs are too expensive for what you get." Superintendents also indicated that "we only have so much money" (Hardebeck, 1997, p. 146). The implication from both the comments from the respondents and the superintendents in the Hardebeck study (1997) is that many things are all competing for same pot of money. Pulling together the needed funding sources is neither simple nor a short-term adventure (Farrow & Joe, 1992), and school board members are not presently motivated to seek them for the purpose of supporting linkages. I would suspect that non-respondents would concur with these opinions.

Despite interest, there have been few in-depth evaluations, to date, of school-linked services among the respondent boards. Efforts have been sporadic both in type and quality. Research has established that program evaluation is a significant component for any educational service and concerns are significant because school-linked efforts are still emerging (Dryfoos, 1994; Larson, 1992). The majority of respondents indicated that their school district did review the effectiveness of school-linked services, however, the results were not used to modify services. Dryfoos (1994) pointed out that it is not easy to evaluate multicomponent programs or to determine any particular effect of a specific program component in a comprehensive program.

The effectiveness rating of school-linked services revealed that the majority of board members perceived that the services provided are good and meeting the client's needs. This rating was generally determined by feedback from clients, the community, and

the collaborative team. Larson reported (1992) that many of the recent efforts have collected some information about the services provided and the population served, but few have gone further to learn about the process and to determine whether the efforts made any difference.

School-linked services are not easy to create or implement and this arduous task is confronted with a number of obstacles and critical issues (Jehl & Kirst, 1992). School board members identified inadequate funds as the major obstacle to implementing services. School-linked collaborative services are built on fragile financial foundations that are both insufficient and inconsistent (U.S. Department of Education, 1995).

Another obstacle cited was the opinion that schools should not get involved in providing social services. This view was supported by comments from school board members and interest group opposition research done by Adler (1993). As one school board member from Indiana stated, "I am totally, absolutely against subverting the school's purpose [to educate academically and intellectually] and monies taken from the U.S. taxpayer under guise of education & using them to promote SOCIALISM." Another respondent wrote: "Health clinics should not be in schools. Parents should feed the child, not the school. Before long we will be building dormitories for students so they can report to school on Monday and go home on the week end." It is probable that non-respondents would support the same opinions.

School board members strongly supported schools and communities collaborating to assist students and families on controversial issues, but did not support schools being the site for drug treatment programs, social and health clinic services, or offices for probation officers. This supports the opinion of some board members that the job of the school is to educate only. Other issues cited by school board members as barriers include space, confidentiality, staff training, governance, resources, accountability, and coordination and communication. Non-respondents probably would not have supported schools and communities collaborating on controversial issues and would agree that schools should not be the site for other programs.

Substance abuse services, health services and parenting classes ranked as the top three areas where services are most critically needed.

Given the facts that illegal drug and alcohol use has increased among teens, a large segment of students are living in poverty and have not been immunized against diseases, and the traditional family structure has changed (Koppich, 1994; The Children's Defense Fund, 1995), these appear to be logical areas of needed services both in the respondents' school districts and the school districts not represented in this study.

Recommendations for Future Study

Based on the findings of this study to determine the perceptions and opinions of school board members concerning school-linked services, the following recommendations are made for further study.

1. Submit the findings of this study for further study with a larger group of school

board members to include those who do not subscribe to *The American School Board Journal*.

2. Conduct a study to identify exemplary programs to determine processes used to establish successful implementation of school-linked services.

3. Conduct a client-driven study to determine the effectiveness of services provided.

4. Conduct focus groups and structured interviews with school board members about the issues which emerged in the survey data.

5. Examine staff development practices for interprofessional development in the area of school-linked services.

6. Examine any examples of flexibility in policies as it might relate to the implementation of school-linked services.

7. Conduct a replication of this study in a state where school linkages are mandated, example, Florida.

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Appendices

Appendix A

THE AMERICAN
**SCHOOL
BOARD**
JOURNAL

1680 DUKE STREET
ALEXANDRIA, VA 22314-3493
(703) 838-6722
FAX: (703) 549-6719

Dear Subscriber,

For the last 18 years, *The American School Board Journal* and Virginia Tech have questioned board members about their concerns and the special challenges they face. Here's your chance to stand up and be counted, too.

By completing the enclosed survey, you'll be helping to achieve a greater understanding and deeper appreciation of school board service. At the same time, you'll be making your views count among other school leaders across North America.

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Your participation is crucial for the survey to be valid. Only a select number of board members were chosen to receive this survey, so it's essential that you take a minute now to complete it.

A postage-paid, self-addressed envelope is included for your convenience. All individual responses will be kept confidential.

I know you're busy, so I'm especially grateful for your time and cooperation.

Cordially,



Sally Banks Zakariya
Editor

1997 National Survey of School Board Members

The American School Board Journal/Virginia Tech

For many children, nonschool factors such as health and economic status have a definite influence on their chances for success in school. Increasingly, school districts across the United States are attempting to help at-risk students by serving as brokers for an array of social and health services.

This survey of school board members nationwide attempts to measure the extent to which school-linked services are offered in U.S. schools. For the purposes of this survey, **school-linked services** are defined as the coordinated linking of school and community resources to support the needs of school-aged children and their families. The services may be delivered at the school building, at a site near the school, or at another agency, but the **delivery must be coordinated in some way with the local school**. Examples of school-linked services are health services, social services, child and family welfare, substance abuse services, and job training.

Please indicate the response that best represents your perceptions or views of school-linked services in your district. Your responses will be held in strict confidence.

SECTION ONE

SCHOOL-LINKED SERVICES

- Does your community support the development of school-linked services within your school district?
Yes _____ No _____
- Are school-linked services necessary to meet the needs of the children and families in your school district? Yes _____ No _____
- What school-linked services are provided in your school district, and with which agencies or organizations does your school district collaborate to provide the services? Check the column to indicate whether the school-linked service is provided, then **write in the collaborating agency or organization** or check "do not know."

SERVICES	SERVICE PROVIDED	COLLABORATING AGENCY/ORGANIZATION	DO NOT KNOW
Health services (health and dental clinics, wellness centers)			
Psychological services (testing and therapy)			
Social services (family care, budgeting, child care, and home visitor)			
Substance-abuse services (prevention and/or counseling)			
Child welfare (foster care, abuse, and neglect)			
Family welfare (medical insurance and Aid to Families with Dependent Children, AFDC)			
Housing (emergency shelter or low-income housing)			

SERVICES <small>(continued)</small>	SERVICE PROVIDED	COLLABORATING AGENCY/ORGANIZATION	DO NOT KNOW
Education (parenting classes, dropout prevention, literacy and tutoring)			
Job training (and placement for youth or family members)			
Juvenile probation/parole monitoring			
Teen pregnancy (prevention and counseling)			
Other services (please specify) _____			

4. Does your school system have a policies governing **all** school-linked services?
Yes ____ No ____
5. If not, which school-linked services are not covered?

6. Do you permit service agencies to collect data on students and their families to
assess needs of students and families? Yes ____ No ____
assess the effectiveness of services? Yes ____ No ____
7. Has your school system had to waive or change regulations—for example, those governing who has access to school buildings or to confidential information—to enable service providers to serve a child and/or a family?
Yes ____ No ____
8. Has your school system sponsored or supported legislation in support of school-linked services at the
federal level? Yes ____ No ____
state level? Yes ____ No ____
local level? Yes ____ No ____
9. Which of the following arrangements support school-linked services in your school district?
Please check as many as apply.
- ____ Legislative mandate
 - ____ State-level task force or commissions
 - ____ Formal agreements with other state agencies
 - ____ Informal agreement with local government agencies
 - ____ Formal agreement with local government agencies
 - ____ In-kind (nonmonetary) support of local governmental agencies
 - ____ Formal agreements with local nongovernment agencies
 - ____ Informal agreements with local nongovernment agencies
 - ____ In-kind support of local nongovernmental agencies
 - ____ Formal referral network
 - ____ Informal referral network

- School administrator prerogative
- No coordination with other providers
- Other (please specify) _____

10. Have changes in funding priorities been necessary to support school-linked services?
 Yes No

11. Is flexible financing (i.e., free and reduced prices, sliding scale) available to meet the range of family needs?
 Yes No

12. What sources of funds are actually used to support school-linked services in your school district?
 Please check as many as apply.

- Federal funds
- State funds
- Local government agency funds
- Local nongovernment agency funds
- Private donations
- Fund-raisers
- Other (please specify) _____

13. Does your school system review the effectiveness of school-linked service efforts in meeting clients' needs?
 Yes No

14. Have the results of such reviews been used to modify, in any way, the services provided?
 Yes No
 If Yes, please cite an example _____

15. Overall, how effective do you believe school-linked services have been in meeting the clients' needs?
 Excellent Good Poor Unsuccessful
 The reason for this grade is _____

16. Which of the following are currently major obstacles to implementing school-linked services in your school district? Please check as many as apply.

- Inadequate coordination and/or communication
- Inadequate funds
- Lack of qualified personnel
- Insufficient information or awareness on the part of the client population
- Limited availability of services
- State or federal regulations
- Inadequate or unclear agency policy
- Reluctance of children and/or families to seek services
- Belief that schools should not be involved in providing social services
- Cumbersome accounting procedures
- Service not needed
- Other (please specify) _____

17. Should schools and community agencies collaborate to assist students and families on controversial issues such as family life education and substance abuse?

Yes ____ No ____

18. Should schools be the site for the delivery of the following programs?

Drug treatment programs Yes ____ No ____

Social service programs for families Yes ____ No ____

Health clinic services for families Yes ____ No ____

Offices for probation officers Yes ____ No ____

19. Have school-linked services been proposed in your school district but not offered?

Yes ____ No ____

If Yes, what services? _____

If the service was not offered, why not? _____

20. In your opinion, what are the three most critical areas where school-linked services are needed in your school district?

1. _____

2. _____

3. _____

SECTION TWO DEMOGRAPHIC INFORMATION

1. In what state is your school district?

4. Gender:

____ Male ____ Female

2. What is the approximate enrollment of your school district?

____ Fewer than 1,000

____ 1,000 to 4,999

____ 5,000 to 9,999

____ 10,000 to 24,999

____ 25,000 or more

5. Ethnicity:

____ American Indian

____ Asian

____ Black

____ Hispanic

____ White

____ Other (please specify)

3. What kind of community does your school district serve?

____ Rural

____ Small town

____ Suburban

____ Urban

____ Other (please specify)

6. Age:

____ 25 or under

____ 26-35

____ 36-40

____ 41-50

____ 51-60

____ over 60

7. What is your current occupation? (Check one)
- Homemaker
 Retired
 Laborer
 Skilled trade
 Clerical
 Sales
 Business owner
 Professional/managerial
 Other (please specify) _____
8. What level of education did you complete?
- Less than high school graduate
 High school graduate
 Post high school training
 Four-year college degree
 Advanced college degree
9. What is your family income?
- Less than \$20,000
 \$20,000 to \$29,999
 \$30,000 to \$39,999
 \$40,000 to \$49,999
 \$50,000 to \$59,999
 \$60,000 to \$69,999
 \$70,000 to \$79,999
 \$80,000 to \$89,999
 \$90,000 to 99,999
 \$100,000 to 149,999
 \$150,000 or more
10. Are you married?
 Yes No
11. Do you have children currently attending public school (K-12)?
 Yes No
12. Do you have children currently attending private school (K-12)?
 Yes No
13. Do you rent or own your home?
 Rent Own
14. How do you classify yourself politically?
 Conservative
 Liberal
15. How many years have you served on the school board?
 Years Months
16. How many years is a term on your school board?
 Years
17. How many members are on your school board?
 Members
18. Are members of your board appointed or elected?
 Appointed Elected

SECTION THREE

ISSUES

From the following list, please rank the **top three** most pressing concerns in your school district. Write **1** next to your most pressing concern, **2** next to your second most pressing concern, and **3** next to your third most pressing concern.

- | | | |
|--|---|---|
| <input type="checkbox"/> Integration/busing | <input type="checkbox"/> Curriculum development | <input type="checkbox"/> Use of drugs |
| <input type="checkbox"/> At-risk students | <input type="checkbox"/> Vouchers | <input type="checkbox"/> Use of alcohol |
| <input type="checkbox"/> Increasing enrollment | <input type="checkbox"/> Technology | <input type="checkbox"/> Sex education |
| <input type="checkbox"/> Declining enrollment | <input type="checkbox"/> Charter schools | <input type="checkbox"/> Truancy and dropping out |
| <input type="checkbox"/> Crime and violence | <input type="checkbox"/> Special education | <input type="checkbox"/> Teacher shortage |
| <input type="checkbox"/> Management issues | <input type="checkbox"/> Race relations | <input type="checkbox"/> Other (please specify) |
| <input type="checkbox"/> Facilities | <input type="checkbox"/> Parent involvement | _____ |
| <input type="checkbox"/> Personnel relations | <input type="checkbox"/> Collective bargaining | |
| <input type="checkbox"/> State mandates | <input type="checkbox"/> School finance/budget | |

Thank you for taking the time to respond to this annual survey.

The results will be published in an upcoming issue of *The American School Board Journal*.

If you have any additional comments, please add them on the back of this page.

Then use the enclosed postage-paid envelope to return your completed survey to

The American School Board Journal

1680 Duke Street
 Alexandria, VA 22314

Appendix B

THE AMERICAN
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JOURNAL

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Social services (family care, budgeting, child care, and home visitor)			
Substance-abuse services (prevention and/or counseling)			
Child welfare (foster care, abuse, and neglect)			
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Teen pregnancy (prevention and counseling)			
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 - _____ Formal referral network
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- State funds
- Local government agency funds
- Local nongovernment agency funds
- Private donations
- Fund-raisers
- Other (please specify) _____

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 Yes No

14. Have the results of such reviews been used to modify, in any way, the services provided?
 Yes No
 If Yes, please cite an example _____

15. Overall, how effective do you believe school-linked services have been in meeting the clients' needs?
 Excellent Good Poor Unsuccessful
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2. _____
3. _____

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_____ 1,000 to 4,999
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_____ 10,000 to 24,999
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_____ American Indian
_____ Asian
_____ Black
_____ Hispanic
_____ White
_____ Other (please specify)

3. What kind of community does your school district serve?

- _____ Rural
_____ Small town
_____ Suburban
_____ Urban
_____ Other (please specify)

6. Age:
_____ 25 or under _____ 41-50
_____ 26-35 _____ 51-60
_____ 36-40 _____ over 60

7. What is your current occupation? (Check one)

- Homemaker
- Retired
- Laborer
- Skilled trade
- Clerical
- Sales
- Business owner
- Professional/managerial
- Other (please specify)

8. What level of education did you complete?

- Less than high school graduate
- High school graduate
- Post high school training
- Four-year college degree
- Advanced college degree

9. What is your family income?

- Less than \$20,000
- \$20,000 to \$29,999
- \$30,000 to \$39,999
- \$40,000 to \$49,999
- \$50,000 to \$59,999
- \$60,000 to \$69,999
- \$70,000 to \$79,999
- \$80,000 to \$89,999
- \$90,000 to 99,999
- \$100,000 to 149,999
- \$150,000 or more

10. Are you married?

- Yes No

11. Do you have children currently attending public school (K-12)?

- Yes No

12. Do you have children currently attending private school (K-12)?

- Yes No

13. Do you rent or own your home?

- Rent Own

14. How do you classify yourself politically?

- Conservative
- Liberal

15. How many years have you served on the school board?

- Years Months

16. How many years is a term on your school board?

- Years

17. How many members are on your school board?

- Members

18. Are members of your board appointed or elected?

- Appointed Elected

SECTION THREE

ISSUES

From the following list, please rank the **top three** most pressing concerns in your school district. Write **1** next to your most pressing concern; **2** next to your second most pressing concern; and **3** next to your third most pressing concern.

- | | | |
|--|---|---|
| <input type="checkbox"/> Integration/busing | <input type="checkbox"/> Curriculum development | <input type="checkbox"/> Use of drugs |
| <input type="checkbox"/> At-risk students | <input type="checkbox"/> Vouchers | <input type="checkbox"/> Use of alcohol |
| <input type="checkbox"/> Increasing enrollment | <input type="checkbox"/> Technology | <input type="checkbox"/> Sex education |
| <input type="checkbox"/> Declining enrollment | <input type="checkbox"/> Charter schools | <input type="checkbox"/> Truancy and dropping out |
| <input type="checkbox"/> Crime and violence | <input type="checkbox"/> Special education | <input type="checkbox"/> Teacher shortage |
| <input type="checkbox"/> Management issues | <input type="checkbox"/> Race relations | <input type="checkbox"/> Other (please specify) |
| <input type="checkbox"/> Facilities | <input type="checkbox"/> Parent involvement | <input type="checkbox"/> |
| <input type="checkbox"/> Personnel relations | <input type="checkbox"/> Collective bargaining | |
| <input type="checkbox"/> State mandates | <input type="checkbox"/> School finance/budget | |

Thank you for taking the time to respond to this annual survey.

The results will be published in an upcoming issue of *The American School Board Journal*.

If you have any additional comments, please add them on the back of this page.

Then use the enclosed postage-paid envelope to return your completed survey to

The American School Board Journal

1680 Duke Street
Alexandria, VA 22314

Appendix C

Dear School Board Member:

Last week, we sent you a survey about school-linked services. Your responses will help us provide valuable information to local policy makers through the pages of *The American School Board Journal*. Please take a few minutes to complete the survey and return it to us in the return envelope provided.

Thank you!

Appendix D

Dear School Board Member:

You have an opportunity to help shape education policy -- and to contribute to the only nationwide longitudinal study of school board service.

Three weeks ago, we mailed you a survey that asked your opinions about school-linked services for children and about your experience as a school board member. The results of this survey will be reported in *The American School Board Journal*. If you have already responded to the survey, thank you very much for your help, and please disregard this letter.

If you haven't had a chance to respond, there's still time for you to participate. We've enclosed another copy for your convenience.

You are one of a small group selected to represent the interests and opinions of all *ASBJ* readers, so your response is critical if the survey findings are to be valid. More important, your candid feedback will help school leaders nationwide shape local policy governing coordinated school and community services for school-aged children and their families.

Please be assured that your answers will remain strictly confidential. And please take a few minutes right now to complete and return the survey. Thank you.

Sincerely,



Sally Banks Zakariya
Editor

P.S. If you have already responded, we appreciate your participation. Please do not complete and return a second survey.

Appendix E

THE AMERICAN
**SCHOOL
BOARD**
JOURNAL

1680 DUKE STREET
ALEXANDRIA, VA 22314-3493
(703) 838-6722
FAX: (703) 549-6719
INTERNET: asbj@nsba.org

Dear School Board Member:

Won't you please let us hear from you? We know your time is limited, and our survey on school-linked services may not have made it to the top of your "to do" list. But our brief questionnaire should take only about 10 minutes to complete.

Because you are one of a small group of school board members selected to provide opinions and information on this survey, your response is vital to the validity of the survey findings. In addition to being published in *The American School Board Journal*, the findings from our annual surveys are often widely reported in the press, and many school leaders turn to the findings as they deliberate policy decisions.

Please take a few minutes and respond today. We've enclosed one last copy of the survey and a postage-paid envelope for your convenience.

Thank you in advance for your valuable assistance.

Sincerely,



Sally Banks Zakariya
Editor

Appendix F

Board Member Comments Taken from Returned Surveys
Pertaining to School-Linked Services

In Support of School-Linked Services:

School boards face difficult decisions in allocating dollars for school-linked services when there are so many demands for programs and activities for the general school population. School boards have to face the fact that there are not likely to be additional funding streams and that collaboration is the key for meeting the needs of an increasing number of at-risk children and families.

Our district is part of a collaborative of county and non-profit service providers that is being funded by a state grant. Although the program has made services more accessible in our small town, turf battles between agencies are still a major problem. In recent planning sessions, one issue emerged as the reason for the lack of results--the system was started as a way to access state funds and not necessarily because of a true need to collaborate or work together. Other, more successful collaborations have been established out of joint needs. Ideally, school linked services should be the result of schools and agencies seeing the need to work together to deliver services more efficiently.

I know the survey is not designed to identify the geographic identify of its respondents but I will identify my area anyway. I believe the collaborative MYAR to which I refer in the survey should be of interest to you. Mainland Youth At Risk is a collective organization that was conceived of by local citizenry for the purpose of serving at-risk children. It is located in Texas City, Texas and is, I believe, a model for others to emulate. I serve on its board of directors as well as the LaMarque Independent School Districts BOT.

Our community has formed a task force which focuses on youth services, activities, and programs. Composition includes representation from the school district, county offices, town government, law enforcement, service clubs, church youth leaders, recreation & parks district, parent groups, and many others. Task force meets monthly and has been in existence for 15 months. Three government entities and one private parent group opened a community youth center (grades 6-12) on property adjacent to the schools. The board of directors consists of one elected student from each grade level and an adult (4 from each founding entity.) Youth center, opened in September 1995, has become a "youth central" in our community. We are in our second year providing an alternative education program for expelled students. Our board has expelled 12 students this year (from a combined high school/middle school population 700+) and provided an alternative program to eight of these students ... and thus far we are seeing significant success in returning students back to normal classroom (4 of 8).

Unfamiliar With School-Linked Services:

As a new board member this has made me realize I don't have much of a grasp on this issue. It will make me ask some questions. I could tell you a lot about these issues from the last district I worked in. I'm new to the governing board but the district I am in does not do much with these issues. I believe that we should and schools are a logical place to offer community services. All communities have a need for these services. I will be interested in the outcome of this survey. I hope you have some way to publish the #'s of us who don't know!! Thanks.

I'm sorry I do not know much about school-linked services.

School-linked services helps us greatly in educating the whole child.

Our school system does provide services but there are so many links. Don't know all the connections.

I do not know the agencies who collaborate. That should be addressed by administrators. My knowledge is general. Board members decide service to be done; administrators choose agencies to carry it out.

I am a new board member. Have been on the board 4 months. Do not know a lot about school-linked services.

School board members need to be knowledgeable on school-linked services to answer this survey.

Our community is very small and rural and so is our school district. There are few "agencies" in our area. I have been on the board for 1 year and not familiar with the extent of school-linked services, if any, in our district.

I asked the school counselor to help me fill out this survey because I did not know enough about school-linked services.

Not in Support of School-Linked Services:

This is my feeling! Schools **teach** academics! Other agencies (state & federal) should provide the needed social services.

Basically we do not utilize school-linked services. Don't need them. Don't want them!

We are very effective in dealing with problems so far as to get kids education. We don't go beyond that--and we shouldn't. School-linked services don't belong. Your survey is biased

because you assume we think we need them.

We do not want to take instructional time for services.

My district is not involved in school related services. This has no bearing on anything my district does.

We do not have enough \$'s--not enough room in the schools.

I do not believe school-linked services should be done by the public school system!

We have not had much interest so far.

In our state we believe the family, meaning the parents are in charge of their kids, health, counseling, and development, not the government. Our school board makes the decisions for our people with God 1st & socialism 2nd. Please go back to our old history and discover the feelings & morals our founding fathers had. Let's get back to that and keep big government out of the control of our kids. Re-read your survey and ask yourself if this is a survey to "find out" as much as you can, then to push for more funding to be able to push your plans and goals on the systems. We're not interested in Goals 2000, Horizons, etc. Keep them. We'll teach math, history, English, & the other subjects, and we'll not make a crisis out of everything we can.

Informed parents do not want non-educational services offered in our schools. Schools are educational institutions, not social services outlets.

We generally believe that schools should not be involved in such services.

Majority of BOE do not believe in offering social services in schools, but I do.

School-linked services are labor intensive. Do not have the time.

I am totally, absolutely against subverting the school's purpose (to educate academically & intellectually) & monies taken from the U.S. taxpayer under guise of education & using them to promote SOCIALISM.

Unfortunately, this survey doesn't reflect (or allow me to reflect) what we do. Presently, we need every inch of space for teachers & children. We support, work together with, contact, other agencies when we see students & families in need. The concept of one stop shopping is good, just not realistic for us now.

I'm not sure we can or should be involved in some of these activities.

School-linked services are not wanted and not needed.

We have limited school linked services because we have no \$ for anything not directly related to academic achievement. Our efforts to work with the state to provide school based services tied to DHS and Dept. of Corrections failed because they expected us to provide facility, additional \$'s, and only would transfer case workers.

Our community lives in sort of a "limbo." We are rural, but not rural, not urban, not suburban. Our one town has approx. 750 people. With Carson City 14 miles away and Reno 10 miles away, we have no doctors, dentists, health care services. We have limited services. Comm. Chest came 2 years ago demanding services from the district. This did not set well. We are a very unique area and many times ordinary services do not apply. Governmental & state mandates w/o funding, especially in Sp. Ed. impact us very heavily.

Our superintendent does not have much credibility in the community which makes innovations like this more difficult to sell.

A part of our community and several of our board members do not think we should be involved in school-linked services.

I believe we are in the business to educate students and not to deal with social issues and provide health care. These are family issues and we do not need to get involved.

We think school should stick to education & not become another social-service provider.

Programs are too expensive for what you get.

Our community does not really support school-linked services although there is some movement toward support.

Most schools believe schools should use their limited resources for basic 3R's.

It is a full time effort to educate our students. We can not be all things to all people.

I think we need to provide fewer services and hold parents more accountable! I'm sick of paying for social programs & being the surrogate parent as well as educator. I am also a teacher in a private school where we still have control!

I do not support school-linked services. I get the feeling this study is to support an agenda

preconceived.

In the state of Michigan we need the state to finance programs that are mandated. The mandated programs are expensive & take monies away from our educational budget.

It is extremely important to retain the school's main mission statement as an educating mainstay dealing primarily w/academics for present and future job opportunities, and for the arts, trade related courses, and sports for the psycho-emotional development of each child intrinsic to a healthy society. All other problems should be addressed through linkage to, but not within the educational framework. The objective of education is to provide the opportunity that each child is given an equal chance to achieve in subject disciplines, according to his capability, and to the highest level and degree of that capability.

Although I believe that social issues have risen to the highest of heights, I feel schools should be providing academic first. All other educational/social programs secondary. By the time we provide all the breakfasts, lunches, drug programs, etc. there is very little time & money left for "reading, writing, & math." The local community & state social service agencies should deal with the social issues; the schools should be providing the academic subjects first & foremost. Over the years, the schools have become social agencies as well as the educational providers of the students. We need to make parents more responsible for some of the services the schools are providing. Laws should be made forcing parents to care for the children they brought into the world. I have no problem with job-linking programs - these programs provide incite to life-time careers for students. However, the social service programs should be provided by other agencies other than school departments. I don't want to sound uncaring about social issues of society but I feel they have "overtaken" our public schools and too much money is being removed from the basic educational side of the board and placed into the social programs. It is not up to the school system to provide parenting to the students - it is the obligation of political officials to force parents to provide and take care of their children.

Health clinics should not be in schools. Parents should feed the child not the school. Before long we will be building dormitories for students so they can report to school on Monday and go home on the week end.

In other places school-linked services might be appropriate. They do not fit well with our local situation, circumstances.

Our district is developing a collaborative plan with the county that I expect will be successful. Confidentiality requirements seemed to be the biggest stumbling block but it's turf protection/agency protection that's the big problem. Rural schools with stable or growing enrollments don't have the space, let alone private space, to offer the services

we'd like to. Nor do we have empty stores or offices in town that could be used.

School-linked services as I perceive them do not exist in our rural eastern Montana area. In place of these services, there is a tremendous amount of cooperation between the school and those service providing agencies which do exist! But no formal arrangement alluded to in the questionnaire. My concept of school is to educate children, not raise them!!!

Teach kids to read, write, spell, discern information, etc. Forget about health care, etc.

We are a small school district in Alaska with no tax base, funded by state & federal funds - most services you mention are not in existence in our district. Our schools do not offer a lunch program, so no statistics on eligibility requiring low-income. We exist on the current whims of the legislators and laws and mandates without funding. We have cut programs to the bones, administration, staff.

I do not believe in school-linked services. They have not worked in our district. Reading scores have not gone up.

VITA

Priscilla M. Hardiman is currently an assistant principal at Lake Braddock Secondary School in Fairfax County Public Schools. Prior to her assignment at Lake Braddock Secondary, she was a special education administrator for four years at the Area II office in Fairfax County.

Mrs. Hardiman began her teaching career as an elementary teacher in 1961. Being the wife of a career Army officer, she taught in numerous school systems in the United States and for the Department of Defense in Hanau, Germany. Mrs. Hardiman also has had classroom experience as a middle and high school special education teacher, having taught learning disabled and emotionally handicapped children.

Mrs. Hardiman earned a Master of Science in Education with an emphasis in special education from Old Dominion University, Norfolk, Virginia. Her undergraduate degree is in elementary education from Glassboro State College, Glassboro, New Jersey. She has done advanced work in educational administration at the University of Virginia, Virginia Polytechnic Institute and State University and George Mason University.

Priscilla M. Hardiman