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Attitudes of upper midwestern state school board members toward selected current critical issues related to public education

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ATTITUDES OF UPPER MIDWESTERN STATE SCHOOL BOARD
MEMBERS TOWARD SELECTED CURRENT CRITICAL ISSUES RELATED
TO PUBLIC EDUCATION

Iowa State University

PH.D.

1979

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Attitudes of upper midwestern state school board members
toward selected current critical issues
related to public education

by

Melvin L. Antrim

A Dissertation Submitted to the
Graduate Faculty in Partial Fulfillment of the
Requirements for the Degree of
DOCTOR OF PHILOSOPHY

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STATEMENT OF THE PROBLEM

Introduction

The dominant mood of the nation from 1969-1973 was one of disillusionment, brought about by such factors as the war in Vietnam, student protests and Watergate. Throughout this period of disillusionment confidence in public education has remained at a high level. Although the general level of confidence has been high during this period, surveys indicate that there were concerns about the public schools. In all but one of the Gallup Surveys (28, p. 2) conducted from 1969 to 1973, adults sampled in the surveys have named discipline as the number one problem of the schools in their own communities.

During recent years the desire of the public to hold teachers, schools, and school systems accountable for the education of students has become more widespread. The public's desire to see how well their schools compare in test scores with schools in similar situations is a good example. The strong interest of many members of the public in competency testing is also indicative of the ever expanding push for greater accountability.

For over 170 years American school board members have exercised power and control over the public schools. Because of the importance of school boards to local school districts, numerous studies of social and economic characteristics of school boards have been conducted. These studies represent a systematic attempt by educators to understand school boards. Few of the studies, however, have dealt with the relationship

of the social and economic characteristics of board members to their attitudes.

In 1917 Nearing (54) conducted one of the earliest studies of social characteristics of school board members. Nearing found that the majority of school board members was merchants, manufacturers, bankers, brokers and real estate men, and doctors and lawyers. In 1921 Struble (64) did a study which identified the average board member as having a median age of 48.4 years and found that few board members could be classified as laborers. In 1926 George Counts (20) completed a comprehensive study of social and economic characteristics of school board members.

Several studies of importance to this topic have been completed since 1950. Significant among these is the 1958 study by Frank Albert (2). Albert's study included 727 replies from 396 cities in the United States with thirty thousand or more population. The study dealt with social and economic characteristics of board members and the agreement of board members with various negative criticisms of education.

One of the more recent studies and perhaps the most comprehensive study of social and economic characteristics of school board members as related to attitudes was the 1966 study of Iowa School Boards by James Robinson (61).

Robinson's 1966 study fell at the time of the closing chapter of the Vietnam Conflict. Increasing school enrollments, teacher shortages, classroom shortages, and student activism were the order of the day. Several important changes have come about in the eleven years that have elapsed since Robinson's study was completed. Following almost three

decades of growth public school enrollment peaked in this country in 1972. Education now is facing acute pressures and problems associated with declining enrollment and the status of the national economy. Reduction in the school work force, general retrenchment, closing schools, cutting programs, and enlarging classes are commonplace in school districts. Teacher strikes and work stoppages in school districts are not unusual. The Tenth Annual Gallup Poll of the Public's Attitudes Toward the Public Schools (29) found that lack of discipline, and lack of financial support head the public's list of problems confronting America's schools in 1978. According to Gallup the public is continuing to question the schools about student achievement and the demand for "back to basics" echoes throughout the country.

The length of time since Robinson's (61) study was completed, coupled with the shifting problems of public schools make it logical for a substantial study of the social and economic characteristics of school board members and their attitudes to be made at this time.

This study covers, on a regional basis, the general area Robinson's study covered on a one-state basis.

The Problem

The problem of this study was to identify certain social and economic characteristics of public school board members in the states of Iowa, Minnesota, North Dakota, South Dakota, and Wisconsin and determine the relationship between the social and economic characteristics and attitudes toward selected current criticisms of public education.

The basic assumptions of this study were:

1. That attitudes can be measured with a survey instrument.
2. That a stratified sampling technique will produce results representative of the total population of board members in the Upper Midwestern Region.
3. That the board members will respond honestly, and that the attitudes as measured by the questionnaire are a true reflection of the attitudes of board members in their actual performance.
4. That the categories of items are independent.
5. That the questionnaire reflects the current critical issues in education.
6. That the data yielded by the study will be representative of states in the Upper Midwestern Region. (The data will not necessarily represent any particular state.)
7. That socioeconomic characteristics are significant variables in determining the attitudes of Upper Midwestern Region school board members toward selected criticisms of public education.

The following null hypotheses were tested in this study:

1. The relationship between the attitudes of school board members toward selected criticisms of public education and the size of the school enrollment of the district served is not statistically significant.
2. There is no statistically significant relationship between the age of board members and their attitudes toward selected criticism of public education.

3. The amount of formal education of board members is not statistically a significant factor in determining the attitude of board members toward selected criticisms of public education.
4. The relationship between the attitudes of school board members toward selected criticisms of public education and tenure on the board of education is not statistically significant.
5. There is no statistically significant relationship between the annual income of board members and their attitudes toward selected criticisms of public education.

Purpose of the Study

The importance of board members in local governance of public school districts justifies a systematic attempt by educators to be aware of the dynamics of school board approaches to current issues in education. The present era of reduced local control by both local boards and school administrators intensifies the need for such awareness. This study can assist school board members and superintendents by providing a further knowledge base for understanding of school board members and their attitudes.

The specific objectives of this study were:

1. To determine the relationship between district size and the attitude of school board members in the states of Iowa, Minnesota, North Dakota, South Dakota, and Wisconsin toward selected current criticisms of public education.
2. To determine the relationship between certain social and

economic characteristics of public school board members in the states of Iowa, Minnesota, North Dakota, South Dakota, and Wisconsin and their attitudes toward current criticisms of public education.

3. To determine the relationship between the size of districts and attitudes of board members in the Upper Midwestern Region of the United States toward selected criticisms of public education.

Definition of Terms

The following terms are defined to make more clear the meaning and scope of key words and phrases used in this study.

1. **Attitude:** Kerlinger (38) defines attitude as a predisposition to think, feel, perceive, and behave toward a cognitive object. In this study attitude shall be defined as the response of an individual board member to the statements of criticism of public education included in the mailed questionnaire.
2. **Criticism:** An expressed dissatisfaction with the public school system selected from current publications and other media.
3. **Social and Economic Characteristics:** The questionnaire for this study gathered information about the age, sex, marital status, education, occupation, religion, number of children, children attending public schools, income, tenure on the school board, property ownership and political affiliation.

4. Upper Midwestern Region: The states of Iowa, Minnesota, North Dakota, South Dakota, and Wisconsin.

Sources of Data

Data for this study were collected by means of questionnaires mailed to board presidents to be distributed to board members of 170 school districts in the states of Iowa, Minnesota, North Dakota, South Dakota, and Wisconsin. School districts included in the study were selected by the stratified random sampling technique for the 1,689 Upper Midwestern Region school districts which maintained either a kindergarten through twelfth grade program or a first through twelfth grade program of public education. School districts were stratified on the basis of student enrollment according to the enrollment data included in Educational Directory Public School Systems for 1975-76 compiled by the National Center for Educational Statistics.

The mailed questionnaire was used to determine the attitudes and composition of board members because of the many advantages of survey research.

Limitations

The scope of this investigation was confined to study of a sample of school boards in Iowa, Minnesota, North Dakota, South Dakota, and Wisconsin which are the governing bodies of public school districts which operated a twelve-year program of public education during the 1975-76 school year. The investigation excluded the governing bodies of private

and parochial schools in addition to public school districts which did not maintain either kindergarten through twelfth grade program or a first through twelfth grade program. The social and economic characteristics are limited to age, sex, marital status, education, occupation, religion, children, children attending public schools, income, tenure, property ownership, and political affiliation.

Data yielded by the study are representative of all of the five states included in the study but will not necessarily represent any one of the states.

There was no personal observation of board members as they responded to the questionnaires. The assessment of attitudes and opinions is based solely on the responses to the questionnaires.

Since this study provided information about the social composition and attitudes of board members toward criticisms of public education at a given time and place, long-term observations which might be valuable for prediction purposes were not revealed.

Inferences from this study must be limited to those board members serving in the Upper Midwestern Region. The information from the study must be limited to the total area and not be considered as appropriate for any particular state.

The criticisms selected for this study were drawn from a wide variety of current publications including books, newspapers, and magazines.

Organization of the Study

The material presented in this study was divided into five chapters. The first chapter includes a statement of the problem, basic assumptions, the hypothesis to be tested, purpose of the study, definition of terms, sources of data and limitations of the study. The second chapter is a review of pertinent literature and research related to the topic. The methods and procedures utilized in the study are explained in the third chapter. The fourth chapter presents the data yielded by the mailed questionnaire. The fifth chapter presents a summary of the findings, conclusions drawn from the findings, and recommendations for further study.

REVIEW OF LITERATURE

Introduction

This chapter cites literature and research directly related to the problem investigated by this study. The chapter includes four divisions: (1) The Basis for Local School Governance, (2) Characteristics of School Board Members, (3) Criticisms of Public Education, and (4) The Measurement of Attitudes.

The Basis for Local School Governance

Since the establishment of the first school committee as a result of an education act passed by the Massachusetts legislature in 1789 a substantial amount of literature has been produced about school boards (14, p. 19) and the proper role of school boards in public education. In 1826 the law was amended and the establishment of a school committee in each town was made obligatory. This pattern was eventually followed by other states as the nation was formed. A second major period of importance in the history of school boards was during the 1890s when the pattern of public school control by locally-elected officials was an issue. In 1895 a subcommittee of the famous "Committee of Fifteen" composed of prominent school administrators appointed by the Department of Superintendence of the National Education Association came close to recommending the elimination of school boards but instead recommended a division of power between boards and administration.

The Committee of Fifteen made several strong positive recommendations

but also criticized school boards in very strong language.

In 1916 Elwood Cubberly (in 14, p. 35) recommended that school boards be small, suggesting five to seven members. Cubberly contended that smaller boards were more effective and more efficient than larger boards and that large boards could be unwieldy and incoherent. Cubberly advocated that board members be elected from the district at large and not from wards. Cubberly believed that boards should act as legislative bodies and turn the executive function, i.e., the actual operation of the schools to the superintendent and staff.

In 1927 George S. Counts (in 14, p. 38) published his study of the social composition of school boards. Counts stated that the working people had charged that public schools were controlled by the "employing classes" and that labor was without representation, and further that school programs were biased in favor of the more fortunately-situated economic groups.

Counts' study found that city school board members were overwhelmingly business and professional people with no significant representation from labor and minority groups. Counts expressed concern about the adequacy of representation by various groups but in spite of this agreed with Elwood Cubberly's statement to the effect that the members of boards existing at that time were well-constituted to serve the best interests of society.

In 1933 Charles H. Judd, Dean of the School of Education at the University of Chicago, (in 14, p. 39) made a recommendation that school boards be abolished. Judd, angry about the corruption that existed on

the Chicago school board, was concerned about school board interference with professional experts. Judd's proposal did not spread. Professor Jesse Newlon of Teachers College, Columbia University, and former large city superintendent, recognized and was sympathetic with the problems cited by Judd but believed too much in democratic, representative government to support Judd's position.

Raymond E. Callhan (in 14, pp. 42, 43) supports the idea of school board control pointing out his concern regarding the power which should be granted to teachers and professional educators.

I should not like to see the time when our public schools could be completely controlled by professional educators, any more than I should like to see them controlled by bureaucrats, in state departments of education or in Washington.

Our arrangements of having locally elected school boards control the schools has served America well. The necessity of the representation of minorities can, and should, be taken care of within the existing structure of the local board. Certain problems, principally that of the proper division of power and functions between lay school boards and professional school people, are inherent in the system. But I like our tradition of having our citizens have a strong voice in the way our children are educated. With all the problems, I cannot think of any other system which I believe would work better. I should be sorry to see it modified very much.

This brief review of the history supports the importance of school boards in the public schools of America. For over 170 years school boards have exercised local power and control over the public schools.

Characteristics of School Board Members

One important part of this study is the identification of selected social and economic characteristics of school board members in the Upper Midwestern Region of the United States and study the relationship between the characteristics and the attitudes of school board members.

Much literature has been produced about school boards since 1789. This material includes numerous studies about social and economic characteristics of school board members. Few of the studies have dealt with the relationship between social and economic characteristics of board members and their beliefs or attitudes toward educational issues. It was expressed by W. W. Charters in 1955 (in 14, pp. 58, 110) that we should call a moratorium on studies of the social profile of school boards until we are ready to collect data on what differences, if any, the board's composition actually makes on behavior. Charters (13, p. 323) states:

Aside from the service the studies may perform historical description or for polemical debate, their value to a science of education seems to be seriously limited. The purpose of science is to provide verifiable reasons why differences occur between sets of facts; the procedure of science is to show that the differences between facts may be accounted for by another set of facts which are found to vary accordingly. The individual status studies do not seek to establish relationships between two sets of variables, but one might argue that taking a number of studies together they lay a solid groundwork of facts, the variations among which other studies could later attempt to explain.

The basic purpose of this study was not simply to ascertain the social and economic characteristics of school board members, as has been true of the majority of the studies on the subject. Although this study involves ascertaining and tabulating social and economic characteristics

of board members, this is only one phase in the process of determining the relationship between social and economic characteristics and the attitudes of board members toward criticisms of education.

One of the earliest researchers to study social characteristics of school board members was Nearing (54). In 1917 Nearing reported findings based upon data gathered by sampling 967 school board members from 104 cities in the United States with a population of more than 40,000. The conclusions were drawn from simple tabulation of the data yielded by the questionnaire. Nearing found that the majority of school board members were classified into five occupational groups--merchants, manufacturers, bankers, brokers, and real estate men, doctors and lawyers.

In 1921 Struble (64) made a comprehensive study of the social composition of public school boards in the United States. Struble's questionnaire gathered data regarding age, sex, occupation, and term of office of school board members from 169 cities. The cities represented ranged from less than 2,500 to more than 250,000 residents. Only fifty-four of the 761 male school board members for whom occupational information was secured could be classed as manual laborers. Struble described the average board member as having a median age of 48.4 years, serving on a school board consisting of 6.2 members for a median term of 4.2 years.

In 1920 George S. Counts (20, p. 89) initiated a study of the general organization and social composition of school boards. This landmark work completed in 1926 and published in 1927 has become one of the most widely quoted studies about the social and economic characteristics of school board members. The stated purpose of Counts' study was to secure certain

personal and social data regarding those citizens who constitute our boards of education.

Counts' study included 3,590 participating board members from 1,654 district school boards which included: 974 district boards serving rural communities; sixty-five county boards; thirty-nine state boards; forty-four boards controlling state colleges and universities and 532 city school boards. From the 3,590 participating school board members facts were gathered concerning age, sex, education, occupation and parental relationship to "throw some light on the character, interests, and bias of those persons who shape the policies of public education" (20).

The results of the study done by Counts reported the median age of school board members in the United States to be 48.3 years. Counts (20, p. 35) supports the significance of age to such a study when he states:

One of the most important questions that may be asked regarding the members of our boards of education is the question of age. It is generally believed that, as a generation grows older, it becomes more conservative, tends increasingly to present a closed mind to the world, and is inclined to turn its eyes towards the past. The truth of this belief has never been made the direct object of scientific study, but the evidence of biology, of psychology, and of common observation would seem to lend it support. Since the days of primitive man, the control of education has commonly been vested in the old man of the group. That this has tended to make organized and formal education conservative--if not reactionary--in its outlook, few students of education would deny. The condition in our own society today, therefore, should be of peculiar interest.

Counts reported that the characteristics of city board members were:

- | | |
|------------------------------|-------------------------|
| 1. age | 48.3 years |
| 2. sex | 14.3 percent were women |
| 3. tenure | 4.1 years |
| 4. children attending school | 53 percent |

5. occupation	32 percent business men
	30 percent professionals
6. education	32 percent elementary
	31 percent secondary
	46 percent higher

In 1933 Bert Vander Naald (69) conducted a study to obtain information pertaining to the social composition of Iowa school board members in towns of 2,500 or less population from rural consolidated districts. Only 674 of the 1,600 forms mailed or 42.1 percent were completed and returned. The low return leaves some question as to the reliability and validity of the following summary.

1. sex	3.7 percent were women
2. median age	45.3 years
3. median tenure	4.1 years
4. education	12.1 percent less than 8 years in school
	27.9 percent 8 years of school
	30.9 percent 1 to 4 years in high school
	29.1 percent 1 to 8 years of college
5. marital status	4 percent of the 674 board members were not married
6. occupation	42.3 percent were farmers
	13.1 percent were in the professional class
7. number of children	3.3 percent did not have children

- | | |
|---|--|
| 8. children enrolled in
the local school | 24.2 percent did not have
children in the local
school |
|---|--|

The results from Vander Naald's study differ from Counts' findings. One reason for the discrepancy is that Counts' study was confined to urban boards in contrast to Vander Naald's study of boards from rural consolidated districts.

Goldhammer (31) cited a 1946 study published by The Research Division of the National Education Association which identified characteristics of school board members. The study was based on over 3,000 replies from questionnaires sent to all city schools in communities of 10,000 population and above and to a sample of smaller city and rural school districts. Among the findings of the study were:

- | | |
|---------------|--|
| Education - | Forty-two percent of the board members were high school graduates, 30 percent were college graduates, and 28 percent did not finish high school. |
| Age - | The median age was forty-five. |
| Sex - | Ninety percent of the board members were male. |
| Occupations - | Twenty-eight percent of all board members were proprietors and executives, 27 percent were farmers, 15 percent were professionals, 7 percent were housewives, and 6 percent were all other categories. |

Also cited by Goldhammer (31) was a nationwide study conducted by Robert H. Brown in 1951. This study of the composition of school boards

in cities of 5,000 to 300,000 population yielded information comparable to the findings by George S. Counts in his study of the characteristics of school board members. Brown's study showed that 69.3 percent of the board members were proprietors, managers, and professionals. Brown's study also found that 48.3 years was the average age of school board members, and that the 86.4 percent of the board members were male.

In 1959 Frank R. Albert (2) conducted a national study of 396 school boards in cities of over 30,000. Albert's 727 replies from more than 3,200 questionnaires represented 27 percent of the 2,688 board members serving cities of over 30,000 population throughout the United States. Albert's survey instrument included statements of criticism judged to be representative criticism of public school education in the United States as well as items which called for the following information about the respondents:

1. Age
2. Marital status
3. Number of children or grandchildren in school
4. Occupation
5. Annual income
6. Education
7. Tenure on a school board
8. Sex

Albert used analysis of variance as the statistical technique to examine relationships between the characteristics of board members and their attitudes toward selected criticisms of public education.

Albert's findings about the social and economic characteristics of school board members were similar to the results of previous research studies. He found that the typical public school board member in cities of 30,000 population and over was a male in his late forties, is married, and has one or more children, wards, or grandchildren attending the public schools. The typical board member was a college graduate with an annual income of approximately \$12,000. Albert's study revealed that women represented 18 percent of the school board membership in cities of over 30,000 in 1958 and that the typical member had served on the school board for six years.

Albert concluded that the attitudes of board members toward unfavorable criticisms of the public schools did not seem to be significantly related to board members' occupations, education, length of service, incomes, size of district or whether board members had children, wards, or grandchildren attending the public schools. He found male board members, board members over sixty years of age, and board members of either sex who lived in the Middle Atlantic or Southeast states to be most likely to agree with current negative criticisms of the public schools.

Underwood and others (68) reported the results of a 1978 study conducted by the American School Board Journal and Virginia Polytechnic Institute and State University. The survey asked for the age of school board members, size of the district served, and sex of board members, along with school board members' opinions about the most pressing management concerns. The study compared school board members' opinions on the basis of sex and geographic location.

The authors stated that one of the biggest surprises in the findings was the dramatic increase in the number of female school board members from 1972 to 1978. A 1972 study conducted by the National School Boards Association indicated that only 11.9 percent of school board members were female while the study by the American School Board Journal (6) and Virginia Polytechnic Institute and State University found that females made up 26 percent of the respondents in 1978. The amount of participation on school boards by females was regional with the highest concentration of female board members (36.6 percent) serving in the central part of the nation, the lowest percentage served in the south (11.8 percent) and west (11.3 percent). In the northeast 25.7 percent of board members were women and in the Pacific region females made up 14.7 percent of the board membership.

The study found that board members are middle-aged and middle- or upper middle-class. Forty-one and six-tenths of the respondents were between the ages of forty to forty-nine. Almost 25 percent were between the ages of forty-five to forty-nine and 22.2 percent were between thirty to thirty-nine. The study found 9 percent over age sixty and 2.4 percent between the ages of twenty to twenty-nine. This article cited findings of a previous 1976 National School Boards Association (51) study which included:

Income

1. Twenty-two and four-tenths percent of respondents had family income of \$40,000 per year and more.
2. Eighteen and seven-tenths percent have family incomes of between \$20,000 and

\$29,000.

3. Twenty-six and one-tenth percent list family income as below \$20,000.

Education

1. Fifty-six percent have earned at least one college degree.

2. Twenty and eight-tenths percent have one to three years of college training.

3. Twenty-three percent have twelve years or less of formal schooling.

Religion

1. Seventy-one percent list Protestant religion.

2. Sixteen and three-tenths percent - Catholic

3. Two and two-tenths percent - Jewish

4. Ten and two-tenths percent checked other or chose not to respond.

Experience on board

1. Eighty-six and six-tenths percent have served one to ten years.

2. Ten and seven-tenths percent have served eleven to twenty years.

3. Two and one-tenth percent have served twenty-one to thirty years.

4. Six-tenths percent have served thirty-one years.

5. Thirty-seven and four-tenths served

fewer than one term.

6. Twenty percent served at least one term.
7. Twenty-three percent completed two terms.
8. Eight percent served three terms.
9. Sixty-one percent served more than one term.

Summary of social and economic characteristics

This selective review of literature provides an overview of the exploration of the social and economic backgrounds of board members.

The literature indicates that several of the characteristics of school board members have remained relatively constant over the past fifty years. Most of the literature indicates that the average public school board member is in his middle-to-late forties. The majority of the literature agrees that board members have more formal education than most of those they represent. In recent years more than half of the public school board members have at least a high school education and slightly fewer than half have one or more college degrees. The literature indicated that most public school board members are parents with children in the public schools.

The number of women serving on public school boards has increased slowly but steadily since Counts' (in 20) study in 1926. Counts' study disclosed that approximately 14 percent of the board members included were women. This trend has reflected in nearly every study done since that time.

Counts' study and those which have followed have found that board

members are not representative of the full array of occupations in a community. The predominant categories of occupations represented on public school boards are proprietors, managers, farmers, and professionals. The literature indicates that boards of education are controlled by members of the higher occupational groups. The average tenure of school board members has remained fairly constant over the years with most studies reporting that slightly over four years is the average length of service on a public school board.

The literature reviewed for this chapter does not provide conclusive data which explain relationships between social and economic characteristics of board members and their attitudes toward various facets of school operation. It is intended that this study will provide some data related to this topic.

Criticisms of Public Education

Public education has always been criticized but recently the criticism has been more flagrant and hostile than before. Almost everyone wants to talk about education but few members of the public have anything good to say about it. The present avalanche of criticism is attributable, at least in part, to an increasingly more vocal and more knowledgeable society which seeks accountability and value for the expenditures for education. The criticism has come from numerous sources and almost every aspect of public education has been the target of some faultfinding criticism. Teaching, curriculum, educational governance, financing public education and teachers have all been major targets of

criticism. Cries and complaints have come from students, academics, philosophers, educators, parents of middle class, minorities, and working class youths and from teachers.

Much of the criticism of public schools has resulted from sincere concern about education. Such criticism can be of value if it causes changes to be made as a result of responsible and rational study and consideration. Constructive criticism of public schools has value.

A part of the problem with public satisfaction with public education results from lack of agreement regarding the precise function of public education. In a pluralistic society instant answers to the demands of the public are not available. Agreement does not exist regarding whether education is a product or a process or both. Another reason for the ever-mounting criticism of public education may be general societal concern. Glockner (30, p. 40) has stated that:

The critics of education are in many cases unwittingly criticizing society. The school can be only as good as the society it serves, as good as the society permits the school to become.

The launching of Sputnik I on October 3, 1957 provided a landmark event upon which critics could base criticisms of the public schools. Since the American people were concerned about the position of the United States in the conquest for outer space as well as the relative strength because of concerns about national defense the pressure for increased achievement in the area of science was predictable.

In his article, "Critics and Criticism of Education", Allan C. Ornstein (56) stated that between the early 1940s and the early 1960s there was "A Great Debate," as to the purpose of education. Much of the

discussion centered around the issue of whether the schools were to promote intellectual training or social adjustment. This was a period during which many critics, primarily of a conservative nature, maintained that the schools were directing their efforts away from their main purpose and that the schools were failing badly. Much of the criticism (56) was directed toward the progressive movement in education with claims that the schools were "timewasters" and "playhouses". Ornstein (56) stated that teachers were criticized as anti-intellectual as well as ignorant of their subject matter and that professors of education were blamed for the poor academic preparation of teachers through useless and watered-down education courses.

Between the 1940s and the early 1960s school finance became the issue in scores of states and local communities. Factors such as increasing the scope of services, inflation, demand for higher-quality schools, and escalating teacher salaries contributed to the increasing concern about funding. The limited sources of funds directly available to local school districts has caused local school boards to recognize the need for greater access to revenue produced by sales, income and corporate taxes. Boards of education have become dependent upon other governmental agencies since at the present time it appears that only the state and federal government have access to broadly-based funds that will be adequate to fund education in the decades ahead.

During the 1960s several critics launched severe attacks on public education. The tone of the criticism began to change and shift to a liberal position and then to a radical left-wing position. Although

issues of Sputnik and the Cold War were beginning to diminish in the public memory interest continued in maintaining instructional programs in science and mathematics which would provide support for military and national defense needs. Interest in social and domestic issues became the major thrust of national policy-makers. Ziegler, Jennings and Wayne (75) name Silberman, Illich, Rickover, and Jencks as notable critics who addressed their writing toward intellectual and popular controversy in education. Allan Ornstein (56) lists Edgar Friedenberg, Paul Goodman, A. S. Neill, John Holt, Jonathan Kozol, Herbert Kohl, James Herndon, and Ivan Illich as being foremost among the radical critics. These critics generally are pessimistic about both schooling and society and hold schools responsible for reforming both schools and society.

Silberman described classrooms as virtual prisons. Illich advocated abolishment rather than restructuring schools and Jencks asserted that schools have no effect on one's income and that therefore they are ineffective agents of social change.

Zeigler et al. (75, p. 2) indicated that many Americans are disillusioned with education because of the discrepancy between apparent outcomes and societal expectancies.

Education has been the means to realize the American Dream. Not only does school provide knowledge necessary for success but it teaches discipline, the value of hard work, and patriotism - all values immediately related to The Dream.

Peter Cistone (14) in his book, Understanding School Boards, refers to 1960 as the beginning of a new era in the history of boards of education. He supports his position by noting that in 1960 and 1961 there were three teacher strikes in the United States. In 1969 through 1970 there were

180 teacher strikes. For the decade of 1960 to 1970 there were more than 500 teacher strikes. In most instances the strikes followed legislative decisions regarding collective bargaining. Not only did boards in the 1960s have to deal with the problems of collective bargaining, community groups began to challenge the power of boards of education in the late 60s. Cistone (14) stated that from the beginning of schools to 1960 American public schools were controlled largely by boards of education utilizing the power delegated by the laws of the states.

Cistone (14, p. 265) listed the following as major issues related to public education which emerged during the 1960s:

1. Race
2. Teacher militancy
3. Community control
4. Student activism
5. Inflation and concomitant concerns about escalating school costs
6. Demands for accountability.

The intense interest by the public in these areas has drawn schools and school-related issues more deeply into the body politic with boards becoming less insulated than they were previously. Skepticism about public schools has caused the role and influence of school boards to shift. By the late 1960s the general public was skeptical as education, despite the promises and efforts of The Great Society, did not succeed in mitigating poverty and other deeply embedded social problems. Increasing numbers of people expressed apprehension about the role of public education and the effectiveness of public education. This eroded confidence in boards

of education throughout the country.

Cistone (14) stated that overblown rhetoric and fallacious expectations that education could cure society's ills have created a backlash. Traditional and cherished notions about education were questioned as more citizens began to note a key distinction between education and formal schooling.

During the late 1960s basic questions were being asked about the one-time rather sacrosanct fundamental structure and mode of operating the public schools. The questioning undercut the credibility and influence of school officials and boards of education. Resources, relationships, race, and rules became issues. Coordination, control, prejudice, pocket-books, partnerships, and power became issues. School finance is a major issue or the central issue in scores of school districts. The issues of whether property tax can support elementary and secondary education has been complicated by inflation, demand for higher-quality schools, escalating teacher salaries as well as sharp increases in energy costs. Since only the state and federal governments have access to the broadly-based taxes produced by sales, income and corporate taxation school districts and school boards have become increasingly dependent on these agencies.

Cistone (14) points out that although money and working conditions are the primary overt issues in negotiation, struggles for control over educational policy often underlie the issues. The broadened scope of collective bargaining in some states has provided an avenue for teachers to gain influence over school district policy. The scope of bargaining in some states includes wages, hours, working conditions, class sizes,

curriculum, and educational policy in such areas as textbook selection, decision-making, pupil discipline, teacher qualifications and teacher evaluation. Cistone (14) states that teachers are in a position to circumvent the administrative hierarchy and deal directly with the board and superintendent. It should also be noted that teachers are in an excellent position to affect national and state legislation, interpretation of laws and rules, and can have an important effect on how any policy is implemented. This results in a reduction in the autonomy and authority left to the discretion of the school board.

Harris Polls (in 39, p. 161) taken in 1966 and 1974 indicated that there is a lessening of faith in educational institutions. This reduction in faith is understandable in view of the vast number of problems and issues which remain unresolved.

In their publication, School Boards in an Era of Unrest (50) published in 1970 The National School Board Association listed the following as crucial issues facing board members.

1. The concept of free and equitable educational opportunity for all American children.
2. The balance of environment essential to life and work.
3. Overpopulation
4. A burgeoning technology
5. Ecological control
6. Hunger
7. Desegregation
8. Collective bargaining

9. Crisis in urban centers
10. Controversy regarding sex education.
11. Financial plight of public education.

The publication stated that for many years the process of education has gone unquestioned. This because of the general respect for the institution of education and the traditional fear of questioning an established institution.

In their book, Farewell to Schools???, published in 1971, Daniel U. Levine, and Robert J. Havighurst (42) stated that until recently the desirability of schools and compulsory attendance for the young were taken for granted by both friends and foes of education. Even the most vociferous of critics at that time did not want to do away with schools. Their writings and positions were directed toward ways to improve the operation of the schools. Many of the critics of this period contented themselves with the detection and identification of faults, with the correction of faults, or the responsibility of such correction left in the hands of the educators. Other critics spelled out the corrections but nearly all of the suggested corrections were within the frameworks of schools as we know them.

As the 1970s progressed, so did the demands of the critics. The voice of the critics became more harsh the ideas more radical. Levine and Havighurst (42) stated that the volume of attacks on education was unusually high and that increasingly, the attacks were taking the form of an intensive barrage of catcalls, complaints, diagnosis, and freely-proffered remedies for perceived ills of education. They stated that since

public school systems with compulsory attendance requirements are responsible for serving the children of all of the people, compulsory school systems can and do become complex and unresponsive bureaucracies in which responsibility becomes too dispersed and displacement of goals tends to favor the interests of employees rather than clients.

Writing in the April, 1976 issue of the American School Board Journal, M. Chester Nolte (55) cited the assault on the authority and power of board members as the current critical problem for public school boards. Efforts by organized citizens groups, and organized teacher groups to assume part of the power and authority of the board and to cause decisions in their own behalf have an effect on the power of a school board. The ever-increasing quests for power are at odds with the facts about school governance. A school board cannot delegate its responsibility to decide to others and a board should not surrender its responsibility to decide. While a board goes about its decision-making process it is obligated to listen to its constituency but not necessarily to carry out what those people decree. The board has the responsibility to listen, make up its collective mind and then take the action it considers appropriate. The powers and duties of school boards have been delegated to school boards. Nolte (55) explained that duties of boards are enumerated in the codes while power comprises the decision-making activities that relate to the performance of the duties.

In an interview with a staff writer for the American School Board Journal published in June, 1977 Harold Webb (70), who served as executive secretary for the National School Boards Association stated that

increased public involvement in education began in the 1950s. He indicated that prior to the 1950s there was little need for school board members to defend their practices. Education, like many other institutions in America was in a growth era. In the early fifties the National Citizen's Committee for the Public Schools, along with some other groups began to generate public interest in what was going on in the public schools. Webb stated that real questioning of educational policies came along later when teachers began to organize and make militant demands of school boards and when the federal government and courts began to make increased use of the schools as a means to redress some of the acknowledged ills of society.

In more recent years the public has become less willing to support public schools in an unquestioning manner. This is, at least to some extent, attributable to the fact that people seem to have lost faith in what schools are turning out. Webb (70, p. 22) discussed the notion that the schools were expected to be the solution to every problem.

It's been an article of faith that education will help get us a job, a good job. Better--or more--education will ease the problems of the disadvantaged, right the wrongs of racism, wipe out social inequity.

Well, we're coming painfully to recognize that some of those expectations of education were unrealistic to start with. Nevertheless, they were there, and they were not fulfilled. The end result has been a disillusionment with the public schools, the institution on which people banked so heavily. Added to that is the complaint that kids can't read--or that they're out there increasing the juvenile crime rate, which must be the fault of the schools. Making the picture even grimmer is the fact that education no longer is a growth industry. Enrollments have leveled off or dropped, and that has only heightened confrontations with teachers and other groups over the significance of the decisions that are to be made, and especially what resources are to be expended.

Webb urged school boards to enlist the understanding and support of the general public and make them understand that the public's control of its schools is threatened today not only by federal regulations but by boards bargaining away policy-making functions to the unions and by allowing state departments of education the role of the all-knowing in dealing with local policy matters.

The public pressure for public school accountability has increased continuously throughout the 1970s. As of March 15, 1978 (59), thirty-three states had taken action to mandate the setting of minimum competency standards for elementary and secondary school students. The remaining states have taken steps toward minimum competency standards through pending legislation or studies by state boards of education.

The action on minimum competencies slowed down in 1978. Legislators are moving more slowly and more carefully than in 1976 and 1977 when legislation or state board action often consisted of one-page documents to implement full-scale programs. Prior to 1977 the legislation focused on high school graduation and involved setting standards and developing a test. In 1977, '78 and '79 the legislation and directives more frequently include testing in the elementary school and establishing periodic checkpoints with emphasis on remedial work.

The minimum competency testing movement is a call for reform which is being led by noneducators. Since competencies are so vital to education, it is interesting that the education establishment was by-passed. This raises a question regarding whether citizens believe their push for the three Rs has been too-long ignored.

In his book, The Literary Hoax: Paul Copperman (19) states that today's students are learning far less in school than their parents did. Copperman has related the achievement problems to time the students spend studying various subject matter areas stating that the average high school student takes 25 percent less English, 35 percent less world history, 35 percent less government and civics, 30 percent less geography and 20 percent less science and math than students were involved in a generation ago. Copperman's position is supported by results of Scholastic Aptitude Tests. An article in the March 31, 1975 edition of Time (47) reported a substantial drop in Scholastic Achievement Test Scores between 1962 and 1975, with scores dropping every year since 1962.

Sam McCandless, director of admissions testing for the College Entrance Examination Board (47) agrees that there has been a real drop in achievement. McCandless contends that positions supporting the notion that lower scores resulted from technical changes in the Scholastic Achievement Tests or from greater numbers of poor and minority students taking the tests are rationalizations.

The scope and depth of criticisms of education have continued to increase during the late 1970s. In the 1960s when money was more plentiful and an optimistic spirit flowed freely the public schools promised to deliver miracles if sufficient money were made available (62). The schools have been unable to make good on many of the promises with a result that legislators at both state and federal levels are convinced that money is not the answer. This problem is compounded by the erosion of the image of teaching as a helping profession more interested in

nurturing students than in personal rewards. The spread of collective bargaining for teachers has contributed to the self-protective image of teachers as a result of demands for benefits and working conditions and as a result of teacher strikes. Some critics of public education have begun to question the fundamental knowledge and skill of teachers. This is evidenced by the fact that competency testing (59) for teachers is beginning to appear. Georgia and Florida now require testing for recertification of teachers. Seventeen states now have mandated performance-based preservice training programs. New legislation for teacher competency testing had been introduced in Missouri, Tennessee, Kansas, and Arizona by March, 1978. While some of the criticism is valid since all professions have their share of incompetence it is important to remember that most of our teachers are competent, dedicated, and hard working.

Numerous articles express concern about curriculum, teaching, and student achievement. Writing in the February, 1976 American School Board Journal, David Martin (46) criticized the acceptance of nonstandard English by schools. Martin stated this concern that illiterate students will become illiterate teachers and that if individuals do not know skills they cannot possibly teach them. Martin, like many others, has suggested that schools place higher priority on teaching reading, writing, and arithmetic. Others have postulated that the problems of teaching skills to students successfully have not been due to an overt rejection of basic skills, but are the result of well-intentioned, though perhaps faulty or misguided educational practices and theories as well as pressures brought on by social ills. Martin (46) stated that some of today's liberal

educators seem to have responded to shortcomings in the teaching of reading, writing, and arithmetic with a decision to stop trying, and instead, of trying they take the position that love, openness, and self-awareness are more important than being able to read.

Because of concerns about various aspects of public school education, the number of private schools is increasing. In February, 1977 an article in Education U.S.A. referred to private academies as "segregationist academies" which support values closely related to the values of the parents. The article stated that although these academies demand financial sacrifice on the parts of parents they are thriving because they provide a sense of ownership and foster positive feedback about the programs they offer. Some critics of such private academies have expressed the following concerns:

1. They draw off students most likely to stabilize the public schools.
2. They perpetuate ignorance and a narrow view.
3. They offer a weak, narrow education.
4. They are taking students out of the public schools and thereby reducing enrollment and support for the public schools.

Some parents who are sending their students to private schools believe that public schools have thrown some essential educational ingredients out of the public schools, including the following:

1. Respect for authority
2. Patriotism
3. Prayer in schools

4. Emphasis on the three Rs.

5. Emphasis on academics

Further, some parents who have turned to private schools are angry at what is perceived as public education's tolerance of drugs, violence, permissive attitudes, and abandonment of traditional values.

Discipline continues to be viewed as one of the major concerns of the public about public school education. In all but one of the last ten years respondents to the Gallup Polls chose discipline as the number one problem facing public schools. Williams, writing in the January, 1979 Phi Delta Kappan, noted concerns about the violence committed against teachers, and student use of narcotics. The schools face a difficult problem in the area of discipline since this is an area when lack of respect for rules and authority is universal. Many parents do not know how to cope with their youngsters. Some appear to be uninterested in what their children do and do not control their study, bedtime, use of television, or behavior while not at school. Schools also deserve to be criticized regarding discipline. In many instances schools have acquiesced to pressures in the area of lowered attendance requirements, less enforcement of behavior standards, and lower standards for course work.

Many of the criticisms of public school education are directly related to the functions of school boards. The National Committee for Citizens in Education (in 5), an organization which urges organized citizen participation in education has said that school boards are being accused by citizens of being influenced almost exclusively by central administrators and not responding adequately to citizen needs. Criticisms have

increased during recent decades. Some causes identified are rising costs, rising taxes, and increasingly complex educational needs. In his book about the politics of schools Bendiner (8) made the following statement about the public school board.

Of all the agencies devised by Americans for the guiding of their public affairs, few are as vague in function as the school board, fewer still take office with such resounding apathy - and none other, ironically, is capable of stirring up the passions of the community to so fine a froth. This last effect, often disproportionate to the boards actual impact on events, is at least partially explained by its unique role in the process of government. For the school board is really neither legislative nor administrative in function, and only in a limited way, judicial. Almost entirely outside these normal categories, it has homier less precise functions, not usually to be found in the civics textbooks at all: it is local philosopher, it is watchdog, and it is whipping boy.

Board members have an obligation to weigh various actions and solutions to problems facing their districts. Many board members see themselves as representing diverse constituencies and many seek some semblance of community consensus before making major policy decisions. Board members' problems are multiplied by the fact that America appears to be wallowing in a period of disappointment and disillusionment. There is an aura of pessimism not only in foreign policy but in domestic affairs. Government is viewed as inevitably bungling and often corrupt. Public schools, like other social institutions are considered by many to be obsolete and ineffective. In spite of the plethora and the complexity of the solutions to problems, 61 percent of the citizens polled in the Tenth Annual Gallup Poll (29) of the Public's Attitudes Toward the Public Schools say they have a "fair amount" of confidence in their school boards. Since there is little agreement among members of the public as to either the

ends or means of schooling and because there is general consensus in those areas such as mastering fundamental skills, there is not much agreement on how they should be mastered, or to what degree it is unlikely that a high level of general satisfaction will be attained in the immediate future.

Boards of education face the problems of school finance and must deal effectively with financial problems and concerns. Money has become an important issue in school board elections. School districts are especially vulnerable to such massive public reactions as Proposition 13 since districts have few alternative ways to restore revenue resulting from cuts in their budgets. Fred Kessel of the California School Board Association (in 6) in commenting on the effect of Proposition 13 said "Unless the law is amended, local control of public education may be a thing of the past." Kessel's concern is realistic since the primary tax controlled by school boards is local property tax.

Lekachman (41) in his article "Proposition 13 and the New Conservatism", stated that California's endorsement of Proposition 13 was not an isolated phenomenon since on the same day Proposition 13 passed voters in Ohio defeated 117 out of 198 school financing proposals. Lekachman (41, p. 22) described the public mood as "sour, cynical, and self-regarding."

George H. Gallup (29), reporting on the "The Tenth Annual Gallup Poll of the Public Attitude Toward the Public Schools" stated that discipline topped the list of major concerns facing the local public schools of the nation. This has been true nine of the ten years since the Gallup

surveys were initiated. This was true with the total population that participated in the survey as well as with parent participants. With parents who participated discipline was ranked first, financial support was second, and third was dope and drugs. The fourth ranking concern was problems arising out of integration and busing. The fifth ranked problem was curriculum and poor standards.

Dope and drugs, after a dip in its ranking in the results of the 1977 poll moved to a higher place. For the first time crime and vandalism were mentioned enough to be placed in the top ten major problems.

The top problems as seen by all adults in the nation are:

1. Lack of discipline
2. Use of dope/drugs
3. Lack of proper financial support
4. Integration/segregation/busing
5. Poor curriculum/poor standards
6. Difficulty of getting good teachers
7. Size of schools/too many classes
8. Pupils' lack of interest
9. Crime/vandalism
10. Parents' lack of interest

The results of the 1978 poll indicated a slight drop in the public's ratings of the public schools. In the 1977 survey a total of 37 percent gave the public schools a rating of A or B. The 1978 survey results showed 36 percent rating the schools with A or B. In the 1977 survey 16 percent gave the schools D or Fail. In the 1978 survey approximately

one in five (19 percent) rated the schools as D or Fail.

When asked what the public schools should be doing that they are not now doing the respondents presented the following:

1. More strict discipline
2. Better teachers
3. Back to basics
4. More parental involvement - helping with their child's education
5. Higher scholastic standards - homework - longer school day
6. More education about health hazards
7. More emphasis on careers

By a two-to-one majority respondents favored promoting children from grade to grade only if they can pass examinations. If promotion or graduation were to be based on tests, a slight majority favor the tests to be developed on a local basis instead of a national or state basis.

Approximately two-thirds (64 percent) of the respondents cited alcohol use by students as a serious problem, with 66 percent citing marijuana use as serious. Approximately one-third (35 percent) stated that hard drugs usage was a serious problem.

A majority of citizens gave their school boards a vote of confidence. About two-thirds (61 percent) expressed confidence by indicating that they had either a fair amount of confidence or a great deal of confidence in their local school boards. Twenty-two percent indicated that they had little or no confidence in the ability of their school board to cope with school problems.

Criticism of public education has not slowed down during the late

1970s. The criticisms continue to be made in verbal attacks as well as through policy decisions and other actions which impact heavily upon education. The lack of public support for public education has been demonstrated by tax revolts, tuition tax credits, renewed arguments for the voucher system, and the drive for a constitutional convention for balancing the federal budget. Legislation which limits expenditures for public school education continues to be introduced in state legislatures. This disenchantment with public education and willingness to provide adequate financial support is a serious problem. The thrust for a barebones educational program could, if successful result in unequal opportunity for the children of America since the public schools might be attended only by students kicked out of private or parochial schools and those who could not afford private school in the first place. This division could result in a rigidly stratified society with little or no opportunity for upward mobility for a vast number of our citizens.

Speaking at the 1979 Association for Supervision and Curriculum development Annual Conference, John Goodlad (32) reported that the results of his "Study on Schooling" to be completed in the summer of 1979 will show that schools serve American Society by providing "a reasonably safe and only possible useful place to put kids". The study indicates that there is no relationship between parental satisfaction and schools performing assigned functions. The quality of custodial care and safety along with an environment where there is caring and concern for their children are much more important to parents than intellectual development.

There is little doubt that several important social and educational issues are in need of resolution. These issues include respect for authority, law and order, love for country, the tax structure, overpopulation, and the preservation of natural resources. Public education must assume its rightful share of the responsibility for resolving these issues.

Summary of criticism of public education

Criticism of public education has existed from the time public education began. Since schools are expected by members of society to maintain and improve society, it is not surprising that criticism of public schools has continued. The fact that American education is not in an era of growth and expansion coupled with prevailing economic conditions appears to intensify the efforts of critics. The literature shows that the criticism has come from a variety of sources including coalitions of parents, professional educators, students, legislators, former teachers, and professional writers and has been directed toward almost every aspect of public education. Included in the criticism are expressed concerns about (1) teaching, (2) curriculum, (3) educational governance by the state, federal government and the school board, (4) financing public schools, (5) the change in the image of teachers, (6) increasing costs of education and increasing taxes, (7) racial issues including school desegregation and integration, (8) failure to resolve social problems such as unemployment, ecological control, overpopulation, (9) collective bargaining for teachers, (10) controversy regarding sex education, (11) back to "basics" or education for minimum competencies, (12) declining scores on standardized

tests, (13) basic skills of teachers and literacy of teachers, (14) lack of attention to manners, morals and traditional values, (15) lack of discipline, (16) student problems related to the use of drugs and alcohol.

The reasons for the criticisms range from a sincere desire to improve public education to a desire for personal gain.

The Measure of Attitude

The volume of research and writing on attitude and the measurement of attitude is extensive. That literature most closely related to the purpose of this study, i.e., the measurement of attitude, is reviewed in this chapter.

Attitude has been defined by Kerlinger (38, p. 496) as an organized predisposition to think, feel, perceive, and behave toward a referent or cognitive object. Kerlinger (38, p. 496) further defined attitude as an enduring structure of beliefs that predisposes the individual to behave selectively toward categories, classes, sets of phenomena, events, behaviors, or constructs.

Guilford (34, pp. 456, 457) defined an attitude as a personal disposition common to individuals but possessed to different degrees, which impels them to react to objects, situations or propositions in ways that can be called favorable or unfavorable.

In 1935 Allport (in 25, p. 8) defined attitude as a "mental and neural state of readiness, organized through experience, exerting a directive or dynamic influence upon the individual's response to all objects and situations with which it is related".

Krech and Crutchfield (in 25, p. 187) expressed disagreement with Allport's statement that attitudes were "mental and neural states", by taking the position that attitude is "motivational, perceptual, and cognitive".

Krech et al. (40, p. 675) lists three basic ideas regarding the development of attitudes: attitudes develop in the process of want satisfaction, in group affiliation, and in the reflection of an individual's personality. In the process of satisfying wants, an individual may develop favorable attitudes toward those objects or people who satisfy him. He will develop unfavorable attitudes toward those who block the achievement of his goals.

An individual tends to reflect the beliefs, values, and norms of the groups with which he participates. The members of various groups come to consensus of belief about many issues, people, objects, etc., and these are shared. The group will reward the individual when he shares these "right" attitudes and punish him for "wrong" ones.

Simply stated, an attitude is a concept used to explain what happens between the stimulus or input and the response or output to shape or produce the output.

According to Lindzey and Aronson (43, p. 149), theorists from the time of Plato and Aristotle have postulated three basic conditions available to man in the human condition: Knowing, feeling, and acting. These three conditions, in current terminology, are called cognitive, affective and connotative--the three ingredients of attitude.

The cognitive ingredient refers to how the object is perceived,

i.e., the stereotype the person has regarding the attitude object. The affective ingredient of attitude refers to a person's feelings of like or dislike of the attitude object. The connotative ingredient refers to a person's gross behavioral tendencies toward an object and is usually measured in terms of how a person would behave in the presence of an object, i.e., aggressive or withdrawal.

In 1928 Thurstone (in 25, p. 77) defined attitude as ". . . the sum total of a man's inclinations and feelings, prejudice or bias, preconceived notions, ideas, fears, threats, and convictions about any specified topic."

Zimbardo and Ebbensen (76, p. 675) deplore the lack of common methods for measuring attitudes and the present state of confusion over a uniform definition for the term.

It follows then that results of attitude studies are difficult to compare across lines. Even when results appear to be identical, different techniques for translating responses into quantitatively defined variables are frequently used.

Zimbardo and Ebbensen present a list of measurement techniques which are presently being used: rating scales (agree-disagree, true-false, like-dislike, good-bad, degree of esteem, acceptance-rejection), rankings of alternatives (values, moods, intention, likelihood), verbal reports, time measure, physiological measures, and unobtrusive measures. Krech et al. (40, p. 654) maintain that of all the methods used in attitudinal measurement the most widely used is the attitude scale. The scale is a set of statements to which the subject responds. The pattern of his responses provides a way of inferring something about his attitude.

Three scaling methods have been selected for review for this study: (1) Thurstone's (in 25, p. 88) method of equal-appearing intervals, (2) Likert's (in 25, pp. 95, 96) method of summated ratings, (3) Guttman's (in 25, pp. 106, 107) scalogram.

Thurstone's method of equal-appearing intervals scales include a universe of items which is considered to be an ordered set with the scale value of items differing. The scaling procedure determines the scale values. The intervals between the items on the final scale are equal. The Thurstone method involves the elicitation of opinions about a particular issue and orders them on a favorableness-unfavorableness continuum such that there appears to be equal distance between adjacent statements. Each statement is numerically scaled relative to the subject's judged position as indicated by a check mark he places on the continuum beside the statements with which he agrees. A score is yielded by calculating the mean of the values assigned to the statements checked by the respondent.

The scale is constructed by collecting a large number of opinion statements about a particular issue. These statements are sorted into eleven categories by a panel of judges. The eleven categories make up a continuum from favorable to neutral to extremely unfavorable opinions on the issue. The statements are placed into the eleven categories by interjudge agreement. The final scale is constructed with statements which fall at relatively equal intervals on the continuum.

Guttman's Scalogram or cumulative scale uses a scale continuum ordered according to the acceptability to the subject of a statement

relative to an attitudinal trait. The statements are ordered from those which most people would accept to those only a very few can agree to. The Guttman scale is refined by using sample subjects who respond to an equal set of items. Their responses are analyzed and poor items are eliminated. The process is repeated until an acceptable set of scale items is developed. Attitudes are measured by having subjects check all of the statements on the scale which they are able to accept. The scores are determined by the type of statement the subject accepts.

The Likert Scale of summated ratings is made up of a series of opinions about an issue. The subject indicates his agreement or disagreement with each item. Likert's method presents the subject with a statement calling for a response selected from five numerically weighted alternatives from strongly agree to strongly disagree. The basic assumption of this method is that the response to each item in the scale covers the entire attitude continuum and that the individual's choice or degree of acceptance or rejection determines his position on the continuum. The score is derived by summing an individual's responses. The Likert Scale does not assume equal intervals between scale values. The space between "agree" and "strongly disagree" may be different from the space between "agree" and "undecided". The Likert Scale is constructed somewhat like Thurstone's with the exception that a sample of subjects, rather than expert judges, is used in construction of the instrument.

Edwards (23, p. 14) has listed the following criteria for editing statements for an attitude scale:

1. Avoid statements that refer to the past rather than to the

present.

2. Avoid statements that are factual or capable of being interpreted as factual.
3. Avoid statements that may be interpreted in more than one way.
4. Avoid statements that are irrelevant to the psychological object under consideration.
5. Avoid statements that are likely to be endorsed by almost everyone or by almost no one.
6. Select statements that are believed to cover the entire range of the effective scale of interest.
7. Keep the language of the statements simple, clear, and direct.
8. Statements should be short, rarely exceeding twenty words.
9. Each statement should contain only one complete thought.
10. Statements containing universals such as all, always, none and never often introduce ambiguity and should be avoided.
11. Words such as only, just, merely, and others of a similar nature should be used with care in writing statements.
12. Whenever possible, statements should be in the form of simple sentences rather than in the form of compound or complex sentences.
13. Avoid the use of words that may not be understood by those who are given the completed scale.
14. Avoid the use of double negatives.

Kerlinger (38) lists advantages of the Likert-type scale for attitude measurement in which it is intended that all items are to be considered

approximately equal and to which the desired response of the subject is the degree of agreement with each item. Another advantage is that responses to the individual items on a Likert-type scale can be summed and averaged to yield an attitude score for sections of the scale or for the total attitude scale. The Likert-type attitude scale is a summated rating scale which provides a means for ascertaining the intensity of the attitude with subjects having an opportunity to select a position on a five-point scale with descriptors ranging from strongly agree to strongly disagree. This is an advantage since it provides for greater variance in results. The Likert-type scale has a disadvantage which consists of response-set variances since individuals have varying tendencies to use extreme responses, neutral responses, agree responses and disagree responses. This response-set factor may confound the attitude variance.

After careful study of the Thurstone's method of equal-appearing intervals, Likert's method of summated ratings and Guttman's Scalogram it was decided that a modified Likert-type response mode would be used for this study. The Likert-type scale was selected as appropriate for this study because of the following features.

1. The attitude scores derived from a Likert-type rating scale can be summed and averaged.
2. The scale assumes that all items are approximately equal in value.
3. The response of the subject indicates the degree of agreement or disagreement with each item.
4. The Likert-type scale can be used as a written instrument.
5. The development process for the scale can be modified to utilize a judgment panel rather than a sample of subject.

METHODS AND PROCEDURES

Introduction

The procedure used in this study was survey research which involved a stratified cluster technique. The sample was selected from the 1,689 school districts in Iowa, Minnesota, North Dakota, South Dakota and Wisconsin.

The questionnaire asked for information about selected social and economic characteristics of the board members who responded. Besides providing descriptive data which identify characteristics of board members in the Upper Midwestern Region each board member was asked to respond to a questionnaire which called for a judgment about each of the seventy-five criticisms of public education.

The research methods and procedures used in this study were similar to the approaches used by James Robinson (61) in his study of Iowa school board members.

Selecting the Sample

Cochran (17, p. 1-2) cites four principal advantages of sampling as compared with complete enumeration. The four advantages are reduced cost, greater speed, greater scope, and greater accuracy.

This study was limited to a study of a sample of school board members in Iowa, Minnesota, North Dakota, South Dakota, and Wisconsin. Only public school districts which operated a first through twelfth grade program were included in the study. Table 1 shows the distribution of school

Table 1. Frequency distribution by enrollment of Upper Midwestern Region school districts

Interval	Frequency	Interval	Frequency
118,800	1	8,000	2
54,400	1	7,900	2
42,000	1	7,700	1
41,100	1	7,600	1
31,000	1	7,400	2
30,900	1	7,300	1
30,000	1	7,200	1
24,900	1	7,100	1
23,000	1	7,000	1
22,900	1	6,900	2
21,900	1	6,700	6
21,700	1	6,600	2
20,900	1	6,500	2
20,700	1	6,400	2
18,600	1	6,300	2
17,100	1	6,100	1
16,600	1	6,000	2
15,500	1	5,700	1
14,500	1	5,600	1
13,900	2	5,400	1
13,700	1	5,300	1
13,400	1	5,200	3
13,300	1	5,000	2
13,000	1	4,900	3
12,600	1	4,800	2
12,100	1	4,700	3
11,900	1	4,600	3
11,600	1	4,500	1
11,400	1	4,300	3
10,900	2	4,200	5
10,700	3	4,100	3
10,500	1	4,000	3
10,200	1	3,900	3
10,000	1	3,800	4
9,400	2	3,700	1
9,300	2	3,600	7
9,000	2	3,500	4
8,700	1	3,400	2
8,600	1	3,300	8
8,500	1	3,200	10
8,400	1	3,100	8
8,300	2	3,000	4

Table 1 (Continued)

Interval	Frequency	Interval	Frequency
2,900	8	1,400	37
2,800	11	1,300	30
2,700	6	1,200	29
2,600	6	1,100	45
2,500	11	1,000	54
2,400	16	900	74
2,300	10	800	82
2,200	15	700	89
2,100	16	600	112
2,000	14	500	129
1,900	13	400	163
1,800	18	300	170
1,700	19	200	137
1,600	35	100	118
1,500	24	1-99	29

districts by enrollment in intervals of 100 students in the Upper Midwestern Region. The sample was selected through a process that involved developing a frequency table which organized the enrollment of public school districts with a first through twelfth grade program into intervals of 100. The intervals of 100 were then grouped into ten strata.

Since one of the null hypotheses for this study was that the size of the school district enrollment is not a significant factor in determining the attitude of board members toward criticisms of public education, it was necessary to utilize size strata. The sampling technique used in the study provides for systematic representation from each size stratum.

The technique recommended by Cochran (17, pp. 101-104, 105-107) and used by Robinson (61) to divide the population into ten strata was

used in this study.

A total of 170 school districts was included in the sample. The enrollment information in this study was taken from the Education Directory Public School Systems 1975-76, compiled by the National Center for Educational Statistics. Since no accurate list of school board members was available and the cost and time involved in compiling such a list would be prohibitive it was decided that a clustered sample involving all of the board members in the districts selected in the sample would be used in the survey.

After careful consideration of the plan developed by Cochran and used by Robinson and upon the advice of Roy D. Hickman, Professor of Statistics at Iowa State University, a decision was made to use the size intervals developed by Robinson and to allocate the sample of 170 school districts to the size strata in the same proportions Robinson (61) used. The number of districts for each stratum was calculated by determining the portion of the total that Robinson included in each stratum and using the percent to develop the allocation of the 170 districts to be included in each stratum. Table 2 shows the number and allocation of the sample included in each stratum in this study.

The school districts within each state were arranged by size within each stratum and assigned a rank order number. In order to assure randomness of the sample within each stratum a starting number was generated by using a table of random numbers. Additional samples were drawn according to the allocation for the particular stratum for the state involved. Each board member serving the 170 selected school districts was included

as a part of the sample.

Table 2. Sample of Upper Midwestern Region school districts

Interval	Stratum	N	Allocation of 170	Integer allocation
6,900 or more	1	65	19.99	20
2,900-6,899	2	111	21.68	22
2,100-2,899	3	91	14.99	15
1,600-2,099	4	99	14.99	15
1,200-1,599	5	120	16.66	17
900-1,199	6	173	13.33	13
700-899	7	171	14.99	15
500-699	8	241	25.01	25
400-499	9	163	8.33	8
200-399	10	307	19.99	20

Description of the Instrument

The questionnaire for this study was comprised of two major parts. The first part of the questionnaire was designed to gather information about social and economic characteristics of board members. The characteristics selected were: (1) age, (2) sex, (3) marital status, (4) education, (5) occupation, (6) religious affiliation, (7) number of children, (8) number of children attending public school, (9) income, (10) tenure on board, (11) property ownership, and (12) political affiliation. These characteristics were selected because of their primary importance

to this study as well as to provide a basis for comparisons with the results of previous research.

The second part of the questionnaire was developed to identify the attitudes of school board members toward criticisms of public education in the United States. The seven general areas included in the attitude scale were: (1) collective bargaining, (2) curriculum, (3) discipline, (4) educational governance, (5) financing public education, (6) teachers, (7) teaching methods and techniques. The five responses provided for the attitude scale were: strongly agree; agree; undecided; disagree; and strongly disagree. The attitude items were developed from statements selected from books, magazines, newspapers, pamphlets, and other published materials. The process involved skimming published material to find comments and criticisms related to public school education. Over three hundred statements were located during the original search. The statements and the context surrounding the statements were read carefully in order to be sure that the meanings were clear. The statements of criticism were copied and classified according to the seven categories of criticisms included in the study. In situations in which two or more statements were similar in nature the stronger of the statements was retained. Items which were not appropriate for the selected categories and criticisms which had appeared in the published material only one time during the search were discarded. Each of the statements retained for the attitude scale was edited and rewritten as needed in order to cause the statement to more nearly represent the expression of an attitude rather than a statement of fact. Guidelines summarized by Edwards (23)

were used in the rewriting and editing process. Because of discarding some of the statements selected in the original search and because of the need to include a sufficient number of items in each category, the process of selecting, editing, and rewriting was repeated.

The next step in the construction of the attitude scale was to validate the statements of criticism prior to sending them to the districts included in the sample. This was accomplished through the services of a judgment panel of persons with special qualifications, experience, and expertise. Those invited to serve on the judgment panel included (Appendix C) university professors, area education agency administrators, superintendents of schools, the directors of the school board associations in each of the states in the study, three managing editors of major newspapers, and the state PTA presidents from each of the states included in the study. Members of the judgment panel were asked to respond to each item by checking one of the five responses, each of which was assigned a scale value. The responses and scale values were:

Strongly disagree	5
Disagree	4
Undecided	3
Agree	2
Strongly agree	1

Statements were arranged on the questionnaire by rank order in each of the seven categories. The rankings were used to select the statements to be used in the final questionnaire.

Collection of the Data

The questionnaires for individual board members of each district included in the study were mailed to the president of the school board. Each board president also received a letter explaining the study and soliciting assistance in distributing the questionnaires. One copy of the questionnaire and a self-addressed, stamped envelope were provided for each board member. Since the number of board members varies from district to district, information about the actual number of board members serving each district was requested from the district superintendents. In some instances it was necessary to contact the state departments of education or state school board associations in order to get the information. The superintendents of each district involved in the study received a copy of the information sent to board members.

Each questionnaire was coded with an assigned school number which included digits which indicated the size stratum and the school district the response represented. The code numbers provided information which facilitated follow-up contacts.

Follow-up letters were sent to board presidents in districts from which at least three usable returns were not received.

Each completed questionnaire was used regardless of number of responses received from that district.

Social and economic characteristics were treated as descriptive data and were tabulated for each of the ten enrollment strata as well as for the total sample.

The attitude scales were scored with scale values of:

Strongly agree	5
Agree	4
Undecided	3
Disagree	2
Strongly disagree	1

The statistical treatment used in this study was multiple classification analysis of variance. Analysis of variance is a powerful model which allows the researcher to determine whether there are statistically significant differences in the means of two or more sets or groups representing an independent variable with respect to a dependent variable. Multiple classification analysis of variance permits a researcher to test relationships between one dependent criterion variable and two or more independent variables or factors. Use of multiple classification analysis of variance made it possible to make comparisons of the means of the attitude scores for the seven categories of attitude items according to the six factors of social and economic characteristics involved in the study. The statistical technique also made it possible to compare the means of attitude scores for the three or four classifications within each of the social and economic characteristics. The analysis of data included examination of the main effects as well as the interactions between social and economic characteristics and attitude scores.

Six factors of social and economic characteristics were involved in the analysis. Each characteristic was divided into three classifications of levels except the category, occupation, which was divided into four classifications. The classifications are:

- | | |
|-------------------|--|
| a. Size of school | 1. 2900 and over |
| | 2. 900 to 2899 |
| | 3. 899 and under |
| b. Age | 1. 39 and below |
| | 2. 40 to 49 |
| | 3. 50 and over |
| c. Education | 1. 12 and under |
| | 2. 13 to 16 |
| | 3. 17 and over |
| d. Occupation | 1. Professional &
Technical |
| | 2. Self-employed
businessman, man-
ager and official |
| | 3. Farm operator |
| | 4. All others |
| e. Years on board | 1. 2 and below |
| | 2. 3 to 6 |
| | 3. 7 and over |
| f. Income | 1. \$14,499 |
| | 2. \$15,000 to \$26,499 |
| | 3. \$26,500 and over |

The responses to items about religious affiliation were recorded according to the following categories: (1) Protestant, (2) Catholic, (3) Jewish, (4) Other, (5) None, and (6) No response.

Treatment of the Data

The first part of the questionnaire consisted of twelve items which identified social and economic characteristics of board members. The data from these items were coded on eighty-column code sheets and then transferred to International Business Machine (IBM) cards. The data were then treated with techniques appropriate for descriptive statistics in order for analysis of the data, as well as to facilitate comparisons with

similar studies of school board members.

The attitude scale was scored with values of one, two, three, four, and five assigned to the response categories of strongly disagree, disagree, undecided, agree, and strongly agree respectively, of the negative types of criticism. This assignment of a point value provided a basis for computation and statistical analysis. The five buffer items included in the questionnaire were not scored.

Analysis of Data

The six factors used in the analysis were size of school, age, education, occupation, tenure on a school board, and income. Each of the six factors, with the exception of occupations was divided into three classifications or levels with a "no response" classification recorded when appropriate. Occupation was divided into four categories plus a "no response" category. The criticisms of education were classified into seven general areas. The areas are: (1) collective bargaining, (2) curriculum, (3) discipline, (4) educational governance, (5) financing public education, (6) teachers, and (7) teaching methods and techniques. The scores for the attitudes for each of the criticisms were coded and transferred to IBM cards.

The computer program developed for the study provided a mean attitude score for each classification for each completed questionnaire.

FINDINGS

Introduction

The population that participated in this study included 652 school board members representing 61.6 percent of the 1,058 individual school board members in the 170 districts in the Upper Midwestern Region selected for the stratified random sample.

The assistance of the president of each school board selected for the study was requested by letter. Packets of material were mailed to each school board president. The packets included letters to the board presidents and an envelope of material for each board member. The school board presidents were asked to distribute the materials which included self-addressed, stamped envelopes, requests for participation, directions for completing the questionnaire, and copies of the questionnaire.

Superintendents were informed about the study by means of a special letter. Each superintendent received a copy of the questionnaire and a copy of all other material sent to board members.

Social and Economic Characteristics of Upper Midwestern Region School Board Members

An important part of this study was the identification of selected social and economic characteristics of school board members of the Upper Midwestern Region. This information provided a basis for comparison with the composition of school boards as identified by previous studies. The social and economic characteristics that were included in this study were

age, sex, political affiliation, occupation, religious affiliation, ownership of real property, income, marital status, children, children in school, tenure on the board, and education. The findings were presented in frequency tables.

Table 2 (Chapter III, page 55) shows the total number of first-through twelfth-grade school districts in each interval as well as the allocation of districts for each size stratum to be included in the sample.

The number and percent of replies returned are presented in Table 3.

Table 3. Number and percent of replies received by school size

Student enrollment	Stratum number	Number of boards	Number of board members	Number of replies received	Percent of replies received
6,900 or over	1	20	143	100	69.9
2,900-6,899	2	22	148	102	68.9
2,100-2,899	3	15	96	55	57.3
1,600-2,099	4	15	98	59	60.2
1,200-1,599	5	17	104	63	60.6
900-1,099	6	13	83	58	69.9
700-899	7	15	88	51	57.9
500-699	8	25	147	102	69.3
400-499	9	8	46	13	28.3
200-399	10	20	105	49	46.7
Total	10	170	1,058	652	61.6

A total of 652 replies (61.6 percent) was received from the 1,058 board members which comprised the 170 school boards included in the sample for this study. The highest percent of returns came from the twenty districts with enrollments of 6,900 and over, and the thirteen districts with enrollments of 900 through 1,099 with responses from 69.9 percent of the board members in each group. The lowest percent of returned questionnaires was 28.3 percent from the stratum which included eight school districts with enrollments between 400 and 499.

Only a few of the 652 respondents did not complete every item on both the first part of the questionnaire which pertained to social and economic characteristics and the second part which included items related to attitudes toward criticisms of public education.

Age of Upper Midwestern Region school board members

The Upper Midwestern Region school board members who completed questionnaires for this study ranged in age from eighteen to seventy-one. Over three-fourths (79.6 percent) of the board members in the study were between thirty-five and fifty-four years of age. Sixteen (2.45 percent) of the board members were below thirty years of age while eleven board members (1.69 percent) were sixty-five and over. The age group which included the greatest number of board members was forty-five to forty-nine with 154 (18.25 percent) respondents in that category.

The frequency tabulation showing the number and percent of board members in each age category is given in Table 4.

Table 4. Age of Upper Midwestern Region school board members

Age	Number	Percent
Below 30	16	2.45
30 - 34	29	4.44
35 - 39	117	17.94
40 - 44	129	19.78
45 - 49	154	23.62
50 - 54	119	18.25
55 - 59	52	7.98
60 - 64	25	3.83
65 and over	11	1.69
Total	652	99.98

Sex of school board members

Table 5 reveals that 467 (71.6 percent) of the 652 board members who responded to the questionnaire were males and 185 (28.4 percent) were females. This finding indicates a substantial change from previous state-wide and national studies.

Counts' (20) 1926 study of board members from various state, county, and city school boards reported that 14.3 percent of the 3,590 school board members were women. Vander Naald's (69) 1933 study of Iowa school board members reported that 3.7 percent were women. Robinson's (61) 1966 study of 362 Iowa school board members reported that 8.01 percent were

women.

It was concluded that during the period from 1966 to the present time there has been a substantial increase in the population of women on school boards. Although men continue to control formal education, there is an important increase in the proportion of control by women.

Table 5. Number and percent of men and women comprising school boards in the Upper Midwestern Region

Response	Number	Percent
Male	467	71.6
Female	185	28.4
No response	0	0
Total	652	100.0

Political affiliation of Upper Midwestern Region school board members

Board members were asked to check the category from among the following which best represented their political affiliation: Democrat; Republican; Independent; No Party; or Other. An inspection of Table 6 will reveal the percent and number of school board members in the Upper Midwestern Region who selected each response. Approximately one-half (48 percent) or 313 of the 652 respondents indicated that they were Republicans. Approximately one-fourth of 149 board members (22.9 percent) indicated that they were Democrats. The political affiliations which

ranked third and fourth were Independent (16 percent) and No Party (9.8 percent) respectively. Although the percents have varied, previous studies reviewed have found the majority of school board members to be Republican.

Table 6. Political affiliations of Upper Midwestern Region school board members

Response	Number	Percent
Democrat	149	22.9
Republican	313	48.0
Independent	110	16.9
No Party	64	9.8
Other	2	.3
No response	14	2.1
Total	652	100.0

Occupations of Upper Midwestern Region school board members

The occupations of Upper Midwestern Region school board members are presented in Table 7. Two hundred twenty-five (34.5 percent) of 652 board members who responded to the questionnaire were involved in professional and technical occupations. The occupation with the second largest representation was farm operator which included 145 (22.2 percent) of the 652 board members who responded. The third largest representation, self-employed businessman, manager, and officials included 116 (17.8 percent)

Table 7. Occupations of Upper Midwestern Region school board members

Occupation	Number	Percent
Professional and technical	225	34.5
Self-employed	116	17.8
Clerical and sales	18	2.8
Skilled worker	18	2.8
Unemployed	0	0
Private income	2	.3
Semiskilled worker	4	.6
Service worker	1	.2
Unskilled worker	0	0
Farm operative	145	22.2
Retired	15	2.3
Housewife	103	15.8
Not applicable	5	.8
Total	652	100.0

of the 652 who responded. Fourth among the occupations represented was housewife. The survey respondents included 103 housewives which represented 15.8 percent of the total board members. It should be noted that eighty-two of the 185 women serving on the school boards did not list their occupation as housewife.

The information this study provided about occupations of board members is similar to much of the information revealed in the study by

Counts (20) which found that on city school boards 32 percent were proprietors, 30 percent were professionals, 14 percent were in managerial occupations and 8 percent were in manual labor. Counts (20) found that in rural areas 95 percent of the male members of public school boards were involved in agricultural occupations. The 652 board members who responded to this study only one individual (.2 percent) listed service worker as an occupation while four individuals (.6 percent) listed occupations in the semiskilled category.

Religious affiliation of Upper Midwestern Region school board members

Upper Midwestern Region school board members were asked to respond to the question, "What is your church preference?" The responses to this open-ended question were categorized into Protestant; Catholic; Jewish; Other; None; and No Response. Table 8 indicates that 433 (66.4 percent) listed a specific denomination that was within the Protestant category. One hundred forty-one (21.6 percent) listed Catholic. Sixty-one (9.4 percent) of the board members did not respond to this item.

These findings parallel the results of previous studies which generally report that a majority of school board members were Protestant. The percent of board members who listed their church affiliation as Protestant in this study was 66.4. This result was substantially different than Robinson's 1966 study (61, p. 72) which found 88.67 percent of Iowa school board members were Protestant.

Table 8. Religious affiliations of Upper Midwestern Region school board members

Response	Number	Percent
Protestant	433	66.4
Catholic	141	21.6
Jewish	3	.5
Other	1	.2
None	13	2.0
No response	61	9.4
Total	652	100.0

Ownership of real property by Upper Midwestern Region school board members

Board members were asked to indicate whether or not they paid real estate taxes during the past year. The fact that a substantial number of board members are property owners was verified by the information in Table 9 which makes it apparent that 626 (92 percent) of the 652 board members who responded to the questionnaire stated that they had paid property tax during the previous year. Eighteen board members (2.8 percent) indicated that they did not pay property tax. Eight board members (1.2 percent) did not respond to this item.

Table 9. Number and percent of Upper Midwestern Region school board members who pay real estate taxes

Response	Number	Percent
Yes	626	96.0
No	18	2.8
No response	8	1.2
Total	652	100.0

Education of Upper Midwestern Region school board members

The findings about the educational level of Upper Midwestern Region school board members are summarized in Table 10.

Only twenty-six (4 percent) of the board members included in this study reported less than a high school education. Sixteen (2.5 percent) reported eight years or less of formal schooling. The majority of the respondents reported a higher level of educational training with 626 (96 percent) indicating at least a high school education. A total of 311 (47.7 percent) graduated from a four-year college.

The results of this study are similar to the findings of Robinson's 1966 study (61, p. 84) of Iowa school board members which reported that 93.37 percent of all board members had a high school education and 43.37 percent had graduated from college. The results of this study differ substantially from Vander Naald's study (69) of Iowa school board members which reported 59.4 percent with one to eight years of schooling.

Table 10. Education of Upper Midwestern Region school board members

Education	Number	Percent
8 years	16	2.5
9-11 years	10	1.5
12 years	201	30.8
13-15 years	114	17.5
16 years	137	21.0
17 years and more	174	26.7
Total	652	100.0

Marital status of Upper Midwestern Region school board members

As the results in Table 11 show, 615 (94.3 percent) of the 652 school board members in the Upper Midwestern Region who participated in this study reported that they were married. Sixteen (2.5 percent) were separated or divorced with seven individuals (1.1 percent) widowed. Fourteen board members (2.1 percent) of the total group were single. These findings concurred generally with previous studies by Robinson (61), Vander Naald (69), and studies cited by Cistone (14) and Goldhammer (31) which reported the percentage of school board members who are married from 94 percent to 99.72 percent. It should be noted that the percent of board members who responded to this study who reported that they were married was slightly lower than the percent of married board members reported in previous studies.

Table 11. Marital status of Upper Midwestern Region school board members

Marital status	Number	Percent
Single	14	2.1
Widowed	7	1.1
Married	615	94.3
Separated	15	2.3
Divorced	1	0.2
Total	652	100.0

Number and percent of children reported by Upper Midwestern Region school board members

The frequency distribution for the number of children and the percent of board members with various numbers of children has been tabulated and recorded in Table 12. Six hundred thirty-four (97.2 percent) of the 652 board members included in this study had children. One hundred ninety-two (29.4 percent) of the respondents had three children and 133 (20.4 percent) had two children. Five hundred twenty-eight (80.9 percent) of the 652 board members had two, three, four, or five children. The largest number of children reported by board members in this study was fourteen.

Number and percent of Upper Midwestern Region school board members who reported children attending public schools

Inspection of Table 13 revealed that 133 or 20.4 percent of the Upper Midwestern Region school board members had no children in the public schools. The respondents indicated that 519 or 79.6 percent had one or

Table 12. Number and percent of children reported by Upper Midwestern Region school board members

Number of children	Number	Percent
0	18	2.8
1	24	3.7
2	133	20.4
3	192	29.4
4	115	17.6
5	88	13.5
6	42	6.4
7	12	1.8
8	12	1.8
9	3	.5
10	6	.9
11	3	.5
12	2	.3
14	2	.3
Total	652	100.0

more children in the public schools. The number of children reported as attending public schools ranged from 0 to seven. The frequency distribution shows that 340 (50 percent) of the 652 school board members had either one child or two children in public schools.

Table 13. Number and percent of Upper Midwestern Region school board members who reported children attending public schools

Number of children	Number	Percent
0	133	20.4
1	173	26.5
2	167	25.6
3	103	15.8
4	40	6.1
5	30	4.6
6	4	.6
7	2	.3
Total	652	100.0

Tenure of Upper Midwestern Region school board members by school size

The frequency distribution for the tenure of Upper Midwestern Region school board members by enrollment strata has been tabulated and recorded in Table 14.

The mean tenure of the 652 school board members who responded to this study was 3.7 years. Forty-two and nine-tenths percent had served less than three years and 71.5 percent had served six years or less. The median tenure was also 3.7. Robinson (61) reported a mean tenure of 5.2 years and a median tenure of 3.8 years. Robinson found that 35.1 percent had served three years or less and 85.4 percent had served six years or less.

Table 14. Tenure of Upper Midwestern Region school board members by school size

Years on school board	Student enrollment										Row total	Percent
	6,900 or over	2,900-6,899	2,100-2,899	1,600-2,099	1,200-1,599	900-1,199	700-899	500-699	400-499	200-399		
1-2 years	37	33	16	14	32	13	12	30	3	15	205	31.4
3 years	14	18	8	4	4	5	1	15	4	2	75	11.5
4-6 years	25	30	12	23	16	19	16	26	5	14	186	28.5
7-10 years	7	9	13	13	7	13	16	19	1	12	110	16.9
11-15 years	12	9	4	5	3	6	1	6	0	4	50	7.7
16-20 years	5	3	1	0	1	2	2	6	0	2	22	3.4
21-30 years	0	0	1	0	0	0	3	0	0	0	4	.6
Total	100	102	55	59	63	58	51	102	13	49	652	100.0

Counts (20) reported that the median tenure was 4.1 years. These data indicate that the length of service of board members has decreased in recent years with a greater percent of board members serving their first term.

The category of school board tenure which had the greatest frequency for the 652 Upper Midwestern Region school board members who responded to this study was two years or less with 205 school board members (31 percent) falling within this range of experience. Two hundred eighty (42.9 percent) of the 652 school board members had three years or less experience on a school board. Two hundred ninety-six of those board members who responded to this study had from four through ten years experience as a public school board member.

Although school board tenure did not vary substantially from one size strata to another there were notable differences. Board members from the larger districts, those with enrollments of 2,900 and over, reported that 102 (50.5 percent) of the 202 board members who completed the questionnaire were in their first three years of school board service. In districts with enrollments of 900 through 2,899, ninety-six (40.9 percent) reported that they were in the first three years of board service. The 215 board members from districts with enrollments of 899 or less reported that eighty-two (38.1 percent) were in their first three years of board service.

Occupation of Upper Midwestern Region school board members by school size

The occupational categories of school board members who served districts in each of the ten enrollment strata are presented in Table 15. In the 100 school districts in the study with student enrollment of 6,900 or over, sixty-two individuals or 62 percent were involved in professional and technical occupations. The second largest group was housewives which included twenty individuals or 20 percent of the total group. The third largest category was self-employed which included nine individuals or 9 percent. In seven of the nine size strata including districts with 2,899 or fewer students the farmer was the second largest occupational group represented on the boards. The proportion of farmers ranged from a low of 8 percent to a high of 51 percent. Twenty-five (51 percent) of the forty-nine board members who responded from the 200 to 399 size stratum were farmers. Farmers were the largest group in the 900 to 1,999 size stratum including nineteen (33 percent) of the fifty-eight respondents. Farm operators were also the largest group in the 700 to 899, 500 to 699 and 200 to 399 size strata.

Housewives were distributed fairly evenly on the boards in all of the size strata. The largest percent was in the size stratum of 1,200 to 1,599 with 24 percent. The stratum with the largest proportion of housewives (20 percent) was found in the size category of 6,900 and over.

Table 15. Occupations of Upper Midwestern Region school board members by school size

Occupation	Student enrollment										Row total	Percent of total
	6,900 or over	2,900-6,899	2,100-2,899	1,600-2,099	1,200-1,599	900-1,199	700-899	500-699	400-499	200-399		
Professional and technical	62	54	21	17	23	13	12	13	6	4	225	34.5
Self-employed	9	22	11	12	11	13	12	18	3	5	116	17.8
Clerical and sales	1	5	0	1	0	1	1	6	1	2	18	2.8
Skilled worker	2	0	0	4	4	0	0	4	0	4	18	2.8
Unemployed	0	0	0	0	0	0	0	0	0	0	0	0
Private income	0	0	2	0	0	0	0	0	0	0	2	.3
Semiskilled worker	2	0	0	0	0	0	0	2	0	0	4	.6
Service worker	1	0	0	0	0	0	0	0	0	0	1	.2
Unskilled worker	0	0	0	0	0	0	0	0	0	0	0	0
Farm operative	0	2	11	14	11	19	19	43	1	25	145	22.2
Retired	0	2	3	2	1	0	3	4	0	0	15	2.3
Housewife	20	16	7	9	13	12	4	11	2	9	103	15.8
Not applicable	3	1	0	0	0	0	0	1	0	0	5	.8
Total	100	102	55	59	63	58	51	102	13	49	652	100.0

Income of Upper Midwestern Region school board members by school size

Information about the relationship between income of school board members and the size of a school district is provided in Table 16. The data indicate that the income brackets of \$18,500 to \$26,499 and \$26,500 to \$36,499 included the greatest number of board members from all of the ten size strata. The highest incomes reported were in the two size strata representing the larger districts. In the largest districts 87 percent received an income of \$18,500 or more. Thirty-five percent received \$26,500 to \$36,499 and 28 percent received over \$36,500. In the second size stratum, which included enrollments from 2,900 to 6,899 students, 84 percent indicated that they received an income of \$18,500 or over with 24 percent reporting \$26,500 to \$36,499 and 31 percent reporting income over \$36,500. Each size stratum had at least one person who indicated an income in excess of \$36,500. Twenty of the board members did not respond to this item.

The board members in larger districts tended to receive higher incomes than board members in smaller districts. The income category reported most frequently in all of the strata was \$18,500 to \$26,499 with 175 (27 percent) of the 652 reporting an income in this category. The districts with an enrollment of 899 and under reported that approximately one-half of the board members had income less than \$18,499.

Table 16. Income of Upper Midwestern Region school board members by school size

Income	Student enrollment										Row total
	6,900 or over	2,900-6,899	2,100-2,899	1,600-2,099	1,200-1,599	900-1,199	700-899	500-699	400-499	200-399	
Under 3499	1	0	0	0	0	3	1	4	0	0	9
3500-7499	1	2	0	1	0	2	3	4	2	3	18
7500-10,999	0	3	2	5	2	5	5	8	1	4	35
11,000-14,499	4	5	2	2	8	5	6	19	2	10	63
14,500-18,499	4	6	11	7	5	6	8	15	0	10	72
18,500-26,499	24	29	19	16	18	10	17	25	7	10	175
26,500-36,499	35	24	10	19	15	13	4	6	0	6	132
Over 36,500	28	31	8	8	14	9	4	21	1	4	128
No Response	3	2	3	1	1	5	3	0	0	2	20
Total	100	102	55	59	63	58	51	102	13	49	652

Age of Upper Midwestern Region school board members by school size

The distribution of age of school board members by size of strata is presented in Table 17. The extreme age categories included in the distribution were less well-represented than the others. The two age categories which included board members sixty years of age and older included thirty-six (5.5 percent) of the 652 board members who responded to the survey. The two age categories which included board members thirty-four years of age and below included forty-five (6.9 percent) of the total sample. The age ranges from thirty-five to fifty-four included the greatest number of board members from all size strata. The forty-five to forty-nine age category included 154 (23.6 percent) board members which was the highest percent for any of the age categories.

There was little difference in the distribution of ages for the three size strata used for purposes of comparison. The 202 school board members who served districts with enrollments of 2,900 and over were comprised of ten (5 percent) who were thirty-four years of age and below, 163 (80.7 percent) who were between thirty-five and fifty-four years of age and twenty-nine (14.4 percent) who were fifty-five or older. The 235 board members who served school districts with enrollments of 900 through 2,899 included twenty-one (8.9 percent) board members who were thirty-four years of age and below, 187 (79.6 percent) who were thirty-five through fifty-four years of age and twenty-seven (11.5 percent) who were fifty-five years of age and older. The 215 board members who served districts with enrollments of 899 and below included fourteen (6.5 percent) who were thirty-four years of age or less, 169 (78.6 percent) who

Table 17. Age of Upper Midwestern Region school board members by school size

Age	Student enrollment										Row total
	6,900 or over	2,900-6,899	2,100-2,899	1,600-2,099	1,200-1,599	900-1,199	700-899	500-699	400-499	200-399	
30 years and below	2	1	0	0	2	1	3	5	2	0	16
30-34	4	3	5	1	8	4	1	2	1	0	29
35-39	15	26	7	7	9	7	9	24	1	12	117
40-44	23	18	11	10	21	15	11	11	5	4	129
45-49	23	24	11	19	3	21	10	26	4	13	154
50-54	14	20	10	17	13	6	8	22	0	9	119
55-59	15	5	6	3	5	4	0	6	0	8	52
60-64	4	5	4	0	2	0	6	1	0	3	25
65 and more	0	0	1	2	0	0	3	5	0	0	11
Total	100	102	55	59	63	58	51	102	13	49	652

were thirty-five through fifty-four years of age and thirty-two (14.9 percent) who were over fifty-five. The age of school board members had no apparent association with district size.

Occupation of Upper Midwestern Region school board members by political affiliation

The frequency distribution of the occupations of board members by political affiliation may be seen in Table 18.

The percent of Republicans for the four major occupations listed was: professional and technical 37 percent; self-employed businessman, manager, and official 17 percent; farm operative 22 percent; and housewife 16 percent. The total percent of all respondents who listed themselves as Republicans was 48 percent.

The occupations listed most frequently by the Democrats who responded to the survey were professional and technical 33 percent; self-employed businessman, manager, and official 15 percent; farm operator 20 percent and housewife 20 percent.

The board members who listed themselves as "independents" and "no party" also indicated the categories of professional and technical, self-employed businessman, manager, and official; farm operators and housewives as the prevalent occupational groups.

Education of Upper Midwestern Region school board members by school size

For purposes of comparison the ten size strata used for drawing the sample for the study were grouped into those with enrollments of 2,900 and over, 900 through 2,899 and 899 and below. Inspection of Table 19 revealed that the 202 school board members who served the school districts

Table 18. Occupation of Upper Midwestern Region school board members by political affiliation

Occupation	Political affiliation						Row total
	Democrat	Republican	Independent	No party	Other	No response	
Professional and technical	49	117	40	16	0	3	225
Self-employed	23	55	22	10	2	4	116
Clerical and sales	4	8	4	2	0	0	18
Skilled worker	6	3	6	3	0	0	18
Unemployed	0	0	0	0	0	0	0
Private income	2	0	0	0	0	0	2
Semiskilled worker	2	0	2	0	0	0	4
Service worker	1	0	0	0	0	0	1
Unskilled worker	0	0	0	0	0	0	0
Farm operative	30	69	21	20	0	5	145
Retired	4	8	2	1	0	0	15
Housewife	28	50	12	11	0	2	103
Not applicable	0	3	1	1	0	0	5
Total	149	313	110	64	2	14	652

Table 19. Education of Upper Midwestern Region school board members by school size

Education	Student enrollment										Row total
	6,900 or over	2,900-6,899	2,100-2,899	1,600-2,099	1,200-1,599	900-1,100	700-899	500-699	400-499	200-399	
8 years	0	3	0	0	4	2	4	3	0	0	16
9-11 years	0	1	2	2	0	2	0	1	0	2	10
12 years	12	16	13	18	16	25	17	49	4	31	201
13-15 years	13	10	8	12	13	14	5	23	4	12	114
16 years	27	26	14	16	14	9	14	14	3	0	137
17 years and more	48	46	18	11	16	6	11	12	2	4	174
Total	100	102	55	59	63	58	51	102	13	49	652

with 2,900 and more students had more formal education. Ninety-four (46.5 percent) of the board members had seventeen years and more of formal education. Seventy-six (37.6 percent) had thirteen through sixteen years of formal education and thirty-two (15.8 percent) have twelve years or less. The 235 Upper Midwestern Region school board members who served districts with enrollments from 900 through 2,899 ranked second in formal schooling. Fifty-one (21.7 percent) of this group had seventeen or more years of schooling while one hundred board members (42.6 percent) had thirteen to sixteen years of schooling. Eighty-four (35.7 percent) of this group had twelve years or less.

The 215 school board members who served the school districts with enrollments of 899 and below reported the least formal education of the three enrollment groups. Twenty-nine (13.5 percent) of this group had seventeen years or more of formal schooling, seventy-five (34.9 percent) had thirteen through sixteen years of schooling and 111 (51.6 percent) had twelve years or less of formal education.

Board members in all of the strata had a substantial amount of formal education since only twenty-six of the 652 (4 percent) had less than a high school education.

Responses to Statements of Criticism of Public Education

The major purpose of this study was to identify relationships between selected social and economic characteristics of board members and their attitudes toward selected criticisms of public education. The six social and economic characteristics examined in this study were size of

school, age, education, occupation, tenure on the board and income. While information about social and economic characteristics is of some interest as descriptive data it is more significant when related to attitudes, beliefs, and perceptions of board members regarding several aspects of public education.

The attitudes of Upper Midwestern Region school board members were measured by having them respond to seventy-five statements of criticisms of public education. The statements of criticisms were classified into the seven general areas of (1) collective bargaining, (2) curriculum, (3) discipline, (4) educational governance, (5) financing public education, (6) teachers, and (7) teaching methods and techniques. The respondents were asked to indicate their agreement or disagreement with each of the negative type statements by selecting strongly agree, agree, undecided, disagree, or strongly disagree. These response choices were scored with scale values of one, two, three, four, and five assigned to response categories of strongly disagree, disagree, undecided, agree, and strongly agree, respectively.

The seven areas of attitudes considered by the 652 Upper Midwestern Region school board members who participated in this study and their respective agreement means listed in descending order were: Finance 33.3, Teachers 31.7, Collective Bargaining 31.5, Curriculum 31.2, Teaching 31.0, Discipline 28.4, Governance 26.1. Board members expressed the strongest agreement with criticisms related to public school finance and the least agreement with criticisms of governance.

Governance

The frequency distribution for the response classification for governance shown in Table 20 indicates that the mean score for all ten statements pertaining to governance was 2.6. Statement number twenty-five "The greater goal of the total American society outweighs the value of local franchise in local school matters," had the highest mean with 3.5. Three hundred sixty-one (55.4 percent) of the respondents either agreed or strongly agreed. The mean of 2.0 for statement number seventy-two was the lowest and 84.5 percent of the respondents indicated that they strongly disagreed or disagreed with the statement, "Much mythology pertaining to local control of education has been shattered because of fiscal dependence and costs mandated by the action of other governmental agencies."

The second highest score was for statement number sixty-six "The schools have failed to enlist the interest of the community through involvement of citizen advisory committees in education." Out of the 652 respondents 374 (57.4 percent) indicated agreement or strong agreement with this item.

Item number sixty-one, "Boards of education in my state are forced to be dependent on other levels of government for financial assistance to operate the local school district," was not supported by board members with 542 (83.2 percent) either disagreeing or strongly disagreeing and only 69 (10.6 percent) expressing agreement.

Table 20. Response classification and mean response of Upper Midwestern Region school board members to individual statements pertaining to governance of schools

Statements	Response classification ^a					Mean
	5	4	3	2	1	
School boards have lost the respect and cooperation of citizens partly due to the action or inaction of school board members and partly because of public apathy.	66	256	86	227	17	3.2
The greater goal of the total American society outweighs the value of local franchise in local school matters.	104	257	152	128	11	3.5
The state department of public instruction, or state office of education, has too much power over local school districts.	7	128	86	308	123	2.4
Boards of education in my state are forced to be dependent on other levels of government for financial assistance to operate the local school district.	8	61	41	438	104	2.1
There is too much control of the schools by the Federal Government.	9	120	83	302	138	2.3
The schools have failed to enlist the interest of the community through involvement of citizen advisory committees in educational matters.	52	322	83	164	31	3.3
Well-organized public pressure is the most effective avenue for change in our public school system.	20	106	59	359	108	2.3

^aResponse classifications are: 5 = Strongly agree with the criticism; 4 = Agree with the criticism; 3 = Undecided about the extent of agreement or disagreement with the criticism; 2 = Disagree with the criticism; 1 = Strongly disagree with the criticism.

Table 20 (Continued)

Statements	Response classification					Mean
	5	4	3	2	1	
Am important and long overdue step toward reform of the public schools would be the fulfillment by board members and administrators of their responsibility for creating an atmosphere of trust, mutual respect, and cooperation among members.	26	147	102	285	92	2.6
Much of the mythology pertaining to local control of education has been shattered because of fiscal dependence and costs mandated by action of other governmental agencies.	4	45	52	389	162	2.0
The unique separation of school governance from general government has been eroded as educational decision-making has included such societal issues as race, finance, poverty, and public employee collective bargaining.	11	91	151	310	89	2.4
Total	307	1433	895	2910	875	2.6

Discipline

In recent years several polls have identified discipline as a major problem in the public schools. The information yielded by this study indicates that school boards share this broad concern about discipline. The frequency distribution and mean score for each of the ten items is tabulated in Table 21. The mean for the ten statements is 2.8.

Statement number six, "Many of the discipline problems in the public

Table 21. Response classification and mean response of Upper Midwestern Region school board members to individual statements pertaining to public school discipline

Statements	Response classification ^a					Mean
	5	4	3	2	1	
Many of the discipline problems in the public schools could be solved by lowering the age of mandatory attendance, thus releasing pupils who become troublemakers because they are wholly uninterested in school.	197	298	58	87	12	3.9
Factors external to the school, such as society, values, and home life are causes which contribute substantially to discipline problems within the public schools.	7	7	14	278	346	1.6
The increase in physical attacks perpetrated on teachers in our schools results in too much teacher time and energy being devoted to self-preservation rather to education.	25	292	147	171	17	3.2
Lax discipline in public school classrooms is contributing to an increase in juvenile crimes and juvenile delinquency.	18	186	73	308	67	2.7
The vast number of student assaults on students in our schools has contributed materially to decline in educational quality.	31	319	137	155	10	3.3
Schools should take on a greater share of the responsibility for the moral behavior of students.	40	308	76	191	37	3.2

^aResponse classifications are: 5 = Strongly agree with the criticism; 4 = Agree with the criticism; 3 = Undecided about the extent of agreement or disagreement with the criticism; 2 = Disagree with the criticism; 1 = Strongly disagree with the criticism.

Table 21 (Continued)

Statements	Response classification					Mean
	5	4	3	2	1	
Maintaining proper school discipline is one of the major problems of public schools.	3	126	28	393	102	2.3
The growing reaction against low standards of behavior in the public schools has resulted in parents desiring to send students to highly structured schools.	9	173	139	291	40	2.7
The "red tape" involved in assuring "due process" for students accused of violations is a serious obstacle to proper school discipline.	12	231	65	260	84	2.7
One important reason for lack of discipline in the schools is the unwillingness of community leaders to develop discipline policies and support them during times of conflict.	8	228	102	270	44	2.8
Total	350	2168	839	2404	759	2.8

schools could be solved by lowering the age of mandatory attendance, thus releasing pupils who become troublemakers because they are wholly uninterested in school," received the highest agreement score with 495 (75.9 percent) of the respondents indicating agreement or strong agreement. Ninety-nine (15.1 percent) indicated disagreement or strong disagreement with with fifty-eight (8.9 percent) undecided. Statement number eleven, "Factors external to the school, such as society, values, and home life are causes which contribute substantially to discipline problems within

the public school," received the lowest degree of agreement with 624 (95.7 percent) expressing either disagreement or strong disagreement with this item and only twenty-eight (4.3 percent) indicating general agreement or that they were undecided.

Teaching

Attitudes toward statements pertaining to teaching methods and techniques are demonstrated by the information in Table 22. Item number ten, "Requirements for a 'passing' grade should be the same for every child," had a mean of 3.5 with 430 (66.9 percent) indicating agreement or strong agreement with the statement. Item number twenty-four "One reason for the decline in test scores is the practice of paying poor teachers and administrators the same salaries as good teachers and administrators," had the lowest of the ten means in this category. Three hundred eighty-seven respondents (59.4 percent) indicated that they disagreed or strongly disagreed with this statement while 188 (28.9 percent) board members indicated agreement or strong agreement with this item.

Although it does not represent an extreme mean, item number forty-two, "One reason for lack of student achievement is the practice of running schools for the benefit of the professional staff instead of for the benefit of students," is of interest since 323 (49.5 percent) indicated that they either agree or strongly agree with this item while 244 (37.5 percent) indicated that they disagreed or strongly disagreed. Eighty-five (13.0 percent) were undecided about the item.

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Although it does not represent an extreme, mean item number forty-two, "One reason for lack of student achievement is the practice of running schools for the benefit of the professional staff instead of for the benefit of students," is of interest since 323 (49.5 percent) indicated that they either agree or strongly agree with this item while 244 (37.5 percent) indicated that they disagreed or strongly disagreed. Eighty-five (13.0 percent) were undecided about the item.

Table 22. Response classification and mean response of Upper Midwestern Region school board members to individual statements pertaining to teaching methods and techniques

Statements	Response classification ^a					Mean
	5	4	3	2	1	
Requirements for a "passing" grade should be the same for every child.	101	329	66	113	43	3.5
Students in both the elementary grades and high schools are not being given enough work to do.	27	292	83	214	36	3.1
One reason for the decline in test scores is the practice of paying poor teachers and administrators the same salaries as good teachers and administrators.	24	164	77	271	116	2.6
Competition in classroom learning has been eliminated, or seriously reduced, by changing the system of reporting to parents.	21	300	154	158	19	3.2
The schools should place more emphasis on teaching subject matter and less on developing the interests of individual students.	18	293	86	226	29	3.1
The teacher has too much power in deciding what is to be learned, how it is to be learned, and whether it has been learned.	23	371	135	107	16	3.4
One reason for lack of student achievement is the practice of running schools for the benefit of the professional staff instead of for the benefit of the students.	29	294	85	206	38	3.1

^aResponse classifications are: 5 = Strongly agree with the criticism; 4 = Agree with the criticism; 3 = Undecided about the extent of agreement or disagreement with the criticism; 2 = Disagree with the criticism; 1 = Strongly disagree with the criticism.

Table 22 (Continued)

Statements	Response classification					Mean
	5	4	3	2	1	
Schools no longer want to report to parents on the comparative standing of their children.	50	321	89	179	13	3.3
Pupils in upper elementary grades, junior high school, and high school should be required to do more homework.	25	223	130	236	38	2.9
Innovative and individualized instruction does not consistently produce more substantial gains in student achievement than traditional teaching methods.	6	190	116	307	33	2.7
Total	324	2777	1021	2017	381	3.1

Curriculum

The responses of Upper Midwestern Region school board members to attitude statements pertaining to public school curriculum are tabulated in Table 23. The mean responses for the statements of criticism of public school curriculum was 3.1. The lowest response mean for a curriculum item was 2.6 for statement number nineteen, "Schools should place more emphasis on academic standards, and promotion should be based solely on student performance." Three hundred eighty-four respondents (58.9 percent) either disagreed or strongly disagreed with this statement. Only 168 (26 percent) board members indicated general agreement with the statement and of the 168 only eleven or less than 2 percent strongly agreed. The highest response mean for curriculum was 3.7 for statement thirty-eight,

Table 23. Response classification and mean response of Upper Midwestern Region school board members to individual statements pertaining to curriculum

Statements	Response classification ^a					Mean
	5	4	3	2	1	
The decline in national test scores of students in recent years means the quality of education is declining.	70	229	130	181	42	3.2
The schools have avoided accepting responsibility for drug education with the result that the use of drugs by students is a major problem.	60	413	80	91	8	3.7
Schools should place more emphasis on academic standards, and promotion should be based solely on student performance.	11	157	100	334	50	2.6
The main emphasis of schooling should be career education and the development of salable skills.	50	313	98	168	23	3.3
All high school students in the United States should be required to pass a locally developed competency test with locally developed standards in order to get a diploma.	39	181	107	276	49	2.8
The educational process in the public schools has remained largely traditional and is failing to meet the needs of today's complex society.	54	442	56	84	16	3.7
There is too much emphasis on extracurricular activities in the school program.	46	251	44	213	98	2.9

^aResponse classifications are: 5 = Strongly agree with the criticism; 4 = Agree with the criticism; 3 = Undecided about the extent of agreement or disagreement with the criticism; 2 = Disagree with the criticism; 1 = Strongly disagree with the criticism.

Table 23 (Continued)

Statements	Response classification					Mean
	5	4	3	2	1	
Because of the elective system, secondary school students are allowed to waste time on courses with little or no substance rather than being required to take solid subjects and learn more.	15	237	54	272	74	2.8
The public schools should accept more responsibility for instruction in morals and moral behavior.	31	264	104	216	37	3.1
The higher prestige claimed by the entrenched academic subjects has caused many of the more practical "nonacademic" subjects to be neglected.	10	334	164	134	10	3.3
Total	386	2821	937	1969	407	3.1

"The educational process in the public schools has remained largely traditional and is failing to meet the needs of today's complex society."

Four hundred ninety-six (76.1 percent) board members expressed agreement with the statement. Only 100 (15.3 percent) indicated that they disagreed or strongly disagreed with the statement.

Collective bargaining

Responses to ten statements of criticism of public schools related to collective bargaining are summarized in Table 24. The mean of the scores for the ten statements of attitudes related to collective bargaining was 3.2. Item number two, "Education would be improved if teacher

Table 24. Response classification and mean response of Upper Midwestern Region school board members to individual statements pertaining to collective bargaining

Statements	Response classification ^a					Mean
	5	4	3	2	1	
Education would be improved if teacher groups had the right to negotiate about class size, teaching methods, and the school curriculum.	403	181	32	28	8	4.5
Membership by teachers in unions or associations that bargain over salaries, working conditions and the like has improved the quality of public school education in the United States.	255	273	80	33	10	4.1
The quality of school administration and school boardsmanship will improve substantially in an era in which collective bargaining prevents unilateral decision-making.	129	295	151	71	6	3.7
The problem with education is that teachers have their primary commitment to the teachers' organization goals and a secondary commitment to the motivation of students to learn.	27	259	110	203	53	3.0
Disjointed school district programs are likely to result if collective bargaining brings about a decrease in the number of years a superintendent will remain in a school district.	15	213	137	258	29	2.9

^aResponse classifications are: 5 = Strongly agree with the criticism; 4 = Agree with the criticism; 3 = Undecided about the extent of agreement or disagreement with the criticism; 2 = Disagree with the criticism; 1 = Strongly disagree with the criticism.

Table 24 (Continued)

Statements	Response classification					Mean
	5	4	3	2	1	
Community members should have input into teacher contract negotiation because of the effect of negotiation on the education of children.	70	300	61	192	29	3.3
The phenomenon of rising teacher power has pervaded every facet of educational decision-making and has had the effect of causing boards and administrators to become less able to be responsive to the needs or demands of the electorate.	11	86	85	320	150	2.2
Traditional and time honored lines of authority from the board of education to teachers will be broken down as a result of collective bargaining.	12	161	83	278	118	2.5
The level of teamwork in school districts will be further fragmented as principals and other middle management personnel within the district bargain collectively, though informally, with boards of education.	4	135	95	296	122	2.4
The increased interest and involvement by teachers in local school board elections, as a result of collective bargaining, will result in a "take over" of power by teacher organizations.	29	249	105	190	79	2.9
Total	955	2152	939	1869	604	3.2

groups had the right to negotiate about class size, teaching methods, and the school curriculum," had a mean score of 4.5. Five hundred eighty-four (89.6 percent) indicated that they agreed or strongly agreed with the statement in item number two while only thirty-six (5.5 percent) disagreed with the statement.

The second highest mean in this category was for item number eight, "Membership by teachers in unions that bargain over salaries, working conditions and the like has improved the quality of public school education in the United States." The mean for item number eight was 4.1 with 528 (81 percent) board members having expressed agreement or strong agreement with the statement. Eighty (12.3 percent) stated they were undecided and forty-three (6.6 percent) indicated that they disagreed or strongly disagreed.

Item number sixty-three had a mean score of 2.2 which was the lowest mean score for the statements related to collective bargaining. Four hundred seventy (72.1 percent) of the 652 board members who participated in the study expressed disagreement or strong disagreement with item number sixty-three, "The phenomenon of rising teacher power has pervaded every facet of educational decision-making and has had the effect of causing boards and administrators to become less able to be responsive to the needs or demands of the electorate." Ninety-seven (14.9 percent) expressed either agreement or strong agreement with this item.

Another item of special interest was statement number seventy-three, "The level of teamwork in school districts will be further fragmented as principals and other middle management personnel within the district

bargain collectively, though informally, with boards of education." The mean score for this item was 2.4. Four hundred eighteen (64 percent) of the respondents indicated disagreement or strong disagreement with item number seventy-three. Four board members expressed strong agreement and 135 expressed agreement with the statement making 139 (21.3 percent) who agreed with the item.

Item fifty-five, "Disjointed school district programs are likely to result if collective bargaining brings about a decrease in the number of years a superintendent will remain in a school district," is interesting since the respondents were well-divided in their opinions on this issue. Two hundred twenty-eight (35 percent) expressed either agreement or strong agreement with this item. One hundred thirty-seven (21 percent) were undecided and 287 (44 percent) indicated disagreement or strong disagreement. This item is especially interesting because, considering the relatively short tenure of board members, there is some question regarding the effect of frequent changes in superintendents on the ability of a district to develop and follow long range plans.

The attitudes of the Upper Midwestern Region school board members toward collective bargaining were more positive than was expected. This relatively positive attitude may be the result of such factors as: (1) variation in collective bargaining statutes from state to state, (2) short tenure of a substantial number of board members, and (3) variation in the time in which states have been involved in collective bargaining with employees.

Teachers

Ten of the seventy statements used in the questionnaire concerned teachers. The mean for these statements was 3.2 with a high item mean of 3.8 and low item mean of 2.7 as shown in Table 25. Item number three, "Teachers, individually, or as a professional group, should not feel too responsible for removing poor teachers from the classroom; since the problem is not one of their making and is indeed a responsibility of management," had a mean of 3.8 with responses of agree and strongly agree from 450 (69 percent) of the 652 school board members and responses of disagree and strongly disagree from 160 (24.5 percent) of the respondents. It is clear that a majority of board members believe that each teacher is primarily responsible for his or her own performance and that those in management positions have the overall responsibility for the performance of school district personnel.

Statement number fifty-nine, "One of the perennial problems of education is that career advancement for good teachers is frequently in school administration, where teaching skill and talent are lost," had a mean of 2.7, the lowest in this category of items. Three hundred fifty board members (53.7 percent) indicated disagreement or strong disagreement with this item, 204 (31 percent) indicated general agreement and ninety-eight (15 percent) were undecided.

In their responses to item number fifty-eight, most board members expressed little concern about the quality of colleges of education. Three hundred twenty board members (49.1 percent) indicated that they disagreed or strongly disagreed with item number fifty-eight, "Colleges of

Table 25. Response classification and mean response of Upper Midwestern Region school board members to individual statements pertaining to teachers

Statements	Response classification ^a					Mean
	5	4	3	2	1	
Teachers, individually, or as a professional group, should not feel too responsible for removing poor teachers from the classroom; since the problem is not one of their making and is indeed a responsibility of management.	246	204	42	119	41	3.8
The decline in test scores has resulted from teachers who do not require students to learn anymore since all teachers are interested in is more money.	125	349	93	64	21	3.8
Basic skills and subject matter are being ignored in the schools; and, instead, the teachers are "teaching children."	38	307	136	149	22	3.3
The "crux" of the problem of declining test scores lies in the idea that illiterate students become illiterate teachers since one will not be able to teach the students basic skills he does not possess.	73	307	136	122	14	3.5
Teachers place too much emphasis on meeting the needs of slow learners and too little emphasis on maximum standards for gifted and creative students.	21	248	121	226	36	3.0

^aResponse classifications are: 5 = Strongly agree with the criticism; 4 = Agree with the criticism; 3 = Undecided about the extent of agreement or disagreement with the criticism; 2 = Disagree with the criticism; 1 = Strongly disagree with the criticism.

Table 25 (Continued)

Statements	Response classification					Mean
	5	4	3	2	1	
The trouble with the public schools today can be attributed, in a large part, to the low quality of educational training teachers receive in schools of education.	39	303	129	158	23	3.3
Today's liberal educators have responded to shortcomings in the teaching or reading, writing, and arithmetic with a decision to stop trying and direct their "efforts" toward creativity, openness, and awareness.	22	171	141	255	63	2.7
Professional educators should play a more prominent role in determining the goals of education.	26	217	137	252	20	3.0
Colleges of education contribute to the declining quality of public education by certifying and placing teachers who have been trained in programs with little substance and low standards.	6	178	148	270	50	2.7
One of the perennial problems of education is that career advancement for good teachers is frequently in school administration, where teaching skill and talent are lost.	16	188	98	290	60	2.7
Total	612	2472	1181	1905	350	3.2

education contribute to the declining quality of public education by certifying and placing teachers who have been trained in programs with little substance and low standards." Only 184 (28.2 percent) expressed agreement or strong agreement with item number fifty-eight. One hundred forty-eight (22.7 percent) indicated that they were "undecided" on this question.

The responses to item number nine, "The decline in test scores has resulted from teachers who do not require students to learn anymore since all teachers are interested in is more money," indicates that school board members have concern about the performance and the actions of teachers and teacher groups. Four hundred seventy-four board members (72.7 percent) expressed agreement or strong agreement with this statement while eighty-five (13 percent) expressed general disagreement with the statement.

Board members did, however, express a position regarding the attitude of educators toward teaching basic skills. In responding to item number forty-nine, "Today's liberal educators have responded to shortcomings in teaching of reading, writing, and arithmetic with a decision to stop trying and direct their efforts toward creativity, openness, and awareness," 318 school board members (48.8 percent) indicated disagreement or strong disagreement, 141 (21.6 percent) indicated that they were undecided, and about one-third, 193 (29.6 percent) indicated agreement or strong agreement.

Finance

Attitudes of Upper Midwestern Region school board members toward public school finance were revealed in Table 26. The mean score for the ten statements pertaining to school finance was 3.3. The range was 1.6 (4.0 to 2.4). Statement number five, "Too much money is spent on public education in this country," received a mean score of 4.0 which was the highest of any of the items pertaining to finance. Five hundred thirty-one (81.4 percent) of the 652 board members either agreed or strongly agreed. Fifty-two (8 percent) were undecided while sixty-nine (10.6 percent) either disagreed or strongly disagreed with the item. Item number eighteen, "The main reason that many school board members run for office is for the purpose of holding taxes down," had a mean score of 3.8. Five hundred two (77 percent) indicated agreement or strong agreement with this item while ninety-nine (15.2 percent) indicated disagreement or strong disagreement. Statement number fifty-seven, "The major issue facing school districts in this country is school finance," received a mean of 2.4. Expressing disagreement or strong disagreement with this item were 444 (68.1 percent) board members with 168 (25.8 percent) expressing agreement or strong agreement.

Analysis of Attitude Scores

The primary problem of this study was to determine the relationship between school district size, age, education, occupation, tenure on the board and income of Upper Midwestern Region school board members and their attitudes toward selected statements of criticism of public education.

Table 26. Response classification and mean response of Upper Midwestern Region school board members to individual statements pertaining to public school finance

Statements	Response classification ^a					Mean
	5	4	3	2	1	
Too much money is spent on public education in this country.	209	322	52	53	16	4.0
The availability of money to a school district has very little to do with the quality of the district's educational programs.	106	307	56	148	35	3.5
The state aid to education in this state is allocated through a structure that is fair to all school districts in the state.	114	234	120	175	9	3.4
There are adequate funds for the essentials but too many unnecessary frills use up the funds.	50	281	60	220	41	3.1
The main reason that many school board members run for office is for the purpose of holding down taxes.	111	391	51	89	10	3.8
The schools which have been constructed in the 1970s are too luxurious and too costly.	53	346	111	110	32	3.4
In school districts with budget problems the board should employ management experts to examine educational program costs and benefits and make recommendations for greater efficiency.	45	280	131	184	12	3.2

^aResponse classifications are: 5 = Strongly agree with the criticism; 4 = Agree with the criticism; 3 = Undecided about the extent of agreement or disagreement with the criticism; 2 = Disagree with the criticism; 1 = Strongly disagree with the criticism.

Table 26 (Continued)

Statements	Response classification					Mean
	5	4	3	2	1	
If left alone and given enough money, the nation's school districts can provide sound and perhaps even exemplary education for all students.	45	205	122	238	42	3.0
Serious consideration should be given to increasing pupil-teacher ratios as a means of decreasing costs.	73	312	101	158	8	3.4
The major issue facing school districts in this country is school finance.	12	156	40	327	117	2.4
Total	818	2834	844	1702	322	3.3

The statistical technique, analysis of variance was used to test the hypotheses to determine if mean attitude scores differed between levels within each of the six factors. All first-order interactions of each factor were investigated to determine the relationships to the attitude scores for the seven areas included in this study. The F-ratios of the interaction mean squares were tested at the .05 level of significance. First-order and three-way interactions that were statistically significant are cited in the summary of findings.

The report of findings has been arranged according to the seven areas of: (1) collective bargaining, (2) curriculum, (3) discipline, (4) educational governance, (5) financing public education, (6) teachers, and (7) teaching methods and techniques.

Collective bargaining

The data about attitudes on collective bargaining were obtained from the 652 Upper Midwestern Region school board members who responded to the ten statements of criticism about collective bargaining. Responses were scored on a five-point scale with scores as follows: One point for strongly disagree; two points for disagree; three points for undecided; four points for agree; and five points for strongly agree. Table 28 shows the mean attitude scores on attitude statements pertaining to collective bargaining.

School district size The ten school enrollment strata were grouped into three levels. The enrollment levels were 2,900 and over; 900 to 2,899; and 899 and under. There were no significant differences between the mean responses from the three size categories in their attitudes toward collective bargaining.

Age The 652 school board members who responded to this study were placed in age groups including thirty-nine and below; forty through forty-nine; and fifty years and over. As the results in Table 27 indicated, the F-value for the differences between the mean attitude scores of the three age groups was 2.173. This F-value was not significant at the .05 level. This indicates that age was not related to attitudes toward collective bargaining.

Education The three classifications of education used for comparisons were: twelve years of schooling and below; thirteen to sixteen years of schooling; and seventeen or more years of formal education. Inspection of Table 27 revealed that the F-value of 2.036 for differences

Table 27. Analysis of variance of attitude scores on collective bargaining by size of district, age of board members, education, occupation, tenure on the board, and income

Source of variation	Degrees of freedom	Sum of squares	Mean squares	F-ratio	F-prob.
<u>Collective bargaining x Size</u>					
Between groups	2	0.4019	0.2010	1.142	0.3198
Within groups	649	114.2072	0.1760		
Total	651	114.6091			
<u>Collective bargaining x Age</u>					
Between groups	2	0.7625	0.3813	2.173	0.1146
Within groups	649	113.8467	0.1754		
Total	651	114.6092			
<u>Collective bargaining x Education</u>					
Between groups	2	0.7147	0.3574	2.036	0.1313
Within groups	649	113.8930	0.1755		
Total	651	114.6077			
<u>Collective bargaining x Occupation</u>					
Between groups	3	0.7888	0.2629	1.497	0.2142
Within groups	648	113.8209	0.1756		
Total	651	114.6097			

Table 27 (Continued)

Source of variation	Degrees of freedom	Sum of squares	Mean squares	F-ratio	F-prob.
<u>Collective bargaining x Tenure on board</u>					
Between groups	2	0.0783	0.0391	0.222	0.8011
Within groups	649	114.5297	0.1765		
Total	651	114.6080			
<u>Collective bargaining x Income</u>					
Between groups	2	0.1313	0.0656	0.366	0.6939
Within groups	629	112.9255	0.1795		
Total	631	113.0568			

between the mean attitude scores for the three levels of education of school board members was not significant at the .05 level. Education of school board members did not appear to be an important factor in determining attitudes toward statements of criticisms pertaining to collective bargaining.

Occupation Occupation, like district size and education, was not significant in attitude test scores on collective bargaining. Four classifications of occupations were used for purposes of comparison. The four classifications were: Professional and technical; self-employed businessmen, manager and official; farm operator; and all other occupations. As calculated in Table 27 the F-value of 1.497 for occupations

Table 28. Means of attitude scores on collective bargaining as indicated by Upper Midwestern Region school board members with responses classified by selected social and economic characteristics

Social and economic characteristics	Level	Mean
School size (enrollment)	2900 and over	31.7
	900 to 2899	31.7
	899 and under	<u>31.2</u>
	Total	31.5
Age	39 and below	31.8
	40 to 49	31.7
	50 and over	<u>31.0</u>
	Total	31.5
Education	12 years and under	31.1
	13 to 16 years	31.7
	17 years and over	<u>31.9</u>
	Total	31.5
Occupation	Professional & technical	31.9
	Self-employed, manager, official	31.2
	Farm operative	31.1
	All other	<u>31.5</u>
	Total	31.5
Tenure on board	2 years and below	31.6
	3 to 6 years	31.4
	7 years and over	<u>31.6</u>
	Total	31.5
Income	\$14,499 and under	31.5
	15,000 - 26,499	31.6
	26,500 and over	<u>31.3</u>
	Total	31.5

was not significant at the .05 level. The degree of agreement or disagreement with the statements on collective bargaining did not vary substantially by occupation groups.

Tenure on board Tenure on the school board was grouped into the following three categories: Two years and below; three to six years; and seven years or more. It is interesting to note that the F-value of .222 was not significant at the .05 level. The degree of agreement or disagreement with statements of criticism related to collective bargaining did not vary by the number of years an individual had served on a school board.

Income Income, like the other five social and economic characteristics, was not a significant factor in attitudes pertaining to collective bargaining. The F-value of .366 indicates that the differences between the mean attitude scores for the three income categories, \$14,499 and below; \$14,500 through \$26,499; and \$26,500 and more were not significant at the .05 level.

Interactions In order to determine whether the simple effects of a factor were consistent within levels of other factors, all two-way interactions were investigated. Table 29 shows that none of the two-way interactions for collective bargaining was significant at the five percent level of confidence.

Curriculum

The 652 Upper Midwestern Region school board members responded to ten statements of criticism of public school curriculum. The board members were asked to respond to each statement by indicating whether their

Table 29. Analysis of two-way interactions of selected social and economic characteristics of attitude test scores on collective bargaining by Upper Midwestern Region school board members

Source of variation	Sum of squares	Degrees of freedom	Mean square	F-value
<u>Income x Education x School size x Occupation</u>				
Main effects	1.870	9	0.208	1.166
Income	0.347	2	0.173	0.972
Education	0.486	2	0.243	1.362
School size	0.721	2	0.360	2.022
Occupation	1.119	3	0.373	2.029
Two-way interactions	5.925	30	0.198	1.108
Income x Education	0.827	4	0.207	1.160
Income x School size	0.571	4	0.143	0.801
Income x Occupation	0.580	6	0.097	0.543
Education x School size	0.529	4	0.132	0.742
Education x Occupation	1.053	6	0.175	0.985
School size x Occupation	1.786	6	0.298	1.670
Explained	7.567	39	0.194	0.331
Residual	105.488	592	0.178	
Total	113.055	631	0.179	
<u>School size x Education x Tenure on Board x Occupation</u>				
Main effects	1.994	9	0.222	1.265
School size	0.873	2	0.436	2.492
Education	0.457	2	0.228	1.304
Tenure on Board	0.102	2	0.051	0.290
Occupation	1.258	3	0.419	2.395
Two-way interactions	6.075	30	0.203	1.156
School size x Education	0.441	4	0.110	0.630
School size x Tenure on Board	0.231	4	0.058	0.330
School size x Occupation	1.917	6	0.319	1.824
Education x Tenure on Board	1.135	4	0.284	1.620
Education x Occupation	0.898	6	0.150	0.855
Tenure on Board x Occupation	1.205	6	0.201	1.146
Explained	7.420	39	0.190	1.086
Residual	107.186	612	0.175	
Total	114.607	651	0.176	

impression was "strongly agree, agree, undecided, disagree, or strongly disagree" with the criticism. The factors of school size, age, education, occupation, tenure on board, and income were examined to determine their relationships to attitude scores on curriculum. The frequency tabulations and mean attitude scores for the factors and groupings within the factors are given in Table 31.

School size An inspection of Table 30 will show that the F-value 23.802 for the differences between the attitude scores of the three size strata on curriculum is significant at the .01 level. The highest mean was 32.7 for the 202 Upper Midwestern Region school board member respondents who serve school districts with enrollments of 2,900 and over. Board members from the larger districts were slightly more critical of curriculum than board members who served the smaller districts.

Age The age of the school board members who responded to this study was nonsignificant in the responses to statements of criticism of curriculum. The F-value of 2.689 for the differences between the mean attitude scores toward criticisms of curriculum was nonsignificant at the .05 level. Although the difference between the group means was not statistically significant, the age group which included 207 board members who were forty to forty-nine years of age was slightly more critical than the other two age groups.

Education The relationship between attitude scores on curriculum and the education of the 652 school board members who responded to this study was statistically significant. The F-value of 20.335 for the differences between the attitude scores for the three educational levels is

Table 30. Analysis of variance of attitude scores on curriculum by size of district, age of board members, education, occupations, tenure on the board, and income

Source of variation	Degrees of freedom	Sum of squares	Mean squares	F-ratio	F̄-prob.
<u>Curriculum x Size</u>					
Between groups	2	10.3142	5.1571	23.802	0.0000**
Within groups	649	140.6190	0.2167		
Total	651	150.9332			
<u>Curriculum x Age</u>					
Between groups	2	1.2404	0.6202	2.689	0.0687
Within groups	649	149.6943	0.2307		
Total	651	150.9347			
<u>Curriculum x Education</u>					
Between groups	2	8.9008	4.4504	20.335	0.0000**
Within groups	649	142.0334	0.2188		
Total	651	150.9342			
<u>Curriculum x Occupation</u>					
Between groups	3	6.5614	2.1871	0.817	0.0000**
Within groups	648	144.3734	0.2228		
Total	651	150.9348			

** Values significant at or beyond the one percent level of confidence.

Table 30 (Continued)

Source of variation	Degrees of freedom	Sum of squares	Mean squares	F-ratio	F-prob.
<u>Curriculum x Tenure on board</u>					
Between groups	2	0.0207	0.0104	0.045	0.9565
Within groups	649	150.9134	0.2325		
Total	651	150.9341			
<u>Curriculum x Income</u>					
Between groups	2	5.7420	2.8710	12.897	0.0000**
Within groups	629	140.0172	0.2226		
Total	631	145.7591			

significant at the .01 level. The 174 Upper Midwestern Region school board members who listed seventeen years and over of formal education were the most critical with a mean score of 32.7 for the ten statements of criticism. The overall mean for the 652 school board members was 31.2.

Occupation As calculated in Table 30, the differences in the attitude scores on curriculum among the four occupational groupings used in this study were statistically significant. The F-value of 0.817 with three degrees of freedom was significant at the .01 level. The 225 board members whose occupations were classified as professional and technical had a mean attitude score of 32.5 for the ten items related to curriculum.

Table 31. Means of attitude scores on curriculum as indicated by Upper
Midwestern Region school board members with responses classi-
fied by selected social and economic characteristics

Social and economic characteristics	Level	Mean
School size (enrollment)	2900 and over	32.7
	900 to 2899	31.4
	899 and under	<u>29.6</u>
	Total	31.2
Age	39 and below	31.3
	40 to 49	31.7
	50 and over	<u>30.6</u>
	Total	31.2
Education	12 years and under	29.8
	13 to 16 years	31.6
	17 years and over	<u>32.7</u>
	Total	31.2
Occupation	Professional & technical	32.5
	Self-employed, manager, official	30.8
	Farm operative	29.9
	All other	<u>31.0</u>
	Total	31.2
Tenure on board	2 years and below	31.3
	3 to 6 years	31.2
	7 years and over	<u>31.2</u>
	Total	31.2
Income	\$14,499 and under	29.5
	15,000 - 26,499	31.2
	26,500 and over	<u>32.1</u>
	Total	31.2

Although the differences were not great, this group was most critical of curriculum of the four occupational groups. The 161 school board members in occupations categorized as "all other" which included clerical-sales, skilled, private income, not employed, semiskilled, service worker, retired, and housewife had the second lowest mean 31.0. The third lowest mean for attitude scores on curriculum was 30.8 for the board members who were self-employed, managerial, or officials. The lowest mean for the four groups was 29.9 which represented the attitude scores for farm operators.

Tenure on board The attitude scores related to curriculum indicated that tenure on the board, like age, was not a significant factor. There was only a difference of .137 between the highest and lowest mean attitude score for the three classifications. The F-value of 0.045 with two degrees of freedom was not significant.

Income Board members with higher incomes were slightly more critical of public school curriculum than board members with lower incomes. This difference was statistically significant. The highest mean for the three groups was 32.1 for the 260 board members reporting incomes of \$26,500 and over. The least critical of the three groups was the 125 Upper Midwestern Region school board members who reported incomes of \$14,499 and under.

Interactions Attitude scores for statements of criticism related to curriculum were affected by the interaction of several factors. As noted in Table 32, the interaction of income by occupation had an F-value of 2.894 which was significant at the one percent level of confidence.

Table 32. Analysis of two-way interactions of selected social and economic characteristics of attitude test scores on curriculum by Upper Midwestern Region school board members

Source of variation	Sum of squares	Degrees of freedom	Mean square	F-value
<u>Income x Education x School size x Occupation</u>				
Main effects	12.367	9	1.374	7.019
Income	0.323	2	0.162	0.826
Education	1.841	2	0.920	4.702
School size	3.025	2	1.513	7.727
Occupation	2.023	3	0.674	3.445
Two-way interactions	13.514	30	0.450	2.301
Income x Education	1.444	4	0.361	1.844
Income x School size	1.523	4	0.381	1.945**
Income x Occupation	3.400	6	0.567	2.894*
Education x School size	3.210	4	0.553	2.822*
Education x Occupation	0.927	6	0.155	0.789*
School size x Occupation	2.924	6	0.487	2.490*
Explained	29.865	39	0.766	3.912
Residual	115.891	592	0.196	
Total	145.756	631	0.231	
<u>School size x Education x Tenure on Board x Occupation</u>				
Main effects	12.829	9	1.425	7.108
School size	4.046	2	2.023	10.086
Education	2.539	2	1.270	6.331
Tenure on Board	0.057	2	0.028	0.142
Occupation	2.656	3	0.885	4.414
Two-way interactions	12.871	30	0.429	2.139**
School size x Education	2.835	4	0.709	3.534**
School size x Tenure on Board	1.775	4	0.444	2.213
School size x Occupation	2.226	6	0.371	1.850
Education x Tenure on Board	1.729	4	0.432	2.156
Education x Occupation	2.194	6	0.366	1.823
Tenure on Board x Occupation	1.241	6	0.207	1.031
Explained	28.196	39	0.723	3.605
Residual	122.736	612	0.201	
Total	150.933	651	0.232	

* Values significant at or beyond the .05 level of confidence but which did not reach the .01 level of confidence.

** Values significant at or beyond the .01 level of confidence.

This was interpreted to mean that the attitude scores of board members engaged in the four occupational groups of: (1) professional and technical, (2) self-employed, managerial and officials, (3) farm operators, and (4) all other were significantly different according to income. Those board members with the highest incomes were more critical than board members in the same occupational group who had lower incomes.

The results presented in Table 32 demonstrated that the interaction school size and education on attitude scores related to curriculum were statistically significant. The interaction of school size by occupation was significant at the five percent level of confidence. Those board members who represented a particular occupational group and who served in larger districts were more critical than those who served smaller districts.

Although the interaction effects cited above are statistically significant, the differences between the groups are small.

Discipline

In recent years much of the criticism about public education has focused on discipline. Information about the attitudes of 652 Upper Midwestern Region school board members toward discipline in the public schools was obtained by asking respondents to give their reaction to ten statements of criticism of discipline in the public schools. The six factors of school size, age, education, occupation, tenure on board, and income were simultaneously examined to determine their relationships to the attitude scores for the ten statements of criticism pertaining to discipline. Mean attitude scores for board members with various social

and economic characteristics are revealed in Table 34.

School size The fact that school district enrollment was not an important factor in the attitudes of school board members toward statements of criticism pertaining to discipline in the public schools may be seen in Table 33. The F-value 1.906 for differences between the mean attitude scores for the three size strata was nonsignificant.

Age The age of board members who responded to this study was a statistically significant factor in attitudes toward public school discipline. The calculations in Table 33 show that the F-value of 5.414 for differences in the mean attitude scores for discipline between the age groups was significant beyond the .01 level. The 207 school board members forty to forty-nine years of age were the most critical of the three groups of discipline in the public schools.

Education The summary of data about the relationship between the education of school board members and their attitudes toward public school discipline is provided in Table 33. The F-value of 4.297 for differences between the three age groups was significant beyond the .05 level. The board members with seventeen years and over of education were the most critical with a mean score of 29.0. The 251 school board members with thirteen to sixteen years of formal education had a mean attitude score of 28.6 indicating that they were second in their agreement with criticisms of discipline. The least critical group was the 227 school board members with twelve years and under of formal education. The mean attitude scores for the three groups indicated that as the education increased the board members became slightly more critical of school discipline.

Table 33. Analysis of variance of attitude scores on discipline by size of district, age of board members, education, occupation, tenure on the board, and income

Source of variation	Degrees of freedom	Sum of squares	Mean square	F-ratio	F-prob.
<u>Discipline x Size</u>					
Between groups	2	0.7574	0.3787	1.906	0.1495
Within groups	649	128.9416	0.1987		
Total	651	129.6989			
<u>Discipline x Age</u>					
Between groups	2	2.1282	1.0641	5.414	0.0047**
Within groups	649	127.5703	0.1966		
Total	651	129.6985			
<u>Discipline x Education</u>					
Between groups	2	1.6950	0.8475	4.297	0.0140*
Within groups	649	128.0029	0.1972		
Total	651	129.6978			
<u>Discipline x Occupation</u>					
Between groups	3	3.9237	1.3079	6.738	0.0002**
Within groups	648	125.7774	0.1941		
Total	651	129.7011			

* Values significant at or beyond the five percent level of confidence but which did not reach the one percent level.

** Values significant at or beyond the one percent level of confidence.

Table 33 (Continued)

Source of variation	Degrees of freedom	Sum of squares	Mean square	F-ratio	F-prob.
<u>Discipline x Tenure on Board</u>					
Between groups	2	0.7437	0.3718	1.871	0.1548
Within groups	649	128.9553	0.1987		
Total	651	129.6988			
<u>Discipline x Income</u>					
Between groups	2	0.0362	0.0181	0.091	0.9127
Within groups	629	124.4568	0.1979		
Total	631	124.4930			

Occupation The F-value of 6.738 for differences between means of attitude scores on statements of criticism pertaining to discipline was significant beyond the .01 level. The 225 board members who listed professional and technical professions were the most critical of discipline as indicated by the highest mean attitude score 29.4. The 145 board members who operate farms had a mean attitude score of 28.0 indicating that they were third in their criticism of public school discipline. Table 34 shows that the two groups which were in least agreement with the criticism of public school discipline were the 161 board members whose occupations were categorized as "all other" and the 116 board members who were self-employed, managerial, or officials.

Table 34. Means of attitude scores on discipline as indicated by Upper
Midwestern Region board members with responses classified by
selected social and economic characteristics

Social and economic characteristics	Level	Mean
School size	2900 and over	28.5
	900 to 2899	28.7
	899 and under	<u>27.9</u>
	Total	28.4
Age	39 and below	28.6
	40 to 49	28.9
	50 and over	<u>27.6</u>
	Total	28.4
Education	12 years and under	27.7
	13 to 16 years	28.6
	17 years and over	<u>29.0</u>
	Total	28.4
Occupation	Professional & technical	29.4
	Self-employed, managerial, official	27.7
	Farm operative	28.0
	All other	<u>27.8</u>
	Total	28.4
Tenure on board	2 years and below	28.5
	3 to 6 years	28.6
	7 years and over	<u>27.9</u>
	Total	28.4
Income	\$14,499 & under	28.2
	15,000 - 26,499	28.4
	26,500 and over	<u>28.3</u>
	Total	28.4

Tenure on board The number of years of service on a school board was not an important factor in attitudes toward public school discipline. The F-value of 1.871 for the differences between the mean attitudes scores of the three tenure groups was not significant.

Income The F-value of .091 for the difference between the mean attitude scores of the three income levels was not significant. This means that income was not an important factor in attitudes toward public school discipline.

Interactions As calculated in Table 35 the interaction of school size by occupation has an F-value of 2.872 which was significant at the one percent level of confidence. This was interpreted to mean that the size of the district was related to attitudes toward criticism of discipline by board members who represented the occupational groups used in this study. Board members who represented a particular occupational group and who served larger districts were more critical of public school discipline than those from the same occupational group who served on a board in smaller school districts. The two-way interaction of tenure on a school board by occupation had an F-value of 2.993 which was significant at the one percent level of confidence. Board members who represented various occupational groups and who had the least tenure were the most critical of public school discipline while those from the same occupational group but with more tenure were less critical.

The interaction of school size by tenure on the board had an F-value of 1.736 which was significant at the five percent level of confidence.

Table 35. Analysis of two-way interactions of selected social and economic characteristics of attitude test scores on discipline by Upper Midwestern Region school board members

Source of variation	Sum of squares	Degrees of freedom	Mean square	F-value
<u>Income x Education x School size x Occupation</u>				
Main effects	2.017	9	0.224	1.179
Income	0.399	2	0.199	1.049
Education	0.186	2	0.093	0.490
School size	0.236	2	0.118	0.621
Occupation	0.981	3	0.327	1.720
Two-way interactions	7.185	30	0.239	1.260
Income x Education	1.584	4	0.396	2.083
Income x School size	0.189	4	0.047	0.249
Income x Occupation	2.173	6	0.362	1.905
Education x School size	0.828	4	0.207	1.088
Education x Occupation	0.113	6	0.019	0.099**
School size x Occupation	3.277	6	0.546	2.872**
Explained	11.924	39	0.306	1.608
Residual	112.566	592	0.190	
Total	124.491	631	0.197	
<u>School size x Education x Tenure on Board x Occupation</u>				
Main effects	5.330	9	0.592	3.160
School size	0.310	2	0.155	0.826
Education	0.190	2	0.095	0.507
Tenure on Board	1.045	2	0.522	2.787
Occupation	3.896	3	1.299	6.932
Two-way interactions	9.123	30	0.304	1.623
School size x Education	0.681	4	0.170	0.909*
School size x Tenure on Bd.	1.301	4	0.325	1.736*
School size x Occupation	2.642	6	0.440	2.350
Education x Tenure on Bd.	0.267	4	0.067	0.356
Education x Occupation	0.548	6	0.091	0.487**
Tenure on Bd. x Occupation	3.365	6	0.561	2.993**
Explained	15.030	39	0.385	2.057
Residual	114.667	612	0.187	
Total	129.697	651	0.199	

* Values significant at or beyond the .05 level of confidence but which did not reach the .01 level.

** Values significant at or beyond the .01 level of confidence.

Governance

Governance was the fourth area in which Upper Midwestern Region board members were asked to respond to statements of criticism. Six hundred fifty-two board members responded to the items about governance. Table 37 provides information about the six factors of school district size, age, education, tenure on the board, and income as related to responses to statements of criticism about school governance. The mean attitude score for governance was 26.1 the lowest of the mean scores for the seven areas. This indicates that the 652 Upper Midwestern Region school board members who responded to this study were not critical of the governance of public schools.

School size Attitudes toward governance did not vary significantly by the size of the district served. There was no significant difference in the attitude scores for the three levels of school size.

Age Age was a nonsignificant factor in the attitude scores toward governance. With means of 26.0, 26.4, and 25.8, and an overall mean of 26.1 the differences between the groups were slight. The F-value of 1.311 was not significant. These scores indicate that board members' attitudes toward governance were not directly related to age.

Education As presented in Table 36 the F-value of 1.141 for the differences between the mean attitude scores for the various levels of formal education was not significant.

Occupation The F-value of 2.187 with three degrees of freedom was found to be nonsignificant for attitude scores on governance. While there were differences between the mean attitude scores for the four

Table 36. Analysis of variance of attitude scores on governance by size of district, age of board members, education, occupation, tenure on board, and income

Source of variation	Degrees of freedom	Sum of squares	Mean square	F-ratio	F-prob.
<u>Governance x Size</u>					
Between groups	2	0.3015	0.1507	0.881	0.4150
Within groups	649	111.0884	0.1712		
Total	651	111.3899			
<u>Governance x Age</u>					
Between groups	2	0.4481	0.2240	1.311	0.2704
Within groups	649	110.9401	0.1709		
Total	651	111.3882			
<u>Governance x Education</u>					
Between groups	2	0.3905	0.1952	1.141	0.3200
Within groups	649	110.9979	0.1710		
Total	651	111.3884			
<u>Governance x Occupation</u>					
Between groups	3	1.1165	0.3722	2.187	0.0884
Within groups	648	110.2742	0.1702		
Total	651	111.3907			

Table 36 (Continued)

Source of variation	Degrees of freedom	Sum of squares	Mean square	F-ratio	F-prob.
<u>Governance x Tenure on board</u>					
Between groups	2	0.6615	0.3307	1.939	0.1447
Within groups	649	110.7263	0.1706		
Total	651	111.3878			
<u>Governance x Income</u>					
Between groups	2	0.3348	0.1674	0.969	0.3801
Within groups	629	108.6848	0.1728		
Total	631	109.0196			

occupational categories, the differences were slight. The professional and technical category had the highest mean score indicating that they were the most critical of the three groups.

Tenure on board Tenure on the school board was not a significant factor in the attitude scores toward governance for the 652 school board members who responded to this survey. With an F-value of 1.939 the differences between groups were not significant at the .05 level. The board members who had seven or more years of service on a school board were slightly more critical of governance than the other two groups.

Table 37. Means of attitude scores on governance as indicated by Upper
Midwestern Region school board members with responses classi-
fied by selected social and economic characteristics

Social and economic characteristics	Level	Mean
School size (enrollment)	2900 and over	26.4
	900 - 2899	26.2
	899 and under	<u>25.8</u>
	Total	26.1
Age	39 and below	25.8
	40 to 49	26.4
	50 and over	<u>26.0</u>
	Total	26.1
Education	12 years and under	25.8
	13 to 16 years	26.3
	17 years and over	<u>26.4</u>
	Total	26.1
Occupation	Professional & technical	26.6
	Self-employed, manager, official	25.8
	Farm operative	25.6
	All other	<u>26.2</u>
	Total	26.1
Tenure on board	2 years and below	25.8
	3 to 6 years	26.2
	7 years and over	<u>26.6</u>
	Total	26.1
Income	\$14,499 and under	25.6
	15,000 - 26,499	26.2
	26,500 and over	<u>26.2</u>
	Total	26.1

Income Income, like the other social and economic factors examined in relation to attitude scores on governance, proved to be nonsignificant. With an F-value of .969, less than one, the differences in mean attitude scores between the groups was not significant at the .05 level. The mean attitude score of 26.1 indicates that the total group of 632 who responded were not critical of governance. While all of the 652 respondents to the study completed the attitude items about governance, only 632 provided information about their level of income.

Interactions Inspection of Table 38 revealed that only the interaction of education by occupation on attitudes toward public school governance was statistically significant. The interaction of education by occupation was calculated in the two analyses in Table 38 and both of the interactions were significant at the one percent level of confidence. These statistically significant interactions were interpreted to mean that Upper Midwestern Region board members who were involved in the same occupational groups had different attitudes toward governance in accordance with their level of formal education. Although the real differences were slight, board members who were in the same occupational category but who had more formal education were more critical of public school governance.

Finance

School district finance was the fifth of the seven areas in which 652 Upper Midwestern Region school board members responded to statements of criticism. An inspection of Table 40 will reveal the mean attitude scores of board members according to the social and economic factors used in

Table 38. Analysis of two-way interactions of selected social and economic characteristics of attitude test scores on governance by Upper Midwestern Region school board members

Source of variation	Sum of squares	Degrees of freedom	Mean square	F-value
<u>Income x Education x School size x Occupation</u>				
Main effects	1.281	9	0.142	0.848
Income	0.392	2	0.196	1.169
Education	0.885	2	0.442	2.638
School size	0.174	2	0.087	0.518
Occupation	0.139	3	0.046	0.277
Two-way interactions	8.254	30	0.275	1.640
Income x Education	0.430	4	0.108	0.641
Income x School size	0.913	4	0.228	1.361
Income x Occupation	2.044	6	0.341	2.031
Education x School size	1.085	4	0.271	1.617**
Education x Occupation	3.152	6	0.525	3.131**
Explained	9.706	39	0.249	1.483
Residual	99.312	592	0.168	
Total	109.018	631	0.173	
<u>School size x Education x Tenure on Board x Occupation</u>				
Main effects	1.971	9	0.219	1.328
School size	0.175	2	0.087	0.530
Education	0.720	2	0.360	2.183
Tenure on Board	0.646	2	0.323	1.958
Occupation	0.719	3	0.240	1.454
Two-way interactions	8.074	30	0.269	1.632
School size x Education	0.730	4	0.183	1.107
School size x Tenure on Board	0.872	4	0.218	1.322
School size x Occupation	0.555	6	0.093	0.561
Education x Tenure on Board	0.862	4	0.215	1.306**
Education x Occupation	3.645	6	0.608	3.684**
Tenure on Board x Occupation	1.370	6	0.228	1.385
Explained	10.465	39	0.268	1.627
Residual	100.923	612	0.165	
Total	111.387	651	0.171	

** Values significant at or beyond the .01 level of confidence.

this study.

School size As presented in Table 39 the F-value of 5.177 calculated for differences between the attitude scores on school finance for the three size strata was significant at the .01 level. The mean attitude scores were 33.9 for the larger districts 2,900 and over, 33.3 for districts with enrollments of 900 through 2,899, and 32.6 for districts with enrollments of 900 through 2,899, and 32.6 for districts with enrollments of 899 and under. The mean for all of the 652 respondents was 33.3. Although the differences were nominal, board members from larger districts were more critical of school finance than were board members serving districts with smaller enrollments.

Age The F-value for the differences between the three age categories was 2.601. This difference was too small to be significant. The mean scores for the age groups were: Thirty-nine and below 33.7; forty to forty-nine 33.3; and fifty and over 32.8. The overall mean was 33.3. Although the averages show that each succeeding age category was slightly less critical of finance than was the preceding one, the differences between the groups are too slight to be meaningful.

Education As shown in Table 39 the F-value for the differences in attitude scores on finance between the three categories of education was 13.794. The F-value is significant at the .01 level. The 227 school board members with twelve years and under of schooling had a mean score of 32.2. The 251 school board members with thirteen years of schooling had a mean score of 33.5. The highest mean attitude score was 34.2 for the 174 school board members with seventeen or more years of formal education.

Table 39. Analysis of variance of attitude scores on finance by size of district, age of board members, education, occupation, tenure on board, and income

Source of variation	Degrees of freedom	Sum of squares	Mean square	F-ratio	F-prob.
<u>Finance x Size</u>					
Between groups	2	1.5549	0.7775	5.177	0.0059**
Within groups	649	97.4704	0.1502		
Total	651	99.0254			
<u>Finance x Age</u>					
Between groups	2	0.7875	0.3937	2.601	0.0750
Within groups	649	98.2377	0.1514		
Total	651	99.0252			
<u>Finance x Education</u>					
Between groups	2	4.0377	2.0189	13.794	0.0000**
Within groups	649	94.9871	0.1464		
Total	651	99.0248			
<u>Finance x Occupation</u>					
Between groups	3	4.2826	1.4275	9.764	0.0000**
Within groups	648	94.7449	0.1462		
Total	651	99.0275			

** Values significant at or beyond the one percent level of confidence.

Table 39 (Continued)

Source of variation	Degrees of freedom	Sum of squares	Mean square	F-ratio	F-prob.
<u>Finance x Tenure on board</u>					
Between groups	2	0.2947	0.1473	0.969	0.3802
Within groups	649	98.7305	0.1521		
Total	651	99.0251			
<u>Finance x Income</u>					
Between groups	2	2.8105	1.4053	9.372	0.0001**
Within groups	629	94.3113	0.1499		
Total	631	97.1218			

The board members with the most years of formal education were slightly more critical of school finance than the groups with less formal education.

Occupation Differences between the attitude scores of members of the four occupational groupings used in this study were found to be statistically significant at the .01 level. The professional and technical category of occupations was the most critical with a mean attitude score of 34.4. The other three categories clustered together fairly closely with means of 32.9, 32.7, and 32.5.

Tenure on board Tenure on the board had little effect on the attitudes of the 652 respondents toward school finance. Table 39 shows

Table 40. Means of attitude scores on finance as indicated by Upper
Midwestern Region school board members with responses classi-
fied by selected social and economic characteristics

Social and economic characteristics	Level	Mean
School size	2900 and over	33.9
	900 to 2899	33.3
	899 and under	<u>32.6</u>
	Total	33.3
Age	39 and below	33.7
	40 to 49	33.3
	50 and under	<u>32.8</u>
	Total	33.3
Education	12 years and under	32.2
	13 to 16 years	33.5
	17 years and over	<u>34.2</u>
	Total	33.3
Occupation	Professional & technical	34.4
	Self-employed, managerial, official	32.9
	Farm operative	32.7
	All other	<u>32.5</u>
	Total	33.3
Tenure on board	2 years and below	33.6
	3 to 6 years	33.2
	7 years and over	<u>27.0</u>
	Total	33.3
Income	\$14,499 & under	32.0
	15,000 - 26,499	33.9
	26,500 and over	<u>33.3</u>
	Total	33.3

that the F-value of .969 for differences in tenure on the board was not statistically significant.

Income The F-value for differences in attitude scores about finance between the three income categories treated in this study was 9.372. This F-value is significant at the .01 level. The 247 school board members who reported an income of \$15,000 to \$26,499 had the highest mean attitude score on school finance of the three groups. This indicates that board members in the middle income classification were slightly more critical of school finance than were the board members in the higher and lower income categories.

Interactions As found in Table 41 the interaction of education and school size was statistically significant in attitudes toward public school finance. The interaction of the mean attitude scores on finance by education by school size had an F-value of 7.565 which was significant at the one percent level of confidence. Board members who had the most formal education were more critical of public school finance than board members with less formal education who served school districts of similar size. In the second analysis presented in Table 41 which included the factors of school size x education x tenure on board x occupation, the interaction of school size x education had an F-value of 8.117 which was significant at the one percent level of confidence. These statistically significant interactions were interpreted to mean that Upper Midwestern Region school board members serving school districts of similar size vary in their attitudes toward school finance in accordance with their level of formal schooling. Those with more schooling were more critical of

Table 41. Analysis of two-way interactions of selected social and economic characteristics of attitude test scores on finance by Upper Midwestern Region school board members

Source of variation	Sum of squares	Degrees of freedom	Mean square	F-value
<u>Income x Education x School size x Occupation</u>				
Main effects	7.931	9	0.881	6.520
Income	1.412	2	0.706	5.222
Education	2.365	2	1.182	8.749
School size	0.841	2	0.420	3.111
Occupation	1.553	3	0.518	3.830
Two-way interactions	8.404	30	0.280	2.073
Income x Education	0.730	4	0.182	1.350
Income x School size	0.801	4	0.200	1.482
Income x Occupation	1.040	6	0.173	1.283**
Education x School size	4.089	4	1.022	7.565**
Education x Occupation	1.628	6	0.271	2.008
Explained	17.111	39	0.439	3.246
Residual	80.008	592	0.135	
Total	97.119	631	0.154	
<u>School size x Education x Tenure on Board x Occupation</u>				
Main effects	7.194	9	0.799	5.861
School size	0.866	2	0.433	3.176
Education	2.366	2	1.183	8.674
Tenure on Board	0.335	2	0.167	1.228
Occupation	3.187	3	1.062	7.789
Two-way interactions	8.933	30	0.298	2.183**
School size x Education	4.428	4	1.107	8.117**
School size x Tenure on Board	1.167	4	0.292	2.139
School size x Occupation	1.331	6	0.222	1.626
Education x Tenure on Board	0.940	4	0.235	1.722
Education x Occupation	1.173	6	0.195	1.433
Tenure on Board x Occupation	0.460	6	0.077	0.526
Explained	15.553	39	0.399	2.924
Residual	83.470	612	0.136	
Total	99.023	651	0.152	

** Values significant at or beyond the one percent level of confidence.

public school finance. Board members with more tenure on the board were less critical.

Teachers

The sixth of the seven areas in which 652 Upper Midwestern Region School board members responded to questionnaires was the general area of attitudes toward statements of criticism of teachers. The mean attitude scores for the board members according to the social and economic characteristics are presented in Table 43.

School size The calculations in Table 42 show that the F-value of 7.707 for differences between the attitude scores on teachers for the three school district size categories was significant beyond the .01 level. The most critical of the three size groups was the group of school board members representing school districts with enrollments of 2,900 and over. The mean attitude score for this group was 32.7.

Age The age of school board members who participated in this study was related to attitudes toward teachers as indicated by the mean attitude scores of the three age groups. The F-value 9.103 is significant beyond the .01 level. The 283 school board members forty to forty-nine years of age had a mean attitude score of 32.4, the highest for the three groups. Although the real differences were slight, this score means that the board members forty to forty-nine years of age were more critical of teachers than the other two age groups.

Education The F-value of 6.408 for differences between the mean attitude scores for the three education groupings used in this study was significant beyond the .01 level. The mean attitude scores for the board

Table 42. Analysis of variance of attitude scores on teachers by size of district, age of board members, education, occupation, tenure on board, and income

Source of variation	Degrees of freedom	Sum of squares	Mean square	F-ratio	F-prob.
<u>Teachers x Size</u>					
Between groups	2	3.4782	1.7391	7.707	0.0005**
Within groups	649	146.4528	0.2257		
Total	651	149.9310			
<u>Teachers x Age</u>					
Between groups	2	4.0914	2.0457	9.103	0.0001**
Within groups	649	145.8393	0.2247		
Total	651	149.9307			
<u>Teachers x Education</u>					
Between groups	2	2.9032	1.4516	6.408	0.0018**
Within groups	649	147.0267	0.2265		
Total	651	149.9299			
<u>Teachers x Occupation</u>					
Between groups	3	2.4260	0.8087	3.553	0.0142*
Within groups	648	147.5053	0.2276		
Total	651	149.9313			

* Values significant at or beyond the five percent level of confidence but which did not reach the one percent level.

** Values significant at or beyond the one percent level of confidence.

Table 42 (Continued)

Source of variation	Degrees of freedom	Sum of squares	Mean square	F-ratio	F-prob.
<u>Teachers x Tenure on board</u>					
Between groups	2	0.7811	0.3906	1.699	0.1836
Within groups	649	149.1498	0.2298		
Total	651	149.9309			
<u>Teachers x Income</u>					
Between groups	2	0.9314	0.4657	2.023	0.1331
Within groups	629	144.8000	0.2302		
Total	631	145.7314			

members with twelve years of schooling and below, thirteen to sixteen years of schooling, and seventeen and more years of schooling were 30.9, 31.8, 32.6, respectively. Although these figures show that as the amount of formal education of board members increased, the board members were more critical, it is important to note that the differences between the mean attitude scores were quite small.

Occupation The F-value of 3.553 for the differences between the mean attitude scores of the four occupational groups, professional and technical; self-employed, managerial, or official; farm operator; and all other occupations was statistically significant beyond the .05 level. The 225 school board members involved in professional and technical

Table 43. Means of attitude scores on teachers as indicated by Upper
Midwestern Region school board members with responses classi-
fied by selected social and economic characteristics

Social and economic characteristics	Level	Mean
School size (enrollment)	2900 and over	32.7
	900 to 2899	31.5
	899 and under	<u>30.9</u>
	Total	31.7
Age	39 and below	31.9
	40 to 49	32.4
	50 and over	<u>30.5</u>
	Total	31.7
Education	12 years and under	30.9
	13 to 16 years	31.8
	17 years and over	<u>32.6</u>
	Total	31.7
Occupation	Professional & technical	32.3
	Self-employed, manager, official	32.1
	Farm operative	30.8
	Other other	<u>31.3</u>
	Total	31.7
Tenure on board	2 years and below	31.5
	3 to 6 years	32.1
	7 years and over	<u>31.3</u>
	Total	31.7
Income	\$14,499 and under	31.0
	15,000 - 26,499	32.1
	26,500 and over	<u>31.6</u>
	Total	31.7

occupations had the highest mean attitude score, 32.3, and were the most critical of teachers of the four occupational groups. Although statistically significant, the differences between the attitudes of the groups were small.

Tenure on board The F-value of 1.699 for differences between the mean attitude scores for the three strata of tenure was not significant. The highest of the three mean attitude scores was 32.1 for the 261 school board members with three to six years service on the board.

Income Income, like tenure on the board, did not prove to be closely related to attitude scores on teaching. The F-value of 2.023 for differences between the mean attitude scores for the groups was not statistically significant.

Interactions It should be noted that four of the two-way interactions related to attitudes toward teachers were found to be significant. An examination of the data in Table 44 will show that the interaction of income by education had an F-value of 3.465 and was significant at the one percent level of confidence. Upper Midwestern Region school board members who had similar incomes but more formal education were more critical of teachers than those with the same level of income but less formal education.

The interactions of school size x tenure on board, education x tenure on the board, and tenure on the school board x occupation were found to be significant at the five percent level of confidence. These interactions were interpreted to mean that the attitudes of Upper Midwestern Region school board members with various levels of tenure were affected

Table 44. Analysis of two-way interactions of selected social and economic characteristics of attitude test scores on teachers by Upper Midwestern Region school board members

Source of variation	Sum of squares	Degrees of freedom	Mean square	F-value
<u>Income x Education x School size x Occupation</u>				
Main effects	7.327	9	0.814	3.729
Income	2.026	2	1.013	4.640
Education	0.977	2	0.488	2.237
School size	3.249	2	1.625	7.441
Occupation	1.693	3	0.564	2.585
Two-way interactions	9.427	30	0.314	1.439**
Income x Education	3.026	4	0.756	3.465
Income x School size	0.035	4	0.009	0.041
Income x Occupation	1.980	6	0.330	1.511
Education x School size	1.968	4	0.492	2.253
Education x Occupation	0.266	6	0.044	0.203
School size x Occupation	2.507	6	0.418	1.914
Explained	16.479	39	0.423	1.935
Residual	129.250	259	0.218	
Total	145.730	631	0.231	
<u>School size x Education x Tenure on Board x Occupation</u>				
Main effects	6.481	9	0.720	3.301
School size	2.514	2	1.257	5.761
Education	0.929	2	0.464	2.129
Tenure on Board	1.205	2	0.602	2.761
Occupation	1.823	3	0.608	2.785
Two-way interactions	10.394	30	0.346	1.588
School size x Education	0.911	4	0.228	1.044*
School size x Tenure on Board	2.246	4	0.562	2.574*
School size x Occupation	1.760	6	0.293	1.344*
Education x Tenure on Board	2.841	4	0.710	3.255*
Education x Occupation	1.229	6	0.205	0.939*
Tenure on Board x Occupation	3.034	6	0.506	2.317*
Explained	16.399	39	0.420	1.927
Residual	133.531	612	0.218	
Total	149.930	651	0.230	

* Values significant at or beyond the .05 level of confidence but which did not reach the .01 level.

** Values significant at or beyond the .01 level of confidence.

by the formal education, the occupation, and the size of the school district served. Board members with more education and those who served larger districts were more critical of teachers than those with less income or those who served smaller districts irrespective of the tenure or occupation of the board members.

It is important to recognize that, although the above cited differences were statistically significant, the differences were very slight.

Teaching methods

The area of teaching methods was the last of the seven areas in which 652 Upper Midwestern school board members responded to statements of criticism. The questionnaire included ten statements of criticism about methods of teaching in public schools. The mean attitude scores for board members are tabulated in Table 46 according to the levels of social and economic characteristics.

School size An inspection of Table 45 will reveal that the F-value of 9.153 calculated for the difference in attitude scores pertaining to teaching methods between the three size strata is significant beyond the .01 level. The 235 school board members who served school districts with enrollments of 900 to 2,899 were the most critical of teaching methods and techniques. Board members serving the districts in the largest size stratum, 2,900 and over, were the least critical of teaching methods and techniques.

Age The F-value of 3.484 for differences between the attitude scores of the three age groupings used in this study was statistically significant beyond the .05 level. The 283 board members forty to forty-

Table 45. Analysis of variance of attitude scores on teaching by size of district, age of board members, education, occupation, tenure on board, and income

Source of variation	Degrees of freedom	Sum of squares	Mean square	F-ratio	F-prob.
<u>Teaching x Size</u>					
Between groups	2	5.3847	2.6923	9.153	0.0001**
Within groups	649	190.9113	0.2942		
Total	651	196.2960			
<u>Teaching x Age</u>					
Between groups	2	2.0850	1.0425	3.484	0.0313*
Within groups	649	194.2116	0.2992		
Total	651	196.2966			
<u>Teaching x Education</u>					
Between groups	2	1.8479	0.9238	3.083	0.0465*
Within groups	649	194.4481	0.2996		
Total	651	196.2957			
<u>Teaching x Occupation</u>					
Between groups	3	2.0333	0.6778	2.261	0.0802
Within groups	648	194.2634	0.2998		
Total	651	196.2967			

* Values significant at or beyond the five percent level of confidence but which did not reach the one percent level.

** Values significant at or beyond the one percent level of confidence.

Table 45 (Continued)

Sources of variation	Degrees of freedom	Sum of squares	Mean square	F-ratio	F-prob.
<u>Teaching x Tenure on board</u>					
Between groups	2	1.0836	0.5418	1.801	0.1659
Within groups	649	195.2136	0.3008		
Total	651	196.2972			
<u>Teaching x Income</u>					
Between groups	2	1.0053	0.5026	1.661	0.1908
Within groups	629	190.3289	0.3026		
Total	631	191.3342			

nine years of age were the most critical of teaching methods and techniques. This group had a mean attitude score of 31.5, the highest of the three groups. Although statistically different the differences between the attitude scores were slight.

Education The differences between attitude scores for various levels of formal education may be seen in Table 46. The F-value of 3.083 is significant beyond the .05 level. The 227 school board members who recorded from thirteen to sixteen years of formal education had a mean attitude score of 31.6 on teaching methods. With a mean score of 31.6 those board members who reported thirteen to sixteen years of formal education were the most critical of the three groups. The differences between the attitude scores for the groups were slight.

Table 46. Means of attitude scores on teaching methods as indicated by Upper Midwestern Region school board members with responses classified by selected social and economic characteristics

Social and economic characteristics	Level	Mean
School size	2900 and over	29.7
	900 to 2899	31.9
	899 and under	<u>31.2</u>
	Total	31.0
Age	39 and below	31.2
	40 to 49	31.5
	50 and over	<u>30.2</u>
	Total	31.0
Education	12 years and under	31.0
	13 to 16 years	31.6
	17 years and over	<u>30.2</u>
	Total	31.0
Occupation	Professional & technical	30.5
	Self-employed, manager, official	30.9
	Farm operative	32.0
	All other	<u>30.9</u>
	Total	31.0
Tenure on board	2 years and below	31.0
	3 to 6 years	31.4
	7 years and over	<u>30.4</u>
	Total	31.0
Income	\$14,499 and under	31.3
	15,000 - 26,499	31.3
	26,500 and over	<u>30.5</u>
	Total	31.0

Occupation An F-value of 2.261 for differences between the mean attitude scores for occupational groups was not statistically significant. The 145 board members who listed farm operator as their occupation were the most critical of the four occupational groups.

Tenure on board Examination of the mean attitude scores on teaching methods for three levels of board experience yielded no important differences between the groups. The F-value of 1.801 was not significant.

Income The attitude scores on teaching methods were not strongly related to various levels of income. The F-value of 1.661 was statistically nonsignificant. Like occupations and tenure on the board, income appeared to have no important effect on perceptions or attitudes toward criticisms of teaching methods.

Interactions The mean attitude scores related to teaching methods were analyzed in terms of the factors of income, education, school size, occupation, and tenure on the school board for significant two-way interactions. None of the interactions were statistically significant. A summary of the analyses is shown in Table 47.

Tests of Hypotheses

The six null hypotheses which were investigated in this study are listed in Chapter I. The relationships between selected social and economic characteristics and the attitudes of board members toward selected statements of criticisms were examined in order to test the null hypotheses for this study. The social and economic characteristics which were

Table 47. Analysis of two-way interactions of selected social and economic characteristics of attitude test scores on teaching by Upper Midwestern Region school board members

Source of variation	Sum of squares	Degrees of freedom	Mean square	F-value
<u>Income x Education x School size x Occupation</u>				
Main effects	7.808	9	0.868	3.099
Income	1.818	2	0.909	3.246
Education	1.715	2	0.858	3.063
School size	0.809	2	0.404	1.444
Occupation	2.356	3	0.785	2.805
Two-way interactions	18.214	30	0.607	2.168
Income x Education	3.039	4	0.760	2.714
Income x School size	1.059	4	0.265	0.946
Income x Occupation	6.188	6	1.031	3.683
Education x School size	3.127	4	0.782	2.792
Education x Occupation	2.757	6	0.460	1.641
School size x Occupation	2.528	6	0.430	1.537
Explained	25.581	39	0.656	2.343
Residual	165.753	592	0.280	
Total	191.333	631	0.303	
<u>School size x Education x Tenure on Board x Occupation</u>				
Main effects	6.853	9	0.761	2.740
School size	0.380	2	0.190	0.683
Education	2.200	2	1.100	3.958
Tenure on Board	2.294	2	1.147	4.128
Occupation	1.256	3	0.419	1.506
Two-way interactions	17.519	30	0.584	2.101
School size x Education	3.524	4	0.881	3.170
School size x Tenure on Board	0.466	4	0.116	0.419
School size x Occupation	1.434	6	0.239	0.860
Education x Tenure on Board	2.863	4	0.716	2.576
Education x Occupation	3.330	6	0.555	1.997
Tenure on Board x Occupation	2.736	6	0.456	1.641
Explained	26.230	39	0.673	2.420
Residual	170.065	612	0.278	
Total	196.295	651	0.302	

considered in the study are age, education, occupation, tenure, income, and size of the district served. The attitude items included statements of criticism of public education related to the areas of collective bargaining, curriculum, discipline, educational governance, financing public education, teachers, and teaching methods and techniques. The statistical technique, analysis of variance, was used to examine the effect of each of the factors as well as to identify interactions of the factors.

Hypothesis 1

The relationship between the attitudes of school board members toward selected criticisms of public education and the size of the school enrollment of the district served is not statistically significant.

The null hypothesis was rejected for the areas of curriculum, finance, teachers and teaching methods based on the F-values of 23.802, 5.177, 4.707, and 9.153 listed in Tables 30, 39, 42, and 45 respectively. Each of these F-values was significant at the one percent level of confidence.

The null hypothesis remained tenable for the areas of collective bargaining, discipline, and educational governance since the F-values as shown in Tables 27, 33, and 36 were not significant at the five percent level of confidence.

Hypothesis 2

There is no statistically significant relationship between the age of board members and their attitudes toward selected criticisms of public education.

Since the study identified statistically significant relationships between the age of board members and criticisms of public school discipline and teaching, the null hypothesis was rejected. An inspection of Table 33 will reveal that the F-value of 5.414 for attitudes toward discipline was significant at the one percent level of confidence. It should be noted that the F-value of 3.484 for attitudes toward teaching was significant at the five percent level of confidence. This significant F-value may be seen in Table 45.

The null hypothesis was not rejected for collective bargaining, curriculum, governance, finance, and teachers since the F-values were not significant at the five percent level. The F-values for collective bargaining, curriculum, governance, finance, and teachers are shown in Tables 27, 30, 36, and 39.

Hypothesis 3

The amount of formal education of board members is not a statistically significant factor in determining the attitude of board members toward selected criticisms of public education.

The null hypothesis was retained for the areas of collective bargaining and governance. Inspection of Tables 27 and 36 revealed that the differences were not significant at the five percent level of confidence.

The null hypothesis was rejected for the areas of curriculum, discipline, finance, teachers, and teaching. The F-values were significant at the one percent level of confidence. The F-values for discipline, teachers, and teaching, 4.297, 6.408, and 3.083 respectively, were significant at the five percent level of confidence.

Hypothesis 4

The relationship between attitudes of school board members toward selected criticisms of public education and tenure on the board is not statistically significant.

This null hypothesis was not rejected. The F-values for tenure did not reach the five percent level of confidence. Tenure on the board of education was not a significant factor in determining the attitude of board members toward statements of criticism of public education.

Hypothesis 5

There is no statistically significant relationship between the annual income of board members and their attitudes toward selected criticisms of public education.

The results in Tables 27, 33, 36, 42, and 45 indicate the F-values for collective bargaining, discipline, governance, teachers, and teaching were not large enough to reject the null hypothesis.

The F-value for curriculum was 12.897. The F-value for finance was 9.372. These F-values, shown in Tables 30 and 39 were significant at the one percent level of confidence and the null hypothesis was rejected for the areas of curriculum and finance.

Hypothesis 6

There is no statistically significant relationship between the occupation of board members and their attitudes toward selected criticisms of public education.

An inspection of Tables 27, 36, and 45 will show that the F-values

for the areas of collective bargaining, educational governance, and teaching were not of sufficient magnitude to reject the null hypothesis. Differences in income level did not appear to have an important effect on attitudes toward criticism of collective bargaining, governance, and teaching.

The F-values for the areas of curriculum, discipline, finance, and teachers were great enough to reject the null hypothesis. As noted in Tables 30, 33, and 39 the F-values for curriculum, discipline, and teachers were 0.817, 6.738, and 9.764. Each of these F-values was significant at the one percent level of confidence. The F-value for teachers was 3.553 which was significant at the five percent level of confidence.

SUMMARY OF FINDINGS, CONCLUSIONS,
AND RECOMMENDATIONS

Findings

The purposes of this study were to identify certain social and economic characteristics of public school board members in the states of Iowa, Minnesota, North Dakota, South Dakota, and Wisconsin and to determine relationships, if any, between these characteristics and attitudes of the board members toward selected criticisms of public education. The first part of the study was the identification and analysis of certain social and economic characteristics. These descriptive data provided a basis for comparisons of the characteristics of Upper Midwestern Region school board members with social and economic characteristics of school board members as reported in previous studies. This information also provided a basis for studying relationships between the size of the district served, the age, education, occupation, tenure, and income of Upper Midwestern Region school board members and their attitudes toward selected criticisms of public education. The second part of this study was to identify the attitudes of Upper Midwestern Region school board members toward selected criticisms of public education.

Social and economic characteristics

A summary of the findings about the social and economic characteristics of the 652 Upper Midwestern Region school board members who responded to this study is presented in Table 48. Table 48 also includes a summary of the findings of Robinson's (61) 1966 study of Iowa public school board

Table 48. Comparison of social and economic characteristics of public school board members as identified by Robinson's 1966 research and the present study (61)

Social and economic characteristics	Findings of Robinson's 1966 study of Iowa school board members	Findings of this study (1978 data) of Upper Midwestern Region school board members
Age (Mean)	45.22 years	43.7 years
Education		
Eight years	3.7 percent	2.5 percent
Nine to eleven years	2.8 percent	1.5 percent
HS graduate	34.0 percent	30.8 percent
College graduate	43.4 percent	47.4 percent
Occupation		
Professional & technical	29.2 percent	34.5 percent
Self-employed	20.7 percent	17.8 percent
Clerical & sales	2.5 percent	2.8 percent
Skilled worker	1.1 percent	2.8 percent
Unemployed	0 percent	0 percent
Private income	0 percent	.3 percent
Semiskilled worker	.6 percent	.6 percent
Service worker	.6 percent	.2 percent
Unskilled worker	0 percent	0 percent
Farm operative	37.3 percent	22.2 percent
Retired	1.1 percent	2.3 percent
Housewife	6.4 percent	15.8 percent
Not applicable	.3 percent	.8 percent
No response	.3 percent	0 percent

Table 48 (Continued)

Social and economic characteristics	Findings of Robinson's 1966 study of Iowa school board members	Findings of this study (1978 data) of Upper Midwestern Region school board members
Years on board		
Median	3.8 years	3.7 years
Mean	5.2 years	3.7 years
Three years or less	35.1 percent	42.9 percent
Six years or less	85.4 percent	71.5 percent
Income (Mean)	\$11,994	\$18,844
Sex		
Male	91.7 percent	71.6 percent
Female	8.0 percent	28.4 percent
Religious affiliation		
Protestant	88.7 percent	66.4 percent
Catholic	5.3 percent	21.6 percent
Jewish	.8 percent	.5 percent
Other	.6 percent	.2 percent
None	0 percent	2.0 percent
No response	4.7 percent	9.4 percent
Political affiliation		
Republican	64.9 percent	48.0 percent
Democrat	22.7 percent	22.9 percent
Independent	8.3 percent	16.9 percent
No party/other	3.0 percent	10.1 percent
No response	1.1 percent	2.1 percent

Table 48 (Continued)

Social and economic characteristics	Findings of Robinson's 1966 study of Iowa school board members	Findings of this study (1978 data) of Upper Midwestern Region school board members
Marital status		
Single	0 percent	2.1 percent
Married	99.7 percent	94.3 percent
Divorced/Separated	0 percent	2.5 percent
Widowed	.3 percent	1.1 percent
Property ownership (taxes)		
Own property	92.5 percent	96.0 percent
Do not own property	7.5 percent	2.8 percent
No response	0 percent	1.2 percent
Parenthood		
Had children	99.4 percent	97.2 percent
No children	.6 percent	2.8 percent
Children in the public schools		
Had children	82.4 percent	79.6 percent
No children	17.6 percent	20.4 percent

members. It should be noted that since this study included public school board members in the states of Minnesota, North Dakota, South Dakota, and Wisconsin in addition to Iowa, the findings of this study may not be comparable with Robinson's findings. Because this study includes information from a wider geographic area, the results may be attributable to

such factors as state laws and may not be directly related to the lapse of time between the two studies.

Table 48 provides comparisons of data yielded by Robinson's (61) study and the findings of the present study. Some differences are:

1. Participation by women on public school boards has increased in recent years. One hundred eighty-five (28.4 percent) of the 652 Upper Midwestern Region school board members who responded to this survey were women. The increase in female board members is substantial. Counts' 1926 study found that 14.3 percent of the board members were women, and Robinson's 1966 study found 8.0 percent women. The finding of this study is in general agreement with a 1978 study (68) in which Underwood and others reported 26 percent of the new board members were women.
2. The average tenure of school board members serving Upper Midwestern Region school boards (3.7 years) is shorter than the average board tenure (5.8 years) reported by Robinson.
3. This study supported the findings of Counts (20), Robinson (61), and other studies which have reported that public school board members are involved in the more prestigious occupations and that a large number of board members who served rural districts were farmers. One possible exception to this was the finding that the fourth most prevalent occupation of Upper Midwestern Region school board members was housewife.

Statements of criticism

The second part of the questionnaire used to gather data for this study consisted of seventy-five statements of criticism of public education. The questionnaire included ten statements of criticism related to each of the following seven areas: collective bargaining, curriculum, discipline, governance, finance, teachers, and teaching. Five of the statements were buffer items and were not tabulated. The questionnaire was constructed by selecting statements of criticism from newspapers, periodicals, and other published material. The items were edited to represent a statement of attitude rather than fact. The items were validated through the use of a judgment panel. The final questionnaires for this study were sent to 1,058 board members in 170 school districts. Six hundred fifty-two Upper Midwestern Region board members returned the questionnaires.

Criticisms of public school education

The mean attitude scores for the ten statements of criticism for the seven areas considered in this study arranged in descending order were:

- 33.3 public school finance
- 31.7 teachers and teaching
- 31.5 collective bargaining
- 31.2 curriculum
- 31.0 teaching methods and techniques
- 28.4 discipline
- 26.1 governance

It should be noted that the differences between the mean attitude scores

for several of the areas are nominal.

Concern about public school finance was evident in the results of this study. Public school finance had a mean attitude score of 33.3, the highest found in this study. A substantial majority (81.4 percent) agreed that too much money is spent on public education in this country. Over three-fourths (77 percent) of the 652 respondents indicated that the main reason many school board members run for office is to hold down taxes.

Board members were critical of teachers and their performance. Approximately three-fourths (72.7 percent) of the 652 Upper Midwestern Region board members who responded to this study indicated that declines in test scores have resulted from teachers' failure to require student learning. A majority expressed concern about the academic skills of teachers and low quality of educational training teachers receive in schools of education.

Although the third highest mean attitude score was for the area of collective bargaining, most of the board members who provided data were positive in their views of collective bargaining by teachers. A majority of the respondents indicated that education would be improved if teachers had the right to negotiate about class size, teaching methods, and curriculum and that the quality of administration and school boardmanship would improve in an era in which collective bargaining prevents unilateral decision-making.

The fourth highest mean attitude score was for criticisms of public school curriculum. Responses to several items demonstrated concern about the appropriateness of the school curriculum to meet the needs of

students. Board members expressed support for a broad course offering which includes academic courses as well as practical courses. Board members were almost evenly divided in their support for extracurricular activities in the school program.

Teaching methods and techniques ranked fifth in the areas of public education that drew criticism from board members. Board members expressed concern about the autonomy of teachers, running the schools for the benefit of teachers instead of students, and lack of competition in classrooms.

Public school discipline ranked as the sixth highest area of criticism out of the seven areas considered in this study. Like other members of the public, the Upper Midwestern Region school board members who participated in this study are dissatisfied with public school discipline and are concerned about the safety of students. The responses indicated that board members are aware of the problems of discipline which are associated with mandatory attendance requirements. Board members indicated an awareness of the effect of society outside of the school upon discipline but their responses indicated that most board members expect school personnel to maintain discipline in the schools.

A majority of the Upper Midwestern Region school board members who participated in this study indicated that the power of the federal government, state government, state departments of education, and local boards of education is balanced properly. Attitude scores on items related to public school governance ranked governance as seventh out of the seven areas of criticisms included in this study.

The findings of this study pertaining to criticisms of various areas related to public school education are tabulated along with Robinson's findings in Table 49. The table shows the mean attitude scores revealed by this study compared to the mean attitude scores reported by Robinson (61). A comparison of the attitude scores found by Robinson and the findings of this study about attitudes toward finance, teachers, curriculum, and governance reveals that the Iowa school board members included in Robinson's study were less critical of these areas than the 652 Upper Midwestern Region school board members who responded to this study. The area in which the attitudes were most comparable was governance. Both studies found a mean score of 2.6 for the area of governance.

Table 49. Comparison of criticisms of mean attitude scores yielded by Robinson's (61) 1966 study of Iowa public school board members and the mean attitude scores yielded by the present study

Area	Findings of Robinson's 1966 study of Iowa school board members	Findings of present study (1978 data) of Upper Midwestern Region school board members
Finance	2.2	3.3
Teachers	2.4	3.2
Collective bargaining	not included in study	3.2
Curriculum	2.3	3.1
Teaching methods and techniques	2.2	3.1
Discipline	not included in study	2.8
Governance	2.6	2.6

Conclusions

As stated previously, the problem of this study was to identify certain social and economic characteristics of public school board members in the states of Iowa, Minnesota, North Dakota, South Dakota, and Wisconsin and determine the relationship between the social and economic characteristics and attitudes toward selected current criticisms of public education. The findings of this study and the following conclusions were based on data and the analysis of data collected from the 652 respondents who completed and returned the mailed questionnaires.

The prevailing social and economic characteristics of Upper Midwestern Region school board members are:

1. Age 43.7 years (79.6 percent were 35-54 years old)
2. Sex 71.6 percent males; 28.4 percent females
3. Education 96 percent at least High School graduates
4 percent less than High School graduates
47.7 percent college graduates
4. Marital status 96 percent married
5. Property ownership 96 percent owned property
6. Number of children Mean - 3.6
7. Children in K-12 public schools 79.6 percent had one or more
8. Occupation 34.5 percent professional and technical
9. Tenure Mean - 3.7 years
42.9 percent in first two years
71.5 percent in first six years
10. Income Mean - \$18,844.

11. Political	48 percent Republican 22.9 percent Democrat 16.9 percent Independent
12. Religion	66.4 percent Protestant 21.6 percent Catholic

The responses to statements of criticism were analyzed in terms of social and economic characteristics. The following conclusions were reached.

1. Attitudes of Upper Midwestern Region school board members toward criticisms of curriculum, finance, teachers, and teaching methods and techniques differed according to school size. In all areas except teaching methods and techniques the board members from the largest schools were the most critical.
2. Age was a statistically significant factor in the attitudes of board members toward statements of criticism related to discipline, teachers, and to teaching methods and techniques. Board members who were forty to forty-nine years of age were more critical of public school discipline and teaching methods and techniques than other board members.
3. Although the differences were slight, the relationship between the education of board members and criticisms of public school curriculum, discipline, finance, teachers, and teaching methods and techniques was significant. Board members with the most education were the most critical of curriculum, discipline, finance, teachers and teaching methods and techniques. The board members with the lowest level of education were the most critical of teaching methods and techniques.

4. Board members engaged in professional and technical occupations were the most critical of curriculum, discipline, finance, and teachers. Farm operators were the least critical of curriculum, finance, and teachers. Those board members involved in professional and technical occupations were the most critical of public school discipline.
5. Tenure on the school board did not have a significant effect on attitudes of Upper Midwestern Region board members toward any of the areas included in this study.

Recommendations

These recommendations include four parts: (1) Use of findings, (2) Limitations, (3) Additional research, and (4) Discussion.

Use of findings

The purpose of this study was to assist in developing further information and understanding of those citizens who govern the public schools. The findings of this study provided information about the social characteristics of Upper Midwestern Region school board members and their attitudes toward criticisms of public school education in the areas of school finance, teachers, collective bargaining, curriculum, teaching methods and techniques, discipline, and governance.

The findings of this study should be considered representative of Upper Midwestern Region school board members but should not be generalized to other regions and states. Since the data were treated for the total region, the findings should not be applied specifically to any certain

state within the region. The study provides information about the attitudes of board members with certain social and economic characteristics toward various facets of public education. It is important, however, that the general attitudes of a group not necessarily be associated with an individual board member.

Limitations

Although the sampling techniques, the size of the sample, and the statistical treatment were such that the findings should be representative of the Upper Midwestern Region the findings were based on a 61.6 percent return of the mailed questionnaires.

The use of the mailed questionnaire was necessary because of the size and geographical distribution of the sample but failure to have direct contact may have limited the accuracy of some of the responses because of differences in interpretation. While collection of data about social and economic characteristics of a population is straightforward, the measurement of attitudes is complex. The difficulty of developing an accurate instrument should be recognized along with the fact that the instrument developed and used in this study had shortcomings.

Since this investigation did not include board members who govern private or parochial schools, the results should not be interpreted to be representative of the governing bodies of those institutions.

Additional research

The findings of this study indicated that further research would be valuable in the following areas:

1. A state or regional study should be conducted to identify the reasons why successful candidates seek office as school board members. Such research should include a study of the importance of various contemporary issues as perceived by the newly elected board members.
2. A study should be developed to examine the existing methods and procedures of orienting new school board members as well as the orientation methods and procedures the new board members would like.
3. This study or a similar study should be repeated in approximately ten years for the purpose of identifying changes in the general social and economic characteristics of board members as well as the attitudes of public school board members toward criticisms of public education.
4. The opinions of superintendents should be compared to board members; this would afford a decision-making framework for controversial issues.

Discussion

A comparison of the mean attitude scores from Robinson's study (61) with the results of this study provided an indication that board members were more critical in 1978 than in 1966. It must be remembered, however, that Robinson's findings are based on a study of Iowa school board members while this study included a five-state region. The conclusion that board members were more critical in 1978 than in previous years is, however, in line with the widely-accepted notion that most Americans are more critical

of all public institutions now than ten years ago. This tendency to be more critical is likely to have affected attitudes toward public education.

An unexpected finding of this study was the rather positive attitude of school board members toward collective bargaining. Since collective bargaining is usually perceived as an adversary relationship, it was not expected that analysis of responses to items related to collective bargaining would indicate such openness and a generally positive attitude toward collective bargaining. Some factors which may have contributed to this are the relatively short tenure of board members, the variation in statutes and labor commission rules in the five-state region, and successful experiences with collective bargaining in states where bargaining is firmly established.

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APPENDIX A: SCHOOL DISTRICTS OF THE SAMPLE

Rank	IOWA	Bd. Members	Total enrollment
1	Davenport	7	22,913
2	Council Bluffs Independent	7	13,901
3	Burlington Community	7	7,217
4	Clinton Community	7	6,964
5	Marshalltown Community	7	6,797
6	Ames Community	7	5,731
7	Urbandale	7	3,644
8	Charles City	5	3,164
9	Lewis Central	7	2,895
10	Waverly-Shell Rock	5	2,541
11	Grinnell-Newburg	7	2,418
12	Howard-Winneshiek	5	2,258
13	Creston	5	2,157
14	Maquoketa	5	2,080
15	Cherokee	5	1,898
16	Davis County	7	1,776
17	Forest City	7	1,619
18	Pella	5	1,535
19	Johnston	5	1,451
20	Emmetsburg	7	1,343
21	Starmont	7	1,264
22	Mount Vernon	7	1,086

Rank		Bd. Members	Total enrollment
	IOWA		
23	West Monona	7	1,044
24	Tri Center	5	964
25	South Winneshiek	5	925
26	Britt	5	860
27	Dallas	5	822
28	Logan-Magnolia	5	774
29	Lincoln	5	746
30	Twin Cedars	5	706
31	New London	5	681
32	West Central	5	648
33	Dunlop	5	634
34	Adair-Casey	5	616
35	Greene	5	584
36	Manilla	5	565
37	Lisbon	5	537
38	Floyd Valley	5	518
39	M - F - L	5	504
40	Bridgewater - Fontanelle	5	485
41	Nishna Valley	5	449
42	Corwith - Wesley	5	403
43	Hubbard	5	395
44	Union - Whitten	4	361
45	Lost Nation	5	322

Rank		Bd. Members	Total enrollment
IOWA			
46	Hedrick	5	308
47	Ayrshire	5	265
48	Ledyard	5	212
MINNESOTA			
1	Minneapolis	7	54,493
2	Bloomington	7	21,977
3	Mounds View	7	14,526
4	Saint Cloud	6	11,938
5	South Washington County	7	10,764
6	Rosemount	7	8,672
7	Stillwater	7	8,331
8	Columbia Heights	6	6,724
9	Forest Lake	7	6,062
10	Hastings	7	5,246
11	Bemidji	6	4,677
12	Fergus Falls	6	4,011
13	Red Wing	7	3,617
14	Saint Francis	6	3,328
15	Northfield	7	3,209
16	Virginia	6	2,861
17	Hutchinson	6	2,509
18	Waseca	7	2,348

Rank		Bd. Members	Total enrollment
MINNESOTA			
19	Farmington	6	2,141
20	Chisago Lakes	6	2,066
21	Windom	7	1,842
22	Eveleth	5	1,757
23	Aitkin	7	1,684
24	La Crescent	7	1,635
25	Bagley	7	1,476
26	Delano	7	1,410
27	Watertown	7	1,316
28	Blue Earth	6	1,227
29	Plainview	7	1,158
30	Pine Island	7	1,062
31	Sebeka	7	955
32	Fulda	7	867
33	Mountain Iron	6	825
34	Battle Lake	5	759
35	Atwater	7	704
36	Ada	6	699
37	Becker	6	660
38	Hector	6	637
39	Waldorf - Pemberton	6	588
40	Spring Grove	6	555

Rank		Bd. Members	Total enrollment
MINNESOTA			
41	Graceville	6	537
42	Lamberton	7	505
43	Motley	6	498
44	Ulen - Hitterdahl	7	458
45	Fairfax	6	458
46	Balaton	7	369
47	Goodridge	6	324
48	Bellingham	6	292
49	Deer Creek	6	267
50	Magnolia	6	205
NORTH DAKOTA			
1	Fargo	9	9,422
2	Bismarck	5	8,003
3	Dickinson	5	2,387
4	Valley City	5	1,593
5	Harvey	5	955
6	Linton	5	778
7	Garrison	7	554
8	Center	5	438
9	Milnor	5	358
10	Edmore	5	301
11	Hatton	5	257

Rank		Bd. Members	Total enrollment
NORTH DAKOTA			
12	Bowbells	5	232
13	Mandaree	3	216
SOUTH DAKOTA			
1	Watertown 14-4	5	3,652
2	Shannon County 65-1	5	1,692
3	Spearfish 40-2	5	1,414
4	Groton 6-3	7	900
5	Gregory 26-4	5	718
6	Clark 12-2	7	679
7	Freemen 33-1	7	645
8	Platte 11-3	7	605
9	Arlington 38-1	5	541
10	Burke	7	440
11	Castlewood 28-1	5	363
12	Viborg 60-5	5	323
13	Wakonda 13-2	5	257
WISCONSIN			
1	Green Bay	7	21,723
2	Appleton	7	13,748
3	West Allis	9	12,639
4	Oshkosh	7	10,939
5	La Crosse	9	9,011

Rank		Bd. Members	Total enrollment
WISCONSIN			
6	Fond Du Lac	7	7,917
7	Superior	7	7,415
8	New Berlin	7	6,772
9	Chippewa Falls	7	4,932
10	Muskego	7	4,369
11	Menasha	7	4,223
12	Burlington	7	3,810
13	Middleton	9	3,596
14	Kimberly	7	3,205
15	Waupun	7	3,109
16	Franklin	7	2,927
17	Baraboo	7	2,695
18	Bedford	9	2,569
19	Whitewater	7	2,404
20	River Falls	7	2,264
21	Kewaskum	7	2,146
22	Tomahawk	9	1,928
23	Wisconsin Dells	7	1,822
24	East Troy	5	1,756
25	Barron	9	1,698
26	Southern Door	7	1,631
27	Evansville	7	1,554

Rank		Bd. Members	Total enrollment
WISCONSIN			
28	Westby	5	1,494
29	Lake Mills	5	1,440
30	Elroy - Kendall - Wilton	9	1,400
31	Cumberland	5	1,312
32	McFarland	5	1,268
33	Iowa - Grant - Mifflin	7	1,227
34	Saint Croix Falls	5	1,157
35	Cochrane - Fountain City	7	1,073
36	Florence	7	1,000
37	Gratiot - South Wayne	9	925
38	Plainfield	9	847
39	Waterloo	7	808
40	Alma Center	7	762
41	Blair	5	708
42	Potosi	7	682
43	New Glarus	7	615
44	Norwalk - Ontario - Sheldon	5	577
45	Hilbert	7	529
46	Stockbridge	7	252

APPENDIX B: STATEMENTS SUBMITTED TO JUDGMENT PANEL

ATTITUDES TOWARD PUBLIC SCHOOL EDUCATION

Please read each statement carefully. Then indicate the extent to which you agree or disagree by circling:

- SA, if you STRONGLY AGREE with the criticism;
 A, if you AGREE with the criticism;
 U, if you are UNDECIDED about the extent of your agreement with the criticism;
 D, if you DISAGREE with the criticism; or
 SD, if you STRONGLY DISAGREE with the criticism.

Work at a fairly high speed. Do not worry over individual items. It is your first impression, the immediate "feeling" about each statement that we want.

- | | | | | | |
|----|---|---|---|----|--|
| SA | A | U | D | SD | 1. Public schools are neglecting the gifted children because they are geared to teach the average child. |
| SA | A | U | D | SD | 2. The schools should place more emphasis on teaching subject matter and less on developing the interests of individual students. |
| SA | A | U | D | SD | 3. One reason for the decline in test scores is the practice of paying poor teachers and administrators the same salaries as good teachers and administrators. |
| SA | A | U | D | SD | 4. One reason for lack of student achievement is the practice of running schools for the benefit of the professional staff instead of for the benefit of the students. |
| SA | A | U | D | SD | 5. Pupils in upper elementary grades, junior high school, and high school should be required to do more homework. |
| SA | A | U | D | SD | 6. Schools should make a greater effort to meet individual needs of students. |
| SA | A | U | D | SD | 7. The teacher has too much power in deciding what is to be learned, how it is to be learned, and whether it has been learned. |
| SA | A | U | D | SD | 8. Students in both the elementary grades and high schools are not being given enough work to do. |

- SA A U D SD 9. Competition in classroom learning has been eliminated, or seriously reduced, by changing the system of reporting to parents.
- SA A U D SD 10. Schools no longer want to report to parents on the comparative standing of their children.
- SA A U D SD 11. Requirements for a "passing" grade should be the same for every child.
- SA A U D SD 12. Innovative and individualized instruction does not consistently produce more substantial gains in student achievement than traditional teaching methods.
- SA A U D SD 13. The main emphasis of schooling should be career education and the development of salable skills.
- SA A U D SD 14. The schools have avoided accepting responsibility for drug education with the result that the use of drugs by students is a major problem.
- SA A U D SD 15. The higher prestige claimed by the entrenched academic subjects has caused many of the more practical "nonacademic" subjects to be neglected.
- SA A U D SD 16. There are too many frills and fads in the public schools today.
- SA A U D SD 17. The educational process in the public schools has remained largely traditional and is failing to meet the needs of today's complex society.
- SA A U D SD 18. The schools are failing to teach the basic skills, the three "R's," as well as they used to.
- SA A U D SD 19. Public schools, for the most part, are failing to teach the fundamental principles of private enterprise.
- SA A U D SD 20. Because of the elective system, secondary school students are allowed to waste time on courses with little or no substance rather than being required to take solid subjects and learn more.
- SA A U D SD 21. The public schools should accept more responsibility for instruction in morals and moral behavior.

- SA A U D SD 22. Schools should place more emphasis on academic standards, and promotion should be based solely on student performance.
- SA A U D SD 23. Parents in all school districts should have the option of sending their children to alternative public schools that emphasize strict discipline and the three R's.
- SA A U D SD 24. Schools have accepted responsibility for too many areas of learning; and, because of this, they have resorted to watered down programs in the basic skill areas.
- SA A U D SD 25. The broad public interest in minimal competency testing is the result of public concern about the deterioration of test scores and the quality of education students are receiving in elementary and secondary schools.
- SA A U D SD 26. There is too much emphasis on extracurricular activities in the school program.
- SA A U D SD 27. The decline in national test scores of students in recent years means the quality of education is declining.
- SA A U D SD 28. All high school students in the United States should be required to pass a locally developed competency test with locally developed standards in order to get a diploma.
- SA A U D SD 29. The schools which have been constructed in the 1970s are too luxurious and too costly.
- SA A U D SD 30. There are adequate funds for the essentials but too many unnecessary frills use up the funds.
- SA A U D SD 31. Serious consideration should be given to increasing pupil-teacher ratios as a means of decreasing costs.
- SA A U D SD 32. The school finance laws in this state provide for adequate resources to finance education at a desirable level of quality.
- SA A U D SD 33. The state aid to education in this state is allocated through a structure that is fair to all school districts in the state.

- SA A U D SD 34. The main reason that many school board members run for office is for the purpose of holding down taxes.
- SA A U D SD 35. The increasing incidence of crime and vandalism in the public schools has substantial impact on school district expenditures.
- SA A U D SD 36. The availability of money to a school district has very little to do with the quality of the district's educational programs.
- SA A U D SD 37. Too much money is spent on public education in this country.
- SA A U D SD 38. Local school districts need greater access to taxes produced by sales, income, and corporate taxation.
- SA A U D SD 39. The major issue facing school districts in this country is school finance.
- SA A U D SD 40. Local property taxes cannot bear the primary burden for supporting public elementary and secondary schools.
- SA A U D SD 41. If left alone and given enough money, the nation's school districts can provide sound and perhaps even exemplary education for all students.
- SA A U D SD 42. In school districts with budget problems the board should employ management experts to examine educational program costs and benefits and make recommendations for greater efficiency.
- SA A U D SD 43. Declining enrollment and the related problems of finance and adjustment of the school organization are among the major concerns of school board members.
- SA A U D SD 44. Many of the discipline problems in the public schools could be solved by lowering the age of mandatory attendance, thus releasing pupils who become troublemakers because they are wholly uninterested in school.
- SA A U D SD 45. Maintaining proper school discipline is one of the major problems of public schools.

- SA A U D SD 46. The increase in physical attacks perpetrated on teachers in our schools results in too much teacher time and energy being devoted to self-preservation rather than to education.
- SA A U D SD 47. The vast number of student assaults on students in our schools has contributed materially to decline in educational quality.
- SA A U D SD 48. Factors external to the school, such as society, values, and home life are causes which contribute substantially to discipline problems within the public schools.
- SA A U D SD 49. There is need for teachers and administrators to enforce stricter discipline in the public schools.
- SA A U D SD 50. One important reason for lack of discipline in the schools is the unwillingness of community leaders to develop discipline policies and support them during times of conflict.
- SA A U D SD 51. The use of drugs and alcohol by students is a serious problem in the public schools.
- SA A U D SD 52. The "red tape" involved in assuring "due process" for students accused of violations is a serious obstacle to proper school discipline.
- SA A U D SD 53. Schools should take on a greater share of the responsibility for the moral behavior of students.
- SA A U D SD 54. Lax discipline in public school classrooms is contributing to an increase in juvenile crimes and juvenile delinquency.
- SA A U D SD 55. The growing reaction against low standards of behavior in the public schools has resulted in parents desiring to send students to highly structured schools.
- SA A U D SD 56. The decline in test scores has resulted from teachers who do not require students to learn anymore since all teachers are interested in is more money.

- SA A U D SD 57. Colleges of education contribute to the declining quality of public education by certifying and placing teachers who have been trained in programs with little substance and low standards.
- SA A U D SD 58. The "crux" of the problem of declining test scores lies in the idea that illiterate students become illiterate teachers since one will not be able to teach the students basic skills he does not possess.
- SA A U D SD 59. One of the perennial problems of education is that career advancement for good teachers is frequently in school administration, where teaching skill and talent are lost.
- SA A U D SD 60. Professional educators should play a more prominent role in determining the goals of education.
- SA A U D SD 61. The lack of appropriate teacher evaluation and failure to remove the incompetent teacher from classroom teaching assignments continue to depress the quality of public school education.
- SA A U D SD 62. One of the major problems faced by public school districts is the getting of good teachers and keeping them.
- SA A U D SD 63. Today's liberal educators have responded to shortcomings in the teaching of reading, writing, and arithmetic with a decision to stop trying and direct their "efforts" toward creativity, openness, and awareness.
- SA A U D SD 64. Basic skills and subject matter are being ignored in the schools; and, instead, the teachers are "teaching children."
- SA A U D SD 65. Teachers place too much emphasis on meeting the needs of slow learners and too little emphasis on maximum standards for gifted and creative students.
- SA A U D SD 66. The influence of modern, progressive colleges of education results in a serious lack of attention to teaching the fundamentals.

- SA A U D SD 67. Teachers, individually, or as a professional group, should not feel too responsible for removing poor teachers from the classroom; since the problem is not one of their making and is indeed a responsibility of management.
- SA A U D SD 68. Schools should provide intensive in-service training to keep teachers up-to-date regarding new methods.
- SA A U D SD 69. The trouble with the public schools today can be attributed, in a large part, to the low quality of educational training teachers receive in schools of education.
- SA A U D SD 70. There is too much control of the schools by the Federal government.
- SA A U D SD 71. School boards have lost the respect and cooperation of citizens partly due to the action or inaction of school board members and partly because of public apathy.
- SA A U D SD 72. The state department of public instruction, or state office of education, has too much power over local school districts.
- SA A U D SD 73. Much of the mythology pertaining to local control of education has been shattered because of fiscal dependence and costs mandated by action of other governmental agencies.
- SA A U D SD 74. Boards of education in my state are forced to be dependent on other levels of government for financial assistance to operate the local school district.
- SA A U D SD 75. Despite widely held beliefs about local control of education, school districts are directed more by federal, regional, state, and governmental units than was true in the 1960s.
- SA A U D SD 76. An important and long overdue step toward reform of the public schools would be the fulfillment by board members and administrators of their responsibility for creating an atmosphere of trust, mutual respect, and cooperation among members.

- SA A U D SD 77. The well-documented decline in reading and writing skills is a major concern of school board members.
- SA A U D SD 78. Well-organized public pressure is the most effective avenue for change in our public school system.
- SA A U D SD 79. The critics of public education are in many cases unwittingly criticizing society since public schools can only be as good as the society they serve.
- SA A U D SD 80. One important reason for lack of satisfaction by the public with public education, results from lack of agreement regarding the precise function of public education.
- SA A U D SD 81. The schools have failed to enlist the interest of the community through involvement of citizen advisory committees in educational matters.
- SA A U D SD 82. The greater goal of the total American society outweighs the value of local franchise in local school matters.
- SA A U D SD 83. The unique separation of school governance from general government has been eroded as educational decision-making has included such societal issues as race, finance, poverty, and public employee collective bargaining.
- SA A U D SD 84. The phenomenon of rising teacher power has pervaded every facet of educational decision-making and has had the effect of causing boards and administrators to become less able to be responsive to the needs or demands of the electorate.
- SA A U D SD 85. Community members should have input into teacher contract negotiation because of the effect of negotiation on the education of children.
- SA A U D SD 86. The rapid rise of teacher union power and the resultant loss of control of the school system are major concerns for board members.
- SA A U D SD 87. Education would be improved if teacher groups had the right to negotiate about class size, teaching methods, and the school curriculum.

- SA A U D SD 88. Membership by teachers in unions or associations that bargain over salaries, working conditions, and the like has improved the quality of public school education in the United States.
- SA A U D SD 89. Disjointed school district programs are likely to result if collective bargaining brings about a decrease in the number of years a superintendent will remain in a school district.
- SA A U D SD 90. Traditional and time honored lines of authority from the board of education to teachers will be broken down as a result of collective bargaining.
- SA A U D SD 91. Collective bargaining has resulted in teacher organizations becoming unions rather than professional associations.
- SA A U D SD 92. The increased interest and involvement by teachers in local school board elections, as a result of collective bargaining, will result in increased power by teacher organizations.
- SA A U D SD 93. The quality of school administration and school boardmanship will improve substantially in an era in which collective bargaining prevents unilateral decision-making.
- SA A U D SD 94. The level of teamwork in school districts will be further fragmented as principals and other middle management personnel within the district bargain collectively, though informally, with boards of education.
- SA A U D SD 95. The problem with education is that teachers have their primary commitment to the teachers' organization goals and a secondary commitment to the motivation of students to learn.

APPENDIX C: JUDGMENT PANEL

Dr. Richard P. Manatt	Professor of Education Curtiss Hall Iowa State University Ames, Iowa 50011
Dr. Robert W. Thomas	Professor of Economics East Hall Iowa State University Ames, Iowa 50011
Professor Glenn G. Holmes	Professor of Education Curtiss Hall Iowa State University Ames, Iowa 50011
Dr. Howard M. Taylor	Professor of Agronomy Agronomy Building Iowa State University Ames, Iowa 50011
Dr. Ray J. Bryan	Professor of Education Iowa State University Curtiss Hall Ames, Iowa 50011
Mr. Perry H. Grier	Administrator Area Education Agency 7 3712 Cedar Heights Drive Box 763 Cedar Falls, Iowa 50613
Dr. Dale L. Jensen	Administrator Area Education Agency 2 Northern Trails Area P. O. Box M Clear Lake, Iowa 50428
Mr. Buford Garner	Administrator Area Education Agency 16 305 Avenue F Fort Madison, Iowa 52627
Dr. Dwight Davis	Superintendent of Schools Des Moines Community School District 1800 Grand Avenue Des Moines, Iowa 50307

Dr. Charles Hahn
Superintendent of Schools
Burlington Comm. School District
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Burlington, Iowa 52601

Mr. George H. Diestelmeier
Superintendent of Schools
Waterloo Comm. School District
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Dr. Donald Hanson
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Educational Administration
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Division of Educational Measurement
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Minnesota Assoc. of School Boards
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St. Peter, Minnesota 65082

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David Witke	Managing Editor Des Moines Register 715 Locust Des Moines, Iowa 50304
Dan Hayes	Managing Editor Quad City Times 124 E. 2nd P. O. Box 3828 Davenport, Iowa 52808
Mrs. Betty Wise	Iowa PTA President 412 Shops Building Des Moines, Iowa 50309
Mrs. Lance G. Beckman	South Dakota PTA President 805 North Harney Court Pierre, South Dakota 57501
Mrs. Edwin Lundgren	North Dakota PTA President Box 128 Kulm, North Dakota 58456
Mrs. L. F. Gulbranson	Minnesota PTA President 624 Second Street Proctor, Minnesota 55810
Mrs. Gordon Hoffmann	Wisconsin PTA President 2726 Maple Road Jackson, Wisconsin 53037

APPENDIX D: LETTER TO JUDGMENT PANEL

IOWA STATE
UNIVERSITY

Telephone 515-294-5450

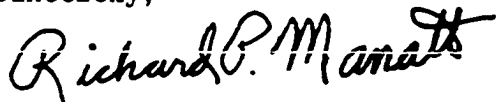
We are presently preparing a five state research study to identify selected social and economic characteristics of school board members and the relationships between these characteristics and the attitudes of school board members toward selected criticisms of public education. The states to be included in this study are Iowa, North Dakota, South Dakota, Minnesota, and Wisconsin.

Because of your position and experience you have been invited to serve on the judgement panel to validate the instrument to be used in this study. Will you please respond to the enclosed questionnaire? Also, please list any additional criticisms of public education which you think should be included in the final instrument.

An abstract of the study will be provided if you include a note with your name and address along with your completed form. A self addressed, stamped, envelope, is enclosed.

If you have questions about the study we will gladly answer them. Thank you for your time and your help.

Sincerely,



Dr. Richard P. Manatt
Professor of Education
Iowa State University

Sincerely,



Melvin L. Antrim
Graduate Student
Iowa State University

Enclosures

APPENDIX E: LETTER TO SUPERINTENDENT

IOWA STATE
 UNIVERSITY

Telephone 515-294-5450

The enclosed material has been sent to your board president for distribution to individual board members.

Your district has been randomly selected for participation in a research study which involves school districts in Iowa, Minnesota, North Dakota, South Dakota, and Wisconsin. The study is planned to determine the relationship between selected social and economic characteristics of board members and their attitudes toward selected criticisms of public education.

The president of your board of education will receive copies of the questionnaire to distribute to board members. (Copies of the material are enclosed for your information.) It is intended that the material be self explanatory, so the process should require very little of your time. Since a relatively small number of districts were selected for this study, it is important that we have a high return. Your assistance in urging board members to complete and return the questionnaire will be appreciated. Also, we need to know the number of members on your school board. Will you please provide that information on the enclosed sheet and return it in the stamped, self addressed envelope?

The information provided by the responses will be used as summary information, and no individual or district response will be singled out in the study. The identification number on the questionnaire will be used only to code the information and to check on the return of completed questionnaires.

Please let me know if you have questions about the study. Thank you for your assistance.

Sincerely,



Dr. Richard P. Manatt
 Professor of Education
 Iowa State University

Sincerely,



Melvin L. Antrim
 Graduate Student
 Iowa State University

Enclosures

APPENDIX F: LETTER TO BOARD PRESIDENT

Dear Board President:

We are presently preparing a research study which involves a random sample of school districts in the states of Iowa, Minnesota, North Dakota, South Dakota, and Wisconsin. The study is planned to determine the relationship between selected social and economic characteristics of board members and their attitudes toward selected criticisms of public education. It is hoped that this study will contribute to a better understanding of those citizens who make important local educational policy decisions for their school districts.

It has been decided that the best way to get the survey material to each board member is through the president of the boards. Will you please distribute one of the questionnaires to each member of your school board? A stamped, self addressed envelope is provided for each questionnaire. It will take approximately twenty to thirty minutes to complete the questionnaire.

Since we believe that the findings of this study will be of interest to board members, an abstract of the completed study will be provided to the executive director of your state school board association.

Please communicate with us if you have questions about the study. We will gladly answer your questions.

Thank you very much for your time and help. It is appreciated.

Sincerely,

Richard P. Manatt

Dr. Richard P. Manatt
Professor of Education
Iowa State University

Sincerely,

Melvin L. Antrim

Melvin L. Antrim
Graduate Student
Iowa State University

Enclosures

APPENDIX G: QUESTIONNAIRE

Dear School Board Member:

The questionnaire which follows is part of a research study to identify selected characteristics and attitudes of public school board members in the states of Iowa, North Dakota, South Dakota, Minnesota, and Wisconsin. It is hoped that this study will contribute to further understanding of those citizens who are highly responsible for local educational policy decisions in the public schools of the Upper Midwestern Region of the United States.

Completion of the form will require twenty to thirty minutes. Your cooperation by completing the questionnaire and returning it in the attached stamped, self-addressed envelope will be appreciated. No individual will be identified in the study. The returns will be treated as confidential and in total and not considered individually.

Thank you for your time and assistance.

Sincerely,

Richard P. Manatt
Professor of Education
Iowa State University

Melvin L. Antrim
Graduate Student
Assistant Superintendent
Waterloo Community Schools
Waterloo, Iowa

PART I

1. What is your age? _____ 2. Sex: _____ Male _____ Female

3. Please circle the number which corresponds to the last grade you completed in school.

K 1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20

4. What is your present marital status?

___ Single ___ Widowed ___ Married ___ Separated ___ Divorced

5. Did you pay real estate taxes this past year? ___ Yes ___ No

6. How many living children do you have? _____

7. How many children do you presently have enrolled in the public schools?
(K-12th grade) _____

APPENDIX G (Continued)

8. Please check the category which most closely represents your present occupation.

<input type="checkbox"/> Professional and technical	<input type="checkbox"/> Unemployed	<input type="checkbox"/> Unskilled worker
<input type="checkbox"/> Self-employed businessman, manager, and official	<input type="checkbox"/> Private income, not employed	<input type="checkbox"/> Farm Operative
<input type="checkbox"/> Clerical and sales worker	<input type="checkbox"/> Semiskilled worker	<input type="checkbox"/> Retired
<input type="checkbox"/> Skilled worker	<input type="checkbox"/> Service worker	<input type="checkbox"/> Housewife
		<input type="checkbox"/> Not applicable

9. How many years have you served on the school board? (They do not have to be consecutive) _____

10. Please check the category which most closely represents your net family income (prior to taxes) for 1977.

Under \$3449 <input type="checkbox"/>	\$11,000 to \$14,499 <input type="checkbox"/>	\$26,500 to \$36,499 <input type="checkbox"/>
\$3500 to \$7499 <input type="checkbox"/>	\$14,500 to \$18,499 <input type="checkbox"/>	Over \$36,500 <input type="checkbox"/>
\$7500 to \$10,999 <input type="checkbox"/>	\$18,500 to \$26,499 <input type="checkbox"/>	

11. Please check the category which is most representative of your political affiliation.

Democrat Republican Independent No Party Other

12. What is your church preference? (Please list specific denomination)
- _____

APPENDIX G (Continued)

PART II

ATTITUDES TOWARD PUBLIC SCHOOL EDUCATION

Please read each statement carefully. Then indicate the extent to which you agree or disagree by circling:

- SA, if you STRONGLY AGREE with the criticism;
 A, if you AGREE with the criticism;
 U, if you are UNDECIDED about the extent of your agreement with the criticism;
 D, if you DISAGREE with the criticism; or
 SD, if you STRONGLY DISAGREE with the criticism.

Work at a fairly high speed. Do not worry over individual items. It is your first impression, the immediate "feeling" about each statement that we want.

- SA A U D SD 1. Local property taxes cannot bear the primary burden for supporting public elementary and secondary schools.
- SA A U D SD 2. Education would be improved if teacher groups had the right to negotiate about class size, teaching methods, and the school curriculum.
- SA A U D SD 3. Teachers, individually, or as a professional group, should not feel too responsible for removing poor teachers from the classroom; since the problem is not one of their making and is indeed a responsibility of management.
- SA A U D SD 4. The decline in national test scores of students in recent years means the quality of education is declining.
- SA A U D SD 5. Too much money is spent on public education in this country.
- SA A U D SD 6. Many of the discipline problems in the public schools could be solved by lowering the age of mandatory attendance, thus releasing pupils who become trouble-makers because they are wholly uninterested in school.
- SA A U D SD 7. The availability of money to a school district has very little to do with the quality of the district's educational programs.

APPENDIX G (Continued)

- SA A U D SD 8. Membership by teachers in unions or associations that bargain over salaries, working conditions and the like has improved the quality of public school education in the United States.
- SA A U D SD 9. The decline in test scores has resulted from teachers who do not require students to learn anymore since all teachers are interested in is more money.
- SA A U D SD 10. Requirements for a "passing" grade should be the same for every child.
- SA A U D SD 11. Factors external to the school, such as society, values, and home life are causes which contribute substantially to discipline problems within the public schools.
- SA A U D SD 12. Basic skills and subject matter are being ignored in the schools; and, instead, the teachers are "teaching children."
- SA A U D SD 13. School boards have lost the respect and cooperation of citizens partly due to the action or inaction of school board members and partly because of public apathy.
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APPENDIX G (Continued)

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- SA A U D SD 31. The well-documented decline in reading and writing skills is a major concern of school board members.

APPENDIX G (Continued)

- SA A U D SD 32. The trouble with the public schools today can be attributed, in a large part, to the low quality of educational training teachers receive in schools of education.
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- SA A U D SD 38. The educational process in the public schools has remained largely traditional and is failing to meet the needs of today's complex society.
- SA A U D SD 39. The teacher has too much power in deciding what is to be learned, how it is to be learned, and whether it has been learned.
- SA A U D SD 40. Serious consideration should be given to increasing pupil-teacher ratios as a means of decreasing costs.
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- SA A U D SD 42. One reason for lack of student achievement is the practice of running schools for the benefit of the professional staff instead of for the benefit of the students.
- SA A U D SD 43. Schools no longer want to report to parents on the comparative standing of their children.

APPENDIX G (Continued)

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- SA A U D SD 45. Pupils in upper elementary grades, junior high school, and high school should be required to do more homework.
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APPENDIX G (Continued)

- SA A U D SD 56. The influence of modern, progressive colleges of education results in a serious lack of attention to teaching the fundamentals.
- SA A U D SD 57. The major issue facing school districts in this country is school finance.
- SA A U D SD 58. Colleges of education contribute to the declining quality of public education by certifying and placing teachers who have been trained in programs with little substance and low standards.
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- SA A U D SD 60. Community members should have input into teacher contract negotiation because of the effect of negotiation on the education of children.
- SA A U D SD 61. Boards of education in my state are forced to be dependent on other levels of government for financial assistance to operate the local school district.
- SA A U D SD 62. There is too much control of the schools by the Federal government.
- SA A U D SD 63. The phenomenon of rising teacher power has pervaded every facet of educational decision-making and has had the effect of causing boards and administrators to become less able to be responsive to the needs or demands of the electorate.
- SA A U D SD 64. Maintaining proper school discipline is one of the major problems of public schools.
- SA A U D SD 65. The growing reaction against low standards of behavior in the public schools has resulted in parents desiring to send students to highly structured schools.
- SA A U D SD 66. The schools have failed to enlist the interest of the community through involvement of citizen advisory committees in educational matters.

APPENDIX G (Continued)

- SA A U D SD 67. The "red tape" involved in assuring "due process" for students accused of violations is a serious obstacle to proper school discipline.
- SA A U D SD 68. Traditional and time honored lines of authority from the board of education to teachers will be broken down as a result of collective bargaining.
- SA A U D SD 69. Well-organized public pressure is the most effective avenue for change in our public school system.
- SA A U D SD 70. One important reason for lack of discipline in the schools is the unwillingness of community leaders to develop discipline policies and support them during times of conflict.
- SA A U D SD 71. An important and long overdue step toward reform of the public schools would be the fulfillment by board members and administrators of their responsibility for creating an atmosphere of trust, mutual respect, and cooperation among members.
- SA A U D SD 72. Much of the mythology pertaining to local control of education has been shattered because of fiscal dependence and costs mandated by action of other governmental agencies.
- SA A U D SD 73. The level of teamwork in school districts will be further fragmented as principals and other middle management personnel within the district bargain collectively, though informally, with boards of education.
- SA A U D SD 74. The unique separation of school governance from general government has been eroded as educational decision-making has included such societal issues as race, finance, poverty, and public employee collective bargaining.
- SA A U D SD 75. The increased interest and involvement by teachers in local school board elections, as a result of collective bargaining, will result in a "take over" of power by teacher organizations.

APPENDIX H: FOLLOW-UP LETTER

College of Education
Educational Administration
230 Curtiss Hall
Ames, Iowa 50011

Telephone 515-294-5450

IOWA STATE
UNIVERSITY

Dear Board President:

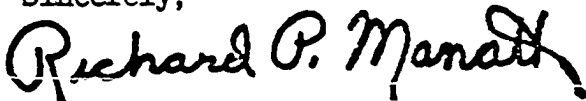
As of this date we have received fewer than three of the questionnaires which were sent to you in April for distribution to your fellow board members.

Over 1,000 questionnaires were distributed to school boards representing 170 school districts. Approximately 500 have been returned. While a return of 500 represents excellent cooperation we are hopeful that most of the questionnaires will be returned since a greater return will make the study less susceptible to sampling errors.

We recognize that board members are busy and have many demands on their time. We hope, however, that you will remind board members of the importance of completing and returning the questionnaires at their earliest convenience. If the board members have recently returned the material please ignore this letter.

Your cooperation is appreciated.

Sincerely,



Dr. Richard P. Manatt
Professor of Education
Iowa State University

Sincerely,



Melvin L. Antrim
Graduate Student
Iowa State University