

Perceptions of Superintendents and School Board Members
Who Experienced the Transition from Appointed to Elected School Boards

By

Larry A. Massie

Dissertation submitted to the Faculty of the
Virginia Polytechnic Institute and State University
In partial fulfillment of the requirements for the degree of

DOCTOR OF EDUCATION

in

EDUCATIONAL LEADERSHIP AND POLICY STUDIES

Richard G. Salmon, Chair

M. David Alexander

Travis W. Twiford

Toni M. Elitharp-Martin

M. Kenneth Magill

April 19, 2010

Blacksburg, Virginia

Keywords: superintendents, school board members, appointed school boards, elected school
boards

Perceptions of Superintendents and School Board Members
Who Experienced the Transition from Appointed to Elected School Boards

Larry A. Massie

ABSTRACT

A selected group of school superintendents and school board members who had served during the transition from appointed to elected school boards in Virginia from 1992 – 2006 were interviewed to determine their perceptions of the positive and negative effects of the change. Superintendents indicated the transition from appointed to elected school boards had a somewhat negative effect, while school board members said there was no effect. The law providing for the direct election of school board members in Virginia was approved April 1, 1992, and was §22.1-57.1 through §22.1-57.5 of the Code of Virginia (Elected School Boards Act, 1992). Prior to this time no provisions for the election of school boards in the state were set, and school boards were appointed, either by the local governing body (Underwood, 1992) or by a school board selection commission (Code of Virginia, 2009, §22.1-36). The change in governance from appointed to elected school boards is an important phenomenon in Virginia, and the knowledge gained from the study could provide ways to lessen the stress which often exists in superintendent-school board relationships.

DEDICATION

This work is dedicated to the memory of my mother, Dottie Christain Massie. Her encouragement was motivational; her admonitions, appropriate; and her love, unconditional.

ACKNOWLEDGEMENTS

Sincere appreciation and recognition is given to my Chairman, Dr. Richard G. Salmon, and Dr. Toni Elitharp for their meticulous editing, suggestions, and encouragement. Grateful recognition is sincerely given to Dr. M. David Alexander for his guidance and encouragement to me to complete this dissertation. Sincere appreciation is also given for the support and guidance of my committee members, Dr. Travis Twiford and Dr. M. Kenneth Magill. Sincere appreciation is also extended to Dr. Jimmie C. Fortune for his encouragement and suggestions.

I acknowledge sincerely the support and encouragement of my wife, Sondra Massie, my son T. J. Massie, and my parents, James and Dottie Massie. Sincere appreciation is given to my colleagues, Sandra Wier and Thelma Llewellyn, who typed and edited my manuscripts.

Sincere appreciation is also given to my cohort member Dan Lyons for his suggestions, support, guidance and prodding. Grateful appreciation is also given to my cohort members Peter Gretz, Teresa Johnson, and Terri Webber for their support and guidance on our long trips to class in Blacksburg.

Finally, much gratitude is extended to the Buckingham County School Board for their encouragement and financial support of my endeavor to obtain a doctorate.

TABLE OF CONTENTS

ABSTRACT.....III
DEDICATION.....III
ACKNOWLEDGEMENTSIV
LIST OF TABLESVIII
LIST OF FIGURES X
CHAPTER I INTRODUCTION 1
 Elected School Board Movement..... 1
 SCOPE AND FOCUS OF THE STUDY 8
 PRIMARY RESEARCH QUESTION..... 9
CHAPTER II LITERATURE REVIEW..... 10
 Authority to Supervise..... 10
 Governance Issues 11
 Interactions of School Boards and Superintendents..... 22
 SUMMARY 27
CHAPTER III RESEARCH DESIGN AND METHODS..... 32
 RESEARCH QUESTIONS 36
 ADDITIONAL RESEARCH QUESTIONS 37
CHAPTER IV RESULTS 39
 Overall Operation..... 39
 Question 1: How have the roles of the superintendents and school board members in overall operation been affected by the transition in governance structure from appointed to elected school boards? 39
 Stature..... 42
 Question 2: How has the stature of the superintendents and school board members been affected by the transition from appointed to elected school boards?..... 42
 Relationships with Subordinates..... 45
 Question 3: How have the relationships among the superintendents, their subordinates, and school board members been affected by the transition from appointed to elected school boards?..... 45
 Authority 47
 Question 4: How has the authority of the superintendents and school board members been affected by the transition from appointed to elected school boards? 47
 Longevity..... 49
 Question 5: How has the longevity in office of superintendents and school board members been affected by the transition from appointed to elected school boards?..... 49
 Instructional Supervision..... 51
 Question 6: How has the role of the superintendents and school board members in regard to instructional supervision been affected by the transition from appointed to elected school boards?..... 51

<i>Budgeting</i>	53
Question 7: How has the role of the superintendents and school board members been affected by the transition from appointed to elected school boards in regard to budgeting?	53
<i>Personnel Hiring Procedures</i>	56
Question 8: How has the role of the superintendents and school board members in personnel hiring procedures been affected by the transition from appointed to elected school boards?.....	56
<i>Maintenance of School Facilities</i>	59
Question 9: How has the role of the superintendents and school board members been affected by the transition from appointed to elected school boards in regard to maintenance of school facilities?.....	59
<i>Level of Stress</i>	62
Question 10: How has the level of stress on the superintendents and school board members been affected by the transition from appointed to elected school boards?.....	62
<i>Administration of the Schools</i>	64
Question 11: How has the administration of the schools between the superintendents and their respective school board members been affected by the transition from appointed to elected school boards?	64
<i>Professional Satisfaction</i>	66
Question 12: How has the professional satisfaction of the superintendents and school board members been affected by the transition from appointed to elected school boards?	66
<i>Other Effects</i>	68
Question 13: Are there other effects that the transition may have had concerning the overall leadership in the school division?.....	68
<i>Positive or Negative Effects</i>	69
Question 14: Did the superintendents and school board members characterize the effects of the transition from appointed to elected school boards as positive or negative?	69
<i>Taxing Autonomy</i>	72
Question 15: Should elected school boards have taxing autonomy?	72
CHAPTER V FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS	76
FINDINGS	76
CONCLUSIONS	79
RECOMMENDATIONS	81
REFERENCES	83
APPENDIX A THE CONSTITUTION OF VIRGINIA (1971), ARTICLE VIII, §7	85
APPENDIX B THE CODE OF VIRGINIA (2009), §22.1-28	86
APPENDIX C THE CODE OF VIRGINIA (2009), §22.1-57.1 - §22.1-57.5	87
APPENDIX D THE CODE OF VIRGINIA (2009), §22.1-79	93
APPENDIX E THE CODE OF VIRGINIA (2009), §22.1-58	95
APPENDIX F THE CODE OF VIRGINIA (2009), §22.1-70	96

APPENDIX G THE CODE OF VIRGINIA (2009), §22.1-92.....	97
APPENDIX H THE CODE OF VIRGINIA (2009), §15.2-2503.....	98
APPENDIX I INSTITUTIONAL REVIEW BOARD (IRB) APPROVAL	99
APPENDIX J IRB AMENDMENT APPROVAL	100
APPENDIX K THE INTERVIEW PROTOCOL.....	102

LIST OF TABLES

Table 1 <i>Appointed School Boards in Virginia</i>	6
Table 2 <i>Elected School Boards in Virginia</i>	6
Table 3 <i>Demographics of Superintendents in the Study</i>	34
Table 4 <i>Demographics of School Board Members in the Study</i>	35
Table 5 <i>Perceived Effects of the Transition from Appointed to Elected School Boards on the Role of the Superintendents in Overall Operation</i>	41
Table 6 <i>Perceived Effects of the Transition from Appointed to Elected School Boards on the Role of School Board Members in Overall Operation</i>	42
Table 7 <i>Perceived Effects of the Transition from Appointed to Elected School Boards on the Stature of Superintendents</i>	43
Table 8 <i>Perceived Effects of the Transition from Appointed to Elected School Boards on the Stature of School Board Members</i>	45
Table 9 <i>Perceived Effects of the Transition from Appointed to Elected School Boards on the Relationship of Superintendents with Subordinates</i>	46
Table 10 <i>Perceived Effects of the Transition from Appointed to Elected School Boards on the Relationship of School Board Members with Subordinates</i>	47
Table 11 <i>Perceived Effects of the Transition from Appointed to Elected School Boards on the Authority of Superintendents</i>	48
Table 12 <i>Perceived Effects of the Transition from Appointed to Elected School Boards on the Authority of School Board Members</i>	49
Table 13 <i>Perceived Effects of the Transition from Appointed to Elected School Boards on the Longevity of Superintendents</i>	50
Table 14 <i>Perceived Effects of the Transition from Appointed to Elected School Boards on the Longevity of School Board Members</i>	51
Table 15 <i>Perceived Effects of the Transition from Appointed to Elected School Boards on the Role of the Superintendents in Instructional Supervision</i>	52
Table 16 <i>Perceived Effects of the Transition from Appointed to Elected School Boards on the Role of the School Board Members in Instructional Supervision</i>	53
Table 17 <i>Perceived Effects of the Transition from Appointed to Elected School Boards on the Role of the Superintendents in Budgeting</i>	55
Table 18 <i>Perceived Effects of the Transition from Appointed to Elected School Boards on the Role of the School Board Members in Budgeting</i>	56
Table 19 <i>Perceived Effects of the Transition from Appointed to Elected School Boards on the Role of the Superintendents in Personnel Hiring Procedures</i>	58
Table 20 <i>Perceived Effects of the Transition from Appointed to Elected School Boards on the Role of the School Board Members in Personnel Hiring Procedures</i>	59

Table 21 <i>Perceived Effects of the Transition from Appointed to Elected School Boards on the Role of the Superintendents in Maintenance of School Facilities</i>	60
Table 22 <i>Perceived Effects of the Transition from Appointed to Elected School Boards on the Role of the School Board Members in Maintenance of School Facilities</i>	61
Table 23 <i>Perceived Effects of the Transition from Appointed to Elected School Boards on the Level of Stress of Superintendents</i>	63
Table 24 <i>Perceived Effects of the Transition from Appointed to Elected School Boards on the Level of Stress of School Board Members</i>	64
Table 25 <i>Perceived Effects of the Transition from Appointed to Elected School Boards on the Administration of the Schools Between the Superintendents and their Respective School Board Members, According to the Superintendents</i>	65
Table 26 <i>Perceived Effects of the Transition from Appointed to Elected School Boards on the Administration of the Schools Between the Superintendents and their Respective School Board Members, According to the School Board Members</i>	66
Table 27 <i>Perceived Effects of the Transition from Appointed to Elected School Boards on the Professional Satisfaction of the Superintendents</i>	67
Table 28 <i>Perceived Effects of the Transition from Appointed to Elected School Boards on the Professional Satisfaction of the School Board Members</i>	68
Table 29 <i>Perceived Positive or Negative Effects of the Transition from Appointed to Elected School Boards on the Superintendents</i>	70
Table 30 <i>Perceived Positive or Negative Effects of the Transition from Appointed to Elected School Boards on the School Board Members</i>	71
Table 31 <i>Opinions of Superintendents on Whether Elected School Boards Should Have Taxing Autonomy</i>	73
Table 32 <i>Opinions of School Board Members on Whether Elected School Boards Should Have Taxing Autonomy</i>	75

LIST OF FIGURES

<i>Figure 1.</i> Comparison of Responses of Superintendents and School Board Members to Study Questions 1 – 12.	79
<i>Figure 2.</i> Comparison of Responses of Superintendents and School Board Members to Study Question 14.	80
<i>Figure 3.</i> Comparison of Responses of Superintendents and School Board Members to Study Question 15.	80

CHAPTER I INTRODUCTION

Elected School Board Movement

The law providing for elected school boards in Virginia was passed in 1992, and the first elected boards were seated in 1994. Prior to this time no provisions for the election of school boards in the state were available, and school boards were appointed, either by the local governing body (Underwood, 1992) or by a school board selection commission (Code of Virginia, 2009, §22.1-36). In the Commonwealth today localities in Virginia have the option of electing or appointing school boards (Underwood, 1992).

In early 1992 all states excluding the Commonwealth of Virginia had a provision in law for an elected school board. As noted above, this changed in the Commonwealth in 1992 largely due to the efforts of Delegate David G. Brickley, a Democrat from Woodbridge in Prince William County, who put forward a bill for elected school boards in the Virginia General Assembly for 17 consecutive years beginning in 1976. Brickley stressed that his intention was to give localities the option of electing their school boards, not to dictate that all localities must have elected boards. Brickley championed the measure because he and many of his constituents believed the appointed school board in Prince William County was unresponsive to the citizens on educational issues, such as overcrowding in the schools. He explained that in 1976 Prince William County was changing from a rural community to a more urbanized area, and as a result, bringing forth education and transportation issues. He also indicated the City of Manassas in the western part of the county was politically dominating while the eastern part of the county had little representation, and many citizens, particularly those new to the county, were frustrated with the perceived unresponsiveness of the appointed school board. Many thought, including Brickley, that the Prince William Board of Supervisors controlled the purse strings as well as the governance of public schools through their power to appoint members of the school board. One example of this was a general overcrowding issue in the schools that the board of supervisors had failed to address adequately, at least to the satisfaction of Delegate Brickley and his supporters. The feeling that certain members of both the board of supervisors and the school board were condescending only added to the fervor of those supporting the notion of electing school board members (D. G. Brickley, personal communication, July 5, 2006).

In 1988, The American Civil Liberties Union (ACLU) sued the Commonwealth alleging that the appointed school boards in Virginia were racially discriminatory (*Irby v. Fitz-Hugh*, 1988/1989). Historically the resistance toward elected school boards was based partially on the desire to keep African-Americans from taking over school boards (Underwood, 1992). However, in actuality, African-Americans made up about 18 percent of board members in Virginia, compared to two percent nationally. U.S. District Judge Richard L. Williams ruled against the ACLU because of the evidence indicating the practice of appointed boards was not discriminatory based on race (*Irby v. Fitz-Hugh*, 1988/1989). Ironically, many African-Americans were opposed to legislation that permitted elected boards in 1992 because they feared their representation might decrease in communities with predominantly White majorities (Underwood, 1992).

Political pressure applied primarily by the urban areas of Northern Virginia, Richmond, and Hampton Roads helped push the elected school boards issue through the General Assembly. Unlike the governance structure present in most states, fiscal autonomy for school boards did not come with the elected school board legislation for Virginia. Thus, there exists in Virginia a great potential for conflict between school boards and their fiscally responsible governing bodies (Underwood, 1992). Without fiscal autonomy, individuals can campaign for election to the local school board on a platform that promises funds to new initiatives or endeavors, but once elected they do not possess the fiscal power to unilaterally implement such initiatives.

Most members of the General Assembly opposed the idea of elected school boards when Brickley first introduced legislation in 1976. Members of both boards of supervisors and city councils in the Commonwealth generally did not want to surrender their power to appoint school board members. General Assembly members needed the support of the members of governing bodies in their own election races, resulting in the lack of political movement toward elected school boards. Installation of another elected body on the local scene was perceived as a lessening of control that the boards of supervisors and city councils maintained. There was a common perception by members of both boards of supervisors and city councils that elected school board members would likely then seek election to the boards of supervisors or city councils. In particular, senior rural members of the General Assembly strongly opposed electing school board members (D. G Brickley, personal communication, July 5, 2006).

Despite opposition, Brickley continued to press for elected school boards annually from 1976 through 1992. He was able to continue his mission because the issue resonated positively with his electorate. The Democrat Party, then in control of both houses, strongly opposed elected school boards. The Speaker of the House, Delegate A. L. Philpott, and Senate Pro Tem, Edward Wiley, led the opposition among the Democrats (D. G. Brickley, personal communication, July 5, 2006).

In 1981, after he had submitted legislation to permit use of elected school boards for five years, Brickley began to gain support from Republicans who viewed the issue as favorable politically and began to use it in their campaigns. In addition, several key Democrats who had opposed this legislation either retired or were defeated in their re-election bids. Support for the legislation grew gradually and incrementally. In 1992, powerful Independent Delegate Lacey Putney and Republican Vance Wilkins joined Delegate Brickley to co-sponsor a house bill, and Democrat Senators Charles Colgan, Joseph Gartlen, and Charles Waddell co-sponsored a similar senate bill (D. G. Brickley, personal communication, July 5, 2006). Ultimately, the legislation permitting elected school boards found 56 patrons in the Virginia House of Delegates and 23 patrons from the Senate. The bill passed the House with 77 yeas to 23 nays on February 7, 1992 (Journal of the House of Delegates, 1992). It passed the Senate 24 yeas to 15 nays on February 17, 1992 (Journals of the Senate, 1992). It was subsequently signed into law by Governor L. Douglas Wilder on April 1, 1992 (Hardy, 1992).

Brickley never made fiscal autonomy of school boards a component of the elected school board legislation because he feared it would make the concept of elected boards harder to sell to the electorate and to the General Assembly. In addition, fiscal autonomy of school boards would have required the cumbersome and difficult process of amending the Virginia Constitution. Even Brickley, some thirty years after he first introduced a bill for elected school boards, was still undecided regarding awarding fiscal autonomy to elected school boards. (D. G. Brickley, personal communication, July 5, 2006).

Brickley stated that the Virginia School Boards Association (VSBA) first opposed the election of school boards in 1975, and then became neutral, before finally supporting the legislation in 1992. However, he indicated that the Virginia Education Association (VEA) consistently supported the issue because the leadership of the VEA believed it could better lobby to align teachers' salaries with the salaries paid teachers of Pennsylvania and Maryland. Further,

the VEA leadership believed it could exert more political influence and better control its own destiny under the governance of elected school boards (D. G. Brickley, personal communication, July 5, 2006).

The law providing for the direct election of school board members was approved April 1, 1992, and was codified under §22.1-57.1 through §22.1-57.5 of the Code of Virginia (Elected School Boards Act, 1992). The law is as follows:

ACTS OF ASSEMBLY

[VA., 1992]

CHAPTER 594

An Act to amend the Code of Virginia by adding in Chapter 5 of Title 22.1 an article numbered 7, consisting of sections numbered 22.1-57.1 through 22.1-57.5, providing procedures for the direct election of school board members.

[H 427]

Approved April 1, 1992

Be it enacted by the General Assembly of Virginia:

1. That the Code of Virginia is amended by adding in Chapter 5 of Title 22.1 an article numbered 7, consisting of sections numbered 22.1-57.1 through 22.1-57.5, as follows:

Article 7.

Popular Election of School Board.

§ 22.1-57.1. *Applicability.*—The provisions of this article shall apply to any county, city, or town constituting a separate and entire school division. If a town within a county constitutes a separate school division and the balance of that county constitutes a separate school division, the term county as used in this article shall be construed to mean the balance of the county excepting the town. If a county and city, or any combination thereof, constitute a consolidated school division, each county or city shall be treated as a separate entity for the purposes of this article and be entitled to hold its own referendum and proceed to elect the same number of members to the consolidated board as have been appointed from the county or city. The provisions of this article shall apply to every school division, county, city, and town notwithstanding any other provision of this chapter, of Title 15.1, or of any charter.

§ 22.1-57.2. *Referendum on direct election of school board members by the voters.*—The registered voters of any such county, city, or town may, by petition filed with the circuit court thereof, ask that a referendum be held on the question of whether the members of the school board of the county, city, or town shall be elected directly by the voters. The petition shall be signed by registered voters equal in number to at least ten percent of the number registered in such locality on the January 1 preceding its filing. Upon the filing of a petition, the circuit court shall order and require the election officials at the next general election to open the polls and take the sense of the voters therein on that question. The petition shall be filed with the court not less than ninety days prior to the general election. The clerk of the court shall cause notice of the referendum to be published once a week for the three consecutive weeks prior to the referendum in a newspaper having general circulation in the county, city, or town, and a copy of the notice shall be posted during the same time on the door of the courthouse of the county or city, or of the county within which the town is located. The question on the ballot shall be:

"Shall the method of selecting the school board be changed from appointment by the governing body (or the school board selection commission, whichever is applicable) to direct election by the voters?"

O YES
O NO"

The election shall be held and the results certified as provided in § 24.1-165 of the Code of Virginia.

§ 22.1-57.3. *Election of school board members.*—A. If a majority of the qualified voters voting in such referendum vote in favor of changing the method of selecting school board members to direct election by the voters, then the members of the school board shall be elected by popular vote. Elections of school board members in a county, city, or town shall be held to coincide with the elections for members of the governing body of the county, city, or town at the regular general election in November in the case of a county or the regular general election in May in the case of a city or town. In no event shall any election of school board members take place prior to 1994.

B. The initial elected board shall consist of the same number of members as the appointed school board it replaces, and the members shall be elected from the established county or municipal election divisions, at large, or a combination thereof, on the same basis as the school board previously was appointed. If the appointed school board being

replaced has been appointed at large, the governing body of the county, city, or town may establish school election divisions for the election of school board members. The governing body may provide for a locality-wide division, one or more divisions comprised of a part of the locality, or an^y combination thereof, and for the apportionment of one or more school board members to any division.

The terms of the members of the elected school board for any county, city, or town shall be the same as the terms of the members of the governing body for the county, city, or town.

At the first election for members of the school board, so many members shall be elected as there are members to be elected at the regular election for the governing body. At each subsequent regular election for members of the governing body, the same number of members of the school board shall be elected as the number of members to be elected at the regular election to the governing body. However, if the number of members on the school board is greater than the number of members of the governing body, one or more additional members shall be elected to the school board at the first and subsequent general election to the end that the number of members on the initial elected school board is the same as the number of members on the appointed board being replaced.

The terms of the members of the school board shall be staggered only if the terms of the members of the governing body are staggered. If there are more members on the school board than on the governing body, the number of additional members to be elected to the school board at the first election for school board members shall be the number required to establish the staggered term structure with one additional member to be elected if there are one or two additional school board members and two additional members to be elected if there are three or four additional members. At the next election the remainder, if any, of the additional school board members shall be elected so that the staggered term structure of the school board is established and maintained.

In any case in which school board members are elected from election divisions, as opposed to being elected from the county, city, or town at large, the election divisions for the school board shall be coterminous with the election divisions for the county, city, or town governing body, except as may be specifically provided for the election of school board members in a county, city, or town in which the governing body is elected at large.

C. The terms of office for the school board members shall commence on January 1 following their election in the case of a county and on July 1 following their election in the case of a city or town. On December 31 following the first election of county school board members, or on June 30 in the case of a city or town school board, the terms of office of the members of the school board in office through appointment shall expire and the school board selection commission, if there is one, shall be abolished. If the entire school board is not elected at the first election of school board members, only the terms of the appointed members being replaced shall so expire and the terms of the appointed members being replaced at a subsequent election shall continue or be extended to expire on December 31 or June 30, as appropriate, of the year of the election of the school board members replacing them.

D. A vacancy in the office of school board member shall be filled pursuant to § 24.1-76 of the Code of Virginia.

E. In order to have their names placed on the ballot, all candidates shall be nominated only by petition as provided by general law pursuant to § 24.1-168.

§ 22.1-57.4. Referendum to revert to appointment of the school board.—A. By the same procedure and under the same requirements as provided in § 22.1-57.2, the registered voters of any county, city, or town which selects members of the school board by direct election of the voters may petition for, and the circuit court shall so order, a referendum on the question of changing from direct election of the school board to appointment of school board members by the governing body or, if the petition so states in the case of a county, by a school board selection commission. The question on the ballot shall be:

"Shall the method of selecting the school board be changed from direct election by the voters to appointment by the governing body (or, if the petition in a count^y so requests, a school board selection commission)."

YES
 NO"

B. If a majority of the qualified voters voting in such referendum vote in favor of changing the method of selecting school board members to appointment by the governing body or by a school board selection commission, as the case may be, the terms of the school board members in office through direct election shall terminate on June 30 following the referendum. A school board selection commission shall be appointed pursuant to § 22.1-35 if a majority have voted in the referendum for that selection method. The members of the appointed school board shall be appointed for the terms and in the manner provided in the article of this chapter or the chapter of Title 15.1 applicable to the count, city, or town in which the referendum has been held.

§ 22.1-57.5. Limitation on time of holding subsequent referendum.—Following any referendum provided for in this article and regardless of its result, no other referendum provided for in this article shall be held within the same locality for the four years thereafter. **2. That any county, city, or town whose charter authorizes the direct election of school boards and that has held an advisory referendum favoring the direct election of school board members by the voters within the twenty-four months preceding the effective date of this act need not conduct a referendum pursuant to this act, but shall elect school board members pursuant to such charter.**

By 2009, there were 111 elected and 25 appointed school boards in Virginia. Two areas, Bedford County/Bedford City and Williamsburg City/James City County, meet jointly and have both appointed and elected school board members (H. R. Cottrill, Virginia School Boards Association, personal communication, January 15, 2009). Table 1 lists all of the appointed school boards in Virginia, and Table 2 lists all of Virginia's elected school boards.

Table 1

Appointed School Boards in Virginia

Accomack County	Emporia City	Hopewell City
Alleghany County	Franklin City	Lexington City
Amherst County	Galax City	Lynchburg City
Bedford City	Greensville County	Manassas Park City
Covington City	Hanover County	Martinsville City
Norfolk City	Roanoke City	
Northhampton County	Salem City	
Poquoson City	Southhampton County	
Prince Edward County	Williamsburg City	
Richmond County	Winchester City	

Source: H. R. Cottrill, Virginia School Boards Association, personal communication, January 15, 2009.

Table 2

Elected School Boards in Virginia

Albemarle County	Augusta County	Bristol City
Alexandria City	Bath County	Brunswick County
Amelia County	Bedford County	Buchanan County
Appomattox County	Bland County	Buckingham County
Arlington County	Botetourt County	Buena Vista City
Campbell County	Carroll County	Charlotte County

(table continued)

Table 2 (continued)

Caroline County	Charles City County	Charlottesville City
Chesapeake City	Craig County	Dinwiddie County
Chesterfield County	Culpepper County	Essex County
Clarke County	Cumberland County	Fairfax City
Colonial Beach Town	Danville City	Fairfax County
Colonial Heights City	Dickenson County	Falls Church City
Fauquier County	Fredericksburg City	Greene County
Floyd County	Giles County	Halifax County
Fluvanna County	Gloucester County	Hampton City
Franklin County	Goochland County	Harrisonburg City
Frederick County	Grayson County	Henrico County
Henry County	King and Queen County	Louisa County
Highland County	King William County	Lunenburg County
Isle of Wight County	Lancaster County	Madison County
James City County	Lee County	Manassas City
King George County	Loudon County	Mathews County
Mecklenburg County	Newport News City	Page County
Middlesex County	Northumberland County	Patrick County
Montgomery County	Norton City	Petersburg City
Nelson County	Nottoway County	Pittsylvania County
New Kent County	Orange County	Portsmouth City

(table continued)

Table 2 (continued)

Powhatan County	Prince George County	Prince William County
Pulaski County	Rockbridge County	Smyth County
Radford City	Rockingham County	Spotsylvania County
Rappahannock County	Russell County	Stafford County
Richmond City	Scott County	Staunton City
Roanoke County	Shenandoah County	Suffolk City
Surry County	Washington County	Wythe County
Sussex County	Waynesboro City	York County
Tazewell County	West Point Town	
Virginia Beach City	Westmoreland County	
Warren County	Wise County	

Source: H. R. Cottrill, Virginia School Boards Association, personal communication, January 15, 2009.

Scope and Focus of the Study

The passage of permissive legislation by the Virginia General Assembly that provides local communities the ability to elect their school boards is an important change in local governance structure and has directly affected the relationship between school boards and their local superintendents. The scope of this study involves a review of the perceptions of superintendents and school board members who experienced the change in governance structure from appointed to elected school boards.

Specifically, the focus of the study is to report the perceptions of selected local school superintendents and selected school board members who transited the change from appointed to elected school boards.

Primary Research Question

An extensive review of the literature on school boards, particularly the studies of the relationships between local school boards and their superintendents, provided foundation for the formulation of the research question for this study: What are the perceptions of superintendents and school board members who transited the change in governance structure from appointed to elected school boards? The knowledge gained from conduct of this study could provide ways to lessen the stress which often exists in superintendent-school board relationships.

CHAPTER II

LITERATURE REVIEW

Contained in this chapter is a review of literature which relates the conditions and challenges of governing local public school districts in America. Additionally, literature was examined that identified the differences in the political and governance structures used to select members of local school boards, with particular attention given to the Commonwealth of Virginia.

Specifically, the review addressed:

1. From what sources do local school boards derive their authority to supervise?
2. What governance issues have been identified relative to the selection procedures used to seat local school board members?
3. Do appointed school boards interact with their superintendents differently than elected school boards?

In a primary review of the literature, there was a dearth of research regarding changes in school governance structures or perceptions of either the superintendents or school board members who have transited from appointed school boards to elected school boards. School boards, including individual board members, often found themselves at the center of controversies, even in the best of circumstances, due to conflicting values within the communities they serve. Superintendents were often confused by conflicting directives by individual board members and members of the community, and became the focal point of political storms.

Authority to Supervise

The Constitution of Virginia (1971), Article VIII, §7 specifies that local school boards have authority to supervise schools in each school division (see Appendix A). State legislation, i.e., Code of Virginia (2009), §22.1-28 specifies that school boards have the power of supervision of schools in a school division (see Appendix B).

Additionally, the code, among many other sections, allowed for the following:

§22.1-57.1 - §22.1-57.5: Provides for the election of local school board members (see Appendix C).

§22.1-79: Lists the powers and duties of local school boards (see Appendix D).

§22.1-58: Requires each school division to have a division superintendent (see Appendix E).

§22.1-70: Requires each school division superintendent to perform duties required by law, the local school board and the State Board of Education (see Appendix F).

§22.1-92: Requires each school division superintendent to prepare with approval of the school board, an estimate of money needed for the support of the public schools for the coming fiscal year (see Appendix G).

§15.2-2503: The estimate of money needed for the support of the public schools is to be presented to the governing body by April 1 (see Appendix H).

Governance Issues

Local control of public education is highly valued in the United States, although both the legislative and executive branches of the federal and state governments coupled with litigation from federal and state courts have influenced local school board policies (Kirst, 1984). Plenary power of public education rests in all states at the state level (K. Alexander and M. D. Alexander, 1998). In the mid-1980s, Kirst observed that equal treatment, freedom of choice of schools, and efficiency form some of the state and national issues which have affected local policies, and remain at the crux of the dispute over school governance (Kirst, 1984).

To ensure that students are presented an equal and adequate opportunity to learn is the greatest challenge facing local school boards in the United States. School boards must provide for learning of students by meeting the needs of the communities they represent, and be certain not to micromanage the professional educators they hire for carrying out their policies (Hess, 2002).

A review of the literature regarding governance of school divisions commences with a presentation of an extensive survey of school boards in the United States completed in 2002 which described the conditions and challenges of school division governance. A study comparing the academic performance of students in Alabama school divisions which have elected school boards to those which have appointed boards is presented along with the nationwide survey. Demographics of Virginia school board members are also presented in this section of the review. Research-based recommendations that would alter the governance of school divisions are presented, reviewed, discussed, and the worth of traditional school boards are questioned in a news article. A comparison of the characteristics of appointed and elected boards

follows. Interviews with officials of the Virginia School Boards Association (VSBA), the Virginia Association of School Superintendents (VASS), and the Virginia Education Association (VEA) related to the positive and negative aspects of the transition from appointed to elected school boards. These officials also gave their opinions as to whether elected school boards should have taxing autonomy. Then a study is cited which compares elected boards and appointed boards regarding whether they are demographically representative of the populations they serve, followed by two studies that describe how appointed school boards differ from elected boards pursuant to their decision-making and managerial responsibilities.

Hess (2002) conducted an extensive survey for the National School Boards Association (NSBA) that employed a representative sample of the country's 14,890 school divisions. The primary purpose of the study was to gain a better understanding of school boards and their challenges.

Prior research relating to the governance of local school divisions has focused on policies and conditions found in the largest urban school systems of the nation. The result provided limited knowledge regarding how policies and challenges vary among local school divisions of all sizes in such matters as school choice, teacher certification, graduation testing requirements, and school safety. The NSBA study concluded that school boards in large urban divisions are fundamentally different from school boards in smaller divisions. Large divisions were defined by 25,000+ enrollment; medium divisions, 5,000 – 24,999 enrollment; and small divisions, less than 5,000 enrollment (Hess, 2002).

In large divisions, school board members were found to be more political, and had been elected through expensive, highly-charged contests, often funded by active education interest groups. School board members in smaller divisions tended to be more apolitical, and had waged less expensive and often uncontested election campaigns which attracted little public interest (Hess, 2002).

Student achievement has become a high priority concern for most school boards regardless of the kind of school division they serve. Nationwide, board members spend significant time on student achievement (Hess, 2002). Interestingly, in an Alabama study, Hoover (2008) found there were no statistically significant differences in the academic performance of students when either the superintendent or the school board was elected rather than appointed to office. As found in many studies, the percentage of students eligible for free

and reduced lunch programs was related significantly to student outcomes. To a lesser degree, per pupil spending also was related to the academic performance of students. Students were drawn from the fourth and eleventh grades in 110 Alabama school divisions and their academic performances were measured by the Stanford Achievement Test, which is a standardized test taken by students in all public schools in the state (Hoover, 2008).

Concerns such as school violence and teacher shortages were expressed by all school divisions, though they were most prevalent in large, urban divisions, and less so in smaller divisions. Even so, these two matters are often portrayed as national crises. The two percent of school divisions considered large tend to drive the public image of school boards overall (Hess, 2002).

The leading topics of concern for school boards universally are perceived inadequate fiscal resources and low student achievement scores. Over 85 percent of the respondents ranked special education, teacher quality, and the need to improve educational technology as either significant or moderate concern. Incidents of school violence ranked low as a topic of concern (Hess, 2002).

In regard to their perceptions of issues concerning school discipline and safety, most school board members said their divisions used both routine locker searches and formal dress codes. However, school board members reported infrequent use of metal detectors, which were employed in only 10 percent of the selected school divisions (Hess, 2002).

The study revealed that more than 93 percent of the school boards were entirely elected, and only 3.8 percent had both appointed and elected members, while 2.8 percent were entirely appointed. Slightly over 96 percent (96.2) of all board members were elected, and most, 56.7 percent of those elected, were elected at large. The average length of school board service was 6.7 years (Hess, 2002). In Virginia, 80.9 percent of all school boards were elected, 1.5 percent had both elected and appointed members, and 17.6 percent were appointed (H. R. Cottrill, Virginia School Boards Association, personal communication, January 15, 2009). Virginia, in 2008, reported that 151 board members had served less than one year; 195 had served one to three years; 347, four to ten years; and 135, eleven years or more (Virginia School Boards Association Newsletter, April, 2008).

Hess (2002) reported that most of the school boards included in the study (81.6 percent) had between five and eight members. Slightly over fourteen percent (14.3) reported nine

members; approximately three percent (3.2) seated more than nine members; and less than one percent (0.9) were served by fewer than five members (Hess, 2002). For 2008, nearly ninety percent (89.6) of Virginia school boards had between five and eight members; approximately seven percent (6.7) had nine members; slightly over two percent (2.2) seated more than nine members; and less than two percent (1.5) had fewer than five members (Virginia School Boards Association Newsletter, April, 2008).

Most candidates for school board seats expended less than \$1,000 for election campaigns, but 40 percent of the candidates who sought seats on the school boards of large divisions expended \$5,000 or more. Most candidates raised election funds from personal sources, family members, and their friends. However, school board candidates for seats in large divisions often requested and received significant funds from teachers' unions and businesses. As might be expected, the turnout for school board elections was higher when the board elections were held simultaneously with state, national, and local elections. Most school board members described their political views as moderate or conservative. Slightly less than 16 percent (15.9) of the board members described themselves as liberal (Hess, 2002).

Approximately 67 percent (67.2) of school board members received no public compensation for their service, other than their expenses. Less than four percent (3.4) of board members received salaries of \$10,000 or more, although more than twenty two percent (22.9) of the board members for the large school divisions were paid an annual salary of \$10,000 or more. While school board members as a whole receive little or no compensation, most enjoy an annual private income of \$75,000 or more. Over eighty five percent (85.5) of school board members reported that they were White, less than eight percent (7.8) indicated that they were African-American, and approximately four percent (3.8) categorized themselves as Hispanic. Slightly less than three percent (2.9) categorized themselves as "other". Over 61 percent (61.1) reported that they were male, and the remaining respondents, or approximately 39 percent (38.9), indicated that they were female (Hess, 2002). For 2008, in Virginia, less than four percent (3.8) of school board members received no salary; nearly thirty one percent (30.8) received less than \$3,000 annually; over fifty percent (54.1) received less than \$10,000 annually; over five percent (5.3) received less than \$15,000 annually; and six percent (6.0), received more than \$15,000 annually. Board members in Virginia are over eighty percent (80.4) White; over eighteen percent (18.6) African-American; one-half percent (0.5) Hispanic; less than one-half percent

(0.4) Asian; and one-tenth percent (0.1) Native American. Virginia school board members are slightly over 61 percent (61.3) men, and less than 39 percent (38.7) women (Virginia School Boards Association Newsletter, April, 2008).

Nationally, for 2002, school board members reported that they devoted about 25 hours monthly to board business. Some board members who served large school divisions indicated that they expended 20 or more hours weekly on school board matters (Hess, 2002).

A large majority of school board members reported that they have received training in most aspects of board operations, including their roles. Approximately 20 percent of board members indicated that they needed more training in student achievement issues, budgeting, community partnerships, collaborations and engagement (Hess, 2002).

In regard to the professional background of the surveyed board members, nearly 45 percent (44.6) identified themselves as professionals or businessmen. More than 25 percent (26.2) were homemakers or retirees, and 13 percent (13.0) had a professional educator's background. Over 50 percent (52.1) of large division board members were homemakers, retirees, and educators compared to only a third (35.7%) of small division board members (Hess, 2002).

School board members who had acquired the most formal education served in the large divisions, where over 75 percent (79.2) had college degrees and over 50 percent (51.5) had graduate degrees. In smaller, rural divisions, slightly over 50 percent (53.4) had college degrees, and less than 30 percent (28.5) had graduate degrees (Hess, 2002).

Nearly three of four school board members (73.9 percent) reported their age as between 40 and 59. Approximately 20 percent (20.3) indicated their age as 60 years or older, and less than six percent (5.9) indicated their age as less than 40 (Hess, 2002).

A large majority of those surveyed by Hess (2002) reported that their school boards were financially independent from either city or county governments. Only 15 percent of school boards required the local municipal governments to approve their budgets, and only 17 percent required the approval of municipal governments prior to the acquisition of bonded indebtedness. Nearly 85 percent (84.0) of the boards have the ability to levy taxes (Hess, 2002).

When asked how the superintendents were evaluated, the surveyed board members reported that their evaluative criteria were based primarily on three issues: board-superintendent relationships, employee morale, and student safety. The surveyed board members also indicated

that nearly two-thirds (66.2 percent) of their superintendents were hired from external applicants. They also reported that nearly eighty five percent (84.2) of their superintendents were male; over ninety percent (90.1) were White; less than five percent (4.7) Hispanic; and approximately two percent (2.2) “other” (Hess, 2002).

One of the most comprehensive examinations of school board governance was presented in *Facing the Challenge: The Report of the Twentieth Century Fund Task Force on School Governance* (Twentieth Century Fund, 1992). This report identified the following five governance issues and their respective recommendations:

Over considerable time, school boards have evolved from a policy-making entity into agencies that micro-manage routine functions and compete with their own superintendents and administrative professionals. Recommendations: School boards should be policy-making bodies and provide only general oversight of the school division.

1. Due to insufficient public input, many school boards are not representative of their local communities. Recommendations: No school board election should be certified by the state if there is less than 20 percent turnout of registered voters, and regular school board elections should be held only at the time of general elections.
2. Inefficient and burdensome laws have reduced the pool of potential, qualified school board members. Recommendations: Financial disclosure requirements should not be so invasive as to prevent potential board members from serving on the board. Additionally, it was recommended that board members should be reimbursed for costs for childcare, transportation, and for time lost at work because of their service on the board.
3. Many urban school board have become corrupt, inefficient, and examples of patronage. Recommendations: School board members responsible for educational policies should be appointed rather than elected in large cities. Screening panels should recommend potential qualified board members, and the mayor would then be responsible for their appointment. School boards members should include people from a broad spectrum of income and race, and a majority of members should be appointed at large, with the remaining members appointed by geographic selection.

4. Public education has in many communities become stale, unwieldy, and resistant to change. Recommendations: Encourage experimentation in the governance of schools, including charter schools, contracting for school management, merging with children's policy boards, site-based management, elected local school committees, merging education into general purpose government, and schools run directly by states.

Critics of the above report, including Denoyer (1992) maintained that restructuring the schools will not solve the problems confronting public schools. Societal problems, including high rates of poverty, divorce, teenage suicide, early parenthood, crime, and drug abuse need to be reduced significantly if public schools are to be improved. He also noted that despite these problems, student performance and measures of educational outcomes have improved, as evidenced by higher standardized test scores, lower dropout rates, increased high school graduation rates, and better college completion rates. Denoyer indicated that the locally elected school boards provide the best governance method and that these boards should formulate policy, hire and fire their superintendents, and develop plans for improvement by forming collaborative relationships with other local agencies.

Elizabeth (2003) maintained that there is a growing consensus that school boards of the traditional mode are often ineffective. Elizabeth quoted researchers who believe that many school board members are unqualified to serve students of their divisions. The job of a school board member is very difficult, and involves budgeting and finance, instruction, personnel, pupil transportation, building maintenance, building construction, technology, and food service. Good candidates for school boards who are willing to run for office are very difficult to find, and apathy of the voting public exacerbates the problem.

Elizabeth (2003) reported that at least 20 large cities have recently changed from elected to appointed school boards. The primary reason for the change was a lack of faith by the public in the elected boards' ability to lead. Among the reasons given for the lack of public confidence in the elected boards were single-issue board members, micromanaging, special interest groups' interference, and a lack of diversity among board members.

Evidence of incompetent board members' behavior cited by Elizabeth (2003) included a threat by one board president to throw water on another member, name calling by board members during meetings, and actual fist fights among board members which required police

intervention. Elizabeth further pointed out that dysfunctional members can remain on school boards for years due to public apathy and little competition for seats.

Effective superintendents are reluctant to serve dysfunctional boards. Board members who behave badly often argue for replacement of superintendents, and usually the boards suffer from a lack of consistent leadership. All too often the superintendents, teachers, and students become disheartened (Elizabeth, 2003).

There are valid arguments on both sides of the appointed versus elected school board debate, particularly concerning how the board members are chosen. The elected method for selection of school board members is viewed as more democratic because the members campaign publicly and are elected by popular vote. Consistent with the ideals of democracy, elected board members are directly answerable to the electorate. In contrast, appointed board members commonly are chosen by local governing bodies and answer to a more limited spectrum of their constituents (Hurwitz, 1972).

Once in office, elected school board members should be able to act with more independence than members who have been appointed. Appointed board members often feel directly responsible to the officials who appointed them to their board seat, and are only indirectly accountable to the public. Elected members answer directly to the people and are more independent and have equal status with the local governing bodies (Hurwitz, 1972).

In regard to performance of their duties, elected board members often feel they have a mandate from the public to follow an agenda on particular issues, promised during their campaigns. In order to abide by these agendas, they may encroach into areas of responsibilities and routine duties better performed by the superintendents and their administrative staffs. On the other hand, elected board members can rely on the advice of their superintendents while performing their duties without the interference of the governing bodies. Appointed board members may feel obligated to follow the directives of the officials who appointed them. Further, appointed board members may find it difficult to act on advice from their superintendents if the governing bodies have selected a different political direction (Hurwitz, 1972).

An interesting perspective concerning the appointed versus elected school board members debate is that many highly-qualified individuals who would likely accept an appointment to a board position often are reluctant to compete for a seat through the electoral

process. In other words, appointment to a school board is acceptable to many qualified people who would not subject themselves to the political nature of elections. Some business and professional people are reluctant to risk their reputations through public scrutiny. The time and money required to compete for school board seats that are often non-salaried can also provide other deterrents (Hurwitz, 1972).

The issues of consistency and stability among board members are often debated between elected and appointed school boards. Appointed board members are more likely to serve for several terms, thus providing increased consistency in policy implementation. The increased turnover of elected board members causes incumbent superintendents to continuously conduct training sessions for the new members, and in turn, an increased turnover of superintendents is likely. The frequent changes in school board membership do not provide consistent leadership for a school division (Hurwitz, 1972).

Motivation of those who vote in school board elections has also been researched extensively. The percentage of voter turnout specifically for school board elections is often limited, and those voting may have as their primary purpose the limitation of taxes rather than the improvement of public schools. In contrast, in other school board elections, due to highly publicized issues, voter turnout may be quite high (Hurwitz, 1972).

Hurwitz (1992) identified the following two qualifications for successful school board members: (1) individuals who are deeply interested in public schools and (2) possess the desire to represent the community as a whole. These two qualifications are essential regardless of the method used to select the school board members. He found no correlation between successful school board members and the selection process, however a correlation was found between good school board members and community interest and pride in public education. Hurwitz suggested that the actual change from elected to appointed, or vice-versa, made little difference.

Frank Barham, Executive Director of the Virginia School Boards Association (VSBA) said in a December 7, 2007 interview that the transition from appointed to elected school boards had been a positive change. He said that the boards were now more service oriented, and the people felt like they had a direct voice in the schools. Barham maintained that elected school boards were more effective lobbying the General Assembly because legislators and school board members were elected by the same people.

Barham said he saw a problem with some elected boards that carry out their duties as if they are still appointed. That is, they put themselves in a subservient position to city councils or boards of supervisors when they should assume fully the power given to them by the people (F. E. Barham, personal communication, December 7, 2007).

Barham was undecided whether elected school boards should have taxing authority. He indicated that there was increased conflict now between school boards and governing bodies because both boards were elected and only the governing bodies had the power to tax. He recommended that the Virginia General Assembly ask the Joint Legislative Audit and Review Commission (JLARC) to do a comprehensive study regarding the issue of fiscal autonomy for elected school boards (F. E. Barham, personal communication, December 7, 2007).

Alfred R. Butler, Executive Director of the Virginia Association of School Superintendents (VASS) indicated that the transition from appointed to elected school boards negatively affected public schools. He stated that elected boards were responsible to the electorate rather than children, and were more likely to micromanage the operation of the schools. Butler further stated that many elected board members appeared to be on “ego trips” rather than on a course of action to benefit students (A. R. Butler, IV, personal communication, December 6, 2007).

Butler further maintained that many elected board members were driven by single issues such as firing the superintendent or hiring a particular person. He said he did not observe this with appointed boards (A. R. Butler, IV, personal communication, December 6, 2007).

Butler relayed that he had served only as a superintendent for appointed boards, and that he perceived that appointed members were professionals who were dedicated to children. The appointed members saw their board service as a civic responsibility, and often donated their school board salaries to charities or education foundations. He believed that none would have served as elected school board members (A. R. Butler, IV, personal communication, December 6, 2007).

Butler further observed that many elected school board members are politically allied to members of their communities who chronically complain. These board members often act without the support of the board as a whole, and become involved with such minutia as bus routes and graduation dates. He believed that some school boards are likely to revert from

elected to appointed board members in the future (A. R. Butler, IV, personal communication, December 6, 2007).

Regarding the issue of granting taxing authority by the General Assembly to elected school boards, Butler stated that he was unsure if he favored such a move. He indicated that it would be a bigger battle to realize fiscal autonomy for elected school boards than it was to enact permission for localities to shift from appointed to elected boards in Virginia. Butler, as did Barham, favored a study of the issue directed by the General Assembly (A. R. Butler, IV, personal communication, December 6, 2007).

Robley Jones, Director of Government Relations of the Virginia Education Association (VEA) said he could not characterize the transition from appointed to elected school boards as either positive or negative, although it was his perception that there was more friction between elected school boards and their governing bodies than between appointed school boards and their governing bodies. (R. Jones, personal communication, December 13, 2007). Jones indicated that the VEA strongly favored granting fiscal autonomy to elected school boards in order to provide adequate funding for public schools. The conflicts over local funding that exists between governing bodies and elected school boards will continue if school boards are not granted this authority (R. Jones, personal communication, September 25, 2009).

Powell (1975) conducted a study to ascertain if elected school boards in Kentucky were more representative of their citizenry than appointed Virginia school boards. At the time of his study, all school boards in Kentucky were elected and all Virginia boards were appointed. Selected board members in Kentucky and Virginia were questioned, their responses compiled, and then compared. The board members were sorted on the basis of their state, school division, wealth, and enrollment. Demographic variables of the school division citizenry were compared to the demographics of the school board members, including occupation, income, school years completed, race, gender, place of work, age, and ethnicity. The major conclusion of the study was that elected school boards were not more demographically representative of citizenry than appointed school boards (Powell, 1975).

A content analysis of school board minutes was conducted for a city of New York of moderate size following a shift from an appointed to elected school board. The purpose of the analysis was to determine whether the decision-making process of the elected school board was different than the process used by the appointed board. Decisions analyzed during a six-month

period in FY 1971 by the elected board were compared to the decisions made during a similar six-month period in FY 1969 by the appointed board. Five broad areas were studied: (1) finance, (2) curriculum, (3) personnel, (4) facilities, and (5) issues of general concern. Results of the analysis suggested that both the elected and appoint boards made decisions similarly (Michel, 1973).

Michel conducted a follow-up study for the same school division that was designed to determine whether the elected board addressed demands of constituents differently than the previous appointed board. Identical methodology was used and the study results found that the elected board appeared to be more willing to adopt new teaching methods, techniques to improve student behavior, and broader community services. The appointed board appeared to be more responsive to curriculum additions, use of federal aid, and clerical-maintenance demands (Michel, 1975).

Interactions of School Boards and Superintendents

A review of research regarding the interaction between school boards and superintendents was derived largely from studies that focused on the influence of superintendents on board decisions. Because over 96 percent of school board members in the United States are elected (Hess, 2002), most research on the interactions of school boards and their superintendents pertains to elected boards. The final study in this review chronicles problems that Nebraska superintendents reported concerning their working relationships with their school boards.

Although school governance theorists have consistently recommended that local school boards should establish policies and only require their local superintendents to implement the established policies, both parties have often violated this recommendation (Good, 1998). Accountability initiatives and public pressure have resulted in many board members becoming more involved in administrative and managerial affairs. Parents also have become much more active in local education issues than ever before. In addition, state legislatures and teachers' unions have pushed for greater board accountability. Personnel decisions usually cause the most conflict between school boards and their superintendents, and both are seeking greater control of personnel. Surprisingly, some superintendents have indicated that they should have less power in curriculum, finance, and governance administration (Trotter & Downey, 1989). However, most studies, including Conley (1996), maintained superintendents need to exert greater

leadership in curriculum issues by becoming visionaries, planners, standard setters, facilitators, boundary spanners, communicators, dispute solvers, efficiency enhancers, and coordinators.

Barham, of VSBA, stated that the interactions of school boards with their superintendents had changed with the advent of elected boards. He indicated that some veteran superintendents did not accept elected boards as well as new superintendents because the more experienced superintendents were unable to impose their will on elected boards as effectively as they did appointed boards (F. E. Barham, personal communication, December 7, 2007).

Butler, of VASS, suggested that elected school boards made it more difficult for superintendents to serve sufficiently long enough to make an impact. He said many elected boards did not make decisions in the best interest of students, which created conflicts with superintendents. He indicated that many elected school board members viewed school board seats as stepping stones to membership on boards of supervisors or as delegates or senators of the Virginia General Assembly (A. R. Butler, IV, personal communication, December 6, 2007).

Butler observed that it was imperative for school superintendents to be involved in the educational development and orientation of newly-elected school board members. And, that it is important to stress that board members have no authority as individual board members, but they possess authority only when meeting as a board. He further stated it was also important for board members to understand that progress can only be made when board members establish good working relationships with their superintendent and peers (A. R. Butler, IV, personal communication, December 6, 2007).

A New Jersey study surveyed members of 31 elected school boards and their respective superintendents, and an equal number of appointed boards and their superintendents, and found that school boards disagreed more than they agreed with their superintendents regarding formulation of policy. The policies in question were drawn from the areas of instruction, personnel, students, public relations, maintenance, pupil transportation, finance, and administration (Godfrey & Swanchak, 1985).

A study which showed how an elected board can work closely with the superintendent and communicate with sources internal and external to the board was done by Latimore (2000). A case study focused on the relationship between an elected Virginia school board, consisting of five members, and its local superintendent. Four issues addressed by the school board and superintendent were studied over a three-year period. The issues were identified through an

analysis of board agendas and minutes from July 1, 1996 to June 30, 1999. The board members and superintendent were interviewed, and board minutes were analyzed regarding the decision-making process used by the board pursuant to the four issues. The data were then entered into matrices and the constant comparative method used to analyze the data. Validation of the data was accomplished through triangulation. The results were: (1) the school board indicated that it relied on the superintendent to provide information; (2) both internal and external forces influenced the board as it made decisions; (3) communication and information-sharing were used extensively during the process of making decisions; (4) the number of steps used in the decision-making process varied between seven and eleven; and, (5) regardless of the number of steps used during the decision-making process, the first step in each decision-making process was to become aware of the issues, and the last step was to vote on a solution (Latimore, 2000).

A study that showcased the influence of superintendents on board actions was conducted by Zeigler, Tucker, & Wilson, (1976). They used a longitudinal and comparative research method to study changes in the pre-existing political influence patterns of public school systems. Systematic observations of events and periodic recordings of the perceptions of participants were conducted during the 1974-75 school year for eleven public school divisions in the United States and Canada. Data were collected on decisions made and communication patterns during this time, and an attempt was made to ascertain how public schools were governed.

Two trained observers were assigned to each school division, where they recorded all decisions and comments made at school board meetings, meetings of the superintendents and their staffs, and regional board meetings and public hearings. School board members, superintendents, and senior central office administrators were interviewed and a record of their perceptions was presented by members of the public at school board meetings and in private. Individuals from the community who made public and private comments about school policy were interviewed about their perceptions of how they were received by school officials for both the public and private sessions. Finally, an opinion survey was administered to school boards, superintendents, senior central office administrators, leaders of interest groups, and members of the public (Zeigler, Tucker, & Wilson, 1976).

Communication was the central focus of the study and three school divisions representing different demographics, decision-making styles, and levels of school board-superintendent conflict were selected for further consideration. It was found that the superintendent was the

most important figure for both efficient communication and effective decision-making for all cases. The superintendent in most instances set the agenda and introduced the discussion topics. The school boards followed the superintendents' recommendations for action in almost every case (Zeigler, Tucker, & Wilson, 1976).

Petersen & Short (2001) studied school board presidents' perceptions of the ability of division superintendents to establish school board agendas and influence board voting in 131 randomly-selected school divisions in a Midwestern state. Social influence theory and social style provided the foundation for conduct of the study.

Social influence, as defined by Peterson and Short, persuades other individuals and contains two major characteristics: (1) social attractiveness, or the desire of one person to be like the other, and to display similar backgrounds and experiences; and (2) credibility, which is formed from two elements: expertness, and trustworthiness. Expertness is defined as the perception that the persons who are assigned the task of communicating possess the necessary high levels of skill and knowledge, while trustworthiness presents the image that these individuals also are motivated to use their skills and knowledge for the benefit of the audience (Peterson & Short, 2001).

Social style was defined as behavior formed from assertiveness and emotiveness. Assertiveness is behavior that one exhibits to influence others to take a particular action or stance while emotiveness reflects the degree of emotion displayed by individuals when they communicate with others (Petersen & Short, 2001).

This study was accomplished through use of a sample of 250 school divisions randomly selected in a Midwestern state. The school superintendents for the selected divisions were contacted and their permission to contact their respective board presidents and secretaries was requested by the study team. Copies of the three most recent school board agendas from each division were requested and obtained. Board presidents also were contacted and asked to respond to a board action item inventory. The inventory listed all board agenda action items, who recommended their inclusion on the agenda, and their respective voting outcomes. Two questionnaires also were sent to each board president. One questionnaire measured the superintendent's social style, assertiveness, and emotiveness while the other measured the superintendent's expertness, social attractiveness, and trustworthiness. A total of 131 school board presidents responded to the questionnaires (Petersen & Short, 2001).

In-depth interviews were conducted with five school board presidents who had been previously questioned and two directors of the state school board association. The seven individuals were interviewed in a semi-structured manner about their perceptions of the social style and social influence of the superintendent, relationship of the superintendent and board president, and the effect of that relationship on the preparation of school board agendas and the decision making process of the board (Petersen & Short, 2001).

Whenever the board decided favorably on agenda items supported by superintendents, it represented a direct relationship to the superintendents' trustworthiness, expertness, attractiveness, assertiveness, and emotiveness. It was also found that social style and social influence were necessary for superintendents to have good working relationships with both board members and their communities (Petersen & Short, 2001).

Grady and Bryant (1989) researched and identified critical incidents perceived by superintendents in their relationships with school boards. A total of 310 Nebraska superintendents were asked to respond to two questions: (1) Have you experienced a critical incident with your school board and (2) would you discuss the incident with a study team? A critical incident was not defined in order to allow the respondent superintendents the freedom to provide their own definitions. Two mailings and follow-up phone calls were conducted that ultimately resulted in obtaining responses from 304 superintendents. Approximately 58 percent, or 176 superintendents, responded that they had experienced a critical incident. Over 71 percent or 125 of the 176 superintendents who reported the occurrence of a critical incident agreed to discuss them with the study team. Telephone interviews, each requiring 30 – 45 minutes, were conducted with 80 superintendents during the spring of 1989. The superintendents interviewed were asked ten open-ended questions in sequence. The superintendents described 151 incidents which were grouped into the following 12 categories: school board members' family and friends, board members' roles, who's elected to the board, inadequate support of superintendent, board malfunctions regarding personnel actions, controversies concerning athletic coaches, community issues, individual actions of board members, employee relations, contract disputes, superintendent-board relationships, and school finance.

A total of 36 critical incidents (24%) concerned the board members' family and friends. Other critical incidents included athletic participation problems with children of board members, unacceptable behaviors of board members e.g., threatening the superintendent, intimidating

coaches, firing coaches, and lobbying other board members. In most instances, preferential treatment for their children was sought by board members. One instance of unacceptable behavior was by a suspended child of a board member who spray painted the superintendent's house, vandalized his yard, and intimidated his family. Still other critical incidents involved preferential employment of friends and relatives of board members, and requests for special favors (Grady & Bryant, 1989).

The perennial issue of the line between the roles of board members as policy makers versus managers resulted in the formation of several critical incidents. Some examples included the evaluation of school personnel by board members and violation of state and local procurement policies. There were 27 critical incidents (18%) identified in this category (Grady & Bryant, 1989).

Seventeen critical incidents (11%) were related to campaign promises and political agendas of board members who gained seats on the school board. Incidents were identified where individuals were elected to the board specifically to fire or constantly challenge the superintendent. In four instances, the superintendents were either terminated or resigned (Grady & Bryant, 1989).

Superintendents who indicated that they were not adequately publicly supported represented a category of 15 critical incidents (10%). Examples included were instances when the recommendations of the superintendents did not gain board approval regarding personnel actions, discipline decisions, and maintenance projects. Critical incidents included instances that questioned the superintendents' honesty and competence pursuant to fiscal transactions (Grady & Bryant, 1989).

Other critical incidents involved various school board malfunctions, employment of athletic coaches, community issues, and individual actions by board members, employee relations, contract disputes, superintendent-school board relationships, and school finances. The aggregate of these malfunctions made up 37% of the total incidents (Grady & Bryant, 1989).

Summary

The Code of Virginia (2009), §22.1-57.1 - §22.1-57.5 provides permissive legislation through conduct of local referenda for the election of local school board members. The law, passed in 1992 (Underwood, 1992), represented a fundamental change in how school board members were seated in the Commonwealth. The authority to supervise public schools in

Virginia comes from the Constitution of Virginia (1971), Article VIII, §7, and the Code of Virginia (2009), §22.1-28, both which specify that local school boards have the power of supervision of public schools.

In an extensive national survey, Hess (2002) concluded that school boards in large divisions are fundamentally different from boards in smaller divisions. He suggested that large school divisions were more political, and that school board elections were highly contested and expensive. He found that the smaller school boards were more likely to be apolitical, and that their elections required less fiscal support, and they often gained their seats through uncontested elections which generated little interest.

Regardless of division size, student achievement and its measurement has acquired the highest priority and presents the greatest challenge for school boards. Funding was another topic of high concern. Special education, teacher quality, and improving educational technology ranked as moderate concerns, and school violence was a low-ranking topic of concern (Hess, 2002).

Hess (2002) found that 96 percent of the board members in the study were elected, and two-thirds of the board members received no pay for their services. A large majority of the school boards were fiscally independent of their local city or county government, with 84 percent having the authority to levy taxes.

In Virginia, 80.9 percent of the school boards were entirely elected (H. R. Cottrill, Virginia School Boards Association, personal communication, January 15, 2009), and 3.8 percent of the boards received no salary (Virginia School Boards Association Newsletter, April, 2008).

Facing the Challenge: The Report of the Twentieth Century Fund Task Force on School Governance (The Twentieth Century Fund, 1992) made five recommendations regarding school governance: (1) school boards should be policy –making bodies; (2) school board elections should be held at the time of general elections; (3) financial disclosure requirements should not be so invasive as to prevent potential school board members from serving; (4) school board members in large cities should be appointed rather than elected; and (5) experimentation in the governance of schools should be encouraged.

Denoyer (1992) maintained that restructuring the public schools would not solve the problems confronting them because the problems of society should be addressed more broadly

first. He stated that school boards should be elected, and should be policy-making bodies that hire and fire their superintendents and form collaborative relationships with their local communities.

Some researchers believe that traditional school boards are often ineffective because of single-issue board members, micromanaging board members, special interest groups' interference, and lack of diversity among board members (Elizabeth, 2003). Hurwitz (1972) found no correlation between successful school boards and the selection process, and Powell (1975) found that elected school boards are not more demographically representative of their populations than appointed boards.

Frank Barham, Executive Director of the Virginia School Boards Association (VSBA), stated that the transition from appointed to elected school boards in Virginia had been a positive change because elected boards were more service-oriented and were more effective lobbying the General Assembly. Barham said he was uncertain if elected boards should have taxing authority, and the matter needed a comprehensive study by the Joint Legislative Audit and Review Commission (JLARC) of the Virginia General Assembly (Frank E. Barham, personal interview, December 7, 2007).

Alfred Butler, Executive Director of the Virginia Association of School Superintendents (VASS) said he believed the transition from appointed to elected boards had been a negative change because elected boards are more involved in micromanaging and single issues, and are not as responsible to children as appointed boards. Butler had no opinion on whether elected boards should have taxing authority, but he said he favored a study of the matter directed by the General Assembly (Alfred R. Butler, personal communication, December 6, 2007).

Robley Jones Director of Government Relations of the Virginia Education Association (VEA) stated he could not label the transition from appointed to elected school boards in Virginia as either positive or negative. Jones noted that he believed the relationships between elected school boards and governing bodies were more acrimonious now than they were with appointed school boards (R. Jones, personal communication, December 13, 2007). Jones said he and the VEA favored taxing authority for elected school boards as a way to procure more adequate funding for public schools in Virginia (R. Jones, personal communication, September 25, 2009).

Michel (1973) found that appointed and elected school boards seemed to make decisions in the same manner regarding finance, curriculum, personnel, facilities and issues of general concern. In a follow-up study, Michel (1975) found that an elected board was more willing than an appointed board to adopt new teaching methods, techniques to improve student behavior, and broader community services. An appointed board was more responsive to curriculum additions, use of federal aid, and clerical-maintenance demands.

Parents, teachers' unions and state legislatures have all called for greater school board accountability. As a result, many school board members have become more involved in administrative and managerial matters. Personnel decisions usually cause the most conflict between school boards and their superintendents (Trotter & Downey, 1989).

A study by Godfrey and Swanchak (1985) found that both elected and appointed boards disagreed more than they agreed with their superintendents regarding their perceptions of who controls the process of formulating policies. The policies involved instruction, personnel, students, public relations, maintenance, pupil transportation, finance and administration.

A study of three school divisions of different demographics, decision-making styles, and levels of school board-superintendent conflict found that the superintendent was the most important figure for both effective communication and effective decision-making. The superintendents in most instances set the agendas and introduced the topics of discussion. The school boards followed the superintendents' recommendations for action in almost every case (Zeigler, Tucker, & Wilson, 1976).

Peterson and Short (2001) found that whenever school boards reacted favorably to items on the agenda which were supported by their superintendents, there was a direct relationship to the superintendents' trustworthiness, expertness, attractiveness, assertiveness, and emotiveness. Also, it was found that social style and social influence were imperative for superintendents to have good working relationships with both board members and their communities.

Eighty Nebraska superintendents described and identified critical incidents which they perceived in their interactions with their school boards. The largest category of critical incidents (24%) was with board members' family and friends. Board members assuming direct administrative and managerial roles made up 18% of the critical incidents. Eleven percent of the critical incidents involved school board members who were elected to the board specifically to fire or constantly challenge the superintendent. Superintendents who did not feel that they

were adequately publicly supported by the board formed a category which made up 10% of the critical incidents. Other critical incidents (37%) involved school board malfunctions, the employment and actions of athletic coaches, community issues, individual actions of board members, employee relations, contract disputes, superintendent-board relationships, and school finances (Grady & Bryant, 1989).

CHAPTER III

RESEARCH DESIGN AND METHODS

How Virginia superintendents and school board members experienced the transition from appointed to elected school boards was best addressed by a mixed methodology employing both qualitative and quantitative aspects. Merriam (1998) makes the point that “since qualitative research focuses on process, meaning, and understanding, the product of a qualitative study is richly descriptive” (p. 8). The subjects of this study related their perceptions in a qualitative fashion, and the Likert scales applied to their responses provided a quantitative feature.

Institutional Review Board (IRB) approval for this study was granted June 21, 2006 (see Appendix I). An amendment was granted by the IRB April 26, 2010 (see Appendix J).

Telephone interviews were conducted to obtain the opinions, attitudes, and feelings of superintendents and school board members. A total of 30 telephone interviews were made with 15 superintendents and 15 school board members who experienced the transition from appointed to elected school boards in Virginia from 1994 to 2006. Before the conduct of this study, potential superintendents who could participate were identified with the assistance of the Virginia Association of School Superintendents (VASS). This was necessary to determine if there were sufficient numbers of superintendents and school board members available to provide data for the study. It was determined that 35 superintendents were employed in Virginia in 2006 who had experienced the transition from appointed to elected school boards from 1994 to 2006. Twenty-five superintendents indicated that they were willing to be interviewed, and fifteen were chosen representing approximately the same proportion of school division sizes as the entire group of twenty-five. The names of potential school board members were identified by asking the selected superintendents to name school board members who have served as both appointed and elected members of their local school boards. The selected superintendents and their respective school board members were then contacted and 20-30 minute telephone interviews were scheduled.

The study is limited somewhat because the superintendents suggested the names of school board members to be interviewed. It is instructive to note, however, that the school board members answered the majority of the questions quite differently than the superintendents.

As shown in Table 3, the selected superintendents contained 13 males and 2 females. Fourteen were White and one was African-American. One represented a school division of over

25,000 students; six represented school divisions that enrolled 5,000 to 24,999 students; and eight represented school divisions of less than 5,000 students. The average length of total service among the superintendents serving both appointed and elected school boards was 14.8 years. The average length of service of superintendents serving appointed school boards was 6.9 years, and the average length of service of superintendents serving elected boards was 7.9 years.

As shown in Table 4, the school board members were comprised of 13 males and 2 females. Eleven of the school board members were White and four were African-American. One school board member served a school division of over 25,000 students; four represented school divisions that enrolled between 5,000 to 24,999 students; and ten were from school divisions that enrolled less than 5,000 students.

The average length of total service among the school board members serving both as appointed and elected was 19.1 years. The average length of service of the school board members as appointed was 9.3 years, while the average length of the school board members as elected was 9.8 years.

Table 3

Demographics of Superintendents in the Study

Superintendent	Race	Sex	Years Served Elected Boards	Years Served Appointed Boards	Total Years Served	Division Size
S1	W	M	7	2	9	S
S2	W	M	8	5	13	M
S3	W	M	9	10	19	S
S4	W	M	5	13.5	18.5	S
S5	W	M	6	6	12	S
S6	W	M	7	9	16	S
S7	W	F	5	11	16	S
S8	A-A	M	10	2	12	L
S9	W	M	8	7	15	M
S10	W	M	10	.5	10.5	M
S11	W	M	9	6	15	M
S12	W	F	5	10	15	S
S13	W	M	7	21	28	S
S14	W	M	10	4	14	M
S15	W	M	2.5	11.5	14	M
			$\bar{x} = 7.9$	$\bar{x} = 6.9$	$\bar{x} = 14.8$	

A-A = African-American

W = White

S = Small school divisions of less than 5,000 students

M = Medium school divisions of 5,000-24,999 students

L = Large school divisions of 25,000 + students

 \bar{x} = Mean

Table 4

Demographics of School Board Members in the Study

School Board Member	Race	Sex	Years Served As Elected	Years Served As Appointed	Total Years Served	Division Size
1	W	M	12	8	20	S
2	W	M	11.5	5	16.5	L
3	A-A	F	12	4	16	M
4	W	M	12	6	18	M
5	W	M	15	4	19	S
6	A-A	F	4	6	10	S
7	W	M	14	12	26	S
8	W	M	8	8	16	S
9	W	M	5	8	13	S
10	W	M	5	16	21	S
11	W	M	5	5	10	M
12	A-A	M	10	16	26	M
13	W	M	8	18	26	S
14	A-A	M	9	21	30	S
15	W	M	16	3	19	S
			$\bar{x} = 9.8$	$\bar{x} = 9.3$	$\bar{x} = 19.1$	
A-A = African-American W = White S = Small school divisions of less than 5,000 students			M = Medium school divisions of 5,000-24,999 students L = Large school divisions of 25,000 + students \bar{x} = Mean			

Research Questions

A series of open-ended questions were presented:

(1) How have the roles of the superintendents and school board members in overall operation been affected by the transition in governance structure from appointed to elected school boards? Contained within this question were four components: (a) policy execution, (b) purchasing policy, (c) curricula selection and supervision, and (d) personnel compensation, including benefits.

(2) How has the stature of the superintendents and school board members been affected by the transition from appointed to elected school boards? For the purpose of this study, stature is defined as professional prominence.

(3) How have the relationships among the superintendents, their subordinates, and school board members been affected by the transition from appointed to elected school boards?

(4) How has the authority of the superintendents and school board members been affected by the transition from appointed to elected school boards? For the purpose of this study, authority is defined as the power to influence actions.

(5) How has the longevity in office of superintendents and school board members been affected by the transition from appointed to elected school boards? That is, did this transition affect the length of their service in office?

(6) How has the role of the superintendents and school board members in regard to instructional supervision been affected by the transition from appointed to elected school boards?

(7) How has the role of the superintendents and school board members been affected by the transition from appointed to elected school boards in regard to budgeting?

(8) How has the role of the superintendents and school board members in personnel hiring procedures been affected by the transition from appointed to elected school boards?

(9) How has the role of the superintendents and school board members been affected by the transition from appointed to elected school boards in regard to maintenance of school facilities?

(10) How has the level of stress on the superintendents and school board members been affected by the transition from appointed to elected school boards? For the purpose of this study, stress is defined as mental tension.

(11) How has the administration of the schools between the superintendents and their respective school board members been affected by the transition from appointed to elected school boards? Specific administrative tasks include: (a) scheduling meetings, (b) decision-making, and (c) conducting public relations tasks.

(12) How has the professional satisfaction of the superintendents and school board members been affected by the transition from appointed to elected school boards? Specifically, did the transition affect the gratification one received from holding office?

Each superintendent and school board member was asked to rate the perceived effects of the transition from appointed to elected school boards according to the following Likert-type scale, and was applied to the first 12 questions:

1. No Effect
2. Very Little Effect
3. Affected Somewhat
4. Affected Significantly
5. Extreme Effect

Additional Research Questions

The superintendents and school board members were asked, as Question 13, to relate any other effects that the transition may have had on their leadership in their school divisions. Both groups mentioned the overall positive or negative effects of the transition and the issue of taxing autonomy for elected school boards. These issues were included as interviewees' – generated follow-up questions to support the research purported and included the following: (14) Did the superintendents and school board members characterize the effects of the transition from appointed to elected school boards as positive or negative? and, (15) should elected school boards have taxing autonomy?

In regard to Question 13, there were no other issues mentioned other than those presented as Questions 14 and 15. Therefore, no results are listed for this question.

In regard to Question 14, the answers of the superintendents and school board members were rated on a Likert scale as follows:

1. Negative effect
2. Somewhat Negative Effect
3. No Effect

4. Somewhat Positive Effect
5. Positive Effect

In regard to Question 15, the opinions of the superintendents and school board members were rated on a Likert scale as follows:

1. Definitely Yes
2. Probably Yes
3. Undecided
4. Probably No
5. Definitely No

Confidentiality was assured for all participants in the study. The subjects in the study were referred to in masculine form in order to maintain anonymity. Notes were taken from the telephone interviews to provide a means of review and compilation of the responses following the interviews. The notes were secured under lock and key and were accessible to the interviewer only. All records that identified participants during conduct of the study were destroyed upon completion of the study.

CHAPTER IV

RESULTS

A series of research questions, presented in detail in Chapter III, were posed to 15 superintendents and an equal number of Virginia school board members who had served in school divisions during the transition from appointed to elected school boards. A series of telephone interviews was used to obtain the perceptions of the effects experienced by superintendents and their respective school board members during the transition period.

In brief, the superintendents and their respective school board members were each asked for their perceptions of the effects created by the change in the governance structure of the school districts from appointed to elected school boards. They were queried about several issues, including the length of service, leadership, stature, administration, personal stress, and professional satisfaction. The interview protocol is presented in Appendix K.

The 30 participants were each asked to rate the perceived effects according to the following Likert-type scale which was applied to the first 12 questions:

1. No Effect
2. Very Little Effect
3. Affected Somewhat
4. Affected Significantly
5. Extreme Effect

The results of the interviews were then compiled and are described in the following section. The questions posed to the participants are provided with their respective responses and are displayed in a series of tables.

Overall Operation

Question 1: How have the roles of the superintendents and school board members in overall operation been affected by the transition in governance structure from appointed to elected school boards?

Arranged in Table 5 are the ratings of the effects created by the transition from appointed to elected school boards relative to the overall operation of the school districts, as perceived by the 15 superintendents. At one end of the perceived effect continuum, one superintendent indicated that an extreme effect occurred, and that his elected board micromanaged overall

operation extensively, often becoming involved individually with local vendors, bids, and purchasing. He further suggested that the board expressed little interest in school curricula unless there was an expenditure of funds, and that the school board members collectively were allied to taxpayers, not students. There was increased reluctance to request increases in personnel salaries due to their desire to keep local taxes low. He further stated that the school board attempted to support policies for the benefit of the board rather than the students. He complained that he was no longer viewed as the chief executive officer, his role under appointed boards; instead, he was treated as an executive secretary by the elected board.

The eleven superintendents who indicated that the transition from appointed to elected boards had a significant effect, plus one who indicated an extreme effect occurred, agreed that micromanagement had increased. Further, they suggested that there was an increased number of “single-issue board members” who attempted to respond directly to their constituents without consulting the superintendents. The following examples were provided: (a) board members scheduled meetings in their respective magisterial districts; (b) board members encouraged parents of enrolled pupils to contact the board members about issues rather than first communicating with the superintendent; (c) policy adoption became a high priority to the school board, which resulted in implementation of policies for every conceivable happenstance; (d) development of a perception that board members had a mandate from the electorate to get involved in operations; and (e) superintendents were becoming involved in battles between school boards and the local governing bodies, resulting in loss of credibility of the superintendents by both agencies. A specific example of micromanagement was provided by one superintendent who indicated that his school board was now scrutinizing all accounts payable, and had formed an oversight committee that commenced evaluating personnel salaries and initiated examining monthly reports of all employee compensation and payments. Concurrently, the salary of the superintendent became a top priority of the school board.

One superintendent reported that he was somewhat affected by the transition. He employed a strategy of providing positive recognition to the public for school board members who aligned themselves with him, and withheld such recognition to those who did not.

Toward the other end of the continuum regarding how superintendents perceived that the transition from appointed to elected boards affected overall operation of schools, one superintendent indicated the effect was very little. However, he perceived that elected school

boards were more fiscally responsible than appointed boards. He perceived that the appointed board shared a common philosophy and did not micromanage. He acknowledged that the constituents of appointed boards were students while the constituents of elected school boards were taxpayers. Another superintendent perceived that the transition from appointed to elected boards had not affected the overall operation of the school system.

The mean score of 3.7 suggests that for the fifteen superintendents, they, as a group, perceived the transition from appointed to elected school boards as significantly affecting their roles in school division overall operation.

Table 5

Perceived Effects of the Transition from Appointed to Elected School Boards on the Role of the Superintendents in Overall Operation

	Tally	Score	Mean
1 = No Effect	1	1	
2 = Very Little Effect	1	2	
3 = Affected Somewhat	1	3	$55 \div 15 = 3.7$
4 = Affected Significantly	11	44	
5 = Extreme Effect	1	5	
Totals	15	55	

Displayed in Table 6 are the tabulated responses for perceived effects on overall operation for the fifteen school board members who served during the transition from appointed to elected school boards. School board members responded quite differently than the superintendents. Nine school board members indicated that the transition from appointed to elected boards had no effect on their roles in school division operation; two responded that the transition had very little effect; while only four school board members stated that there was a significant effect that occurred following the transition.

Among the four school board members who reported that there was a significant effect related to overall operation, one member observed that when he served on an appointed board, only the salary of the superintendent was discussed. Following his election as a member of the elected school board he became more accountable to the public, and all personnel salaries became an issue. Pressure often was brought by certain constituents to limit the compensation of specified employees. The other three board members who reported significant effects created by

the transition from appointed to elected school boards regarding overall operation provided several observations including, “the elected boards were very political and very personal, and there was acrimony regarding salaries, and split votes over nearly every aspect of overall operation except curriculum, which was totally ignored”, “it was about politics with elected boards as opposed to being about children with appointed boards”, and “elected boards were oriented to the taxpayer and not to children”. One of the four members stated that his school board became more divided and observed appointed school boards eliminated “riffraff”.

A mean score of 1.9 for the responses from the 15 school board members suggests that they as a whole perceived the transition from appointed to elected school boards had very little effect on the overall operation of the school divisions.

Table 6

Perceived Effects of the Transition from Appointed to Elected School Boards on the Role of School Board Members in Overall Operation

	Tally	Score	Mean
1 = No Effect	9	9	
2 = Very Little Effect	2	4	
3 = Affected Somewhat	0	0	$29 \div 15 = 1.9$
4 = Affected Significantly	4	16	
5 = Extreme Effect	0	0	
Totals	15	29	

Stature

Question 2: How has the stature of the superintendents and school board members been affected by the transition from appointed to elected school boards?

Shown in Table 7 are the perceptions of the 15 superintendents regarding the effects created by the transition from appointed to elected school boards relative to the stature of superintendents. No superintendent reported an extreme effect on his stature due to the transition. Four responded the transition had a significant effect, while four responded they were affected somewhat; five responded their stature was affected very little; and two reported there was no effect due to the transition.

The four superintendents who indicated a significant effect on their stature agreed that it had been diminished. One superintendent furnished the following example: during his budget presentation before the town council, the mayor interrupted and indicated that he was not interested in the superintendent’s recommended budget. Instead, the mayor wanted the recommended budget by the school board. In another example, a superintendent observed that his elected board resented his power and was jealous of his stature in the community, and attempted to overshadow him, while still another superintendent indicated that his elected board wanted to be both policy makers and chief executive officers.

Four superintendents indicated that their stature had been affected somewhat, and one indicated that the transition from appointed to elected board had actually improved his stature in the community. The community supported him for working successfully with a board considered a “cross to bear”. Another superintendent reported his stature suffered because he was constantly “caught in the middle” between the two elected governmental bodies. Another superintendent stated that he enjoyed a “honeymoon” of about two weeks, and then was directed to “guide the board” and not “ruffle feathers”. Still another superintendent observed that while his stature had improved, it became more political. Further, he indicated that his board was divided on most issues, and he did not receive clear directives. As a consequence, he spoke for the division.

The mean score of 2.7 suggests that, as a whole, the superintendents perceived their stature was affected somewhat by the transition from appointed to elected school boards.

Table 7

Perceived Effects of the Transition from Appointed to Elected School Boards on the Stature of Superintendents

	Tally	Score	Mean
1 = No Effect	2	2	
2 = Very Little Effect	5	10	
3 = Affected Somewhat	4	9	$37 \div 15 = 2.7$
4 = Affected Significantly	4	16	
5 = Extreme Effect	0	0	
Totals	15	37	

Presented in Table 8 are the responses of the 15 school board members regarding the perceived effects of the transition from appointed to elected school boards pursuant to the stature of school board members. School board members overall perceived the transition from appointed to elected boards had very little effect on their stature. Seven board members indicated that the transition had no effect; one responded that the transition had very little effect; two reported being affected somewhat; and five reported the effect to be significant.

Of the five school board members who reported a significant effect on stature, one board member perceived that his stature was raised because the governing body respected his election by the people. He provided an example as his invitation to a transportation summit, and indicated while serving as an appointed member, he “felt invisible”. Another board member perceived that he had greater stature because “farmers didn’t run the county anymore” and a greater number of people had a say on school matters with elected boards. A third member observed that his stature increased due to his political strategy. He collected signatures in order to qualify for the ballot; thus, the public perceived that he was “doing something and was accountable”. A fourth board member indicated that his stature was elevated and he enjoyed a high political profile. He perceived that as an elected member, he was visible to 2000 people as opposed to 5 when he was appointed. The fifth board member responded that his stature was enhanced significantly. He perceived that there was inherent greater respect for an elected office.

The two board members who said their stature had been affected somewhat by the transition from appointed to elected school boards also indicated that the election to the board brought them greater respect from the public than when they were appointed. One board member reported that the transition actually had very little effect on his stature. He perceived that his electorate respected the office of school board members only slightly more since the transition to elected status.

The mean score of 2.3 suggests the school board members in the study perceived the transition from appointed to elected school boards had very little effect on their stature.

Table 8

Perceived Effects of the Transition from Appointed to Elected School Boards on the Stature of School Board Members

	Tally	Score	Mean
1 = No Effect	7	7	
2 = Very Little Effect	1	2	
3 = Affected Somewhat	2	6	35 ÷ 15 = 2.3
4 = Affected Significantly	5	20	
5 = Extreme Effect	0	0	
Totals	15	35	

Relationships with Subordinates

Question 3: How have the relationships among the superintendents, their subordinates, and school board members been affected by the transition from appointed to elected school boards?

Displayed in Table 9 are the perceived effects for the 15 superintendents relative to the transition from appointed to elected school boards regarding the relationships among superintendents, their subordinates, and school boards. No superintendent perceived an extreme effect on his relationships with subordinates as a result of the transition from appointed to elected school boards. Seven said there was a significant effect; two stated they were somewhat affected; six reported there was very little effect; and no superintendent reported no effect.

One superintendent who perceived the effects of the transition as significant regarding his relationship with subordinates said he became closer to his staff due to the increased combativeness of the elected school board. Similarly, a second superintendent observed that he had more power and a better relationship with his subordinates because his elected board was so divided and perceived by his subordinates as being incompetent. He also said that the appointed boards he served were more competent and powerful than the elected boards. Another superintendent reported that his relationship with subordinates became tenser because the elected board members communicated directly with principals and staff instead of contacting the superintendent, the prior policy of his appointed board. Also, he reported that the elected board pressured principals to recommend certain individuals for employment. Three superintendents indicated they counseled their staff and principals more extensively regarding communication

with the board and emphasized the need to inform the superintendent when such events occurred. Direct communication between the board and the superintendent's subordinates was more likely to occur between the board and principals than between the board and central office staff. Still another superintendent perceived that his relationship with subordinates was strengthened by the transition from appointed to elected boards. Whenever possible, he attempted to protect his subordinates from school board politics. He indicated that his policy was to keep his staff informed, and in turn, he expected the same from his staff. Whenever board members communicated with his subordinates, they were required to inform him.

The mean score of 3.1 suggests that the superintendents perceived the effect of the transition from appointed to elected school boards somewhat affected their relationship with their subordinates. The perceived effects ranged from increasing tension between the superintendent and his subordinates to strengthening the relationship between the superintendent and his subordinates.

Table 9
Perceived Effects of the Transition from Appointed to Elected School Boards on the Relationship of Superintendents with Subordinates

	Tally	Score	Mean
1 = No Effect	0	0	
2 = Very Little Effect	6	12	
3 = Affected Somewhat	2	6	$46 \div 15 = 3.1$
4 = Affected Significantly	7	28	
5 = Extreme Effect	0	0	
Totals	15	46	

Displayed in Table 10 are the responses of the 15 school board members in the study relative to the perceived effects of the transition from appointed to elected school boards pursuant to the relationship between school board members and the superintendents' subordinates. Twelve school board members said the transition from appointed to elected boards had no effect on their relationship with subordinates. One said it had very little effect; one reported somewhat an effect; one reported a significant effect; and no board member responded

that the transition had an extreme effect on their relationship with the superintendents' subordinates.

The board member who perceived a significant effect on the relationship between local school boards and the superintendents' subordinates indicated that the area of finance was most affected. He said elected board members were more likely to directly communicate with the superintendents' subordinates regarding fiscal issues, which have resulted in the formation of a negative image of the elected boards. In agreement, another board member stated his relationship with subordinates was negatively affected somewhat because he perceived the staff did not respect the elected boards as they did the appointed boards.

The mean score of 1.4 suggests that most board members perceived the transition from appointed to elected school boards had very little or no effect on their relationships with subordinates of the superintendents.

Table 10

Perceived Effects of the Transition from Appointed to Elected School Boards on the Relationship of School Board Members with Subordinates

	Tally	Score	Mean
1 = No Effect	12	12	
2 = Very Little Effect	1	2	
3 = Affected Somewhat	1	3	21 ÷ 15 = 1.4
4 = Affected Significantly	1	4	
5 = Extreme Effect	0	0	
Totals	15	21	

Authority

Question 4: How has the authority of the superintendents and school board members been affected by the transition from appointed to elected school boards?

Shown in Table 11 are the ratings of the 15 superintendents in the study of the perceived effects of the transition from appointed to elected school boards on the authority of superintendents. No superintendent reported the effect on his authority was extreme. Five said the effect was significant; three reported being somewhat affected; four were affected very little; and three reported no effect.

One superintendent who reported a significant effect on his authority said a power struggle between him and the board was a negative factor. He said elected boards brought on controversy as to who was really in charge of the schools, and some teachers took advantage of the situation and undermined the superintendent. He said he left one superintendent position because of this phenomenon. Another superintendent said his authority was curtailed significantly because his board wanted to be in charge of the everyday operation of the school system. One superintendent stated the elected board took their job as a mission to challenge the superintendent and the whole process of school operations, while another said his power was diminished because the board wanted authority all to themselves. Additionally, one stated he assumed greater authority than before because his board was so divided and incompetent.

One of the three superintendents who reported elected boards had affected his authority somewhat pointed out that elected boards want to be “out front on issues” and keep the superintendent in the background. He said some superintendents of elected boards are hired to “do the bidding of the school board”, and the superintendent-school board relationship is not a partnership with many elected boards. The other two superintendents who perceived their authority had been affected somewhat pointed to the election process as the inspiration for boards to want to appear as having more authority.

The mean score of 2.7 suggests overall the superintendents believed their authority was affected somewhat by the transition of appointed to elected school boards.

Table 11

Perceived Effects of the Transition from Appointed to Elected School Boards on the Authority of Superintendents

	Tally	Score	Mean
1 = No Effect	3	3	
2 = Very Little Effect	4	8	
3 = Affected Somewhat	3	9	$40 \div 15 = 2.7$
4 = Affected Significantly	5	20	
5 = Extreme Effect	0	0	
Totals	15	40	

Presented in Table 12 are the ratings of the 15 school board members in the study of the perceived effects of the transition from appointed to elected school boards on the authority of school board members. No school board member reported the transition to elected school boards had an extreme effect on his authority. One said it was significant; four reported the transition had somewhat affected their authority; and no board member reported very little effect. Ten board members reported there was no effect on their authority.

The school board member who rated his authority as being affected significantly said it was the perception of his electorate that he had more power and influence because he was elected rather than appointed. The four school board members who said their authority was affected somewhat all mentioned that the public believed the office was higher because it was an elected one.

The mean score of 1.7 suggests school board members perceived the transition from appointed to elected school boards had very little effect on their authority.

Table 12

Perceived Effects of the Transition from Appointed to Elected School Boards on the Authority of School Board Members

	Tally	Score	Mean
1 = No Effect	10	10	
2 = Very Little Effect	0	0	
3 = Affected Somewhat	4	12	26 ÷ 15 = 1.7
4 = Affected Significantly	1	4	
5 = Extreme Effect	0	0	
Totals	15	26	

Longevity

Question 5: How has the longevity in office of superintendents and school board members been affected by the transition from appointed to elected school boards?

Displayed in Table 13 are the ratings by the 15 superintendents in the study of the perceived effects of the transition from appointed to elected school boards on the longevity of superintendents. Two superintendents said their longevity was affected to an extreme extent.

Two said it was affected significantly; one reported the affect to be somewhat; four reported very little effect; and six reported no effect on their longevity due to the transition.

One of the two superintendents who reported an extreme effect said the transition cost him his job because the newly elected board came on with grudges against him and wanted to appoint their own superintendent. He said his job was more stable with an appointed board. The other superintendent who reported an extreme effect had a very similar story to tell.

The two superintendents who reported a significant effect on their longevity said it was shortened because of the motives of the elected board. One superintendent reported that his longevity was somewhat affected but said he had overcome the board members who had come on the board to dismiss him.

The mean score of 2.3 indicates the superintendents perceived the transition from appointed to elected school boards had very little effect on their longevity.

Table 13

Perceived Effects of the Transition from Appointed to Elected School Boards on the Longevity of Superintendents

	Tally	Score	Mean
1 = No Effect	6	6	
2 = Very Little Effect	4	8	
3 = Affected Somewhat	1	3	35 ÷ 15 = 2.3
4 = Affected Significantly	2	8	
5 = Extreme Effect	2	10	
Totals	15	35	

Shown in Table 14 are the ratings by the 15 school board members in the study of the perceived effects of the transition from appointed to elected school boards on the longevity of school board members. No school board member perceived the transition from appointed to elected school boards had affected his longevity in an extreme manner. Two said it had a significant effect; four reported somewhat an effect; one reported very little effect; and eight board members reported there was no effect on their longevity.

One of the school board members who reported a significant effect on his longevity in office said he would do what he believed was right regardless of his re-election and “it might

cost him” in the future. The other board member who perceived a significant effect on his longevity in office said he did not run for re-election because running for office was too expensive and distasteful for him to do again.

Of those saying their longevity was somewhat affected, one said it was good that longevity was affected because board members had to bend to the will of the people. Another said elected board members had too much concern for their election and for the perception of controversial issues with the electorate, rather than focusing on the education of the children. Additionally, one school board member stated that the longevity issue resulted in more split decisions with elected boards rather than working for compromise, which was a hallmark of appointed boards.

The mean score of 2.0 suggests that the school board members in the study perceived their longevity was affected very little by the transition from appointed to elected school boards.

Table 14

Perceived Effects of the Transition from Appointed to Elected School Boards on the Longevity of School Board Members

	Tally	Score	Mean
1 = No Effect	8	8	
2 = Very Little Effect	1	2	
3 = Affected Somewhat	4	12	30 ÷ 15 = 2.0
4 = Affected Significantly	2	8	
5 = Extreme Effect	0	0	
Totals	15	30	

Instructional Supervision

Question 6: How has the role of the superintendents and school board members in regard to instructional supervision been affected by the transition from appointed to elected school boards?

Presented in Table 15 are the ratings of the 15 superintendents in the study of the perceived effects of the transition from appointed to elected school boards on the role of the superintendents in instructional supervision. No superintendent responded that the transition to elected boards had an extreme effect on his role in instruction. Two said it had a significant

effect; two reported it had somewhat an effect; two reported very little effect; and nine reported that the transition had no effect on instruction.

The two superintendents who reported a significant effect on their role in instruction said there was much more pressure on them because of the high-stakes testing that came about at the same time elected school boards came to Virginia.

One of the two superintendents who perceived his role in instruction had been affected somewhat reported that he was compelled to give elected boards more information on instruction, while the other superintendent said the only change was a heightened interest in firing bad teachers.

The mean score of 1.8 suggests the superintendents in the study perceived the transition from appointed to elected boards had very little effect on their role in instructional supervision.

Table 15

Perceived Effects of the Transition from Appointed to Elected School Boards on the Role of the Superintendents in Instructional Supervision

	Tally	Score	Mean
1 = No Effect	9	9	$27 \div 15 = 1.8$
2 = Very Little Effect	2	4	
3 = Affected Somewhat	2	6	
4 = Affected Significantly	2	8	
5 = Extreme Effect	0	0	
Totals	15	27	

Displayed in Table 16 are the ratings of the 15 school board members in the study of the perceived effects of the transition from appointed to elected school boards on the role of the school board members in instructional supervision. No school board member said the transition to elected boards had an extreme effect on his roles in instructional supervision. Two said it had a significant effect; one reported somewhat an effect; none reported very little effect; and twelve reported the transition had no effect on their role in instructional supervision.

One of the board members who perceived the transition had a significant effect on his role in instructional supervision said some constituents were very interested in the gifted program and brought great pressure on the board to set up centers for gifted students. He said

the staffing was very expensive, the gifted centers were growing much too fast, and it was to the detriment of regular education. He said this would have never happened with an appointed board because the superintendent would have been leading the board, not the other way around. The other board member who perceived a significant effect said it came about by elected board members trying to tell the administration how to provide instruction when they should just leave the matter to the superintendent and his staff.

The mean score of 1.5 suggests the school board members in the study perceived the effects of the transition from appointed to elected school boards had no effect to very little effect on their roles in instructional supervision.

Table 16

Perceived Effects of the Transition from Appointed to Elected School Boards on the Role of the School Board Members in Instructional Supervision

	Tally	Score	Mean
1 = No Effect	12	12	
2 = Very Little Effect	0	0	
3 = Affected Somewhat	1	3	23 ÷ 15 = 1.5
4 = Affected Significantly	2	8	
5 = Extreme Effect	0	0	
Totals	15	23	

Budgeting

Question 7: How has the role of the superintendents and school board members been affected by the transition from appointed to elected school boards in regard to budgeting?

Presented in Table 17 are the ratings of the 15 superintendents in the study of the perceived effects of the transition from appointed to elected school boards on the role of the superintendents in budgeting. One superintendent reported an extreme effect on his role in budgeting brought on by the advent of elected school boards in Virginia. Ten said it had a significant effect; two reported it had somewhat an effect; two stated there was very little effect; and no superintendent reported that the transition had no effect on his role in budgeting.

The superintendent who reported an extreme effect on his role in budgeting said the process for him had become all about satisfying board members and their projects. He reported

his board was hands-on and into the details of the budgeting process to make sure their initiatives were represented. He said the board members believed they had a mandate from their voters to function in this manner.

One of the ten superintendents who perceived a significant change on his role in budgeting said his elected board resented the presenting of the budget by the superintendent, in spite of the fact that the Code of Virginia requires it. He said the board wanted to present it themselves, and regularly dismantled salary scales in an effort to be ultra-frugal with taxpayers' money. Another superintendent said that since the elected boards were no longer beholden to the governing body for their appointments, they were much more willing to take them on and fight for their initiatives. Another superintendent said his board really presented the budget, and another said he was just a "go-between" for the school board and the board of supervisors. Still another superintendent mentioned the school board calling numerous committee meetings for budgeting that were territorial battles over pet projects. Nine of the ten superintendents who reported a significant effect on their role in budgeting said their role in the process had been diminished significantly.

The two superintendents who said their role in budgeting had been affected somewhat both said elected boards behaved differently than appointed ones in this area. One mentioned the appointment of a budget review committee that he said would never have happened with an appointed board. The other superintendent said he controlled the issue to a great degree by including in the budget the favorite causes of certain board members who aligned themselves with him.

The mean score of 3.7 suggests that overall the superintendents in the study perceived the transition from appointed to elected school boards had affected their roles in budgeting significantly.

Table 17

Perceived Effects of the Transition from Appointed to Elected School Boards on the Role of the Superintendents in Budgeting

	Tally	Score	Mean
1 = No Effect	0	0	
2 = Very Little Effect	2	4	
3 = Affected Somewhat	2	6	$55 \div 15 = 3.7$
4 = Affected Significantly	10	40	
5 = Extreme Effect	1	5	
Totals	15	55	

Shown in Table 18 are the ratings of the 15 school board members in the study of the perceived effects of the transition from appointed to elected school boards on the role of the school board members in budgeting. One school board member said the transition to elected school boards had affected his role in budgeting in an extreme manner. Four said there was a significant effect; one reported somewhat an effect; one stated there was very little effect; and eight reported there was no effect on their role in budgeting due to the transition.

The school board member who reported an extreme effect said budgeting should be directed by the superintendent, but it was run by the board. He said his role was changed in an extreme manner because he was “always fighting the process”, something he never had to do with an appointed board.

One of the four board members who perceived a significant effect on his budgeting role said the transition to elected boards had enhanced his role in a very positive manner. He said he knew what the division could afford, and he represented the will of the people. He said he was qualified to take an active and enhanced role in budgeting because he was educationally informed, politically astute, and financially sound. Another said his board had taken on an enhanced role, but the appointed boards were better because the superintendent and his staff knew more about the process as professionals, and the superintendent should have the lead role. Another board member said he had a financial background and he was comfortable taking the lead in budgeting, while yet another board said the elective process required him to be more

active in budgeting because the electorate expected him to demonstrate that he was a good steward of taxpayers' money.

The board member who reported the transition from appointed to elected school boards had affected his role in budgeting somewhat said it had been changed because the dynamic between the school board and the town council had changed. Currently there was more rancor with elected school boards and governing bodies because there was no obligation for the school board to get along with the town council since they were no longer appointed by council.

The mean score of 2.3 suggests school board members overall perceived the transition from appointed to elected school boards had affected their role in budgeting very little.

Table 18

Perceived Effects of the Transition from Appointed to Elected School Boards on the Role of the School Board Members in Budgeting

	Tally	Score	Mean
1 = No Effect	8	8	
2 = Very Little Effect	1	2	
3 = Affected Somewhat	1	3	34 ÷ 15 = 2.3
4 = Affected Significantly	4	16	
5 = Extreme Effect	1	5	
Totals	15	34	

Personnel Hiring Procedures

Question 8: How has the role of the superintendents and school board members in personnel hiring procedures been affected by the transition from appointed to elected school boards?

Shown in Table 19 are the ratings of the 15 superintendents in the study of the perceived effects of the transition from appointed to elected school boards on the role of the superintendents in personnel hiring procedures. Two superintendents reported that personnel hiring procedures in their division had been affected to an extreme degree by the transition from appointed to elected school boards. Five reported a significant effect; two reported somewhat an effect; three reported very little effect; and three reported there was no effect on the personnel hiring procedures due to the transition.

One superintendent who reported an extreme effect on personnel hiring procedures said his board is against the hiring of African-Americans. He said his board is made up of only one African-American and the rest Caucasian, even though the county and school population is approximately 50% African-American. He said he was accosted in the hall outside a meeting room at the Richmond, Virginia, Marriott Hotel at a Virginia School Boards Association meeting by one of his board members who loudly asked him in the presence of his entire board and a hallway full of Virginia school board members why he “couldn’t find a (expletive deleted) qualified White man” to fill an administrative position for which the superintendent had recommended a Black female. The other superintendent who reported an extreme effect said the board wanted to take over the hiring process by doing the interviewing, and then dictating to the superintendent whom to recommend to the board.

One of the five superintendents who reported a significant effect said his board was heavily involved in questioning him about new hires in closed sessions that usually lasted over an hour. Additionally, another superintendent said the process of hiring was now a board initiative, and the number of constituents’ and applicants’ telephone calls to board members were increasing greatly, bringing pressure on the board that was passed on to the superintendent. Yet another superintendent reported that he recommended a person for a job over another individual who had been the election campaign manager for one of his board members. The board member had already called the rest of the board and lobbied vigorously for his campaign manager. When the board appointed the person the superintendent recommended, the disappointed board member raised unnecessary and trivial objections to the person hired on several occasions. Still another superintendent reported that his board brought pressure to bear on the hiring of custodians and administrators, but not so much on teachers. He said his board wanted to fire any coach who didn’t win in any major sport regardless of the skills of the coaches. He said the board was now exerting more pressure on the hiring of coaches of minor sports as well. A fifth superintendent reported that the change to elected boards gave him significantly more say in hiring, and the board took his recommendations because they couldn’t agree among themselves.

The two superintendents who said hiring had been somewhat affected by the arrival of elected boards attributed the change to the fact that the electorate felt empowered by the election process, and were more likely to lobby for the hiring of friends and relatives. One of the

superintendents said he had been asked by a minority board member why more Blacks weren't hired.

The mean score of 3.0 suggests the superintendents in the study perceived the transition from appointed to elected school boards had somewhat affected the personnel hiring procedures in their school division.

Table 19
Perceived Effects of the Transition from Appointed to Elected School Boards on the Role of the Superintendents in Personnel Hiring Procedures

	Tally	Score	Mean
1 = No Effect	3	3	
2 = Very Little Effect	3	6	
3 = Affected Somewhat	2	3	45 ÷ 15 = 3.0
4 = Affected Significantly	5	20	
5 = Extreme Effect	2	10	
Totals	15	45	

Displayed in Table 20 are the ratings of the 15 school board members in the study of the perceived effects of the transition from appointed to elected school boards on the role of the school board members in personnel hiring procedures. One school board member said that hiring procedures were affected to an extreme degree by the transition from appointed to elected school boards. One board member said he was affected significantly; no board member reported that he was affected somewhat; one reported being affected very little; and twelve reported that the transition had no effect on hiring procedures.

The board member who said there was an extreme effect on hiring procedures said he and his board wanted to sit in on interviews. He said he didn't feel that way when he was appointed, but now he felt he did what his voters expected. The board member who said elected boards had brought a significant effect on hiring procedures said it was a positive change brought about by increased accountability to the public.

The mean score of 1.5 suggests the school board members in the study perceived the transition from appointed to elected school boards as having little to no effect on personnel hiring procedures in their school divisions.

Table 20

Perceived Effects of the Transition from Appointed to Elected School Boards on the Role of the School Board Members in Personnel Hiring Procedures

	Tally	Score	Mean
1 = No Effect	12	12	
2 = Very Little Effect	1	2	
3 = Affected Somewhat	0	0	23 ÷ 15 = 1.5
4 = Affected Significantly	1	4	
5 = Extreme Effect	1	5	
Totals	15	23	

Maintenance of School Facilities

Question 9: How has the role of the superintendents and school board members been affected by the transition from appointed to elected school boards in regard to maintenance of school facilities?

Presented in Table 21 are the ratings of the 15 superintendents in the study of the perceived effects of the transition from appointed to elected school boards on the role of the superintendents in maintenance of school facilities. Two superintendents reported an extreme effect on maintenance of the schools as a result of going from appointed to elected school boards. Five reported a significant effect; two reported somewhat an effect; no superintendent reported that the transition had very little effect; and six reported there was no effect on maintenance of the schools as a result of the transition to elected boards.

One of the superintendents who reported an extreme effect on maintenance said his board micromanaged maintenance to the extent that they second guessed bids and the amount of materials needed for jobs. He said that they held up school board meetings to discuss water rates and sewer rates in detail. He reported the board members would posture over what maintenance was being done to schools in one district as opposed to another district, calling out one bill number out of hundreds and quizzing the finance director about it at the meeting. He said two members would vote not to pay the bills if they had any question about one matter. This superintendent reported that his board would sit on maintenance funds, refuse to spend them, and then ask the governing body to carry over hundreds of thousands of dollars to the next fiscal year

even though the funds were sorely needed for many current-year projects. The superintendent stated that the facilities were beginning to get in bad shape as a result, and the board members would only visit schools in their own district and only vote to address maintenance needs of schools in their own district. The other superintendent who reported on extreme effect on maintenance said his board members were very provincial, and were only interested in maintenance if it were for schools in their own districts.

One of the five superintendents who reported a significant effect on maintenance said his board was heavily involved in the process and had formed a committee to study any projects before they were brought to the board. He said the board kept maintenance logs themselves and told the superintendent what to do and when to do it. The other four superintendents who reported a significant effect on maintenance mentioned that the board was provincial in their approach and greatly micromanaged the maintenance of the schools.

One of the two superintendents who reported maintenance had been somewhat affected said some of his board members had some knowledge on the subject and wanted to contribute. The other superintendent said the interest was generated because the board wanted to spend as little as possible on maintenance.

The mean score of 2.8 suggests that overall the superintendents in the study perceived the transition from appointed to elected school boards affected maintenance somewhat.

Table 21

Perceived Effects of the Transition from Appointed to Elected School Boards on the Role of the Superintendents in Maintenance of School Facilities

	Tally	Score	Mean
1 = No Effect	6	6	
2 = Very Little Effect	0	0	
3 = Affected Somewhat	2	6	43 ÷ 15 = 2.8
4 = Affected Significantly	5	20	
5 = Extreme Effect	2	10	
Totals	15	42	

Shown in Table 22 are the ratings of the 15 school board members in the study of the perceived effects of the transition from appointed to elected school boards on the role of the

school board members in maintenance of school facilities. No school board member thought the advent of elected school boards had affected maintenance in an extreme way. Four board members said the transition had affected maintenance significantly. One said it had affected maintenance somewhat; no school board member reported the transition as having little effect on maintenance of the schools; and ten reported that the transition had no effect on maintenance of the schools.

One of the four board members who noted a significant effect said that the public saw building problems and called the board about them. He said the problems could not be ignored, and he passed them on to the superintendent, who took them to maintenance personnel. He reported that his board did not tell the superintendent how to fix the problems, but the board did elevate the importance of the issue. Another board member said elected boards had more credibility with governing bodies to ask for money for maintenance, and his board was active in that area. The other two board members made the same point.

The board member who said that maintenance had been affected somewhat by the transition to elected boards said it had been affected because of the efforts of the school board to work with their superintendent to combat a micromanaging town council who wanted to get involved with every single maintenance issue.

The mean score of 1.9 suggests the school board members in the study overall perceived that the transition from appointed to elected school boards had very little effect on their roles in maintenance of the schools.

Table 22

Perceived Effects of the Transition from Appointed to Elected School Boards on the Role of the School Board Members in Maintenance of School Facilities

	Tally	Score	Mean
1 = No Effect	10	10	
2 = Very Little Effect	0	0	
3 = Affected Somewhat	1	3	$29 \div 15 = 1.9$
4 = Affected Significantly	4	16	
5 = Extreme Effect	0	0	
Totals	15	29	

Level of Stress

Question 10: How has the level of stress on the superintendents and school board members been affected by the transition from appointed to elected school boards?

Shown in Table 23 are the ratings of the 15 superintendents in the study of the perceived effects of the transition from appointed to elected school boards on the level of stress of the superintendents. Three superintendents reported the transition from appointed to elected school boards had an extreme effect on their stress level. Six superintendents identified their stress level as significantly affected; three identified it as somewhat affected; two superintendents stated that the transition had very little effect on their stress level; and one superintendent said that the transition had no effect on his stress level.

One superintendent who reported an extreme effect on stress level said that it was due to the constant confrontational attitude and negativity of his elected board. He cited the board's stance on financial matters as particularly troubling. Another superintendent said his board seemed to enjoy negatively and unprofessionally engaging with the superintendent and his staff. Additionally, one superintendent said the negativism from his elected board affected his health to such an extent that medication had become necessary. He said the effect was very extreme, causing his job to "begin taking over his life in a very hurtful way". He said he survived and finally a new board was elected and this board now supports him in a professional manner.

Remarks from the superintendents who reported a significant effect on stress were as follows: there was a sense of vulnerability because of the board's antagonism; the board used the superintendent as a scapegoat; one had to be on guard every day to protect himself against a very political board; and stress increased significantly because of the micromanaging of their boards.

Superintendents who reported that their stress was somewhat affected by the arrival of elected boards cited politics and the increased time required by individual members as a great influence.

The mean score of 3.5 suggests the superintendents in the study perceived their stress ranged from being somewhat affected to significantly affected by the transition from appointed to elected school boards.

Table 23

Perceived Effects of the Transition from Appointed to Elected School Boards on the Level of Stress of Superintendents

	Tally	Score	Mean
1 = No Effect	1	1	
2 = Very Little Effect	2	4	
3 = Affected Somewhat	3	9	$53 \div 15 = 3.5$
4 = Affected Significantly	6	24	
5 = Extreme Effect	3	15	
Totals	15	53	

Presented in Table 24 are the perceptions of the 15 school board members in the study of the effects of the transition from appointed to elected school boards on the level of stress of the school board members. Two school board members reported their level of stress was affected in an extreme manner by the transition from appointed to elected school boards, while one reported a significant effect on stress level. Two board members were affected somewhat; four reported being affected very little; and six reported the transition had no effect on stress level.

One of the school board members who perceived an extreme effect on his stress level said it was caused by the higher expectations of the clients. He said clients were defined by the elected boards as the voters, while the clients of appointed boards were considered to be the children. The other member who reported an extreme effect said he lost the desire to serve as chairman another term, and the pressure from newly elected board members who had single agendas rather than an interest in the education of the children was very intense. He reported that at times some board members wanted to fire the superintendent, while others thought they were elected to “change the world”. The board member who perceived a significant effect on his stress level said the causal agents were politics from the governing body. One board member who said his stress had been affected somewhat also cited the causes as politics from the governing body. The other board member who perceived that his stress level had been somewhat affected said he felt more stress regarding fiscal decisions.

The mean score of 2.3 suggests the school board members in the study perceived their level of stress had been affected very little by the transition from appointed boards to elected school boards.

Table 24

Perceived Effects of the Transition from Appointed to Elected School Boards on the Level of Stress of School Board Members

	Tally	Score	Mean
1 = No Effect	6	6	
2 = Very Little Effect	4	8	
3 = Affected Somewhat	2	6	$34 \div 15 = 2.3$
4 = Affected Significantly	1	4	
5 = Extreme Effect	2	10	
Totals	15	34	

Administration of the Schools

Question 11: How has the administration of the schools between the superintendents and their respective school board members been affected by the transition from appointed to elected school boards?

Presented in Table 25 are the ratings of the 15 superintendents in the study of the perceived effects of the transition from the appointed to elected school boards on the administration of the schools between the superintendents and their respective school board members. No superintendent in the study reported an extreme effect on the administration of the schools due to this transition. Three superintendents reported a significant effect; while five reported somewhat an effect on their administration of the schools with the school board members. Two superintendents reported very little effect due to the transition, and five reported they experienced no effect due to the transition.

Superintendents reporting significant effects on the administration of the schools with their board members identified several reasons: the board refused to change meeting times and dates and “second guessed” the superintendents’ decisions, and more time had to be spent with each member with elected boards, rather than just with the chairman of an appointed board. One superintendent said his administration of the schools with his board was significantly better because they needed the superintendent to get re-elected, and he was their “ticket” for future service. Those superintendents reporting that their administration with the board had been somewhat affected identified the relationship as more difficult and antagonistic. The idea that superintendents had to be concerned about decisions “hurting board members” was identified as

a problem. Other concerns centered on board members running for election because of personnel issues, and that due to these issues, decisions were scrutinized, particularly those involving dismissals and non-renewals of personnel. Another superintendent said his board “played to the public” with more night meetings and hearings in different areas of the county.

The mean score of 2.4 suggests superintendents in the study believed their administration of the schools with their board members had been affected very little by the transition from appointed to elected school boards.

Table 25

Perceived Effects of the Transition from Appointed to Elected School Boards on the Administration of the Schools between the Superintendents and Their Respective School Board Members, According to the Superintendents

	Tally	Score	Mean
1 = No Effect	5	5	
2 = Very Little Effect	2	4	
3 = Affected Somewhat	5	15	$36 \div 15 = 2.4$
4 = Affected Significantly	3	12	
5 = Extreme Effect	0	0	
Totals	15	36	

Shown in Table 26 are the ratings of the 15 school board members in the study of the perceived effects of the transition from appointed to elected school boards on the administration of the schools between the superintendents and their respective board members. Fourteen of the fifteen school board members stated that the transition from appointed to elected school boards had no effect on the administration of the schools with their superintendents. Only one board member perceived a significant effect.

The school board member who reported a significant effect on administration of the schools with his superintendent as a result of the transition to elected boards said he had to work more closely with the superintendent than he did with appointed boards. He said there were more work sessions conducted at different sites and the public expected more of elected boards.

The mean score of 1.2 suggests the school board members in the study believed the transition from appointed to elected school boards had no effect on the administration of the schools with their superintendents.

Table 26

Perceived Effects of the Transition from Appointed to Elected School Boards on the Administration of the Schools between the Superintendents and Their Respective School Board Members, According to the School Board Members

	Tally	Score	Mean
1 = No Effect	14	14	
2 = Very Little Effect	0	0	
3 = Affected Somewhat	0	0	18 ÷ 15 = 1.2
4 = Affected Significantly	1	4	
5 = Extreme Effect	0	0	
Totals	15	18	

Professional Satisfaction

Question 12: How has the professional satisfaction of the superintendents and school board members been affected by the transition from appointed to elected school boards?

Shown in Table 27 are the ratings of the 15 superintendents in the study of the perceived effects of the transition from the appointed to elected school boards on the professional satisfaction of the superintendents. Two superintendents reported an extreme effect on their professional satisfaction as a result of the transition to elected school boards. Two said there was a significant effect; five reported the transition to have somewhat of an effect; two superintendents reported very little effect; and four reported the transition has no effect on professional satisfaction.

Superintendents who perceived their professional satisfaction was affected in an extreme way due to the transition reported the following: retiring because of the transition; that their lack of professional satisfaction was due to the negativity of the board; and a feeling of being “undervalued” was identified as an effect of moving to elected boards because the boards “wanted the credit” for the positive aspects of the school system.

One of the superintendents who reported a significant effect on his professional satisfaction said he was the “scapegoat” for his elected board. He reported that when problems arose, there was no board support, and the board held the superintendent responsible for both his actions and the actions of the board. Conversely, one superintendent said his professional satisfaction was significantly affected in a positive way by the transition to elected boards because his board was so divided and gave such a negative view to the public that he got most of the credit for the positive aspects of the school system.

The five superintendents who perceived their professional satisfaction had been affected somewhat mentioned causal agents such as more time required by elected board members and more stress brought to bear on them. All five said their professional satisfaction was somewhat less with elected boards than with appointed boards.

The mean score of is 2.7 suggests superintendents in the study perceived their professional satisfaction had been somewhat affected by the transition from appointed to elected school boards.

Table 27

Perceived Effects of the Transition from Appointed to Elected School Boards on the Professional Satisfaction of the Superintendents

	Tally	Score	Mean
1 = No Effect	4	4	
2 = Very Little Effect	2	4	
3 = Affected Somewhat	5	15	$41 \div 15 = 2.7$
4 = Affected Significantly	2	8	
5 = Extreme Effect	2	10	
Totals	15	41	

Shown in Table 28 are the ratings of the 15 school board members in the study of the perceived effects of the transition from the appointed to elected school boards on the professional satisfaction of the school board members. No school board member reported an extreme effect on his professional satisfaction with the transition to elected school boards. Five board members reported a significant effect on professional satisfaction. Additionally, no board members reported that the transition had somewhat of an effect on their professional satisfaction; one

board member reported very little effect; and nine board members reported the transition had no effect on their professional satisfaction.

Of the five board members who reported the transition as having a significant effect on their professional satisfaction, two stated there was more professional satisfaction and made additional comments that they enjoyed the job more, had more confidence and were more relaxed with elected boards, and three reported less professional satisfaction. Of those reporting significantly less professional satisfaction, one said the job was less enjoyable because of the stress of dealing with other elected board members who had single issues. He said he wanted to distance himself from those members. He also perceived that it was more difficult to accomplish what needed to be done for the education of the students with an elected board.

The mean score of 2.1 suggests that the school board members in the study perceived the transition from appointed to elected school boards affected their professional satisfaction very little.

Table 28

Perceived Effects of the Transition from Appointed to Elected School Boards on the Professional Satisfaction of the School Board Members

	Tally	Score	Mean
1 = No Effect	9	9	
2 = Very Little Effect	1	2	
3 = Affected Somewhat	0	0	31 ÷ 15 = 2.1
4 = Affected Significantly	5	20	
5 = Extreme Effect	0	0	
Totals	15	31	

Other Effects

Question 13: Are there other effects that the transition may have had concerning the overall leadership in the school division?

Both the superintendents and school board members mentioned the overall positive or negative effects of the transition, and the issue of taxing autonomy for elected school boards, which are included as Questions 14 and 15. There were no other issues raised; therefore, no results are listed for this question.

Positive or Negative Effects

Question 14: Did the superintendents and school board members characterize the effects of the transition from appointed to elected school boards as positive or negative?

The answers of the superintendents and school board members were rated on a Likert scale as follows:

1. Negative Effect
2. Somewhat Negative Effect
3. No Effect
4. Somewhat Positive Effect
5. Positive Effect

Shown in Table 29 are the ratings of the 15 superintendents in the study of the perceived positive or negative effects of the transition from appointed to elected school boards on the superintendents. Two superintendents perceived the change from appointed to elected boards had a positive effect on them; one reported the transition had a somewhat positive effect; two reported there was no effect; and five reported that the transition had a somewhat negative effect. Additionally, five superintendents said there was a negative effect due to the transitions.

One of the superintendents who reported a positive effect said his power and influence was much greater because his board was very much divided, and he spoke for the division. He said the chairman spoke for the division with appointed boards, and the elected boards were not as competent and powerful as the appointed ones. The other superintendent who reported a positive effect said the elected boards were more accountable to the public and were more actively involved in the process of educating children.

The superintendent who said the transition from appointed to elected boards was somewhat positive stressed the fact that the elected boards were now independent of the governing body, and the “good old boy” system had been torn down. He said the independence allowed the elected board to be more aggressive to support public education.

All five superintendents who said the transition to elected boards had been somewhat negative reported their elected boards were very involved in budgeting, political posturing was prevalent, and the stress on the superintendent was greater. Four of the five superintendents said their boards micromanaged excessively.

The five superintendents who said the transition from appointed to elected school boards had been negative all cited excessive involvement in budgeting and excessive micromanaging by elected boards as being very negative factors. All five perceived their stress level was much greater, and four of the five said there were problems working with their boards in hiring and setting salaries of personnel.

The mean score of 2.3 suggests the superintendents in the study perceived the effects of the transition from appointed to elected school boards as somewhat negative.

Table 29

Perceived Positive or Negative Effects of the Transition from Appointed to Elected School Boards on the Superintendents

	Tally	Score	Mean
1 = Negative Effect	5	5	35 ÷ 15 = 2.3
2 = Somewhat Negative Effect	5	10	
3 = No Effect	2	6	
4 = Somewhat Positive Effect	1	4	
5 = Positive Effect	2	10	
Totals	15	35	

Presented in Table 30 are the ratings of the 15 school board members in the study of the perceived positive or negative effects of the transition from the appointed to elected school boards on the school board members. Four school board members said the transition from appointed to elected school boards had a positive effect; two said a somewhat positive effect was perceived; one reported no effect; three, a somewhat negative effect; and three reported a negative effect due to the transition.

Two of the four school board members who reported a positive effect stated that the elected boards were more accountable to the taxpayers and had more credibility. The other two board members stated that the elected boards were more independent of the governing bodies and had more power.

Three of the four school board members who perceived the effect of the transition from appointed to elected boards as somewhat positive noted that elected boards were more

accountable to the public, and thus, a better system. One said the elected boards had more credibility with the public in general.

One of the three school board members reporting the transition to elected boards as somewhat negative said he rated it that way because often school board members run for office with a single, negative, personal agenda regarding personnel and that this did not happen with appointed boards. The other board members reporting a somewhat negative effect stated it was related to board micromanagement.

Three school board members rated the effects of the transition from appointed to elected school boards as being negative. One member said it was due to the constant battles with the municipal body over the budget. He said there was a serious lack of trust between the municipal body and the school board, and he was disturbed by elected school board members who had single agendas such as firing the superintendent. Other board members reporting change as negative suggested that elected boards were much more political and less interested in the children than were appointed boards, and it was too expensive and time consuming to run for office. One board member suggested that the city council had done a better job appointing skilled school board members who knew their roles than the public had elected. He said some of his fellow school board members had lost the focus of educating children, and were interested in drawing attention to themselves by political posturing. He said some of his fellow school board members lacked the skills necessary to do an effective job.

The mean score of 3.2 suggests the school board members in the study perceived the transition from appointed to elected school boards as having no effect.

Table 30

Perceived Positive or Negative Effects of the Transition from Appointed to Elected School Boards on the School Board Members

	Tally	Score	Mean
1 = Negative Effect	3	3	
2 = Somewhat Negative Effect	3	6	
3 = No Effect	1	3	48 ÷ 15 = 3.2
4 = Somewhat Positive Effect	4	16	
5 = Positive Effect	4	20	
Totals	15	48	

Taxing Autonomy

Question 15: Should elected school boards have taxing autonomy?

The opinions of the superintendents and school board members were rated on a Likert scale as follows:

1. Definitely Yes
2. Probably Yes
3. Undecided
4. Probably No
5. Definitely No

Shown in Table 31 are the opinions of the 15 superintendents in the study on whether elected school boards should have taxing autonomy. Nine of the fifteen superintendents said elected school boards should definitely have taxing autonomy; five said definitely no; and one was undecided.

All nine superintendents who said elected school boards should have taxing autonomy cited difficulties with their boards of supervisors or town or city councils in procuring funding for the schools. The superintendents reported that funding the schools was not a top priority for their governing bodies, and the only way it would be a priority is to give elected school boards the right to tax. One of the superintendents said the board that is responsible for education should also be responsible for funding it on the local level. Additionally, one superintendent said that the people in his division would trust the elected school board to tax for education more than they trust the town council to do so. Other comments from superintendents on their views on taxing autonomy for elected school boards suggested: it would require the superintendent to spend more time advocating for the budget; school board seats will become more highly sought than board of supervisors seats if taxing autonomy comes for school boards; and the relationship would change between the school board and the superintendent because of the power and influence which would be a characteristic of an elected school board with taxing autonomy.

One superintendent against taxing autonomy for elected school boards said superintendents would be reduced to being merely fundraisers if fiscal autonomy came to pass for elected school boards. He said the same type persons who seek office as board of supervisors members would want to serve as school board members because most of the county's money goes to the schools. He said two taxing bodies in a county or city would complicate the process,

each blaming the other for higher taxes. He reported that elected school boards micromanage the affairs of the superintendent enough as it is now, without complicating matters more by giving them the power to tax; and he further stated that elected school boards with fiscal autonomy would be more concerned about tax rates and their constituencies than the education of the children. Additionally, another superintendent said that elected school boards are not the panacea they are purported to be, and taxing autonomy would not be a positive step. Further, asking for more money for schools in rural Virginia is not easy, and if the school system had to ask separately, it might be worse than it is now. One superintendent stated that more negative attention would be drawn to tax money going for education with fiscal autonomy for school boards, and his local press would give it negative coverage. He suggested that the best solution for school funding is to foster more cooperation between school boards and governing bodies. Three superintendents said it was too complicated to have two local bodies setting two tax rates, and school funding would suffer as a result. Two of the three said an elected school board with taxing authority would attract the same power-hungry people who presently seek to serve on boards of supervisors and town and city councils.

The mean score of 2.5 represents the mid-point between undecided and probably yes regarding the opinions of superintendents as to whether elected school boards should have taxing autonomy. It should be noted that the opinions of the superintendents were polarized on this issue. Nine superintendents believed that elected boards should definitely have taxing authority and five believed they definitely should not.

Table 31

Opinions of Superintendents on Whether Elected School Boards Should Have Taxing Autonomy

	Tally	Score	Mean
1 = Definitely Yes	9	9	
2 = Probably Yes	0	0	
3 = Undecided	1	3	$37 \div 15 = 2.5$
4 = Probably No	0	0	
5 = Definitely No	5	25	
Totals	15	37	

Presented in Table 32 are the opinions of the 15 school board members in the study on whether elected school boards should have taxing autonomy. Six school board members said elected school boards should definitely have taxing autonomy; two said they probably should not have it; one board member was undecided; and six said elected school boards should definitely not have taxing autonomy.

One school board member favoring taxing autonomy for elected school boards said the board of supervisors did not have adequate information regarding funding of the schools. Another said his school board should not have to “beg for money” from the municipal body and school boards should be held fiscally accountable to all the people, not just to the municipal body. Additionally, another school board member said taxing autonomy would enhance the role of the school board and help children, and that is why the Virginia School Board Association supports it. Two board members said that if they are to be held accountable for the schools, they should have taxing autonomy, and the school board was “at the mercy” of the board of supervisors, and the board of supervisors could not “see or appreciate” what pertained to the schools. It was reported that the board of supervisors saw the schools as only the entity that takes most of the money, and that there was no long-range fiscal planning by the board of supervisors. Further, there was no financial arrangement to prevent an “annual fight over the budget”, and the local press presented the annual budget process in a very negative way.

Two board members said elected school boards should probably not have taxing autonomy, but a study of the matter needs to be done by the Joint Legislative Audit Review Commission (JLARC) of the Virginia General Assembly. Six school board members said they were definitely against fiscal autonomy for elected school boards. One said there was a good relationship between his board and the board of supervisors, and no change was needed because there was a good system of checks and balances. Additionally, two board members said they felt that two bodies collecting taxes would be confusing and a negative for the schools, and that the fighting between the school board and the board of supervisors would be even more intense with fiscal autonomy for elected school boards.

The mean score of 3.1 suggests that the school board members overall were undecided regarding whether elected school boards should have taxing autonomy. The opinions of the school board members were polarized on this issue, with six indicating that elected boards should have taxing autonomy and six indicating they should not.

Table 32

Opinions of School Board Members on Whether Elected School Boards Should Have Taxing Autonomy

	Tally	Score	Mean
1 = Definitely Yes	6	6	
2 = Probably Yes	0	0	
3 = Undecided	1	3	$47 \div 15 = 3.1$
4 = Probably No	2	8	
5 = Definitely No	6	30	
Totals	15	47	

CHAPTER V

FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

Fifteen school superintendents and fifteen school board members who had served with both appointed and elected school boards in Virginia participated in telephone interviews that were developed to answer the research question: How do the perceptions of superintendents and school board members change during and after the transition from appointed to elected school boards? In addition, two questions came about as a result of the open-ended format of the telephone interviews. This study was intended to gain knowledge that could provide ways to lessen the stress that often exists in the superintendent-school board relationship.

Findings

Superintendents and school board members differed greatly on the effect that elected boards had on the school divisions' overall operation. Superintendents reported that their roles regarding the overall operation of the divisions were significantly affected, but the school board members said that the transition to elected boards had very little effect on their roles in the school divisions' overall operation. The mean score for superintendents on the Likert scale was 3.7 (significantly affected) and the mean score of 1.9 for the school boards represented their perception that the overall operation was affected very little. The 1.8 difference in scores represented nearly two steps on the Likert scale.

Superintendents reported that their stature had been affected somewhat by the transition from appointed to elected boards while school board members said that elected boards had demonstrated very little effect on their stature. The mean score on the Likert scale was 2.7 for superintendents and 2.3 for school board members, displaying a slight difference in the perceptions of the superintendents and the school board members on the effect the transition had on their stature.

Superintendents and school board members differed greatly on their perceptions of the effect the transition from appointed to elected school boards had on their relationships with subordinates. Superintendents perceived their relationships with subordinates as being somewhat affected by the transition to elected boards, while school board members perceived this transition as having no effect on their relationships with subordinates. Superintendents' scores yielded a 3.1 (somewhat affected) on the Likert scale in contrast to the mean score of 1.4

(no effect) for school board members. The difference in mean scores of 1.7 points represents nearly a two step difference on the Likert scale.

Superintendents said their authority had been somewhat affected by the transition to elected boards, while school boards reported the transition as having had very little effect on their authority. The mean score for superintendents was 2.7 (somewhat affected) and 1.7 for school board members (very little effect). The difference in scores was 1.0, representing one full step on the Likert scale.

Both superintendents and school board members reported that the transition from appointed to elected school boards had very little effect on their longevity. The mean score for the superintendents was 2.3 on the Likert scale, while the mean for the school board members was 2.0, a difference of only .3.

Superintendents and school board members responded similarly to the question of how the transition to elected school boards had affected their roles in instructional supervision. Superintendents said the transition had very little effect, while school board members' responses were midway between very little effect and no effect. The mean score for superintendents was 1.8, and the mean for school board members was 1.5, a difference of only .3.

Superintendents perceived their roles in budgeting as having been affected significantly, but the school board members said their budgeting roles had been affected very little. The mean score on the Likert scale was 3.7 for superintendents and 2.3 for school board members, a difference of 1.4, which represents over one step on the scale.

The responses to the effects the transition from appointed to elected school boards had on personnel hiring practices brought differing points of view. Superintendents reported the transition had affected personnel hiring procedures somewhat, while the school board members reported a response midway between no effect to little effect. The superintendents' mean score on the Likert scale was 3.0, and the board members' mean score was 1.5, a difference of one and one-half step on the rating scale.

In regard to the effects the transition had on their roles in maintenance of school facilities, superintendents reported that their roles had been affected somewhat, while school board members reported their roles in maintenance of school facilities as having been affected very little. The mean score for superintendents on the Likert scale was 2.8, while the mean score for school board members was 1.9, a difference of .9, nearly a full step on the rating scale.

Superintendents and school board members ranked the effects of the transition from appointed to elected school boards on their level of stress differently. The superintendents perceived the transition as having affected their level of stress midway between somewhat affected and significantly affected. The board members perceived this transition as having affected their level of stress very little. The mean of the superintendents' responses on the Likert scale was 3.5, while the school board members' mean was 2.3. The difference of 1.2 represents slightly over a full step on the scale.

Superintendents reported their administration of the schools with their respective school board members was affected very little by the transition from appointed to elected school boards. The school board members reported the transition had no effect on their administration of the schools with their superintendents. The mean score on the Likert scale of the superintendents' responses was 2.4, and the mean of the responses of the school board members was 1.2, a difference of 1.2. The difference in means represented slightly over one step on the Likert scale.

Differing responses were received from superintendents and school board members on how their professional satisfaction had been affected by the transition from appointed to elected boards. The participating superintendents said that their professional satisfaction had been affected somewhat, and the board members said it had been affected very little. The mean response of the superintendents was 2.7 on the Likert scale, and the mean response for the board members was 2.1, a difference of .6, slightly more than one-half step on the Likert scale.

Superintendents and school board members differed on the issue of whether the transition from appointed to elected boards had a positive or negative effect. Overall, the superintendents who participated in the study said the effect was somewhat negative, while the school board members said the transition had no effect. The Likert Scale used in the ratings of this question yielded a 2.3 mean score for the participating superintendents and a mean score of 3.2 for the participating school board members, a difference of .9.

Similarly, superintendents and school board members differed somewhat on the issue of whether elected school boards should have taxing autonomy. The mean score for superintendents on this issue yielded a Likert score of 2.5, representing the midway point between probably yes and undecided. School board members' scores yielded a 3.1 on the Likert scale, representing an undecided view on the matter. There was a difference of .6 between the ratings.

Conclusions

Superintendents indicated the transition from appointed to elected school boards had a significant effect on school division overall operation and budgeting. The superintendents also said there was a somewhat to significant effect on their level of stress brought about by the transition. School board members answered every one of the original twelve questions with responses of no effect or very little effect. Superintendents indicated the transition from appointed to elected school boards had a somewhat negative effect, while school board members said there was no effect. On the matter of whether elected school boards should have taxing autonomy, superintendents answered at the midpoint between undecided and probably yes. School board members were undecided on this issue. Figure 1 shows graphically the responses of the superintendents and school board members to questions 1-12 posed in the study; Figure 2 shows the responses to question 14; and Figure 3 shows the responses to question 15.

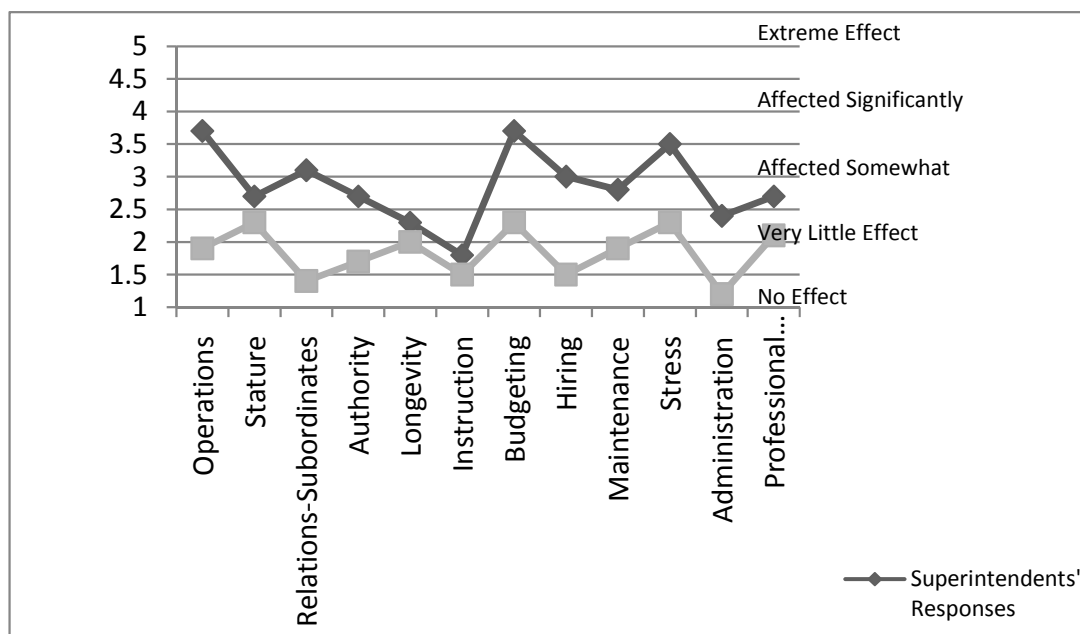


Figure 1. Comparison of responses of superintendents and school board members to study questions 1 – 12.

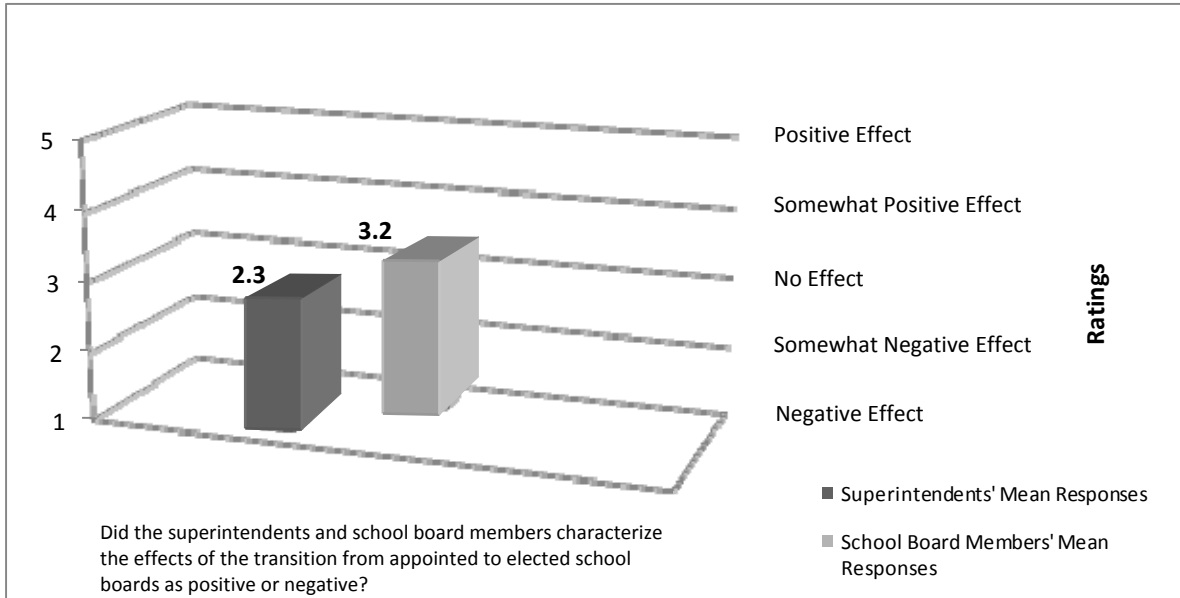


Figure 2. Comparison of responses of superintendents and school board members to study question 14.

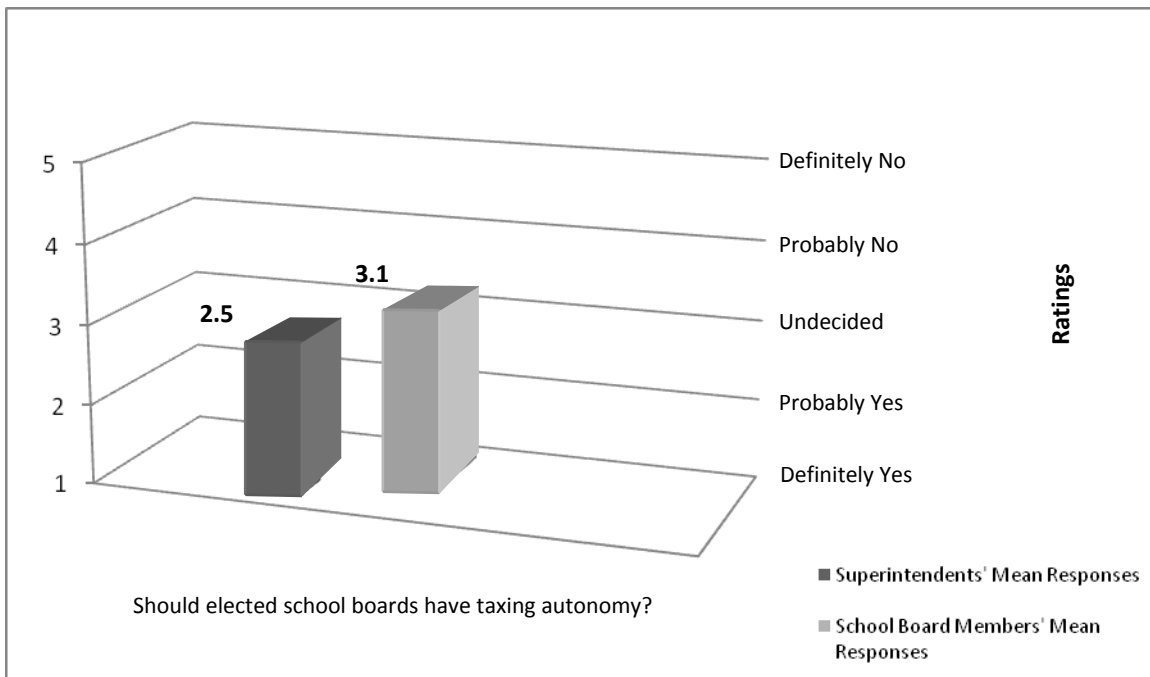


Figure 3. Comparison of responses of superintendents and school board members to study question 15.

Superintendents and school board members differed on nine questions of the study: (a) overall operation; (b) relationships with subordinates; (c) authority; (d) roles in budgeting; (e) personnel hiring procedures; (f) maintenance of school facilities; (g) stress; (h) administration of the schools between the superintendents and their respective school board members; and (i) the issue of whether the transition from appointed to elected school boards had been positive or negative.

Five questions of the study were answered similarly by the superintendents and school board members: (a) stature; (b) longevity; (c) roles in instructional supervision; (d) professional satisfaction; and (e) the issue of whether elected school boards should have taxing autonomy.

The issue of micromanagement by school board members was mentioned as a problem several times in this study by both superintendents and school board members. In *Chadwell v. Lee County School Board* (2008), it was found that a principal was moved to a teacher's position in retaliation for her active support of a school board member's opponent in an election. The principal was awarded \$50,000 in compensatory damages and \$15,000 in punitive damages against each defendant individually. The principal was reinstated to her position with back pay, and the Court also required the school board to pay her attorneys' fees. In his opinion on the case, James P. Jones, Chief Judge, stated, "These cases should be a lesson to local school board members, if one is needed, of the danger of their micromanagement of personnel issues. Even aside from the claims of political motivation, it is far better for school board members, most of whom are part-time volunteers, usually ill-paid for their time spent, to concentrate on selecting a well-qualified professional superintendent in whom they have faith, and leave to that person the selection and assignment of subordinate school personnel. The evidence here, where the board spent much of its time selecting slots for individual teachers and supervisors, shows exactly the wrong way to go. Instead, a school board should utilize its time in deciding the appropriate education policy for the community and making sure that the superintendent implements that policy. When school board members do not follow these principles, not only will education in their community likely suffer, but they will expose themselves to the liability described in this opinion."

Recommendations

This study attempted to gain insight into the different perceptions that superintendents and school board members had toward the effects that transitioning from appointed school

boards to elected school boards had on several aspects of the total school environment. The study was conducted to benefit superintendents and school boards alike as they work cooperatively and collaboratively to lessen the stress that often exists in the superintendent-school board relationship.

Future studies should consider the perceptions boards of supervisors and town councils have regarding similar questions from this study. Additionally, parents, teachers, and other stakeholders could provide great insight as well. Future studies should also be done to study the impacts the transition to elected school boards has had on school divisions' budgeting and overall operation, and the relationships of those phenomena to the increased level of stress on superintendents as reported in this study.

Superintendents overall were less favorable toward the advent of elected school boards than were school board members. A future study could ask the following question: Did nostalgia play a role in the superintendents' answers to the questions posed in this study? That is, did the superintendents long for the "good old days" of the appointed school boards of Virginia before 1994?

If, in future research, the perceptions gleaned are similar to the perceptions identified in this study, the question then that would need to be asked would be: If superintendents perceive the transition from appointed to elected boards as a somewhat negative effect and school board members perceive it as no effect, then why make the transition to elected boards?

The issue of micromanagement by school board members should be addressed in a future study by enlisting the assistance of the Virginia School Boards Association (VSBA) and the Virginia Association of School Superintendents (VASS). As a part of this study, the use of effective orientation for school board members and the benefit of team-building between superintendents and school board members should be examined.

Somewhat surprisingly, the superintendents in this study were more favorable toward fiscal autonomy for elected school boards than were the school board members. A future study should address this issue, and if a similar conclusion is reached, determine why this is the case. A future study should address the question: While difficult to achieve, is fiscal autonomy for elected school boards an endeavor that needs to be made in Virginia?

REFERENCES

- Alexander, K. & Alexander, M. D. (1998). *American Public School Law* (4th ed.). Belmont, CA: West/Wadsworth.
- Chadwell v. Lee County School Board, 535 F. Supp. 2d 586 (W.D. Va. 2008).
- Constitution of Virginia (1971). Article VIII, §7.
- Code of Virginia*, (2009). §22.1-28, §22.1-36, §22.1-57.1 - 22.1-57.5, §22.1-79, §22.1-58, §22.1-70, §22.1-92, §15.2-2503.
- Conley, D. T. (1996). *Are you ready to restructure?* Thousand Oaks, CA: Corwin.
- Denoyer, R. A. (1997). *Response to the task force on school governance*. Cincinnati.
- Elected School Boards Act, Chapter 594, Acts of the Assembly, VA. (1992).
- Elizabeth, J. (2003, November 30). School boards' worth in doubt. *Pittsburgh Post-Gazette*. Retrieved October 7, 2009, from <http://www.post-gazette.com>
- Godfrey, M., & Swanchak, J. (1985, February). *How compatible? Board of education's power and politics of education*. Paper presented at the Annual Meeting of the Eastern Education Research Association, Virginia Beach, Va.
- Good, H. (1998). Then and now. *The American School Board Journal*, 185(5), 50-51.
- Grady, M. L. & Bryant, M. T. (1989). Critical incidents between superintendents and school boards: Implications for practice. *Planning and Changing*, 20, 206-214.
- Hardy, M. (1992, April 2). School board election bill signed. *Richmond Times-Dispatch*, B1, B2.
- Hess, F. M. (2002). *School boards at the dawn of the 21st century*. Washington: National School Boards Association.
- Hoover, G.A. (2008). Elected versus appointed school district officials: Is there a difference in student outcomes? *Public Finance Review*, 36, 635-647.
- Hurwitz, M. W. (1972). What works best: An elected or an appointed school board? *The American School Board Journal*, 159(13), 21-23.
- Irby v. Fitz-Hugh, 693 F. Supp.424 (E.D. Va.1988), *aff'd*, 889F.2d 1352 (4th Cir. 1989). *Journal of the House of Delegates of the Commonwealth of Virginia. By House of Delegates Clerk's Office*. Vol. 1. Richmond: Commonwealth of Virginia (1992). 185,718.
- Journals of the Senate of Virginia. By the Clerk's Office*. Vol. 1. Richmond: Commonwealth of Virginia (1992). 582.

- Kirst, M. (1984). *Who controls our schools?* New York: W. H. Freeman.
- Latimore, R. H. (2000). *Dynamics of the decision-making process of a rural school board in the Commonwealth of Virginia* (Doctoral dissertation, Virginia Polytechnic Institute and State University, 2000).
- Merriam, S. B. (1998). *Qualitative research and case study applications in education*. San Francisco: Jossey-Bass.
- Michel, G. J. (1973). *A comparison study of the elected school board in New York state*. Albany, New York.
- Michel, G. J. (1975). *The concept of control related to decisions under appointed and elected school boards*. Albany, New York.
- Peterson, G. J., & Short, P. M. (2001). The school board president's perception of the district superintendent: Applying the lenses of social influence and social style. *Educational Administration Quarterly*, 37, 533-570.
- Powell, W. T. (1975). *An assessment of the representativeness of elected and appointed school board members in selected school divisions in Virginia and Kentucky* (Doctoral dissertation, Virginia Polytechnic Institute and State University, 1975).
- Salmon, R. G. (2007, June). A closer look at taxing authority. *What is taxing authority all about – a closer look*. Symposium conducted at the 2007 Virginia School Boards Association Leadership Conference, Charlottesville, Virginia.
- Trotter, A., & Downey, G. W. (1989). Many superintendents privately contend school board “meddling” is more like it. *The American School Board Journal*, 176(6), 21-25.
- Twentieth Century Fund. (1992). *Facing the challenge: The report of the twentieth century fund task force on school governance*. New York: The Twentieth Century Fund Press.
- 2008 Virginia School Boards Profile Summary (2008, April). *Virginia School Boards Association Newsletter*, 50, 4.
- Underwood, K. (1992). Power to the people. *The American School Board Journal*, 179(6), 42-43.
- Ziegler, H., Tucker, H. J., & Wilson II, L. A. (1976). Communication and decision-making in American public education: A longitudinal and comparative study. *Center for Educational Policy and Management*. University of Oregon.

APPENDIX A

THE CONSTITUTION OF VIRGINIA (1971), ARTICLE VIII, §7

Section 7. School Boards.

The supervision of schools in each school division shall be vested in a school board, to be composed of members selected in the manner, for the term, possessing the qualifications, and to the number provided by law.

APPENDIX B

THE CODE OF VIRGINIA (2009), §22.1-28

§ 22.1-28. Supervision of schools in each division vested in school board.

The supervision of schools in each school division shall be vested in a school board selected as provided in this chapter or as otherwise provided by law.

(1980, c. 559)

APPENDIX C

THE CODE OF VIRGINIA (2009), §22.1-57.1 - §22.1-57.5

§ 22.1-57.1. Applicability.

The provisions of this article shall apply to any county, city, or town constituting a separate and entire school division. If a town within a county constitutes a separate school division and the balance of that county constitutes a separate school division, the term county as used in this article shall be construed to mean the balance of the county excepting the town. If a county and city, or any combination thereof, constitute a consolidated school division, each county or city shall be treated as a separate entity for the purposes of this article and be entitled to hold its own referendum and proceed to elect the same number of members to the consolidated board as have been appointed from the county or city. The provisions of this article shall apply to every school division, county, city, and town notwithstanding any other provision of this chapter, of Title 15.2, or of any charter.

(1992, c. 594.)

§ 22.1-57.1:1. Referendum in certain consolidated cities.

Notwithstanding the provisions of this article or any other statutory provision, where an existing city and a county consolidate into a consolidated city and where the county at the time of consolidation is providing all school services to the existing city by contract pursuant to § 22.1-27 and the voters of the county have approved direct election of the school board, the consolidation plan or agreement shall provide for the election of school board members directly by the voters of the consolidated city without the necessity of a further referendum under § 22.1-57.2; in such case, the consolidation plan or agreement shall provide that the members of the initial school board shall be elected from the municipal election districts designated in the consolidation plan or agreement. The provisions of § 22.1-57.3 shall apply in all other respects.

(1995, c. 728.)

§ 22.1-57.2. Referendum on direct election of school board members by the voters.

The registered voters of any such county, city, or town may, by petition filed with the circuit court thereof, ask that a referendum be held on the question of whether the members of the school board of the county, city, or town shall be elected directly by the voters. The petition shall be signed by registered voters equal in number to at least ten percent of the number registered in such locality on the January 1 preceding its filing. Upon the filing of a petition, the circuit court shall order and require the election officials at the next general election to open the polls and take the sense of the voters therein on that question. The petition shall be filed with the court not less than ninety days prior to the general election. The clerk of the court shall cause notice of the referendum to be published once a week for the three consecutive weeks prior to the

referendum in a newspaper having general circulation in the county, city, or town, and a copy of the notice shall be posted during the same time on the door of the courthouse of the county or city, or of the county within which the town is located. The question on the ballot shall be:

"Shall the method of selecting the school board be changed from appointment by the governing body (or the school board selection commission, whichever is applicable) to direct election by the voters?"

^ YES

^ NO"

The election shall be held and the results certified as provided in § 24.2-684.

(1992, c. 594.)

§ 22.1-57.3. Election of school board members; appointment of tie breaker.

A. If a majority of the qualified voters voting in such referendum vote in favor of changing the method of selecting school board members to direct election by the voters, then the members of the school board shall be elected by popular vote. Elections of school board members in a county, city, or town shall be held to coincide with the elections for members of the governing body of the county, city, or town at the regular general election in November or the regular general election in May, as the case may be.

B. The initial elected board shall consist of the same number of members as the appointed school board it replaces, and the members shall be elected from the established county or municipal election districts, at large, or a combination thereof, on the same basis as the school board previously was appointed. If the appointed school board being replaced has not been appointed either on an at-large basis or on the basis of the established county or municipal election districts, or a combination thereof, the members shall be elected at large unless the governing body of the county, city, or town provides for the election of school board members on the basis of the established county or municipal election districts. If the appointed school board being replaced has been appointed at large, the governing body of the county, city, or town may establish school election districts for the election of school board members. The governing body may provide for a locality-wide district, one or more districts comprised of a part of the locality, or any combination thereof, and for the apportionment of one or more school board members to any district.

The terms of the members of the elected school board for any county, city, or town shall be the same as the terms of the members of the governing body for the county, city, or town. In any locality in which both the school board and the governing body are elected from election districts, as opposed to being elected wholly on an at-large basis, the elections of the school board member and governing body member from each specific district shall be held simultaneously except as otherwise provided in § 22.1-57.3:1.

At the first election for members of the school board, so many members shall be elected as there are members to be elected at the regular election for the governing body. At each subsequent regular election for members of the governing body, the same number of members of the school board shall be elected as the number of members to be elected at the regular election to the governing body. However, if the number of members on the school board differs from the number of members of the governing body, the number of members elected to the school board at the first and subsequent general election shall be either more or less than the number of governing body members, as appropriate, to the end that the number of members on the initial elected school board is the same as the number of members on the appointed board being replaced.

Except as provided in § 22.1-57.3:1, the terms of the members of the school board shall be staggered only if the terms of the members of the governing body are staggered. If there are more, or fewer, members on the school board than on the governing body, the number of members to be elected to the school board at the first and subsequent election for school board members shall be the number required to establish the staggered term structure so that (i) a majority of the members of the school board is elected at the same time as a majority of the members of the governing body; (ii) if one-half of the governing body is being elected and the school board has an even number of members, one-half of the members of the school board is elected; (iii) if one-half of the governing body is being elected and the school board has an odd number of members, the majority by one member of the school board is elected at the first election and the remainder of the school board is elected at the second election; or (iv) if a majority of the members of the governing body is being elected and the school board has an even number of members, one-half of the members of the school board is elected.

If the school board is elected at large and the terms of the members of the school board are staggered, the school board members to be replaced at the first election shall include all appointed school board members whose appointive terms are scheduled to expire on December 31 or on June 30, as the case may be, next following the first election of county, city or town school board members. If the number of school board members whose appointive terms are so scheduled to expire is zero or less than the number of school board members to be elected at the first election, the appointed school board members to be replaced at the first election shall also include those whose appointive terms are scheduled to expire next subsequent to the date on which the terms of office of the first elected school board members will commence. If the appointive terms of more than one school board member are scheduled to expire simultaneously, but less than all of such members are to be replaced at the first election, then the identity of such school board member or members to be replaced at the first election shall be determined by a drawing held by the county or city electoral board at least ten days prior to the last day for a person to qualify as a candidate for school board member.

In any case in which school board members are elected from election districts, as opposed to being elected from the county, city, or town at large, the election districts for the school board shall be coterminous with the election districts for the county, city, or town governing body, except as may be specifically provided for the election of school board members in a county, city, or town in which the governing body is elected at large.

C. The terms of office for the school board members shall commence on January 1 or July 1, as the case may be, following their election. On December 31 or June 30, as the case may be, following the first election of county, city or town school board members, the terms of office of the members of the school board in office through appointment shall expire and the school board selection commission, if there is one, shall be abolished. If the entire school board is not elected at the first election of school board members, only the terms of the appointed members being replaced shall so expire and the terms of the appointed members being replaced at a subsequent election shall continue or be extended to expire on December 31 or June 30, as appropriate, of the year of the election of the school board members replacing them.

D. Except as otherwise provided herein, a vacancy in the office of any elected school board member shall be filled pursuant to §§ 24.2-226 and 24.2-228. In any county that has adopted the urban county executive form of government and that has adopted an elected school board, any vacancy on the elected school board shall be filled in accordance with the procedures set forth in § 15.2-802, mutatis mutandis. Notwithstanding any provision of law or charter to the contrary, if no candidates file for election to a school board office and no person who is qualified to hold the office is elected by write-in votes, a vacancy shall be deemed to exist in the office as of January 1 or July 1, as the case may be, following the general election. For the purposes of this subsection and Article 6 (§ 24.2-225 et seq.) of Chapter 2 of Title 24.2, local school boards comprised of elected and appointed members shall be deemed elected school boards.

E. In order to have their names placed on the ballot, all candidates shall be nominated only by petition as provided by general law pursuant to § 24.2-506.

F. For the purposes of this section, the election and term of the mayor or chairman of the board of supervisors shall be deemed to be an election and term of a member of the governing body of the municipality or county, respectively, whether or not the mayor or chairman is deemed to be a member of the governing body for any other purpose.

G. No employee of a school board shall be eligible to serve on the board with whom he is employed.

H. Any elected school board may appoint a qualified voter who is a resident of the county, city, or town to cast the deciding vote in case of a tie vote of the school board as provided in § 22.1-75. The term of office of each tiebreaker so appointed shall be four years whether the appointment is to fill a vacancy caused by expiration of term or otherwise.

(1992, c. 594; 1993, c. 878; 1994, c.723; 1996, c.873; 2000, c.1045; 2006, c.29; 2007, c. 100.)

§ 22.1-57.3:1.

Not set out. (1993, c. 878; 1994, c. 744; 2002, c. 74.)

§ 22.1-57.3:2.

Not set out. (1994, c. 377.)

§ 22.1-57.3:2.1.

Not set out. (1998, cc. 125, 218.)

§ 22.1-57.3:3. Election of school board and chairman in certain counties.

A. The provisions of this section shall be applicable in any county (i) which has the county executive form of government and which is contiguous to a county having the urban county executive form of government and (ii) in which the chairman of the board of supervisors is elected at large.

B. Following a referendum held in 1994 or thereafter in which the qualified voters of the county approve a change to an elected school board, the school board shall be elected as provided in § 22.1-57.3 except as otherwise provided in this section. One member of the school board shall be elected at large. All other members shall be elected from the same districts from which the members of the board of supervisors other than the chairman are elected. The member of the school board who is elected at large at the initial or any subsequent election shall be the chairman of the school board during his term of office notwithstanding the provisions of § 22.1-76.

(1995, c.842.)

§ 22.1-57.4. Referendum to revert to appointment of the school board.

A. By the same procedure and under the same requirements as provided in § 22.1-57.2, the registered voters of any county, city, or town which selects members of the school board by direct election of the voters may petition for, and the circuit court shall so order, a referendum on the question of changing from direct election of the school board to appointment of school board members by the governing body or, if the petition so states in the case of a county, by a school board selection commission. The question on the ballot shall be:

"Shall the method of selecting the school board be changed from direct election by the voters to appointment by the governing body (or, if the petition in a county so requests, a school board selection commission)?

^ YES

^ NO"

B. If a majority of the qualified voters voting in such referendum vote in favor of changing the method of selecting school board members to appointment by the governing body or by a school

board selection commission, as the case may be, the terms of the school board members in office through direct election shall terminate on June 30 following the referendum. A school board selection commission shall be appointed pursuant to § 22.1-35 if a majority have voted in the referendum for that selection method. The members of the appointed school board shall be appointed for the terms and in the manner provided in the article of this chapter or the chapter of Title 15.2 applicable to the county, city, or town in which the referendum has been held.

(1992, c. 594.)

§ 22.1-57.5. Limitation on time of holding subsequent referendum.

Following any referendum provided for in this article and regardless of its results, no other referendum provided for in this article shall be held within the same locality for the four years thereafter.

(1992, c. 594.)

APPENDIX D

THE CODE OF VIRGINIA (2009), §22.1-79

§ 22.1-79. Powers and duties.

A school board shall:

1. See that the school laws are properly explained, enforced and observed;
2. Secure, by visitation or otherwise, as full information as possible about the conduct of the public schools in the school division and take care that they are conducted according to law and with the utmost efficiency;
3. Care for, manage and control the property of the school division and provide for the erecting, furnishing, equipping, and noninstructional operating of necessary school buildings and appurtenances and the maintenance thereof by purchase, lease, or other contracts;
4. Provide for the consolidation of schools or redistricting of school boundaries or adopt pupil assignment plans whenever such procedure will contribute to the efficiency of the school division;
5. Insofar as not inconsistent with state statutes and regulations of the Board of Education, operate and maintain the public schools in the school division and determine the length of the school term, the studies to be pursued, the methods of teaching and the government to be employed in the schools;
6. In instances in which no grievance procedure has been adopted prior to January 1, 1991, establish and administer by July 1, 1992, a grievance procedure for all school board employees, except the division superintendent and those employees covered under the provisions of Article 2 (§ 22.1-293 et seq.) and Article 3 (§ 22.1-306 et seq.) of Chapter 15 of this title, who have completed such probationary period as may be required by the school board, not to exceed 18 months. The grievance procedure shall afford a timely and fair method of the resolution of disputes arising between the school board and such employees regarding dismissal or other disciplinary actions, excluding suspensions, and shall be consistent with the provisions of the Board of Education's procedures for adjusting grievances, except that there shall be no right to a hearing before a fact-finding panel. Except in the case of dismissal, suspension, or other disciplinary action, the grievance procedure prescribed by the Board of Education pursuant to § 22.1-308 shall apply to all full-time employees of a school board, except supervisory employees;
7. Perform such other duties as shall be prescribed by the Board of Education or as are imposed by law;
8. Obtain public comment through a public hearing not less than 10 days after reasonable notice to the public in a newspaper of general circulation in the school division prior to providing (i) for the consolidation of schools; (ii) the transfer from the public school system of the administration

of all instructional services for any public school classroom or all noninstructional services in the school division pursuant to a contract with any private entity or organization; or (iii) in school divisions having 15,000 pupils or more in average daily membership, for redistricting of school boundaries or adopting any pupil assignment plan affecting the assignment of 15 percent or more of the pupils in average daily membership in the affected school. Such public hearing may be held at the same time and place as the meeting of the school board at which the proposed action is taken if the public hearing is held before the action is taken. If a public hearing has been held prior to the effective date of this provision on a proposed consolidation, redistricting or pupil assignment plan which is to be implemented after the effective date of this provision, an additional public hearing shall not be required;

9. (Expires July 1, 2015) At least annually, survey the school division to identify critical shortages of teachers and administrative personnel by subject matter, and report such critical shortages to the Superintendent of Public Instruction and to the Virginia Retirement System; however, the school board may request the division superintendent to conduct such survey and submit such report to the school board, the Superintendent, and the Virginia Retirement System; and

10. Ensure that the public schools within the school division are registered with the Department of State Police to receive from the State Police electronic notice of the registration or reregistration of any sex offender within that school division pursuant to § 9.1-914.

(Code 1950, §§ 22-72, 22-97; 1954, cc. 289, 291; 1956, Ex. Sess., c. 60; 1959, Ex. Sess., c. 79, § 1; 1966, c. 691; 1968, c. 501; 1970, c. 71; 1971, Ex. Sess., c. 161; 1972, c. 511; 1975, cc. 308, 328; 1980, c. 559; 1985, c. 8; 1987, c. 402; 1991, cc. 553, 668; 1994, c. 596; 1996, cc. 485, 790, 798; 1997, c. 382; 2004, c. 563; 2006, cc. 857, 914; 2009, c. 459.)

APPENDIX E

THE CODE OF VIRGINIA (2009), §22.1-58

§ 22.1-58. Division superintendent required.

For each school division there shall be a division superintendent of schools.

(1980, c. 559.)

APPENDIX F

THE CODE OF VIRGINIA (2009), §22.1-70

§ 22.1-70. Powers and duties of superintendent generally.

A division superintendent shall perform such other duties as may be prescribed by law, by the school board and by the State Board.

(Code 1950, § 22-36; 1980, c. 559.)

APPENDIX G

THE CODE OF VIRGINIA (2009), §22.1-92

§ 22.1-92. Estimate of moneys needed for public schools; notice of costs to be distributed.

A. It shall be the duty of each division superintendent to prepare, with the approval of the school board, and submit to the governing body or bodies appropriating funds for the school division, by the date specified in § 15.2-2503, the estimate of the amount of money deemed to be needed during the next fiscal year for the support of the public schools of the school division. The estimate shall set up the amount of money deemed to be needed for each major classification prescribed by the Board of Education and such other headings or items as may be necessary.

Upon preparing the estimate of the amount of money deemed to be needed during the next fiscal year for the support of the public schools of the school division, each division superintendent shall also prepare and distribute, within a reasonable time as prescribed by the Board of Education, notification of the estimated average per pupil cost for public education in the school division for the coming school year to each parent, guardian, or other person having control or charge of a child enrolled in the relevant school division, in accordance with the budget estimates provided to the local governing body or bodies. Such notification shall also include actual per pupil state and local education expenditures for the previous school year. The notice may also include federal funds expended for public education in the school division.

The notice shall be printed on a form prescribed by the Board of Education and shall be distributed separately or with any other materials being currently transmitted to the parents, guardians or other persons having control or charge of students. To promote uniformity and allow for comparisons, the Board of Education shall develop a one-page form for this notice and distribute such form to the school superintendents for duplication and distribution.

B. Before any school board gives final approval to its budget for submission to the governing body, the school board shall hold at least one public hearing to receive the views of citizens within the school division. A school board shall cause public notice to be given at least ten days prior to any hearing by publication in a newspaper having a general circulation within the school division. The passage of the budget by the local government shall be conclusive evidence of compliance with the requirements of this section.

(Code 1950, §§ 22-120.3, 22-120.5; 1959, Ex. Sess., c. 79, § 1; 1980, c. 559; 1986, c. 282; 1994, cc.453, 788.)

APPENDIX H

THE CODE OF VIRGINIA (2009), §15.2-2503

§ 15.2-2503. Time for preparation and approval of budget; contents.

All officers and heads of departments, offices, divisions, boards, commissions, and agencies of every locality shall, on or before the first day of April of each year, prepare and submit to the governing body an estimate of the amount of money needed during the ensuing fiscal year for his department, office, division, board, commission or agency. If such person does not submit an estimate in accordance with this section, the clerk of the governing body or other designated person or persons shall prepare and submit an estimate for that department, office, division, board, commission or agency.

The governing body shall prepare and approve a budget for informative and fiscal planning purposes only, containing a complete itemized and classified plan of all contemplated expenditures and all estimated revenues and borrowings for the locality for the ensuing fiscal year. The governing body shall approve the budget and fix a tax rate for the budget year no later than the date on which the fiscal year begins. The governing body shall annually publish the approved budget on the locality's website, if any, or shall otherwise make the approved budget available in hard copy as needed to citizens for inspection.

(Code 1950, § 15-575; 1959, Ex. Sess., c. 69; 1962, c. 623, § 15.1-160; 1976, c. 762; 1978, c. 551; 1997, c.587; 2008, c.353.)

APPENDIX I

INSTITUTIONAL REVIEW BOARD (IRB) APPROVAL



Office of Research Compliance
1880 Pratt Drive (0497)
Blacksburg, Virginia 24061
540/231-4358 Fax: 540/231-0959
E-mail: ctgreen@vt.edu
www.irb.vt.edu

FWA00000572(expires 7/20/07)
IRB # is IRB00000887.

DATE: June 21, 2006

MEMORANDUM

TO: M. D. Alexander
Larry Massie

FROM: Carmen Green 

SUBJECT: **IRB Exempt Approval:** "The Effects of Elected School Boards on Superintendents and School Board Members in Virginia" , IRB # 06-354

I have reviewed your request to the IRB for exemption for the above referenced project. I concur that the research falls within the exempt status. Approval is granted effective as of June 21, 2006.

As an investigator of human subjects, your responsibilities include the following:

1. Report promptly proposed changes in previously approved human subject research activities to the IRB, including changes to your study forms, procedures and investigators, regardless of how minor. The proposed changes must not be initiated without IRB review and approval, except where necessary to eliminate apparent immediate hazards to the subjects.
2. Report promptly to the IRB any injuries or other unanticipated or adverse events involving risks or harms to human research subjects or others.

cc: File

Invent the Future

VIRGINIA POLYTECHNIC INSTITUTE UNIVERSITY AND STATE UNIVERSITY

An equal opportunity, affirmative action institution

APPENDIX J

IRB AMENDMENT APPROVAL



Office of Research Compliance
Institutional Review Board
2000 Kraft Drive, Suite 2000 (0497)
Blacksburg, Virginia 24060
540/231-4606 Fax 540/231-0959
e-mail irb@vt.edu
Website: www.irb.vt.edu

MEMORANDUM

DATE: April 26, 2010

TO: Richard G. Salmon, Larry Massie, M. D. Alexander

FROM: Virginia Tech Institutional Review Board (FWA00000572, expires June 13, 2011)

PROTOCOL TITLE: Perceptions of Superintendents and School Board Members Who Experienced the Transition from Appointed to Elected School Boards

IRB NUMBER: 06-354

As of April 26, 2010, the Virginia Tech IRB Administrator, Carmen T. Green, approved the amendment request for the above-mentioned research protocol.

This approval provides permission to begin the human subject activities outlined in the IRB-approved protocol and supporting documents.

Plans to deviate from the approved protocol and/or supporting documents must be submitted to the IRB as an amendment request and approved by the IRB prior to the implementation of any changes, regardless of how minor, except where necessary to eliminate apparent immediate hazards to the subjects. Report promptly to the IRB any injuries or other unanticipated or adverse events involving risks or harms to human research subjects or others.

All investigators (listed above) are required to comply with the researcher requirements outlined at <http://www.irb.vt.edu/pages/responsibilities.htm> (please review before the commencement of your research).

PROTOCOL INFORMATION:

Approved as: **Exempt, under 45 CFR 46.101(b) category(ies) 2**

Protocol Approval Date: **6/21/2006**

Protocol Expiration Date: **NA**

Continuing Review Due Date*: **NA**

*Date a Continuing Review application is due to the IRB office if human subject activities covered under this protocol, including data analysis, are to continue beyond the Protocol Expiration Date.

FEDERALLY FUNDED RESEARCH REQUIREMENTS:

Per federal regulations, 45 CFR 46.103(f), the IRB is required to compare all federally funded grant proposals / work statements to the IRB protocol(s) which cover the human research activities included in the proposal / work statement before funds are released. Note that this requirement does not apply to Exempt and Interim IRB protocols, or grants for which VT is not the primary awardee.

The table on the following page indicates whether grant proposals are related to this IRB protocol, and which of the listed proposals, if any, have been compared to this IRB protocol, if required.

Invent the Future

VIRGINIA POLYTECHNIC INSTITUTE AND STATE UNIVERSITY
An equal opportunity, affirmative action institution

Date*	OSP Number	Sponsor	Grant Comparison Conducted?

*Date this proposal number was compared, assessed as not requiring comparison, or comparison information was revised.

If this IRB protocol is to cover any other grant proposals, please contact the IRB office (irbadmin@vt.edu) immediately.

cc: File

APPENDIX K
THE INTERVIEW PROTOCOL

Questions for the Superintendents and School Board Members in the Study

Thank you for agreeing to answer the following questions by telephone. The questions are open-ended and should require about 20 – 30 minutes.

For the first 12 questions, in addition to any comments you may wish to make, please rate the perceived effects of the transition from appointed to elected school board on the following Likert-type scale:

1. No Effect
2. Very Little Effect
3. Affected Somewhat
4. Affected Significantly
5. Extreme Effect

Question 1: How has your role in overall operations of your school division been affected by the transition in governance structure from appointed to elected school boards? This question is rather broad and includes four components: (a) policy execution, (b) purchasing policy, (c) curricula selection and supervision, and (d) personnel compensation and benefits.

Question 2: How has your stature been affected by the transition from appointed to elected school boards? Stature is defined as professional prominence.

Question 3: How have your relationships with subordinates been affected by the transition from appointed to elected school boards?

Question 4: How has your authority been affected by the transition from appointed to elected school boards? Authority is defined as the power to influence actions.

Question 5: How has your longevity been affected by the transition from appointed to elected school boards? That is, did the transition affect the length of your tenure in office?

Question 6: How has your role in instructional supervision been affected by the transition from appointed to elected school boards?

Question 7: How has your role in budgeting been affected by the transition from appointed to elected school boards?

Question 8: How has your role in personnel hiring procedures been affected by the transition from appointed to elected school boards?

Question 9: How has your role in maintenance of school facilities been affected by the transition from appointed to elected school boards?

Question 10: How has your level of stress been affected by the transition from appointed to elected school boards? Stress is defined as mental tension.

Question 11: How has the administration of schools between you and your superintendent or school board member been affected by the transition from appointed to elected school boards? Specific administrative tasks include: (a) scheduling meetings, (b) decision-making, and (c) conducting public relations tasks.

Question 12: How has your professional satisfaction been affected by the transition from appointed to elected school boards? Specifically, did the transition affect the gratification you received from holding office?

Question 13: Are there other effects that the transition may have had concerning your overall leadership in the school division?

Question 14: Do you characterize the effects of the transition from appointed to elected school boards as positive or negative? In addition to any comments you may wish to make, please rate your answer on the following Likert-type scale:

1. Negative Effect
2. Somewhat Negative Effect
3. No Effect
4. Somewhat Positive Effect
5. Positive Effect

Question 15: Should elected school boards have taxing autonomy? In addition to any comments you may wish to make, please rate your answer on the following Likert-type scale:

1. Definitely Yes
2. Probably Yes
3. Undecided
4. Probably No
5. Definitely No