

SCHOOL CHOICE AND OHIO'S INTERDISTRICT  
OPEN ENROLLMENT POLICY

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## **ABSTRACT**

This study analyzes the impact of Ohio's interdistrict open enrollment policy as a public school choice option. The analysis includes why districts decided to be open or closed to the enrollment of students from adjacent districts, the demographics of open and closed districts as well as districts that gained or lost funds as a result of interdistrict open enrollment in the 1996-97 school year, the use of public relations in interdistrict open enrollment, and the implications of permitting districts to expand open enrollment to students from any Ohio school district.

Findings based on data from open and closed district surveys, demographic information from Ohio's Educational Management Information System (EMIS), a funding gains/losses database developed by Dr. David Ruggles (1997), and an Ohio Legislative Office of Education Oversight report (1998) indicate the primary reason districts decided to be open was that open enrollment provided a source of additional funds. The primary reason a district decided to be closed was the lack of space for any additional students. Open districts, including those who gained funds from open enrollment, were typically lower in average daily membership, percentage of minority students, revenue per pupil, and expense per pupil than closed districts and all districts that lost funds. Districts did not aggressively compete with one another for students.

The conclusions provide a framework to evaluate Ohio's interdistrict open enrollment policy with regard to components of the policy including funding, voluntary district decision, opportunity, and equity; effectiveness of the policy including its use as a reform strategy; and the impact of expanding open enrollment options.

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## TABLE OF CONTENTS

		Page
List of Tables.....		ix
Chapter		
1	INTRODUCTION.....	1
	Introduction.....	1
	Interdistrict Open Enrollment in Ohio.....	4
	Studies of Interdistrict Open Enrollment in Ohio.....	8
	Statement of the Problem.....	12
	Purpose of the Study.....	16
	Research Questions for this Study.....	17
	Significance of the Study.....	19
	Limitations and Delimitations.....	20
	Definitions of Terms.....	20
2	REVIEW OF THE LITERATURE.....	21
	Introduction.....	21
	School Reform Issues and School Choice.....	22
	Choice.....	25
	School Choice Options.....	34
	Magnet Schools.....	34
	Charter Schools.....	36
	Vouchers.....	37
	Intradistrict Open Enrollment.....	41
	Interdistrict Open Enrollment.....	43
	Arguments For and Against Choice.....	45
	For Choice.....	48
	Against Choice.....	50
	Choice Options in Ohio.....	51
	Summary.....	62
3	METHODOLOGY.....	64
	Introduction.....	64
	Participants in the Study.....	65
	Survey Instruments.....	65
	Databases Utilized in the Study.....	66
	Data Collection Procedures.....	69
	Treatment of the Data.....	71
4	RESULTS OF THE STUDY.....	75
	Introduction.....	75
	Purpose of the Study.....	75
	Data Sources.....	76
	Presentation of the Data Related to Research Question 1.....	83

Research Question 1.....	83
Open Districts.....	84
Closed Districts.....	87
Suggestions for Changes in the Interdistrict Open Enrollment Option.....	92
Summary of Results for Research Question 1.....	93
Presentation of the Data Related to Research Question 2.....	95
Research Question 2.....	95
Descriptive Statistics for All Districts for the 1996-97 School Year.....	96
Descriptive Statistics for All Districts by Group Identifier for the 1996-97 School Year.....	96
Descriptive Statistics for All Districts by Region for the 1996-97 School Year.....	100
Designation of District as Open or Closed for the 1996-97 School Year.....	104
Descriptive Statistics for Open Districts for the 1996-97 School Year.....	104
Descriptive Statistics for Open Districts by Group Identifier for the 1996-97 School Year.....	105
Descriptive Statistics for Open Districts by Region for the 1996-97 School Year.....	109
Descriptive Statistics for Closed Districts for the 1996-97 School Year.....	113
Descriptive Statistics for Closed Districts by Group Identifier for the 1996-97 School Year.....	113
Descriptive Statistics for Closed Districts by Region for the 1996-97 School Year.....	117
Summary of Results for Research Question 2.....	131
Presentation of the Data Related to Research Question 3.....	133
Research Question 3.....	133
Interdistrict Open Enrollment Activity for Open and Closed Districts for the 1996-97 School Year.....	134
Interdistrict Open Enrollment Activity for Open and Closed Districts by Region and Group Identifier for 1996-97.....	135
Descriptive Statistics for Open and Closed Districts for the 1996-97 School Year.....	139

	Descriptive Statistics for Open and Closed Districts by Group Identifier for the 1996-97 School Year.....	141
	Descriptive Statistics for Open and Closed Districts by Region for the 1996-97 School Year.....	149
	Winners and Losers.....	159
	Summary of Results for Research Question 3.....	164
	Presentation of the Data Related to Research Question 4.....	168
	Research Question 4.....	168
	Summary of Results for Research Question 4.....	173
	Presentation of the Data Related to Research Question 5.....	174
	Research Question 5.....	174
	Summary of Results for Research Question 5.....	181
	Presentation of the Data Related to Research Question 6.....	182
	Research Question 6.....	182
	Summary of Results for Research Question 6.....	185
	Summary.....	186
5	SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS....	187
	Introduction.....	187
	Summary.....	187
	Research Question 1.....	187
	Research Question 2.....	191
	Research Question 3.....	192
	Research Question 4.....	197
	Research Question 5.....	199
	Research Question 6.....	200
	Conclusions.....	201
	Components of Ohio's Interdistrict Open Enrollment Policy.....	202
	Funding.....	202
	Voluntary, Not Mandatory.....	205
	Opportunity.....	206
	Equity.....	207
	Effectiveness of Ohio's Interdistrict Open Enrollment Policy.....	208
	Use of Interdistrict Open Enrollment in Ohio.....	208
	School Reform.....	209
	Competition vs Cooperation.....	212
	Impact of Interdistrict Open Enrollment as a Result of Senate Bill 55.....	212

Recommendations for Future Research.....	213
References.....	216
Personal Communication.....	227
Appendix A Guidelines for Implementation.....	228
Appendix B Sample Calculation of Total Basic Aid.....	235
Appendix C Letter of Permission from McCutchan Publishing Company.....	237
Appendix D Letter of Permission from Yale University Press.....	239
Appendix E Letter of Permission from Michael P. Hanlon.....	241
Appendix F Letter of Permission from Robert B. Farrell.....	243
Appendix G Survey of Districts Open for the 1996-97 School Year.....	245
Appendix H Survey of Districts Closed for the 1996-97 School Year.....	252
Appendix I Letter to Superintendents of Open Districts.....	257
Appendix J Letter to Superintendents of Closed Districts.....	260
Appendix K Letter to Superintendents of Districts Initially Identified as Closed.....	263
Appendix L Letter to Superintendents of Districts Initially Identified as Open.....	266
Appendix M Follow-up Letter to Superintendents.....	269
Appendix N ANOVA and Eta Squared Tables for Comparison of Means of Demographic Variables.....	271
Appendix O Chi-square Tables for Reasons for Participating in Interdistrict Open Enrollment.....	272
Appendix P Chi-square Tables for Reasons for Not Participating in Interdistrict Open Enrollment.....	273
Appendix Q Chi-square Tables for Ranking of Reasons for Not Participating in Interdistrict Open Enrollment.....	275
Appendix R Chi-square Tables for Reasons for Changes in the Present Laws.....	277
Appendix S Chi-square Tables for Overall Impact of Interdistrict Open Enrollment.....	279
Appendix T Chi-square Tables for Changes as a Result of Interdistrict Open Enrollment.....	280
Appendix U Chi-square Tables for Transportation for Interdistrict Open Enrollment.....	283
Appendix V Chi-square Tables for Negotiations Issues Associated with Interdistrict Open Enrollment.....	285
Appendix W Chi-square Tables for Marketing/Public Relations....	287
Appendix X Chi-square Tables for Senate Bill 55 Options for Interdistrict Open Enrollment.....	290
Appendix Y Chi-square Tables for Reasons for Choice of Senate Bill 55 Option for Interdistrict Open Enrollment....	291
Appendix Z Human Subjects Research Committee Protocol.....	293



## LIST OF TABLES

Table	Page	
2.1	How Reform Proposals Improve Consumer Choice.....	26
2.2	Basic Public School Choice Plans.....	33
4.1	Frequency of Survey Returns by Region and Group.....	83
4.2	Reasons for Participating in Interdistrict Open Enrollment.....	85
4.3	Interdistrict Open Enrollment Policy Development Participation.....	86
4.4	Interdistrict Open Enrollment Policy Development Influence.....	87
4.5	Reasons for NOT Participating in Interdistrict Open Enrollment.....	89
4.6	Ranking of Reasons for NOT Participating in Interdistrict Open Enrollment.....	91
4.7	Recommendations for Change in the Present Laws.....	93
4.8	Descriptive Statistics - All Districts.....	96
4.9	Descriptive Statistics for All Districts by Group Identifier 1996-97.....	97
4.10	Descriptive Statistics for All Districts by Region 1996-97....	101
4.11	Designation of Districts as Open or Closed 1996-97.....	104
4.12	Descriptive Statistics - Open Districts 1996-97 School Year.....	104
4.13	Descriptive Statistics for Open Districts by Group Identifier 1996-97.....	106
4.14	Descriptive Statistics for Open Districts by Region 1996-97.....	110
4.15	Descriptive Statistics - Closed Districts 1996-97 School Year.....	113
4.16	Descriptive Statistics for Closed Districts by Group Identifier 1996-97.....	114
4.17	Descriptive Statistics for Closed Districts by Region 1996-97.....	118
4.18	Comparison of Means for Open and Closed Districts 1996-97.....	121
4.19	Comparison of Means for All, Open, and Closed Districts by Group Identifier 1996-97.....	124
4.20	Comparison of Means for All, Open, and Closed Districts by Region 1996-97.....	127
4.21	Frequency of Open and Closed Districts by Region and Group.....	131
4.22	Interdistrict Open Enrollment Summary.....	134
4.23	Open Enrollment Activity 1996-97.....	135

4.24	Interdistrict Open Enrollment Activity by Region and Group Identifier 1996-97.....	136
4.25	Descriptive Statistics - Demographic Variables and Net Dollars Gained or Lost Through Interdistrict Open Enrollment 1996-97.....	140
4.26	Descriptive Statistics - Demographic Variables and Net Dollars Gained or Lost Through Interdistrict Open Enrollment by Group Identifier for 1996-97.....	142
4.27	Descriptive Statistics - Demographic Variables and Net Dollars Gained or Lost Through Interdistrict Open Enrollment by Region for 1996-97.....	150
4.28	Top 25 Winners from Interdistrict Open Enrollment 1996-97.....	160
4.29	Top 25 Losers from Interdistrict Open Enrollment 1996-97.....	162
4.30	Overall Impact of Interdistrict Open Enrollment.....	169
4.31	Changes as a Result of Interdistrict Open Enrollment.....	171
4.32	Transportation for Interdistrict Open Enrollment.....	172
4.33	Issues for Negotiations Associated with Interdistrict Open Enrollment.....	173
4.34	Marketing/Public Relations.....	176
4.35	Ranking of Reasons Given by Parents for Participating in Interdistrict Open Enrollment.....	178
4.36	Categories of District Public Relations/Marketing Materials.....	181
4.37	Interdistrict Open Enrollment Options from Senate Bill 55.....	184
4.38	Reasons for Adopting SB55 Interdistrict Open Enrollment Option.....	185

# **Chapter 1**

## **Introduction**

### Introduction

School reform has been an agenda item in the public forum since the publication of *A Nation at Risk* in 1983. The call to reform America's public schools has been driven by concerns about national standards (Lane, 1997); student achievement within the schools (Harter & Solov, 1997); comparisons with the achievement of students from other countries, such as the Third International Mathematics and Science Study (TIMSS) (Elam, Rose, & Gallup, 1997); the governance structure of schools (Pipho, 1995); and equity, school funding, student dropouts, safety, and desegregation. Many strategies whose objectives are to bring about school reform have been debated, planned, and implemented in various forms and with a range of results. These strategies include decentralizing and site-based management, school funding linked with accountability, and public school choice.

Public school choice as a strategy for effecting school reform has received much media attention over the last ten years. As economic discussions focused on free market and rational choice theories, their application in areas such as education were included in the discussion. Providing parents with the option of choosing the school their son or daughter attends challenged at least two long-held concepts in America: the neighborhood school and the function of public schools.

Challenging the concept of the neighborhood school are choice options such as intra- or interdistrict open enrollment, magnet schools, and charter schools, options providing parents with the opportunity to

enroll their children in a school other than the one to which the children would usually be assigned because of residence. Although the neighborhood school concept is unique to the United States, it is, nevertheless, an important criterion upon which parents base their choice of where to live. The results of the Phi Delta Kappa/Gallup Poll of the Public Attitudes Toward The Public Schools in 1997 indicated that 46% of those surveyed give their local school district a grade of A or B, with 78% giving a grade of C or higher (Elam et al., 1997). These results suggest support for the local or neighborhood school. The strength of the neighborhood philosophy is evident any time a school building is considered for closure or a district is considered for consolidation (Billock, 1996; Bingay, 1995; Stephens, 1995). Although this method of school assignment is strong in the United States, it is not the basis for assigning students to buildings in many countries (Chubb & Moe, 1990). However, the Phi Delta Kappa/Gallup Poll also reported that 73% of those surveyed believe that allowing parents and students to choose the public school the students attend would improve student achievement (Elam et al., 1997).

The choice option of a voucher that would allow a student to attend a private school using public funds evokes a question regarding the function of public schools: "Is choice of schools in the public interest, or is it destructive of the ideals of the public schools?" (Nelson, Carlson, & Palonsky, 1993, p. 45). Results of the Phi Delta Kappa/Gallup Poll in 1997 stated that 52% of those surveyed oppose allowing students and parents to use public funds to attend a private school (Elam et al., 1997). However, the results from previous Phi Delta Kappa/Gallup Polls showed a decrease in this opposition from 74% in 1993 to the 52% in 1997

(Elam, Rose, & Gallup, 1996; Elam et al., 1997). Other results suggested that the concern of the public for reforming the public schools is strong, as 71% of those surveyed favor reforming the existing public school system, and only 23% favor finding an alternative system (Elam et al., 1997). The findings of the Carnegie Foundation for the Advancement of Teaching indicated that no strong empirical support for school choice exists (cited in Fowler, 1996). Nevertheless, public school choice has become the focus of a number of state legislatures as the vehicle for effecting reform in public schools with policymakers basing decisions on political reasons rather than evidence of effectiveness (Farrell, 1994). School choice is viewed as an example of rational choice theory, based on demand-side and supply-side economics: theoretically, choice will bring about competition among schools, resulting in improved, more effective public schools. The demand side in school choice focuses on the parents' primary concern with the quality of education a school has to offer. This quality is the factor used to determine the school in which the children will be enrolled. The supply side focuses on the schools' response to students and parents as consumers (Henig, 1996). Hauptmann (1992), however, concluded that "rational choice theorists' ambitious aims to recast democracy in economic terms fails because it must omit and distort too much about political choice in the process" (p.2309).

School choice covers a variety of student assignment plans that differ significantly in their theoretical bases and operational procedures (Cookson, 1994). Cookson (1994) used the word *choice* to refer to policies that allow parents and students to play a role in selecting the school to which the student is assigned. The degree of participation can range from controlled choice that places some restrictions on the school choices

parents can make to open enrollment with minimal restrictions. Efforts to pass legislation providing for some form of school choice program have occurred in every state and Washington, D.C.(Cookson, 1994). More than fifty percent of the states permit some form of choice, either formally through legislation or informally through practice (Nathan, 1996).

### *Interdistrict Open Enrollment in Ohio*

The Ohio legislature introduced choice options through the Omnibus Reform Act of 1989, Amended Senate Bill 140. This bill mandated two choice options for public schools and authorized districts to allow or not allow a third option. The mandated choice options were intradistrict open enrollment and post-secondary options. Guidelines were established for intradistrict open enrollment that allowed students to attend a school in their residential district other than the neighborhood school to which they would normally be assigned. Guidelines for post-secondary options were also established that provided 11th and 12th grade students with the opportunity to attend colleges or universities while enrolled in a public school district and to receive credit for passed courses. If a student took such a course to satisfy a school district graduation requirement or both high school district graduation requirements and college program requirements, state foundation funds received by the student's district were decreased proportionate to the percentage of the school day that the student was attending a college or university.

The third choice option included in Ohio's Amended Senate Bill 140, and the focus of this study, was interdistrict open enrollment. In 1988, Minnesota became the first state to allow this choice option, as a

result of legislative action that mandated intrasectional, statewide intra- and interdistrict open enrollment in its public schools (Cookson, 1994). Interdistrict open enrollment allows a student to attend a public school in a district other than the one to which he or she would normally be assigned. In addition to Ohio and Minnesota, a number of other states have also authorized or mandated interdistrict open enrollment.

The interdistrict open enrollment policy of Minnesota has been examined by Funkhouser and Colopy (1994), Nathan (1990), Rubenstein (1994), and Urahn (1990) (all cited in Fowler, 1996). Fowler (1996), Metzler (1996), and Farrell (1994) examined interdistrict open enrollment in Ohio public schools. Fowler examined the demographic characteristics of open districts. Farrell analyzed a study of districts that participated in the piloting of interdistrict open enrollment in Ohio. Metzler examined the quantitative differences between districts open to interdistrict open enrollment and districts not open. Wronkovich, Robinson, and Wargo (1995) reported on the Coventry Local Schools' response to interdistrict open enrollment in Ohio. The Coventry school district used interdistrict open enrollment as a source of income to stabilize the finances of the district. Studies conducted in nine states have examined the following perceptions of interdistrict open enrollment by superintendents, administrators, and other stakeholders (Baah-Gyimah, 1991; Brogan, 1990; Colton, 1991; Farrell, 1994; Gronning, 1991; Miller, 1990; Woodby, 1993); characteristics and demographics of families participating in interdistrict open enrollment (Backes, 1996; Davis, 1993; Moran, 1992; Roden, 1992; Sauter, 1994); and the impact of this choice option on finances (Alther, 1994; Daniels, 1993; Farrell, 1994; Metzler, 1996), desegregation (Doughty, 1980; Fife, 1994; Hawke, 1994;

McKinney, 1996; Smith, 1995; Tenbusch, 1992), school reform (Folger, 1992; Fossey, 1993; Jaeger, 1981; Lange, 1995), and programs (Galluccio-Steele, 1986; Mead, 1994).

Ohio's Amended Senate Bill 140 permits a district to accept students from another district provided the districts are adjacent. The sections of Amended Senate Bill 140 that provide the guidelines for implementation of interdistrict open enrollment are contained in Appendix A (Ohio Department of Education [ODE], 1993a). If a district decides to utilize this option, the school board is required to adopt an interdistrict open enrollment plan that addresses the following:

1. application procedures, including deadlines for application and notification of students
2. establishment of district capacity limits by grade level, school building, and education program
3. preference in enrollment to native students and previously enrolled adjacent district students
4. procedures to ensure racial balance
5. no requirement of academic ability or any level of athletic, artistic, or other extracurricular skills in the admittance procedure
6. no limitation on applicants because of handicapping conditions, unless the services required for the applicant in the IEP are not available in the district's schools
7. no requirement that the student be proficient in the English language
8. no provisions in the policy which discourage or prohibit native students from applying to enroll in adjacent districts. However, a district may object to the enrollment of a native student to maintain racial balance
9. no rejection of an applicant because of disciplinary procedures, except that, if an applicant has been suspended or expelled for ten or more consecutive days, the student may be denied admission to the district (ODE, 1993b)

In Ohio, when interdistrict open enrollment is utilized, school districts gain or lose state basic aid dependent on the number of



students the district gains or loses through interdistrict open enrollment. Through the 1997-98 school year, Ohio has used a figure known as a “guarantee” per student in a formula for calculating the basic state aid the district receives. The guarantee represents the combined funding effort of the school district and the state multiplied by a “school district equalization” factor, which was developed to give districts in high cost counties additional funds. Each year since the guarantee was introduced, it has equaled 60 to 62 percent of the average state expenditure per student. The current state funding formula for determining basic state aid is contained in Appendix B.

Students who enroll in a school district through interdistrict open enrollment are initially counted in their home school district, the students’ district of residence, for the October enrollment report. Credits or deductions based on the number of students gained or lost as a result of interdistrict open enrollment are made for each affected district by the ODE. The credits and deductions are made as part of the district’s nine monthly payments from the state. The information in Appendix B illustrates that, for the 1996-97 school year, the guarantee was \$3,500 per student. However, the state’s share for the sample district in Appendix B is \$2,314.86 per student, with the balance of \$1,185.14 of this guarantee coming from funds generated by the district. Very few districts ever realize the full guarantee amount, setting a context for discussion about state basic aid.

If a student enrolls in another Ohio public school district through interdistrict open enrollment, however, the entire guarantee amount, with the school district equalization factor applied, is deducted from the funds the sending district receives from the state for the school year.

Likewise, the receiving school district is credited for the entire guarantee amount, with the school district equalization factor applied, for each student enrolled through interdistrict open enrollment. Since the guarantee, together with the school district equalization factor, represents 60 to 62 percent of the state average expenditure per student, interdistrict open enrollment in Ohio raises critical questions concerning funding for interdistrict open enrollment (First, 1991). For the sending district, the reduction in state basic aid is greater than if the student had moved from the district. Then, only the state share of the guarantee would be deducted from the district's basic aid. But, if the student enrolled in another district through interdistrict open enrollment, not only the state share of the guarantee but also the district's share of the guarantee would be deducted from the district's basic aid. For the receiving district, especially a district whose expenditure per student is significantly above the state average, the benefit of receiving additional revenue could be diminished if the expense of educating the additional students is greater than the amount of funds received by the district for these students.

#### *Studies of Interdistrict Open Enrollment in Ohio*

A three-year pilot study of interdistrict open enrollment in Ohio was begun during the 1990-91 school year, with 3 school districts and 23 students participating. The number of participating districts and students increased during the 1991-92 school year to 10 and 115 respectively and in the 1992-93 school year to 49 and 551 respectively (ODE, 1993b). Information provided by the Area 8 Coordinator's Office for Ohio School Finance indicates that, during the first year following this

pilot study, 301 school districts adopted a board policy allowing students to enroll through the interdistrict open enrollment option and 7,033 students participated. This information further indicates that the number of city, local, exempted village, and joint vocational school districts that adopted a board policy allowing students to enroll through interdistrict open enrollment increased to 341 in the 1994-95 school year, 353 in the 1995-96 school year, and 376 in the 1996-97 school year. The number of students participating also increased, with 11,918 students participating during the 1994-95 school year, 15,725 during the 1995-96 school year, and 17,828 during the 1996-97 school year (ODE, 1998b).

A study by Farrell (1994) examined the outcomes of interdistrict open enrollment in Ohio, including technical effectiveness, cost-benefit ratio, political acceptability, and administrative operability. Farrell's study also reported concerns that districts had with financial aspects of Ohio's interdistrict open enrollment. Superintendents of districts that were not participating in interdistrict open enrollment recommended that there should be adjustments in the funding method to minimize the loss of funds for the sending district or to allow districts to average the funding loss. Regarding the recommendation that districts be allowed to average the funding loss, these superintendents proposed giving a district three years to develop and implement an educational improvement plan before losing funds (Farrell, 1994).

Hanlon (1996) assessed the attitudes and perceptions of a district's stakeholders about the development and implementation of *intradistrict* open enrollment in Ohio's public schools, the perceived influence of stakeholder groups on the intradistrict open enrollment process, and the

importance of factors to be considered in implementing intradistrict open enrollment policies. Hanlon found that respondents to his survey reported their perception that central office administrators, board of education members, and building administrators exerted the most influence in the development of a district's intradistrict open enrollment policy. Although this result was expected from the work of Weiss, Tyack, and Smith & Meier (cited in Hanlon, 1996), Hanlon suggests that the reason for the limited influence of other stakeholder groups may be their satisfaction with the district.

Metzler's (1996) statewide study of interdistrict open enrollment in Ohio during the 1994-95 school year examined the quantitative differences between districts that permitted interdistrict open enrollment and those that did not. Her findings included 14 significant differences between districts open to interdistrict open enrollment and those not open. These differences included demographic, resource, expenditure, and school performance. School districts that were open were lower in average daily membership; median family income; average class size; percentage of black and Asian students; valuation, revenue, and expenditure per pupil; average teacher salary; percentage passing the proficiency tests; and staff attendance. The open districts were higher in percentage of economically/academically disadvantaged students and recipients of Aid to Dependent Children. Metzler also studied the relationship between characteristics of the districts and the gains or losses of students through interdistrict open enrollment.

Fowler (1996) described the demographic characteristics of districts that allowed interdistrict open enrollment and those that did not during 1993-94, the first year of implementation of this choice option.

Her analysis indicated that open districts tended to be those with declining enrollments over the previous five years, low enrollment, rural location, minority enrollment either over 20 percent or under 1 percent and per pupil expenditure between \$3,501 and \$4,500. Closed districts tended to have increasing enrollment, suburban location, minority enrollment between 11 percent and 20 percent and per pupil expenditure over \$ 5,501.

Superintendents of Ohio school districts not open to interdistrict open enrollment recommended changes in the financial ramifications of Ohio's interdistrict open enrollment policy (Farrell, 1994). The recommendations included the following:

1. minimizing the loss of state aid to the resident district of students who enroll in another district through interdistrict open enrollment
2. increasing the funding districts receive for enrolling students through interdistrict open enrollment

Although these recommendations have not yet been addressed, the Ohio Legislature provided the potential for the expansion of interdistrict open enrollment through the passage of Senate Bill 55 in July 1997 (Senate Bill 55, 1997). Senate Bill 55 permits districts to adopt a resolution containing a policy on or after July 1, 1998, that

1. entirely prohibits interdistrict open enrollment from any other school district (except for students for whom tuition is paid);
2. permits open enrollment of students from adjacent school districts, as under current law; or
3. permits the open enrollment of students from any city, exempted village, or local school district that is not part of the joint vocational school district.

The concerns raised by Farrell's (1994) study of the financial ramifications of interdistrict open enrollment and the potential impact of

Senate Bill 55 provide additional rationale for the need to study interdistrict open enrollment in Ohio. In addition, the funding of schools in Ohio--specifically, the question of adequate and equitable funding--have resulted in the case *DeRolph v. The State of Ohio*. This case, decided by the Ohio Supreme Court, requires that the General Assembly first determine the cost of a basic quality education; after determining this cost, the General Assembly is to ensure that sufficient funds are provided for each student and that property taxes are no longer the primary funding source for education (Ohio Supreme Court, 1997). The General Assembly's response to this case could impact on the concerns raised by Farrell.

The findings of these studies and the continued increase in the number of districts that have adopted interdistrict open enrollment policies suggest that additional analysis of Ohio's interdistrict open enrollment policy needs to be conducted to obtain a thorough understanding of this choice option. This study will address issues associated with Ohio's interdistrict open enrollment policy, building upon the research of Farrell (1994), Fowler (1996), Metzler (1996), Wronkovich et al. (1995), and the Ohio Department of Education (1993b).

#### Statement of the Problem

Since the 1993-94 school year, the first year of the implementation of interdistrict open enrollment in Ohio, the number of city, local, and exempted village school districts whose boards of education have adopted resolutions containing a policy that permits students in adjacent school districts to enroll in the district has increased from 278 to 346 out of the 611 public city, local, exempted village, and school districts in Ohio. An

analysis of financial data that focus on the impact of interdistrict open enrollment indicates a significant variance in gains and losses to school districts as a result of interdistrict open enrollment (Ruggles, 1997). These gains and losses have ranged from a loss of \$7,333,365.91 for the Akron City School District to a gain of \$6,484,792.20 for the Coventry Local School District during the period beginning with the 1993-94 school year and ending with the 1996-97 school year. This demonstrates the potential impact of marketing as it relates to interdistrict open enrollment.

The amount of state foundation funds received or deducted from a school district that gained or lost students as a result of interdistrict open enrollment can represent a significant percentage of the total budget of the district. The state funds received by the Lowellville Local Schools in Mahoning County from interdistrict open enrollment resulted in significant additional revenue over what would have been received without open enrollment. There was a 10.5 percent increase in revenue in the 1993-94 school year, 24.2 percent in 1994-95, 24.7 percent in 1995-96, and 25.7 percent in 1996-97 school (ODE, 1998a). Likewise, the amount of state funds deducted from the Southern Local Schools in Columbiana County represented a loss of 0.6 percent of what the district's revenue would have been without interdistrict open enrollment in the 1993-94 school year, 7.4 percent in 1994-95, 9.1 percent in 1995-96, and 8.1 percent in 1996-97 (ODE, 1998a). These data suggest that interdistrict open enrollment is favorable to districts whose revenue has increased significantly and alarming to districts whose revenue has decreased significantly. This financial component of interdistrict open

enrollment is of interest to Ohio's 611 city, local, and exempted village school districts.

As a choice option, one goal of interdistrict open enrollment is to increase competition among schools, resulting in more effective schools. In the market arena, a strategy used to increase competition is the development and implementation of marketing strategies. The financial data provided by Ruggles (1997) suggest that school districts could take financial advantage of this option through the development and implementation of effective marketing strategies. The results of these strategies could promote continued financial growth for those districts whose revenues have increased as a result of interdistrict open enrollment and reverse the flow of revenue for districts losing revenue as a result of interdistrict open enrollment. Lange (1995) found that administrative strategies influence the gains or losses associated with interdistrict open enrollment in that administrators who were proactive in their approach to this option were from districts that gained students while administrators who were reactive in their approach were from districts that lost students. The Coventry Local Schools in Summit County provide an example of this strategy. Coventry Schools converted a former entertainment complex into a magnet school for the performing arts and for a college preparatory curriculum to "thrive on open enrollment" ("The Coventry Case," 1997). As a result of open enrollment, the district gained \$6,484,792.20 during the period beginning with the 1993-94 school year and ending with the 1996-97 school year.

Proponents of school choice argue that the market forces of supply and demand should be utilized in the public school sector to bring about school reform. Chubb and Moe (1990) argued that market forces would



bring about effective school reform if federal and state governments were eliminated from the governance of schools. In their view, schools would compete, resulting in the survival of schools that could meet the demands of parents and students and the closure of schools that did not change to meet those demands. Fowler (1996) stated that proponents of choice base their argument on two sets of assumptions about school choice. The first set is about parents who represent the demand side of choice. The second is about school districts and school leaders who represent the supply side of choice. In her study exploring the supply side of Ohio's interdistrict open enrollment, she stated these assumptions that appear to underlie the supply side of choice:

1. School leaders wish to maintain or increase enrollment.
2. School leaders wish to maintain or increase revenues.
3. If threatened by the loss of enrollment or revenues, school leaders would be willing to compete with other districts for students or revenues.
4. School leaders will be able to expand their district's supply of high-quality programs to meet parental demands.
5. The parents and communities served by school districts that currently offer high-quality programs will be willing to accept children from outside their district.

Funkhouser and Colopy (cited in Fowler, 1996) examined the supply-side assumptions as they relate to interdistrict open enrollment and its impact on school districts in Minnesota. The results of their study supported the notion of supply-side economics in that changes in behavior occurred in districts that experienced significant gains or losses through interdistrict open enrollment, changes including the development and implementation of marketing strategies to promote the districts. The significance of marketing strategies to promote districts is also supported by Burke (1991), Neagle (1991), and Sykes (1996).

Although such gains and losses suggest a relationship with supply-side theories, Henig (1994) and Guy (1992) argued that education is not a commodity subject to market forces. Cookson (1994) argued that even when parents are given a choice of the school their child can attend their decision is an uninformed one. Parents experience difficulty in making informed choices without sufficient and appropriate information.

Ohio has taken its first steps using school choice to bring about school reform, so careful consideration should be given to effective implementation of the interdistrict open enrollment option through the development of marketing strategies that will maximize its impact.

#### Purpose of the Study

The purpose of this study will be to analyze the implementation and impact of interdistrict open enrollment in the public schools of Ohio as a school choice option. The analysis will examine the rationale for a district to adopt or not adopt a resolution containing a policy that permits interdistrict open enrollment in the district, analyze the demographic characteristics of districts making each choice, and examine and analyze what factors determine whether a district gains or loses funds as a result of interdistrict open enrollment. In addition, this study will examine the district policies, procedures, and strategies that could impact on the gain or loss of funds as a result of interdistrict open enrollment in Ohio's public schools.

Several studies suggest that enrollment can be increased through the use of marketing strategies. Marketing strategies for retaining or increasing enrollment in public schools have been studied (Craig, 1995; Gardner, 1988; Rydland, 1987) as has marketing for specific educational

programs in school districts (Dutton, 1996). A number of studies have examined schools that have traditionally competed for students, namely Catholic schools (Neagle, 1991), private schools (Powell, 1991), independent schools (Sykes, 1996), and colleges (Mitchell, 1988).

The September 1992 issue of the Ohio School Boards Association newsletter, *Communication Plus*, provided suggestions for districts on how to arrive at a decision regarding interdistrict open enrollment. Included were ways to market interdistrict open enrollment (“Marketing Open Enrollment,” 1992). This is significant, given the data from the financial analysis of Ruggles (1997), which has provided evidence of the potential for financial gains and losses for Ohio school districts participating in interdistrict open enrollment and losses for schools not participating. The interdistrict open enrollment policy of Minnesota has been examined by Funkhouser and Colopy (1994), Nathan (1990), Rubenstein (1994), and Urahn (1990) (all cited in Fowler, 1996). However, there has been limited research on choice options, specifically interdistrict open enrollment, in Ohio. Although Hanlon (1996) analyzed the views of multiple stakeholders regarding only intradistrict open enrollment in Ohio public schools, Metzler (1996) and Farrell (1994) did examine interdistrict open enrollment in Ohio public schools. Farrell analyzed a study of districts that participated in the piloting of interdistrict open enrollment in Ohio, and Metzler examined the quantitative differences between districts open to interdistrict open enrollment and districts not open.

### Research Questions for This Study

The research questions for this study will address issues associated with Ohio’s interdistrict open enrollment policy, building upon

the research of Farrell (1994), Metzler (1996), and Wronkovich et al. (1995), as well as upon the research of Fowler (1996) regarding the supply-side of choice as it pertains to interdistrict open enrollment in Ohio. The research questions are as follows:

1. Why did districts adopt or decide not to adopt a resolution containing a policy that permits interdistrict open enrollment?
2. What are the demographic characteristics of districts that have adopted a board resolution that contains a policy permitting interdistrict open enrollment and of districts that do not allow interdistrict open enrollment?
3. What are the demographic characteristics of districts that have gained funds or lost funds as a result of interdistrict open enrollment?
4. What has been the impact of interdistrict open enrollment on school relationships, staffing, curriculum, parent involvement, management, and class size?
5. What district policies, procedures, programs, and strategies regarding marketing and public relations could impact on the gain or loss of funds as a result of interdistrict open enrollment in Ohio's public schools?
  - a. Is there a marketing plan?
    - (1) Have brochures and other forms of printed publicity been developed?
    - (2) How is this information disseminated?
    - (3) Who receives this information?

b. Are there special programs within the district or in collaboration with other districts?

(1) What kinds of programs are available?

6. What are the implications of Senate Bill 55 on interdistrict open enrollment in Ohio?

### Significance of the Study

This study is designed to contribute to the knowledge about the financial impact and other consequences of interdistrict open enrollment in both Ohio and the nation. It is designed to be of practical significance for districts as they assess choice options and the impact of district policies, programs, strategies, and practices as these relate to the financial implications of interdistrict open enrollment. Interdistrict open enrollment is one of a number of school choice options being implemented as the issue of choice as a strategy for school reform is evaluated. Ohio, through Senate Bill 55, is providing the opportunity for school districts to expand the use of interdistrict open enrollment to allow students from any district, not just an adjacent one as required by Amended Senate Bill 140, to enroll in an open district if the board adopts a resolution allowing this option.

Farrell and Metzler did gather and analyze data regarding interdistrict open enrollment during the three-year pilot study, 1990-93, and the first year of implementation, 1993-94 (Farrell, 1994), and the second year of implementation, 1994-95 (Metzler, 1996), of interdistrict open enrollment in Ohio. This study will provide information and analysis to compare with the work of Farrell and Metzler.

## Limitations and Delimitations

This study will be limited to the 611 Ohio public city, local, and exempted village school districts beginning with the 1993-94 school year and ending with the 1996-97 school year.

## Definition of Terms

### 1. Interdistrict Open Enrollment:

A choice option that permits students to enroll in a district other than the one in which they reside. Amended Senate Bill 140 and Senate Bill 55 require the board of education to adopt a resolution that allows nonresident students to enroll in the district. Amended Senate Bill 140 requires that the student's residential district be adjacent to the district in which the student enrolls through interdistrict open enrollment.

Senate Bill 55 will allow a district an additional option, that of permitting students from any other Ohio school district to enroll. Interdistrict open enrollment is also referred to as open enrollment or interdistrict-choice.

### 2. Open District:

A school district that permits or is mandated to permit interdistrict open enrollment.

### 3. Home School District or District of Residence:

The school district in which the parent, as defined in the Ohio Revised Code Section 3313.98, resides.

### 4. Adjacent District:

A school district whose territory abuts the territory of the district that has adopted a policy allowing interdistrict open enrollment.

## **Chapter 2**

### **Review of the Literature**

#### Introduction

This chapter will review the literature relevant to the subject of this research. The available research is categorized and arranged in a sequence that leads to the research questions of this study. The starting point for this literature review is the call for school reform that began in the 1980s. As the overall question of school reform was being debated and a first wave of reform was being formulated in such areas as teacher preparation standards and standardized testing (Sizer, 1992), the issue of parent choice of schools came to the forefront of the debate as a strategy for bringing about school reform.

Choice, in general, is examined in this chapter from a philosophical as well as a practical perspective. Various types of school choice are examined that include public school choice initiatives such as magnet schools, intradistrict open enrollment, interdistrict open enrollment, and charter schools, as well as choice initiatives that also involve vouchers for attendance at private schools. Arguments for and against choice in general, as well as for and against specific types of choice, will also be reviewed. The literature reviewed regarding arguments for and against choice will focus on the impact of choice on accountability, equity, and diversity (Young and Clinchy, 1992); student achievement (Elmore, 1990); market social metaphor of individual interest, autonomy, and competition (Cookson, 1994).

Choice is viewed as a strategy that utilizes market forces to bring pressure on schools to change. This chapter will examine markets and

marketing for school choice. Literature reviewed for this study will examine public school choice in Ohio--specifically, interdistrict open enrollment. After examining choice options in Ohio, also reviewed will be literature concerning the history of interdistrict open enrollment in the United States, the impact of interdistrict open enrollment under Ohio's Omnibus Educational Reform Act of 1989, and the potential impact of interdistrict open enrollment under Ohio's Senate Bill 55 of 1997. This review will be used to develop the context of this study.

### School Reform Issues and School Choice

The challenge to the U.S. dominance in commerce, industry, science, and technology through competition from countries such as Japan and Germany served as the impetus for the report *A Nation at Risk* (National Commission on Excellence in Education [NCEE], 1983). This report assessed the quality of education in the United States and determined that reforms needed to be initiated to improve that quality. Since the impetus for this report came from the U.S. Department of Education and involved prominent members as its authors, it commanded much attention and was generally accepted as an objective analysis of the state of public education. A number of studies cite the *A Nation at Risk* as the work that initiated the call to reform America's public schools during the 1980s. This report outlined indicators of risk in the public schools that included functional illiteracy of children and adults, the decline in the average achievement of high school students as well as in science achievement, and the cost of remedial education on the part of business and colleges (NCEE, 1983). Recommendations based upon findings of this report were made in the following five areas:



1. Content: State and high school graduation requirements should be strengthened.
2. Standards and Expectations: Schools, colleges, and universities should adopt higher expectations for academic performance and student conduct.
3. Time: More effective use of time should be made, including longer school days or a lengthened school year.
4. Teaching: The preparation of teachers, the extent of their role in the education process, and their compensation and other incentives should be improved.
5. Leadership and Fiscal Support: Educators should be held accountable for these reforms, but they need the fiscal support to achieve them (NCEE, 1983).

These recommendations were further supported by Cibulka (1990), who referred to them as core and ancillary restructuring strategies. Cibulka also accurately recounted the history of this reform movement. He pointed out that, initially, the core strategies included teacher professionalism, school empowerment, higher order thinking skills, and dropout prevention, which were to be examined first, followed by the ancillary strategies that included performance incentives, deregulation, and accountability reporting. Another work that examined these first-wave reforms suggested in *A Nation at Risk*, namely seeking improvement in student performance and teacher quality, is Young and Clinchy's *Choice in Public Education* (1992). Pink (1992) gave a detailed analysis of the call to reform in the Chicago Public Schools that deals with decentralization, salaries and standards, incentives, academic rigor, and professional development. This study, along with others, concluded:

“Without other changes in school structure, simply rewarding good teaching or further testing teachers would not lead to significantly improved learning” (Cornett, 1995, p.28).

The second wave of public school reform focused on issues dealing with the organization and control of public schools (Young & Clinchy, 1992). A number of articles, books, and programs examine changing the school structure to one that meets the needs of the students attending the school. Such structural change is the basis of a number of models. One of these is The Venture Capital competitive grant program in Ohio, instituted to effect school reform in Ohio’s public schools, which promotes some reform models as the format that a school could choose to use as the basis for a strategic plan with the goal of improving student achievement. The programs listed in the information packet included Levin’s Accelerated Schools, Comer’s School Development Program, Dolan’s Success for All, New American Schools Development Corporation Model: The Modern Red Schoolhouse, Effective Schools, Sizer’s Coalition of Essential Schools, and Spady’s High Success Schools (ODE, 1995). That the reform should be addressed at the building level is one of the beliefs of the Sizer’s Coalition of Essential Schools (O’Neil, 1995). Bastian (1989) stated that school reform must follow from a school-by-school improvement effort. The focus on school structure, governance, and the promotion of autonomous buildings supports the philosophy that those at the building level are the most knowledgeable about what needs to be accomplished to improve student achievement. This philosophy is one of the bases of Chubb and Moe’s *Politics, Markets and American Schools* (1990) in that schools need to be autonomous and free from bureaucratic control to be effective. Chubb and Moe were adamant in this argument,

going so far as to state that public schools are not meant to be controlled by parents and students and are not supposed to provide the kind of education they want and need. In their promotion of choice, they did point out some isolated instances of improved student achievement in the east Harlem schools in Manhattan's District No. 4. However, at this time, there is little additional evidence to support that such efforts result in improved student achievement.

Reforms implemented through these models and other strategies may result in schools that are unique in their approach to educating students. An additional tool for accomplishing reform in the area of school structure and governance is the use of school choice (Young & Clinchy, 1992).

### Choice

School choice had been advocated in the 1970s by Fantini (1973). However, school choice, as a reform strategy, attracted attention in the political arena beginning in the 1980s. Parental school choice has existed for years. Some parents have been able to choose the community in which to live, although in many instances that choice has been limited by their financial and racial status. One of the factors parents may consider in making this housing choice is the quality of the schools in that community. Private schools have also existed for a few centuries, providing financially able parents with the opportunity to choose private schooling for their children. School choice, in the context of school reform, refers to providing this option to parents without regard to race or wealth.

School choice finds its roots in rational choice theory. Rational choice theory is based upon an economic principal supported by Milton Friedman (1962). It is a theory, as reported by Guy (1992), that suggests that a minimum of government control is in the public interest of economic efficiency, liberty, and education. Table 2.1 demonstrates how reform proposals can improve consumer choice by altering the parameters associated with markets and competition (Cibulka, 1990).

**Table 2.1**

**How Reform Proposals Improve Consumer Choice**

Reform	Supply	Parameter Altered		Equal Access
		Pricing	Variation	
<b>Interdistrict speciality and magnet schools</b>			<b>x</b>	<b>(x)</b>
<b>Interdistrict</b>			<b>x</b>	
<b>Vouchers</b>	<b>x</b>	<b>x</b>	<b>x</b>	<b>(x)</b>
<b>Opting out (Charter</b>	<b>x</b>	<b>x</b>	<b>x</b>	
<b>Private only</b>	<b>x</b>	<b>x</b>	<b>x</b>	

**Note:** Parentheses (x) indicates that this parameter may be addressed in some plans.

*Note.* From *Choice in Education* (p. 56), by William Lowe Boyd and Herbert J. Walberg, 1990, Berkeley, CA: McCutchan Publishing Corporation. Copyright 1990 by McCutchan Publishing Corporation. Reprinted with permission.

Guy (1992), a proponent of the common school, outlined rational choice theory, describing it as a laissez-faire or private self-interest model. In doing so, she provided assumptions that this model is built upon. The assumption that all educational needs are only economic ends is one that she and others opposed to choice have great difficulty with.

Although not opposed to rational choice theory, these authors point out that supporters of school choice attempt to place the issue of education in an arena where it does not belong: economics (Guy, 1992; Hirsch, 1995).

As rational choice theory is applied to school choice, the implication is that subjecting schools to market forces will drive them to be more responsive to the parents and students who make use of them (Kearney & Arnold, 1994). Further, applying the market theory implies that those schools that don't react to the call to change to address the demands of parents and students will not have consumers and, therefore, will cease to exist. Chubb and Moe (1990) argued that public school choice is not a free market system since the choice programs are operated within the framework of the education institution. In addition, proponents of school choice advance the idea of placing education in the market arena because the public schools are viewed as having a monopoly on schooling. The argument asserts that, because of this monopoly, public schools are not required to be accountable, be efficient, or keep quality high (Henig, 1994).

Friedman (1962) and Chubb and Moe (1990) based their choice proposals on this argument. Chubb and Moe (1990) held the government responsible for the results of this bureaucratic monopoly. Therefore, they believed that the only way schools can be effective is without any government involvement. Friedman acknowledged that allowing education to rely on a purely market-driven process without any government influence is not sufficient to effectively provide education (Henig, 1993). However, Friedman (1962) did believe that the

government could assume some responsibility for ensuring that students are educated without itself being the provider of that education.

In contrast to this argument, or at least tempering the argument, is the belief that education is not a commodity subject to market forces. Instead, it is a public good (Henig, 1994). Henig's *Rethinking School Choice: Limits of the Market* (1994) is a very good source for framing the argument that questions the appropriateness of using market theory as a basis for school choice. Henig's belief in education as a common good is not an indictment of school choice but an argument for viewing school choice through a perspective other than that of the market. Henig asserted that school choice has been successful, not so much when it relied on market forces, but when it has been used as a tool combined with strong leadership, commitment from the government, and a willingness to focus on the social good.

Gainey (1995) agreed with Henig and provided arguments as to why the market concept of choice may not be good for education. Gainey argued that, if the market concept is to be applied to education, a concern for using the demand side of the market concept could lead to demands on the school system that are not in the best interests of society. Likewise, the supply side of the market concept could lead to aggressive marketing using information that could be superficial, inaccurate, or misleading (Gainey, 1995).

Kearney and Arnold (1994) also stated that the success of market-driven schools would have to be based on two assumptions that they held are tenuous. The first of those assumptions is that parents make decisions that accurately reflect their educational preferences. The

second is that school staff know how to change the school to address the needs expressed by the parents.

Henig (1994) and Fowler (1996) pointed out that proponents of school choice base their arguments on assumptions from both sides of the choice question. The demand side focuses on parents, and the supply-side focuses on school districts and leaders. Fowler further stated that, in discussions of school choice, the demand-side is usually emphasized, but neither it nor the supply side is explained in any detail. She did, however, suggest some ideas that could be used to explain the supply side of the choice question from the viewpoint of school districts and leaders, some of which are supported by the findings of Farrell (1994) and Metzler (1996):

1. School leaders wish to maintain or increase enrollment.
2. School leaders wish to maintain or increase revenues.
3. If threatened by the loss of enrollment or revenues, school leaders would be willing to compete with other districts for students and revenues.
4. School leaders will be able to expand their district's supply of high-quality programs to meet parental demands.
5. The parents and communities served by school districts that currently offer high-quality programs will be willing to accept children from outside their district. (Fowler, 1996)

An issue that has not usually been a high priority in the public schools is that of marketing for enrollment. However, if school choice is to be implemented within the context of a market to encourage competition, marketing by schools is a factor that requires some examination. The research that exists concerning this issue focuses on marketing by Catholic schools (Neagle, 1991), private schools (Powell, 1991), and independent schools (Sykes, 1996), as well as on applying consumer choice theory to interdistrict open enrollment (Burke, 1991).

Levin (1991) provided a very good rationale for providing the needed information to the potential market of parents of students who would attend a school based on parental choice. He stated that “the competitive efficiency of educational market systems depends greatly on consumer knowledge of alternatives” (p. 143). Lober (1993) emphasized the importance of public relations and marketing for schools. She examined ways parents learn about schools, as well as the importance of a plan to communicate with the public proactively. Martin (1990) stated that competition for the attention of the public to schools will require the use of marketing strategies. He also delineated the difference between marketing and public relations, defining public relations as efforts that

1. are broad management processes that develop a reputation for services rendered,
2. help people understand an organization,
3. create a receptive client,
4. build a hospitable environment for general public acceptance, and
5. generate fast-breaking information in times of crises.

Martin defined marketing as efforts that

1. focus attention on highly targeted audiences,
2. are designed to stimulate a specific action,
3. provide information people want,
4. prepare the way for the execution of a service, and
5. seek to find and fill identifiable public needs.

In the school choice programs of Massachusetts, one component that has been considered vital to the programs’ success has been the Parent Information Centers (PICs) established by the State Board of Education to assist parents in choosing a school for their child to attend (School Choice Programs 1998 - Massachusetts, 1998).



Fowler (1996) suggested that if Cookson's (1994) premise that education is a form of capital culture is accepted, then some of the supply-side assumptions are questionable. For example, if class and race of the student body are important for parents in choosing the school their child attends, then the supply-side assumptions concerned with marketing will not have any meaning in making schools attractive if they are in a high-minority or low-wealth area (Fowler, 1996). Studies examining school choice have addressed marketing or public relations from a position of providing required information to comply with the state mandates that regulate the choice option rather than from a position of promoting the school or program to encourage parents and students to enroll (Hanlon, 1996; Farrell, 1994).

The importance of marketing for schools, especially in a competitive arena, is stressed in numerous studies, articles, and books. Hanlon (1996) pointed out that the information documents used by school districts in Ohio in response to intradistrict open enrollment simply satisfy the letter of the law requiring policies and procedures. Concern exists, however, regarding who the audience would be. White (1991) believed that, at least with the choice option of open enrollment, schools will do their best to market themselves to students who are top scholars or athletes, while not giving much attention to those who are handicapped or are at risk.

There are many forms of school choice ranging from parental choice plans involving only public schools, referred to as public school choice (Lieberman, 1990; Young & Clinchy, 1992) to choice plans called public-private that provide access to private schools using public funding (Cibulka, 1990). This public-private form of choice is referred to as

educational choice (Lieberman, 1990). In addition, within each of these types of choice, controlled or limited choice can be a factor that further increases the choice options. Controlled choice refers to whether a school district receiving students has the right to reject or select a student based on criteria such as the number of absences, behavior, or handicap (Jones & Ambrosie, 1995). These forms of school choice are also aligned politically with people on the left generally favoring public school choice and people on the right favoring publicly funded vouchers that can be used for private schools (Cookson, 1994). Forms of school choice also exist in a number of other countries. France, Canada, and the Netherlands all provide public funding for private schools; the Netherlands also provides a degree of parental choice in public schools; and Great Britain provides for open enrollment (Glenn, 1990).

The multitude of student assignment plans under the umbrella of school choice have a common thread of encouraging or requiring students and parents to have a role in choosing the school the student attends (Cookson, 1994) or in exercising a preference for a particular school (Elmore, 1990). This approach is in contrast to the traditional American student assignment plan in which students attend a school based on where the student and family reside. Because state and local governments control or regulate the degree of choice available, altering one or more of the four parameters--supply, pricing arrangements, variations in service and quality, and consumer access to quality schools--can expand choice options available to parents and students (Elmore, 1990). Cookson (1994) gave one of the more comprehensive descriptions of basic school choice plans, as described in Table 2.2. Choice plans that include private or parochial schools include the use of

vouchers or tuition tax credits and have proved to be the most controversial, because the question of public funding for students to attend a private or parochial school evokes the debate of public support of religion. At least 33 states and the District of Columbia have some type of formally legislated choice programs or informal choice options (Cookson, 1994). Choice has gained in popularity because of the dissatisfaction of the public with its schools (Young & Clinchy, 1992).

**Table 2.2**  
Basic Public School Choice Plans

Plan	Definition
<b>Intradistrict-choice</b>	Allows students to choose schools within one public school district. Depending on the specific plan, the range of choice may include a few to all schools in a district.
<b>Interdistrict-choice</b>	A plan in which students may cross district lines to attend school. Tuition funds from the state follow the student, and transportation costs are usually provided. Unlimited interdistrict choice is equivalent to statewide open enrollment.
<b>Intrasectional-choice</b>	Limited to public schools.
<b>Intersectional-choice</b>	Includes both public and private schools.
<b>Controlled-choice</b>	A student assignment plan that requires families to choose a school within a community, but choices can be restricted to ensure the racial, gender, and socioeconomic balance of each school.
<b>Magnet schools</b>	Public schools that offer specialized programs, often deliberately designed and located so as to attract students to otherwise unpopular areas of schools.

Magnet schools are often created to promote racial balance.

**Postsecondary options**

Programs that enable high school students to enroll in college courses at government expense. The courses they take may contribute to high school graduation requirements as well as to their college programs.

**Second-chance programs**

Alternative schools and programs for students who have difficulties in standard public school settings. Most often, these students have either dropped out of school, are pregnant or are parents, have been assessed as chemically dependent, or have been expelled from their previous school.

**Charter schools**

Publicly sponsored autonomous schools that are substantially free of direct administrative control by the government but are held accountable for achieving certain levels of student performance (and other specified outcomes).

*Note.* From *School Choice* (pp. 14-16), by Peter W. Cookson Jr., 1994, New Haven, NJ: Yale Publishing Press. Copyright 1994 by Yale University Press. Reprinted with permission.

*School Choice Options*

*Magnet Schools*

Young and Clinchy's *Choice in Public Education* (1992) is an appropriate source for information pertaining to magnet schools.

Literature discussing magnet schools points out that magnet schools were, and continue to be, utilized as a tool developed as a response to the issue of desegregating schools (Fife, 1994; First, 1991; Lieberman, 1990).

Magnet schools were often created to promote racial balance, especially

from 1960 to 1970, as an alternative to the more controversial racial integration strategy of forced busing.

Magnet schools are characterized as schools that focus on a programmatic or pedagogical theme and that enroll students from an entire district as opposed to restricting enrollment based on the neighborhood in which the school is located. As described by Cookson (1994), magnet schools are public schools that offer specialized programs, often deliberately designed and located to attract students to otherwise unpopular neighborhoods. Magnet schools whose theme is programmatic are those that focus on specific curricular areas such as math/science, foreign languages, or the performing arts. Magnet schools whose theme is pedagogical are those oriented toward a specific student body such as the gifted or at-risk. Lieberman (1990) agreed that magnet schools were initially established to respond to the impetus to integrate schools. However, he notes that their purpose eventually increased to include additional objectives such as retaining middle-class families and students in urban school districts, attracting funding from federal and state sources, and encouraging local school reform. Regarding this last purpose, First (1991) defined magnet schools not as a major school choice option but as a subset of the school choice option of intradistrict open enrollment. Young and Clinchy (1992) listed a number of studies whose results indicated that magnet schools improved student achievement and increased student attendance. However, First (1991) and Young and Clinchy (1992) also stated that the costs of magnet schools are greater than those of other options, especially for transportation.

Young and Clinchy (1992) promoted magnet schools as the vehicle for satisfying the demand for school choice and supporting the concept of public schools. The goal of their proposal is to provide for systemwide improvement that involves only public schools and implements a choice plan that is districtwide, using a combination of alternative or magnet schools as well as “controlled” choice. The four phases of this plan are:

- Phase I: Mechanisms for Initial Planning
- Phase II: Development of a “Controlled” Choice Plan
- Phase III: Planning Individual Alternatives or Magnets
- Phase IV: Implementation (Young & Clinchy, 1992).

### *Charter Schools*

A frequently quoted source on charter schools is Joe Nathan’s *Charter Schools* (1996), which presented a thorough background that addresses questions from those who support choice and those who oppose choice in general and charter schools specifically. Charter schools are a public school choice option that has generated much interest and discussion over the last few years. This interest and discussion first received national attention in President Clinton’s 1993 State of the Union speech and subsequently received attention in speeches given by Richard Riley, Secretary of Education (Public school choice and accountability in public education, 1997). Nathan (1996) emphasizes the characteristics of charter schools that, in his view, make this the choice option that addresses issues of school reform that include accountability, site-based management, parent choice, and improved student achievement. In addition, unlike magnet schools, charter schools have no admission criteria for excluding a student. After describing charter schools and how they are a supply-side choice strategy, Nathan (1996) is the ultimate

cheerleader in his promotion of charter schools through a step-by-step method for establishing one.

Bierlein (1995) also presented a well-articulated argument for charter schools emphasizing that charter schools

- focus on results,
- remain public schools,
- enhance educational choice options,
- permit true decentralization,
- enable local school boards to become true policy boards, and
- serve at-risk students.

The Venture Capital Schools Process established in Ohio in 1993 was developed to promote many of these charter school concepts.

However, because these schools have remained under the jurisdiction of the local school boards, they have not been able to function as true charter schools.

Young and Clinchy (1992) suggested that this form of school choice, combined with the option of students' utilizing interdistrict open enrollment, is the alternative that provides parents and students with direct input into choosing the school that best meets the needs of the student.

### *Vouchers*

Milton Friedman is referred to as the initial proponent of educational vouchers (Fantini, 1973; Henig, 1994; Lieberman, 1990; Lytle, 1975). His rationale for promoting the use of vouchers is described in his 1962 *Capitalism and Freedom*, a theoretical work that argued the role of government in several areas of our society including education. Friedman had introduced the voucher concept in the 1960s, proposing

that parents receive a voucher for each child. The voucher could be redeemed “for a specified maximum sum per child per year if spent on ‘approved’ educational services” (Friedman, 1962, p. 89). Lytle’s (1975) voucher plan, called Liberty Schools, adopts the precepts of Friedman and expands on them by describing, in detail, what the Liberty Schools plan is and how it would be implemented. His plan would limit the use of vouchers to public schools and would permit a student to use the voucher at any time during the student’s lifetime. There would be different values for students in kindergarten, elementary, junior high, high school and college or higher education, with additional amounts available for students with special needs (Lytle, 1975).

Cookson updated this plan in proposing an Educational Trust Fund, a plan he called a “just” voucher system (Cookson, 1994).

Cookson’s plan has as its purposes: to promote educational experimentation, to provide equal access to educational opportunity for all American children, and to create a world-class system of public and private schools in America. His plan, like Friedman’s, is unregulated in that schools may charge tuition that exceeds the average public school per pupil cost (Cookson, 1994).

Although vouchers appealed to those on the ideological right, those on the left, such as Christopher Jencks, were also attracted because they viewed vouchers as a vehicle for redistributing opportunity to benefit the poor and minorities (Henig, 1994). Jencks and Friedman, however, differed on the regulation of vouchers. Friedman argued that vouchers should be unregulated, with every parent receiving the same amount for each child. In Friedman’s plan, according to Henig (1994), a parent could add to the voucher to allow the child to attend a school whose tuition



was greater than the amount of the voucher. Jencks, on the other hand, would regulate the use of the voucher. The features of his proposal include the following:

1. Public voucher must be full payment for tuition,
2. The school must accept any applicant as long as it has vacant spaces.
3. If the school has more applicants than spaces, pick half of them by lot and the other half in a nondiscriminatory manner. (Lytle, 1975)

Friedman's proposal is supported by Chubb and Moe (1990) in suggesting that vouchers provide parents and students with true choice that is not bound by the bureaucracy of the state or federal government. As a school choice option, vouchers that involve private, especially religious, schools have been the most controversial, evoking the debate over the separation of church and state.

Two states, Wisconsin and Ohio, have enacted legislation that authorizes publicly funded vouchers that can be used at any public, private, or religious school. A third state, Florida, enacted legislation that authorizes public funded vouchers that can be used at any private or parochial school.

The Wisconsin Legislature authorized private school choice in 1990 and expanded the program to include religious schools beginning with the 1995-96 school year. In January 1997, a provision of the Wisconsin bill authorizing the inclusion of religious schools in the state's voucher plan was ruled unconstitutional ("School Choice Programs, 1998 Wisconsin"). This ruling was subsequently reversed by the Wisconsin Supreme Court in June 1998. The Wisconsin Supreme Court upheld the 1995 law expanding the voucher program to include religious schools (Walsh, 1998). An appeal of the June 1998 ruling was made to the

United States Supreme Court, which, on November 9, 1998, voted 8-1 not to review the case, thereby setting no national precedent (Carelli, 1998).

Ohio's voucher program was approved in 1995 and funded by the state as a \$5 million pilot voucher program for the city of Cleveland. The program provided up to \$2,500 each for 2,000 Cleveland elementary students in kindergarten to third grade (Lindsay, 1995). In January, 1996, the program was ruled constitutional. However, on May 1, 1997, the Ohio Court of Appeals ruled that the program was unconstitutional as it violated the religious establishment clause of the Ohio and United States Constitutions (Walsh, 1997). In spite of this ruling, the Ohio legislature voted to renew the Cleveland voucher program for the 1997-98 and 1998-99 school years and expanded the number of students participating from 2,000 to 3,100 (Lindsay, 1995; Reinhard, 1997). The Ohio Supreme Court ruled, on May 27, 1999 that the program was unconstitutional in the way that it was funded, but it did not violate the religious establishment clause (Brown & Theis, 1999). As a result, if funding is properly approved, the pilot program could continue. If the program were expanded, however, there could be a potential constitutional challenge on other grounds (Brown & Theis, 1999).

The Florida Legislature approved a statewide school voucher plan in April 1999 that would provide a voucher worth at least \$4,000 per year toward tuition at a Florida private or parochial school. The voucher would be available to students attending schools that get a failing grade based on the results of testing students in grades 3 to 12 (Kallestad, 1999). Legal action challenging the law's constitutionality is expected

Lieberman's concept that educational vouchers should involve public and private schools, including religious schools, is in agreement with the economists' assertion regarding market theory. This assertion is that competition can exist only to the extent that certain conditions are met. Lieberman states that, especially with the first condition, "public school choice clearly fails to meet the conditions of competition"

(Lieberman, 1990, p. 12). Those conditions are

1. Ease of entry into the market: If choice only involves the public schools, private schools cannot meet the demand
2. Mobility of resources, such as capital and labor, into and out of production in response to a change in demand
3. Inefficient producers must become efficient or go out of business
4. Buyers and sellers must have accurate information about the services being provided competitively
5. The market for services should be impersonal. (Lieberman, 1990)

#### *Intradistrict Open Enrollment*

Intradistrict open enrollment, which allows students to choose schools within one public school district, is utilized on a voluntary basis in seventeen states and formally in a number of states and has been mandated in seven states (ODE, 1993b). This form of public school choice has been mandated in Ohio through the passage of Amended Senate Bill 140, passed in 1989 and implemented beginning in the 1993-94 school year. Hanlon's study (1996) thoroughly examined this form of school choice in Ohio. Hanlon's findings suggest that there are differences in the demographic variables of participant families, including lower levels of educational attainment of these families, overall younger parental age, and lower levels of combined household income. These

demographic findings were not supported in the literature calling choice inaccessible to children of families from lower income groups. However, since this form of school choice involves only the district that these families reside in, factors such as knowledge about the chosen school and transportation are not as critical as they would be if the choice involved another school district and the choice plan did not include transportation.

The option of intradistrict open enrollment provides students with the opportunity to attend a school other than the one they would be assigned to by neighborhood. Depending on the plan, students may be limited in their choice through controlled choice, in which the parent and student make a first, second, and third choice with one of these choices being honored. In her review of state legislation that permits intradistrict open enrollment, Smith (1995) pointed out that some states promote choice more strongly than others. For example, the Ohio statute states that intradistrict open enrollment policies or plans *shall* provide procedures for admitting students as opposed to Michigan's statute that states that the policies or plans *may* give priority to students in placing them in a school. Smith (1995) supported the findings of Hanlon (1994) and others as they relate to factors on which intradistrict open enrollment depends, namely space and a positive effect on racial balance.

Although many states have mandated choice options in response to a call for reform of the public schools, Smith (1995) contended that the strongest intradistrict open enrollment plans are in districts that have chosen to implement a plan whether or not the state passed legislation mandating or permitting these plans. She cited a number of examples, including Cambridge, Massachusetts; East Harlem District #4; White

Plains, New York; and Eugene, Oregon (Smith, 1995). The schools of East Harlem District #4 are highlighted in a number of articles and studies as an example of a merging of two types of public school choice options. East Harlem district #4 offers parents and students intradistrict open enrollment throughout the district. At the middle school level, however, all schools are magnet schools organized around various themes and philosophies (Smith, 1995).

### *Interdistrict Open Enrollment*

The focus of this study is interdistrict open enrollment in Ohio public schools. Minnesota is considered the leader in utilizing interdistrict open enrollment, a choice option that allows students from a district to attend school in another district. In most states, there are guidelines and procedures for interdistrict open enrollment. In some cases, such as Minnesota, the student can attend school in any other district in the state. In other states, such as Ohio, districts have the option of remaining open or closed. Amended Senate Bill 140 stated the guidelines that a student would have to follow to participate in interdistrict open enrollment. This meant that, if a student wanted to enroll in a district other than the one to which he or she is assigned through residency, the district the student wanted to enroll in had to be open. In addition, only students from districts whose territory abutted the open district could enroll through interdistrict open enrollment (ODE, 1993a). Senate Bill 55 was introduced and passed in Ohio in August 1997 as a reform and accountability bill. One section of the bill is devoted to interdistrict open enrollment. The bill permits boards to adopt a resolution containing a policy that

- a. entirely prohibits interdistrict open enrollment from any other school district (except for students for whom tuition is paid),
- b. permits open enrollment of students from adjacent districts, as under current law, or
- c. permits the open enrollment of students from any other school district (Senate Bill 55, 1997).

Two studies addressing interdistrict open enrollment were reviewed: those by Farrell (1994) and Metzler (1996). Interdistrict open enrollment is considered a strategy on the supply side and a weaker form of school choice than charter schools. The issue of interdistrict open enrollment as a supply-side strategy is examined and analyzed by Fowler (1996). Fowler stated that proponents of choice base their argument on two sets of assumptions regarding school choice. The first is about parents who represent the demand-side of choice. The second is about school districts and school leaders who represent the supply-side of choice. In her study exploring the supply side of Ohio's interdistrict open enrollment, she stated her interpretation of these assumptions that appear to underlie the supply-side of choice:

1. School leaders wish to maintain or increase enrollment.
2. School leaders wish to maintain or increase revenues.
3. If threatened by the loss of enrollment or revenues, school leaders would be willing to compete with other districts for students or revenues.
4. School leaders will be able to expand their district's supply of high-quality programs to meet parental demands.
5. The parents and communities served by school districts that currently offer high-quality programs will be willing to accept children from outside their district.

These gains and losses suggest a relationship with supply-side theories, although Henig (1994) and Guy (1992) argued that education is not a commodity subject to market forces. Funkhouser and Colopy (as cited in Fowler, 1996) examined the supply-side assumptions as they

relate to interdistrict open enrollment and its impact on school districts in Minnesota. The results of their study support the notion of supply-side economics in that changes in behavior occurred in districts that experienced significant gains or losses through interdistrict open enrollment, changes including the development and implementation of marketing strategies to promote the districts (Burke, 1991; Neagle, 1991; Sykes, 1996). Cookson (1994) argued that even when parents are given a choice of the school their child can attend their decision is an uninformed one. Parents experience difficulty in making informed choices without sufficient and appropriate information.

One of the primary purposes of implementing interdistrict open enrollment is to improve education by forcing competition. This purpose concerned Smith (1994), who suggested that focusing on market theory diminishes the importance of desegregated schools.

#### Arguments For and Against Choice

From a philosophical perspective, most parents and educators would be hard pressed to argue against choice. Parents want the best for their child with regard to the child's education, including the school facility the child attends, effective teachers, and an environment that is both safe and student-centered. Educators also agree that, with these conditions in place--school facility, environment that is safe and student-centered, and supportive parents--the likelihood of a student achieving his or her potential is greatly increased. In the choice argument, the debate is between the common good of educating students for a democratic society as a necessary and sufficient condition for the existence of public schools (Association for Supervision and Curriculum

Development [ASCD], 1990) and the individual rights of parents and students. Guy (1992), very supportive of the common school, suggested that reforming and financing the present system so that schools would be on an even playing field would convince everyone to choose to attend public schools. In addition, she questioned why this debate continues by stating:

The degree and extent of competition in public schools has been debated and discussed for the past century, yet proponents of private “school choice” have failed to address the unanswered logic of how the outmoded and inefficient institution of the American common school has managed to produce the world’s most highly competitive capitalist society. (p. 569)

Archbald (1996) presented an objective framework that he asserted could be used to develop a clear understanding of the nature of school choice, which in turn could resolve the issues that serve as the focal points in the arguments for and against choice. He proposed the development of educational indicators that are well defined and capable of being evaluated. The indicators he proposed include input variables such as fiscal resources, student background, and student achievement. In addition, the indicators would include a process variable of supply-side indicators that reflect a school district’s capacity to satisfy parental choice, such as educational options, information dissemination, and transportation.

Fantini (1973) was also supportive of schools that create conditions that maximize individual value. The source that provided a clear articulation of the arguments regarding choice was *Choice in Education: Potential and Problems*, edited by Boyd and Walberg (1990). Literature on school choice, both for and against, focuses on issues that include accountability, equity, diversity (Young & Clinchy, 1992);



governance (Bastian, 1989); student achievement (Elmore, 1990); market social metaphor of individual interest, autonomy, and competition (Cookson, 1994).

Because school choice is a strategy whose goal is to bring about school reform, the focus of school choice options should therefore be school reform. Likewise, since the goal of school reform is effective schools, evidenced by student learning, the focus of school reform should be increased student learning. Therefore, the focus of school choice options should be increased student learning. Fliegel (cited in Martinez, Godwin, Kemerer, & Perna, 1995) reported increased student achievement in schools of choice. In addition, the Massachusetts Department of Education found that students enrolled in charter schools advanced more quickly than the students they left in their former schools (Massachusetts Charter School Initiative, 1998). There is, however, no conclusive evidence that student achievement will increase as a result of choice. Capell, Chriss, Nash, and Stern (cited in Martinez et al., 1995) reported no significant differences in reading achievement between students who chose their school and those who did not.

This author does not support parent surveys as an accurate indicator of the effectiveness of programs involving their children's education, because of the Hawthorne effect (Gall, Borg, & Gall, 1996) and self-fulfilling prophecies. Peterson (cited in "Vouchers for Private Schools Pay Off," 1997), however, reported that parents who used vouchers in the Cleveland, Ohio, voucher program were more satisfied with their children's education than parents of public school students.

### *For Choice*

Proponents of school choice emphasize the issues of diversity (First, 1991), market social metaphor of individual interest, autonomy, and competition (Cookson, 1994). The choice debate in the early 1980s focused on the argument against choice because of its potential effect on desegregation accomplished since the 1954 case *Brown v. Board of Education*, which found separate but equal unconstitutional. Ronald Reagan shifted the focus in the choice debate away from desegregation to the issues of individual freedom and excellence in education (First, 1991). Smith (1995) cited sections of Arkansas legislation that summarizes the concepts that supporters of school choice promote. From the General Assembly of Arkansas she quoted:

There is no “right” school for every student, and permitting students to choose from among differing schools with different assets will increase the likelihood that some marginal students will stay in school and that other, more motivated students will find their full academic potential ... and further finds that giving more options to parents and students with respect to where they attend public school will have added incentive to satisfy the educational needs of the students who reside in the district. (p. 159)

Proponents of school choice argue that choice in public education provides the opportunity for promoting greater educational accountability, equity, and diversity (Young & Clinchy, 1992). Finn (1990) expanded this list to include the following:

1. The alternative is incompatible with American democracy.

2. Choice helps parents play their proper roles with respect to the education of their children.
3. Choice stimulates autonomy among schools, professionalism among teachers, and good leadership on the part of principals.
4. Schools of choice are more effective educational institutions where students learn more.

Sizer (O'Neil, 1995) believes that choice encourages experimentation and risk taking. In his view, choice can have an indirect influence on schools by creating a sense of urgency in existing schools and a direct influence on schools by undermining the complacency in existing schools.

Although the issues of equity and diversity are more often used as arguments to oppose school choice, Nelson, Carlson, and Palonsky (1993) present them as arguments for school choice. Their essay on vouchers, without discussing whether the amount of the voucher would be sufficient to attend a school of choice, supports their claim of equity. Their views that choice would break the monopoly the state and federal governments now have and would create competition among schools that would result in reforming the schools, as well as noting that public schools do not have to be accountable because of this monopoly, are consistent with the arguments of Chubb and Moe (1990).

Lange and Ysseldyke (1994) reported that students with disabilities and special needs in Minnesota did benefit from participating in choice options.

Lieberman (1990), whose perspective is that of an economist, stated that public school choice

1. introduces competition and market processes to education with expectations that this will lead to system-wide improvement;
2. provides the disadvantaged with power to choose better schools than those available in their district;

3. is a way of avoiding excessive bureaucratization and the lack of responsiveness--characteristics of public education that many perceive as true;
4. provides diversity in pedagogical style and program options to maximize learning, regardless of any other rationale for choice;
5. leads to greater accountability of those directly involved with public education--the school board, school administrators, and teachers;
6. increases the commitment and satisfaction level of parents and students;
7. serves as a "safety valve" for parents highly dissatisfied by providing them with an option within the public school system rather than their choosing to enroll their child in a private school;
8. will lead to a higher level of professionalism and expertise among teachers;
9. serves as an early warning system that can alert school management to the concerns of parents before the concerns escalate into a major problem.

#### *Against Choice*

Opponents of choice primarily emphasize the issues of equity and diversity in their arguments. Questions that evolve from these issues, such as who chooses, are parents and students informed, how effectively are parents and students informed, and who would be left behind are very important in developing the basis of opposition to choice.

Lutz (1996) reported equity concerns regarding choice for ethnic and racial minorities in the United States and the Netherlands. Those equity concerns were important to parents. Well and Diegmueller (cited in Lutz, 1996) reported that parents of children who utilized choice were more educated, had fewer children, were more likely to be employed, and worked in jobs with higher status, raising an equity concern of who leaves and who will be left behind. This concern was shared by Martinez,

Godwin, Kemerer, and Perna (1995). Witte and Thorn (1996) reported similar findings in a study of interdistrict choice programs in Milwaukee.

Advocates of choice suggest that the competition that arises from choice will result in the closing of schools that don't change. Although this could happen in some cases, public schools will need to be available for the students who remain. These schools will need to serve primarily at-risk students and will be hard pressed to provide an equitable education (Lutz, 1996).

Guy (1992) argued that the common school is a public good that should not be placed in the market arena that choice requires. She called the common school the most politicized public institution in America that bonds individuals to a common purpose.

Smith (1995) provided a view that focuses on the impact of interdistrict and intradistrict open enrollment on desegregation. She suggested that, if the motivation for choice stems from racism, there are dangers to school desegregation and integration. In addition, she advised caution for policy makers, stating that, if they are not careful, the possibility exists that the implementation of choice options might stratify the community further.

### Choice Options in Ohio

Amended Senate Bill 140, passed in 1989, was Ohio's response to the political attention for school reform that had increased as a result of *A Nation at Risk*. In addition to *A Nation at Risk*, there were three reports whose recommendations were used to develop the issues and provisions of Amended Senate Bill 140. These reports were as follows:

1. "A Game Plan for National Championship for Ohio's Public

Schools” by the Ohio Education 2000 Commission, chaired by Owen B. Butler, former chairman of the Proctor & Gamble Company;

2. Recommendations to the Ohio General Assembly by the Gillmor-Schafrath Panel on School Expenditures chaired by Ohio State Senator Dick Schafrath (Republican, Loudenville);
3. Final Report of the House Select Committee to Review and Study Ohio’s Education System, chaired by Ohio House Representative Michael Shoemaker (Democrat, Bourneville). (L. Connolly, personal communication, July 28, 1998)

Although a number of issues were addressed in these reports, the Ohio Education 2000 Commission (1988) and the Gillmor-Schafrath Panel (1989) specifically addressed the issue of school choice. The Gillmor-Schafrath Panel recommended the choice options that were included in Amended Senate Bill 140, namely, intradistrict open enrollment, postsecondary options, and interdistrict open enrollment. The Gillmor-Schafrath Panel’s recommendation regarding interdistrict open enrollment was as follows:

That the Ohio legislature should sponsor a pilot program in 25 to 30 school districts that investigates the feasibility of parental choice of public schools *between* school districts, using these guidelines: (1) that parents be allowed to send their children outside the district in which they live whenever an appropriate curriculum is not available for their child inside the district; (2) that the State financial aid that would normally be paid to the sending district for that child be sent to the receiving district instead; (3) that the transfer of the child be subject to federal guidelines on desegregation and on the placement of handicapped students; and (4) that the two districts agree to the transfer (Gillmor-Schafrath Panel on School Expenditures, 1989, p. 11).

The Ohio Education 2000 Commission (1988) addressed school choice from the perspective of using competition among schools as an incentive for improving them and made three recommendations “to encourage competition among schools” (p.9). The first was a recommendation for postsecondary options. The second was a recommendation for magnet schools at the elementary, middle, and high school levels in which partnerships with neighboring districts could be formed if a district was too small to provide this magnet school. The third recommendation was as follows:

Conceptually, the Commission endorses the idea of total “open enrollment,” in which any public school student would be allowed to attend any public school so long as the move would not strain the capacity limits of the receiving school and would not increase segregation. (Minnesota is gaining experience now with this kind of policy.) Because of the complexities involved in such a policy, we do not endorse immediate implementation, but we believe the State Board of Education should be required to develop a plan for moving as far as practical in that direction. This plan, including challenge grants for the development of programs by local school districts, should be submitted to the General Assembly by December 31, 1989 (Ohio Education 2000 Commission, p.9, 1988).

The major differences between the recommendations of the Gillmor-Schafrath Panel and the Ohio Education 2000 Commission regarding interdistrict open enrollment were the Gillmor-Schafrath Panel’s emphasis on cooperation between districts when there were curriculum reasons and the Ohio Education 2000 Commission’s emphasis on competition among districts.

Liz Connolly, who served as Legislative Aide to Ohio State Senator Cooper Snyder (Republican, Hillsboro) at the time Amended Senate Bill 140 was being drafted, stated that the primary focus of the provision regarding choice was not competition versus cooperation. The primary

focus of this bill was to provide choice options for parents that involved only public schools, for there was opposition to vouchers and support of private schools (L. Connolly, personal communication, July 28, 1998). Robert Boggs, former Ohio State Senator, (Democrat, Ashtabula) agreed that the first “battle” in the debate involving open enrollment was to decide whether there would be open enrollment. This battle pitted State of Ohio education leaders who were opposed to any competition among public schools and Ohio Education 2000 Commission’s belief that competition should occur (R. Boggs, personal communication, August 17, 1998). The language used in the bill, however, suggests a compromise that addressed the concerns of both those who favored cooperation and those who favored competition. For those favoring cooperation, the decision to be open to the enrollment of students from adjacent districts was voluntary. For those favoring competition, students could enroll in an adjacent open district for any reason, not being restricted to using interdistrict open enrollment only if the home district’s curriculum was not appropriate for the student.

Organizations representing major constituencies responded to the proposed provisions of Amended Senate Bill 140 either during testimony before the Senate or House Education Committees or after the bill was passed. These organizations included the Ohio School Boards Association (OSBA), Buckeye Association of School Administrators (BASA), Ohio Education Association (OEA), and the Ohio Federation of Teachers (OFT). Although each of these organizations did not view interdistrict open enrollment as a major provision of this bill, they, except for BASA, did state concerns with this choice option. Their



concerns focused on the financial impact and the competition associated with interdistrict open enrollment.

The concern of OSBA was the financial impact on districts losing students through interdistrict open enrollment (W. Russell, personal communication, July 27, 1998). These concerns were stated in a position paper on Senate Bill 140 in the *Journal* of the OSBA:

OSBA believes that open enrollment should not be a financial burden to school districts. The state should establish a fund and use it to ensure that districts losing students lose no more than they receive for a student in basic state aid and that districts receiving students receive an amount equal to that district's tuition rate. We further believe that interdistrict transfers should only be available for educational purposes and not for social or athletic purposes. (Brandt, 1990, p. 8)

The concern regarding the establishment of a fund to provide a subsidy for districts losing students through interdistrict open enrollment was addressed with the passage of Amended Substitute House Bill 117 on June 30, 1995. The bill provided for a subsidy that applied only to two fiscal years and limited which districts would receive the subsidy. Only school districts with an average daily membership over 8,500 that had lost over 100 students to interdistrict open enrollment were eligible. For fiscal year 1996, the subsidy amounted to one fourth of the adjusted formula amount, and for fiscal year 1997, the subsidy was one eighth of the adjusted formula amount.

The position of BASA regarding interdistrict open enrollment was stated in a summary of the association's positions. They had concerns regarding other forms of choice but supported interdistrict open enrollment:

BASA supports current efforts of school districts to approve intradistrict and interdistrict open enrollment policies, as required by SB 140. Believes additional choice/voucher initiatives should depend upon proper documentation and evaluation of current regulations. Opposes initiatives to grant vouchers for private school attendance at public expense, largely because private schools are not subject to the same requirements and limitations as public schools. (Buckeye Association of School Administrators, 1989, p. 1)

Richard Hindman, former Director of Research for the OEA and a member of the Gillmor-Schafrath Panel on School Expenditures, stated OEA's position regarding choice with regard to the Panel's recommendations. Mr. Hindman suggested that adequate funding and equal access to an appropriate education were the issues that needed to be addressed, not the introduction of choice and competition (R. Hindman, personal communication, August 17, 1998). In addressing the issue of parental choice of public schools, he stated:

Those who advocate "choice" as represented by recommendation #2 couch their rationale in terms of "competition" between school districts for clients (students and their parents) due to absence of appropriate curriculum in the home district. It is the position of the Ohio Education Association that the real issues involved are equal access to an appropriate education and adequacy of resources to enable an individual district or districts working cooperatively to meet these curriculum and staffing needs. We recommend that State funding for this purpose flow through the distribution formula and that the model represented by funding of categorical units provides the best assurance of adequately funding those programs. (Gillmor-Schafrath Panel on School Expenditures, 1989)

Ronald E. Marec, President of the OFT, testified before the House Subcommittee on Education that

because of the complexities involved in "open enrollment," the universal application called for in S.B. 140 should not be immediately established, but rather:  
A. A broad-based task force should be created by the General

- Assembly to study the ramifications of/and make recommendations on “open enrollment”, and
- B. Until adequate safeguards are developed to protect all students from unwarranted and possibly deleterious results of open enrollment programs, the OFT cannot take a position in support of intra-district or inter-district school choice. (Statement of Ronald E. Marec, 1989)

The OFT was not necessarily opposed to interdistrict open enrollment, provided that it was not an issue of competition between school districts and that the racial composition of the districts involved be monitored, a position consistent with the position of the American Federation of Teachers (R. E. Marec, personal communication, July 24, 1998).

With the passage of Amended Senate Bill 140, Ohio joined states who authorized choice options for students. Ohio chose the same options that Minnesota had. According to Farrell (1994), research on choice programs in Minnesota served as a guide to the development of the choice options selected by Ohio.

Amended Senate Bill 140 mandated two choice options for public schools and authorized districts to allow or not to allow a third option. The mandated choice options were intradistrict open enrollment and postsecondary options. Guidelines were established for intradistrict open enrollment that allowed students to attend a school in their residential district other than the neighborhood school to which they would normally be assigned. Intradistrict open enrollment was authorized as of July 1, 1993.

Hanlon (1996) assessed the attitudes and perceptions of a district's stakeholders concerning the development and implementation of intradistrict open enrollment in Ohio's public schools, the perceived

influence of stakeholder groups on the intradistrict open enrollment process, and the importance of factors to be considered in implementing intradistrict open enrollment policies. Regarding the development of the district's intradistrict open enrollment policy, Hanlon found that respondents to his survey reported their perception that central office administrators, board of education members, and building administrators exerted the most influence in the development of the district's intradistrict open enrollment policy. Although this result was expected from the work of Weiss, Tyack, and Smith and Meier (cited in Hanlon, 1996), Hanlon suggested that the reason for the limited influence of other stakeholder groups could be their satisfaction with the district.

Guidelines for post-secondary options were also established that provided 11th and 12th grade students with the opportunity to attend colleges or universities while enrolled in a public school district and to receive credit for passed courses. The conditions under which state foundation funds are used to pay for these courses are that the student uses these courses either to satisfy high school graduation requirements or to satisfy both high school graduation requirements and college program requirements. As a result of Senate Bill 55, passed in August 1997, the guidelines were amended to permit students in grades 9 and 10 to participate in post-secondary options (Senate Bill 55, 1997).

The third choice option included in Ohio's Amended Senate Bill 140, and the focus of this study, was interdistrict open enrollment. Ohio's Amended Senate Bill 140 permits districts to accept students from another district provided the student is from an adjacent school district.

In Ohio, when interdistrict open enrollment is utilized, school districts gain or lose state basic aid dependent on the number of students the district gains or loses through interdistrict open enrollment.

A three-year pilot study of interdistrict open enrollment in Ohio was begun during the 1990-91 school year, with 3 school districts and 23 students participating. The number of participating districts and students increased during the 1991-92 school year to 10 and 115 respectively and in the 1992-93 school year to 49 and 551 respectively (ODE, 1993b). Information provided by the Area 8 Coordinator's Office for Ohio School Finance indicates that, during the first year following this pilot study, 301 city, local, exempted village, and joint vocational school districts adopted a board policy allowing students to enroll through the interdistrict open enrollment option, and 7,033 students participated. This information further indicates that the number of districts that adopted a board policy allowing students to enroll through interdistrict open enrollment increased to 341 in the 1994-95 school year, 353 in the 1995-96 school year, and 376 in the 1996-97 school year. The number of students participating also increased, with 11,918 students participating during the 1994-95 school year, 15,725 during the 1995-96 school year, and 17,828 during the 1996-97 school year (ODE, 1998b).

Farrell's study (1994) examined the outcomes of interdistrict open enrollment in Ohio including technical effectiveness, cost-benefit ratio, political acceptability, and administrative operability. Farrell also reported concerns that districts had with financial aspects of Ohio's interdistrict open enrollment. Metzler's (1996) statewide study of interdistrict open enrollment in Ohio during the 1994-95 school year

examined the quantitative differences between districts that permitted interdistrict open enrollment and districts that did not. Among Metzler's findings were 14 significant differences between such districts. These differences included demographic, resource, expenditure, and school performance. School districts that were open were lower in average daily membership; median family income; average class size; percentage of black and Asian students; valuation, revenue, and expenditure per pupil; average teacher salary; percentage passing the proficiency tests; and staff attendance. The open districts were higher in percentage of economically/academically disadvantaged students and recipients of Aid to Dependent Children. Metzler also studied the relationship between characteristics of the districts and the gains or losses of students through interdistrict open enrollment.

Fowler (1996) described the demographic characteristics of districts that allowed interdistrict open enrollment and those that did not during 1993-94, the first year of implementation of this choice option. Her analysis indicated that open districts tended to be those with declining enrollments over the previous five years, low enrollment, rural location, minority enrollment either over 20 percent or under 1 percent, and per pupil expenditure between \$3,501 and \$4,500. Closed districts were districts with increasing enrollment, suburban location, minority enrollment between 11 percent and 20 percent, and per pupil expenditure over \$ 5,501. In her study exploring the supply side of Ohio's interdistrict open enrollment, Fowler (1996) stated her ideas for assumptions that appear to underlie the supply side of choice:

1. School leaders wish to maintain or increase enrollment.
2. School leaders wish to maintain or increase revenues.

3. If threatened by the loss of enrollment or revenues, school leaders would be willing to compete with other districts for students or revenues.
4. School Leaders will be able to expand their district's supply of high-quality programs to meet parental demands.
5. The parents and communities served by school districts that currently offer high-quality programs will be willing to accept children from outside their district.

First (1991) has raised issues and concerns regarding the financial implications of choice that are specific to each of six types of school choice. The issues and concerns of interest for this study are those surrounding interdistrict open enrollment. Interdistrict open enrollment is a supply-side option whose effectiveness could be determined by the responses to the following questions. The responses to these questions as they apply to interdistrict open enrollment in Ohio are issues raised in studies about interdistrict open enrollment in Ohio (Farrell, 1994; Metzler, 1996).

Ruggles (1997) has compiled data concerning the student and financial gains and losses for Ohio public schools during the school years 1993-94 to 1996-97. An analysis of the financial data that focus on the impact of interdistrict open enrollment indicates a significant variance in gains and losses to school districts as a result of interdistrict open enrollment (Ruggles, 1997). These gains and losses have ranged from a loss of \$7,333,365.91 for the Akron City School District to a gain of \$6,484,792.20 for the Coventry Local School District during the period beginning with the 1993-94 school year and ending with the 1996-97 school year.

Given the financial gains and losses as described in Ruggles (1997), many of which are significant, the question of what districts intend to do regarding the extent of use of interdistrict open enrollment

deserves attention. Is it used for financial gain or is it used for school reform, the purpose for which it was intended? Additional data to answer this question may be forthcoming since the Ohio legislature introduced and passed Senate Bill 55 in August 1997, as a reform and accountability bill in response to the DeRolph decision regarding school funding. One section of the bill is devoted to interdistrict open enrollment. The bill permits boards to adopt a resolution containing a policy that

- a. entirely prohibits interdistrict open enrollment from any other school district (except for students for whom tuition is paid),
- b. permits open enrollment of students from adjacent districts, as under current law, or
- c. permits the open enrollment of students from any other school district. (Senate Bill 55, 1997)

### Summary

The call for school reform generated much debate on school choice. This section examined the literature surrounding the call for reform and the emphasis on choice as a vehicle for bringing about reform. Although there is not much empirical evidence to support choice as a significant strategy in school reform whose goal is improved student achievement, choice has become and continues to be the strategy that receives attention whenever school reform is discussed and debated, as evidenced by the discussion and debate on vouchers and charter schools.

The types of, and the extent of the use of, choice in the United States and some foreign countries were next reviewed. The types of choice that were emphasized most included magnet or alternative



schools and charter schools, with limited research on intradistrict and interdistrict open enrollment.

Ohio's Senate Bill 140, the Omnibus Education Reform Act, was the legislation that provided choice opportunities to Ohio's parents and students through post-secondary options, intradistrict open enrollment that is mandatory for all districts, and interdistrict open enrollment that is optional. Interdistrict open enrollment in Ohio was reviewed from the perspective of its impact on creating competition among schools in Ohio as well as the financial implications to districts impacted by this supply-side choice option.

## **Chapter 3**

### **Methodology**

#### Introduction

This study was designed to analyze the implementation and impact of interdistrict open enrollment as a school choice option in the 611 Ohio public city, exempted village, and local school districts. This study analyzed: (1) the rationale that the school districts used in deciding to be open by adopting a policy permitting interdistrict open enrollment of students from adjacent school districts or deciding to be closed to interdistrict open enrollment; (2) the demographic characteristics of open and closed districts to determine whether a quantitative relationship exists between these two groups; (3) the demographic characteristics of open school districts that have gained state foundation funds through interdistrict open enrollment and of open and closed districts that have lost state foundation funds through interdistrict open enrollment to determine whether a quantitative relationship exists between these groups; (4) the impact of public relations/marketing strategies on school districts to determine whether a quantitative relationship exists between districts that have gained state foundation funds and districts that have lost state foundation funds as a result of interdistrict open enrollment; (5) concerns and recommendations regarding interdistrict open enrollment in Ohio; and (6) implications of Ohio Senate Bill 55 on district plans regarding interdistrict open enrollment to determine whether a quantitative relationship exists between districts that have gained state foundation funds and districts that have lost state foundation funds as a result of interdistrict open enrollment.

The purpose of this chapter is to describe the methodology and procedures that were used in this study. The chapter is divided into the following sections: (1) participants in the study; (2) survey instruments; (3) databases utilized in the study; (4) data collection procedures; and (5) treatment of the data.

### Participants in the Study

This study is a total population study of the 611 Ohio public city, exempted village, and local school districts during the school years 1993-94 through 1996-97.

### Survey Instruments

Two survey instruments were used in this study. One survey was used to gather data from Ohio school districts that were open in the 1996-97 school year as a result of adopting a policy permitting the interdistrict open enrollment of students from adjacent school districts. Another survey was used to gather data from districts that were closed to interdistrict open enrollment.

The survey instruments for both open and closed school districts were modifications of the survey instruments developed and utilized by Hanlon (1996) in his study of intradistrict open enrollment in a stratified sample of Ohio public schools. Sections II and III of the survey instrument for closed school districts were developed and utilized by Farrell (1994) as part of his study of interdistrict open enrollment in Ohio's public schools. The author has obtained permission from Hanlon (Appendix C) and Farrell (Appendix D) for the use and modifications of their instruments in this study.

The survey instruments consist primarily of closed-end questions. The advantages of closed-end questions in a survey include a uniformity in the set of responses to facilitate comparisons among respondents and a clarity of the questions that occurs through a fixed list of possible responses (Rea and Parker, 1997). In addition, there are two Likert type statements to elicit attitudinal responses. Each of the questions and statements addresses one or more of the research questions of this study.

#### Databases Utilized in the Study

Three databases were utilized in this study. The first was one prepared by and obtained from Dr. David Ruggles that describes the number of students and the respective state foundation funds each Ohio public school district gained or lost through interdistrict open enrollment for each of the school years 1993-94, 1994-95, 1995-96, and 1996-97. The data for this database was obtained from the Ohio Department of Education, Division of School Finance. This database also includes the percentage of district revenue represented by the net gain or loss of funds as a result of interdistrict open enrollment for the 1996-97 school year. This data was provided through a report on interdistrict open enrollment prepared by the Ohio Legislative Office of Education Oversight (LOEO, 1998).

The third database was obtained from the Ohio Department of Education's Education Management Information System (EMIS) Vital Statistics section. This database contained the following demographic variables for Ohio's 611 public city, local, and exempted village school districts for the 1996-97 school year:

- Group Identifier--One of eight group identification numbers has been assigned to each Ohio public city, exempted village, and local school district. The group number assigned to each district has been determined by group descriptions developed by Dr. Matt Cohen of the Ohio Department of Education and based on demographic variables. The group numbers, the respective group definitions, and the number of Ohio school districts in each group are as follows:

#### Group 1 - Big 8 Districts

Classification of major-city school districts that typically make comparisons among themselves. There are 8 districts in this group.

#### Group 2 - Large Districts

Other "inner city" school districts of large size. There are 10 districts in this group.

#### Group 3 - Independent Districts

Districts associated with independent cities having between 5,000 and 42,000 population in 1970. These cities are employment centers surrounded by rural areas, except for districts otherwise classified as Wealthy (Group 7). There are 84 districts in this group.

#### Group 4 - Suburb/Satellite Districts

Urban area districts associated with satellite cities, i.e., cities near or dominated by a larger city. These cities include bedroom suburbs, industrial enclaves, and balanced cities in the vicinity of larger central

cities, except for districts otherwise classified as Wealthy (Group 7). There are 101 districts in this group.

#### Group 5 - Rural Districts

Districts without any city of over 5,000 population in 1970. These districts are rural, though some of them cover such a large area that their pupil enrollments are larger than those of some urban districts, except for districts otherwise classified as Wealthy (Group 7) or Rural Poor (Group 6). There are 267 districts in this group.

#### Group 6 - Rural/High ADC Districts (Poor)

Rural districts that have high incidence of poverty impact (approximately 10% ADC or greater) and do not qualify as Wealthy (Group 7). There are 76 districts in this group.

#### Group 7 - Wealthy Districts

Districts with very high average family income, high general tangible (or public utility tangible) valuation per pupil, or some high combination of these factors relative to the state average. This classification is not dependent on geographic location. There are 61 districts in this group.

#### Group 8 - Outliers - Unclassified

School districts that are statistical anomalies for analyses. There are 4 districts in this group. (ODE, 1998c)

- Average Daily Membership
- Minority Percent of Average Daily Membership (ADM)
- Aid to Dependent Children percent of ADM
- Revenue Per Pupil All Funds
- Expenditure Per Pupil All Funds (ODE, 1998d)

### Data Collection Procedures

Two survey instruments were developed for this study. One survey was for open school districts, and one was for closed school districts. In order to ensure that the appropriate survey was mailed to each Ohio public city, exempted village, and local school district superintendent, information was needed to identify open and closed school districts. The author requested and received a list of school districts that had adopted a policy permitting interdistrict open enrollment for the 1996-97 school year from the Ohio Department of Education, Division of School Finance. The accuracy of the list, however, was questioned by the author. Districts that the author was aware of as open were not included on this list. As a result, the author prepared an e-mail message that was sent to every superintendent of an Ohio public city, exempted village, and local school district requesting information from the district as to whether the district was open or closed.

In addition, in trying to determine the change in the number of open districts beginning with the 1993-94 school year and ending with the 1996-97 school year, the author encountered difficulty in attempting to determine the accuracy of this data. Data contained in a Report on Open Enrollment (ODE, 1993b) for the 1993-94 school year differed from data contained in a report obtained by the author from the Ohio

Department of Education, Division of School Finance. In attempting to resolve this issue, the author obtained a report that had been distributed to the Department of Education, Division of School Finance area offices in January 1998. The number of open districts contained in this report differed from the previous two sources for the school years 1993-94 and 1996-97. As a result of this difficulty, the author determined that the data from each of these sources would be used in reporting these figures. The data provided in the Report on Open Enrollment (ODE, 1993b) would be the figure used in this study for the number of districts that were open for the 1993-94 school year. The data provided by the responses to the author's e-mail message would be compared with the data from Ruggles (1997) and the list of school districts that had adopted a policy permitting interdistrict open enrollment for the 1996-97 school year from the Ohio Department of Education, Division of School Finance to determine the figure used for the 1996-97 school year. The data provided in the report that had been distributed to the Department of Education, Division of School Finance area offices in January 1998 would be used as the figures for the 1994-95 and 1995-96 school years.

A packet was prepared for each superintendent of an Ohio public city, exempted village, and local school district. Three sets of mailing labels for each of the 611 Ohio public city, exempted village, and local school districts were obtained by the author from the Ohio Department of Education's Information Management System Section. The packet contained a letter stating the purpose of the study as well as instructions for returning the survey and requested information including a recommended return date; an Interdistrict Open Enrollment Superintendents' Questionnaire for open districts or an Interdistrict



Open Enrollment Superintendents' Questionnaire for closed districts; a request for a copy the public relations/marketing plan developed by the district; and, for open districts, a copy of the district's policy, guidelines, forms, brochures, and news releases related to interdistrict open enrollment. A coding system was developed to identify each school district with the district's questionnaire and materials. Two postage-paid envelopes addressed to Youngstown State University were provided--one for the return of the survey instruments and one for materials requested by the author for this study.

This packet was distributed to the 611 Ohio public city, exempted village, and local school districts. A procedure for increasing the response rate for the surveys and requested information included sending a follow-up letter to those districts whose materials had not been received within one week of the recommended return date. One week after these follow-up letters were mailed, superintendents of districts that had not responded were contacted through personal phone calls by the author.

#### Treatment of the Data

Data obtained from three databases--Ohio School District Funding Gains and Losses as a Result of Interdistrict Open Enrollment (Ruggles, 1997), the Ohio Department of Education's Vital Statistics Section, and *An Overview of Open Enrollment* (LOEO, 1998) prepared by the Ohio Legislative Office of Education Oversight--were combined as one database and used to develop a coding system for the 611 Ohio public city, exempted village, and local school districts. The coding system identified districts on the basis of the following demographic characteristics:

1. Group descriptor as defined by Dr. Matt Cohen of the Ohio Department of Education
2. County
3. Open or Closed district
4. City, exempted village, or local school district;
5. Range for average district enrollment\*
6. Range for average percentage of minority enrollment\*
7. Range for average percentage of students receiving Aid to Dependent Children\*
8. Range for average per pupil expenditure\*
9. Range for the amount of state foundation funds the district has gained or lost during the school years 1993-94 to 1996-97\*
10. Range for average number of students gained or lost\*

\* Average of data for this variable for the school years 1993-94 to 1996-97

The results obtained from the surveys and data from the databases were analyzed using the statistical program SPSS. The statistical tests applied to the results and data were analysis of variance (ANOVA), Eta, and chi-square. The results obtained through these tests were used to address the research questions of this study, namely:

1. Why did districts adopt or decide not to adopt a resolution containing a policy that permits interdistrict open enrollment during the school years 1993-94 to 1996-97?
2. What are the demographic characteristics of districts that have adopted a board resolution that contains a policy permitting interdistrict open enrollment and of districts that do not allow interdistrict open enrollment?

3. What are the demographic characteristics of districts that have gained funds or lost funds as a result of interdistrict open enrollment?
4. What has been the impact of interdistrict open enrollment on school relationships, staffing, curriculum, parent involvement, management, and class size?
5. What district policies, procedures, programs, and strategies regarding marketing and public relations could impact on the gain or loss of funds as a result of interdistrict open enrollment in Ohio's public schools?
  - a. Is there a marketing plan?
    - (1) Have brochures and other forms of printed publicity been developed?
    - (2) How is this information disseminated?
    - (3) Who receives this information?
  - b. Are there special programs within the district or in collaboration with other districts?
    - (1) What kinds of programs are available?
6. What are the implications of Senate Bill 55 on interdistrict open enrollment in Ohio?

The statistical tests were applied to the results of the surveys in groups based on the demographic characteristics used for identifying districts in this study. These tests were applied to determine whether quantitative difference exist between the responses of the superintendents by identified group. Responses to the survey from superintendents of open districts were analyzed first. Next, responses to the survey from superintendents of closed districts were analyzed. Third,

although the two surveys used in this study are not identical, as one survey applies to open school districts and the other to closed districts, there are items that occur in both survey instruments. The specific section number and item number in the survey for open districts and the comparable section number and item number in the survey for closed districts are as follows:

**OPEN SURVEY**

**CLOSED SURVEY**

Section I - Item 1

Section I - Item 1

Section III - Item 6

Section IV - Item 6

Section III - Item 8

Section IV - Item 7

Section III - Item 9

Section IV - Item 8

Section III - Item 10

Section IV - Item 9

Section V - Item 13

Section III - Item 5

Section V - Item 14

Section IV - Item 10

Section V - Item 16

Section IV - Item 11

Section V - Item 17

Section IV - Item 12

Section V - Item 18

Section IV - Item 13

Section VII - Item 26

Section V- Item 14

A review of district public relations/marketing plans was made to determine if districts are utilizing marketing, other than state-mandated district annual reports and open enrollment policies, to take advantage of interdistrict open enrollment to increase enrollment. An analysis was made to determine if a relationship exists between the existence of district public relations/marketing plans and gains or losses due to interdistrict open enrollment.

## **Chapter 4**

### **Results of the Study**

#### Introduction

The statistical analysis of the demographic and survey data and the results of the research questions evaluated in this study are reported in this chapter. Tables are included to summarize the findings.

#### Purpose of the Study

The purpose of this study was to analyze the implementation and impact of interdistrict open enrollment in the public schools of Ohio as a school choice option using the following research questions:

1. Why did districts adopt or decide not to adopt a resolution containing a policy that permits interdistrict open enrollment?
2. What are the demographic characteristics of districts that have adopted a board resolution that contains a policy permitting interdistrict open enrollment and of districts that do not allow interdistrict open enrollment?
3. What are the demographic characteristics of districts that have gained funds or lost funds as a result of interdistrict open enrollment?
4. What has been the impact of interdistrict open enrollment on school relationships, staffing, curriculum, parent involvement, management, and class size?
5. What district policies, procedures, programs, and strategies regarding marketing and public relations could impact on the gain or loss of funds as a result of interdistrict open enrollment?

in Ohio's public schools?

a. Is there a marketing plan?

(1) Have brochures and other forms of printed  
publicity been developed?

(2) How is this information disseminated?

(3) Who receives this information?

b. Are there special programs within the district or in  
collaboration with other districts?

(1) What kinds of programs are available?

6. What are the implications of Senate Bill 55 on interdistrict open  
enrollment in Ohio?

#### Data Sources

Four sources of data were used in this study. The EMIS District Profiles, Open Enrollment, and the Ohio Legislative Office of Education Oversight's overview of open enrollment databases provided demographic data. Responses from surveys sent to open districts and closed districts provided attitudinal data regarding interdistrict open enrollment in Ohio's public schools.

The EMIS District Profile database includes the Group Identifier, county, and the following demographic and financial variables for Ohio's 611 public city, local, and exempted village school districts for the 1996-97 school year: Average Daily Membership (ADM), minority percentage of Average Daily Membership (MIN%ADM), Aid to Dependent Children percentage of ADM (ADC%ADM), revenue per pupil (REV/PUPIL), and expenditure per pupil (EXP/PUPIL). The Group Identifier is one of eight group identification numbers that has been

assigned to each Ohio public city, local, and exempted village school district. The group number assigned to each district was determined by group descriptions developed by Dr. Matt Cohen of the Ohio Department of Education and based on demographic variables.

The group numbers, the respective group definitions, and the number of Ohio school districts in each group are as follows:

Group 1 - Big 8 Districts

Classification of major-city school districts that typically make comparisons among themselves. There are 8 districts in this group.

Group 2 - Large Districts

Other "inner city" school districts of large size. There are 10 districts in this group.

Group 3 - Independent Districts

Districts associated with independent cities having between 5,000 and 42,000 population in 1970. These cities are employment centers surrounded by rural areas, except for districts otherwise classified as Wealthy (Group 7). There are 84 districts in this group.

Group 4 - Suburb/Satellite Districts

Urban-area districts associated with satellite cities, i.e., cities near or dominated by a larger city. These cities include bedroom suburbs, industrial enclaves, and balanced cities in the vicinity of larger central cities, except for districts otherwise classified

as Wealthy (Group 7). There are 101 districts in this group.

#### Group 5 - Rural Districts

Districts without any city of over 5,000 population in 1970. These districts are rural, though some of them cover such a large area that their pupil enrollments are larger than those of some urban districts, except for districts otherwise classified as Wealthy (Group 7) or Rural Poor (Group 6). There are 267 districts in this group.

#### Group 6 - Rural/High ADC Districts (Poor)

Rural districts that have high incidence of poverty impact (approximately 10% ADC or greater) and do not qualify as Wealthy (Group 7). There are 76 districts in this group.

#### Group 7 - Wealthy Districts

Districts with very high average family income, high general tangible (or public utility tangible) valuation per pupil, or some high combination of these factors relative to the state average. This classification is not dependent on geographic location. There are 61 districts in this group.

#### Group 8 - Outliers - Unclassified

School districts that are statistical anomalies for analyses. There are 4 districts in this group. (ODE, 1998c)



The EMIS Profile together with a county map of Ohio was also used to group districts into one of nine geographic regions. The geographic regions, the Ohio counties, and the number of districts in each region are as follows:

Northwest -- There are 11 counties and 72 districts in this region.

The counties in this region are Allen, Defiance, Fulton, Hancock, Henry, Lucas, Paulding, Putnam, Van Wert, Williams, and Wood.

West -- There are 9 counties and 68 districts in this region. The

counties in this region are Auglaize, Champaign, Clark, Darke, Logan, Mercer, Miami, Montgomery, and Shelby.

Southwest -- There are 7 counties and 65 districts in this region.

The counties in this region are Butler, Clermont, Clinton, Greene, Hamilton, Preble, and Warren.

North Central -- There are 10 counties and 70 districts in this

region. The counties in this region are Ashland, Erie, Huron, Lorain, Medina, Ottawa, Sandusky, Seneca, Wayne, and Wyandot.

Central -- There are 11 counties and 72 districts in this region. The

counties in this region are Crawford, Delaware, Franklin, Hardin, Knox, Licking, Madison, Marion, Morrow, Richland, and Union.

South Central -- There are 11 counties and 50 districts in this

region. The counties in this region are Adams, Brown, Fayette, Gallia, Highland, Jackson, Lawrence, Pickaway, Pike, Ross, and Scioto.

Northeast -- There are 7 counties and 102 districts in this region.

The counties in this region are Ashtabula, Cuyahoga, Geauga, Lake, Portage, Summit, and Trumbull.

East -- There are 10 counties and 71 districts in this region. The

counties in this region are Belmont, Carroll, Columbiana, Coshocton, Harrison, Holmes, Jefferson, Mahoning, Stark, and Tuscarawas.

Southeast -- There are 12 counties and 41 districts in this region.

The counties in this region are Athens, Fairfield, Guernsey, Hocking, Meigs, Monroe, Morgan, Muskingum, Noble, Perry, Vinton, and Washington.

The Open Enrollment database developed by Ruggles (1997) and expanded by this researcher includes the following variables for the 1993-94 to 1996-97 school years for Ohio's 611 public city, local, and exempted village school districts: amount of funds and number of students a district gained or lost as a result of interdistrict open enrollment; and designation of each district as having had a net loss, net gain, or no loss or gain of funds for each of these school years as a result of interdistrict open enrollment. The Open Enrollment database also includes the percent of district revenue represented by the net gain or loss of funds as a result of interdistrict open enrollment for the 1996-97 school year. This data was provided through a report on interdistrict open enrollment prepared by the Ohio Legislative Office of Education Oversight (LOEO, 1998). The designation of a district as open or closed was determined from the following sources: a list of districts that, according to the Ohio Department of Education, Division of School

Finance, were open for the 1996-97 school year (R. Howard, personal communication, April 6, 1999); data from the Open Enrollment database (Ruggles, 1997) that indicates a district was open because it received funds as a result of open enrollment; and responses to e-mail messages and letters sent by this researcher to the superintendents of Ohio's 611 public city, local, and exempted village school districts.

Survey packets included a survey and a letter requesting a return of the survey, a copy of the district's public relations/marketing plan (if one had been developed by the district), and a copy of the district's policy, guidelines, forms, and any brochures, news releases, etc. related to interdistrict open enrollment. The survey packets were mailed on August 7, 1998, to the superintendents of each of Ohio's 611 city, local, and exempted village public school districts. Based on information available at the time of mailing, survey packets for open districts were mailed to 348 districts, and survey packets for closed districts were mailed to 263 districts. Four districts responded by mail, phone, or e-mail that the incorrect survey had been mailed. A correct survey was mailed to each of these districts and this information was used to update the designation of districts to 346 open and 265 closed to interdistrict open enrollment. Completed surveys were returned from 128 open districts and 107 closed districts.

A follow-up letter was mailed on September 5, 1998, to the 376 districts that had not responded to the first letter. In response to this follow-up letter, 8 districts contacted this researcher by fax, phone, or e-mail to request that a second survey packet be sent. As a result of this follow-up letter, 24 open districts and 13 closed districts returned surveys.

The final return results were that 152 open districts and 120 closed districts returned completed surveys and that 64 open districts and 11 closed districts returned packets of public relations/marketing materials and information pertaining to interdistrict open enrollment. The survey return rate was 44.5% for all districts--43.9% for open districts and 45.3% for closed districts. Table 4.1 summarizes the frequency of returns for surveys for open and closed districts by Group Identifier and region.

**Table 4.1**

**Frequency of Survey Returns by Region and Group**

Region	Designation	Group Identifier								Total
		1	2	3	4	5	6	7	8	
Northwest	Open	1	0	1	0	18	0	0	0	20
	Closed	0	0	0	2	2	0	2	0	6
West	Open	0	0	4	2	9	0	0	0	15
	Closed	1	0	1	4	6	0	3	0	15
Southwest	Open	0	1	1	1	3	0	0	0	6
	Closed	0	0	2	8	8	1	3	0	22
North Central	Open	0	1	7	2	12	0	0	0	22
	Closed	0	0	3	0	5	0	0	0	8
Central	Open	0	1	5	0	6	3	0	0	15
	Closed	0	0	1	5	6	0	3	0	15
South Central	Open	0	0	2	1	0	12	0	0	15
	Closed	0	0	1	0	4	2	0	0	7
Northeast	Open	1	1	2	8	8	3	0	0	23
	Closed	0	0	2	11	6	1	11	0	31
East	Open	1	0	5	4	7	5	0	0	22
	Closed	1	0	1	6	4	1	0	0	13
Southeast	Open	0	0	3	0	5	5	1	0	14
	Closed	0	0	0	0	3	0	0	0	3

**Total N (Open) = 152**  
**Total N (Closed) = 120**

Presentation of Data Related to Research Question 1

*Research Question 1*

Why did districts adopt or decide not to adopt a resolution containing a policy that permits interdistrict open enrollment?

### *Open Districts*

In the open district survey, 152 districts responded to the options presented in this question. More than one reason could be selected, and the respondents were not asked to prioritize their responses. These results, summarized in Table 4.2, show that the most frequently selected reasons for permitting interdistrict open enrollment were that it provided a source of additional revenue and that the district had available space for additional students. In addition, 80 of the 110 respondents who selected a source of additional revenue as a reason for permitting open enrollment also indicated that the district had available space for additional students.

Approximately three fifths of the respondents indicated that open enrollment was used as a defensive strategy because they believed that the adjacent districts that had chosen to be open posed a threat of a loss of students from their district. Of the 91 respondents who selected this reason, 65 also indicated that open enrollment was used as a source of additional revenue.

More than 40% of the respondents indicated that they chose to be open to promote district programs. These programs apparently are not programs such as magnet schools or those that are different from programs found in adjoining districts. Fewer than 10% of the respondents reported that their school district has encouraged the development of such programs.

**Table 4.2**

**Reasons for Participating in Interdistrict Open Enrollment**

**For what reason(s) did your district choose to adopt a policy permitting interdistrict open enrollment? (Check all that apply.)**

<u>63.8%</u>	<b>Available classroom space for additional students</b>
<u>42.1%</u>	<b>Promote district program(s)</b>
<u>72.4%</u>	<b>Source of additional revenue</b>
<u>59.9%</u>	<b>Adjacent districts have adopted an interdistrict open enrollment policy which posed a threat of a loss of students</b>
<u>6.6%</u>	<b>Public pressure for the district to participate in interdistrict open enrollment</b>

**N=152**

A comparison was made of the responses for open districts that had a net gain, net loss, or no gain or loss of funds as a result of interdistrict open enrollment for the 1996-97 year. When the statistical test of chi-square was applied, the results indicated no statistically significant differences in the responses to the items in this survey question. These results are summarized in Appendix O.

As shown in Table 4.2, very few respondents indicated that they chose to be open because of public pressure to participate in open enrollment. This lack of public pressure is also suggested by the responses to the question about the degree of participation, summarized in Table 4.3, and degree of influence of school district stakeholder groups, summarized in Table 4.4, in the development of the district's interdistrict open enrollment policy. Survey responses, as shown in these

tables, indicate that the development of the interdistrict open enrollment policy was primarily a Central Office Administration and Board of Education issue, with little participation and influence from other stakeholder groups.

**Table 4.3**

**Interdistrict Open Enrollment Policy Development Participation**

<b>Participation Rating Scale</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
	<b>Low Involvement</b>			<b>High Involvement</b>	
<b>Central Office Administration N=143</b>	<b>2.1%</b>	<b>0.7%</b>	<b>2.8%</b>	<b>12.6%</b>	<b>81.8%</b>
<b>School Site Administration N=141</b>	<b>7.8%</b>	<b>5.0%</b>	<b>18.4%</b>	<b>29.8%</b>	<b>39.0%</b>
<b>Teacher/Union Representatives N=140</b>	<b>38.6%</b>	<b>21.4%</b>	<b>24.3%</b>	<b>11.4%</b>	<b>4.3%</b>
<b>Parent Representatives N=138</b>	<b>42.0%</b>	<b>26.8%</b>	<b>19.6%</b>	<b>8.7%</b>	<b>2.9%</b>
<b>Non-parent Community Representatives N=136</b>	<b>66.9%</b>	<b>18.4%</b>	<b>11.0%</b>	<b>2.9%</b>	<b>0.7%</b>
<b>Students N=135</b>	<b>68.9%</b>	<b>11.9%</b>	<b>12.6%</b>	<b>5.9%</b>	<b>0.7%</b>
<b>Board Of Education Members N=144</b>	<b>3.5%</b>	<b>4.2%</b>	<b>12.5%</b>	<b>30.6%</b>	<b>49.3%</b>



**Table 4.4**

**Interdistrict Open Enrollment Policy Development Influence**

<b>Influence</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
<b>Rating Scale</b>	<b>Low Influence</b>			<b>High Influence</b>	
<b>Central Office Administration</b> N=143	1.4%	1.4%	5.6%	14.0%	77.6%
<b>School Site Administration</b> N=141	7.8%	4.3%	19.1%	34.8%	34.0%
<b>Teacher/Union Representatives</b> N=140	42.1%	18.6%	25.0%	10.0%	4.3%
<b>Parent Representatives</b> N=138	42.8%	24.6%	19.6%	11.6%	1.4%
<b>Non-parent Community Representatives</b> N=136	66.2%	12.5%	18.4%	1.5%	1.5%
<b>Students</b> N=135	70.4%	9.6%	14.1%	5.2%	0.7%
<b>Board Of Education Members</b> N=144	4.2%	1.4%	11.1%	27.8%	55.6%

*Closed Districts*

The question of why districts decided not to permit interdistrict open enrollment was asked in the survey for closed districts. More than one reason could be selected and respondents were asked to rank these reasons. These results, summarized in Table 4.5, show that the lack of classroom space for the additional students was cited more than any of the other reasons for not participating in interdistrict open enrollment.

More than 85% of the respondents cited this reason for not participating in interdistrict open enrollment. The issues that negative public perception of open enrollment could cause problems with the passage of future tax issues and the lack of adequate funds from the state to compensate the district for additional students were the next most-cited reasons for not participating in interdistrict open enrollment. The concern for using interdistrict open enrollment as a choice option for reasons other than for education was cited by the 40 respondents (33.3%) who indicated that open enrollment would encourage students to transfer to the district for non-educational reasons like daycare or athletics.

A comparison was made of the responses for closed districts that had a net loss or no gain or loss of funds as a result of interdistrict open enrollment for the 1996-97 year. When the statistical test of chi-square was applied, the results indicated no statistically significant differences in the responses to the items in this survey question. These results are summarized in Appendix P.

**Table 4.5**

**Reasons for NOT Participating in Interdistrict Open Enrollment**

**What do you perceive as the reason(s) your district has chosen NOT to participate in the interdistrict open enrollment option?**

**(Please check all that apply.)**

<b>86.7%</b>	<b>Lack classroom space in your school district for additional students</b>
<b>10.0%</b>	<b>Increased transportation cost or potential transportation problems</b>
<b>48.3%</b>	<b>Negative public perception of the policy could cause problems for the passage of future tax issues</b>
<b>38.3%</b>	<b>Lack of adequate funds from the state to compensate your district for the additional students</b>
<b>21.7%</b>	<b>Potential influx of students from neighboring districts with less socioeconomic status or large minority population</b>
<b>33.3%</b>	<b>Encourages students to transfer to your district for non-educational reasons like daycare and athletics</b>
<b>15.8%</b>	<b>Neighboring districts were not participating in the interdistrict open enrollment option so there was no threat of a loss of students.</b>
<b>4.2%</b>	<b>Increase competition with neighboring districts</b>
<b>1.7%</b>	<b>Administrative problems caused by the new policy</b>
<b>6.7%</b>	<b>Participation by your district could encourage neighboring neighboring districts to utilize the open enrollment option and cause a potential loss of students from your district.</b>
<b>32.5%</b>	<b>No incentive to offer more options to students from districts that do not vote or pay taxes in your district</b>

**N=120**

When closed districts were asked to rank these reasons, 63.3% of the 120 respondents ranked the lack of classroom space as the primary reason for not participating in the interdistrict open enrollment option,

10.8% ranked this as the second primary reason, and 5.8% ranked this as the third primary reason. The rankings of each of the remaining reasons for not participating in interdistrict open enrollment are summarized in Table 4.6.

A comparison was made of the responses for closed districts that lost funds or neither gained nor lost funds as a result of interdistrict open enrollment for the 1996-97 year. When the statistical test of chi-square was applied, the results indicated no statistically significant differences in the responses to the items in this survey question. These results are summarized in Appendix Q.

**Table 4.6**

**Ranking of Reasons for NOT Participating in Interdistrict Open Enrollment**

**Which three reasons do you feel are the primary reasons for your district to decide not to participate in the interdistrict open enrollment option?**

<b>Ranked First</b>	<b>Ranked Second</b>	<b>Ranked Third</b>	
<b>63.3%</b>	<b>10.8%</b>	<b>5.8%</b>	<b>Lack of classroom space in your school district for additional students</b>
<b>0.0%</b>	<b>1.7%</b>	<b>2.5%</b>	<b>Increased transportation cost or potential transportation problems</b>
<b>13.3%</b>	<b>20.0%</b>	<b>7.5%</b>	<b>Negative public perception of the policy could cause problems for the passage of future tax issues</b>
<b>5.0%</b>	<b>17.5%</b>	<b>8.3%</b>	<b>Lack of adequate funds from the state to compensate your district for the additional students</b>
<b>0.8%</b>	<b>8.3%</b>	<b>5.0%</b>	<b>Potential influx of students from neighboring districts with less socioeconomic status or large minority population</b>
<b>2.5%</b>	<b>9.2%</b>	<b>11.7%</b>	<b>Encourages students to transfer to your district for non-educational reasons like daycare and athletics</b>
<b>0.0%</b>	<b>1.7%</b>	<b>5.0%</b>	<b>Neighboring districts were not participating in the interdistrict open enrollment option so there was no threat of a loss of students.</b>
<b>0.0%</b>	<b>0.0%</b>	<b>1.7%</b>	<b>Increase competition with neighboring districts</b>
<b>0.0%</b>	<b>0.0%</b>	<b>0.0%</b>	<b>Administrative problems caused by the new policy</b>
<b>2.5%</b>	<b>0.0%</b>	<b>1.7%</b>	<b>Participation by your district could encourage neighboring neighboring districts to utilize the open enrollment option and cause a potential loss of students from your district.</b>
<b>4.2%</b>	<b>3.3%</b>	<b>10.0%</b>	<b>No incentive to offer more options to students from districts that do not vote or pay taxes in your district</b>
<b>8.3%</b>	<b>27.5%</b>	<b>40.8%</b>	<b>Did not rank the choices</b>

**N=120**

### *Suggestions for Changes in the Interdistrict Open Enrollment Option*

Although open districts indicated their reasons for permitting open enrollment, there is the question of whether the laws governing open enrollment are effective or should be changed. In addition, this question is implied because closed districts have chosen not to participate in interdistrict open enrollment and have indicated in their responses to the survey their reasons for not permitting open enrollment. Both open and closed districts were asked to respond to this question. Their responses are summarized in Table 4.7. As shown in Table 4.7, for both open and closed districts, increasing the financial compensation for additional students up to the expenditure per pupil of the receiving district is the most frequently selected suggestion for change. In addition, both open and closed districts, with two exceptions, responded in a similar fashion to the suggestions for changes in the laws governing interdistrict open enrollment as a result of Amended Senate Bill 140. The percentage of open districts that suggested that the law should have the potential for more cooperation with neighboring districts rather than competition is almost double that of closed districts--31.7% to 17.5%--and the percentage of open districts is two and a half times that of closed districts in stating that the law is effective in its present form--23.0% to 9.2%. In addition, the percentage of responses of open districts is higher for all choices except for the suggestion of full transportation for transporting interdistrict open enrollment students.

A comparison was first made of the responses for open districts and closed districts. Next, a comparison was made of the responses for all districts based upon whether they had a net gain, net loss, or no gain or loss of funds as a result of interdistrict open enrollment during the

1996-97 school year. When the statistical test of chi-square was applied, the results indicated no statistically significant differences in the responses for these items. These results are summarized in Appendix R.

**Table 4.7**

**Recommendations for Change in the Present Laws**

**What changes in the laws governing interdistrict open enrollment would you suggest to improve the effectiveness of interdistrict open enrollment? (Check all that apply.)**

<b>Open Districts</b>	<b>Closed Districts</b>	
<b>47.4%</b>	<b>44.2%</b>	<b>Increase financial compensation by the state for additional students up to the expenditure per pupil of the receiving district.</b>
<b>25.7%</b>	<b>30.0%</b>	<b>Full transportation reimbursement for transporting interdistrict transfer students.</b>
<b>23.0%</b>	<b>15.0%</b>	<b>Incentive grants by the state to improve curricular programs.</b>
<b>31.6%</b>	<b>17.5%</b>	<b>Potential for more cooperation with neighboring districts rather than competition</b>
<b>23.0%</b>	<b>15.8%</b>	<b>Cost of implementation funds from the state for additional administrative duties and brochures</b>
<b>23.0%</b>	<b>9.2%</b>	<b>Law is effective in its present form.</b>
<b>N = 152</b>	<b>N = 120</b>	

Summary of Results for Research Question 1

Data from surveys returned from 152 open districts show that the primary reasons districts decided to be open to interdistrict open enrollment were the potential for an additional source of funds and the availability of classroom space for additional students. Public pressure to

be open and the threat of losing students to adjacent districts that had decided to be open did not significantly influence districts to be open. Little if any involvement or influence was provided by members of the school district community other than the central office or board of education members in the development of the district's interdistrict open enrollment policy.

Data from surveys returned from 120 closed districts show that the primary reason districts decided to be closed to interdistrict open enrollment was the lack of available classroom space for additional students. Districts responding to the closed survey also reported concerns with funding issues associated with open enrollment. These included the potential problems for the passage of future tax issues caused by any negative public perceptions of open enrollment. In addition, closed districts felt there was no incentive to offer options to any students whose parent/guardian resided in another district and would therefore not vote or pay taxes in the district the student attended.

The concern with funding was also apparent in the changes recommended for Ohio's laws for open enrollment. Both open and closed districts recommended an increase in the amount of funding per student for interdistrict open enrollment.



## Presentation of Data Related to Research Question 2

### *Research Question 2*

What are the demographic characteristics of districts that have adopted a board resolution that contains a policy permitting interdistrict open enrollment and of districts that do not allow interdistrict open enrollment?

An examination of the data from the EMIS and Open Enrollment databases is presented in this section in order to respond to this question. Because the designation of a district as open or closed reflects the district's status for the 1996-97 school year, any examination of the demographic characteristics of open and closed districts refers to the demographic variables for only the 1996-97 school year.

This section first summarizes the mean, median, minimum, maximum, and standard deviation for each of the demographic variables from the EMIS database for the 1996-97 school year for all districts, all districts by Group Identifier, and all districts by geographic region. Next, this section summarizes the mean, median, minimum, maximum, and standard deviation for each of these demographic variables for open districts, open districts by Group Identifier, open districts by geographic region, closed districts, closed districts by Group Identifier, and closed districts by geographic region. Finally, this section examines the frequency of open and closed districts by geographic region and group. Following this examination, an analysis is made of this data to respond to Research Question 2.

*Descriptive Statistics for All Districts for the 1996-97 School Year*

In the 1996-97 school year, there were 611 public city, local, and exempted village school districts in Ohio. The descriptive statistics for all districts for the demographic variables from the EMIS database are summarized in Table 4.8. An examination of the mean, median, and standard deviation for the variables ADM, MIN%ADM, and ADC%ADM indicates that each of these variables has high positive skewness as a result of a few extremely high values for each of these variables.

**Table 4.8**

**Descriptive Statistics - All Districts**

<b>Variable</b>	<b>Mean</b>	<b>Median</b>	<b>Minimum</b>	<b>Maximum</b>	<b>Standard Deviation</b>
<b>ADM</b>	<b>2,973.84</b>	<b>1846.00</b>	<b>7</b>	<b>72,593</b>	<b>5,156.72</b>
<b>MIN%ADM</b>	<b>6.92%</b>	<b>2.49%</b>	<b>0.00%</b>	<b>100.00%</b>	<b>13.37%</b>
<b>ADC%ADM</b>	<b>9.42%</b>	<b>6.39%</b>	<b>0.00%</b>	<b>65.66%</b>	<b>9.37%</b>
<b>REV/PUPI</b>	<b>\$5,822.03</b>	<b>\$5,511.54</b>	<b>\$3,257.62</b>	<b>\$33,818.99</b>	<b>\$1,729.00</b>
<b>EXP/PUPI</b>	<b>\$5,602.20</b>	<b>\$5,320.34</b>	<b>\$3,505.38</b>	<b>\$23,116.51</b>	<b>\$1,250.01</b>

**N = 611**

*Descriptive Statistics for All Districts by Group Identifier for the 1996-97 School Year*

The descriptive statistics for all districts by Group Identifier for the 1996-97 school year for the demographic variables from the EMIS database are summarized in Table 4.9.

Table 4.9

## Descriptive Statistics for All Districts by Group Identifier 1996-97

Group	Variable	Mean	Median	Minimum	Maximum	Standard Deviation
1	ADM	38,169.50	35,768.50	12,897	72,593	21,770.47
	MIN%ADM	60.90%	64.41%	36.33%	79.65%	14.66%
	ADC%ADM	45.72%	43.52%	33.36%	65.66%	11.14%
	REV/PUPIL	\$6,786.92	\$6,609.27	\$6,183.01	\$7,685.23	\$640.61
	EXP/PUPIL	\$6,746.32	\$6,650.22	\$6,027.86	\$7,573.37	\$648.40
N = 8						
2	ADM	8,518.30	8,344.00	6,028	11,008	1,878.43
	MIN%ADM	36.66%	32.20%	5.65%	100.00%	27.32%
	ADC%ADM	29.12%	29.43%	15.40%	51.84%	11.62%
	REV/PUPIL	\$6,311.62	\$6,118.06	\$5,362.36	\$8,152.30	\$805.08
	EXP/PUPIL	\$6,099.05	\$5,930.41	\$5,343.00	\$7,724.31	\$692.45
N = 10						
3	ADM	3,014.32	2,716.50	403	6,535	1,364.38
	MIN%ADM	7.39%	4.14%	0.12%	42.72%	8.70%
	ADC%ADM	12.07%	9.94%	0.98%	50.38%	8.95%
	REV/PUPIL	\$5,613.17	\$5,518.93	\$4,515.23	\$7,844.50	\$644.67
	EXP/PUPIL	\$5,410.92	\$5,338.55	\$4,437.09	\$7,255.91	\$626.66
N = 84						

Table 4.9 (continued)

## Descriptive Statistics for All Districts by Group Identifier 1996-97

Group	Variable	Mean	Median	Minimum	Maximum	Standard Deviation
4	ADM	4,299.85	3,567.00	468	18,278	3,084.22
	MIN%ADM	11.30%	5.58%	0.12%	99.91%	17.32%
	ADC%ADM	9.70%	6.67%	1.17%	32.33%	7.89%
	REV/PUPIL	\$5,843.25	\$5,703.27	\$3,257.62	\$8,731.40	\$872.73
	EXP/PUPIL	\$5,782.35	\$5,654.03	\$4,533.08	\$8,311.51	\$686.46
	N = 101					
5	ADM	1,637.76	1,359.00	317	13,083	1,147.78
	MIN%ADM	2.91%	1.30%	0.00%	81.37%	6.33%
	ADC%ADM	5.62%	4.81%	0.00%	29.34%	4.49%
	REV/PUPIL	\$5,397.20	\$5,314.53	\$4,195.97	\$9,263.41	\$605.07
	EXP/PUPIL	\$5,232.94	\$5,166.74	\$4,318.18	\$7,896.93	\$569.99
	N = 267					
6	ADM	1,542.68	1,355.00	437	5,371	733.70
	MIN%ADM	2.25%	1.11%	0.08%	31.13%	3.88%
	ADC%ADM	16.85%	15.64%	3.96%	36.03%	7.67%
	REV/PUPIL	\$5,350.12	\$5,289.40	\$4,367.65	\$6,693.59	\$433.32
	EXP/PUPIL	\$5,133.45	\$5,094.88	\$3,987.23	\$6,488.46	\$425.30
	N = 76					

**Table 4.9 (continued)**  
**Descriptive Statistics for All Districts by Group Identifier 1996-97**

Group	Variable	Mean	Median	Minimum	Maximum	Standard Deviation
7	ADM	3,020.10	2,308.00	647	10,679	2,286.03
	MIN%ADM	9.88%	5.50%	0.57%	58.42%	12.63%
	ADC%ADM	4.20%	2.22%	0.11%	27.96%	5.66%
	REV/PUPIL	\$7,452.84	\$7,316.59	\$5,018.54	\$14,551.45	\$1,938.08
	EXP/PUPIL	\$7,074.32	\$6,848.00	\$4,985.14	\$12,758.27	\$1,617.39
	N = 61					
8	ADM	59.50	58.50	7	114	52.89
	MIN%ADM	14.80%	1.03%	0.00%	57.14%	28.24%
	ADC%ADM	16.52%	5.14%	1.23%	54.55%	25.42%
	REV/PUPIL	\$18,972.06	\$17,702.95	\$6,663.33	\$33,818.99	\$12,038.44
	EXP/PUPIL	\$12,644.43	\$11,977.91	\$3,505.38	\$23,116.51	\$8,291.82
	N = 4					
	Total N = 611					

*Descriptive Statistics for All Districts by Region for the 1996-97 School Year*

The descriptive statistics for all districts by Region for the 1996-97 school year for the demographic variables from the EMIS database are summarized in Table 4.10.

Table 4.10

Descriptive Statistics for All Districts by Region, 1996-97

Region	Variable	Mean	Median	Minimum	Maximum	Standard Deviation
Northwest	ADM	2,282.85	1,202.50	317	39,095	4,665.00
	MIN% ADM	7.43%	5.44%	0.00%	51.03%	9.05%
	ADC% ADM	5.36%	3.94%	0.00%	42.51%	6.39%
	REV/ PUPIL	\$5,694.41	\$5,661.40	\$4,195.97	\$8,210.79	\$629.07
	EXP/ PUPIL	\$5,488.59	\$5,444.18	\$4,391.02	\$8,171.25	\$655.60
	N = 72					
West	ADM	2,663.81	1,617.00	368	25,965	3,526.27
	MIN%ADM	6.60%	1.64%	0.17%	81.37%	15.67%
	ADC%ADM	6.31%	4.01%	0.00%	45.54%	8.01%
	REV/PUPIL	\$5,527.41	\$5,384.38	\$4,289.97	\$7,811.82	\$715.58
	EXP/PUPIL	\$5,296.12	\$5,244.15	\$4,395.45	\$7,574.81	\$652.79
	N = 68					
Southwest	ADM	4,145.14	2,407.00	114	46,071	5,997.36
	MIN%ADM	9.18%	2.95%	0.00%	71.49%	15.18%
	ADC%ADM	8.69%	6.50%	0.73%	44.52%	7.58%
	REV/PUPIL	\$5,891.91	\$5,489.03	\$4,656.52	\$9,822.89	\$1,123.25
	EXP/PUPIL	\$5,592.58	\$5,249.27	\$3,505.38	\$8,930.62	\$979.16
	N = 65					

Table 4.10 (continued)

Descriptive Statistics for All Districts by Region 1996-97

Region	Variable	Mean	Median	Minimum	Maximum	Standard Deviation
North Central	ADM	2,257.09	1,623.00	7	10,857	1,904.91
	MIN%ADM	7.14%	2.86%	0.00%	57.14%	12.01%
	ADC%ADM	7.24%	4.48%	1.23%	54.55%	8.18%
	REV/PUPIL	\$6,472.54	\$5,578.52	\$4,211.57	\$33,818.99	\$4,043.88
	EXP/PUPIL	\$6,018.88	\$5,543.79	\$4,464.95	\$23,116.51	\$2,457.90
N = 70						
Central	ADM	3,794.75	1,736.00	568	63,136	7,775.08
	MIN%ADM	5.08%	1.89%	0.24%	59.33%	8.51%
	ADC%ADM	6.88%	5.37%	0.25%	40.36%	6.43%
	REV/PUPIL	\$5,692.23	\$5,567.43	\$4,212.28	\$8,246.61	\$751.24
	EXP/PUPIL	\$5,530.87	\$5,349.53	\$4,341.92	\$8,120.93	\$731.52
N = 72						
South Central	ADM	1,844.72	1,637.50	403	5,371	927.04
	MIN%ADM	2.19%	1.09%	0.19%	11.93%	2.71%
	ADC%ADM	19.54%	18.23%	5.43%	50.38%	9.92%
	REV/PUPIL	\$5,301.52	\$5,265.90	\$4,367.65	\$6,723.62	\$462.65
	EXP/PUPIL	\$5,105.16	\$5,084.34	\$3,987.23	\$6,740.52	\$478.59
N = 50						



Table 4.10 (continued)

Descriptive Statistics for All Districts by Region 1996-97

Region	Variable	Mean	Median	Minimum	Maximum	Standard Deviation
Northeast	ADM	4,004.67	2,439.00	437	72,593	7,781.91
	MIN%ADM	11.69%	3.72%	0.00%	100.00%	20.51%
	ADC%ADM	9.03%	6.36%	0.31%	65.66%	10.36%
	REV/PUPIL	\$6,630.17	\$6,106.51	\$4,698.79	\$14,551.45	\$1,760.37
	EXP/PUPIL	\$6,399.16	\$6,101.00	\$4,587.10	\$12,758.27	\$1,479.02
	N = 102					
East	ADM	2,531.07	1,957.00	468	13,157	2,195.57
	MIN%ADM	5.46%	2.11%	0.12%	71.35%	11.08%
	ADC%ADM	12.44%	9.46%	0.33%	58.63%	10.26%
	REV/PUPIL	\$5,202.86	\$5,176.69	\$3,257.62	\$6,263.03	\$534.50
	EXP/PUPIL	\$5,157.63	\$5,009.12	\$4,318.18	\$7,394.32	\$497.10
	N = 71					
Southeast	ADM	2,205.95	1,862.00	697	6,605	1,392.37
	MIN%ADM	2.21%	0.82%	0.08%	17.30%	3.31%
	ADC%ADM	14.39%	13.46%	0.42%	31.81%	8.03%
	REV/PUPIL	\$5,237.78	\$5,221.21	\$4,552.68	\$6,347.95	\$472.09
	EXP/PUPIL	\$5,131.80	\$5,115.49	\$4,437.09	\$6,179.31	\$456.85
	N = 41					
	Total N = 611					

*Designation of Districts as Open or Closed for the 1996-97 School Year*

Table 4.11 summarizes the status of districts as open or closed for the 1996-97 school year.

**Table 4.11**

**Designation of Districts as Open or Closed 1996-97**

<b>Designation</b>	<b>Frequency</b>	<b>Percent</b>
<b>Open</b>	<b>346</b>	<b>56.63%</b>
<b>Closed</b>	<b>265</b>	<b>43.37%</b>
<b>Total</b>	<b>611</b>	<b>100.00%</b>

*Descriptive Statistics for Open Districts for the 1996-97 School Year*

The descriptive statistics for open districts for 1996-97 for the demographic variables from the EMIS database are summarized in Table 4.12.

**Table 4.12**

**Descriptive Statistics - Open Districts 1996-97 School Year**

<b>Variable</b>	<b>Mean</b>	<b>Median</b>	<b>Minimum</b>	<b>Maximum</b>	<b>Standard Deviation</b>
<b>ADM</b>	<b>2,220.61</b>	<b>1,503.00</b>	<b>317</b>	<b>39,095</b>	<b>3,091.47</b>
<b>MIN%ADM</b>	<b>4.99%</b>	<b>1.69%</b>	<b>0.00%</b>	<b>75.41%</b>	<b>9.55%</b>
<b>ADC%ADM</b>	<b>10.76%</b>	<b>7.31%</b>	<b>0.00%</b>	<b>58.63%</b>	<b>9.33%</b>
<b>REV/PUPIL</b>	<b>\$5,480.32</b>	<b>\$5,402.59</b>	<b>\$4,211.57</b>	<b>\$8,111.50</b>	<b>\$571.51</b>
<b>EXP/PUPIL</b>	<b>\$5,320.17</b>	<b>\$5,243.08</b>	<b>\$3,987.23</b>	<b>\$7,856.86</b>	<b>\$563.86</b>

**N = 346**

*Descriptive Statistics for Open Districts by Group Identifier for the 1996-97 School Year*

The descriptive statistics for open districts by Group Identifier for the 1996-97 school year for the demographic variables from the EMIS and Open Enrollment databases are summarized in Table 4.13. There are no open districts in Group 8.

Table 4.13

Descriptive Statistics for Open Districts by Group Identifier 1996-97

Group	Variable	Mean	Median	Minimum	Maximum	Standard Deviation
1	ADM	28,144.67	32,442.00	12,897	39,095	13,617.42
	MIN%ADM	56.96%	51.03%	48.51%	71.35%	12.52%
	ADC%ADM	45.43%	42.51%	35.16%	58.63%	12.01%
	REV/PUPIL	\$6,237.84	\$6,263.03	\$6,183.01	\$6,267.47	\$47.53
	EXP/PUPIL	\$6,534.87	\$6,182.44	\$6,027.86	\$7,394.32	\$748.30
N = 3						
2	ADM	8,502.38	8,344.00	6,028	11,008	1,957.28
	MIN%ADM	31.80%	32.20%	5.65%	54.75%	16.57%
	ADC%ADM	27.29%	29.43%	15.40%	41.68%	9.31%
	REV/PUPIL	\$6,200.20	\$6,118.06	\$5,729.10	\$6,930.27	\$454.31
	EXP/PUPIL	\$5,990.40	\$5,930.41	\$5,455.41	\$6,468.62	\$379.45
N = 8						
3	ADM	2,839.98	2,688.00	403	6,535	1,360.61
	MIN%ADM	6.94%	3.86%	0.12%	42.72%	8.40%
	ADC%ADM	12.84%	10.62%	3.13%	50.38%	9.29%
	REV/PUPIL	\$5,658.56	\$5,573.05	\$4,515.23	\$7,844.50	\$648.87
	EXP/PUPIL	\$5,419.89	\$5,278.20	\$4,437.09	\$7,255.91	\$640.22
N = 61						

Table 4.13 (continued)

Descriptive Statistics for Open Districts by Group Identifier 1996-97

Group	Variable	Mean	Median	Minimum	Maximum	Standard Deviation
4	ADM	2,878.85	2,426.00	468	10,634	2,059.01
	MIN%ADM	8.10%	4.18%	0.12%	75.41%	13.68%
	ADC%ADM	12.10%	7.72%	1.40%	30.04%	9.10%
	REV/PUPIL	\$5,609.46	\$5,497.56	\$4,212.28	\$8,111.50	\$822.77
	EXP/PUPIL	\$5,662.91	\$5,543.56	\$4,891.60	\$7,856.86	\$596.33
N = 34						
5	ADM	1,363.37	1,235.00	317	3,780	709.24
	MIN%ADM	2.56%	1.30%	0.00%	22.06%	3.17%
	ADC%ADM	5.68%	4.75%	0.00%	29.34%	4.59%
	REV/PUPIL	\$5,393.46	\$5,356.76	\$4,211.57	\$7,703.26	\$489.25
	EXP/PUPIL	\$5,225.63	\$5,177.39	\$4,318.18	\$7,677.43	\$504.06
N = 169						
6	ADM	1,557.12	1,355.00	437	5,371	760.28
	MIN%ADM	2.24%	1.10%	0.08%	31.13%	3.99%
	ADC%ADM	17.34%	16.06%	3.96%	36.03%	7.66%
	REV/PUPIL	\$5,361.80	\$5,289.40	\$4,367.65	\$6,693.59	\$434.74
	EXP/PUPIL	\$5,161.17	\$5,137.73	\$3,987.23	\$6,488.46	\$431.86
N = 68						

Table 4.13 (continued)

Descriptive Statistics for Open Districts by Group Identifier 1996-97

Group	Variable	Mean	Median	Minimum	Maximum	Standard Deviation
7	ADM	2,821.33	2,771.00	2,596	3,097	254.26
	MIN%ADM	5.99%	2.53%	1.54%	13.89%	6.82%
	ADC%ADM	11.17%	5.80%	2.09%	25.62%	12.65%
	REV/PUPIL	\$5,294.29	\$5,289.40	\$5,133.95	\$5,459.51	\$162.84
	EXP/PUPIL	\$5,335.69	\$5,232.84	\$5,080.89	\$5,693.33	\$318.91

N = 3

Total N = 346

*Descriptive Statistics for Open Districts by Region for the 1996-97 School Year*

The descriptive statistics for open districts by Region for the 1996-97 school year for the demographic variables from the EMIS and Open Enrollment databases are summarized in Table 4.14.

Table 4.14

Descriptive Statistics for Open Districts by Region 1996-97

Region	Variable	Mean	Median	Minimum	Maximum	Standard Deviation
Northwest	ADM	2,143.13	1,089.00	317	39,095	5,209.13
	MIN% ADM	7.98%	5.36%	0.00%	51.03%	10.09%
	ADC% ADM	5.70%	4.21%	0.00%	42.51%	7.01%
	REV/ PUPIL	\$5,604.17	\$5,591.94	\$4,660.09	\$6,461.53	\$486.33
West	EXP/ PUPIL	\$5,369.36	\$5,372.66	\$4,391.02	\$6,442.59	\$497.75
	N = 55					
	ADM	2,000.80	1,232.00	368	11,008	1,877.39
	MIN%ADM	4.63%	1.26%	0.25%	75.41%	11.98%
Southwest	ADC%ADM	5.96%	4.52%	0.00%	27.82%	5.79%
	REV/PUPIL	\$5,350.77	\$5,356.55	\$4,289.97	\$6,693.59	\$473.03
	EXP/PUPIL	\$5,186.50	\$5,193.04	\$4,395.45	\$6,488.46	\$485.81
	N = 44					
Northwest	ADM	3,102.08	1,842.50	639	10,634	3,395.04
	MIN%ADM	5.68%	1.03%	0.33%	29.07%	9.06%
	ADC%ADM	8.65%	6.66%	0.99%	21.83%	5.64%
	REV/PUPIL	\$5,691.64	\$5,489.80	\$4,912.08	\$7,793.32	\$772.67
West	EXP/PUPIL	\$5,515.25	\$5,401.02	\$4,701.84	\$7,025.41	\$583.27
	N = 12					



Table 4.14 (continued)

Descriptive Statistics for Open Districts by Region 1996-97

Region	Variable	Mean	Median	Minimum	Maximum	Standard Deviation
North Central	ADM	2,327.30	1,513.00	332	10,857	2,082.53
	MIN%ADM	6.27%	2.24%	0.08%	54.75%	11.00%
	ADC%ADM	6.80%	4.72%	1.25%	33.18%	6.07%
	REV/PUPIL	\$5,628.38	\$5,572.97	\$4,211.57	\$7,844.50	\$606.51
	EXP/PUPIL	\$5,464.60	\$5,360.97	\$4,464.95	\$7,255.91	\$581.97
	N = 47					
Central	ADM	2,030.50	1,368.50	568	7,548	1,672.34
	MIN%ADM	3.12%	1.41%	0.24%	35.25%	5.80%
	ADC%ADM	8.38%	7.19%	2.96%	31.04%	5.39%
	REV/PUPIL	\$5,501.62	\$5,548.93	\$4,212.28	\$6,619.14	\$467.17
	EXP/PUPIL	\$5,298.38	\$5,217.13	\$4,341.92	\$6,461.41	\$492.42
	N = 38					
South Central	ADM	1,852.61	1,637.50	403	5,371	988.58
	MIN%ADM	2.53%	1.13%	0.19%	11.93%	3.06%
	ADC%ADM	23.20%	22.27%	8.43%	50.38%	8.88%
	REV/PUPIL	\$5,413.83	\$5,296.74	\$4,367.65	\$6,723.62	\$470.95
	EXP/PUPIL	\$5,206.80	\$5,225.96	\$3,987.23	\$6,740.52	\$507.26
	N = 36					

Table 4.14 (continued)

Descriptive Statistics for Open Districts by Region 1996-97

Region	Variable	Mean	Median	Minimum	Maximum	Standard Deviation	
Northeast	ADM	3,081.75	1,558.50	437	32,442	5,573.50	
	MIN%ADM	6.44%	2.59%	0.00%	48.51%	11.57%	
	ADC%ADM	11.12%	7.67%	1.37%	41.68%	9.42%	
	REV/PUPIL	\$5,807.04	\$5,618.79	\$4,698.79	\$8,111.50	\$823.60	
Northeast	EXP/PUPIL	\$5,778.43	\$5,593.36	\$4,828.81	\$7,856.86	\$754.65	
	N = 32						
	East	ADM	2,190.65	1,827.00	468	12,897	1,860.24
		MIN%ADM	5.13%	1.65%	0.12%	71.35%	11.23%
ADC%ADM		14.23%	10.62%	3.01%	58.63%	10.32%	
REV/PUPIL		\$5,240.50	\$5,201.38	\$4,260.78	\$6,263.03	\$485.51	
East	EXP/PUPIL	\$5,130.90	\$5,007.76	\$4,318.18	\$7,394.32	\$502.77	
	N = 49						
	Southeast	ADM	2,000.12	1,626.00	697	6,535	1,164.26
		MIN%ADM	1.63%	0.72%	0.08%	8.82%	2.15%
ADC%ADM		15.64%	13.95%	1.91%	31.81%	7.53%	
REV/PUPIL		\$5,246.17	\$5,195.69	\$4,552.68	\$6,347.95	\$476.17	
Southeast	EXP/PUPIL	\$5,125.19	\$5,105.28	\$4,437.09	\$6,179.31	\$451.00	
	N = 33						
	Total N = 346						

*Descriptive Statistics for Closed Districts for the 1996-97 School Year*

There were 265 of the 611 Ohio public city, local, and exempted village school districts that were closed to interdistrict open enrollment for the 1996-97 school year. The descriptive statistics for closed districts for the 1996-97 school year for the demographic variables from the EMIS and Open Enrollment databases are summarized in Table 4.15.

**Table 4.15**

**Descriptive Statistics - Closed Districts 1996-97 School Year**

<b>Variable</b>	<b>Mean</b>	<b>Median</b>	<b>Minimum</b>	<b>Maximum</b>	<b>Standard Deviation</b>
<b>ADM</b>	<b>3,957.31</b>	<b>2,399.00</b>	<b>7</b>	<b>72,593</b>	<b>6,873.06</b>
<b>MIN%ADM</b>	<b>9.43%</b>	<b>3.54%</b>	<b>0.00%</b>	<b>100.00%</b>	<b>16.82%</b>
<b>ADC%ADM</b>	<b>7.67%</b>	<b>5.13%</b>	<b>0.11%</b>	<b>65.66%</b>	<b>9.13%</b>
<b>REV/PUPIL</b>	<b>\$6,268.19</b>	<b>\$5,644.66</b>	<b>\$3,257.62</b>	<b>\$33,818.99</b>	<b>\$2,475.43</b>
<b>EXP/PUPIL</b>	<b>\$5,970.44</b>	<b>\$5,470.04</b>	<b>\$3,505.38</b>	<b>\$23,116.51</b>	<b>\$1,718.88</b>

**N = 265**

*Descriptive Statistics for Closed Districts by Group Identifier for the 1996-97 School Year*

The descriptive statistics for closed districts by Group Identifier for the 1996-97 school year for the demographic variables from the EMIS and Open Enrollment databases are summarized in Table 4.16.

Table 4.16

## Descriptive Statistics for Closed Districts by Group Identifier 1996-97

Group	Variable	Mean	Median	Minimum	Maximum	Standard Deviation
1	ADM	44,184.40	46,071.00	13,157	72,596	24,821.45
	MIN%ADM	63.26%	69.49%	36.33%	79.65%	16.70%
	ADC%ADM	45.89%	44.52%	33.36%	65.66%	12.05%
	REV/PUPIL	\$7,116.36	\$7,025.12	\$6,248.52	\$7,685.23	\$596.03
	EXP/PUPIL	\$6,873.18	\$6,881.89	\$6,083.09	\$7,573.37	\$634.11
	N = 5					
2	ADM	8,582.00	8,582.00	7,012	10,152	2,220.32
	MIN%ADM	56.12%	56.12%	12.23%	100.00%	62.06%
	ADC%ADM	36.42%	36.42%	21.00%	51.84%	21.81%
	REV/PUPIL	\$6,757.33	\$6,757.33	\$5,362.36	\$8,152.30	\$1,972.79
	EXP/PUPIL	\$6,533.66	\$6,533.66	\$5,343.00	\$7,724.31	\$1,683.84
	N = 2					
3	ADM	3,476.70	2,927.00	1,541	5,985	1,290.87
	MIN%ADM	8.60%	4.39%	1.16%	41.51%	9.54%
	ADC%ADM	10.00%	7.97%	0.98%	26.91%	7.77%
	REV/PUPIL	\$5,492.79	\$5,416.15	\$4,669.62	\$7,054.15	\$631.50
	EXP/PUPIL	\$5,387.13	\$5,353.52	\$4,510.86	\$6,491.99	\$602.39
	N = 23					

Table 4.16 (continued)

Descriptive Statistics for Closed Districts by Group Identifier 1996-97

Group	Variable	Mean	Median	Minimum	Maximum	Standard Deviation
4	ADM	5,020.96	4,115.00	821	18,278	3,274.88
	MIN%ADM	12.93%	6.19%	0.62%	99.91%	18.79%
	ADC%ADM	8.48%	6.26%	1.17%	32.33%	6.95%
	REV/PUPIL	\$5,961.88	\$5,898.94	\$3,257.62	\$8,731.40	\$879.27
	EXP/PUPIL	\$5,842.96	\$5,736.01	\$4,533.08	\$8,311.51	\$724.63
	N = 67					
5	ADM	2,110.96	1,746.50	514	13,083	1,544.04
	MIN%ADM	3.52%	1.29%	0.17%	81.37%	9.58%
	ADC%ADM	5.53%	4.90%	0.33%	29.33%	4.34%
	REV/PUPIL	\$5,403.65	\$5,268.81	\$4,195.97	\$9,263.41	\$767.69
	EXP/PUPIL	\$5,245.56	\$5,133.44	\$4,376.08	\$7,896.93	\$671.29
	N = 98					
6	ADM	1,420.00	1,380.50	825	2,287	464.71
	MIN%ADM	2.36%	1.12%	0.45%	9.18%	2.90%
	ADC%ADM	12.64%	9.83%	6.73%	26.16%	6.80%
	REV/PUPIL	\$5,250.87	\$5,219.29	\$4,710.43	\$5,916.90	\$436.13
	EXP/PUPIL	\$4,897.82	\$4,965.21	\$4,468.49	\$5,278.92	\$286.32
	N = 8					

Table 4.16 (continued)

Descriptive Statistics for Closed Districts by Group Identifier 1996-97

Group	Variable	Mean	Median	Minimum	Maximum	Standard Deviation
7	ADM	3,030.38	2,205.00	647	10,679	2,344.46
	MIN%ADM	10.08%	5.52%	0.57%	58.42%	12.86%
	ADC%ADM	3.84%	2.21%	0.11%	27.36%	5.05%
	REV/PUPIL	\$7,564.49	\$7,339.16	\$5,018.54	\$14,551.45	\$1,922.24
	EXP/PUPIL	\$5,335.69	\$5,232.84	\$5,080.89	\$5,693.33	\$318.91
N = 58						
8	ADM	59.50	58.50	7	114	52.89
	MIN%ADM	14.80%	1.03%	0.00%	57.14%	28.24%
	ADC%ADM	16.52%	5.14%	1.23%	54.55%	25.42%
	REV/PUPIL	\$18,972.06	\$17,702.95	\$6,663.33	\$33,818.99	\$12,038.44
	EXP/PUPIL	\$12,644.43	\$11,977.91	\$3,505.38	\$23,116.51	\$8,291.82
N = 4						
Total N = 265						

*Descriptive Statistics for Closed Districts by Region for the 1996-97 School Year*

The descriptive statistics for closed districts by Region for the 1996-97 school year for the demographic variables from the EMIS and Open Enrollment databases are summarized in Table 4.17.

Table 4.17

Descriptive Statistics for Closed Districts by Region 1996-97

Region	Variable	Mean	Median	Minimum	Maximum	Standard Deviation
Northwest	ADM	2,734.88	2,151.00	723	7,768	2,169.05
	MIN% ADM	5.65%	5.53%	0.67%	16.63%	4.00%
	ADC% ADM	4.26%	2.70%	0.11%	12.49%	3.68%
	REV/ PUPIL	\$5,986.36	\$6,009.60	\$4,195.97	\$8,210.79	\$916.10
	EXP/ PUPIL	\$5,874.34	\$5,747.89	\$4,519.85	\$8,171.25	\$929.58
N = 17						
West	ADM	3,879.33	2,054.50	514	25,965	5,220.19
	MIN%ADM	10.22%	3.18%	0.17%	81.37%	20.64%
	ADC%ADM	6.97%	2.84%	0.15%	45.54%	11.12%
	REV/PUPIL	\$5,851.25	\$5,541.65	\$4,676.37	\$7,811.82	\$950.90
	EXP/PUPIL	\$5,497.09	\$5,302.34	\$4,620.87	\$7,574.81	\$857.30
N = 24						
Southwest	ADM	4,381.30	2,737.00	114	46,071	6,443.80
	MIN%ADM	9.97%	3.41%	0.00%	71.49%	16.21%
	ADC%ADM	8.70%	6.20%	0.73%	44.52%	8.00%
	REV/PUPIL	\$5,937.26	\$5,489.03	\$4,656.52	\$9,822.89	\$1,189.63
	EXP/PUPIL	\$5,610.09	\$5,234.69	\$3,505.38	\$8,930.62	\$1,051.83
N = 53						



Table 4.17 (continued)

## Descriptive Statistics for Closed Districts by Region 1996-97

Region	Variable	Mean	Median	Minimum	Maximum	Standard Deviation
North Central	ADM	2,113.61	2,002.00	7	5,985	1,510.20
	MIN%ADM	8.93%	3.06%	0.00%	57.14%	13.95%
	ADC%ADM	8.14%	3.84%	1.23%	54.55%	11.46%
	REV/PUPIL	\$8,197.58	\$5,672.17	\$5,117.26	\$33,818.99	\$6,773.94
	EXP/PUPIL	\$7,151.55	\$5,716.63	\$5,038.35	\$23,116.51	\$4,030.12
N = 23						
Central	ADM	5,766.56	2,407.50	651	63,136	10,924.17
	MIN%ADM	7.27%	4.09%	0.51%	59.33%	10.44%
	ADC%ADM	5.21%	3.71%	0.25%	40.36%	7.13%
	REV/PUPIL	\$5,905.27	\$5,645.93	\$4,404.78	\$8,246.61	\$938.57
	EXP/PUPIL	\$5,790.72	\$5,442.04	\$4,897.00	\$8,120.93	\$864.67
N = 34						
South Central	ADM	1,824.43	1,692.00	825	3,199	779.42
	MIN%ADM	1.33%	0.95%	0.45%	4.39%	1.21%
	ADC%ADM	10.12%	8.81%	5.43%	26.16%	5.11%
	REV/PUPIL	\$5,012.73	\$4,876.38	\$4,667.14	\$5,595.11	\$291.38
	EXP/PUPIL	\$4,843.78	\$4,788.00	\$4,466.26	\$5,274.23	\$261.48
N = 14						

Table 4.17 (continued)

Descriptive Statistics for Closed Districts by Region 1996-97

Region	Variable	Mean	Median	Minimum	Maximum	Standard Deviation
Northeast	ADM	4,426.57	2,816.00	783	72,593	8,608.79
	MIN%ADM	14.09%	4.25%	0.53%	100.00%	23.17%
	ADC%ADM	8.08%	4.67%	0.31%	65.66%	10.69%
	REV/PUPIL	\$7,006.46	\$6,611.70	\$4,710.43	\$14,551.45	\$1,942.54
East	EXP/PUPIL	\$6,682.92	\$6,406.68	\$4,587.10	\$12,758.27	\$1,638.82
	N = 70					
	ADM	3,289.27	2,681.50	829	13,157	2,699.27
	MIN%ADM	6.18%	2.79%	0.19%	41.65%	10.95%
Southeast	ADC%ADM	8.46%	6.18%	0.33%	33.36%	9.15%
	REV/PUPIL	\$5,119.02	\$5,081.61	\$3,257.62	\$6,248.52	\$634.70
	EXP/PUPIL	\$5,217.15	\$5,093.50	\$4,379.19	\$6,128.96	\$490.45
	N = 22					
Southeast	ADM	3,055.00	2,702.50	703	6,605	1,964.20
	MIN%ADM	4.62%	1.70%	0.17%	17.30%	5.76%
	ADC%ADM	9.25%	7.48%	0.42%	26.91%	8.46%
	REV/PUPIL	\$5,203.15	\$5,241.27	\$4,595.09	\$5,963.71	\$485.08
Total	EXP/PUPIL	\$5,159.10	\$5,301.86	\$4,491.29	\$5,753.20	\$511.61
	N = 8					
	Total N = 265					

The demographic variables summarized in Tables 4.8 to 4.17 provide information that describes the demographic characteristics of open and closed districts for the 1996-97 school year. Each of the demographic variables examined in this study will first be summarized for open and closed districts. Next, a comparison of these variables will be made between open and closed districts by Group Identifier. Finally, a comparison will be made of the distribution of open and closed districts by region.

The first comparison of open and closed districts is summarized in Table 4.18 and illustrates that the mean ADM, MIN%ADM, REV/PUPIL, and EXP/PUPIL for open districts is lower than the mean of each of these variables for closed districts. The mean ADC%ADM for open districts is higher than the means for closed districts.

**Table 4.18**

**Comparison of Means for Open and Closed Districts 1996-97**

Variable	Means		
	All Districts	Open Districts	Closed Districts
<b>ADM</b>	<b>2,973.84</b>	<b>2,220.61</b>	<b>3,957.31</b>
<b>MIN%ADM</b>	<b>6.92%</b>	<b>4.99%</b>	<b>9.43%</b>
<b>ADC%ADM</b>	<b>9.42%</b>	<b>10.76%</b>	<b>7.67%</b>
<b>REV/PUPIL</b>	<b>\$5,822.03</b>	<b>\$5,480.32</b>	<b>\$6,268.19</b>
<b>EXP/PUPIL</b>	<b>\$5,602.20</b>	<b>\$5,320.17</b>	<b>\$5,970.44</b>
	<b>N = 611</b>	<b>N = 346</b>	<b>N = 265</b>

In addition, the statistical procedure of ANOVA was applied to each of these variables. The results indicate that there are no statistically significant differences between the means of these variables for open and closed districts. The Eta Squared value, however, indicates that a small

percentage of open enrollment can be explained by each of these variables. These results are summarized in Appendix N.

Frequency distributions of each of these variables illustrate the following:

The ADM of 69.7% of open districts are less than the mean ADM for open districts. The ADM of 91.0% of open districts are less than the mean ADM for closed districts.

The MIN%ADM of 75.4% of open districts are less than the mean MIN%ADM for open districts. The MIN%ADM of 88.7% of open districts are less than the mean MIN%ADM for closed districts.

The REV/PUPIL of 54.0% of open districts are less than the mean REV/PUPIL for open districts. The REV/PUPIL of 91.9% of open districts are less than the mean REV/PUPIL for closed districts.

The EXP/PUPIL of 56.9% of open districts are less than the mean EXP/PUPIL for open districts. The EXP/PUPIL of 88.4% of open districts are less than the mean EXP/PUPIL for closed districts.

The ADC%ADM of 68.3% of closed districts are less than the mean ADC%ADM for closed districts. The ADC%ADM of 80.4% of closed districts are less than the mean ADC%ADM for open districts.

The next comparison of these demographic variables is by Group Identifier and is summarized in Table 4.19. The 4 districts of Group 8, none of which are open, are considered statistical anomalies for analyses (ODE, 1998c) and are excluded from any comparisons involving open and closed districts. As shown in Table 4.19, the mean ADM for open districts is less than the mean ADM for closed districts in each group except Group 6, where the mean ADM for closed districts is smaller. Group 6 consists of 76 rural districts, of which 89.5% are open. The mean

MIN%ADM for open districts is less than the mean for closed districts in each group. The mean REV/PUPIL for open districts is less than the mean for closed districts in each group except Groups 3 and 6. Group 3 consists of 84 districts (of which 73% are open) defined as those associated with independent cities that are employment centers surrounded by rural areas except for districts otherwise classified as wealthy, and Group 6 consists of rural districts that have high incidence of poverty impact (approximately 10% ADC or greater) and do not qualify as wealthy (ODE, 1998c). The mean EXP/PUPIL for open districts is less than the mean for closed districts in each group except Groups 3 and 6, where the mean for closed districts is smaller.

The mean ADC%ADM for open districts is greater than the mean for closed districts in each group except Groups 1 and 2, where the mean for closed districts is smaller. Group 1 consists of the major-city school districts, and Group 2 consists of districts defined as other “inner city” school districts of large size (ODE, 1998c).

Table 4.19

**Comparison of Means for All, Open, and Closed Districts by Group Identifier  
1996-97**

Gp	Variable	Means		
		All Districts	Open Districts	Closed Districts
1	ADM	38,169.50	28,144.67	44,184.40
	MIN%ADM	60.90%	59.96%	63.26%
	ADC%ADM	45.72%	45.43%	45.89%
	REV/PUPIL	\$6,786.92	\$6,237.84	\$7,116.36
	EXP/PUPIL	\$6,746.32	\$6,534.87	\$6,873.18
		N = 8	N = 3	N = 5
2	ADM	8,518.30	8,502.38	8,582.00
	MIN%ADM	36.66%	31.80%	56.12%
	ADC%ADM	29.12%	27.29%	36.42%
	REV/PUPIL	\$6,311.62	\$6,200.20	\$6,757.33
	EXP/PUPIL	\$6,099.05	\$5,990.40	\$6,533.66
		N = 10	N = 8	N = 2
3	ADM	3,014.32	2,839.98	3,476.70
	MIN%ADM	7.39%	6.94%	8.60%
	ADC%ADM	12.07%	12.84%	10.00%
	REV/PUPIL	\$5,613.17	\$5,658.56	\$5,492.79
	EXP/PUPIL	\$5,410.92	\$5,419.89	\$5,387.13
		N = 84	N = 61	N = 23
4	ADM	4,299.85	2,878.85	5,020.96
	MIN%ADM	11.30%	8.10%	12.93%
	ADC%ADM	9.70%	12.10%	8.48%
	REV/PUPIL	\$5,843.25	\$5,609.46	\$5,961.88
	EXP/PUPIL	\$5,782.35	\$5,662.91	\$5,842.96
		N = 101	N = 34	N = 67

Table 4.19 (continued)

**Comparison of Means for All, Open, and Closed Districts by Group Identifier  
1996-97**

Gp	Variable	Means		
		All Districts	Open Districts	Closed Districts
5	ADM	1,637.76	1,363.37	2,110.96
	MIN%ADM	2.91%	2.56%	3.52%
	ADC%ADM	5.62%	5.68%	5.53%
	REV/PUPIL	\$5,397.20	\$5,393.46	\$5,403.65
	EXP/PUPIL	\$5,232.94	\$5,225.63	\$5,245.56
		N = 267	N = 169	N = 98
6	ADM	1,542.68	1,557.12	1,420.00
	MIN%ADM	2.25%	2.24%	2.36%
	ADC%ADM	16.85%	17.34%	12.64%
	REV/PUPIL	\$5,350.12	\$5,361.80	\$5,250.87
	EXP/PUPIL	\$5,133.45	\$5,161.17	\$4,897.82
		N = 76	N = 68	N = 8
7	ADM	3,020.10	2,821.33	3,030.38
	MIN%ADM	9.88%	5.99%	10.08%
	ADC%ADM	4.20%	11.17%	3.84%
	REV/PUPIL	\$7,452.84	\$5,294.29	\$7,564.49
	EXP/PUPIL	\$7,074.32	\$5,335.69	\$7,164.25
		N = 61	N = 3	N = 58
8	ADM	59.50	0.00	59.50
	MIN%ADM	14.80%	0.00%	14.80%
	ADC%ADM	16.52%	0.00%	16.52%
	REV/PUPIL	\$18,972.06	\$0.00	\$18,972.06
	EXP/PUPIL	\$12,644.43	\$0.00	\$12,644.43
		N = 4	N = 0	N = 4
		<b>Total N = 611</b>	<b>Total N = 346</b>	<b>Total N = 265</b>

The statistical procedure of Analysis of Variance (ANOVA) was applied to each of these variables. The results indicate that there are no statistically significant differences between the means of these variables for open and closed districts by Group Identifier. The Eta Squared value, however, indicates that a large percentage of open enrollment can be explained by ADM and REV/PUPIL. These results are summarized in Appendix N.

The next comparison of these demographic variables is by Region and is summarized in Table 4.20. As shown in Table 4.20, the mean ADM for open districts is less than the mean ADM for closed districts in each region except the north central, south central, and northeast. The mean MIN%ADM for open districts is less than the mean MIN%ADM for closed districts in each region except the northwest and south central while the mean ADC%ADM for open districts is greater than the mean ADC%ADM for closed districts in all regions except the west, southwest, and north central. The mean REV/PUPIL for open districts is less than the mean REV/PUPIL for closed districts in all regions except the south central, east, and southeast. The mean EXP/PUPIL for open districts is less than the mean EXP/PUPIL for closed districts in all regions except the south central.



Table 4.20

Comparison of Means for All, Open, and Closed Districts by Region 1996-97

Region	Variable	Means		
		All Districts	Open Districts	Closed Districts
Northwest	ADM	2,282.85	2,143.13	2,734.88
	MIN%ADM	7.43%	7.98%	5.65%
	ADC%ADM	5.36%	5.70%	4.26%
	REV/PUPIL	\$5,694.41	\$5,604.17	\$5,986.36
West	EXP/PUPIL	\$5,488.59	\$5,369.36	\$5,874.34
		N = 72	N = 55	N = 17
	ADM	2,663.81	2,008.80	3,879.33
	MIN%ADM	6.60%	4.63%	10.22%
Southwest	ADC%ADM	6.31%	5.96%	6.97%
	REV/PUPIL	\$5,527.41	\$5,350.77	\$5,851.25
	EXP/PUPIL	\$5,296.18	\$5,186.50	\$5,497.09
		N = 68	N = 44	N = 24
Southwest	ADM	4,154.14	3,102.08	4,381.30
	MIN%ADM	9.18%	5.68%	9.97%
	ADC%ADM	8.69%	8.65%	8.70%
	REV/PUPIL	\$5,891.91	\$5,691.64	\$5,937.26
Southwest	EXP/PUPIL	\$5,592.58	\$5,515.25	\$5,610.09
		N = 65	N = 12	N = 53

Table 4.20 (continued)

Comparison of Means for All, Open, and Closed Districts by Region 1996-97

Region	Variable	Means		
		All Districts	Open Districts	Closed Districts
North Central	ADM	2,257.09	2,327.30	2,113.61
	MIN%ADM	7.14%	6.27%	8.93%
	ADC%ADM	7.24%	6.80%	8.14%
	REV/PUPIL	\$6,472.54	\$5,628.38	\$8,197.58
	EXP/PUPIL	\$6,018.88	\$5,464.60	\$7,151.55
		N = 70	N = 47	N = 23
Central	ADM	3,794.75	2,030.50	5,766.56
	MIN%ADM	5.08%	3.12%	7.27%
	ADC%ADM	6.88%	8.38%	5.21%
	REV/PUPIL	\$5,692.23	\$5,501.62	\$5,905.27
	EXP/PUPIL	\$5,530.87	\$5,298.38	\$5,790.72
		N = 72	N = 38	N = 34
South Central	ADM	1,844.72	1,852.61	1,824.43
	MIN%ADM	2.19%	2.53%	1.33%
	ADC%ADM	19.54%	23.20%	10.12%
	REV/PUPIL	\$5,301.52	\$5,418.83	\$5,012.73
	EXP/PUPIL	\$5,105.16	\$5,206.80	\$4,843.78
		N = 50	N = 36	N = 14

Table 4.20 (continued)

Comparison of Means for All, Open, and Closed Districts by Region 1996-97

Region	Variable	Means		
		All Districts	Open Districts	Closed Districts
Northeast	ADM	4,004.67	3,081.75	4,426.57
	MIN%ADM	11.69%	6.44%	14.09%
	ADC%ADM	9.03%	11.12%	8.08%
	REV/PUPIL	\$6,630.17	\$5,807.04	\$7,006.46
	EXP/PUPIL	\$6,399.16	\$5,778.43	\$6,682.92
		N = 102	N = 32	N = 70
East	ADM	2,531.07	2,190.65	3,289.27
	MIN%ADM	5.46%	5.13%	6.18%
	ADC%ADM	12.44%	14.23%	8.46%
	REV/PUPIL	\$5,202.86	\$5,240.50	\$5,119.02
	EXP/PUPIL	\$5,157.63	\$5,130.90	\$5,217.15
		N = 71	N = 49	N = 22
Southeast	ADM	2,205.95	2,000.12	3,055.00
	MIN%ADM	2.21%	1.63%	4.62%
	ADC%ADM	14.39%	15.64%	9.25%
	REV/PUPIL	\$5,237.78	\$5,246.17	\$5,203.15
	EXP/PUPIL	\$5,131.80	\$5,125.19	\$5,159.10
		N = 41	N = 33	N = 8
		Total N = 611	Total N = 346	Total N = 265

The statistical procedure of Analysis of Variance (ANOVA) was applied to each of these variables. The results indicate that there are no statistically significant differences between the means of these variables for open and closed districts by Region. The Eta Squared value, however, indicates that a small percentage of open enrollment can be explained by each of these variables. These results are summarized in Appendix N.

The distribution of districts as open or closed by region and group is summarized in Table 4.21. This table illustrates that the number of open districts is greater than the number of closed districts in all of the regions except for the southwest and northeast regions. Of the 3 regions with the highest percentage of open districts, 2 have the smallest and next smallest number of districts. The southeast region, with no Group 1 or Group 2 districts, is the smallest region, with 41 districts, but contains the highest percentage of open districts. Eighty-two and one half percent (82.5%) of the districts in this region are open. Seventeen (51.5%) of the 33 open districts in the southeast region are in Group 6, the group with the highest percentage of open districts--89.5%. The next smallest region, the south central, has no Group 1 or Group 2 districts. Thirty-six (72%) of the 50 districts in this region are open.

The northeast region is the largest, with 102 districts, and the second largest in percentage of closed districts. Seventy (68.6%) of the districts in this region are closed. Forty-nine (71%) of the closed districts in this region are in Group 4 or Group 7, the two groups with the highest percentage of closed districts. The southwest region, with 65 districts, has 53 closed districts, making it the region with the highest percentage (82%) of closed districts.

**Table 4.21**

**Frequency of Open and Closed Districts by Region and Group**

Region	Designation	Group Identifier								Total
		1	2	3	4	5	6	7	8	
Northwest	Open	1	1	8	0	43	1	1	0	55
	Closed	0	0	0	6	6	0	5	0	17
West	Open	0	1	9	2	30	2	0	0	44
	Closed	1	0	2	7	11	0	3	0	24
Southwest	Open	0	1	2	4	5	0	0	0	12
	Closed	1	1	5	16	20	1	8	1	53
North Central	Open	0	2	9	7	28	1	0	0	47
	Closed	0	0	8	0	10	0	2	3	23
Central	Open	0	2	9	1	21	5	0	0	38
	Closed	1	0	1	9	14	0	9	0	34
South Central	Open	0	0	7	1	1	26	1	0	36
	Closed	0	0	1	0	9	4	0	0	14
Northeast	Open	1	1	2	12	12	4	0	0	32
	Closed	1	1	2	20	15	2	29	0	70
East	Open	1	0	11	6	18	12	1	0	49
	Closed	1	0	2	9	8	1	1	0	22
Southeast	Open	0	0	4	1	11	17	0	0	33
	Closed	0	0	2	0	5	0	1	0	8

Summary of Results for Research Question 2

The means of the ADM, MIN%ADM, REV/PUPIL, and EXP/PUPIL of the 346 open districts are less than the means of these variables of the 265 districts that are closed. The mean of the ADC%ADM for open districts is greater than the mean for closed districts. In addition to these demographic characteristics, an open district is also one with available space for additional students.

Group 5 contains 169 open districts, nearly half of the total number of open districts, while Groups 6 and 3 contain 68 and 61 open districts respectively. Groups 3, 5, and 6 are all groups of rural districts. Group 5 contains rural districts without any city of over 5,000 population, Group 6 contains rural districts that have a high incidence of poverty impact (approximately 10% ADC or greater), and Group 3 districts are associated with independent cities having between 5,000 and 42,000 population that are employment centers surrounded by rural areas (ODE, 1998c).

Although Group 5 contains 98 closed districts, nearly one third of the total number of closed districts, Groups 7 and 4 contain higher percentages of closed districts. Over 95% of the 61 districts in Group 7 are closed and nearly 66% of the 101 districts in Group 4 are closed. Group 7 districts are described as wealthy districts, and Group 4 districts are described as suburb/satellite urban-area districts associated with satellite cities near or dominated by a larger city.

Open districts outnumbered closed districts in all regions except the northeast and southwest. The southwest region has the largest percentage of closed districts, with over 70% of the 65 districts in this region closed. Over half of the closed districts in the southwest region are in Groups 4 or 5. The northeast region has the largest number of closed districts, with over two thirds of the 102 districts in this region closed. In addition, this region contains over half of the Group 7 districts, a group with only 3 open districts.

## Presentation of Data Related to Research Question 3

### *Research Question 3*

What are the demographic characteristics of districts that have gained funds as a result of interdistrict open enrollment or lost funds as a result of interdistrict open enrollment?

School districts in Ohio gain or lose state basic aid based on the number of students the district gains or loses through interdistrict open enrollment. The basic aid is calculated from a figure known as a “guarantee” per student. For districts that gain or lose students through open enrollment, the guarantee is first multiplied by a “school district equalization” factor to determine the actual amount added to or deducted from the funds the district receives from the state for the school year. The “guarantee” per student was \$2,871 for the 1993-94 school year, \$3,035 for the 1994-95 school year, \$3,315 for the 1995-96 school year, and \$3,500 for the 1996-97 school year (R. Howard, personal communication, March 2, 1999). The number of students participating in interdistrict open enrollment and the amount of funds paid to districts as a result of interdistrict open enrollment has increased in each of the school years 1993-94 to 1996-97. Table 4.22 summarizes this data.

**Table 4.22**

**Interdistrict Open Enrollment Summary**

	<b>School Year</b>			
	<b>1993-94</b>	<b>1994-95</b>	<b>1995-96</b>	<b>1996-97</b>
<b>Number of students participating in interdistrict open enrollment</b>	<b>7,033</b>	<b>11,918</b>	<b>15,725</b>	<b>17,828</b>
<b>Dollar amounts paid to districts for open enrollment</b>	<b>\$21,172,624</b>	<b>\$37,508,328</b>	<b>\$54,011,860</b>	<b>\$64,812,276</b>

*Interdistrict Open Enrollment Activity for Open and Closed Districts for the 1996-97 School Year*

The designation of a district as open or closed reflects the district's status for the 1996-97 school year. The descriptive statistics and demographic variables for open and closed districts are examined for all districts, all districts by Group Identifier, and all districts by region and Group Identifier.

Table 4.23 summarizes the interdistrict open enrollment activity for open and closed districts for the 1996-97 school year. As illustrated in Table 4.23, 501 of 611 districts were involved in interdistrict open enrollment. Every open district was involved.



**Table 4.23**

**Open Enrollment Activity 1996-97**

<b>District Status</b>	<b>Activity</b>	<b>Number of Districts</b>
<b>Open</b>	<b>Net Gain of students</b>	<b>217</b>
	<b>Net Loss of Students</b>	<b>129</b>
<b>Closed</b>	<b>Net Loss of Students</b>	<b>155</b>
	<b>Neither gained nor lost students</b>	<b>110</b>
<b>Total N = 611</b>		

*Interdistrict Open Enrollment Activity for Open and Closed Districts by Region and Group Identifier for 1996-97*

Table 4.24 summarizes the interdistrict open enrollment activity for open and closed districts for the 1996-97 school year by region and Group Identifier.

Table 4.24

**Interdistrict Open Enrollment Activity by Region and Group Identifier 1996-97**

Region	District Status	Activity	Group Identifier								Total by Region
			1	2	3	4	5	6	7	8	
Northwest	Open	Net Gain of Students	1	0	4	0	27	1	1	0	34
		Net Loss of Students	0	1	4	0	16	0	0	0	21
		N = 55									
	Closed	Net Loss of Students	0	0	0	6	6	0	5	0	17
		No Gain or Loss of Students	0	0	0	0	0	0	0	0	0
		N = 17									
West	Open	Net Gain of Students	0	0	1	2	26	0	0	0	29
		Net Loss of Students	0	1	8	0	4	2	0	0	15
		N = 44									
	Closed	Net Loss of Students	1	0	2	4	10	0	2	0	19
		No Gain or Loss of Students	0	0	0	3	1	0	1	0	5
		N = 24									
Southwest	Open	Net Gain of Students	0	1	1	3	5	0	0	0	10
		Net Loss of Students	0	0	1	1	0	0	0	0	2
		N = 12									
	Closed	Net Loss of Students	1	1	3	3	6	1	0	1	16
		No Gain or Loss of Students	0	0	2	13	14	0	8	0	37
		N = 53									

Table 4.24 (continued)

**Interdistrict Open Enrollment Activity by Region and Group Identifier 1996-97**

Region	District Status	Activity	Group Identifier								Total by Region
			1	2	3	4	5	6	7	8	
North Central	Open	Net Gain of Students	0	0	4	4	24	1	0	0	33
		Net Loss of Students	0	2	5	3	4	0	0	0	14
		N = 47									
	Closed	Net Loss of Students	0	0	5	0	8	0	1	0	14
		No Gain or Loss of Students	0	0	3	0	2	0	1	3	9
		N = 23									
Central	Open	Net Gain of Students	0	0	5	1	14	2	0	0	22
		Net Loss of Students	0	2	4	0	7	3	0	0	16
		N = 38									
	Closed	Net Loss of Students	1	0	1	1	12	0	5	0	20
		No Gain or Loss of Students	0	0	0	8	2	0	4	0	14
		N = 34									
South Central	Open	Net Gain of Students	0	0	4	0	0	14	1	0	19
		Net Loss of Students	0	0	3	1	1	12	0	0	17
		N = 36									
	Closed	Net Loss of Students	0	0	0	0	8	4	0	0	12
		No Gain or Loss of Students	0	0	1	0	1	0	0	0	2
		N = 14									

Table 4.24 (continued)

**Interdistrict Open Enrollment Activity by Region and Group Identifier 1996-97**

Region	District Status	Activity	Group Identifier								Total by Region
			1	2	3	4	5	6	7	8	
Northeast	Open	Net Gain of Students	0	1	2	9	8	1	0	0	21
		Net Loss of Students	1	0	0	3	4	3	0	0	11
		N = 32									
	Closed	Net Loss of Students	0	0	1	8	14	2	6	0	31
		No Gain or Loss of Students	1	1	1	12	1	0	23	0	39
		N = 70									
East	Open	Net Gain of Students	0	0	9	2	9	7	1	0	28
		Net Loss of Students	1	0	2	4	9	5	0	0	21
		N = 49									
	Closed	Net Loss of Students	1	0	1	6	8	1	1	0	18
		No Gain or Loss of Students	0	0	1	3	0	0	0	0	4
		N = 22									
Southeast	Open	Net Gain of Students	0	0	2	1	9	9	0	0	21
		Net Loss of Students	0	0	2	0	2	8	0	0	12
		N = 33									
	Closed	Net Loss of Students	0	0	2	0	5	0	1	0	8
		No Gain or Loss of Students	0	0	0	0	0	0	0	0	0
		N = 8									
Total N = 611											

*Descriptive Statistics for Open and Closed Districts for the 1996-97 School Year*

Table 4.25 summarizes the descriptive statistics for the demographic variables and net funds gained or lost through interdistrict open enrollment for open and closed districts for the 1996-97 school year. The statistical procedure of Analysis of Variance (ANOVA) was applied to each of these variables. The results indicate that there are no statistically significant differences between the means of these variables for open and closed districts. The Eta Squared value, however, indicates that a small percentage of open enrollment can be explained by each of these variables. These results are summarized in Appendix N.

Table 4.25

**Descriptive Statistics - Demographic Variables and Net Dollars Gained or Lost Through Interdistrict Open Enrollment  
1996-97**

District Status	Activity	Number of districts	Variable	Mean	Median	Minimum	Maximum	Standard Deviation
Open	Net Gain	217	Dollars	\$134,250.36	\$77,296.90	\$2,794.15	\$2,494,800.43	\$216,571.47
			ADM	1,948.38	1,364.00	317	39,095	2,877.08
			MIN%ADM	4.13%	1.52%	0.00%	75.41%	8.57%
			ADC%ADM	9.19%	6.54%	0.00%	50.38%	8.31%
			REV/PUPIL	\$5,422.26	\$5,362.42	\$4,211.57	\$7,844.50	\$550.72
			EXP/PUPIL	\$5,259.70	\$5,213.13	\$3,987.23	\$7,255.91	\$517.61
Closed	Net Loss	129	Dollars	(\$152,744.16)	(\$63,219.66)	(\$2,518,719.90)	(\$285.99)	\$280,801.31
			ADM	2,676.85	1,852.00	437	32,442	3,384.77
			MIN%ADM	6.42%	2.61%	0.00%	71.35%	10.88%
			ADC%ADM	13.39%	9.34%	0.00%	58.63%	10.34%
			REV/PUPIL	\$5,577.98	\$5,491.74	\$4,343.38	\$8,111.50	\$594.32
			EXP/PUPIL	\$5,421.89	\$5,281.78	\$4,391.02	\$7,856.86	\$623.06
Closed	Net Loss	155	Dollars	(\$62,168.58)	(\$38,620.64)	(\$510,871.07)	(\$369.52)	\$79,149.80
			ADM	3,775.74	2,343.00	114	63,136	6,615.01
			MIN%ADM	6.42%	2.53%	0.00%	81.37%	12.38%
			ADC%ADM	7.11%	4.99%	0.11%	45.54%	7.83%
			REV/PUPIL	\$5,643.22	\$5,456.22	\$3,257.62	\$14,551.45	\$1,069.46
			EXP/PUPIL	\$5,450.09	\$5,303.59	\$3,505.38	\$10,096.85	\$816.46

*Descriptive Statistics for Open and Closed Districts by Group Identifier for the 1996-97 School Year*

Table 4.26 summarizes the descriptive statistics for the demographic variables and net funds gained or lost through interdistrict open enrollment for open and closed districts by Group Identifier for the 1996-97 school year. The statistical procedure of Analysis of Variance (ANOVA) was applied to each of these variables. The results indicate that there are no statistically significant differences between the means of these variables for open and closed districts by Group Identifier. These results are summarized in Appendix N.

Table 4.26

**Descriptive Statistics - Demographic Variables and Net Dollars Gained or Lost Through Interdistrict Open Enrollment by Group Identifier for 1996-97**

Group & District Status	Activity	Number of Districts	Variable	Mean	Median	Minimum	Maximum	Standard Deviation
<b>I</b>								
Open	Net Gain	1	Dollars	\$199,299.90	\$199,299.90	\$199,299.90	\$199,299.90	
			ADM	39,095.00	39,095.00	39,095	39,095	
			MIN%ADM	51.03%	51.03%	51.03%	51.03%	
			ADC%ADM	42.51%	42.51%	42.51%	42.51%	
			REV/PUPIL	\$6,267.47	\$6,267.47	\$6,267.47	\$6,267.47	
		EXP/PUPIL	\$6,182.44	\$6,182.44	\$6,182.44	\$6,182.44		
Net Loss		2	Dollars	(\$1,580,585.47)	(\$1,580,585.47)	(\$2,518,719.90)	(\$642,451.04)	\$1,326,722.43
			ADM	22,669.50	22,669.50	12,897	32,442	13,820.40
			MIN%ADM	59.93%	59.93%	48.51%	71.35%	16.15%
			ADC%ADM	46.90%	46.90%	35.16%	58.63%	16.60%
			REV/PUPIL	\$6,223.02	\$6,223.02	\$6,183.01	\$6,263.03	\$56.58
		EXP/PUPIL	\$6,711.09	\$6,711.09	\$6,027.86	\$7,394.32	\$966.23	
<b>I</b>								
Closed	Net Loss	4	Dollars	(\$219,616.52)	(\$176,174.48)	(\$510,871.07)	(\$15,246.04)	\$233,125.95
			ADM	37,082.25	36,018.00	13,157	63,136	22,027.30
			MIN%ADM	59.16%	64.41%	36.33%	71.49%	16.12%
			ADC%ADM	40.95%	42.44%	33.36%	45.54%	5.53%
			REV/PUPIL	\$7,139.18	\$7,311.48	\$6,248.52	\$7,685.23	\$685.71
		EXP/PUPIL	\$6,739.23	\$6,650.22	\$6,083.09	\$7,573.37	\$645.37	



Table 4.26 (continued)

**Descriptive Statistics - Demographic Variables and Net Dollars Gained or Lost Through Interdistrict Open Enrollment by Group Identifier for 1996-97**

Group & District Status	Activity	Number of Districts	Variable	Mean	Median	Minimum	Maximum	Standard Deviation	
Open	Net Gain	2	Dollars	\$75,416.57	\$75,416.57	\$37,257.05	\$113,576.09	\$53,965.71	
			ADM	8,505.00	8,505.00	7,230	9,780	1,803.12	
				MIN%ADM	28.61%	28.61%	15.02%	42.20%	19.22%
				ADC%ADM	29.71%	29.71%	17.73%	41.68%	16.94%
				REV/PUPIL	\$6,572.95	\$6,572.95	\$6,215.63	\$6,930.27	\$505.33
				EXP/PUPIL	\$6,171.14	\$6,171.14	\$5,873.66	\$6,468.62	\$420.70
Closed	Net Loss	6	Dollars	(\$522,614.15)	(\$584,245.07)	(\$879,691.50)	(\$41,772.46)	\$309,875.87	
			ADM	8,501.50	8,344.00	6,028	11,008	2,170.96	
				MIN%ADM	32.86%	32.20%	5.65%	54.75%	17.46%
				ADC%ADM	26.49%	29.43%	15.40%	33.26%	7.80%
				REV/PUPIL	\$6,075.95	\$5,976.73	\$5,729.10	\$6,831.68	\$404.71
				EXP/PUPIL	\$5,930.16	\$5,916.60	\$5,455.41	\$6,420.00	\$385.69
Closed	Net Loss	1	Dollars	(\$100,731.45)	(\$100,731.45)	(\$100,731.45)	(\$100,731.45)		
			ADM	10,152.00	10,152.00	10,152	10,152		
				MIN%ADM	12.23%	12.23%	12.23%	12.23%	
				ADC%ADM	21.00%	21.00%	21.00%	21.00%	
				REV/PUPIL	\$5,362.36	\$5,362.36	\$5,362.36	\$5,362.36	
				EXP/PUPIL	\$5,343.00	\$5,343.00	\$5,343.00	\$5,343.00	

Table 4.26 (continued)

**Descriptive Statistics - Demographic Variables and Net Dollars Gained or Lost Through Interdistrict Open Enrollment by Group Identifier for 1996-97**

Group & District Status	Activity	Number of Districts	Variable	Mean	Median	Minimum	Maximum	Standard Deviation
3 Open	Net Gain	32	Dollars	\$118,385.37	\$82,839.18	\$3,740.42	\$744,027.38	\$142,409.01
			ADM	2,519.12	2,439.50	403	6,241	1,348.94
			MIN%ADM	7.25%	2.84%	0.58%	42.72%	10.26%
			ADC%ADM	13.92%	12.58%	3.47%	50.38%	10.07%
			REV/PUPIL	\$5,732.25	\$5,618.10	\$4,552.68	\$7,844.50	\$775.44
3 Closed	Net Loss	29	Dollars	(\$165,909.61)	(\$103,174.26)	(\$778,157.83)	(\$474.40)	\$200,707.73
			ADM	3,194.03	3,007.00	824	6,535	1,305.72
			MIN%ADM	6.59%	6.20%	0.12%	24.37%	5.86%
			ADC%ADM	11.66%	9.68%	3.13%	43.42%	8.37%
			REV/PUPIL	\$5,577.25	\$5,511.54	\$4,515.23	\$6,528.86	\$472.68
			EXP/PUPIL	\$5,328.26	\$5,248.16	\$4,510.38	\$6,740.52	\$514.39
3 Closed	Net Loss	15	Dollars	(\$134,929.55)	(\$57,549.93)	(\$509,576.73)	(\$369.52)	\$143,910.79
			ADM	3,730.00	3,635.00	2,167	5,985	1,361.01
			MIN%ADM	8.35%	5.06%	1.23%	22.19%	7.31%
			ADC%ADM	9.97%	6.27%	2.56%	26.91%	7.79%
			REV/PUPIL	\$5,453.63	\$5,429.54	\$4,676.37	\$7,054.15	\$570.16
			EXP/PUPIL	\$5,392.14	\$5,406.02	\$4,629.13	\$6,351.89	\$497.01

Table 4.26 (continued)

**Descriptive Statistics - Demographic Variables and Net Dollars Gained or Lost Through Interdistrict Open Enrollment by Group Identifier for 1996-97**

Group & District Status	Activity	Number of Districts	Variable	Mean	Median	Minimum	Maximum	Standard Deviation
4 Open	Net Gain	22	Dollars	\$432,484.58	236,610.57	\$26,680.57	\$2,494,800.43	\$534,843.46
			ADM	2,871.00	2,426.00	468	10,634	2,267.72
			MIN%ADM	7.93%	2.75%	0.12%	75.41%	16.16%
			ADC%ADM	8.94%	6.93%	1.40%	24.20%	6.67%
			REV/PUPIL	\$5,478.09	\$5,490.28	\$4,212.28	\$6,671.52	\$672.58
4 Net Loss		12	Dollars	(\$150,869.51)	(\$71,430.99)	(\$619,678.31)	(\$11,092.38)	\$192,558.36
			ADM	2,893.25	2,302.00	904	6,850	1,703.14
			MIN%ADM	8.40%	6.94%	1.09%	30.47%	7.92%
			ADC%ADM	17.88%	20.91%	2.73%	30.04%	10.34%
			REV/PUPIL	\$5,850.31	\$5,497.56	\$4,343.38	\$8,111.50	\$1,034.13
4 Closed			EXP/PUPIL	\$5,900.51	\$5,638.29	\$5,243.04	\$7,856.86	\$763.22
	Net Loss	28	Dollars	(\$40,904.25)	(\$27,169.94)	(\$116,559.12)	(\$3,661.98)	\$35,266.93
			ADM	4,840.75	4,149.00	1,100	10,969	2,331.54
			MIN%ADM	8.35%	6.08%	0.62%	54.86%	10.04%
			ADC%ADM	6.65%	5.41%	1.17%	21.25%	5.33%
4 Net Loss			REV/PUPIL	\$5,723.11	\$5,735.74	\$3,257.62	\$7,570.41	\$848.26
			EXP/PUPIL	\$5,745.13	\$5,747.92	\$4,533.08	\$6,949.75	\$605.83

Table 4.26 (continued)

**Descriptive Statistics - Demographic Variables and Net Dollars Gained or Lost Through Interdistrict Open Enrollment by Group Identifier for 1996-97**

Group & District Status	Activity	Number of Districts	Variable	Mean	Median	Minimum	Maximum	Standard Deviation
<b>5</b> Open	Net Gain	122	Dollars	\$91,198.13	\$58,739.35	\$3,418.69	\$446,506.09	\$84,928.57
			ADM	1,332.41	1,214.00	317	3,780	687.08
			MIN%ADM	2.41%	1.25%	0.00%	22.06%	3.12%
			ADC%ADM	5.25%	4.67%	0.00%	27.24%	3.88%
			REV/PUPIL	\$5,349.76	\$5,313.39	\$4,211.57	\$6,619.14	\$441.31
<b>5</b> Net Loss		47	Dollars	\$5,175.82	\$5,170.68	\$4,318.18	\$6,461.41	\$437.60
			EXP/PUPIL	(\$88,063.57)	(\$49,827.64)	(\$742,125.65)	(\$588.57)	\$128,115.90
			ADM	1,443.72	1,266.00	485	3,471	765.63
			MIN%ADM	2.93%	1.32%	0.00%	15.13%	3.32%
			ADC%ADM	6.78%	5.21%	0.00%	29.34%	5.96%
<b>5</b> Closed	Net Loss	77	Dollars	\$5,506.89	\$5,457.77	\$4,556.56	\$7,703.26	\$586.25
			REV/PUPIL	\$5,354.92	\$5,228.71	\$4,391.02	\$7,677.43	\$632.88
			ADM	(\$49,412.14)	(\$32,657.54)	(\$258,366.56)	(\$1,649.54)	\$49,633.14
			ADM	2,092.58	1,746.00	514	13,083	1,631.26
			MIN%ADM	3.36%	1.35%	0.17%	81.37%	9.41%
		ADC%ADM	5.29%	4.35%	0.33%	29.33%	4.38%	
		REV/PUPIL	\$5,339.06	\$5,261.33	\$4,195.97	\$7,971.31	\$625.16	
		EXP/PUPIL	\$5,186.67	\$5,129.60	\$4,379.19	\$7,896.93	\$587.16	

Table 4.26 (continued)

**Descriptive Statistics - Demographic Variables and Net Dollars Gained or Lost Through Interdistrict Open Enrollment by Group Identifier for 1996-97**

Group & District Status	Activity	Number of Districts	Variable	Mean	Median	Minimum	Maximum	Standard Deviation
6 Open	Net Gain	35	Dollars	\$117,838.15	\$81,065.72	\$2,794.15	\$508,368.77	\$107,824.06
			ADM	1,489.11	1,331.00	573	2,972	596.49
			MIN%ADM	2.00%	0.79%	0.08%	31.13%	5.20%
			ADC%ADM	16.46%	15.51%	3.96%	32.16%	7.64%
			REV/PUPIL	\$5,277.49	\$5,236.08	\$4,367.65	\$6,347.95	\$404.67
			EXP/PUPIL	\$5,072.74	\$5,009.12	\$3,987.23	\$5,776.68	\$389.83
6 Net Loss	Net Loss	33	Dollars	(\$80,192.14)	(\$56,396.66)	(\$480,718.39)	(\$285.99)	\$94,850.19
			ADM	1,629.24	1,395.00	437	5,371	906.52
			MIN%ADM	2.49%	1.56%	0.29%	7.88%	2.13%
			ADC%ADM	18.28%	17.79%	5.80%	36.03%	7.69%
			REV/PUPIL	\$5,451.22	\$5,330.96	\$4,588.00	\$6,693.59	\$453.55
			EXP/PUPIL	\$5,254.97	\$5,170.49	\$4,564.10	\$6,488.46	\$459.77
6 Closed	Net Loss	8	Dollars	(\$58,737.04)	(\$69,951.74)	(\$104,690.25)	(\$737.38)	\$32,202.40
			ADM	1,420.00	1,380.50	825	2,287	464.71
			MIN%ADM	2.36%	1.12%	0.45%	9.18%	2.90%
			ADC%ADM	12.64%	9.83%	6.73%	26.16%	6.80%
			REV/PUPIL	\$5,250.87	\$5,219.29	\$4,710.43	\$5,916.90	\$436.13
			EXP/PUPIL	\$4,897.82	\$4,965.21	\$4,468.49	\$5,278.92	\$286.32

Table 4.26 (continued)

Descriptive Statistics - Demographic Variables and Net Dollars Gained or Lost Through Interdistrict Open Enrollment by Group Identifier for 1996-97

Group & District Status	Activity	Number of Districts	Variable	Mean	Median	Minimum	Maximum	Standard Deviation
7 Open	Net Gain	3	Dollars	\$76,231.39	\$59,080.00	\$51,811.19	\$117,802.98	\$36,185.03
			ADM	2,821.33	2,771.00	2,596	3,097	254.26
			MIN%ADM	5.99%	2.53%	1.54%	13.89%	6.86%
			ADC%ADM	11.17%	5.80%	2.09%	25.62%	12.65%
			REV/PUPIL	\$5,294.29	\$5,289.40	\$5,133.95	\$5,459.51	\$162.84
7 Closed	Net Loss	21	Dollars	(\$57,705.39)	(\$42,527.66)	(\$244,684.97)	(\$1,810.65)	\$60,924.59
			ADM	2,984.05	2,151.00	703	8,038	2,322.45
			MIN%ADM	5.24%	4.19%	0.76%	14.80%	3.98%
			ADC%ADM	3.23%	2.23%	0.11%	16.26%	3.33%
			REV/PUPIL	\$6,616.72	\$6,105.53	\$5,018.54	\$14,551.45	\$2,008.30
8 Closed	Net Loss	1	Dollars	(\$1,226.27)	(\$1,226.27)	(\$1,226.27)	(\$1,226.27)	\$1,243.84
			ADM	114.00	114.00	114	114	
			MIN%ADM	0.00%	0.00%	0.00%	0.00%	
			ADC%ADM	5.15%	5.15%	5.15%	5.15%	
			REV/PUPIL	\$6,663.33	\$6,663.33	\$6,663.33	\$6,663.33	
		EXP/PUPIL	\$3,505.38	\$3,505.38	\$3,505.38	\$3,505.38		

*Descriptive Statistics for Open and Closed Districts by Region for the 1996-97 School Year*

Table 4.27 summarizes the descriptive statistics for the demographic variables and net funds gained or lost through interdistrict open enrollment for open and closed districts by region for the 1996-97 school year. The statistical procedure of Analysis of Variance (ANOVA) was applied to each of these variables. The results indicate that there are no statistically significant differences between the means of these variables for open and closed districts by region. These results are summarized in Appendix N.

Table 4.27

**Descriptive Statistics - Demographic Variables and Net Dollars Gained or Lost Through Interdistrict Open Enrollment by Region for 1996-97**

Region & District Status	Activity	Number of Districts	Variable	Mean	Median	Minimum	Maximum	Standard Deviation
North-west Open	Net Gain	34	Dollars	\$88,050.69	\$49,672.51	\$4,819.55	\$297,589.13	\$76,491.62
			ADM	2,416.94	1,041.00	317	39,095	6,562.07
			MIN%ADM	7.51%	4.50%	0.00%	51.03%	10.04%
			ADC%ADM	5.54%	3.94%	0.00%	42.51%	7.20%
Net Loss	21	21	REV/PUPIL	\$5,527.10	\$5,529.63	\$4,660.09	\$6,461.53	\$487.70
			EXP/PUPIL	\$5,313.77	\$5,283.06	\$4,481.09	\$6,196.71	\$477.02
			Dollars	(\$98,930.72)	(\$75,110.51)	(\$307,666.32)	(\$904.08)	\$89,275.12
			ADM	1,699.81	1,241.00	485	6,028	1,371.33
North-west Closed	Net Loss	17	MIN%ADM	8.76%	5.68%	0.00%	47.66%	10.36%
			ADC%ADM	5.96%	5.10%	0.00%	33.26%	6.84%
			REV/PUPIL	\$5,728.95	\$5,720.05	\$4,880.16	\$6,417.49	\$468.74
			EXP/PUPIL	\$5,459.37	\$5,439.15	\$4,391.02	\$6,442.59	\$528.88
North-west Closed	Net Loss	17	Dollars	(\$56,665.09)	(\$42,527.66)	(\$130,155.15)	(\$1,841.38)	\$39,571.00
			ADM	2,734.88	2,151.00	723	7,768	2,169.05
			MIN%ADM	5.65%	5.53%	0.67%	16.63%	4.00%
			ADC%ADM	4.26%	2.70%	0.11%	12.49%	3.68%
Net Loss	17	17	REV/PUPIL	\$5,986.36	\$6,009.60	\$4,195.97	\$8,210.79	\$916.10
			EXP/PUPIL	\$5,874.34	\$5,747.89	\$4,519.85	\$8,171.25	\$929.58



Table 4.27 (continued)

**Descriptive Statistics - Demographic Variables and Net Dollars Gained or Lost Through Interdistrict Open Enrollment by Region for 1996-97**

Region & District Status	Number of Activity Districts	Variable	Mean	Median	Minimum	Maximum	Standard Deviation
<b>Net Gain</b>							
West	29	Dollars	\$96,501.75	\$58,563.29	\$5,165.60	\$499,934.54	\$101,827.39
Open		ADM	1,426.69	968.00	368	4,163	992.24
		MIN%ADM	3.78%	0.90%	0.25%	75.41%	13.82%
		ADC%ADM	4.58%	3.74%	0.00%	24.20%	4.85%
		REV/PUPIL	\$5,295.19	\$5,215.88	\$4,289.97	\$6,671.52	\$411.25
		EXP/PUPIL	\$5,150.10	\$5,181.74	\$4,395.45	\$5,829.12	\$409.90
<b>Net Loss</b>							
West	15	Dollars	(\$122,092.24)	(\$47,891.67)	(\$515,574.91)	(\$588.57)	\$173,193.28
Closed		ADM	3,110.73	3,007.00	635	11,008	2,617.97
		MIN%ADM	6.26%	2.61%	0.64%	29.14%	7.37%
		ADC%ADM	8.61%	5.80%	1.80%	27.82%	6.68%
		REV/PUPIL	\$5,458.23	\$5,457.77	\$4,515.23	\$6,693.59	\$574.66
		EXP/PUPIL	\$5,256.86	\$5,248.16	\$4,450.47	\$6,488.46	\$617.10
<b>Net Closed</b>							
West	19	Dollars	(\$57,980.74)	(\$22,171.27)	(\$510,871.07)	(\$1,810.65)	\$115,685.44
Closed		ADM	4,221.16	1,929.00	514	25,965	5,812.33
		MIN%ADM	11.07%	2.44%	0.17%	81.37%	23.10%
		ADC%ADM	6.59%	2.80%	0.56%	45.54%	11.35%
		REV/PUPIL	\$5,725.26	\$5,435.21	\$4,676.37	\$7,811.82	\$915.58
		EXP/PUPIL	\$5,414.02	\$5,241.26	\$4,620.87	\$7,574.81	\$863.70

Table 4.27 (continued)

**Descriptive Statistics - Demographic Variables and Net Dollars Gained or Lost Through Interdistrict Open Enrollment by Region for 1996-97**

Region & District Status	Number of Districts	Variable	Mean	Median	Minimum	Maximum	Standard Deviation
South-west	10	Dollars	\$66,906.26	\$36,499.00	\$3,418.69	\$211,030.81	\$73,045.61
Open		ADM	3,307.40	1,658.50	639	10,634	3,712.64
		MIN%ADM	6.62%	1.04%	0.33%	29.07%	9.73%
		ADC%ADM	9.11%	6.85%	0.99%	21.83%	6.12%
		REV/PUPIL	\$5,732.00	\$5,528.72	\$4,912.08	\$7,793.32	\$847.77
		EXP/PUPIL	\$5,528.74	\$5,401.02	\$4,701.84	\$7,025.41	\$628.85
Net Loss	2	Dollars	(\$32,442.73)	(\$32,442.73)	(\$32,742.24)	(\$32,143.21)	\$423.58
		ADM	2,075.50	2,075.50	1,754	2,397	454.67
		MIN%ADM	1.03%	1.03%	0.96%	1.09%	0.09%
		ADC%ADM	6.35%	6.35%	5.92%	6.77%	0.60%
		REV/PUPIL	\$5,489.80	\$5,489.80	\$5,468.06	\$5,511.54	\$30.75
		EXP/PUPIL	\$5,447.78	\$5,447.78	\$5,154.31	\$5,741.24	\$415.02
South-west	16	Dollars	(\$34,483.76)	(\$33,177.97)	(\$110,848.24)	(\$737.38)	\$33,506.45
Closed		ADM	7,089.44	3,838.00	114	46,071	11,010.61
		MIN%ADM	12.48%	5.05%	0.00%	71.49%	20.59%
		ADC%ADM	10.65%	5.54%	0.73%	44.52%	11.36%
		REV/PUPIL	\$5,599.88	\$5,413.45	\$4,783.46	\$7,671.88	\$727.31
		EXP/PUPIL	\$5,233.06	\$5,143.22	\$3,505.38	\$6,881.89	\$784.55

Table 4.27 (continued)

**Descriptive Statistics - Demographic Variables and Net Dollars Gained or Lost Through Interdistrict Open Enrollment by Region for 1996-97**

Region & District Status	Activity	Number of Districts	Variable	Mean	Median	Minimum	Maximum	Standard Deviation
North Central	Gain	33	Dollars	\$122,970.43	\$78,090.28	\$7,215.97	\$954,941.73	\$169,132.62
Open			ADM	1,716.39	1,287.00	332	4,525	1,094.09
			MIN%ADM	4.82%	1.68%	0.08%	42.72%	8.53%
			ADC%ADM	5.70%	4.22%	1.25%	22.13%	4.47%
			REV/PUPIL	\$5,537.34	\$5,551.62	\$4,211.57	\$7,844.50	\$611.15
			EXP/PUPIL	\$5,381.59	\$5,355.90	\$4,464.95	\$7,255.91	\$569.98
Net Loss		14	Dollars	(\$216,368.57)	(\$112,382.03)	(\$879,691.50)	(\$1,707.47)	\$272,383.76
			ADM	3,767.29	2,691.50	1,336	10,857	3,036.29
			MIN%ADM	9.69%	3.69%	0.86%	54.75%	15.21%
			ADC%ADM	9.38%	6.41%	2.73%	33.18%	8.43%
			REV/PUPIL	\$5,842.98	\$5,887.35	\$5,188.94	\$6,831.68	\$558.22
			EXP/PUPIL	\$5,660.25	\$5,955.43	\$4,621.87	\$6,338.45	\$583.12
Net Loss		14	Dollars	(\$86,154.53)	(\$55,256.55)	(\$279,897.65)	(\$1,649.54)	\$82,955.81
Central Closed			ADM	2,546.14	2,224.00	1,082	5,985	1,400.84
			MIN%ADM	5.68%	3.24%	0.65%	22.19%	6.09%
			ADC%ADM	5.76%	3.95%	1.80%	14.06%	4.05%
			REV/PUPIL	\$5,741.90	\$5,507.13	\$5,117.26	\$7,971.31	\$789.06
			EXP/PUPIL	\$5,643.64	\$5,429.18	\$5,038.35	\$7,896.93	\$731.95

Table 4.27 (continued)

**Descriptive Statistics - Demographic Variables and Net Dollars Gained or Lost Through Interdistrict Open Enrollment by Region for 1996-97**

Region & District Status	Activity	Number of Districts	Variable	Mean	Median	Minimum	Maximum	Standard Deviation
Central Open	Gain	22	Dollars	\$137,778.28	\$44,437.36	\$3,740.42	\$924,859.15	\$210,919.08
			ADM	1,675.68	1,368.50	568	4,173	976.75
			MIN%ADM	2.04%	1.42%	0.46%	7.07%	1.80%
			ADC%ADM	7.34%	6.79%	3.36%	15.75%	3.41%
			REV/PUPIL	\$5,483.29	\$5,548.93	\$4,212.28	\$6,619.14	\$537.23
Central Closed	Loss	20	EXP/PUPIL	\$5,264.53	\$5,217.13	\$4,341.92	\$6,461.41	\$536.53
			Net Loss					
			Dollars	(\$140,654.93)	(\$41,918.76)	(\$719,550.86)	(\$474.40)	\$228,279.84
			ADM	2,518.37	1,343.00	795	7,548	2,263.72
			MIN%ADM	4.60%	1.39%	0.24%	35.25%	8.62%
Central Closed	Loss	20	ADC%ADM	9.80%	7.79%	2.96%	31.04%	7.18%
			REV/PUPIL	\$5,526.83	\$5,610.42	\$4,945.59	\$6,044.11	\$364.85
			EXP/PUPIL	\$5,344.92	\$5,229.54	\$4,740.72	\$6,420.00	\$437.16
			Net Loss					
			Dollars	(\$47,464.48)	(\$45,119.28)	(\$125,078.44)	(\$369.52)	\$34,039.78
Central Closed	Loss	20	ADM	5,169.45	1,736.00	651	63,136	13,693.67
			MIN%ADM	5.91%	1.74%	0.51%	59.33%	13.00%
			ADC%ADM	5.56%	4.25%	0.85%	40.36%	8.49%
			REV/PUPIL	\$5,521.59	\$5,414.82	\$4,751.17	\$6,951.07	\$546.67
			EXP/PUPIL	\$5,347.80	\$5,279.32	\$4,897.00	\$6,418.55	\$347.14

Table 4.27 (continued)

**Descriptive Statistics - Demographic Variables and Net Dollars Gained or Lost Through Interdistrict Open Enrollment by Region for 1996-97**

Region & District	Number of Districts	Variable	Mean	Median	Minimum	Maximum	Standard Deviation
South Central	19	Dollars	\$134,296.16	\$124,781.10	\$28,465.19	\$290,840.91	\$76,132.99
Open		ADM	1,729.00	1,625.00	403	3,727	880.21
		MIN%ADM	2.04%	1.11%	0.19%	11.93%	2.77%
		ADC%ADM	21.86%	19.09%	8.43%	50.38%	9.52%
		REV/PUPIL	\$5,399.96	\$5,298.80	\$4,367.65	\$6,723.62	\$531.97
		EXP/PUPIL	\$5,197.65	\$5,271.28	\$3,987.23	\$6,665.07	\$557.85
Net							
South Central	17	Dollars	(\$88,779.35)	(\$41,274.51)	(\$778,157.83)	(\$1,779.06)	\$181,284.47
Loss		ADM	1,990.76	1,857.00	778	5,371	1,108.05
		MIN%ADM	3.07%	1.30%	0.29%	10.66%	3.35%
		ADC%ADM	24.69%	24.38%	10.99%	43.42%	8.12%
		REV/PUPIL	\$5,429.32	\$5,280.12	\$4,879.81	\$6,528.86	\$407.83
		EXP/PUPIL	\$5,217.03	\$5,203.28	\$4,564.10	\$6,740.52	\$461.06
Net							
South Central	12	Dollars	(\$64,742.44)	(\$63,607.48)	(\$144,788.19)	(\$3,607.99)	\$49,387.90
Loss		ADM	1,859.08	1,692.00	825	3,199	781.46
		MIN%ADM	1.11%	0.88%	0.45%	3.79%	0.90%
		ADC%ADM	10.14%	8.81%	6.73%	26.16%	5.20%
		REV/PUPIL	\$5,014.99	\$4,876.38	\$4,673.64	\$5,595.11	\$283.30
		EXP/PUPIL	\$4,821.50	\$4,746.73	\$4,466.26	\$5,274.23	\$268.76

Table 4.27 (continued)

**Descriptive Statistics - Demographic Variables and Net Dollars Gained or Lost Through Interdistrict Open Enrollment by Region for 1996-97**

Region & District Status	Activity	Number of Districts	Variable	Mean	Median	Minimum	Maximum	Standard Deviation
North-East	Gain	21	Dollars	\$298,325.53	\$145,077.56	\$23,578.87	\$2,494,800.43	\$528,492.18
Open			ADM	2,345.48	1,599.00	503	7,230	1,662.87
			MIN%ADM	4.10%	2.09%	0.00%	42.20%	8.83%
			ADC%ADM	9.03%	6.56%	1.37%	41.68%	8.29%
			REV/PUPIL	\$5,614.33	\$5,432.64	\$4,698.79	\$6,930.27	\$603.01
			EXP/PUPIL	\$5,604.63	\$5,520.07	\$4,828.81	\$6,468.62	\$553.32
Net								
Loss		11	Dollars	(\$374,311.39)	(\$75,275.45)	(\$2,518,719.90)	(\$748.18)	\$737,820.84
			ADM	4,487.36	1,222.00	437	32,442	9,351.79
			MIN%ADM	10.89%	5.13%	0.33%	48.51%	15.02%
			ADC%ADM	15.09%	8.98%	3.59%	35.16%	10.55%
			REV/PUPIL	\$6,174.95	\$5,748.87	\$4,992.03	\$8,111.50	\$1,071.76
			EXP/PUPIL	\$6,110.23	\$6,027.86	\$5,041.69	\$7,856.86	\$984.15
Net								
North-east	Loss	31	Dollars	(\$59,995.95)	(\$34,452.81)	(\$335,544.37)	(\$3,757.51)	\$72,961.20
Closed			ADM	3,252.77	2,606.00	854	10,969	2,242.01
			MIN%ADM	5.10%	3.09%	0.53%	18.32%	5.00%
			ADC%ADM	6.48%	4.81%	0.69%	26.10%	5.50%
			REV/PUPIL	\$6,185.95	\$5,807.70	\$4,710.43	\$14,551.45	\$1,743.23
			EXP/PUPIL	\$5,822.42	\$5,504.13	\$4,587.10	\$10,096.85	\$1,072.28

Table 4.27 (continued)

Descriptive Statistics - Demographic Variables and Net Dollars Gained or Lost Through Interdistrict Open Enrollment by Region for 1996-97

Region & District Status	Activity	Number of Districts	Variable	Mean	Median	Minimum	Maximum	Standard Deviation
Net								
East	Gain	28	Dollars	\$169,976.17	\$88,922.90	\$2,794.15	\$744,027.38	\$199,833.12
Open			ADM	1,967.54	1,734.00	468	4,841	1,050.85
			MIN%ADM	3.95%	1.60%	0.33%	34.46%	7.07%
			ADC%ADM	12.20%	9.68%	3.01%	42.06%	8.22%
			REV/PUPIL	\$5,174.43	\$5,242.34	\$4,260.78	\$5,909.27	\$441.27
			EXP/PUPIL	\$5,014.88	\$5,004.68	\$4,318.18	\$5,645.59	\$350.73
Net								
East	Loss	21	Dollars	(\$148,019.30)	(\$70,738.14)	(\$742,125.65)	(\$285.99)	\$210,376.83
Closed			ADM	2,488.14	1,827.00	584	12,897	2,579.11
			MIN%ADM	6.71%	2.46%	0.12%	71.35%	15.19%
			ADC%ADM	16.95%	15.68%	3.46%	58.63%	12.27%
			REV/PUPIL	\$5,328.61	\$5,176.69	\$4,343.38	\$6,263.03	\$537.20
			EXP/PUPIL	\$5,285.59	\$5,200.96	\$4,671.33	\$7,394.32	\$629.79
Net								
East	Loss	18	Dollars	(\$79,449.41)	(\$50,156.48)	(\$303,987.23)	(\$1,839.30)	\$92,559.06
Closed			ADM	3,249.67	2,521.50	829	13,157	2,915.20
			MIN%ADM	4.63%	1.97%	0.19%	36.33%	8.39%
			ADC%ADM	8.10%	6.87%	0.33%	33.36%	7.96%
			REV/PUPIL	\$5,009.20	\$4,978.37	\$3,257.62	\$6,248.52	\$640.44
			EXP/PUPIL	\$5,150.69	\$5,030.81	\$4,379.19	\$6,083.09	\$478.59

Table 4.27 (continued)

Descriptive Statistics - Demographic Variables and Net Dollars Gained or Lost Through Interdistrict Open Enrollment by Region for 1996-97

Region & District Status	Number of Activity Districts	Variable	Mean	Median	Minimum	Maximum	Standard Deviation
South-east Open	21	Dollars	\$95,526.11	\$76,429.12	\$4,870.78	\$344,555.17	\$96,218.49
		ADM	1,699.48	1,475.00	697	4,258	870.45
		MIN%ADM	1.27%	0.59%	0.08%	8.82%	2.03%
		ADC%ADM	13.60%	11.73%	1.91%	31.81%	7.87%
		REV/PUPIL	\$5,194.25	\$5,103.68	\$4,552.68	\$6,347.95	\$495.30
		EXP/PUPIL	\$5,036.38	\$4,997.57	\$4,437.09	\$6,179.31	\$427.31
South-east Closed	12	Dollars	(\$142,955.41)	(\$97,753.77)	(\$345,056.30)	(\$24,248.75)	\$112,150.28
		ADM	2,526.25	2,404.50	856	6,535	1,446.07
		MIN%ADM	2.24%	1.21%	0.45%	7.15%	2.32%
		ADC%ADM	19.20%	19.30%	11.03%	30.47%	5.53%
		REV/PUPIL	\$5,337.04	\$5,421.87	\$4,595.23	\$6,208.70	\$446.55
		EXP/PUPIL	\$5,280.61	\$5,241.33	\$4,491.71	\$6,097.66	\$467.24
South-east Closed	8	Dollars	(\$99,640.37)	(\$44,520.86)	(\$509,576.73)	(\$3,541.53)	\$167,331.01
		ADM	3,055.00	2,702.50	703	6,605	1,964.20
		MIN%ADM	4.62%	1.70%	0.17%	17.30%	5.76%
		ADC%ADM	9.25%	7.48%	0.42%	26.91%	8.46%
		REV/PUPIL	\$5,203.15	\$5,241.27	\$4,595.09	\$5,963.71	\$485.08
		EXP/PUPIL	\$5,159.10	\$5,301.86	\$4,491.29	\$5,753.20	\$511.61



### *Winners and Losers*

A number of districts had large net gains of funds as a result of interdistrict open enrollment for the 1996-97 school year. Likewise, a number of districts had large net losses of funds as a result of interdistrict open enrollment for the 1996-97 school year. Table 4.28 summarizes the total net gain of funds for the 25 districts that had the largest total net gains for 1996-97. Table 4.29 summarizes the total net loss of funds for the 25 districts that had the largest total net losses for 1996-97. These tables also summarize the percentage of each district's budget represented by this net gain or loss of funds.

Table 4.28

Top 25 Winners from Interdistrict Open Enrollment 1996-97

District	Region	Group Identifier	Designation	Total Funds Gained	Percent of Budget
Coventry Local	Northeast	4	Open	\$2,494,800	22.82%
Clearview Local	North Central	4	Open	\$954,942	13.11%
Madison Local	Central	4	Open	\$924,859	5.47%
Steubenville City	East	3	Open	\$744,027	5.17%
Lowellville Local	East	4	Open	\$739,876	21.31%
Springfield Local	Northeast	4	Open	\$666,395	4.43%
Lisbon Exempted Village	East	6	Open	\$508,369	9.31%
Trotwood-Madison City	West	4	Open	\$499,935	2.02%
Fairport Harbor Exempted Village	Northeast	4	Open	\$455,229	13.11%
Ridgedale Local	Central	5	Open	\$446,506	8.36%
Norton City	Northeast	4	Open	\$406,375	3.10%
Old Fort Local	North Central	5	Open	\$400,336	13.66%
Perry Local	East	4	Open	\$368,535	1.80%
Maysville Local	Southeast	6	Open	\$344,555	3.85%

Table 4.28 (continued)

Top 25 Winners from Interdistrict Open Enrollment 1996-97

District	Region	Group Identifier	Designation	Total Funds Gained	Percent of Budget
Mount Vernon City	Central	3	Open	\$330,371	1.68%
Cardinal Local	Northeast	5	Open	\$322,241	3.59%
Perry Local	Northwest	5	Open	\$297,589	7.04%
New Boston Local	South Central	3	Open	\$290,841	10.00%
Georgetown Exempted Village	South Central	6	Open	\$267,242	5.57%
Pettisville Local	Northwest	5	Open	\$266,477	9.50%
Barnesville Exempted Village	East	6	Open	\$263,659	3.66%
Clark-Shawnee Local	West	4	Open	\$261,770	2.41%
Athens City	Southeast	3	Open	\$256,001	1.38%
Fairfield Union Local	Southeast	5	Open	\$254,226	2.71%
Elgin Local	Central	5	Open	\$250,274	3.18%

N = 25

Table 4.29

Top 25 Losers from Interdistrict Open Enrollment 1996-97

District	Region	Group Identifier	Designation	Total Funds Lost	Percent of Budget
Akron City	Northeast	1	Open	(\$2,518,720)	-1.28%
Elyria City	North Central	2	Open	(\$879,692)	-1.68%
Portsmouth City	South Central	3	Open	(\$778,158)	-4.19%
Indian Creek Local	East	5	Open	(\$742,126)	-6.02%
Lorain City	North Central	2	Open	(\$738,064)	-1.03%
Marion City	Central	3	Open	(\$719,551)	-2.31%
Mansfield City	Central	2	Open	(\$687,163)	-1.89%
Youngstown City	East	1	Open	(\$642,451)	-0.88%
Barberton City	Northeast	4	Open	(\$619,678)	-2.12%
Sidney City	West	3	Open	(\$515,575)	-2.55%
Dayton City	West	1	Closed	(\$510,871)	-0.26%
Zanesville City	Southeast	3	Closed	(\$509,577)	-2.12%
Springfield City	West	2	Open	(\$481,327)	-0.80%
Southern Local	East	6	Open	(\$480,718)	-10.19%

Table 4.29 (continued)

**Top 25 Losers from Interdistrict Open Enrollment 1996-97**

District	Region	Group Identifier	Designation	Total Funds Lost	Percent of Budget
Painesville City Local	Northeast	4	Open	(\$460,168)	-2.70%
Switzerland of Ohio Local	Southeast	5	Open	(\$345,056)	-2.49%
Lakota Local	North Central	5	Open	(\$344,506)	-5.07%
Ashtabula Area City	Northeast	3	Closed	(\$335,544)	-5.07%
Greenville City	West	3	Open	(\$327,314)	-1.90%
Lima City	Northwest	2	Open	(\$307,666)	-0.92%
Canton City	East	1	Closed	(\$303,987)	-0.39%
Tiffin City	North Central	3	Open	(\$288,249)	-1.68%
Lancaster City	Southeast	3	Open	(\$281,488)	-0.83%
Fremont City	North Central	3	Closed	(\$279,898)	-1.11%
Vinton County Local	Southeast	6	Open	(\$267,506)	-2.26%

N = 25

### Summary of Results for Research Question 3

Interdistrict open enrollment activity increased in each of the school years 1993-94 to 1996-97 both in the number of students who participated in open enrollment and in the number of districts that had a net gain or net loss of students and funds. For the 1996-97 school year, 501 districts were involved in interdistrict open enrollment, with 284 districts having a net loss of funds and 217 districts having a net gain of funds.

The northwest, west, and north central regions had the largest number of districts involved in interdistrict open enrollment for the 1996-97 school year. Every district in the northwest region was involved, with 34 districts having a net gain and 38 districts, 21 of them open, a net loss of funds. All but 1 district in the west region was involved, with 29 districts having a net gain and 34 districts, 15 of them open, a net loss of funds. In the north central region, 33 districts had a net gain, and 28 districts had a net loss of funds. In addition, the north central region had the largest number of districts with a net gain, and the northeast region had the largest number of districts with a net loss of funds. In the northeast region, 42 districts, 11 of them open, had a net loss of funds.

Group 5, with the largest number of districts, also had the largest number of districts that had a net gain or a net loss of funds with nearly two thirds of the Group 5 districts with a net gain located in the northwest, west, and north central regions. Districts in Groups 3 and 6 had the next largest number of districts that had a net gain or a net loss of funds. Every Group 6 district was involved in interdistrict open enrollment in the 1996-97 school year.

Group 4 had the largest mean of funds gained, and Group 1 had the largest mean of net funds lost. The northeast central region had the largest mean of net funds gained, and the north central region had the largest mean of net funds lost.

The means of the ADM, MIN%ADM, ADC%ADM, REV/PUPIL, and EXP/PUPIL of the 217 open districts that had a net gain of funds as a result of interdistrict open enrollment are lower than those of the entire group of 346 open districts. When a comparison was made by Group Identifier, similar results were found in Groups 4, 5, and 6. In addition, every open district in Group 7 had a net gain of funds. When a comparison is made by region, similar results are found in all regions except the northwest and southwest.

The means of the ADM, MIN%ADM, ADC%ADM, REV/PUPIL, and EXP/PUPIL of the 155 closed districts that had a net loss of funds as a result of interdistrict open enrollment were lower than those of the entire group of 265 closed districts. When a comparison was made by Group Identifier, the means of the ADM, MIN%ADM, ADC%ADM, REV/PUPIL, and EXP/PUPIL of the closed districts in Groups 4, 5, and 7 that had a net loss of funds as a result of interdistrict open enrollment were lower than those of all the closed districts in each of these Groups respectively. In addition, every closed district in Group 6 had a net loss of funds. When a comparison was made by region, the means of the ADM, MIN%ADM, ADC%ADM, REV/PUPIL, and EXP/PUPIL of the closed districts in the northeast and east regions that had a net loss of funds as a result of interdistrict open enrollment were lower than those of the closed districts in the northeast and east regions respectively. Every

closed district in the northwest and southeast regions had a net loss of funds.

The means of the ADM, MIN%ADM, REV/PUPIL, and EXP/PUPIL of the 217 open districts that had a net gain of funds were lower than those of the 129 open and 155 closed districts that had a net loss of funds as a result of interdistrict open enrollment. The mean ADC%ADM of the 217 open districts that had a net gain of students and funds was lower than that of the 129 open districts that had a net loss of funds as a result of interdistrict open enrollment but higher than the mean ADC%ADM of the 155 closed districts that had a net loss of funds. When a comparison was made by Group Identifier, similar results were found in Group 4. When a comparison is made by region, similar results were found in the central, south central, northeast, east, and southeast regions.

A number of districts had significant net gains or net losses of funds for the 1996-97 school year. For the 1996-97 school year, there were 25 districts that each had a net gain of between \$250,274 and \$2,494,800 and 25 districts that each had a net loss of between \$267,506 and \$2,518,720. A further examination of the amount of funds gained or lost shows that a number of districts gained or lost a significant percentage of their budget. The total district revenue of 2 of the 25 districts with the largest net losses decreased 6% to 10%. The total district revenue of 8 of the 25 districts with the largest net gains increased 5% to 10%, that of 3 districts increased 10% to 20%, and that of 2 districts increased more than 20% as a result of interdistrict open enrollment (LOEO, 1999).

There is a relationship among some of the "Top 25 Winners" and "Top 25 Losers" from interdistrict open enrollment for the 1996-97



school year: A number of the “Top 25 Winner” districts are adjacent to “Top 25 Loser” districts. The groups of such districts are: Coventry Local with Akron City, Clearview Local with Lorain City and Elyria City, Trotwood-Madison City with Dayton City, Lowellville Local with Youngstown City, Steubenville City with Indian Creek Local, Lisbon Exempted Village with Southern Local, Fairport Harbor Exempted Village with Painesville City Local, Old Fort Local with Tiffin City, New Boston Local with Portsmouth City, Perry Local (Stark County) with Canton City, Maysville Local with Zanesville City, Perry Local (Allen County) with Lima City, Elgin Local and Ridgedale Local with Marion City, Fairfield Union Local with Lancaster City, Clark-Shawnee Local with Springfield City, and Madison Local with Mansfield City. For 9 of the groups of winners and losers, each winning district in the group had an ADM, MIN%ADM, ADC%ADM, REV/PUPIL, and EXP/PUPIL that was lower than the loser district. For 3 other groups, the values of 4 of the 5 demographic variables of the winning district were less than those of the losing district. The ADM of Southern Local was greater than that of Lisbon Exempted Village and the MIN%ADM of Trotwood-Madison City was higher than that of Dayton City.

Forty percent of the “Top 25 Winner” districts are in Group 4 and slightly more than 40% are in Group 5 or in Group 6, but none of the top winner districts are in Group 1 or Group 2. However, when the list of “Top 25 Losers” is examined, over one third of the districts are in Group 1 or Group 2. In addition, another third of the top loser districts are in Group 3, suggesting an “urban flight” with regard to schools. Over half of the districts on the list of “top winners” and almost half of the districts

on the list of “top losers” are located in the eastern part of the state. All but 5 of the “Top 25 Loser” districts were open.

#### Presentation of Data Related to Research Question 4

##### *Research Question 4*

What has been the impact of interdistrict open enrollment on school relationships, staffing, curriculum, parent involvement, management, and class size?

Survey results from 152 open districts and 120 closed districts provide information to respond to research question 4 regarding the impact of interdistrict open enrollment on school relationships, staffing, curriculum, parent involvement, management, and class size. This section first summarizes the overall impact of interdistrict open enrollment on both open and closed districts, followed by changes that have occurred in the district as a result of open enrollment. Finally, a summary is presented of the issues presented by teachers’ bargaining units as issues for negotiations as a result of, or in planning for future years under, open enrollment.

Table 4.30 illustrates responses to the survey question “What has been the overall impact of interdistrict open enrollment on the district?” Over 40% of the 151 open districts responding to this survey question indicated that open enrollment benefited the district. Of the 65 open districts that selected this option, 60 gained students in the 1996-97 school year.

Table 4.30 also shows that nearly one fourth of the 82 closed districts responding indicated that open enrollment had harmed the district. The largest percentage of the 82 closed districts responding to the survey, however, indicated that open enrollment had neither benefited nor harmed the district. In addition, more than 40% of the open and closed districts together selected this option. A comparison was made first between the responses for open and closed districts, then between open districts that had a net gain or net loss of funds and closed districts that had a net loss or no gain or loss of funds as a result of interdistrict open enrollment for the 1996-97 year. When the statistical test of chi-square was applied, the results indicated no statistically significant differences in the responses to the items in this survey question. These results are summarized in Appendix S.

**Table 4.30**

**Overall Impact of Interdistrict Open Enrollment**

**What has been the overall impact of interdistrict open enrollment on the district?**

<b>Open Districts</b>	<b>Closed Districts</b>	
<b>43.0%</b>	<b>1.2%</b>	<b>Benefited the district</b>
<b>20.5%</b>	<b>2.4%</b>	<b>Benefited and harmed the district</b>
<b>9.9%</b>	<b>24.4%</b>	<b>Harmed the district</b>
<b>26.5%</b>	<b>72.0%</b>	<b>Neither benefited nor harmed the district</b>
<b>N = 151</b>	<b>N = 82</b>	

As shown in Table 4.31, "Changes as a Result of Interdistrict Open Enrollment," over half of the 152 open districts that responded indicated

that open enrollment resulted in changes in class size. However, only 10% of open districts hired any additional teachers. In addition, more than 10% of the open districts that responded indicated that there was a change in the manner/extent of parent involvement. Although only 1 open district indicated that a building was closed or the district reorganized as a result of interdistrict open enrollment, almost one fourth of the open districts that responded indicated that they did utilize additional classroom space. A comparison was made first between the responses for open and closed districts, then between districts that had a net gain, net loss of funds, or no gain or loss of funds as a result of interdistrict open enrollment for the 1996-97 year. When the statistical test of chi-square was applied, the results indicated no statistically significant differences in the responses to the items in this survey question. These results are summarized in Appendix T.

**Table 4.31**

**Changes as a Result of Interdistrict Open Enrollment**

**Has the implementation of interdistrict open enrollment in you district or an adjacent district made changes necessary in any of the following? (Check all that apply.)**

<b>Open Districts</b>	<b>Closed Districts</b>	
<b>9.9%</b>	<b>0.8%</b>	<b>Hiring additional teachers</b>
<b>1.3%</b>	<b>1.7%</b>	<b>Hiring additional other professionals</b>
<b>2.6%</b>	<b>0.8%</b>	<b>Hiring additional support staff</b>
<b>2.0%</b>	<b>0.0%</b>	<b>Laying-off teachers</b>
<b>2.0%</b>	<b>0.0%</b>	<b>Laying-off support staff</b>
<b>50.7%</b>	<b>3.3%</b>	<b>Changes in class size</b>
<b>5.3%</b>	<b>1.7%</b>	<b>Changes in the curriculum</b>
<b>11.2%</b>	<b>1.7%</b>	<b>Changes in the manner/extent of parent involvement in the district</b>
<b>23.7%</b>	<b>3.3%</b>	<b>Utilizing additional classroom space</b>
<b>0.7%</b>	<b>0.8%</b>	<b>Close building(s)/reorganize the district</b>
<b>2.0%</b>	<b>0.0%</b>	<b>Increased transportation costs</b>
<b>N = 152</b>	<b>N = 120</b>	

Although only 2% of the open and none of the closed district respondents indicated that open enrollment increased transportation costs, the impact of transportation as a result of open enrollment is an issue districts are having to deal with. Districts were asked whether they provide transportation to students participating in interdistrict open enrollment and what is the extent of that transportation. The results of their responses are summarized in Table 4.32. A comparison was made first between the responses for open and closed districts, then between districts that had a net gain, net loss, or no gain or loss of funds as a

result of interdistrict open enrollment for the 1996-97 year. When the statistical test of chi-square was applied, the results indicated no statistically significant differences in the responses to the items in this survey question. These results are summarized in Appendix U.

**Table 4.32**

**Transportation for Interdistrict Open Enrollment**

<b>Open Districts</b>	<b>Closed Districts</b>	
<b>41.9%</b>	<b>1.1%</b>	<b>The school district provides transportation to students from your district participating in interdistrict open enrollment.</b>
<b>25.0%</b>	<b>0.8%</b>	<b>Transportation is provided anywhere in the district whenever possible using existing transportation routes</b>
<b>15.5%</b>	<b>0.0%</b>	<b>Transportation is provided within the attendance boundary of the receiving district only.</b>
<b>8.8%</b>	<b>0.0%</b>	<b>Transportation is provided from a pick-up/ drop-off site located in an adjacent district</b>
<b>N = 148</b>	<b>N = 120</b>	

As shown in Table 4.33, class-size limitation was presented as an issue for negotiations in more than 20% of the districts that responded to the survey for open districts but in less than 10% of the districts that responded to the survey for closed districts. A comparison was made first between the responses for open and closed districts, then between districts that had a net gain, net loss, or no gain or loss of funds as a result of interdistrict open enrollment for the 1996-97 year. When the statistical test of chi-square was applied, the results indicated no

statistically significant differences in the responses to the items in this survey question. These results are summarized in Appendix V.

**Table 4.33**

**Issues for Negotiations Associated with Interdistrict Open Enrollment**

**Has interdistrict open enrollment resulted in any of the following issues being presented by the teachers' bargaining units as issues for negotiations either as a result of, or in planning for future years under open enrollment? (Check all that apply)**

<b>Open Districts</b>	<b>Closed Districts</b>	
<b>21.7%</b>	<b>7.5%</b>	<b>Class-size limitations</b>
<b>3.3%</b>	<b>0.8%</b>	<b>No reduction in force due to enrollment declines caused by open enrollment</b>
<b>1.3%</b>	<b>0.0%</b>	<b>Academic freedom issues</b>
<b>5.3%</b>	<b>0.8%</b>	<b>Transfer procedures</b>
<b>2.0%</b>	<b>0.0%</b>	<b>Grading and grading practices</b>
<b>N = 152</b>	<b>N = 120</b>	

Summary of Results for Research Question 4

The impact of interdistrict open enrollment on open districts was viewed as benefiting districts that gained students during the 1996-97 school year. In addition, many districts viewed open enrollment as neither benefiting nor harming the district, even if the district had lost students.

Interdistrict open enrollment resulted in changes in open districts in the hiring of additional staff and laying off of staff, utilizing additional classroom space, increased transportation costs, and changes in a number of areas including curriculum, class size, and the manner and extent of parental involvement in the district. The greatest changes

occurred in class size and the use of additional classroom space in open districts. The issue of class-size limitations has also been presented by teachers' bargaining units as an issue for negotiations.

#### Presentation of Data Related to Research Question 5

##### *Research Question 5*

What district policies, procedures, programs, and strategies regarding marketing and public relations could impact on the gain or loss of funds as a result of interdistrict open enrollment in Ohio's public schools?

a. Is there a marketing plan?

(1) Have brochures and other forms of printed publicity been developed?

(2) How is this information disseminated?

(3) Who receives this information?

b. Are there special programs within the district or in collaboration with other districts?

(1) What kinds of programs are available?

Open and closed districts were asked to indicate the information services that were utilized to inform parents about the district and/or about interdistrict open enrollment in the district. Responses are summarized in Table 4.34. As illustrated in Table 4.34, less than one fifth of the open districts that responded include open enrollment as part of the district's marketing/public relations plan, although over half of these districts do provide information in school and district publications



as well as the local newspaper/broadcast media. The percentage of open districts utilizing these services--as well as district websites, informational meetings about the district, and informational brochures describing district programs--is less than those of the closed districts that responded. Nearly half of the open districts responding indicated that information about interdistrict open enrollment is provided only when requested by parents. The reluctance of districts to assist parents in using interdistrict open enrollment is reiterated in the responses of open districts to the question of whether assistance is provided to parents in selecting a school in the district, beyond providing the information contained in the interdistrict open enrollment policy. Only one fourth of the districts (25.9%) indicated that they provide this assistance. A comparison was made first between the responses for open and closed districts, then between districts that had a net gain, net loss or no gain or loss of funds as a result of interdistrict open enrollment for the 1996-97 year. When the statistical test of chi-square was applied, the results indicated no statistically significant differences in the responses to the items in this survey question. These results are summarized in Appendix W.

**Table 4.34**

**Marketing/Public Relations**

**What information services are utilized by the school district to inform parents about the district's interdistrict open enrollment or about in the district? (Check all that apply.)**

<b>Open Districts</b>	<b>Closed Districts</b>	
<b>17.8%</b>	<b>3.3%</b>	<b>Information concerning interdistrict open enrollment is part of the district's marketing/public relations plan.</b>
<b>57.2%</b>	<b>64.2%</b>	<b>Information published in school and district publications</b>
<b>56.6%</b>	<b>52.5%</b>	<b>Information in local newspaper/broadcast media</b>
<b>11.2%</b>	<b>39.2%</b>	<b>Information available on district website</b>
<b>1.3%</b>	<b>4.2%</b>	<b>Direct mail to the homes of students in adjoining districts</b>
<b>19.1%</b>	<b>21.7%</b>	<b>Informational meetings</b>
<b>13.8%</b>	<b>16.7%</b>	<b>Information brochure describing program</b>
<b>45.4%</b>	<b>13.3%</b>	<b>Information is provided only when requested by parents</b>

**N = 152      N = 120**

Research Question 5 focuses on the nature of public relations/marketing strategies and programs for open enrollment. Results from the 152 districts that responded to the survey question for open districts about the reasons parents give for participating in interdistrict open enrollment provide data that the district could use to determine the direction and intensity of public relations/marketing strategies. The responses to this question are summarized in Table 4.35. Table 4.35 illustrates that more than half of those responding indicated that parents participated in interdistrict open enrollment because of the perceived quality of the educational program at the school the students

are entering. In addition, close to 40% indicated that parents participated because of the environment of the school the students are entering and approximately 30% participated because either the family lives close to the school the students are entering or the school is close to the parent's workplace. More than 50% indicated that parents participating in open enrollment are doing so to remove their child from the environment of the school their child is assigned in their district of residence, and almost 30% are doing so for social reasons.

**Table 4.35**

**Ranking of Reasons Given by Parents for Participating in Interdistrict Open Enrollment**

**What are the most frequent reasons given by parents for participation in the interdistrict open enrollment option? Please indicate the most frequent with 1, the second most frequent with 2, and the third most frequent with 3.**

<b>Ranked First</b>	<b>Ranked Second</b>	<b>Ranked Third</b>	<b>Chose But Did Not Rank</b>	
28.3%	15.1%	7.9%	11.8%	<b>Perceived quality of the educational program at the school the students are entering</b>
2.6%	2.0%	3.9%	1.3%	<b>Specific course(s)/program offered at the school the students are entering</b>
7.2%	3.9%	9.9%	6.6%	<b>Social reasons indicated by parent/student</b>
3.9%	15.1%	17.8%	13.8%	<b>Environment of the school the students are leaving</b>
6.6%	9.9%	9.2%	13.8%	<b>Environment of the school the students are entering</b>
0.7%	2.0%	1.3%	6.6%	<b>Quality of the teaching staff</b>
1.3%	3.9%	0.0%	0.0%	<b>Quality of the administration</b>
3.3%	4.6%	3.9%	3.3%	<b>Day-care/Latchkey considerations</b>
8.6%	14.5%	5.9%	3.9%	<b>Proximity to parent's workplace</b>
0.7%	0.7%	4.6%	4.6%	<b>Extracurricular offerings</b>
9.9%	7.9%	7.9%	6.6%	<b>Location to school</b>

**N=152**

Districts that responded to the survey indicated that only a small number of parents participated in interdistrict open enrollment because of specific courses or programs at the building their children were entering. This could be because other reasons for participating hold a higher priority or because districts are not encouraging or promoting the

development of magnet schools or special programs as illustrated in districts' responses to the question "Has the district encouraged the development of magnet schools or programs in the district that are programmatically different from those found in school districts adjoining your school district?" Of the 147 open districts responding to this question, only 7.7% indicated yes. Likewise, of the 109 closed districts responding to this question, only 7.5% indicated yes.

In addition to responding to a survey on interdistrict open enrollment, districts were asked to provide the following materials:

- a. copy of the district's public relations/marketing plan, if one has been developed by the district;
- b. copy of any brochures, news releases, etc. related to public relations and marketing of the district;
- c. copy of the district's policy, guidelines, forms, and any other brochures, news, releases, etc. related to interdistrict open enrollment.

These materials were submitted by 64 open and 11 closed districts. In an effort to analyze this information, these materials were categorized into 4 groups. Group A consisted of interdistrict open enrollment information required by law as described in Appendix A. Group B consisted of public relations/marketing materials such as newsletters, annual reports, and brochures describing the district and typically available to inform district residents or to encourage families to reside in the district. Group C consisted of public relations/marketing materials such as newsletters, annual reports, and brochures that, in addition to describing the district, included information about interdistrict open enrollment. This information is typically available to inform district

residents or to encourage families to reside in the district. Group D consisted of public relations/marketing materials such as newspaper announcements and radio/television ads specifically focused on interdistrict open enrollment for parents and students outside the district. Table 4.36 summarizes the classification of these materials by open and closed districts.

Although the sample size for districts that submitted public relations/marketing materials was not large, the results in Table 4.36 illustrate that very few open districts promote interdistrict open enrollment other than by producing the documents and making them available as required by law. Closed districts utilized public relations/marketing materials to inform the district residents and attract potential district residents.

**Table 4.36**

**Categories of District Public Relations/Marketing Materials**

<b>Open Districts</b>	<b>Closed Districts</b>	
<b>93.8%</b>	<b>0.0%</b>	<b>Group A - Interdistrict Open Enrollment information as required by law</b>
<b>0.0%</b>	<b>100.0%</b>	<b>Group B - Public realtions/marketing materials such as newsletters, annual reports, and brochures describing the district and typically available within the district to inform district residents or to encourage families to reside in the district.</b>
<b>3.1%</b>	<b>0.0%</b>	<b>Group C - Public relations materials such as newsletters, annual reports, and brochures that, in addition to describing the district, included information about interidistrict open enrollment. These materials are typically available to inform district residents or to encourage families to reside in the district.</b>
<b>3.1%</b>	<b>0.0%</b>	<b>Group D - Public relations materials consisting of news announcements and radio/television ads focused on interdistrict open enrollment</b>
<b>N = 64</b>	<b>N = 11</b>	

Summary of Results for Research Question 5

Although both open and closed districts utilize a variety of information strategies to publicize the district, very few attempt to use measures to compete directly with other districts, especially in the area of interdistrict open enrollment. Formal, direct measures to promote the district are reserved for the residents of the district and to attract potential residents to move into the district. Very little effort is made by most districts to provide information about interdistrict open enrollment to parents unless the parents request the information. In addition, districts provide little assistance to parents beyond that contained in the interdistrict open enrollment policy. That aggressive public relations

involving the use of newspaper, radio, and television ads to promote interdistrict open enrollment may be used as a measure to slow down or stop the loss of students is suggested by the two districts employing these strategies.

#### Presentation of Data Related to Research Question 6

##### *Research Question 6*

What are the implications of Senate Bill 55 on interdistrict open enrollment in Ohio?

The passage of Senate Bill 55 in July 1997 introduced a third interdistrict open enrollment option for Ohio school districts. In addition to the options permitted by Amended Senate Bill 140 of choosing to be open or closed to students from adjacent districts, Senate Bill 55 provides the opportunity for a district to permit the enrollment of students from any school district in Ohio, beginning with the 1998-99 school year.

Open and closed districts were asked which of these three options the district would select. The results of the responses to this question from the 152 open districts and 118 closed districts are summarized in Table 4.37, which lists groups districts by their open enrollment status and activity for the 1996-97 school year. The results illustrate that, with one exception, districts that have been open will continue to remain open, including the 52 open districts that lost funds for the 1996-97 school year. Likewise, with three exceptions, districts that have been closed will continue to be closed. Regarding the option to be open to



students from any Ohio school district, more than 40% of the open districts responding to the survey indicated that they are selecting this option. A comparison was made first between the responses for open and closed districts, then between districts that had a net gain, net loss, or no gain or loss of funds as a result of interdistrict open enrollment for the 1996-97 year. When the statistical test of chi-square was applied, the results indicated no statistically significant differences in the responses to the items in this survey question. These results are summarized in Appendix X.

**Table 4.37**

**Interdistrict Open Enrollment Options from Senate Bill 55**

**Senate Bill 55 requires boards to adopt a resolution containing a policy that**

- a. entirely prohibits interdistrict open enrollment from any other district**
- b. permits open enrollment of students from adjacent districts, as under current law**
- c. permits the open enrollment of students from any other school district**

**What option will your district adopt?**

Open Enrollment Status 1996-97	Open Enrollment Activity 1996-97	SB 55 Option to be adopted		
		a	b	c
Open	Net Loss of Funds	0	34	18
	Net Gain of Funds	1	55	44
	<b>Total</b>	<b>1</b>	<b>89</b>	<b>62</b>
<b>N = 152</b>				
Closed	Net Loss of Funds	71	3	0
	No Gain or Loss of Funds	44	0	0
	<b>Total</b>	<b>115</b>	<b>3</b>	<b>0</b>
<b>N = 118</b>				

Because of the additional option for open enrollment as a result of Senate Bill 55, districts were asked for the reasons for their choice of one of the three interdistrict open enrollment options. The results are summarized in Table 4.38. A comparison was made first between the responses for open and closed districts, then between districts that had a net gain, net loss, or no gain or loss of funds as a result of interdistrict open enrollment for the 1996-97 year. When the statistical test of chi-square was applied, the results indicated no statistically significant

differences in the responses to the items in this survey question. These results are summarized in Appendix Y.

**Table 4.38**

**Reasons for Adopting SB55 Interdistrict Open Enrollment Option**

**For what reason(s) did your district decide to adopt one of the interdistrict open enrollment options permitted by SB55? (Check all that apply)**

<b>Open Districts</b>	<b>Closed Districts</b>	
<b>48.7%</b>	<b>13.3%</b>	<b>Available classroom space for additional students</b>
<b>9.2%</b>	<b>72.5%</b>	<b>No available classroom space for additional students</b>
<b>18.4%</b>	<b>25.0%</b>	<b>Issue of school funding and the DeRolph decision</b>
<b>28.3%</b>	<b>0.8%</b>	<b>Promote district program(s)</b>
<b>62.5%</b>	<b>5.0%</b>	<b>Source of additional revenue</b>
<b>46.1%</b>	<b>2.5%</b>	<b>Adjacent districts have adopted an interdistrict open enrollment policy which posed a threat of a loss of students</b>
<b>9.2%</b>	<b>2.5%</b>	<b>Public pressure for the district to participate in interdistrict open enrollment</b>
<b>N=152</b>	<b>N=120</b>	

Summary of Results for Research Question 6

With the passage of Senate Bill 55 in July 1997, more than 40% of the open districts that responded to the survey are taking advantage of the third open enrollment option provided by this law. These districts have indicated that, beginning with the 1998-99 school year, students from any school district in Ohio can enroll in their district. Closed districts, however, will continue to be closed. The option provided by Senate Bill 55 dramatically changes the dynamics of interdistrict open

enrollment from those provided by the passage of Amended Senate Bill 140 in 1989.

### Summary

The results from the data obtained from the EMIS and Open Enrollment Databases and from responses to surveys from open and closed districts were reported and summarized in this chapter in response to the research questions of this study. These results from these sources of data provided the information needed to determine the following: reason(s) districts decided to adopt or not to adopt a policy permitting interdistrict open enrollment; the demographic characteristics of districts open or closed to interdistrict open enrollment; the demographic characteristics of districts that gained or lost funds as a result of interdistrict open enrollment; the impact of interdistrict open enrollment on a number of issues, district policies, procedures, programs, and strategies regarding marketing and public relations that could impact on the gain or loss of funds as a result of interdistrict open enrollment; and the impact of Senate Bill 55.

## **Chapter 5**

### **Summary, Conclusions, and Recommendations**

#### Introduction

The purpose of this study was to examine interdistrict open enrollment in Ohio's 611 public city, local, and exempted village school districts as a public school choice option. Results were presented in Chapter 4 to answer the research questions. These results will be summarized in this chapter by evaluating the results for each of the research questions. Next, conclusions that focus on the aspects of interdistrict open enrollment as they relate to arguments for and against choice will be discussed. Finally, recommendations for further study will be presented.

#### Summary

Each research question will be summarized based on the results of the study and, when applicable, will be compared to the results and conclusions of others who have studied interdistrict open enrollment in Ohio--Farrell (1994), Fowler (1996), and Metzler (1996).

#### *Research Question 1*

The first research question asked why districts decided to be open or closed to interdistrict open enrollment. The second research question asked what are the demographic characteristics of districts that are open and of districts that are closed. The results for these questions provide descriptors for open and closed districts.

Districts decided to permit interdistrict open enrollment primarily because open enrollment provided a source of additional funds--funds received for each student enrolling in the district through this option. For these enrollments to occur, the district had to have available classroom space to accommodate additional students. However, many districts decided to permit open enrollment because adjacent districts were open, posing a threat of a loss of their students to the adjacent open districts, so that being open themselves provided an opportunity to offset any loss of students. Fowler also reported similar findings. In her survey of Ohio districts permitting open enrollment during the 1993-94 school year, the first year this choice option was available in Ohio, more than half of the 112 open districts responding indicated that offsetting the potential loss of students to adjacent districts was the primary incentive for deciding to be open (Fowler, 1996).

Closed districts decided to be closed primarily because they lacked the space for additional students. The second most-cited reason for districts deciding to be closed was the potential for negative public perception regarding the passage of tax issues. Because Ohio's system of funding schools involves locally approved property or income tax levies, providing educational opportunities for students enrolled in the district but whose parent/guardian did not vote or pay taxes in the district could jeopardize the passage of future tax issues by those who did reside in the district. Some districts responded with additional comments reflecting the influence of, and strongly held belief in, the neighborhood school concept as why they chose to be closed. These comments included the following:

Taxpayers support students in this district.

Detracts from our primary mission, which is to provide the best services possible to the children of this district.

Problem between out-of-district student and resident-district student as perceived by parents--e.g., "My child was attacked by a student who shouldn't even be here," or "My child would have received that scholarship, but it went to someone from another district."

The issue of funding was also a major reason for remaining closed because the funds received for each student are below the state average expenditure per pupil. This fact was emphasized by one district's comment that they spend well above the state average.

Very few closed districts felt threatened by the loss of students through interdistrict open enrollment, because adjacent districts were also not open. However, one third were opposed philosophically to students using open enrollment for other than educational reasons such as athletics or daycare. More than 20% stated a concern with a potential influx of students with less socioeconomic status or from a large minority population. Comments from closed districts included a concern that, by being open, there could be a minority imbalance, and there could be more discipline problems and special education students. Regarding the comment about special education students, the laws governing interdistrict open enrollment allow the enrollment of special education students only if the receiving district already has the required program in place.

Farrell (1994) and Fowler (1996) reported similar results for all but two of these reasons in their surveys of Ohio districts closed for the 1993-94 school year. The percentage of districts responding that there

was no available space for additional students has increased by more than 20 percent. Because these districts were closed, this increase is most likely explained by increases in the number of students residing in the district rather than any impact of interdistrict open enrollment. A more dramatic increase, however, occurred in the percentage of districts concerned with the potential influx of students from neighboring districts with less socioeconomic status or a large minority population. The percentage of districts concerned with this issue increased from 12% in the studies of Farrell (1994) and Fowler (1996) to 21.7% in this study.

Although open and closed districts had different reasons for deciding to be open or closed, they both expressed similar concerns with the laws governing open enrollment. The issue of funding was the primary concern, with both groups suggesting an increase in the funding up to the expenditure per pupil of the receiving district. Both open and closed districts expressed concern with the issue of transportation, a possible impact on the district from interdistrict open enrollment. Open and closed districts recommended full transportation reimbursement for transporting interdistrict transfer students. Although open districts were gaining students as a result of adjacent open or closed districts losing students, the percentage of open districts was almost twice that of closed districts in expressing a desire for more cooperation rather than competition with neighboring districts. Farrell (1994) reported similar findings.



### *Research Question 2*

The demographic characteristics of districts permitting and not permitting interdistrict open enrollment for the 1996-97 school year were as follows:

The means of the ADM, MIN%ADM, REV/PUPIL, and EXP/PUPIL of the 346 open districts were lower than those of closed districts. The mean of the ADC%ADM of open districts was higher than that of closed districts. These findings are similar not only to Metzler's (1996) study of the demographic characteristics of Ohio's open and closed districts for the 1994-95 school year but also to Fowler's (1996).

More than two thirds (237) of the open districts belonged either to Group 5--rural districts without any city of over 5,000--or Group 6--rural districts that have a high incidence of poverty impact (approximately 10% ADC or greater). Group 6 also contains the highest percentage of open districts, with 89.5% of the districts in this Group open. The second highest percentage of open districts is found in Group 2. Although there are only 10 districts that belong to Group 2--large, inner-city school districts not located in the 8 major cities in Ohio--80% of the districts in this Group are open.

The southeast region had the highest percentage of open districts with 80% open, followed by the south central region with 72% of the districts open. The northwest region had the highest number of open districts, 55, with 43 of the districts in Group 5. The southwest region had the smallest number (12) and smallest percentage of open districts (22.6%). This region, along with the northeast region with 33 open districts out of 102 (32.4%), were the only regions in which the number of open districts was less than the number of closed districts.

With these findings, the demographic characteristics of open and closed districts can be determined. A district permitting interdistrict open enrollment in Ohio for the 1996-97 school year would typically be a rural district with low enrollment, space to accommodate additional students, low minority population, revenue and expenditure per pupil lower than the state average, and percentage of students identified as poor higher than the state average. In addition, districts that are open are typically adjacent to other districts with similar demographic characteristics. Such open districts are likely to be located in the northwest, west, north central, or east regions. But such a district located in the southeast or south central region of the state would also likely be open.

Likewise, a district that does not allow interdistrict open enrollment would typically be suburban with higher than average enrollment, revenue and expenditure per pupil, and minority enrollment. Such a district located in the northeast or southwest region would most likely be closed.

### *Research Question 3*

The third research question asked what are the demographic characteristics of districts that gained funds or lost funds as a result of interdistrict open enrollment. Because the amount of state funding of schools in Ohio depends on the number of students enrolled in the district, interdistrict open enrollment resulted in districts gaining or losing funds as a result of students using this choice option. In addition, the number of students enrolled through interdistrict open enrollment and the amount of funds paid to and deducted from districts' state funds for open enrollment increased in each of the school years 1993-94 to

1996-97. In the 1993-94 school year, 7,033 students enrolled in an adjacent district through interdistrict open enrollment with \$21,172,624 paid to districts for open enrollment. These figures increased to 11,918 students and \$37,508,328 in 1994-95; 15,725 students and \$54,011,860 in 1995-96; and 17,828 students and \$64,812,276 in 1996-97. In the 1996-97 school year, 217 districts had a net gain of funds and 284 districts had a net loss of funds as a result of interdistrict open enrollment. Of the 284 districts that had a net loss of funds, 129 were open districts. There were 110 districts, all of them closed, that had no open enrollment activity during the 1996-97 school year.

The demographic characteristics of districts that gained students for the 1996-97 school year as a result of interdistrict open enrollment were as follows:

The district was open.

The means of the ADM, MIN%ADM, ADC%ADM, REV/PUPIL, and EXP/PUPIL of the 217 open districts that had a net gain of funds for the 1996-97 school year were lower than those of the total group of open districts.

The means of the ADM, MIN%ADM, ADC%ADM, REV/PUPIL, and EXP/PUPIL of districts in Groups 1, 4, 5, and 6 that had a net gain of funds for the 1996-97 school year were lower than those of the total open districts in each of these groups.

The means of the ADM of the open districts that had a net gain of funds for the 1996-97 school year were lower than those of the total group of open districts in all regions except the southwest--a region with the fewest open districts--while the means of the MIN%ADM of these

districts were lower than those of the total group of open districts in all regions except the northwest and southwest. The ADC%ADM of the open districts that had a net gain of funds for the 1996-97 school year were lower than those of the total group of open districts in the northwest, west, southwest, north central, and central regions but higher in the other 4 regions. Of the 217 districts that had a net gain of students, 122 were in Group 5 and 35 were in Group 6. Together they accounted for 72% of the districts that had a net gain of funds in the 1996-97 school year as a result of interdistrict open enrollment. All of the open districts in Group 7 had a net gain of funds.

The northwest region had the highest number of districts that had a net gain, with 34, 27 of them in Group 5, followed closely by the north central region, with 33, 24 of them in Group 5. The southwest region, the region with the smallest number of open districts had the highest percentage of districts that had a net gain, with 83.3%, but the lowest mean of net gain of funds. The south central region had the lowest percentage of districts with a net gain of funds, with 52.8%. The northeast region had the highest mean of net gain of funds as well as the highest amount of funds received as a result of interdistrict open enrollment.

The demographic characteristics of districts that lost students for the 1996-97 school year as a result of interdistrict open enrollment were as follows:

The district was open or closed, with 45.4% of the districts that had a net loss of students open and 54.6% closed.

The means of the ADM, MIN%ADM, ADC%ADM, REV/PUPIL, and EXP/PUPIL of the 155 closed districts that had a net loss of funds for the 1996-97 school year were lower than those of the total group of closed districts.

The means of the MIN%ADM, ADC%ADM, REV/PUPIL, and EXP/PUPIL of districts in Groups 2, 4, 5, and 7 that had a net loss of funds for the 1996-97 school year were lower than those of the total closed districts in each of these groups. The mean of the ADM for Group 2 was higher and the means of the ADM for Groups 4, 5, and 7 were lower than those of the total closed districts in each of these groups. All of the closed districts in Groups 1 and 6 had a net loss of students.

The means of the REV/PUPIL and EXP/PUPIL of the closed districts that had a net loss of funds for the 1996-97 school year were lower than those of the total group of closed districts in all regions. The means of the ADM of the closed districts that had a net loss of funds for the 1996-97 school year were lower than those of the total group of closed districts in all regions except the west, southwest, and central regions. The means of the MIN%ADM of the closed districts that had a net loss of funds for the 1996-97 school year were lower than those of the total group of closed districts in all regions except the west and southwest regions.

The northeast region had the highest number of districts that had a net loss of funds, with 42, 18 of them in Group 5. In addition, this region had the highest total net loss of funds from interdistrict open enrollment. The northwest region had the second highest number of districts that had a net loss of funds, with 38, 22 of them in Group 5. The south central region had the highest percentage of open districts

that had a net loss of funds and the highest percentage of districts that had a net loss of funds as a result of interdistrict open enrollment. Of the 36 open districts in the region, 47.2% lost funds, and 58% of the 50 districts in the region lost funds. Every one of the 17 districts in the northwest region and the 8 districts in the southeast region that was closed had a net loss of funds as a result of interdistrict open enrollment. The north central region had the highest mean of net funds lost, and the southeast region had the lowest mean of net funds lost.

In the 1996-97 school year, open districts were more likely to be involved in interdistrict open enrollment activity than were closed districts. Districts that had a net gain of students typically would have low total enrollment, low minority enrollment, revenue and expenditure per pupil lower than the state average, and percentage of students identified as poor higher than the state average. This open district would most likely be located in the southeast or south central region of the state and would least likely be located in the northeast or southwest region.

Districts that had a net loss of students typically would have low total enrollment, low minority enrollment, and the percentage of students identified as poor lower than the state average. These districts would have revenue and expenditure per pupil higher than the state average. Open or closed districts that had a net loss would most likely be located in the northeast or northwest region of the state and would least likely be located in the southeast region.

For the 1996-97 school year, there were 25 districts that had a net gain greater than \$250,000 and 25 districts that had a net loss greater than \$250,000. In addition, the amount of funds gained or lost through

interdistrict open enrollment represented a significant percentage of the district's total revenue. The total district revenue of 2 districts decreased between 6% and 10%; the total district revenue of 8 districts increased between 5% and 10%, that of 3 districts increased between 10% and 20%, and that of 2 districts increased more than 20%.

Two thirds of the "big winner" districts are in Group 4 or 5--districts that are rural, low minority enrollment, low revenue and expenditure per pupil--and one third of the "big loser" districts are in Group 1 or 2--the urban districts in the state. These results suggest that a number of students are using interdistrict open enrollment as a vehicle to leave urban school districts. Districts that are big winners are not typically gaining students from a number of adjacent districts. Likewise, districts that are big losers are not typically losing students to a number of adjacent districts. The big winners are typically gaining students from 1 or 2 adjacent districts at most, and the big losers are typically losing students to only 1 or 2 districts. Many of the pairs or groups of big winners-big losers are also very different in demographic characteristics.

#### *Research Question 4*

Interdistrict open enrollment had an impact on both open and closed districts. That interdistrict open enrollment had an impact on closed districts is evidenced by the fact that the number of districts deciding to be open increased from 301 in the 1993-94 school year to 346 in 1996-97.

More than 40% of the open districts surveyed viewed the district as benefiting and fewer than 10% felt the district had been harmed. Of those districts who viewed open enrollment as harming the district, all

but one lost students through open enrollment, so their response is not surprising. What is surprising, however, is the response of closed districts overall. Although nearly three fourths of the closed districts surveyed lost students, only one fourth felt the district had been harmed. In addition, all but 3 of the other closed districts felt that open enrollment neither benefited nor harmed the district. Comments from districts regarding the benefit or harm to the district referred only to the financial impact of open enrollment.

The implementation of interdistrict open enrollment did result in changes in the district in some areas. Because of open enrollment, class size changed in over half of the open districts surveyed, both for those that gained and those that lost students. Concern with class size, specifically class-size limitations, was presented as an issue for negotiations in more than 20% of the open districts and nearly 10% of the closed districts. These finding support those of Farrell (1994), who reported that both open and closed districts viewed change in class size as the most critical area impacted by interdistrict open enrollment.

Although change in class size impacted many open districts, only 10% had to hire additional teachers, and fewer than 25% had to use additional classroom space. These findings reinforce the idea that the primary reasons many districts decided to permit open enrollment were that the district had available space and low enrollment.

The only other impact of open enrollment reported by more than 10% of open districts had to do with a change in the manner or extent of parental involvement. With the addition of parents of students from outside the district, just more than 10% of open districts observed a change in the manner or extent of overall parental involvement.



### *Research Question 5*

School districts have not typically used public relations/marketing strategies to compete with other districts. Marketing/public relations strategies have usually been used in tax levy campaigns or to encourage prospective residents to move to the district. Regarding interdistrict open enrollment, have open districts used public relations/marketing strategies to attract parents and students to enroll using this choice option, and, if so, to what extent and how? Likewise, have open and closed districts used public relations/marketing strategies to encourage parents and students to remain in the district, thus reducing the number of students lost to adjacent open districts through interdistrict open enrollment?

Both open and closed districts responded that they use a variety of information services including district publications, local newspaper/broadcast media, and, in some cases, a district website to inform parents about the district. However, there appears to be a reluctance on the part of open districts to aggressively publicize that they are open and invite parents and students from adjacent districts to enroll. The majority of open districts use only the information required in the Guidelines for Implementation of Interdistrict Open Enrollment and provide information to parents only when requested to do so. Two of the Top 25 loser districts, however, have taken steps to aggressively publicize interdistrict open enrollment in their districts. Ads in regional newspapers are used to notify and invite parents and students outside the district to enroll. In addition, one of these districts has used radio announcements to advertise open enrollment. These strategies are the

exception to what most districts do regarding interdistrict open enrollment.

Although districts tend not to use public relations/marketing to encourage students from other districts to enroll using open enrollment, they do use strategies to promote the district to parents and students already attending the district's schools. These efforts to develop and nurture pride and support for the district can also result in encouraging parents and students to remain enrolled in the district's schools.

#### *Research Question 6*

The passage of Senate Bill 55 in 1997 provided districts with a third option to consider for interdistrict open enrollment: permitting the open enrollment of students from any other district in the state. Based on their experience with interdistrict open enrollment, would they continue with the option they were presently operating under or choose a different option? The basic finding was that districts that had been open would continue to be open and those that were closed would continue to be closed, with four exceptions. Three closed districts decided to be open to adjacent districts, and one of the open districts that had lost funds in the 1996-97 school year decided to be closed. More than 40% of the open districts indicated that they would adopt the option to be open to any district in the state. Of that 40%, close to 30% had lost funds, suggesting that they had not been successful in enrolling students from adjacent districts. The primary reason districts decided to be open continued to be financial: open enrollment was a source of additional revenue. In addition, the district had space for the additional students, although the percentage of districts with available classroom space decreased 25%

from the 1996-97 school year, suggesting that some open districts were approaching capacity. Closed districts continued to be those without additional classroom space.

The dynamics of interdistrict open enrollment in Ohio have changed because of this third option. Students who, up to this point, have been prevented from utilizing interdistrict open enrollment because their district was surrounded by closed districts may now have an opportunity to enroll in another district, although distance from the district will be a factor. One effect of this option has already been observed. Students using interdistrict open enrollment have enrolled in other districts to participate in athletic programs at the new school (Rogers, 1999; Boland, 1999). Additional effects of open enrollment because of this third option remain to be seen.

### Conclusions

Amended Senate Bill 140 authorized the use of interdistrict open enrollment as a public school choice option beginning with the 1993-94 school year. Since that time, each district decided to be either an open district permitting the enrollment of students from adjacent districts or a closed district not permitting the enrollment of non-resident students. An additional open enrollment option was made available with the passage of Senate Bill 55, permitting districts to allow the enrollment of students from any district in Ohio.

This study has examined and analyzed demographic data for the 1996-97 school year and survey data pertaining to interdistrict open enrollment. Conclusions based on this examination and analysis will be presented and will focus on the following:

1. components of Ohio's interdistrict open enrollment policy
2. effectiveness of the policy
3. impact of permitting open enrollment for students from any Ohio public school as a result of the passage of Senate Bill 55.

### *Components of Ohio's Interdistrict Open Enrollment Policy*

#### *Funding*

In attempting to determine whether interdistrict open enrollment is a viable choice option, one must examine the principal components of the policy. The first of these is funding, the component cited as the primary reason districts decided to be open and the primary area that districts, both open and closed, cited as needing to be changed in the present laws.

There are concerns with the issue of funding from the perspective of the district the student is entering through interdistrict open enrollment and from the perspective of the district losing the student. When interdistrict open enrollment is utilized, a school district gains or loses state basic aid depending on the number of students the district gains or loses through interdistrict open enrollment. The state basic aid is a figure known as the "guarantee" per student, which represents the combined funding effort of the school district and the state multiplied by a "school district equalization" factor, which was developed to give districts in high-cost counties additional funds. However, for each year since the guarantee was introduced, it has equaled 60 to 62 percent of the average state expenditure per student. The "guarantee" is the amount added to the state aid a district receives for each student enrolling through open enrollment or the amount deducted from the state aid a

district receives for each student the district loses through open enrollment. For the 1996-97 school year, the "guarantee" was \$3,500.

If a district gains a small number of students through open enrollment, the amount of funds the district receives is not an issue, because the expenses for those students will include textbooks, supplies, and so forth, and the funding received for these students will cover those expenses. However, as the number of open enrollment students in the district becomes larger, a point will be reached where there will be additional expenses to be covered, including the possibility of additional staff or the need for additional space. If that point is reached, there is the possibility that the funding received will not be sufficient to cover the expense of educating these students--a point of diminishing returns. Further, districts with expenditures per pupil greater than the state average will reach this point of diminishing returns more quickly than districts with expenditures per pupil less than the state average. Thus, the expenditure per pupil of the district limits the number of students a district can afford to enroll through open enrollment.

Although most open districts indicated that they became open because of the potential of receiving additional funding--some districts stating that they needed the funding for financial survival--there can be a limit to this benefit. The amount of funding a district gains for each student participating in Ohio's interdistrict open enrollment policy can create a dilemma and defeat the purpose of choice. If a district is effective--has high student achievement, high parental involvement, and other characteristics of a school parents would want their child to attend--choice theory suggests that students and parents would be attracted to this district. However, the present funding for interdistrict

open enrollment is inadequate to fund the construction costs needed to create additional classroom space and, in many cases, the hiring of additional staff. There are a number of districts, however, whose revenue was increased significantly through interdistrict open enrollment. The revenue of two of these districts increased more than 20% in the 1996-97 school year through open enrollment (LOEO, 1998). If interdistrict open enrollment is to be a viable public school choice policy, the issue of funding needs to be addressed.

If a family moves from a district, the state portion of the guarantee is deducted from the district's basic aid. This procedure makes sense to districts because it is logical and because districts understand that funding is based on the number of students enrolled in the district. However, if a district loses students to interdistrict open enrollment, the amount that is deducted from their state aid is equal to the entire guarantee. The effect of this deduction is greater for districts that receive a small percentage of the guarantee from the state than for those who receive a large percentage. For example, a district that receives 50% of their per pupil guarantee from local sources and 50% from the state loses twice their state aid for every student leaving the district and enrolling in another district through open enrollment. If there is a significant loss of students through open enrollment, the loss of funds to the district makes it difficult for them to develop and implement strategies to improve, although this may be the outcome intended by the General Assembly (LOEO, 1998). A number of districts did lose a significant percentage of their revenue in the 1996-97 school year as a result of interdistrict open enrollment. Eleven districts lost more than 2%

of their 1996-97 budget as a result of interdistrict open enrollment (LOEO, 1998).

A third concern related to funding is the funding system itself. Ohio's present system for funding schools relies heavily on taxes assessed on the property of those residing in the district. If a student using interdistrict open enrollment to attend a school in another district resides in a district where the property tax is lower than that of the district the student is attending, the parent/guardian of that student contributes no property tax to the district the student attends. This issue was cited as a major reason for districts' deciding to be closed. Many districts felt that there would be difficulty in passing tax levies because residents of the district might resent providing funds to educate students whose parents/guardians did not reside in the district and therefore did not pay taxes to support the schools. The outcome of the DeRolph case challenging Ohio's funding of schools, an outcome not yet decided, could affect this concern.

#### *Voluntary, Not Mandatory*

The second principal component of Ohio's interdistrict open enrollment policy to be examined is that being open or closed is a voluntary decision by each district. Making this option voluntary was a compromise between those who were recommending that schools should be competing with one another to improve and those who were opposed to the competition brought about by choice, suggesting cooperation instead. That this public school choice option is voluntary, however, may be frustrating to parents and politicians who support the idea of choice in public schools as a means of improving them. Although interdistrict

open enrollment should not be viewed as the solution to resolving concerns about public education in Ohio, making it mandatory would allow it to be evaluated as more than a strictly supply-side issue to determine whether it is a viable school choice option.

### *Opportunity*

A concern with interdistrict open enrollment that is closely related to interdistrict open enrollment being voluntary on the part of the district is the issue of opportunity--namely, whether all students have the opportunity to attend a school that they and their parents believe offers the best educational program. The findings of this study demonstrate that the opportunity for students to participate in interdistrict open enrollment depends on the demographic characteristics of the district, the demographic characteristics of adjacent districts, the location of the district in the state, and where the student resides in the district. Therefore, many students do not have an opportunity to participate, simply because adjacent districts have decided to be closed. In addition, even when an adjacent district is open, not all students have an opportunity to participate, for there is no requirement for either the district losing the student or the district the student can attend through open enrollment to provide transportation. As indicated in survey responses, both open and closed districts losing students through interdistrict open enrollment are not amenable to providing transportation to their district border for students to attend another district. Neither are open districts gaining students from another district amenable to providing transportation for these students either from a pick-up/drop-off site at the district border or from a site located in the



adjacent district. Therefore, students for whom transportation is limited or unavailable are essentially eliminated from participating in interdistrict open enrollment. That many students do not have the opportunity to participate supports a key argument for those who oppose choice.

### *Equity*

The results of this study indicated that open districts have a smaller percentage of minority students than do closed districts, a finding corroborated by Metzler (1994) and Fowler (1996). Also, more than 20% of the closed districts responding to the survey indicated that a reason they were closed was because they were concerned about the potential influx of students from districts with less socioeconomic status or of high minority enrollment. The percentage was a two-thirds increase over the results of Fowler (1996) and Farrell (1994).

Open districts not only had a smaller percentage of minority students than did closed districts; they were also located near districts whose demographic characteristics were similar. A district was less likely to be open if adjacent districts had a minority percentage that was higher than theirs. Even when they were not, as in the case of at least two districts adjacent to an urban district, students who left the urban district were racially similar to those of the district the student was entering through interdistrict open enrollment. These findings suggest that race may be a factor in interdistrict open enrollment, a position supported by Fowler (1996) and Smith (1995). Smith (1995) provided a view that focuses on the impact of interdistrict and intradistrict open enrollment on desegregation. She suggested that, if the motivation for

choice stems from racism, there are dangers to school desegregation and integration. In addition, she advised caution for policy makers, stating that, if they are not careful, the possibility exists that the implementation of choice options might stratify the community further.

There is much attention to the plight of urban schools. Because most districts adjacent to urban areas in Ohio were closed, very little data existed to analyze the impact of open enrollment on urban schools and to determine whether open enrollment could be one of the many strategies needed to resolve the overall concern with urban school districts.

#### *Effectiveness of Ohio's Interdistrict Open Enrollment Policy*

There are a number of concerns with Ohio's interdistrict open enrollment policy that need to be addressed. However, given those concerns, is the policy effective? Do parents and students make use of this choice option? What actions have districts taken or what changes have districts made in response to interdistrict open enrollment?

#### *Use of Interdistrict Open Enrollment in Ohio*

During the 1996-97 school year, 346 districts were open and 265 were closed. There were 17,828 students who participated, and there was \$64,812,276 paid to districts for students entering through interdistrict open enrollment. The 17,828 students represented approximately 1% of the total number of students enrolled in Ohio's public schools for the 1996-97 school year. Although this figure is only 1% of the state's enrollment, it represents a 13.4% increase in the number of students participating in interdistrict open enrollment and a 16.7% increase in the

amount of funds paid to districts to educate these students when compared with the 1995-96 school year. In fact, when compared with the figures for the 1993-94 school year, the first year open enrollment was permitted, there has been a 153% increase in the number of students participating in open enrollment and a 206% increase in the amount of funds paid to districts to educate these students. The number of students participating in open enrollment has continued to rise, with 18,724 students participating in 1997-98 and 21,169 students participating in the 1998-99 school year.

### *School Reform*

Given the financial gains and losses from open enrollment as described in Ruggles (1997), many of which are significant, are districts using it for financial gain or are they using it in response to a call for school reform, the purpose for which it was intended? The results of this study, as well as of the studies of Farrell (1994) and Fowler (1996) indicate that most districts became open because of the potential increase in funds received for students enrolling in the district through interdistrict open enrollment. In addition, a significant number of districts also indicated that they were reacting to the potential threat of a loss of students because adjacent districts had become open. Either case suggests that districts' awareness of the need to examine why students and parents would want to enroll in the district or leave the district was heightened because of interdistrict open enrollment. Survey results in this study point out that parents and students used interdistrict open enrollment not strictly for educational reasons but for reasons such as specific course(s)/program offered at the school, social reasons, the

environment of the school the students were leaving or entering, the quality of the teaching staff and/or administration, extracurricular programs, proximity to parent's workplace, or location of school. School is a complex system and many factors are considered in determining its effectiveness. Although a district usually would not be able to do anything to address a district's proximity to parents' workplace or location of school, the district can examine the other reasons listed and determine actions that can be taken or strategies that can be implemented to address parent and student concerns in these areas. This heightened awareness of why students and parents would want to enroll in the district or leave the district can serve as the first step in the district's development and implementation of strategies that would, at the very least, minimize the loss of students to other districts and, at best, attract students to the district.

Although interdistrict open enrollment and its impact may be the motivator for some districts to analyze their strengths and their areas of need, it has not had this effect on all districts in Ohio. Because interdistrict open enrollment is voluntary, there are, as this study has illustrated, regions and districts, with particular demographic characteristics, in which interdistrict open enrollment has not been an issue the district has had to deal with.

There are, however, other initiatives that may be the motivator for heightening districts' awareness of the need to analyze their strengths and areas of need and to take action to improve. Two are choice options and one is an initiative focused on accountability. The voucher program in place in the Cleveland school district and charter/community schools in urban areas are two choice options that, depending on where a district

is located, could have an impact on whether the district might lose students. In addition, there is a component of Senate Bill 55 that has the potential to heighten the districts' awareness of the need for accountability to the community. Senate Bill 55 authorized an evaluation of districts using a district report card. The report card is based on the percentage of students passing the Ohio Proficiency Tests in grades 4, 6, 8, and 12; graduation rate; and staff attendance rate. Depending on the number of factors that the district "passes," the district is placed in one of four categories. These categories are: Effective, Continuous Improvement, Academic Watch, and Academic Emergency. Other than the few districts that are classified as Effective, districts must develop a Continuous Improvement Plan (CIP) based on the percentages and areas that reflect the entire district. The CIP requires input from representatives of all stakeholders in the district (Senate Bill 55, 1997). A well-developed and effectively implemented CIP that is, as the name implies, ongoing could be the motivator a district needs to minimize the loss of students, whether through families moving from the district or through choice options such as interdistrict open enrollment.

Although many districts view open enrollment as a threat to their existence or as an indictment of public schools, if the end result is that schools examine and analyze what they do and make changes in order to be more effective in meeting the needs of students, then market forces associated with choice have been in operation, and school reform can occur.

### *Competition vs Cooperation*

One area in the issue of choice that appears to be resisted by school districts is that of competition. This study has found very little evidence of direct competition among schools, as noted in the lack of public relations and advertising related to open enrollment except somewhat indirectly in annual reports and school literature that are usually circulated only within the district. There is a benefit in promoting the district to those who reside in the district, for it can minimize the loss of students through choice options such as interdistrict open enrollment. Public relations limited to within the district avoids direct competition with other districts. In the sample public relations materials received in this study, there was only one instance of a public relations campaign that advertised open enrollment to an audience outside the district boundaries using newspaper, radio, and TV ads, thereby directly competing with surrounding districts for students. Public schools are not noted for directly or aggressively competing with other districts by comparing themselves with others except possibly in athletics. Organizations representing public schools--such as the Ohio Education Association, the Ohio Federation of Teachers, and the Ohio School Boards Association--indicated their preference for public schools to cooperate instead of compete to ensure that all students have equitable opportunities to receive an effective education.

### *Impact of Interdistrict Open Enrollment as a Result of Senate Bill 55*

The passage of Senate Bill 55 in 1997 provides an opportunity for a change in the dynamics of interdistrict open enrollment. Because of the third interdistrict open enrollment option authorized by SB55--a district

can decide to be open to students from any Ohio public school district as of the 1998-99 school year--students in districts that are not adjacent to open districts or students who would like to enroll in an open district farther away than an adjacent district may have the opportunity to use interdistrict open enrollment.

During the 1998-99 school year, the first year this third open enrollment option was permitted, the impact of open enrollment on school districts was highlighted in the media, not for its impact on academic achievement but for its impact on interscholastic athletics (Boland, 1999; Rogers, 1999). Although there was also concern with open enrollment's impact on athletics after the passage of Amended Senate Bill 140, the option permitted by Senate Bill 55 has the potential for complex and controversial results.

The increasing complexity requires effective oversight in order to comprehend interdistrict open enrollment in Ohio. Because the responsibility for the implementation of this policy lies with the Ohio Department of Education (ODE), the ODE needs to exercise oversight for this program. Both Fowler (1996) and this researcher experienced difficulties in obtaining accurate information from ODE, particularly in determining which districts were open and which were closed. There is a need for oversight because interdistrict open enrollment has the potential to affect an increasing number of students and to involve a large amount of funds.

#### Recommendations for Future Research

This study examined the implementation and impact of interdistrict open enrollment in Ohio, as authorized by Amended Senate

Bill 140. This bill permitted districts, beginning with the 1993-94 school year, to decide to be open to students from adjacent school districts or to be closed. This study focused on the rationale for a district's decision to be open or closed; the demographic characteristics of open and closed districts as well as districts that gained or lost funds through open enrollment; the impact on districts of open enrollment; district policies, procedures, and strategies as they relate to public relations/marketing; and the impact on districts of the passage of Senate Bill 55. Senate Bill 55 permitted districts, beginning with the 1998-99 school year, to decide to be open to students from any Ohio school district.

Based on the findings of this study, the following are topics recommended for future research:

1. Further research on the impact of interdistrict open enrollment in Ohio and other states utilizing this public school choice option, including comparisons among states.
2. Research that examines the impact of the interdistrict open enrollment option of Senate Bill 55 on the dynamics and interactions among districts. For example, prior to the 1998-99 school year, closed districts not adjacent to an open district did not have to be concerned with losing students through interdistrict open enrollment. However, this has changed, as illustrated in instances of students using interdistrict open enrollment to enroll in a non-adjacent district to participate in the district's athletic program (Rogers, 1999; Boland, 1999).
3. Research that examines the school culture/environment of both the district losing the student and the district in which the student enrolls through interdistrict open enrollment.



4. Research that compares the impact of interdistrict open enrollment on student achievement in districts losing students and districts gaining students.
5. Research that examines the impact of state and federal legislation on interdistrict open enrollment in Ohio. For example:

Senate Bill 55, in addition to authorizing the open enrollment option of being open to students from any Ohio school district, also required the development and issuance of district report cards based on Ohio Proficiency Test results, student graduation rate, and staff attendance rate, as well as a category designating the degree of effectiveness (Senate Bill 55, 1997). Based on a district's report card, will districts, in some instances, decide to be closed to open enrollment students?

Title VIR provides funding for districts to hire additional teaching staff to reduce class size in grades 1-3 (Class-Size Reduction Program, 1999). Reducing class size results in additional classes needing classrooms. Will this reduce further the amount of additional classroom space a district has available for students to enroll through interdistrict open enrollment?

6. Research that examines the impact of charter/community schools and vouchers on Ohio's public schools and interdistrict open enrollment.

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## Personal Communication

Boggs, Robert, telephone interview, August 17, 1998. Ashtabula County Commissioner, former Ohio State Senator.

Connolly, Liz, telephone interview, July 28, 1998. Director of Policy and Communications, Ohio Leadership Republican Caucus; former Legislative Aide to Ohio State Senator Cooper Snyder.

Hindman, Richard, telephone interview, December 3, 1998. Former Director of Research, Ohio Education Association.

Howard, Roger, e-mail, March 2, 1999, and April 6, 1999. Assistant Director, Field Service Section, Division of School Finance, Ohio Department of Education.

Marec, Ronald E., telephone interview, July 10, 1998. President, Ohio Federation of Teachers.

Russell, Warren, telephone interview, July 27, 1998. Director of Legislative Services, Ohio School Boards Association.

## Appendix A

### Guidelines for Implementation Interdistrict Open Enrollment

**PURPOSE:** These guidelines have been created to allow the user to have a source for answers to frequently asked questions about open enrollment. Much of the content of these guidelines is derived from Sections 3313.97 and 3313.98 of the Revised Code, and the remaining portions are the best ideas of a representative task force created to develop these guidelines. For those portions of this document not covered in the two sections of law previously cited, the user should consider this document to be suggested procedures with other possible options. Please refer to the Revised Code when attempting to make the determination.

#### **I. GENERAL DESCRIPTION - INTERDISTRICT OPEN ENROLLMENT**

The Ohio Department of Education has been given the responsibility of monitoring interdistrict open enrollment. As of July 1, 1993, every Ohio public school district must decide whether or not to adopt an interdistrict open enrollment plan. **A copy of their policy or their board resolution not to adopt interdistrict open enrollment must be filed with the Ohio Department of Education by July 1, 1993.** If a school district adopts such a plan, students from any adjacent school district, within certain limitations, may attend tuition free. All students in grades kindergarten through twelve or enrolled in approved preschool special education units may participate. This option would allow parents/guardians that would like their children to attend an adjacent school district, for whatever reason, to attend that school district (if the receiving school district has adopted the policy) without paying tuition.

#### **II. INFORMING THE PUBLIC**

School districts are encouraged to inform residents every year about interdistrict open enrollment options available to pupils. Upon request of a parent/guardian, interdistrict open enrollment school districts must provide information about the educational programs and application procedures available. School districts adopting interdistrict open enrollment must notify each adjacent superintendent and board of education of the application procedures and programs available to students.

#### **III. DEADLINES**

##### Interdistrict Open Enrollment

The following suggested deadlines, or the school district's adopted deadlines, shall be communicated accurately to the public.

- May 1 - Open enrollment applications are due in the superintendent's office of the accepting school district.
- June 15 - Accepting school districts must inform parent/guardian of acceptance or rejection into option.
- June 30 - The parent/guardian must notify the adjacent school district of their acceptance or rejection of open enrollment.
- Ongoing - Accepting school districts must notify the native (home) districts of any changes in the enrollment status of the students previously accepted.

Native (home) students or students accepted into open enrollment the previous year shall be given priority when determining who shall be allowed to enroll.

If the application of the parent/guardian has not been received before the established deadline, the request to enter the nonresident school district could be denied. However, if the two school districts agree that it would benefit the student, the deadline may be waived to allow the student to attend the adjacent school district.

#### **IV. ELIGIBILITY**

Interdistrict open enrollment is open to all adjacent students at all grade levels, including preschool special education students.

#### **V. APPLICATIONS**

Application procedures can be obtained from the superintendent's office of a school district accepting students. Students applying for interdistrict open enrollment must comply with all provisions of the open enrollment policy adopted by the board of education of the school district they are seeking admission.

#### **VI. LIMITATIONS TO INTERDISTRICT OPEN ENROLLMENT**

A board of education may place the following limitations on open enrollment of students:

1. A board of education may limit the size of individual classes, place a limit on a school building's capacity, and/or limit the number of students in a particular educational program.

2. A board of education shall limit open enrollment to insure that an appropriate racial balance is maintained within the district's schools.
3. A board of education may make interdistrict open enrollment available on a year-to-year basis. It is recommended that all potential students be advised of the possibility of either a grade-level-closing or a school district not adopting open enrollment in future years.

Boards of education may not make the following limitations:

1. A board of education may not establish requirements of academic ability, or any level of athletic, artistic, or extracurricular skills.
2. A board of education can require a disabled student to attend school in the building where disability services are provided. If the district does not provide the disability services required by a student individual education program, the board may refuse to admit the student.
3. A board of education may not establish the requirement that a student be proficient in the English language.
4. A board of education may not establish denial of enrollment because a student was subjected to a disciplinary action, with the exception of an applicant who has been suspended or expelled for a period of ten or more consecutive days preceding the term for which mission is sought.

#### **VII. INFORMING APPLICANTS OF ACCEPTANCE OR REJECTION**

Applicants shall be informed in writing of acceptance or rejection into open enrollment. The method used for making the selection of applicants must be public information. This information shall be available in the superintendent's office of the educating district.

#### **VIII. ATHLETIC ELIGIBILITY**

Athletic eligibility applies to all students in grades seven through twelve who wish to participate in interscholastic sports. If a student wishes to change schools through interdistrict open enrollment, the native (home) board of education needs to formally release the student if the student wishes to retain his/her eligibility. A student must realize that if a release is granted and the student wishes to return to the native (home) school district after attending another school district for a period of time,



he/she could lose eligibility and would have to sit out of all sports for one year.

The Ohio School Athletic Association needs to be contacted for any additional details.

## **IX. SPECIAL EDUCATION**

A school district may not discriminate against any student because of a disability condition. A school district is obligated to provide the special education services needed by all native (home) students. If a district accepts a student and later learns that the student has a disability that requires special education services, that school district can provide those services if available; however, if the services are not available, the native (home) school district has the responsibility to make sure the student is served. The educating school district may bill the native (home) school district for “excess cost” or its tuition rate for the services provided to open enrollment special education students.

In interdistrict open enrollment, the native (home) school district remains responsible for insuring that all of the “due process procedures” are provided to their students. Educating school districts are only acting as agents of the native (home) school district, and decisions about the students’ educational program remain with the native (home) school district.

Because of this retention of responsibility by the native (home) school district, it is suggested that parent(s)/guardian(s) be told in advance of the relationship that will exist when a student chooses to attend another district through open enrollment.

Class size for special education classes is determined by State Board of Education rule. Waiver of class size will not be granted by the Ohio Department of Education in order to accommodate additional open enrollment students. School districts need to account for this fact when making determinations about appropriate program size in special education.

## **X. TRANSPORTATION**

### Interdistrict Open Enrollment

Upon the request of a parent/guardian, and provided the board of education offers transportation to native (home) students of the same grade and distance from school, a board of education enrolling an adjacent school district’s disabled and nondisabled student shall provide transportation for the student within the boundaries of the educating school district.

Parents/guardians are responsible for transporting students to designated pick-up points in educating school districts; however, students whose family's income is below the federal poverty line may be reimbursed an amount equal to the reasonable cost of transportation for providing the transportation from the home to the designated pick-up point.

#### **XI. SETTING SCHOOL DISTRICT POLICIES**

School districts should adopt, by board of education action, specific policies for rejecting or accepting applications, transporting students, and determining special education provisions. Policies should also include admission procedures and capacity of a program, class, grade level, or school building. A board of education needs to determine if a racial balance policy is appropriate for its district. Policies may not include previous academic achievement, athletic or other extracurricular ability, handicapping conditions, English proficiency, or previous disciplinary proceedings. These standards shall be made public.

The native (home) school district may not deny anyone's leaving a school district unless it adversely modifies the racial balance.

Two situations exist in law that allow native (home) school districts to object to native (home) students' leaving the school district:

1. If a student's leaving adversely impacts the racial balance in a building within the school district, the native (home) school district may object to the student's enrollment in an adjacent school district.
2. If a school district has at least 10 percent of its students included in the calculation of federal impact aid, the board of education may adopt a resolution objecting to the enrollment of any of its native (home) students in adjacent school districts.

#### **XII. RACIAL BALANCE**

Interdistrict open enrollment law requires school districts to adopt procedures to ensure that an appropriate racial balance is maintained in the district schools. In essence, the law appears to be advising schools not to infringe on the constitutional rights of any of its students.

There are currently 41 school districts that are being monitored by the Division of Equal Educational Opportunities (EEO) because they have significant (more than 15 percent) minority composition and they have one or more racially isolated school buildings. A racially isolated building is defined as one in which the racial composition varies significantly from the composition of the school district. Because these 41 school districts are in the process of working through an Equal Educational Opportunity

approved plan to correct the existing racial isolation, care must be taken to prevent open enrollment from modifying this plan.

School districts that are not under a desegregation order or are not under a monitoring plan could find it difficult to determine how they can maintain an appropriate racial balance. Common sense would dictate that a lack of concern for this issue would be inappropriate. School districts are advised to identify pupils in those school buildings in which the ethnic composition of pupils substantially varies from the school district average. "Substantial variation from the school district average" does not have a precise legal definition. School districts are not required to maintain specific racial balances of pupils within individual schools unless subjected to remedial court orders for constitutional violations.

For assessment purposes only, and without assuming constitutional violations, school districts may elect to use a factor of plus or minus 15 percent in identifying schools as having substantial ethnic variation. Equal Educational Opportunity uses this factor in the assessment of school districts with racially isolated buildings.

Two racially neutral suggestions for the selection of students in buildings identified as having substantial ethnic variation (but not under court order or Equal Educational Opportunity approved plan) are as follows:

1. Use the lottery process for selecting students. The lottery method has withstood the test of court cases.
2. Consider allowing minority and nonminority students to enter or leave on a 50-50 basis, thereby maintaining a racially neutral balance.

Additional information is available upon request.

### **XIII. STATE FUNDING**

#### Nonhandicapped

Open enrollment students are counted in their native (home) school district for the October enrollment report. In June a credit or deduction will be made by the Ohio Department of Education based on the number of students gained or lost through open enrollment. The calculation will be based on the state basic aid amount times the "cost of doing business" factor per student full time equivalency selecting open enrollment.

The credits or deductions will be based upon the school district's own "cost of doing business" factor.

Beginning in fiscal year 1994, deductions and credits will be made from July 1 to December 31, 1993, with the same procedure in place for each year thereafter.

#### Handicapped

Special education students selecting open enrollment may be counted in units for state funding. In addition, school districts educating special education students accepted through open enrollment may bill the native (home) school districts its tuition rate or "excess cost."

#### Joint Vocational School Districts

Joint vocational school districts will receive 75 percent of the amount calculated for nonhandicapped students, with 25 percent going to the educating school districts.

#### **XIV. TUITION PAYMENT**

School districts adopting interdistrict open enrollment policies are allowed to continue to collect tuition for students admitted from nonadjoining school districts.

Similarly, school districts not adopting interdistrict open enrollment policies will be allowed to collect tuition in the same manner they have always employed.

#### **XV. JOINT VOCATIONAL SCHOOL DISTRICT STUDENTS**

It is possible for a student to change vocational school districts through interdistrict open enrollment, and for this reason they are allowed to establish the same limitations that are permissible for other public schools.

Ohio Department of Education. (1993a). *Interdistrict open enrollment*. Columbus, Ohio: Department of School Finance.

## **Appendix B**

### **Sample Calculation of Total Basic Aid**

As of the 1997-98 school year, Ohio uses a formula that includes a factor known as a guarantee per student to calculate basic aid the school district receives from the state. The guarantee represents the combined funding effort of the school district and the state. During the 1993-94 school year, the amount per pupil was \$2,871 (Ohio Department of Education [ODE], 1993c). During the 1994-95, 1995-96, and 1996-97 school years, the respective amounts were \$3,035, \$3,315, and \$3,500 (ODE, 1994, 1995, 1996). In addition, a “school district equalization” factor is included in the formula. This factor was developed to give districts in high-cost counties an additional amount of money. The school district’s contribution is based on the amount of funds, per pupil, a district raises by levying 23 mills on the district’s current tax duplicate. For a district to qualify, it must levy a minimum of 23 mills. As a result, the basic aid funds that a district would receive in the 1996-97 school year for resident students enrolled in that district would be determined by using the basic aid formula of:

$$\{[\text{School district equalization factor}] \times (\text{basic aid amount}) \times \{\text{Average Daily Membership}\} \text{ less } [.023 \times (\text{total taxable valuation})]\}. \text{ (ODE, 1996).}$$

Using this formula to illustrate, the basic state aid that the Ashtabula Area City School district in Ashtabula County received for the 1996-97 school year was determined as follows:

Average Daily Membership: 4,516.93

Adjusted Taxable Valuation per pupil: \$273,526,973

School District Equalization Factor: 1.059335

Total Basic Aid =

$$(1.059335 \times \$3,500 \times 4,516.93) - (.023 \times \$273,526,973) = \$10,456,177$$

$$\text{The Basic Aid per Pupil} = \$10,456,177 / 4,516.93 = \$2,314.86$$

## **Appendix C**

### **Letter of Permission from McCutchan Publishing Company**

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MARCH 24, 1999

MR. RICHARD A. CREPAGE  
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**Appendix D**

**Letter of Permission from Yale University Press**



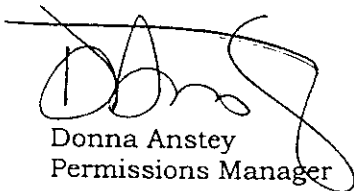
March 25, 1999

Richard Crepage  
Youngstown State University  
1796 Norwood St. NW  
Warren, OH 44485-2153

Regarding: Cookson, SCHOOL CHOICE (1994), list of "choice" definitions on pp. 14-16 to be used in your dissertation.

Thank you for your letter requesting permission to use the above-referenced material. We are pleased to grant nonexclusive world rights free of charge only for the use stated in your letter, unless special conditions are mentioned under (3) below, and no subsequent use may be made without additional approval. This permission is subject to the following terms:

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**APPENDIX E**

**Letter of Permission from Michael P. Hanlon**

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## Painesville City Local Schools

58 JEFFERSON STREET  
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TELEPHONE (440) 639-7000

FAX: (440) 639-7003

July 13, 1998

ADMINISTRATION

JOSEPH E. MUCCIARONE  
*Superintendent*

MICHAEL P. HANLON, JR. Ph.D.  
*Assistant Superintendent*

RICHARD J. BEELER  
*Administrative Assistant*

KAY GREGORY, Ph.D.  
*Director, Special Education*

HANK RICHARDSON  
*Director, Gifted Education*

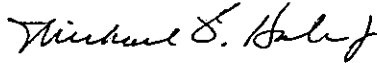
Mr. Rich Crepage  
1796 Norwood St. NW  
Warren, Ohio 44485-2153

To Whom It May Concern:

Please accept this letter as authorization for Mr. Rich Crepage to use and/or modify any/all of the survey instruments contained in the following dissertation:  
Interdistrict Open Enrollment: An Analysis of the Views of Multiple Stakeholders on Mandatory Public School Choice in Ohio.

Please do not hesitate to contact me if you require additional information in this regard.

Sincerely,

  
Michael P. Hanlon, Jr., Ph.D.

**APPENDIX F**

**Letter of Permission from Robert B. Farrell**



ADMINISTRATION BUILDING  
7550 Forest Road, Cincinnati, Ohio 45255

513/231-3600

July 2, 1998

Mr. Rich Crepage  
1796 Norwood Street North West  
Warren, Ohio 44485-2153

Dear Mr. Crepage:

You have permission to use or amend the survey that I utilized in my dissertation. Good luck with your research. If I can be of assistance, please give me a call.

Sincerely,

Robert B. Farrell, Ed.D.  
Assistant Superintendent

RBF:ckc

**APPENDIX G**

**Survey of Districts Open for the 1996-97 School Year**

**Open District Survey**

**SECTION I - DISTRICT DEMOGRAPHICS**

1. Your district is a \_\_\_ city \_\_\_ exempted village \_\_\_ local school district.
2. Your district adopted a policy that permits interdistrict open enrollment from adjacent school districts beginning with the school year:  
( ) 1993-94 ( ) 1994-95 ( ) 1995-96 ( ) 1996-97 ( ) 1997-98

**SECTION II - INTERDISTRICT OPEN ENROLLMENT PROGRAM PARTICIPATION**

3. For what reason(s) did your district choose to adopt a policy permitting interdistrict open enrollment? (Check all that apply.)
- \_\_\_ Available classroom space for additional students
  - \_\_\_ Promote district program(s)
  - \_\_\_ Source of additional revenue
  - \_\_\_ Adjacent districts have adopted an interdistrict open enrollment policy which posed a threat of a loss of students
  - \_\_\_ Public pressure for the district to participate in interdistrict open enrollment.
  - \_\_\_ Other (please describe)
- 
4. What was the approximate number of inquiries received by the district concerning interdistrict open enrollment for the 1997-98 school year? \_\_\_\_\_
5. What are the most frequent reasons given by parents for participation in the interdistrict open enrollment option? Please indicate the most frequent with 1, the second most frequent with 2, and the 3rd most frequent with 3.
- \_\_\_ Perceived quality of the educational program at the school students are entering
  - \_\_\_ Specific course(s)/program offered at the school the students are entering
  - \_\_\_ Social reasons indicated by parent/student
  - \_\_\_ Environment of the school the students are leaving
  - \_\_\_ Environment of the school the students are entering
  - \_\_\_ Quality of the teaching staff
  - \_\_\_ Quality of administration
  - \_\_\_ Day-care/Latchkey considerations
  - \_\_\_ Proximity to parent's workplace
  - \_\_\_ Extracurricular offerings
  - \_\_\_ Location to school
  - \_\_\_ Other (please explain)





**SECTION IV - DISTRICT INFORMATION IN INTERDISTRICT OPEN ENROLLMENT PUBLIC RELATIONS**

12. What are the component(s) in your district's interdistrict open enrollment plan that are provided to the public. (Please check all that apply.)

- Academic achievement data
- Special program offerings
- Curriculum focus
- Faculty and staff achievements
- Enrollment data
- School discipline records
- Only information that is required in the Guidelines for Implementation Interdistrict Open Enrollment
- Other (please describe)

**SECTION V - OVERALL IMPACT OF INTERDISTRICT OPEN ENROLLMENT**

13. Has the implementation of interdistrict open enrollment in your district or an adjacent district made changes necessary in any of the following? (Check all that apply.)

- A. Staffing:
  - Hiring additional teachers
  - Hiring additional other professionals
  - Hiring additional support staff
  - Laying-off teachers
  - Laying-off support staff
  - Changes in class size
- B. Curriculum:
  - Changes in the curriculum
- C. Parent involvement:
  - Changes in the manner/extent of parent involvement in the district
- D. Facilities:
  - Utilizing additional classroom space
  - Close building(s)/reorganize the district
- E. Financial:
  - Increased transportation costs
- F. Other:
  - Other (please describe)

14. Has interdistrict open enrollment resulted in any of the following issues being presented by the teachers' bargaining units as issues for negotiations either as a result of, or in planning for future years under open enrollment? (Check all that apply.)

- Class-size limitations
- No reduction in force due to enrollment declines caused by open enrollment
- Academic freedom issues
- Transfer procedures
- Grading and grading practices
- Other (please describe)

15. How has interdistrict open enrollment affected the manner in which funds are distributed to the district's schools? (Check all that apply.)

- Interdistrict open enrollment funds follow students to their new schools
- Receiving schools do not receive additional funds for new students
- Other (please describe)

16. What has been the overall impact of interdistrict open enrollment on the school district?

- (  ) Benefited the district      (  ) Benefited and harmed the district      (  ) Harmed the district      (  ) Neither benefited nor harmed the district

Please describe how interdistrict open enrollment has benefited/harmed the district.

17. Senate Bill 55 requires boards to adopt a resolution containing a policy that

- a. entirely prohibits interdistrict open enrollment from any other school district (except for students for whom tuition is paid),
- b. permits open enrollment of students from adjacent districts, as under current law, or
- c. permits the open enrollment of students from any other school district.

What option will your district adopt: (  ) a.      (  ) b.      (  ) c.



**SECTION VII - CHANGES IN THE LAW FOR IMPROVING INTERDISTRICT  
OPEN ENROLLMENT**

26. What changes in the laws governing interdistrict open enrollment would you suggest to improve the effectiveness of interdistrict open enrollment? (Check all that apply)

- Increase financial compensation by the state for additional students up to the expenditure per pupil of the receiving district.
- Full transportation reimbursement for transporting interdistrict transfer students.
- Incentive grants by the state to improve curricular programs.
- Potential for more cooperation with neighboring districts rather than competition.
- Cost of implementation funds from the state for additional administrative duties and brochures.
- Law is effective in its present form.
- Other (please specify) \_\_\_\_\_

27. Do you have additional comments regarding interdistrict open enrollment?

---

---

---

---

**\*Thank you for completing the questionnaire\***

**APPENDIX H**

**Survey of Districts Closed for the 1996-97 School Year**

**Closed District Survey**

**SECTION I - DISTRICT DEMOGRAPHICS**

1. Your district is a \_\_\_ city \_\_\_ exempted village \_\_\_ local school district.
2. Your district adopted a policy that does not permit interdistrict open enrollment from adjacent school districts beginning with the school year:  
( ) 1993-94 ( ) 1994-95 ( ) 1995-96 ( ) 1996-97 ( ) 1997-98

**SECTION II - REASONS FOR NOT PARTICIPATING IN THE OPEN INTERDISTRICT OPTION**

3. What do you perceive as the reasons your district has chosen NOT to participate in the interdistrict open enrollment option? (Please check all that apply.)

- Lack of classroom space in your school district for additional students
- Increased transportation cost or potential transportation problems
- Negative public perception of the policy could cause problems for the passage of future tax issues
- Lack of adequate funds from the state to compensate your district for the additional students
- Potential influx of students from neighboring districts with less socioeconomic status or large minority population
- Encourages students to transfer to your district for non-educational reasons like daycare and athletics
- Neighboring districts were not participating in the interdistrict open enrollment option so there was no threat of a loss of students
- Increase competition with neighboring districts
- Administrative problems caused by the new policy  
(Please specify) \_\_\_\_\_

---

- Participation by your district could encourage neighboring districts to utilize the open enrollment option and cause a potential loss of students for your district
- No incentive to offer more options to students from districts that do not vote or pay taxes in your district
- Other (Please specify) \_\_\_\_\_

4. Which three of the above reasons do you feel are the primary reasons for your district to decide not to participate in the interdistrict open enrollment option? Rank the three reasons with the most important reason first. (Enter the numbers from the list in item #3.)

First \_\_\_ Second \_\_\_ Third \_\_\_

**SECTION III - IMMEDIATE AND ANTICIPATED LONG-TERM IMPACTS OF INTERDISTRICT OPEN ENROLLMENT**

5. Has the implementation of interdistrict open enrollment in an adjacent district made changes in any of the following necessary? (Check all that apply.)

- A. Staffing:                     Hiring additional teachers
- Hiring additional other professionals
- Hiring additional support staff
- Laying-off teachers
- Laying-off support staff
- Changes in class size
- B. Curriculum:                 Changes in the curriculum
- C. Parent involvement:       Changes in the manner/extent of parent involvement in the district
- D. Facilities:                   Utilizing additional classroom space
- Close building(s)/reorganize the district
- E. Financial:                   Increased transportation costs
- F. Other:                         Other (please describe)

**SECTION IV - DISTRICT MARKETING/PUBLIC RELATIONS PLAN(S)**

6. What information services are utilized by the school district to inform parents about the school district? (Check all that apply.)

- Information concerning interdistrict open enrollment is part of the district's marketing/public relations plan
- Information published in school and district publications
- Information in local newspaper/broadcast media
- Information available on district website
- Direct mail to the homes of students in adjoining districts
- Informational meetings
- Information brochure describing program
- Information is provided only when requested by parents
- Other (please describe)

7. Does the school district provide transportation to students from your district participating in the interdistrict open enrollment option?

- Yes                                       No





13. For what reason(s) has your district decided to adopt the option indicated in #12?  
(Check all that apply.)

- Available classroom space for additional students
- No available classroom space for additional students
- Issue of school funding and the DeRolph decision
- Promote district program(s)
- Source of additional revenue
- Adjacent districts have adopted an interdistrict open enrollment policy that posed a threat of a loss of students.
- Public pressure for the district to participate in interdistrict open enrollment
- Other (please describe)

**SECTION V - CHANGES IN THE LAW FOR IMPROVING INTERDISTRICT OPEN ENROLLMENT**

14. What changes in the laws governing interdistrict open enrollment would you suggest to improve the effectiveness of interdistrict open enrollment? (Check all that apply)

- Increase financial compensation by the state for additional students up to the expenditure per pupil of the receiving district.
- Full transportation reimbursement for transporting interdistrict transfer students.
- Incentive grants by the state to improve curricular programs.
- Potential for more cooperation with neighboring districts rather than competition.
- Cost of implementation funds from the state for additional administrative duties and brochures.
- Law is effective in its present form.
- Other (please specify)

15. Do you have additional comments regarding interdistrict open enrollment?

**\*Thank you for completing the questionnaire\***

**APPENDIX I**

**Letter to Superintendents of Open Districts**



August 7, 1998

Dear Superintendent:

I am an Ed. D. candidate at Youngstown State University. For my dissertation research, I am conducting a study on the implementation and impact of Ohio's interdistrict open enrollment policy. I would like to invite you to participate in this study. Your participation will provide valuable data for this study.

*Introduction*

All qualifying school districts in Ohio were required to declare by July 1, 1993, under amended Senate Bill 140 their position as a district open or closed to the enrollment of students from districts abutting the district. In addition, Senate Bill 55, passed by the legislature in July, 1997, permits interdistrict open enrollment from any Ohio public school districts. According to information provided by the Ohio Department of Education, Division of School Finance for the 1996-97 school year, your district has chosen **to be open and permit students** in adjacent school districts to enroll in your district through interdistrict open enrollment. If this information is incorrect and you are a closed district, please contact me and I will send the survey for open districts. My e-mail address is [racrepag@aol.com](mailto:racrepag@aol.com) and my phone number is 1-330-399-4805.

The following questionnaire has been developed as a component of a research study that will examine the implementation of Ohio's interdistrict open enrollment policy. It should take approximately 20 minutes to complete the questionnaire. A coding system, based on district demographic data, has been developed. However, individual responses, as well as names of participating districts, will remain confidential.

*Directions*

Please complete the questionnaire based on your experience with the implementation of your school district's interdistrict open enrollment policy. The questionnaire will address actual participation within the program as well as perceptions and attitudes that surround school choice in **public** schools.

Following the completion of the questionnaire, please do the following:

1. Place the survey in the enclosed stamped envelope marked "A" and return
2. If any of these items are available, please place them in the stamped envelope marked "B" and return:
  - a. Copy of the district's public relations/marketing plan, if one has been developed by the district.
  - b. Copy of the district's policy, guidelines, forms, and any brochures, news releases, etc. related to interdistrict open enrollment.
3. Please return both envelopes by August 28, 1998.

Your completion and return of the questionnaire and other documents implies your consent to participate in this study.

Thank you for participating in this study.

Sincerely,

Richard A. Crepage  
Doctoral Candidate, Youngstown State University

**APPENDIX J**

**Letter to Superintendents of Closed Districts**



August 7, 1998

Dear Superintendent:

I am an Ed. D. candidate at Youngstown State University. For my dissertation research, I am conducting a study on the implementation and impact of Ohio's interdistrict open enrollment policy. I would like to invite you to participate in this study. Your participation will provide valuable data for this study.

*Introduction*

All qualifying school districts in Ohio were required to declare by July 1, 1993, under amended Senate Bill 140 their position as a district open or closed to the enrollment of students from districts abutting the district. In addition, Senate Bill 55, passed by the legislature in July, 1997, permits interdistrict open enrollment from any Ohio public school districts. According to information provided by the Ohio Department of Education, Division of School Finance, for the 1996-97 school year, your district has chosen **to be closed and not permit students** in adjacent school districts to enroll in your district through interdistrict open enrollment. If this information is incorrect and you are a open district, please contact me and I will send the survey for open districts. My e-mail address is [racrepage@aol.com](mailto:racrepage@aol.com) and my phone number is 1-330-399-4805.

*Introduction*

The following questionnaire has been developed as a component of a research study that will examine the implementation of Ohio's interdistrict open enrollment policy. It should take approximately 20 minutes to complete the questionnaire. A coding system, based on district demographic data, has been developed. However, individual responses, as well as names of participating districts, will remain confidential.

*Directions*

Please complete the questionnaire. The questionnaire will be used to gather data to assess rationales for non-participation, suggestions for improving the policy, and district marketing strategies.

Following the completion of the questionnaire, please do the following:

1. Place the survey in the enclosed stamped envelope marked "A" and return.
2. If any of these items are available, please place them in the stamped envelope marked "B" and return:
  - a. Copy of the district's public relations/marketing plan, if one has been developed by the district.
  - b. Copy of any brochures, news releases, etc. related to public relations and marketing of the district.
3. Please return both envelopes by August 28, 1998.

Your completion and return of the questionnaire and other documents implies your consent to participate in this study.

Thank you for participating in this study.

Sincerely,

Richard A. Crepage  
Doctoral Candidate, Youngstown State University



**APPENDIX K**

**Letter to Superintendents of Districts Originally Identified  
as Closed**



August 17, 1998

Dear Superintendent:

Thank you for bringing to my attention that your district has chosen **to be open and permit students** in adjacent school districts to enroll in your district through interdistrict open enrollment. Enclosed with this letter is a survey for open districts. As stated in the first letter that you received, I am an Ed. D. candidate at Youngstown State University. For my dissertation research, I am conducting a study on the implementation and impact of Ohio's interdistrict open enrollment policy. I would like to invite you to participate in this study. Your participation will provide valuable data for this study.

*Introduction*

The following questionnaire has been developed as a component of a research study that will examine the implementation of Ohio's interdistrict open enrollment policy. It should take approximately 20 minutes to complete the questionnaire. A coding system, based on district demographic data, has been developed. However, individual responses, as well as names of participating districts, will remain confidential.

*Directions*

Please complete the questionnaire based on your experience with the implementation of your school district's interdistrict open enrollment policy. The questionnaire will address actual participation within the program as well as perceptions and attitudes that surround school choice in **public** schools.

Following the completion of the questionnaire, please do the following:

1. Place the survey in the enclosed stamped envelope marked "A" and return
2. If any of these items are available, please place them in the stamped envelope marked "B" and return:
  - a. Copy of the district's public relations/marketing plan, if one has been developed by the district.
  - b. Copy of the district's policy, guidelines, forms, and any brochures, news releases, etc. related to interdistrict open enrollment.
3. Please return both envelopes by September 4, 1998.

Your completion and return of the questionnaire and other documents implies your consent to participate in this study.

Thank you for participating in this study.

Sincerely,

Richard A. Crepage  
Doctoral Candidate, Youngstown State University

**APPENDIX L**

**Letter to Superintendents of Districts Originally Identified  
as Open**



August 17, 1998

Dear Superintendent:

Thank you for bringing to my attention that your district has chosen **to be closed and not permit students** in adjacent school districts to enroll in your district through interdistrict open enrollment. Enclosed with this letter is a survey for closed districts. As stated in the first letter that you received, I am an Ed. D. candidate at Youngstown State University. For my dissertation research, I am conducting a study on the implementation and impact of Ohio's interdistrict open enrollment policy. I would like to invite you to participate in this study. Your participation will provide valuable data for this study.

*Introduction*

The following questionnaire has been developed as a component of a research study that will examine the implementation of Ohio's interdistrict open enrollment policy. It should take approximately 20 minutes to complete the questionnaire. A coding system, based on district demographic data, has been developed. However, individual responses, as well as names of participating districts, will remain confidential.

*Directions*

Please complete the questionnaire. The questionnaire will be used to gathered data to assess rationales for non-participation, suggestions for improving the policy, and district marketing strategies.

Following the completion of the questionnaire, please do the following:

1. Place the survey in the enclosed stamped envelope marked "A" and return.

2. If any of these items are available, please place them in the stamped envelope marked "B" and return:
  - a. Copy of the district's public relations/marketing plan, if one has been developed by the district.
  - b. Copy of any brochures, news releases, etc. related to public relations and marketing of the district.
3. Please return both envelopes by September 4, 1998.

Your completion and return of the questionnaire and other documents implies your consent to participate in this study.

Thank you for participating in this study.

Sincerely,

Richard A. Crepage  
Doctoral Candidate, Youngstown State University

**APPENDIX M**

**Follow-up Letter to Superintendents**



September 5, 1998

Dear Superintendent:

Recently you received a packet containing a survey regarding Ohio's interdistrict open enrollment. According to my records, your survey has not yet been returned. If you have completed and mailed your survey in the last few days, please accept my thanks for participating in this study.

If you have not had the opportunity to complete and return your survey, I ask that you complete and return your survey as soon as possible. If you are in need of another survey packet, please contact me by phone at 1-330-399-4805 or e-mail at [racrepage@aol.com](mailto:racrepage@aol.com). Your participation will provide valuable data for this study.

Thank you.

Sincerely,

Richard A. Crepage  
Doctoral Candidate, Youngstown State University



**Appendix N**

**ANOVA and Eta Squared Tables for Comparison of Means of Demographic Variables**

<b>Open and Closed</b>					
<b>Variable</b>	<b>Degrees of Freedom</b>	<b>F Value</b>	<b>Significance of F</b>	<b>Eta</b>	<b>Eta Squared</b>
<b>ADM</b>	<b>1, 609</b>	<b>17.481</b>	<b>0.000</b>	<b>0.167</b>	<b>0.028</b>
<b>MIN%ADM</b>	<b>1, 609</b>	<b>17.009</b>	<b>0.000</b>	<b>0.165</b>	<b>0.027</b>
<b>ADC%ADM</b>	<b>1, 609</b>	<b>16.7</b>	<b>0.000</b>	<b>0.163</b>	<b>0.027</b>
<b>REV/PUPIL</b>	<b>1, 609</b>	<b>32.784</b>	<b>0.000</b>	<b>0.226</b>	<b>0.051</b>
<b>EXP/PUPIL</b>	<b>1, 609</b>	<b>43.436</b>	<b>0.000</b>	<b>0.258</b>	<b>0.067</b>
<b>\$GAINED/LOST</b>	<b>1, 609</b>	<b>13.16</b>	<b>0.000</b>	<b>0.145</b>	<b>0.021</b>

<b>Open and Closed by Group Identifier</b>					
<b>Variable</b>	<b>Degrees of Freedom</b>	<b>F Value</b>	<b>Significance of F</b>	<b>Eta</b>	<b>Eta Squared</b>
<b>ADM</b>	<b>14, 596</b>	<b>109.802</b>	<b>0.000</b>	<b>0.849</b>	<b>0.721</b>
<b>MIN%ADM</b>	<b>14, 596</b>	<b>27.216</b>	<b>0.000</b>	<b>0.625</b>	<b>0.390</b>
<b>ADC%ADM</b>	<b>14, 596</b>	<b>39.625</b>	<b>0.000</b>	<b>0.694</b>	<b>0.482</b>
<b>REV/PUPIL</b>	<b>14, 596</b>	<b>46.561</b>	<b>0.000</b>	<b>0.723</b>	<b>0.522</b>
<b>EXP/PUPIL</b>	<b>14, 596</b>	<b>32.754</b>	<b>0.000</b>	<b>0.659</b>	<b>0.435</b>
<b>\$GAINED/LOST</b>	<b>14, 596</b>	<b>12.952</b>	<b>0.000</b>	<b>0.483</b>	<b>0.233</b>

<b>Open and Closed by Region</b>					
<b>Variable</b>	<b>Degrees of Freedom</b>	<b>F Value</b>	<b>Significance of F</b>	<b>Eta</b>	<b>Eta Squared</b>
<b>ADM</b>	<b>17, 593</b>	<b>17.481</b>	<b>0.020</b>	<b>0.224</b>	<b>0.050</b>
<b>MIN%ADM</b>	<b>17, 593</b>	<b>17.009</b>	<b>0.000</b>	<b>0.265</b>	<b>0.070</b>
<b>ADC%ADM</b>	<b>17, 593</b>	<b>16.7</b>	<b>0.000</b>	<b>0.482</b>	<b>0.232</b>
<b>REV/PUPIL</b>	<b>17, 593</b>	<b>32.784</b>	<b>0.000</b>	<b>0.408</b>	<b>0.166</b>
<b>EXP/PUPIL</b>	<b>17, 593</b>	<b>43.436</b>	<b>0.000</b>	<b>0.450</b>	<b>0.202</b>
<b>\$GAINED/LOST</b>	<b>17, 593</b>	<b>13.16</b>	<b>0.451</b>	<b>0.167</b>	<b>0.028</b>

Appendix O

**Chi-square Tables for Reasons for Participating in Interdistrict Open Enrollment**

	Available classroom space	
	Yes	No
Net Gain of Funds	72	28
Net Loss of Funds	25	27
No Gain/Loss of Funds	0	0

chi-square ( $df=1$ ) = 8.479

	Promote district program(s)	
	Yes	No
Net Gain of Funds	42	58
Net Loss of Funds	22	30
No Gain/Loss of Funds	0	0

chi-square ( $df=1$ ) = 0.001

	Source of additional revenue	
	Yes	No
Net Gain of Funds	85	15
Net Loss of Funds	25	27
No Gain/Loss of Funds	0	0

chi-square ( $df=1$ ) = 23.324

	Threat of a loss of students	
	Yes	No
Net Gain of Funds	56	44
Net Loss of Funds	35	17
No Gain/Loss of Funds	0	0

chi-square ( $df=1$ ) = 1.821

	Public pressure to participate	
	Yes	No
Net Gain of Funds	6	94
Net Loss of Funds	4	48
No Gain/Loss of Funds	0	0

chi-square ( $df=1$ ) = 0.159

Appendix P

**Chi-square Tables for Reasons for Not Participating in Interdistrict Open Enrollment**

		<b>Lack of classroom space</b>	
		<b>Yes</b>	<b>No</b>
<b>Net Loss of Funds</b>		65	10
<b>No Gain/Loss of Funds</b>		39	6

chi-square ( $df=1$ ) = 0.000

		<b>Increased transportation cost of potential transportation problems</b>	
		<b>Yes</b>	<b>No</b>
<b>Net Loss of Funds</b>		4	71
<b>No Gain/Loss of Funds</b>		8	37

chi-square ( $df=1$ ) = 4.840

		<b>Negative public perception and passage of future tax issues</b>	
		<b>Yes</b>	<b>No</b>
<b>Net Loss of Funds</b>		39	36
<b>No Gain/Loss of Funds</b>		19	26

chi-square ( $df=1$ ) = 1.077

		<b>Lack of adequate funds from state for additional students</b>	
		<b>Yes</b>	<b>No</b>
<b>Net Loss of Funds</b>		24	51
<b>No Gain/Loss of Funds</b>		22	23

chi-square ( $df=1$ ) = 3.394

		<b>Potential influx of students from districts with less socioeconomic status or large minority population</b>	
		<b>Yes</b>	<b>No</b>
<b>Net Loss of Funds</b>		21	54
<b>No Gain/Loss of Funds</b>		5	40

chi-square ( $df=1$ ) = 4.727

		<b>Encourages students to transfer for non-educational reasons</b>	
		<b>Yes</b>	<b>No</b>
<b>Net Loss of Funds</b>		26	49
<b>No Gain/Loss of Funds</b>		14	31

chi-square ( $df=1$ ) = 0.160

Appendix P (continued)

**Chi-square Tables for Reasons for Not Participating in Interdistrict Open Enrollment**

		<b>Neighboring districts Not participating--no threat of a loss of students</b>	
		<b>Yes</b>	<b>No</b>
<b>Net Loss of Funds</b>		8	67
<b>No Gain/Loss of Funds</b>		11	34

chi-square ( $df=1$ ) = 4.006

		<b>Increase competition with neighboring districts</b>	
		<b>Yes</b>	<b>No</b>
<b>Net Loss of Funds</b>		3	72
<b>No Gain/Loss of Funds</b>		2	43

chi-square ( $df=1$ ) = 0.014

		<b>Administrative problems caused by policy</b>	
		<b>Yes</b>	<b>No</b>
<b>Net Loss of Funds</b>		0	75
<b>No Gain/Loss of Funds</b>		2	43

chi-square ( $df=1$ ) = 3.390

		<b>Participation could cause neighboring districts to utilize open enrollment and cause a potential loss of students for district</b>	
		<b>Yes</b>	<b>No</b>
<b>Net Loss of Funds</b>		7	68
<b>No Gain/Loss of Funds</b>		1	44

chi-square ( $df=1$ ) = 2.286

		<b>No incentive to offer options to students from districts that do not pay taxes in your district</b>	
		<b>Yes</b>	<b>No</b>
<b>Net Loss of Funds</b>		26	49
<b>No Gain/Loss of Funds</b>		13	32

chi-square ( $df=1$ ) = 0.428

**Appendix Q**

**Chi-square Tables for Ranking of Reasons for Not Participating in Interdistrict  
Open Enrollment**

<b>Ranked First</b>	<b>Open Enrollment Activity</b>	
	<b>Net Loss of Funds</b>	<b>No Gain/Loss of Funds</b>
<b>Lack of classroom space</b>	45	31
<b>Negative public perception and passage of future tax issues</b>	10	6
<b>Lack of adequate funds from state for additional students</b>	3	3
<b>Potential influx of students from districts with less socioeconomic status or large minority population</b>	1	0
<b>Encourages students to transfer for non-educational reasons</b>	3	0
<b>Participation could cause neighboring districts to utilize open enrollment and cause a potential loss of students for district</b>	3	0
<b>No incentive to offer options to students from districts that do not pay taxes in your district</b>	4	1

Chi-Square (*df*=8) = 5.631

<b>Ranked Second</b>	<b>Open Enrollment Activity</b>	
	<b>Net Loss of funds</b>	<b>No Gain/Loss of Funds</b>
<b>Lack of classroom space</b>	10	3
<b>Increased transportation cost or potential transportation problems</b>	1	1
<b>Negative public perception and passage of future tax issues</b>	16	8
<b>Lack of adequate funds from state for additional students</b>	12	9
<b>Potential influx of students from districts with less socioeconomic status or large minority population</b>	7	3
<b>Neighboring districts not participating--no threat of a loss of students</b>	5	6
<b>Encourages students to transfer for non-educational reasons</b>	1	1
<b>No incentive to offer options to students from districts that do not pay taxes in your district</b>	2	2

Chi-Square (*df*=9) = 3.757

Appendix Q (continued)

**Chi-square Tables for Ranking of Reasons for Not Participating in Interdistrict Open Enrollment**

Ranked Third	Open Enrollment Activity	
	Net Loss of Funds	No Gain/Loss of Funds
Lack of classroom space	5	2
Increased transportation cost or potential transportation problems	0	3
Negative public perception and passage of future tax issues	7	2
Lack of adequate funds from state for additional students	5	5
Potential influx of students from districts with less socioeconomic status or large minority population	4	2
Encourages students to transfer for non-educational reasons	11	3
Neighboring districts not participating--no threat of a loss of students	2	4
Increase competition with neighboring districts	2	0
Participation could cause neighboring districts to utilize open enrollment and cause a potential loss of students for district	2	0
No incentive to offer options to students from districts that do not pay taxes in your district	6	6

Chi-Square ( $df=11$ ) = 14.366

**Appendix R**

**Chi-square Tables for Reasons for Change in the Present Laws**

<b>Increase financial compensation by the state for additional students up to the expenditure per pupil of the receiving district</b>		
	<b>Yes</b>	<b>No</b>
<b>Open</b>	71	80
<b>Closed</b>	52	67

chi-square (*df*=1) = 0.296

<b>Full transportation reimbursement for transporting interdistrict open enrollment students</b>		
	<b>Yes</b>	<b>No</b>
<b>Open</b>	38	113
<b>Closed</b>	35	84

chi-square (*df*=1) = 0.608

<b>Incentive grants by the state to improve curricular programs</b>		
	<b>Yes</b>	<b>No</b>
<b>Open</b>	35	116
<b>Closed</b>	18	101

chi-square (*df*=1) = 2.736

<b>Potential for more cooperation with neighboring districts rather than competition</b>		
	<b>Yes</b>	<b>No</b>
<b>Open</b>	48	103
<b>Closed</b>	21	98

chi-square (*df*=1) = 6.995

<b>Cost for implementation funds from the state for additional administrative duties and brochures</b>		
	<b>Yes</b>	<b>No</b>
<b>Open</b>	34	117
<b>Closed</b>	19	100

chi-square (*df*=1) = 1.810

<b>Law is effective in its present form</b>		
	<b>Yes</b>	<b>No</b>
<b>Open</b>	35	116
<b>Closed</b>	11	108

chi-square (*df*=1) = 9.143

Appendix R (continued)

Tables for Reasons for Change in the Present Laws

	Increase financial compensation by the state for additional students up to the expenditure per pupil of the receiving district	
	Yes	No
Net Gain of Funds	45	55
Net Loss of Funds	55	70
No Gain /Loss of Funds	23	22

chi-square ( $df=2$ ) = 0.694

	Full transportation reimbursement for transporting interdistrict open enrollment students	
	Yes	No
Net Gain of Funds	24	76
Net Loss of Funds	34	91
No Gain /Loss of Funds	15	30

chi-square ( $df=2$ ) = 1.374

	Incentive grants by the state to improve curricular programs	
	Yes	No
Net Gain of Funds	19	81
Net Loss of Funds	26	99
No Gain /Loss of Funds	8	37

Chi-Square ( $df=2$ ) = 0.231

	Potential for more cooperation with neighboring districts rather than competition	
	Yes	No
Net Gain of Funds	29	71
Net Loss of Funds	36	89
No Gain /Loss of Funds	4	41

Chi-Square ( $df=2$ ) = 7.886

	Cost for implementation funds from the state for additional administrative duties and brochures	
	Yes	No
Net Gain of Funds	19	81
Net Loss of Funds	26	99
No Gain /Loss of Funds	8	37

Chi-Square ( $df=2$ ) = 0.231

	Law is effective in its present form	
	Yes	No
Net Gain of Funds	28	72
Net Loss of Funds	15	110
No Gain /Loss of Funds	3	42

Chi-Square ( $df=2$ ) = 14.171



Appendix S

Chi-square Tables for Overall Impact of Interdistrict Open Enrollment

	Benefited the district	Benefited and harmed the district	Harmed the district	Neither benefited nor harmed the district
Open	65	31	15	40
Closed	1	2	20	58

chi-square ( $df=3$ ) = 77.501

	Benefited the district	Benefited and harmed the district	Harmed the district	Neither benefited nor harmed the district
Net gain of funds	60	20	1	19
Net loss of funds	6	13	33	58
No gain or loss of funds	0	0	1	21

chi-square ( $df=6$ ) = 129.007

Appendix T

Chi-square Tables for Changes as a Result of Interdistrict Open Enrollment

	Hiring additional teachers	
	Yes	No
Open	15	136
Closed	1	118

chi-square (df=1) = 9.872

	Hiring additional other professionals	
	Yes	No
Open	2	149
Closed	2	117

chi-square (df=1) = 0.058

	Hiring additional support staff	
	Yes	No
Open	4	147
Closed	1	118

chi-square (df=1) = 1.198

	Laying off teachers	
	Yes	No
Open	3	148
Closed	0	119

chi-square (df=1) = 2.391

	Laying off support staff	
	Yes	No
Open	3	148
Closed	0	119

chi-square (df=1) = 2.391

	Changes in class size	
	Yes	No
Open	76	75
Closed	4	115

chi-square (df=1) = 70.418

	Changes in the curriculum	
	Yes	No
Open	8	143
Closed	2	117

chi-square (df=1) = 2.442

	Changes in the manner/extent of parent involvement in the district	
	Yes	No
Open	17	134
Closed	2	117

chi-square (df=1) = 9.332

	Utilizing additional classroom space	
	Yes	No
Open	36	115
Closed	4	115

chi-square (df=1) = 22.118

	Closing buildings/reorganizing the district	
	Yes	No
Open	1	150
Closed	1	118

chi-square (df=1) = 0.029

	Increased transportation	
	Yes	No
Open	3	148
Closed	0	119

chi-square (df=1) = 2.391

Appendix T (continued)

**Chi-square Tables for Changes as a Result of Interdistrict Open Enrollment**

	Hiring additional teachers	
	Yes	No
Net gain of funds	13	87
Net loss of funds	2	123
No gain or loss of funds	1	44

chi-square ( $df=2$ ) = 14.280

	Hiring additional other professionals	
	Yes	No
Net gain of funds	2	98
Net loss of funds	1	124
No gain or loss of funds	1	44

chi-square ( $df=2$ ) = 0.751

	Hiring additional support staff	
	Yes	No
Net gain of funds	4	96
Net loss of funds	0	125
No gain or loss of funds	1	44

chi-square ( $df=2$ ) = 4.931

	Laying off teachers	
	Yes	No
Net gain of funds	1	99
Net loss of funds	2	123
No gain or loss of funds	0	45

chi-square ( $df=2$ ) = 0.789

	Laying off support staff	
	Yes	No
Net gain of funds	1	99
Net loss of funds	2	123
No gain or loss of funds	0	45

chi-square ( $df=2$ ) = 0.789

	Changes in class size	
	Yes	No
Net gain of funds	51	49
Net loss of funds	28	97
No gain or loss of funds	1	44

chi-square ( $df=2$ ) = 41.249

Appendix T (continued)

**Chi-square Tables for Changes as a Result of Interdistrict Open Enrollment**

	Changes in the curriculum	
	Yes	No
Net gain of funds	5	95
Net loss of funds	4	121
No gain or loss of funds	1	44

chi-square ( $df=2$ ) = 0.837

	Changes in the manner/extent of parent involvement in the district	
	Yes	No
Net gain of funds	11	89
Net loss of funds	8	117
No gain or loss of funds	0	45

chi-square ( $df=2$ ) = 5.885

	Utilizing additional classroom space	
	Yes	No
Net gain of funds	26	74
Net loss of funds	13	112
No gain or loss of funds	1	44

chi-square ( $df=2$ ) = 17.498

	Closing buildings/reorganizing the district	
	Yes	No
Net gain of funds	0	100
Net loss of funds	2	123
No gain or loss of funds	0	45

chi-square ( $df=2$ ) = 2.337

	Increased transportation costs	
	Yes	No
Net gain of funds	2	98
Net loss of funds	1	124
No gain or loss of funds	0	45

chi-square ( $df=2$ ) = 1.335

Appendix U

**Chi-square Tables for Transportation for Interdistrict Open Enrollment**

District provides transportation to students from your district participating in interdistrict open enrollment		
	Yes	No
Open	63	84
Closed	1	90

chi-square ( $df=1$ ) = 49.853

Transportation provided anywhere in the district whenever possible using existing transportation routes		
	Yes	No
Open	37	110
Closed	1	118

chi-square ( $df=1$ ) = 31.791

Transportation is provided within the attendance boundary of the receiving school only		
	Yes	No
Open	23	124
Closed	0	119

chi-square ( $df=1$ ) = 20.381

Transportation is provided from a pick-up/drop-off site located in an adjacent district		
	Yes	No
Open	13	134
Closed	0	119

chi-square ( $df=1$ ) = 11.065

District provides transportation to students from your district participating in interdistrict open enrollment		
	Yes	No
Net gain of funds	46	51
Net loss of funds	18	97
No gain or loss of funds	0	26

chi-square ( $df=2$ ) = 37.751

Transportation provided anywhere in the district whenever possible using existing transportation routes		
	Yes	No
Net gain of funds	28	69
Net loss of funds	10	114
No gain or loss of funds	0	45

chi-square ( $df=2$ ) = 28.260

Appendix U (continued)

**Chi-square Tables for Transportation for Interdistrict Open Enrollment**

	Transportation is provided within the attendance boundary of the receiving school only	
	Yes	No
Net gain of funds	16	81
Net loss of funds	7	117
No gain or loss of funds	0	45

chi-square ( $df=2$ ) = 13.237

	Transportation is provided from a pick-up/drop-off site located in an adjacent district	
	Yes	No
Net gain of funds	10	87
Net loss of funds	3	121
No gain or loss of funds	0	45

chi-square ( $df=2$ ) = 10.072

Appendix V

**Chi-square Tables for Negotiations Issues Associated with Interdistrict Open Enrollment**

	Class-size limitations	
	Yes	No
Open	33	118
Closed	9	110

chi-square ( $df=1$ ) = 10.348

	No reduction in force due to enrollment declines caused by open enrollment	
	Yes	No
Open	5	146
Closed	1	118

chi-square ( $df=1$ ) = 1.870

	Academic freedom issues	
	Yes	No
Open	2	146
Closed	0	119

chi-square ( $df=1$ ) = 1.588

	Transfer procedures	
	Yes	No
Open	8	143
Closed	1	118

chi-square ( $df=1$ ) = 4.104

	Grading and grading procedures	
	Yes	No
Open	3	148
Closed	0	119

chi-square ( $df=1$ ) = 2.391

	Class-size limitations	
	Yes	No
Net gain of funds	19	81
Net loss of funds	22	103
No gain or loss of funds	1	44

chi-square ( $df=2$ ) = 7.391

	No reduction in force due to enrollment declines caused by open enrollment	
	Yes	No
Net gain of funds	2	98
Net loss of funds	3	122
No gain or loss of funds	1	44

chi-square ( $df=2$ ) = .041

Appendix V (continued)

Chi-square Tables for Negotiations Issues Associated with Interdistrict Open Enrollment

	Academic freedom issues	
	Yes	No
Net gain of funds	0	100
Net loss of funds	2	123
No gain or loss of funds	0	45

chi-square ( $df=2$ ) = 2.337

	Transfer procedures	
	Yes	No
Net gain of funds	4	96
Net loss of funds	5	120
No gain or loss of funds	0	45

chi-square ( $df=2$ ) = 1.862

	Grading and grading procedures	
	Yes	No
Net gain of funds	1	99
Net loss of funds	2	123
No gain or loss of funds	0	45

chi-square ( $df=2$ ) = 0.789



Appendix W

Chi-square Tables for Marketing/Public Relations

Information concerning interdistrict open enrollment is part of the district's marketing/public relations plan		
	Yes	No
Open	27	124
Closed	4	116

chi-square ( $df=1$ ) = 13.968

Information published in school and district publications		
	Yes	No
Open	86	65
Closed	77	43

chi-square ( $df=1$ ) = 1.451

Information in local newspaper/broadcast media		
	Yes	No
Open	85	66
Closed	63	57

chi-square ( $df=1$ ) = 0.388

Information available on district website		
	Yes	No
Open	17	134
Closed	47	73

chi-square ( $df=1$ ) = 28.870

Direct mail to the homes of students in adjoining districts		
	Yes	No
Open	2	149
Closed	5	115

chi-square ( $df=1$ ) = 2.146

Informational meetings		
	Yes	No
Open	28	123
Closed	26	94

chi-square ( $df=1$ ) = 0.409

Information brochures describing program		
	Yes	No
Open	21	130
Closed	20	100

chi-square ( $df=1$ ) = 0.396

Information is provided only when requested by parent		
	Yes	No
Open	69	82
Closed	16	104

chi-square ( $df=1$ ) = 32.529

Appendix W (continued)

Chi-square Tables for Marketing/Public Relations

	Information concerning interdistrict open enrollment is part of the district's marketing/public relations plan	
	Yes	No
Net gain of funds	19	81
Net loss of funds	10	116
No gain or loss of funds	2	43

chi-square ( $df=2$ ) = 9.342

	Information published in school and district publications	
	Yes	No
Net gain of funds	56	44
Net loss of funds	82	44
No gain or loss of funds	25	20

chi-square ( $df=2$ ) = 2.392

	Information in local newspaper/broadcast media	
	Yes	No
Net gain of funds	57	43
Net loss of funds	69	57
No gain or loss of funds	22	23

chi-square ( $df=2$ ) = 0.826

	Information available on district website	
	Yes	No
Net gain of funds	12	88
Net loss of funds	36	90
No gain or loss of funds	16	29

chi-square ( $df=2$ ) = 12.751

	Direct mail to the homes of students in adjoining districts	
	Yes	No
Net gain of funds	2	98
Net loss of funds	4	122
No gain or loss of funds	1	44

chi-square ( $df=2$ ) = 0.334

	Informational meetings	
	Yes	No
Net gain of funds	19	81
Net loss of funds	27	99
No gain or loss of funds	8	37

chi-square ( $df=2$ ) = 0.362

Appendix W (continued)

Chi-square Tables for Marketing/Public Relations

	Information brochures describing program	
	Yes	No
Net gain of funds	15	85
Net loss of funds	20	106
No gain or loss of funds	6	39

chi-square ( $df=2$ ) = 0.169

	Information is provided only when requested by parent	
	Yes	No
Net gain of funds	46	54
Net loss of funds	37	89
No gain or loss of funds	2	43

chi-square ( $df=2$ ) = 25.333

**Appendix X**

**Chi-square Tables for Senate Bill 55 Options for Interdistrict Open Enrollment**

	<b>Closed</b>	<b>Open to students from adjacent districts</b>	<b>Open to students from any school districts</b>
<b>Open</b>	1	88	62
<b>Closed</b>	114	3	0

**chi-square (df=2) = 252.176**

	<b>Closed</b>	<b>Open to students from adjacent districts</b>	<b>Open to students from any school districts</b>
<b>Net gain of funds</b>	1	55	44
<b>Net loss of funds</b>	70	36	18
<b>No gain or loss of funds</b>	44	0	0

**chi-square (df=4) = 141.500**

Appendix Y

**Chi-square Tables for Reasons for Choice of Senate Bill 55 Option for Interdistrict Open Enrollment**

	Available classroom space for additional students	
	Yes	No
Open	74	77
Closed	16	103

chi-square ( $df=1$ ) = 37.873

	No available classroom space for additional students	
	Yes	No
Open	14	137
Closed	86	33

chi-square ( $df=1$ ) = 113.262

	Issue of school funding and the DeRolph decision	
	Yes	No
Open	27	123
Closed	29	90

chi-square ( $df=1$ ) = 2.426

	Promote district program(s)	
	Yes	No
Open	43	107
Closed	1	118

chi-square ( $df=1$ ) = 37.264

	Source of additional revenue	
	Yes	No
Open	95	56
Closed	6	113

chi-square ( $df=1$ ) = 95.195

	Adjacent districts are open-posed a threat of a loss of students	
	Yes	No
Open	70	81
Closed	3	116

chi-square ( $df=1$ ) = 64.829

	Public pressure to be open	
	Yes	No
Open	14	137
Closed	3	116

chi-square ( $df=1$ ) = 5.140

	Available classroom space for additional students	
	Yes	No
Net gain of funds	53	47
Net loss of funds	32	93
No gain or loss of funds	5	40

chi-square ( $df=2$ ) = 30.769

	No available classroom space for additional students	
	Yes	No
Net gain of funds	11	89
Net loss of funds	60	65
No gain or loss of funds	29	16

chi-square ( $df=2$ ) = 50.009

Appendix Y (continued)

**Chi-square Tables for Reasons for Choice of Senate Bill 55 Options for Interdistrict Open Enrollment**

	Issue of school funding and the DeRolph decision	
	Yes	No
Net gain of funds	18	81
Net loss of funds	26	99
No gain or loss of funds	12	33

chi-square ( $df=2$ ) = 3.058

	Promote district program(s)	
	Yes	No
Net gain of funds	27	73
Net loss of funds	17	108
No gain or loss of funds	0	45

chi-square ( $df=2$ ) = 17.826

	Source of additional revenue	
	Yes	No
Net gain of funds	68	32
Net loss of funds	31	94
No gain or loss of funds	2	43

chi-square ( $df=2$ ) = 69.340

	Adjacent districts are open-posed a threat of a loss of students	
	Yes	No
Net gain of funds	36	64
Net loss of funds	36	89
No gain or loss of funds	1	44

chi-square ( $df=2$ ) = 18.316

	Public pressure to be open	
	Yes	No
Net gain of funds	7	93
Net loss of funds	8	117
No gain or loss of funds	2	43

chi-square ( $df=2$ ) = 0.348

**APPENDIX Z**

**Human Subjects Research Committee Protocol**



August 3, 1998

Mr. Richard A. Crepage  
c/o Dr. David P. Ruggles  
Department of Educational Administration,  
Research, and Foundations  
UNIVERSITY

RE: HSRC Protocol #03-99

Dear Mr. Crepage:

The Human Subjects Research Committee has reviewed your protocol, "School Choice and Ohio's Interdistrict Open Enrollment Policy," (HSRC# 03-99), and determined that it is exempt from review based on a DHHS Category 2 exemption.

Any changes in your research activity should be promptly reported to the Human Subjects Research Committee and may not be initiated without HSRC approval except where necessary to eliminate hazard to human subjects. Any unanticipated problems involving risks to subjects should also be promptly reported to the Human Subjects Research Committee.

Sincerely,

Mr. Eric Lewandowski  
Administrative Co-chair  
Human Subjects Research Committee

cc

c: Dr. Linda Wesson, Chair  
Department of Educational Administration,  
Research, and Foundations  
Dr. David Ruggles, Advisor  
File

