

1974

The school superintendent's political role with state legislators representing the local district

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The school superintendent's political role
with state legislators representing
the local district

by

Orville J. Dunkin

A Dissertation Submitted to the
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INTRODUCTION

The Constitution of the United States, ratified in 1789, made no specific reference to education, and, thereby, the responsibility for providing an educational system rests with each state. Wilson (41, p. 34) writes that it is a responsibility which cannot be delegated, that every local board of education is a state agency, and that, as a point of law, all school buildings belong to the state even though they are paid for locally through property taxes.

However, a notable feature in the early colonial development of American education was the extent of local control exercised by the citizens whose dollars supported it. Compton's Encyclopedia (4, p. 301), reports that early colonists wanted to promote religious literacy and because no single religion prevailed this resulted both in the development of church schools and in local control of education. As the states developed and as the idea of public education grew, the idea of local control persisted.

The development of public education in the State of Iowa followed the pattern established earlier in the Eastern States. The responsibility for providing and the authority to establish a system of public education for the State of Iowa was given to the Iowa General Assembly. The Iowa Constitution, Article IX, Second Division, Section 1, (37, p. 5) states: "The educational and school funds and lands shall be under the control and management of the General Assembly of this State."

Iowa was settled in the middle 1800s, and, consequently, there was

a need for education of its youth; therefore, much of the power and authority over education was granted to local boards of education. For several decades, the educational laws enacted by the General Assembly (e.g. requiring schools to have certified teachers and to teach required course offerings) provided only minimal controls over local education. In those years, superintendents' and teachers' groups were usually aligned in some type of coalition and worked for nearly identical goals in education. Also, in those years, the local school superintendent was often placed in an enviable, authoritative, and influential position in the local educational system because he did serve as the executive officer of the local school district.

In recent years national trends have developed that have caused a gradual shift of control over education from the local to the state level, and in some cases to the federal level. This has happened as prevailing social conditions have caused development and implementation of new instructional programs in the schools (quite often required by the state) and as school employees have demanded and received higher salaries. Concomitantly, as educational costs have increased a greater demand has been placed on the state to provide property tax relief. According to Compton's Encyclopedia (4, p. 303), state and federal forms of support for public education have arisen to nibble away at the historic concept of education "as the business of the local community."

In Iowa, in recent years, the General Assembly has passed laws that tend to restrict the power of local boards to control education. Some budgetary limitations were imposed by the Iowa 62nd General Assembly in

1968 when it enacted a percent equalizing plan commonly referred to as House File 686, which caused local districts within each county to cooperatively finance a portion of the educational costs of schools in the county. More stringent limitations were imposed by the Iowa 64th General Assembly in 1971 when it enacted legislation (House File 121) to provide limitations on the property tax levy for general fund budgets of school districts. The 64th General Assembly also enacted a foundation aid law (House File 654) initiated in the 1972-73 school year, which placed a budget ceiling on each district, determined by the previous year's actual expenditure and the present year's student enrollment, plus an allowable economical growth factor. The legislation provided for a sizable increase in state aid to education and thereby less dependence on the local property tax, but the local board lost some of its power to control local budgeting for education.

The Iowa General Assembly in recent years has been giving attention to collective bargaining bills that could place boards of education and school employees in a recognized bargaining position. For approximately twenty years most, and perhaps all, Iowa boards of education have conferred with teacher groups on salary changes and certain fringe benefit changes, which boards were not required to do. A recent Iowa Supreme Court decision ruled that school boards could recognize employee collective bargaining units and could bargain with the unit if the board desired to do so.

In the first session of the 65th General Assembly in 1973 the Iowa Senate passed a collective bargaining bill (Senate File 651) that would

require school boards to bargain with employees upon petitioning by an employee group. The Iowa House did not act on the bill in the first session but was to consider it as priority legislation in the second session. Enactment of Senate File 651 could cause school boards to bargain on a broad scope of items and could cause school boards to share their decision-making power with employee groups, mediators and arbitrators.

In the late 1960s a trend developed in Iowa in the relationship of educational associations which had surfaced a few years earlier in other states. Whereas, the state administrator associations and the teacher association had been part of an umbrella organization, the two groups tended to become polarized, and did split into different and separate organizations. Contributing factors to the polarization were teacher desire for additional economic benefits, teacher association desire for collective bargaining which tends to move the superintendent more into the management role with the school board, and teacher desire to be involved in decision-making on issues considered to be vital in the educational program of the local district.

In Iowa, the organization in which many superintendents are members, the Iowa Association of School Administrators (IASA) in 1969 requested approval from the umbrella organization, the Iowa State Education Association, to permit the IASA to change from a department to an association status. The revised relationship would have permitted the IASA to express positions on issues that would be compatible to administrators views, and at the same time, to work closely with other educational

groups in the umbrella organization. The quest to change to the association status was denied, and in 1970, the membership of the Iowa Association of School Administrators voted to withdraw from the umbrella organization, and to form a separate administrator organization, with identical title as before, the Iowa Association of School Administrators.

With the shift in power from the local boards of education to the state legislature, the political roles assumed and/or not assumed by Iowa public school superintendents in relationship to the state legislative decision-making process become more crucial to the future of education in Iowa.

It can be argued that, in past years in Iowa and the nation, it has been questionable whether local superintendents should play a role in political decision-making at the state level. This uncertainty may prevail today in the minds of many citizens and superintendents.

Iannaccone (16, p. 6) provides some explanation as to why superintendents would not want to become politically involved, when he states there has been a myth that education is not politics. He explains it as follows:

Still the bulk of the educationists cling to the words, if not the reality, the shadow, rather than the substance, and are almost incapable of thinking of politics and education, except prescriptively, as other than discrete and immaculately untouched worlds. The myth that education is not politics--or, stated prescriptively, that either "education should not be involved in politics," or "politics should not be in education"--virtually ruled the minds of many professors of education and the public statements of educators even when the practicing schoolmen and professors, such as Paul Mort, were never quite so naive.

From the above quotation, one can imagine that in past years the

majority of the college professors in education were espousing the necessary separation of politics and education, or at least were not teaching that superintendents should become politically involved. If that was the pattern (and assuming this happened in graduate educational administration classes) one can readily understand why superintendents in general have not become concerned about getting politically involved or may not know how to get involved if they wanted to play a political role.

Jennings and Milstein (19, p. 3) in the introduction to their study of educators' involvement with the New York State Legislature, point out another possible reason for existing uncertainty as to whether superintendents should be politically involved.

They contend it has not been until recent years, at the state level, that education has been thought of as an area for study in terms of politics, the process from which policies emerge.

If many people believed that education and politics should not mix and if it was thought that education and politics should not be studied, then it would be understandable that all superintendents have not been actively involved in trying to influence policy-making at the state level. However, even though there has been an apparent tendency in the past for superintendents to stay out of politics or to be uncertain about their role, in recent years some educators have been pinpointing the need for individual superintendents to get involved, the benefits of involvement, and what can be done to get involved.

Kimbrough (21, p. 129) emphasizes the need for involvement when he

reports that he is convinced that any separation of the school administrator from local politics should be discontinued and that leaders in education must become sufficiently skilled as politicians to get other politicians committed to educational improvement. Jennings and Milstein (19, p. 100) report that their study results indicate the most important influence factor on the legislative process may be the ability of the membership of educational groups to influence legislators at the grass roots level.

The benefits of involvement are highlighted by several authors. Usdan et al. (38, p. 97) tells about a recent situation in Michigan. It seemed that the legislature could find only enough money to make minimal increases in state aid to elementary and secondary education while it appropriated all the money requested for university expansion. Usdan interprets this as follows: "The explanation for this phenomenon is that the lobbying leadership of the universities is in extremely capable hands." Marden (24, p. 61) in writing a review of four books that discussed education and politics, included in his conclusive remarks that it is when leaders of the schools are most effectively in politics that they secure the largest share of resources for the schools. He also stated that even though a prime concern is getting money for the public schools, this is very far from the total range of the politics of the public schools.

Bailey, et al. (2, p. vii) wrote that if state aid to education is to continue at its present rate, or is to expand, it will be because politically active schoolmen have the knowledge and skill to marshal

effective political power. They conclude that the amount of money state governments make available for general aid to public schools is determined politically.

There are encouraging signs in Iowa which indicate that superintendents are becoming more politically active at the state level. The Iowa Association of School Administrators (IASA) recently increased its effort to influence state legislation on educational issues. The association pursues these efforts through its executive board, appointed committees, and a paid lobbyist (in 1972-73). It also attempts to get individual superintendents to become active in individual political roles.

In comments made at a meeting of City Superintendents of Iowa (15), Robert Horsfall, Superintendent at Webster City, Iowa, and legislative chairman for IASA for several years, indicated necessity for the involvement of individual superintendents when he stated that in the last couple years we have had much more man-to-man participation by IASA members than ever before and that we must get more superintendent involvement. Ted Davidson, Executive Director of the Iowa Association of School Boards, in comments at a meeting of superintendents of Iowa schools (6), emphasized the gains that can be made possible through local superintendent involvement when he explained that in the previous legislative session the legislators had come to Des Moines telling the educational lobbyists what should be done toward making a change in counting enrollment for state aid purposes. He went on to say that this showed the influence superintendents may have when they personally contact their legislators.

Becoming effectively involved in contacting local legislators is very time consuming for local superintendents, as can be seen from the following list of what should be done to get involved.

John Harrington (14, pp. 6 and 7) states that these guidelines are based on the advice of veteran legislators and personnel from professional associations and big city legislators:

1. Remember that a person elected to the Legislature or Congress must have a special kind of ego to survive the process. Take this fact into consideration when expressing your views to him.
2. To be effective, keep in mind that messages to legislators should emphasize effect on boys and girls, not on you as a board member, administrator, supervisor, or teacher.
3. When reacting to a legislator's proposal, do not begin by simply saying that it is bad. Point out objectively the effects that the measure will have and its limitations in terms of the educational program.
4. Before you ask a legislator to support or oppose a particular measure, prove to him that your judgment is competent in some other area. This, of course, requires that you become acquainted well in advance of the time that you wish to communicate with him.
5. Remember that the effectiveness of a letter will depend upon the way it is written and on the issue involved. The communication will receive far more consideration if the legislator knows the writer. 'Do not waste postage on letters to legislators unless you live in his district,' legislators have said repeatedly.
6. Do not overlook the fact that, as with all else in education, speaking up politically requires hard work. Background reading, study, contributions during campaigns, and acceptance of invitations to help, all are important.
7. Although it is difficult, if not impossible, for educators always to speak with a united voice, remember that legislators expect them to do so. One of the most frequent criticisms of school personnel is that 'they do not know what they want.' Legislators receive conflicting demands from board members,

administrators, supervisors, and teachers.

8. If you are working with or representing a professional association, keep in mind that it is particularly vital to combine your efforts, whenever possible, with those of other education groups.

9. Recognize that your influence upon a legislator is often in direct proportion to your leadership in the community. Naturally, the legislator assesses you in relation to your service as a citizen.

10. Recognize that the educator's legislative liaison cycle is endless, from campaigns and elections to legislative sessions and preparation for the next campaign or session.

11. Be thoroughly acquainted with the steps of the legislative process such as the stages through which a bill is developed and introduced, how it can be amended, and what can happen when the measure reaches the governor's desk.

12. Because of the many last-minute changes which a bill can undergo, when possible support positions and principles rather than specific legislation. If the legislator knows how you stand on a particular issue he can understand what your viewpoint will be when a bill is amended at the last minute and can act accordingly.

13. Prior to a legislative session analyze the political climate and the major issues which are likely to be presented. Effective homework will strengthen your judgment when decisions are necessary later. A political adviser recommended to education leaders these points:

- a. Develop a political objective which is realistic, whether it is a legislative proposal, tax over-ride measure, or program for school construction.
- b. Analyze the 'political context.' How many registered voters are there in your district? Where do they live? What ethnic groups do they represent? How well do they come to the polls? Who are their leaders?
- c. Prepare a plan, or pick a strategy. Remember that the plan must be simple.
- d. Decide on the tactics of communication.
- e. Evaluate the results of the election with political

leaders, win or lose. Determine what the reasons were for the outcome.

14. Be psychologically prepared to lose sometimes without sacrificing your position, lines of communication, and organization.

15. Present your point of view to legislators in language which they will understand.

16. Be flexible. Understand that political action and outcomes are built on compromises.

17. Be honest. Later on you will have to live with the promises and predictions you have made.

18. Learn how to command attention and respect but recognize that, in the process, it may be necessary to 'forego love.'

In other states the local superintendent is considered by the legislator to be an important source of information. DePree (7, p. 36) reports that legislators are willing to accept superintendents as a credible and useful source of information regarding local effects. Milstein and Jennings (26, pp. 12-13) in their New York State study found that when legislators were asked to numerically rank groups on the basis of influence on legislators, the people in the district and educators back home were ranked as very important in influence. Ferguson (11, pp. 17-19) in his investigation of legislator's attitudes in California, New Jersey, Ohio and Tennessee found that legislators listed local school officials as a most trusted source of advice and information on school issues.

It appears likely that the local superintendent could build a reputation as an influential and a reliable source of information in other states.

Political involvement of the local Iowa superintendent with his local state legislators may be a key to success in influencing the passage of quality educational legislation for the state. Even though it can be demonstrated that the IASA has gained some political importance and stature, it is doubtful that the organization is attaining the needed success in its efforts to get the local superintendents involved in contacting legislators, especially those legislators who represent their district.

State governments have always had the right and responsibility to control local education in the states, but until the last few decades, most of the control of local education was granted to the local boards of education. But times are changing and social and economic conditions have developed in recent years that have caused a trend to develop in state government assuming more control of local education.

Many Americans, and evidently most school men, have felt that education and politics should not mix and that the relationship of the two did not need to be studied. It is now being recognized that education and politics should and must mix and that local superintendents need to be involved in a political role with state legislators.

The thesis of this study is that Iowa local superintendents are not becoming as actively involved in a political role as assumed and as needed and that the amount of involvement will vary by size of school.

Statement of the Problem

Some citizens and superintendents may feel that superintendents should not play a political role at the state level, since it has commonly been held that education and politics do not mix. Possibly, some superintendents do not recognize a need to become personally involved in a political role. Other superintendents may feel that they are too busy running the affairs of the local system and don't have time to get politically involved, or that their individual voices are insignificant and won't be missed anyway.

The problem of this study is to determine the opinions of school superintendents and lay persons as to what political role superintendents ought to assume in relation to state legislators who represent their district and to gain superintendent opinions as to what they actually did in political roles concerning the 1973 Session of the Iowa General Assembly. More specifically, the problem is to answer the following questions and test the associated hypotheses:

Question 1: Are there differences between opinions of superintendents in urban-suburban schools, middle size schools, and small schools regarding their political role with state legislators representing their districts?

Hypothesis 1A: There are no significant differences between the opinions of superintendents of urban-suburban schools, middle size schools, and small schools regarding what they ought to do in political roles with state legislators representing their districts.

Hypothesis 1B: There are no significant differences between the opinions of superintendents of urban-suburban schools, middle sized schools, and small schools regarding what they did in political roles with state legislators representing their districts.

Hypothesis 1C: There are no significant differences between the opinions of superintendents of urban-suburban schools, middle sized schools, and small schools regarding matters that relate to their political roles with state legislators representing their districts.

Hypothesis 1D: There are no significant differences between the estimates made by superintendents of urban-suburban schools, middle sized schools, and small schools as to the number of times they contacted legislators who represent their districts about educational issues.

Hypothesis 1E: There are no significant differences between the opinions of superintendents of urban-suburban schools, middle sized schools, and small schools as to whether they made the optimum number of contacts with legislators representing their districts, on educational issues.

Question 2: Are there differences between superintendents' opinions on how they fulfilled political roles with state legislators representing their districts, and on what they ought to do in political roles?

Hypothesis 2A: There are no significant differences between the opinions of superintendents of urban-suburban schools on how they fulfilled their political roles, and their opinions on what they

ought to do.

Hypothesis 2B: There are no significant differences between opinions of superintendents of middle sized schools on how they fulfilled their political roles, and their opinions on what they ought to do.

Hypothesis 2C: There are no significant differences between the opinions of superintendents of small schools on how they fulfilled their political role, and their opinions on what they ought to do.

Question 3: Are there relationships between the superintendents' opinions regarding the importance of educational issues and the superintendents' judgments about having made the right number of contacts with local legislators on those educational issues?

Hypothesis 3A: There are no significant relationships between urban-suburban school superintendents' opinions regarding the importance of educational issues and their judgments about having made the right number of contacts with legislators on those issues.

Hypothesis 3B: There are no significant relationships between the opinions of superintendents of middle sized schools regarding the importance of educational issues, and their judgments about having made the right number of contacts with legislators on those issues

Hypothesis 3C: There are no significant relationships between the opinions of superintendents in small sized schools regarding the importance of educational issues and their judgments about having made the right number of contacts with legislators on

those issues.

Question 4: Are there differences between opinions of superintendents regarding their political roles with state legislators from their districts and the opinions of public groups on what superintendents ought to do in political roles?

Hypothesis 4A: There are no significant differences between urban-suburban school superintendents' opinions and the opinions of the public groups from their districts as to what superintendents should do in political roles.

Hypothesis 4B: There are no significant differences between opinions of superintendents in middle sized schools and the opinions of the public groups from their districts as to what superintendents should do in political roles.

Hypothesis 4C: There are no significant differences between opinions of superintendents in small sized schools and the opinions of the public groups from their districts as to what superintendents should do in political roles.

Question 5: How do superintendents classify what constitutes few contacts, some contacts, and many contacts?

Question 6: What is the estimated number of contacts made with legislators by each communication technique listed?

Question 7: From a list of eight techniques suggested for use in contacting legislators, which techniques are considered best?

Question 8: If superintendents did not contact legislators as much as they thought they could have, what are the reasons for not

making more contacts?

Definition of Terms

The terms used in this study are defined in the following manner:

Boards of education: Governing bodies of publicly supported elementary and secondary schools.

Collective bargaining, collective negotiations and professional negotiations: For the purpose of this study these terms will be considered synonymous. Collective bargaining is defined to cover the negotiation, administration, interpretation, application and enforcement of written agreements between employers and bargaining units representing their employees, setting forth joint understandings as to policies and procedures governing wages, rates of pay, hours of work and other conditions of employment.

Decision-making: The legislative activity of choosing from among a number of possible actions; it includes interplay between legislators and those who influence legislators.

Intermediate Units: Proposed area school districts in Iowa which would be formed by combining several county school systems into one intermediate unit which would assume functions now being handled by county or merged county education offices as well as additional functions assigned by the state.

Iowa Association of School Administrators (IASA): A state association whose membership comes from local, county, and area school superintendents,

college professors in school administration, and administrative personnel from the department of public instruction.

IPERS (Iowa Public Employment Retirement System): The mandatory state retirement system contributed to by school employees, as well as other local and state government employees, with a matching amount contributed by the employer.

Legislators: Persons from local areas in the state elected by the residents of the areas to serve as representatives or senators in the state legislature (in Iowa, called the General Assembly).

Lobbying: Any communication directed at a legislator in hopes of influencing his decisions.

Opinions: Personal judgments based not on absolute certainty, or positive knowledge, but on what seems to be true or probable.

Parochial aid: State or federal financial aid that is made available to elementary and/or secondary parochial schools.

Political role: The total function of a superintendent in his preparation for and involvement in attempts to affect legislators who represent his district in their legislative decision-making on educational issues.

Professional negotiations: See collective bargaining.

Role: A function that is assumed by or assigned to a person.

Superintendent: The chief administrator hired by the school board to direct and carry out the policies of the district.

Delimitations of the Study

The scope of this study was confined to sampled public school superintendents serving in Iowa schools in 1972-73, to selected residents living in the school district of each superintendent, and to one state senator representing each district. The study was further limited to opinions of the above listed groups regarding the political roles of local superintendents in relation to state legislators representing the school district.

This study did not attempt to gain opinions from legislators as to the number of political contacts made by superintendents and did not attempt to measure the amount of influence superintendents had on legislators.

REVIEW OF LITERATURE

This chapter has been divided into three parts which evolved naturally from review of the literature and research. A number of studies and writings point out the tendency to keep education and politics separate and therefore, the first section will present information on "separation of education and politics." Some authors have emphasized the need for educators to get involved in politics, so the second section will be related to the "need to get involved." There are also a few persons who have written about superintendent involvement, and some who have done research on superintendent involvement in the political arena, so the final section will relate to "superintendents getting involved." The last section will include information about involvement in the political process in Iowa through working with state legislators; this information was obtained through interviews with persons knowledgeable about this political process.

Separation of Education and Politics

There seem to be few studies relating to how superintendents, as individuals perceive themselves in their political role, especially in their contact with state legislators about educational issues.

DePree (7, p. 6) stated a similar point:

Until recently research in the politics of public education has been generally neglected. However, with the increasing role of government in public education, educators and social scientists are beginning to turn their attention to the politics of the educational policy-making process.

Kimbrough (20, p. iv) made a comparable point:

Much of this book is devoted to what is currently known about the policy decision-making process as it exists at the level of the local school district. The content of the book is dictated by the availability of field research rather than by design. At this writing very little empirically oriented research about the decision-making process at the state level is available. However, studies of local district decisions inevitably provide some information about the state power structure.

An attitude that education and politics should not mix apparently began developing as long ago as the 1890s and early 1900s. The reasons for this development are described by Wirt and Krist (42, pp. 5-6):

At the turn of the century, a nationwide interlocking directorate of "progressive" university presidents, school superintendents, and lay allies emerged from the business and professional elites in the cities. One of the aims of its members was to emancipate the schools from partisan politics and excessive decentralization. They saw political corruption as the prime cause of inefficiency of education in large cities. Indeed many politicians at that time regarded the schools as useful support for the spoils systems and awarded jobs and contracts as political favors.

Perhaps the attitude continued into the first half of the Twentieth Century as explained by Wirt and Krist (42, p. x):

This mutual blindness or difference was reinforced by a popular notion that schools had somehow been sanitized against politics. After the successful Progressive revolt against party and boss control of urban schools following the turn of this century schools were seen as "above politics," or apolitical. Being "professionally" motivated, administrators and teachers had been made antiseptic against the corruption of politics. Schools were not thought of as "political" in the old sense; educational scholars were unfamiliar with political scientists' concept of "political" in its new sense; and the latter accepted the Progressives vision as a full statement of the reality of schools.

Iannaccone (16, pp. 6-7) stated additional reasons for the separation as he explained the myth that education is not politics:

The myth implied that the educational profession had come to reject the two-party system and the mainstream of American political life as too corrupt, and too unchangeably corrupt, to let education thrive in it. A corollary of the myth suggests that regularly elected representatives in American government cannot be trusted by educators; therefore, the welfare of children would require, instead, separate elections and agencies. The implications of this position and the inference to be drawn from such a belief system, supposedly held by those entrusted with the education of the American citizenry, make one want to laugh and to cry, so pathetically ridiculous is our condition. Where it counted, educators--already committed to public service and interested in the enculturation of American children--have rejected the chief political machinery for selecting those who govern!

Perhaps superintendents developed attitudes and positions that they should not be involved in politics and should be shielded from them. Nunnery and Kimbrough (32, p. 1) mentioned that in the past most self-respecting school administrators were horrified at the prospect of being labeled "politicians" by their colleagues and that these attitudes, legacies from a variety of sources, become crystallized for a time in our professional lore.

Through the years, superintendents were suspect of doing wrong if they were politically active, and, in fact, would lose their positions if they did get politically involved. Kirby (22) seems to suggest this possibility in his 1971 study of 90 metropolitan superintendents and their interest in their local communities:

When highly mobile superintendents were compared with less mobile superintendents, it was found that the mobile superintendents were more likely to be politically active. (Highly mobile had been employed as a teacher or administrator in six or more districts.) Traditionally, school superintendents have been warned to refrain from political activity in order to avoid the dangers considered to be inherent in such behavior. Recently, however, educators have begun to question the desirability of a superintendent being isolated from community politics.

Iannaccone (16, p. 5) emphasized that many fail to see the vital and longstanding connection between politics and education when he stated:

This is even more apparent with those most closely involved in schooling; this should surprise no one because myopia in political matters for those closest to the realities has a certain protective virtue. One's sense of well being in the social universe is better maintained in ignorance, although one's safety and chances for success or survival in the political clash of interests are impaired.

In recent years, authors have begun to recognize that when persons are involved in planning for public education they are certainly involved in political life. This seems to be true in recent thinking, whether it concerns planning and making policy at the local level or developing laws at the state and federal level. In 1970, Campbell and Boyd (3, p. 4) stated it clearly:

Planning for public education at whatever level--local, state or national--involves public policy and hence, by definition, politics. Increasingly educators are recognizing the need to examine and analyze carefully the factors which appear to promote success or failure in politics as the link between politics and education in general becomes increasingly evident.

In 1972, Wirt and Krist (42, p. 9) pointed out that in the past decade, several national trends have made the public schools more overtly political, severely challenging the governing tenets of the turn of the century. They stated that perhaps the most current trend is the call for community participation in public agencies of all types, which has become widely accepted among social critics and reformers.

In the last fifteen years, at least two author-leaders in education have indicated the necessity for administrators to quit shying away from political involvement and to go ahead and get involved.

In 1959, Eliot (9, pp. 1035-1036) wrote that it was high time to stop being frightened by a word and that politics includes the making of governmental decisions and the effort to gain or keep the power to make those decisions. He continued that line of thought when he wrote that public schools are part of government and that they are political entities. He called the separation of education and politics a taboo, not a myth, as some other authors did, and said the taboo should be exorcised, because the future of public education at every level of government is not only a political issue but is an increasingly crucial one.

In 1964, Kimbrough (20, p. 274) wrote this:

If the educational leader and his staff have any opinions about educational policies and take action accordingly, public education in that school district is involved in politics. About the only way the school superintendent can avoid political leadership is to take no action on his own initiative to influence educational policy. However, since such a role is improbable and, professionally speaking, unthinkable, one must suspect that public education is by its very nature political and those involved in its management are politicians any time they seek a decision by the political process.

However, even though the need for educators and politics to mix has been pinpointed and even though there are those who are trying to convince school administrators to get involved, there are other indications that the pendulum has not really swung very far in the direction of "involvement." Rozzell, in a speech before the national convention of the American Association of School Administrators in 1968 (34, p. 1), stated that, apparently, the extraordinary myth that education is not the politician's business and that politics is not for educators

continues. He also stated that it was his thesis that there exists no alternative to the compelling responsibility of school administrators to lobby.

DePree, in his 1971 study of Michigan school superintendents' understanding of and participation in the legislative policy-making process (7, p. 54), pointed out that there may even be a reaction on a part of some educators against the slight trend toward involvement:

Some educators, motivated by concern over the practice of making educational decisions in a political arena, have even attempted to reverse the trend toward greater involvement by the legislature in educational policy-making. This denial that education is in politics, coupled with the educators' lack of sophistication regarding the legislative decision-making process, is believed by many students of educational policy-making to have hampered the profession's attempts to influence educational legislation and have allowed other forces to assume a major role in the formation of such laws.

Need to Get Involved

Jack Davidson, in a speech at the national convention of the American Association of School Administrators in 1971 (5, p. 2) stated that education and politics must mix and that those of us in positions of educational leadership must understand how they mix and be participants in the mixing recipe. Mrs. Scaglione, writing in the Iowa PTA Bulletin (36, p. 9), stated that the third PTA Objective is "to secure adequate laws for the care and protection of children and youth." She continued as follows:

Such laws do not just happen. Nor are they the sole responsibility of the representatives who constitute our governmental bodies. It is our responsibility as citizens of this great country to aid the men and women who make our laws, whether they are serving on the

local, county, state, or national level. Each of us is charged with making this responsibility a privilege and a challenging opportunity for our PTA.

Each school superintendent also needs to be charged with making the responsibility of working with legislators a privilege and a challenging opportunity for the individual superintendent and for his state organization of superintendents.

Masters, Salisbury and Eliot (25, p. 262) noted the economic necessity for educators to get involved:

In view of the massive effort that is made today to provide educational opportunities, the obviously increasing role which the states play, and the demands for uniform standards and equality of educational opportunity, we need to know who is doing what, how. It is more evident now than before that educators must face political realities, as well as problems concerning the improvement of educational instruction. For they, too, as this study has attempted to show, must compete for scarce resources.

Superintendents should get involved in working with state legislators because they have an educational expertise gained from their administrative experiences that should be made available to the legislators. Rozzell (34, p. 6) supported this point with the following statement:

Because of the increasing public concern with public education, politicians today are thoughtfully and resolutely addressing themselves to educational problems. Legislators at both state and national levels are exerting a stronger leadership role and asserting their responsibility in providing and financing more adequate educational programs. In exercising this role and responsibility they should have access to the best possible information upon which to make their decisions in education.

DePree's study of Michigan superintendents' involvement with Michigan legislators (7, p. 35) also offered supporting evidence:

Because of high cost (in time and energy) of gaining all the requisite information and because a legislator must have an eye to the possible political consequences of a wrong choice, the harried legislator looks for someone to give him proper cues, to guide his behavior, in areas in which he is not well informed. These cues can help resolve the ambiguity in many decisions he has to make.

Wolvek (43, p. 94) reported that his 1972-73 study about Iowa school finance demonstrated that the perceptions of public school superintendents, when objectively selected, are capable of being analyzed to provide evaluative feedback information for use by legislators who desire to know what effect state finance legislation has upon school programs.

A major point made in several writings on the mix of education and politics is that the people who become successful in influencing legislative action are those who have an understanding of the processes involved in legislative decision-making. This tends to include both the formal and informal processes involved in making laws.

Bailey, et al. (2, p. 108) partially summarized their 1962 book on Schoolmen in Politics with a statement that has general application to superintendents:

The road to increased state aid is political. Those who would travel that road successfully must understand the political process in all of its ramifications.

They stated more specifically that the success of schoolmen has been directly related to the sophistication of their understanding of the political instruments available to them.

Nunnery and Kimbrough (32, p. 3) specified that school officials must build political influence for education, must understand the political system and the exercise of political power in decision-making, and

must earn respect in that system through their involvement and eventual leadership. Iannaccone (16, p. 39) indicated, further, that the educational lobby may have sporadic success in a given state unless it matches its organizational structure and political life-style to the internal structure and decision-making pattern of the legislature.

DePree (7, p. 54) also pointed out the importance of being knowledgeable about legislative decision-making:

Clearly stated or implied in most studies dealing with the role of the legislature in educational policy-making is the proposition that increased knowledge of the legislative decision-making process will concomitantly increase the professional educator's willingness to participate in, and ability to exert an influence on, the legislative policy-making process.

Several authors have expressed thoughts about the informal processes involved in lawmaking. Perhaps, for a superintendent to be effective in affecting educational laws, he has to be more knowledgeable about the informal processes than about the more formalized processes.

Jennings and Milstein (19, p. 91) made the point that informal processes, completely removed from the legislative chambers, can initiate legislation:

Bringing about desired policy change is a long and complex process. Much of this occurs long before formal measures are introduced in the legislature (*i.e.*, policy modifications begin in dissatisfaction stages, are developed in crystallization of opinion stages, and surface as formulation of alternatives to present policies in extensive debate stages). The legislature formally becomes involved late in the process, once ideas have been outlined and support has been developed.

Kimbrough (20, p. 257-259) also stated that informal processes can initiate legislative action:

The state legislature and the governor are legally constituted with power to commit the state agencies to a certain educational policy. We traditionally assume that the basic decisions are made during the time the legislature is in session. In view of the speeches, name-calling, press releases, and committee hearings, it is easy for us to accept the traditional assumption that the crowded hearing rooms of the state capital give impetus to educational legislation. However, some data available for some educational decisions show that the decisions were fairly well established prior to the convening of the legislature.

Kimbrough explained that this informal consideration of legislation continues even while the legislature is in session:

Reference here is not to the hotel-room, petty political deals by men in the lower echelons of power, but to the meetings of those men powerful enough to make major legislative policy. These meetings are very important in predicting the outcome of state educational projects. Sessions of these men often take place on call in case of emergency during the legislative session. Some time is spent in sanctioning unforeseen legislation even though the major commitments were made prior to the convening of the legislature.

A number of sources suggested that the involvement of educational leaders in the political process definitely benefits education. Nunnery and Kimbrough (32, p. 2) presented positive relationship between political involvement and quality schools when they stated that "successful use of the election process to produce quality schools depends on the continuous participation of school leaders in all significant aspects of the political system."

DePree (7, p. 40) has reported Tatroe as being a case in point with reference to political action being a means of influencing decision-makers, when Tatroe stated:

Next month is primary election time in Michigan. It's time for administrators and board members to make certain that able candidates are competing for legislative district and statewide offices; some school officials should even become candidates.

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All of us can be part of the process of urging the best possible candidates to run for office; helping those whom we support with our time, and our money and by getting our friends to do likewise. This type of participation in government may well be one of the better ways to help the children of public schools of this state.

Bailey, et al. (2, p. 55) stated that most legislators, small towners or not, find it difficult to withstand coordinated pressure from their grass roots. An inference could be made from this that involvement between the local superintendent and the legislators representing his school district could be effective in producing desired educational legislation.

In summary, it seems important to list references to what patrons in a district should expect from their education leaders, because this should affect superintendents and their perceived need to get involved.

Nunnery and Kimbrough (32, p. 1) explained it as follows:

Thus, educational leadership to upgrade educational standards is political. And if educators and citizens desire changes in school programs, they must be good politicians. Performing as a politician to develop quality schools is a perfectly legitimate, statesmanlike activity.

Nunnery and Kimbrough (32, p. 2) were specific in this statement:

The patrons of the schools have a right to expect their educational leaders (both lay and professional) to use modern political techniques. That is, educators should be effective politicians. Otherwise, the views of those citizens favoring quality schools will not receive adequate considerations in the political processes of the school district, state, and nation.

Bailey, et al. (2, p. 108) foresaw an all-inclusive gain for the state and the nation if schoolmen become actively involved in the political process:

The future of public education will not be determined by public need alone. It will be determined by those who can translate public need into public policy--by schoolmen in politics. Since the quality of our society rests in large measure upon the quality of our public education, a widespread recognition that schoolmen must be not only aware of politics, but influential in politics, may be the key to our survival as a free and civilized nation.

Superintendents Getting Involved

Rozzell (34, p. 7) stated that one of the inescapable responsibilities of the school administrator is to provide legislators with first hand facts and reliable arguments upon which sound legislative decisions can be made. He added that it is also a responsibility of school administrators to marshal the widest possible public support for the facts and arguments he has presented.

Rozzell (34, p. 2) also explained that a superintendent does possess both authority and influence and that by the judicious use of both he can be an effective lobbyist and can significantly influence legislative decisions. He defined the power and authority of the superintendent as follows:

The superintendent is in a position to exercise two recognized means of control: Authority and influence. Authority is the power given to the individual by the system. As the administrative head of his school system the administrator occupies a position of authority. This adds to the prestige and credibility of his point of view. Influence is the amount of power an individual has by virtue of control of or access to resources relevant to the proposed social action--legislative action. The capacity of the superintendent to influence legislative action to a greater extent than that which springs from his authority is determined by his personality, his attitudes and his abilities. His influence is due to such factors as reputation, skill in handling people, special knowledge not only of the school system but also of the social system, dependability, willingness to become involved and courage.

The points by Rozzell identify the importance of superintendents' political involvement and that superintendents need to possess the necessary skill and knowledge to be effective in influencing legislators.

But what have superintendents done and what should they do to get involved? Jennings and Milstein (19, p. 36) in their study of educators' involvement with the New York State Legislature, reported that of three strategies used to reach the Governor politically first and foremost were the efforts by chief school officers at the district level to reach individual legislators. They also reported that concerted efforts were made through county and state organizations to tell the story of each district's needs to the local legislators.

Ness (28, p. 122) studied the techniques by which various groups attempted to influence the decisions of the Colorado legislature. He reported the following about school administrator involvement:

The group has used all of the studied methods of influence in efforts to increase legislators' support for its views on its legislative program. The success with its use of the studied techniques has varied. "Personal contacts by group members from legislator's home district" appears to be the most successfully used in increasing legislator support. "Stimulated mail" is the least effective technique used in this respect. The technique which gives the group the greatest success in increasing legislators' support is also the only one which rural legislators recognize as increasing their support for the group's views.

DePree (7, p. 171) suggested that the superintendents who work at establishing and maintaining a close relationship with legislators and make an effort to keep the legislators informed are the superintendents whose views are sought by the legislators. He added:

A strong positive relationship was found to exist between legislator requests for the superintendents' views and superintendents'

initiated efforts to inform the legislator of the effects of various bills and laws on local school programs.

In a presentation at the 10th Annual School Administrator workshop, William Davis, President of Idaho State University (18) told Iowa superintendents that they should do the following:

Be sure to contact legislators during their campaigns. Meet them on their home base and let them know you believe in good education. Go to legislators before they are in session. If you think the legislators are wrong, you should tell them. Do it personally, eye to eye, not through the newspapers. The chief school administrator is in politics in his community and he must contact all organizations and agencies. Let them know that you know that they are alive and interested in good education.

In a 1962 study of influential forces on educational legislation in Missouri, Niess (31, p. 95) reported that legislators generally do not concern themselves with appeals for support if they can identify the source of the appeal as being outside of their district.

Three research projects provide information on superintendents who are ineffectively involved. In his 1970 study of the Colorado local school superintendent's political role, Moore (27, p. 80) concluded that superintendents frequently do not perform their political roles in state level educational decision-making in ways they and their peers consider effective. In his 1971 study of the influence of Georgia schoolmen upon a selected legislative decision Russell (35, p. 4279-A) concluded that a relatively small number of schoolmen account for a clear majority of the total influence upon the passage of educational legislation.

Ness (28, pp. 42-45) reported that approximately two-thirds of the legislators considered the Colorado Association of School

Administrators as being nonactive in the area of educational lobbying.

There are several sources of information that specifically provide information about the Iowa legislature and the educational scene in Iowa. In his study of school finance and local superintendents as viable feedback sources for legislators, Wolvek (43, p. 8) suggested that Iowa superintendents could be viable sources of information on educational finance in Iowa:

The investigator believes the perception of Iowa school district superintendents concerning the effect of H. F. 654 upon the educational progress within the state can influence legislators with timely information for decision-making directed to the control and management of financing education in Iowa.

Wolvek (43, p. 43) suggested that although superintendents could serve as feedback sources, legislators had not used them:

Although one may cite evidence to support the use of superintendents as a feedback source, because of their unique position to provide the kind of information legislative policy-makers may require in seeking answers to the effects of legislative policy decisions upon school programs, one observes that the legislature has initiated no organized attempt to do so.

The above research and comments indicate that Iowa superintendents are not making themselves or their knowledge and skills available to legislators.

A 1969 study sponsored by the Iowa State Education Association (1, p. 19) to determine the attitudes of Iowa legislators toward educational lobbying found that legislative members of the education committees reported that personal visits do influence their votes on impending legislation; that three out of four legislators reported that

letters from constituents influenced their votes; and that letters from constituents which specifically requested their vote on an issue rather than those which merely expressed a point of view, were more likely to influence the legislator.

At a meeting of City Superintendents of Iowa in October, 1973 two Iowa superintendents emphasized the necessity for Iowa superintendents to take a new direction in political activities since Iowa now has annual sessions of the legislature, and in the six or seven months between sessions legislative interim committees meet to discuss educational issues and to host hearings on those issues. Bob Horsfall, Webster City superintendent and former IASA legislative committee chairman (15) said, "With more interim legislative committee meetings on educational issues, it seems necessary to have more input in the interim period between legislative sessions." Dale Grabinski, Algona superintendent and present IASA legislative committee chairman (12) said, "We are starting to work externally with other organizations where we have common personalities. We have no alternative but to organize and go year round."

The writer interviewed several persons who were considered to be knowledgeable about the legislative processes in Iowa and who had been active in the legislative process as politicians or as representatives of associations and organizations which annually attempt to influence legislators. These interviews provided information about successful activities and methods used by the various organizations. It was anticipated that information about what methods had worked for other persons and groups and the interviewees' perceptions of what might work for

superintendents could be used by superintendents to decide on an appropriate course of action for influencing legislators.

Mrs. Taylor,¹ Executive Director of the Parent Teachers Association (PTA) of Iowa, reported the following:

The organization uses nonpaid lobbyists, nine in 1972, fewer in 1973, and they closely watch the bills. If some item of importance to the PTA arises, the lobbyist contacts the legislators to bend their ears. She considers the best way to influence legislators is to ask members to write letters to their legislators and to encourage members to contact the legislators when they are home.

Mrs. Leibold,² Coordinator of the Des Moines League of Women Voters, said that she feels the League is very effective with legislators from their area and that League members do their homework in studying pros and cons of issues and in getting the support of the League membership. She added:

Our lobbyists are volunteers and are in the legislative chambers daily when it is in session. Before the elections some League members are active in political party activity. Candidates get to know and trust the organization. After the election, their members host coffees to meet with the legislators, and discuss League issues that are before the legislature.

Mrs. Leibold summarized by stating that citizens groups such as the League can be as effective as paid lobbyists--in some cases, even more effective.

Norris Adams,³ Executive Director of the Iowa Association of Mental

¹Taylor, Mrs., Des Moines, Iowa. Activities and methods used by the Parent Teachers Associations of Iowa (PTA) to influence legislators. Private Communication. 1973.

²Leibold, Mrs. C. E., Des Moines, Iowa. Activities and methods used by the Des Moines League of Women Voters to influence legislators. Private communication. 1973.

³Adams, Norris, Des Moines, Iowa. Activities and methods used by the Iowa Association of Mental Health to influence legislators. Private communication. 1973.

Health in 1973 reported the following:

The major emphasis in influencing legislators is to organize a legislative network of persons who are not only known by specific legislators but have a good rapport with the legislator. Persons included in this legislative network need not be members of the Mental Health Association.

During the year, the Mental Health Association keeps this network of persons informed on a variety of mental health issues, so that a member of the network can talk to a legislator about a specific mental health issue, and will be able to communicate information on other mental health issues if he is asked.

When an issue of concern needs attention, especially during a legislative session, the network of persons will be informed about the issue and they will contact the legislators by writing letters, calling, or by sending telegrams. However, the Mental Health Association does not prepare a suggested form letter for the network of persons to use, because they want the communication to be as personal as possible.

Previous to the general election the Mental Health Association will write letters to the candidates lauding them for their interest and sending them information, but will not back certain candidates or work for one candidate against another. After the election, the association will send letters of congratulations to each legislator and will refer to particular items that they know interest the legislator. Carbon copies of these letters go to the network of persons, assuming the information transmitted by the association should be known by the members of the network.

Mr. Adams felt the network has been successful because each legislator is contacted by someone he trusts; he is, therefore, more receptive. He also felt that a similar network system developed by superintendents would prove beneficial to them and the Iowa Association of School Administrators since legislators would accept the volunteer persons in the administrative network as having more interest in the community and state than the superintendent, who may represent a vested interest in the eyes of the legislator.

Richard Tschetter,¹ Executive Director of the Iowa Association of Mental Health in 1974 stated that the organization would be doing the following in a legislative program: "Volunteers will assist our legislators in their search for the facts in the area of mental health by obtaining statistics, offering professional testimony and by making surveys."

Duane Lodge,² Executive Director of the Iowa Nurses Association had worked for several years with the Iowa State Education Association, serving as a lobbyist for the organization when the legislature was in session; he could, therefore, offer suggestions on working with legislators from two fields of experience. He suggested that these things should be done.

Provide as much information as possible to the individual legislator about how legislation would affect the individual district.

Be a researcher and resource person about each bill to be introduced, including information as to how the bill would affect the local district, as the legislator is always seeking information.

During the legislative session, have weekly meetings with the legislator, at a scheduled period, especially if the legislator is on an educational committee. Organize so that the legislator is meeting with groups of superintendents and other persons having meetings on weekends since most legislators are home on weekends.

Lodge stated that superintendents should be careful not to be at legislative sessions so many times that critics would begin asking, "Who is running the schools?"

¹Tschetter, Richard, Des Moines, Iowa. Activities and methods used by the Iowa Association of Mental Health to influence legislators. Private communication. 1974.

²Lodge, Duane, Des Moines, Iowa. Activities and methods used by the Iowa Nurses Association to influence legislators. Private communication. 1973.

Buford Garner¹ served three years with the Iowa Department of Public Instruction (DPI) and during the legislative session was the legislative liaison for the DPI. He was also a public school superintendent for many years. He emphasized these points:

There is only a small number of superintendents who know what is going on.

Too few superintendents come to legislative sessions.

Too few superintendents participate in activities at home with the legislator--calling, writing, and personally seeing him when he is home.

Every superintendent should read the daily list of bills, that appears in the newspaper.

For \$60.00, local superintendents can register with a reporting service and receive daily information on bills. Each superintendent should subscribe to this service.

It is a good idea for groups of superintendents to have luncheons with legislators and on Saturday mornings, to invite legislators of the district to the school to discuss what is developing in the legislature. Invite in some community people.

Superintendents need to get citizens in the community involved in promoting school legislation with legislators.

Local superintendents too often think only about their own district and the application of a law to that district rather than about what is good for education in Iowa.

Superintendents should be aware of the IASA program and should sell it locally. We need to study each issue and be knowledgeable about it.

Superintendents should be willing to endorse a candidate before an election.

¹ Garner, Buford, Grinnell, Iowa. Activities and methods used by Iowa school superintendents and the Iowa Department of Public Instruction to influence legislators. Private communication. 1973.

Mr. John McDonald,¹ state chairman of the Iowa Republican Party, had the following advice for local superintendents getting involved in politics:

Before an election, obtain a complete profile on each candidate to determine his capacity for understanding educational issues. Determine his specific areas of interest and whether he has been generally interested in education.

Before talking to a candidate or legislator, know the party platform and use it in discussions and conferences.

If you can't be heard by your local legislator, go to other legislators or to political leadership such as a county chairman.

Superintendents have the same responsibility as other citizens for interest and involvement in the political process.

Establish with the legislator that a superintendent, in his capacity as superintendent, is the executive officer of the district working for better education in the district and state within a sound fiscal structure.

Superintendents should offer themselves as resource persons for legislators, studying each issue affecting education carefully. Legislators appreciate a thoughtful, well prepared and documented study.

Superintendents should be familiar with the position and goals of school administration generally; the IASB and ISEA.

Personal contact with a legislator--if there is something important to discuss--is better than a telephone call.

Mr. McDonald concluded by emphasizing that superintendents must wisely use their power and authority to seek the best course of action for education in Iowa.

In summary, there are concepts developing in school administration which indicate that superintendents do need to be involved in political action on the local, state and national level. The realization that it

¹McDonald, John, Dallas Center, Iowa. Activities and methods to be used by Iowa school superintendents to influence legislators. Private communication. 1973.

is perfectly legitimate, and necessary, for education and politics to mix, will enhance the movement for additional political involvement by superintendents at the state level. Superintendents can be made aware of the need; perhaps the task will be to create within the superintendent the desire to become politically involved.

METHODS AND PROCEDURES

Introduction

This study was initiated to determine opinions about the proper political role of school superintendents in their contact with state legislators who represent their district. The investigation involved the opinions of school superintendents who were randomly chosen and selected lay persons from the school district of each superintendent involved.

The writer became interested in developing this study during his three year term as a member of the executive board of the Iowa Association of School Administrators (IASA). He became aware of the seeming ineffectiveness of the IASA in motivating local superintendents to become involved in making political contacts with the state representatives and senators from their local districts. The information gained from the research in this study and from the Review of Literature would make it possible to give directions to the local superintendent for successful involvement in a political role. Since major educational issues such as financing of education, collective bargaining, and parochial aid to education were currently being considered by the Iowa General Assembly, it seemed an opportune time for developing the study.

Development of the Questionnaire

The questionnaire items were developed from an analysis and review of literature on the political role of superintendents and on the relationship of education to politics and from interviews with persons considered to be knowledgeable about the legislative processes in Iowa.

Eighty questionnaire items were originally developed by the writer. These items were pretested by submitting a preliminary questionnaire to a panel of judges to develop a pool of valid items and to determine if the questionnaire form and items were understandable. A list of names of the judges appear in the Appendix.

The panel of judges consisted of five public school superintendents, three college professors in educational administration, four staff members in the Iowa Department of Public Instruction, one state senator, the state chairman of the Iowa Republican Party, and the executive secretary of the Iowa Association of School Administrators.

The panel was told that a questionnaire would be sent to several lay persons within each school district served by a superintendent chosen in the random sample. Twelve "publics," such as mayor, board president, senior class president, postmaster, etc. were listed and the judges were instructed to rank order them according to the "publics" they thought best to be included in the sample of lay persons.

The judges rated each of the eighty items on an Appropriateness Scale as follows:

1. The item has no appropriateness.
2. The item has little appropriateness.

3. The item has some appropriateness.
4. The item has much appropriateness.
5. The item has great appropriateness.

Items receiving an average rating of 3.4 or less were excluded.

Other items were discarded because of their difficulty in being understood. A revised questionnaire form was then developed and submitted to five superintendents and five laymen for their reading to determine if the items were clear and understandable. The final questionnaire forms incorporated the minimal suggestions made by these ten persons.

The final questionnaire form which was sent to selected superintendents requested them to make forty-six responses on the certainty method scale (described in this chapter in the section on Analysis of Data) and to respond to three general statements that asked for multiple numerical answers or checkmarks. Also, the superintendents were asked to list the name and address of a person in each of the five "publics," chosen from the rank ordering of the twelve publics by the panel of judges. The "publics" included in the instrument for superintendents were mayor, state senator, school board president, local newspaper editor, and local PTA or school club president.

The final questionnaire form sent to the persons listed by superintendents as "publics" contained twenty items that were taken from the questionnaire form sent to superintendents. These items were deemed most advisable to submit to the "publics." Responses to this questionnaire were also made on the certainty method scale.

The final form of the questionnaire sent to the superintendents and

the "publics" are included in the Appendix.

Selection of the Sample

The study is confined to the 452 public school districts which existed in Iowa in the 1972-73 school year. These districts included secondary and elementary schools. A sample of 70 districts was drawn from this total using a stratified sampling technique based on a district student enrollment/location system of classification. This sampling technique was chosen since it was hypothesized that student enrollment/location may be associated with the respondents' replies to the items listed in the questionnaire.

Three strata were developed, primarily based on student enrollment, but in the case of suburban districts, based on location. The strata were as follows:

1. Urban and suburban--urban having an enrollment of 10,000 or more; and suburban having less than 10,000 but more than 2,000 students and being contiguous to an urban district.
2. Districts with enrollments of 1,500 or more, but not included in the first stratum.
3. Districts with 1,499 students or less. Twenty districts were urban or suburban and all were included in the sample.

Seventy districts were in the second stratum and 362 districts were in the third stratum. Twenty-five districts were chosen from each of the second and third stratum. This was accomplished for each stratum by using a table of random numbers from Wert, et al. (40, p. 108).

Thusly, a total sample of 70 districts was chosen.

Collection of the Data

The questionnaire and a personalized cover letter, (also shown in the Appendix), and a self-addressed, stamped envelope, were mailed on June 19, 1973 to each of the 70 school superintendents representing the school districts selected from the samples and populations previously described. On July 7, 1973, a personalized follow-up letter with a self-addressed, stamped envelope, was sent to each nonrespondent. In August, three superintendents who had not responded were telephoned and requested to do so; questionnaires and a personalized cover letter, shown in the Appendix were mailed to each with a self-addressed, stamped envelope.

Commencing August 1, a questionnaire, personalized cover letter and self-addressed, stamped envelope, were mailed to each of the lay persons named as "publics" by responding superintendents. By September 1, 1973, follow-up personalized letters, copies of the questionnaire and self-addressed, stamped envelopes were sent to the nonrespondent lay persons. The questionnaires and the cover letters are shown in the Appendix.

Analysis of the Data

The certainty method response format described in Warren, et al. (39) was utilized for recording 46 responses on the superintendent questionnaire (all but three of the items) and for recording the twenty responses on the public questionnaire. The certainty method of scoring

incorporates a given response framework as well as assigning of numbers to stimuli (39, p. 7).

The certainty method provided for responses to be made on an eleven point scale as indicated in the following sample questionnaire item, diagram and explanation, and in the data included in the latter part of this section.

Sample questionnaire item and response format

Superintendents should depend on the lobbyists for the Iowa Association of School Administrators to make legislative contacts.

A					
	1	2	3	4	5
D					

The respondent first decided if he agreed or disagreed and circled the A or D accordingly. Then he decided how certain he was of his choice of agreement or disagreement and circled the appropriate number. If he was slightly certain he circled the 1; if he was very certain he circled the 5; and if in between on his certainty he circled the 2, 3, or 4. If the respondent was completely undecided on agree or disagree he circled both the A and D, but did not circle a number.

The certainty method provides for expanding the eleven point response scale to a sixteen point continuum by weighting intervals between polar responses. Warren, et al. (39, p. 9) provides reasoning for this expansion of values as follows:

The certainty method of scoring assigns larger values to the end points of the continuum. Intuitively the certainty method assumes that there is a greater difference between a respondent or judge who disagrees with an item with certainty of 5 and a respondent or judge who disagrees with certainty of 4 than there is between two respondents, one of whom said disagree with a certainty of 1 and the other who said disagree with a

certainty of 2. In other words, extreme values are given higher scores than an equal appearing interval scale would allow.

The data were analyzed by using transformed values which were determined as indicated in the assignments listed below and which were based on the certainty method:

Table 1. Response choices and values

Meaning	Response	Numerical value-11 point scale	Expanded value certainty method	Transformed value
Very certain Disagree	D5	1	-8	0
Disagree	D4	2	-5	3
Disagree	D3	3	-3	5
Disagree	D2	4	-2	6
Slightly certain Disagree	D1	5	-1	7
Uncertain	D/A	6	0	8
Slightly certain Agree	A1	7	1	9
Agree	A2	8	2	10
Agree	A3	9	3	11
Agree	A4	10	5	13
Very certain Agree	A5	11	8	16

The certainty method was selected instead of a three or five point Likert type scale because it can better discriminate both the degree and kind of differences reported by respondents. The five point Likert type scale does not lend itself to statistical treatment as handily as does the certainty method format with its wider range of responses available. A certainty method format seems to get a more certain response whereas in a five point scale there is a tendency to respond with three, the mean score on the five point scale.

The data collected from the respondents were coded and reduced to the computer-acceptable language required by the Statistical Package for Social Studies (30). This program was selected because of the ease with which the comparisons desired in this study could be programmed and calculated.

Analyzing the difference between opinions of superintendents in various strata

The statistical significance of difference between the mean responses of the three strata of superintendents was tested by utilizing the analysis of variance (ANOV) test as presented in Ferguson (10, pp. 289-290). When a significant difference between means was found, the Duncan New Multiple Range test presented by Kirk (23, pp. 93-94) was used to identify which pairs of means were significantly different. This latter test was done by doing pairwise comparisons. The model is as follows:

$$W_r = Qr\alpha; r, v \sqrt{\frac{MS \text{ error}}{N}}$$

where:

W_r = difference

r = number of means for range being tested

v = error degrees of freedom

N = number in each category

Q = distribution

Analyzing the difference between the should and ought opinions of superintendents

The statistical significance of difference between the superintendents' opinions on how they did fulfill a political role compared to what they ought to do, was tested by using a correlated t test as presented in Popham (33, p. 152). The model is as follows:

$$t = \frac{\bar{x}_1 - \bar{x}_2}{\sqrt{\frac{s_1^2}{n_1} + \frac{s_2^2}{n_2} - 2r \left(\frac{s_1}{n_1}\right) \left(\frac{s_2}{n_2}\right)}}$$

This t test was used because the two responses measured were from the same subjects, and therefore, likely to be correlated. The correlated t test provides for adjusting the t value upward in order to compensate for the tendency of the means to be similar.

Analyzing the relationship between opinions of superintendents on importance of issues and judgment on making optimum contacts on those issues

The correlation coefficient was obtained by using the Pearson product-moment correlation coefficient, as found in Ferguson (10, pp. 106-112). The testing for the significance of the correlation between the set of paired observations was done with a t distribution, also found in Ferguson (10, p. 187), and the model is as follows:

$$t = r \sqrt{\frac{N - 2}{1 - r^2}}$$

Analyzing the difference between opinions of superintendents and publics

The significance of difference between the opinions of superintendents and publics was tested by using three statistical tests as explained in Popham (33, pp. 144-146). First, an F ratio was done to determine if there was homogeneity of variances (variances were equal). The formula for F is as follows:

$$F = \frac{s_g^2}{s_1^2}$$

where:

F = the value by which variance homogeneity will be tested

s_g^2 = the greater (larger) variance

s_1^2 = the lesser (smaller) variance

When the variances were significantly different, a separate t test was used, as follows:

$$t = \frac{\bar{X}_1 - \bar{X}_2}{\sqrt{\frac{s_1^2}{n_1} + \frac{s_2^2}{n_2}}}$$

When the variances were not found to be significantly different, a pooled t test was used, as follows:

$$t = \frac{\bar{X}_1 - \bar{X}_2}{\sqrt{\frac{(\sum x_1^2 + \sum x_2^2)}{n_1 + n_2 - 2} \left(\frac{1}{n_1} + \frac{1}{n_2} \right)}}$$

In all the inferential statistics tests, the difference between mean responses was tested at the 0.05 level of significance with the 0.01 level of significance also reported.

Retention of hypotheses

Each major (operational) hypothesis will have a number of tests that will lead to the retention tenability of that hypothesis. The researcher has set criteria such that sixty percent or more of the number of tests calculated for a hypothesis must show significant differences before the hypothesis will be rejected.

DISPLAY OF DATA

Study Sample

The responses to this study were collected from 58 superintendents and from 96 public persons, representing returns, respectively, of 82.9 and 46.2 percent. An examination of Table 2 indicates that urban-suburban superintendents returned a slightly higher percentage than superintendents in middle sized schools or small schools. There is a similarity in the percent of returns from the public in the three school strata, even though there was less than a 50 percent return in each stratum. In the three public strata, board presidents had the highest percent returns.

Personal Characteristics of Superintendents

Superintendent age

A frequency distribution of the superintendents' ages is presented in Table 3. Notable features in each stratum are the similarity of percentages of superintendents in the 40-54 age range, the minimal number of superintendents in the 55-65 age range, and the similar mean age.

Superintendent education

Table 4 presents a frequency distribution of the educational degrees attained by the superintendents. As expected, a much greater percentage of urban-suburban (metropolitan) superintendents (66.7) have doctor's degrees than do the middle size school (30.0) or small size

Table 2. Number and percent of replies received from superintendent and public strata

Category	Superintendent			Public		
	Total	Return	Percent	Total	Return	Percent
Urban-suburban schools						
Superintendents	20	18	90			
Publics						
Mayor				15	7	46
Senator				14	4	28
Board president				14	11	78
Editor				13	6	46
PTA				<u>10</u>	<u>5</u>	<u>50</u>
Total				66	33	50
Middle size schools						
Superintendents	25	20	80			
Publics						
Mayor				19	10	52
Senator				17	6	35
Board president				19	11	57
Editor				18	7	38
PTA				<u>5</u>	<u>1</u>	<u>20</u>
Total				78	35	45
Small size schools						
Superintendents	25	20	80			
Publics						
Mayor				17	8	47
Senator				13	4	20
Board President				19	12	63
Editor				10	4	40
PTA				<u>5</u>	<u>0</u>	<u>0</u>
Total				64	28	43
Grand total	70	58	82.9	208	96	46.2

Table 3. Responses of superintendents concerning the personal characteristic age

Years	Urban-suburban schools		Middle size schools		Small size schools		Total schools	
	N	%	N	%	N	%	N	%
35-39	1	5.5	1	5.2	2	10.0	4	7.2
40-44	4	22.3	4	21.2	3	15.0	11	19.2
45-49	5	27.8	7	37.0	8	40.0	20	35.2
50-54	4	22.3	4	21.1	5	25.0	13	22.7
55-59	3	16.6	2	10.4	1	5.0	6	10.4
60-65	<u>1</u>	<u>5.5</u>	<u>1</u>	<u>5.1</u>	<u>1</u>	<u>5.0</u>	<u>3</u>	<u>5.3</u>
Total	18	100.0	19	100.0	20	100.0	57	100.0
Mean	49.06		48.26		48.00		48.42	

Table 4. Responses of superintendents regarding the personal characteristic educational degree attained

Degree	Urban-suburban schools		Middle size schools		Small size schools		Total schools	
	N	%	N	%	N	%	N	%
Bachelors	0	.0	0	0.0	0	0.0	1	1.7
Masters	2	11.1	10	50.0	14	70.0	26	44.8
Specialist	4	22.2	4	20.0	6	30.0	13	22.5
Doctor	<u>12</u>	<u>66.7</u>	<u>6</u>	<u>30.0</u>	<u>0</u>	<u>0.0</u>	<u>18</u>	<u>31.0</u>
Total	18	100.0	20	100.0	20	100.0	58	100.0

school (0.0) superintendents.

Superintendent administrative experience

Table 5 shows that only 5.4 percent of all respondent superintendents had 25 or more years of experience as a superintendent and that the 10-14 years of experience range had the most superintendents, totaling 35.2 percent.

Table 5. Responses of superintendents regarding personal characteristic experience as a superintendent

Years	Urban-suburban schools		Middle size schools		Small size schools		Total schools	
	N	%	N	%	N	%	N	%
0-4	1	5.9	2	10.0	1	5.0	4	7.0
5-9	4	23.5	2	10.0	5	25.0	11	19.5
10-14	4	23.5	8	40.0	7	35.0	19	33.6
15-19	2	11.8	3	15.0	4	20.0	9	15.9
20-24	4	23.5	4	20.0	3	15.0	11	18.6
25-29	1	5.9	1	5.0	0	0.0	2	3.6
30-34	<u>1</u>	<u>5.9</u>	<u>0</u>	<u>0.0</u>	<u>0</u>	<u>0.0</u>	<u>1</u>	<u>1.8</u>
Total	17	100.0	20	100.0	20	100.0	57	100.0

Superintendent's political party

Table 6 presents the political party affiliation of the superintendent. Major characteristics are that 37 of the 58 superintendents (63.8 percent) were republicans, and 37 of the 48 superintendents

Table 6. Responses of superintendents regarding the personal characteristic political party affiliation

Superintendents	Political party				Total
	Republican	Democrat	None	Other	
Urban-suburban	11	4	3	0	18
Middle	14	3	3	0	20
Small	<u>12</u>	<u>4</u>	<u>4</u>	<u>0</u>	<u>20</u>
Total	37	11	10	0	58

listed as members of a political party (77.1 percent) were republicans.

Superintendents in Political Roles

In seeking an answer to the question, "Are there differences between opinions of superintendents in urban-suburban schools, middle size schools, and small size schools regarding their political role with state legislators representing their district?" five hypotheses, noted as 1A through 1E in the first chapter, were constructed. They were tested with superintendent survey instrument items one through fourteen, should and did responses, and items fifteen through twenty-eight.

Superintendent opinions regarding what superintendents should do in political roles

Table 7 compares the mean "should" responses of the three strata of superintendents. These items were designed to determine if there

were significant differences between the opinions of superintendents in three strata (based on enrollment) as to what they should do in a political role. The mean responses can be interpreted from the classification scale listed as a footnote to the table. When the F test was significant, the Duncan New Multiple Range Test was used to determine which pairs were significant, which is indicated in the right hand column.

Mean responses for items 1, 4 and 5 were significantly different. Item 1 (should provide information to candidates) produced very certain agreement scores from the superintendents in the urban-suburban schools (14.28) and the middle size schools (14.65) and an agreement score from superintendents in small size schools (12.50). The F test result of 4.51 indicated a significant difference at the 0.05 level, with mean responses from superintendents in urban-suburban and middle size schools being significantly more agreement than the mean response of superintendents in small size schools.

Mean scores, F test values, and Duncan's test for item 4 (should discuss educational issues with legislators) indicate that the mean response of superintendents in middle size schools (15.55) was significantly more agreement at the 0.05 level than the mean response of the superintendents in the small size school (13.90). Mean scores in the three strata of superintendents were in the very certain agreement range, with the superintendents in the urban-suburban and middle size schools being even more certain of their response than the superintendents in the small size schools.

Mean responses for item 5 (should organize coffees for legislators)

Table 7. Analysis of variance test comparing the "should do" political activity mean responses of superintendents

Item	Total super-intendents		Urban-suburban schools		Middle size schools		Small size schools		F	Duncan's test ^a
	\bar{X}	s	\bar{X}	s	\bar{X}	s	\bar{X}	s		
Previous to general election										
1. Should provide information to candidates about effects of educational issues to be considered	13.79 ^b	2.55	14.28	1.87	14.65	2.21	12.50	2.97	4.51*	U/S M/S
2. Should help plan political rallies	10.03	4.41	10.61	4.10	9.50	5.14	10.05	4.03	0.29	
3. Should publicly support candidates	11.26	4.89	11.00	4.71	12.20	5.54	10.55	4.43	0.59	
Previous to convening of legislature										
4. Should discuss educational issues with legislators	14.64	2.03	14.44	1.89	15.55	1.46	13.90	2.36	3.74*	M/S
5. Should organize coffees for legislators to meet district educators and residents	12.16	3.67	10.61	3.70	14.25	2.51	11.45	3.79	6.19**	M/U M/S
When legislature is in session										
6. Should continuously contact legislators about educational issues	14.59	2.94	14.11	2.91	14.70	3.84	14.70	1.80	0.36	
7. Should encourage votes on bills according to statewide effects on education	13.41	3.62	12.11	4.87	14.80	1.96	13.20	3.27	2.83	

8.	Should encourage board members to express views to legislators	14.60	2.08	14.28	2.14	15.10	1.89	14.40	2.21	0.89
9.	Should attend educational committee meetings in legislature one or more times	13.38	3.81	13.22	3.89	13.75	3.27	13.15	4.39	0.14
10.	Should personally contact legislators when home on weekends about educational issues	14.21	2.89	14.00	3.09	15.15	2.56	13.45	2.80	1.89
11.	Should read articles and bulletins which explain issues being considered	15.38	1.64	15.56	1.34	15.85	0.67	14.75	2.31	2.52
12.	Should subscribe to weekly reporting service and read	10.26	4.55	11.39	4.19	11.00	4.53	8.50	4.62	2.43
13.	Should analyze educational bills	14.49	2.40	14.06	2.92	15.30	1.49	13.95	2.56	1.96
14.	Should keep board members and district residents informed on educational issues to be considered in legislature	12.45	3.02	12.22	3.60	12.50	3.27	12.60	2.26	0.08

^aDuncan's test: Determines which pair of means has a significant difference.

^bClassifications: 0-2 disagree (very certain); 3-6 disagree; 7 disagree (slightly certain); 8 uncertain; 9 agree (slightly certain); 10-13 agree; 14-16 agree (very certain).

*Significant at the 0.05 level.

**Significant at the 0.01 level.

showed a very certain agreement of 14.25 by superintendents in middle size schools and a weak agreement by urban-suburban superintendents of 10.61 and superintendents in small size schools, 11.45. The mean response for the superintendents in the middle size schools was significantly more agreement at the 0.01 level than the mean responses of superintendents in the metropolitan or small size schools.

Mean responses for two items, item 2 (should help plan political rallies) and item 3 (should publicly support candidates) showed that the three strata of superintendents weakly agreed that these political role activities should be carried out.

Mean responses for item 12 (should subscribe to weekly reporting service) showed the superintendent in small size schools to be uncertain about his role and the superintendents in the other two strata to be in agreement that they should fulfill that role.

Mean scores for item 14 (should keep board members and residents informed) are very similar and are all at the agreement level.

The mean responses for the seven remaining items show agreement or very certain agreement scores.

For each of the operational hypothesis, e.g., (Hypothesis 1A) there are no significant differences between the opinions of superintendents of urban-suburban schools, middle size schools, and small schools regarding what they ought to do in political roles with state legislators representing their districts, it was decided to reject only when more than sixty percent of the subordinate hypotheses could be rejected at the 0.05 level.

Three of the fourteen F tests for hypothesis 1A showed a significant difference which is insufficient to reject the hypothesis that there is no significant difference between the opinions of superintendents regarding what they should do in a political role.

Superintendent opinions regarding what they did do in political role

The mean "did" responses for the three strata of superintendents are shown in Table 8. The mean did responses were compared to determine if there was a significant difference between the opinions of the superintendents as to what they did do in a political role with the legislators. As in Table 7, the responses can be interpreted from the classification scale listed as a footnote, and when the F test was significant, the Duncan New Multiple Range test was used to determine which pairs were significant.

Item 13 mean responses were the only responses that were significantly different. In item 13 (did analyze educational bills) mean responses of superintendents in urban-suburban and middle size schools were significantly different at the 0.05 level than the mean responses of superintendents in small size schools. Mean responses of superintendents in urban-suburban schools showed average agreement but were significantly different than the stronger agreement responses of superintendents in small size schools. Mean responses of superintendents in middle size schools were very certain agreement and were significantly stronger than the mean responses of superintendents in the small size schools.

Item 11 (did read articles about issues being considered) was the only item with mean scores in the very certain agreement range of 14-16.

Table 8. Analysis of variance test comparing the "did do" political activity mean responses of superintendents

Item	Total superintendents		Urban-suburban schools		Middle size schools		Small size schools		F	Duncan's test ^a
	\bar{X}	s	\bar{X}	s	\bar{X}	s	\bar{X}	s		
Previous to general election										
1. Did provide information to candidates about effects of educational issues to be considered	12.49 ^b	4.11	12.17	3.33	13.65	4.07	11.50	4.66	1.45	
2. Did help plan political rallies	8.36	5.17	9.22	4.96	7.70	6.03	8.25	4.54	0.41	
3. Did publicly support candidates	10.83	5.27	10.67	5.17	12.40	4.74	9.40	5.68	1.67	
Previous to convening of legislature										
4. Did discuss educational issues with legislators	12.85	4.04	13.00	2.45	12.50	5.51	13.05	3.61	0.11	
5. Did organize coffees for legislators to meet district educators and residents	9.21	4.77	8.33	3.91	10.40	5.09	8.80	5.12	1.00	
When legislature is in session										
6. Did continuously contact legislators about educational issues	12.69	4.18	12.50	3.17	12.25	5.92	13.30	2.79	0.33	
7. Did encourage votes on bills according to state-wide effects on education	12.16	3.38	10.83	4.09	12.85	2.89	12.65	2.91	2.09	

8.	Did encourage board members to express views to legislators	12.91	3.52	13.17	3.19	12.00	4.17	13.60	3.03	1.11	
9.	Did attend educational committee meetings in legislature one or more times	11.24	4.89	11.94	4.47	11.15	4.87	10.70	5.41	0.31	
10.	Did personally contact legislators when home on weekends about educational issues	12.92	3.88	12.67	3.18	13.90	3.93	12.15	4.36	1.07	
11.	Did read articles and bulletins which explain issues being considered	15.22	1.72	15.39	1.46	15.45	1.39	14.85	2.18	0.72	
12.	Did subscribe to weekly reporting service and read it	7.41	4.72	7.78	5.24	8.00	5.08	6.50	3.87	0.58	
13.	Did analyze educational bills	13.50	2.54	12.28	2.56	14.80	1.96	13.30	2.54	5.51**	U/S M/S
14.	Did keep board members and district residents informed on educational issues to be considered in legislature	10.50	3.09	10.72	2.59	9.75	3.48	11.05	3.09	0.95	

^aDuncan's test: Determines which pair of means has a significant difference.

^bClassifications: 0-2 disagree (very certain); 3-6 disagree; 7 disagree (slightly certain); 8 uncertain; 9 agree (slightly certain); 10-13 agree; 14-16 agree (very certain).

**Significant at the 0.01 level.

This indicates that this is the only political role which superintendents were very certain they did perform.

Mean responses for three items were in the uncertain range, including item 2 (did help plan political rallies) item 5 (did organize coffees) and item 12 (did subscribe to weekly reporting services).

Mean responses for the remaining nine items were in the agreement range.

One of the fourteen F tests for hypothesis 1B showed a significant difference, which is insufficient to reject the hypothesis that there is no significant difference between the opinions of superintendents regarding what they did do in a political role.

Superintendent opinions on matters relating to political roles

Opinions of superintendents on matters relating to their political roles with legislators are compared in Table 9.

A significant difference was found only on item 22 (issue of parochial aid was of concern to me or my district) and at the 0.01 level. The strongly agreement responses of 13.00 for the urban-suburban superintendents and 13.15 for superintendents in the middle size schools were significantly different than the uncertain response of 8.85 for the superintendents in the small size schools. This indicates that the issue of parochial aid was much more important to superintendents in middle size and urban-suburban schools than to the superintendents in the small size schools.

Mean responses were in or near the uncertain range on three items, as follows: Item 15 (may be thought of by legislator as speaking from

Table 9. Analysis of variance test comparing opinion responses of superintendents regarding their political roles with legislators

Item	Total superintendents		Urban-suburban schools		Middle size schools		Small size schools		F	Duncan's test ^a
	\bar{X}	s	\bar{X}	s	\bar{X}	s	\bar{X}	s		
15. May be thought of by legislators as speaking from a vested interest point of view	7.43 ^b	4.69	6.94	4.08	6.75	5.20	8.55	4.69	0.87	
16. Political role will be more influential than political role of lobbyist	10.09	4.21	10.44	4.39	10.88	3.88	9.05	4.35	0.96	
17. Can enhance relationship with legislator by being active in a political party	8.85	4.72	8.06	4.25	9.10	5.14	9.30	4.87	0.36	
18. Issue of financing of education was of concern to me and/my district	15.38	1.78	15.83	0.71	15.45	1.70	14.90	2.38	1.35	
19. Issue of intermediate units was of concern to me and/or my district	13.35	3.08	13.22	3.56	13.10	2.67	13.70	3.13	0.21	
20. Issue of professional negotiation was of concern to me and/or my district	15.53	1.37	15.83	0.71	15.45	1.40	15.35	1.76	0.64	
21. Issue of IPERS was of concern to me and/or my district	14.52	2.26	14.44	2.41	14.50	2.21	14.60	2.30	0.22	
22. Issue of parochial aid was of concern to me and/or my district	11.62	4.65	13.00	3.01	13.15	3.97	8.85	5.33	6.48 ^{**}	U/S M/S

23.	Residents in my district would support me in my contacting legislators	12.19	3.61	12.22	4.01	12.75	2.65	11.60	4.12	0.05
24.	Board members in my district would support me in my contacting legislators	14.66	2.56	14.50	2.66	14.65	2.97	14.80	2.07	0.63
25.	Iowa legislators are receptive to input information from superintendents	11.28	3.95	11.22	3.91	11.60	3.50	11.00	4.53	0.11
26.	Legislators representing our school district are receptive to my expressions on educational issues	12.45	3.94	11.88	4.35	13.70	2.58	11.70	4.52	1.58
27.	When legislature is not in session in summer and fall I should keep legislators informed about educational issues	13.79	2.32	13.72	2.37	14.75	1.83	12.90	3.69	2.25

^a Duncan's test: Determines which pair of means has a significant difference.

^b Classifications: 0-2 disagree (very certain); 3-6 disagree; 7 disagree (slightly certain); 8 uncertain; 9 agree (slightly certain); 10-13 agree; 14-16 agree (very certain).

** Significant at the 0.01 level.

a vested interest point of view); item 16 (superintendent political role will be more influential than the political role of the lobbyist); and item 17 (can enhance relationship with legislator by being active in a political party).

Five items (18, 19, 20, 21 and 22) pertained to educational issues that were considered in the legislature and to the concern or importance of that issue to the superintendent or the district he served as superintendent. Item 22 was discussed in a preceding portion of this section. Mean responses by each stratum of superintendents on the other four items showed extreme similarity and were in or close to the very certain agreement range. Those items respectively were: Issue of financing of education was of concern to me and/or my district; issue of intermediate units was of concern to me and/or my district; issue of professional negotiation was of concern to me and/or my district; and issue of IPERS was of concern to me and/or my district.

Two items (23 and 24) pertained to residents in the district and board members in the district supporting the superintendent in his contacting legislators. Mean responses were in the agreement range for item 23 (residents in my district would support me in my contacting legislators). Mean responses were in the very certain agreement range for item 24 (board members in my district would support me in my contacting legislators).

Two items (25 and 26) pertained to superintendents perceptions of how receptive legislators are to input information from superintendents. Each stratum of superintendents responded with slightly stronger

agreement on item 26 (legislators representing our district are receptive to my expressions on educational issues) than to item 25 (Iowa legislators are receptive to input information from superintendents).

Regarding keeping legislators informed about educational issues when the legislature was not in session (item 27), there were agreement or very certain agreement responses.

One of the thirteen F tests for hypothesis 1C showed a significant difference which was insufficient to reject the hypothesis that there was no significant difference in the responses of superintendents regarding matters relating to their political role with legislators.

Superintendent estimates on number of times they contacted legislators on educational issues

The estimated number of times superintendents contacted legislators on various educational issues are listed in Table 10. Mean responses in each stratum on financing education and on professional negotiation indicate these issues received much more attention than the other issues. In both issues, urban-suburban superintendents estimated more contacts made than did the superintendents in the middle size schools or small size schools. For the financing of education issues the mean response of the urban-suburban superintendents was significantly larger than the mean response for the superintendents of the small size schools.

Even though parochial aid was estimated as causing few contacts as compared to financing education and professional negotiations, the mean response of the urban-suburban school superintendents was significantly larger than the mean response of the superintendents in the small

Table 10. Analysis of variance tests comparing superintendent estimates of number of times they contacted legislators on educational issues

Item	Total super-intendents		Urban-suburban schools		Middle size schools		Small size schools		F	Duncan's test
	\bar{X}	s	\bar{X}	s	\bar{X}	s	\bar{X}	s		
28. Financing of education	4.61 ^a	2.27	5.61	2.28	4.30	2.25	4.00	2.05	2.80*	U/S
28. Intermediate units	1.96	1.38	2.00	1.78	1.85	1.23	2.05	1.13	0.11	
28. Professional negotiations	4.65	2.19	5.17	2.28	4.65	2.21	4.16	2.09	0.98	
28. IPERS	2.29	1.77	2.67	2.11	2.00	1.41	2.26	1.79	0.69	
28. Parochial aid	1.75	2.35	2.83	2.99	1.45	1.96	1.05	1.68	3.14*	M/S

^aMean score for actual listing of estimates as to number of times contacts were made on that issue, with a listed range to choose from of 0, 1, 2, 3, 4, 5, 6, 7, more than 7.

*Significant at the 0.05 level.

size schools. In fact, on all issues except intermediate units the mean responses of the urban-suburban superintendents were higher than the mean responses of the other two strata of superintendents.

Two of the five F tests for hypothesis 1D showed a significant difference which was insufficient to reject the hypothesis that there were no significant difference in the estimates of superintendents as to the number of times they contacted legislators on educational issues.

Superintendent opinions on making optimum number of contacts on educational issues

The opinions of the superintendents regarding their making the optimum number of contacts on educational issues are listed in Table 11. There were no significant differences in mean responses. However, the important interpretation can be made that on all issues the total superintendent mean responses placed in the lower or middle of the agreement range, perhaps indicating that all superintendents realized they should have made more contacts on every issue.

Since none of the F tests for hypothesis 1E showed a significant difference, the hypothesis that there were no significant differences in the opinion of superintendents regarding making the optimum number of contacts on educational issues could not be rejected.

Superintendent Responses on Should Do and Did Do Political Roles

Three hypotheses were developed to find an answer to the question, "Are there differences between superintendents' opinions on how they fulfilled political roles with state legislators and on what they ought

Table 11. Analysis of variance test comparing opinions of superintendents regarding their making optimum number of contacts on educational issues

Item	Total super-intendents		Urban-suburban schools		Middle size schools		Small size schools		F	Duncan's test ^a
	\bar{X}	s	\bar{X}	s	\bar{X}	s	\bar{X}	s		
28. Financing of education	11.98 ^b	3.92	13.17	2.26	12.05	4.24	10.79	4.60	1.75	
28. Intermediate units	10.40	3.82	9.72	4.04	11.45	3.65	9.95	3.73	1.18	
28. Professional negotiations	12.29	3.26	12.94	2.44	12.90	2.17	11.05	4.47	2.17	
28. IPERS	11.08	3.51	10.39	3.60	11.60	3.71	11.00	3.30	0.55	
28. Parochial aid	9.84	4.33	9.89	4.80	10.15	4.80	9.47	3.47	0.12	

^aDuncan's test: Determines which pair of means has a significant difference.

^bClassifications: 0-2 disagree (very certain); 3-6 disagree; 7 disagree (slightly certain); 8 uncertain; 9 agree (slightly certain); 10-13 agree; 14-16 agree (very certain).

to do in political roles?" They were noted as hypotheses 2A, 2B, and 2C in chapter 1. They were tested with the should and did responses from items one through fourteen in the superintendent survey instrument.

The should and did responses of superintendents of urban-suburban, middle size, small size, and total schools are compared in Table 12-15. For all items in each stratum and for total schools, the mean should response is larger than the mean did response, indicating, in general, that the superintendents thought they did less in a political role than they should do.

There were many significant and highly significant differences, especially for superintendents in the urban-suburban, middle size, and total schools.

Data for the urban-suburban school superintendents is presented in Table 12. There were only two political roles, item 8 (encourage board members to express views to legislators) and item 11 (read articles and bulletins which explain issues being considered) in which the should mean responses were in the very certain agreement range and the did mean responses were close enough in agreement to warrant a nonsignificant difference.

In items 1, 4, 6, 9, 10, and 13, the mean should responses were in the upper part of the agreement range or in the very certain agreement range, and the mean did responses were significantly different (0.05 level or the highly significant 0.01 level) and at least one classification range lower. These seven items respectively were: Provide information to candidates about effects of educational issues to be considered;

Table 12. Correlated t test comparing the "should and did do" political activity mean responses of urban-suburban superintendents

Item	Should		Did		t
	\bar{X}	s	\bar{X}	s	
Previous to general election					
1. Provide information to candidates about effects of educational issues to be considered	14.28	1.87	12.17	3.33	2.67*
2. Help plan political rallies	10.61	4.10	9.22	4.96	1.52
3. Publicly support candidates	11.00	4.71	10.67	5.17	0.53
Previous to convening of legislature					
4. Discuss educational issues with legislators	14.44	1.89	13.00	2.45	2.85*
5. Organize coffees for legislators to meet district educators and residents	10.61	3.70	8.33	3.91	3.58**
When legislature is in session					
6. Continuously contact legislators about educational issue	14.11	2.91	12.50	3.17	3.27**
7. Encourage votes on bills according to statewide effects on education	12.11	4.86	10.83	4.09	2.61*
8. Encourage board members to express views to legislators	14.28	2.14	13.17	3.19	1.39
9. Attend educational committee meetings in legislature one or more times	13.22	3.89	11.94	4.47	2.90**
10. Personally contact legislators when home on weekends about educational issues	14.00	3.09	12.67	3.18	2.64*

*Significant at 0.05 level.

**Significant at 0.01 level.

Table 12 (Continued)

Item	Should		Did		t
	\bar{X}	s	\bar{X}	s	
11. Read articles and bulletins which explain issues being considered	15.56	1.34	15.39	1.46	1.00
12. Subscribe to weekly reporting service and read	11.39	4.12	7.78	5.24	3.21**
13. Analyze educational bills	14.06	2.92	12.28	2.56	3.12**
14. Should keep board members and district residents informed on education issues to be considered in legislature	12.22	3.59	10.72	2.59	1.94

discuss educational issues with legislators; continuously contact legislators about educational issue; attend educational committee meetings in legislature one or more times; personally contact legislators when home on weekends about educational issues; and analyze educational bills.

In items 5, 7 and 12, the mean should responses were in the weak agreement range and the mean did responses were significantly different, being in the uncertain or weak agreement range. These three items respectively were: Organize coffees for legislators to meet district educators and residents; encourage votes on bills according to statewide effects on education; and subscribe to weekly reporting service.

Nine of the fourteen t tests for hypothesis 2A (presented in Table 12) were significantly different at the 0.05 or 0.01 level. Therefore,

the null hypothesis that there were no significant differences between should and did mean responses of urban-suburban superintendents was rejected. Generally speaking these urban-suburban superintendents did less in the political arena than they thought they should.

Data for superintendents in middle size schools is presented in Table 13. Items 1 (provide information to candidates about effects of educational issues to be considered) and 11 (read articles and bulletins which explain issues being so considered) were the only items with a should response in the very certain agreement range and a did response that was close enough in agreement to warrant a nonsignificant difference.

Items 4, 5, 6, 7, 8, 9, 10, and 13 had mean should responses in the very certain agreement range and mean did responses that were significantly different at the 0.01 or 0.05 level and in the agreement range. Those seven items respectively were: Discuss educational issues with legislators; organize coffees for legislators to meet district educators and residents; continuously contact legislators about educational issue; encourage votes on bills according to statewide effects on education; encourage board members to express views to legislators; attend educational committee meetings in legislature one or more times; personally contact legislators when home on weekends about educational issues; and analyze educational bills.

Ten of the fourteen t tests for hypothesis 2B (presented in Table 13) were significantly different at the 0.01 or 0.05 level. Therefore the null hypothesis that there were no significant differences between the should and did mean responses of superintendents in middle size

Table 13. Correlated t test comparing the "should and did do" political activity mean responses of superintendents in middle size schools

Item	Should		Did		t
	\bar{X}	s	\bar{X}	s	
Previous to general election					
1. Provide information to candidates about effects of educational issues to be considered	14.65	2.21	13.65	4.07	1.51
2. Help plan political rallies	9.50	5.14	7.70	6.03	1.76
3. Publicly support candidates	12.40	5.54	12.20	4.74	0.31
Previous to convening of legislature					
4. Discuss educational issues with legislators	15.55	1.46	12.50	5.51	2.52*
5. Organize coffees for legislators to meet district educators and residents	14.25	2.51	10.40	5.09	4.39**
When legislature is in session					
6. Continuously contact legislators about educational issue	14.70	3.84	12.25	5.92	2.43*
7. Encourage votes on bills according to statewide effects on education	14.80	1.96	12.85	2.89	3.05**
8. Encourage board members to express views to legislators	15.10	1.89	12.00	4.17	3.47**
9. Attend educational committee meetings in legislature one or more times	13.75	3.27	11.15	4.87	2.98**
10. Personally contact legislators when home on weekends about educational issues	15.15	2.56	13.90	3.93	2.42*

*Significant at 0.05 level.

**Significant at 0.01 level.

Table 13 (Continued)

Item	Should		Did		t
	\bar{X}	s	\bar{X}	s	
11. Read articles and bulletins which explain issues being considered	15.85	2.56	13.90	3.93	2.42*
12. Subscribe to weekly reporting service and read	11.00	4.53	8.00	5.08	3.04**
13. Analyze educational bills	15.30	1.49	14.80	1.96	2.13*
14. Should keep board members and district residents informed on education issues to be considered in legislature	12.50	3.27	9.75	3.48	2.71*

schools was rejected. Generally speaking, these superintendents did less in their political role activities than they thought they should do.

Responses of superintendents from small size schools were listed in Table 14. Item 11 was the only item that elicited should and did responses in the very certain agreement range with a difference close enough in agreement not to be significantly different. Item 6 (continuously contact legislators about educational issues) scored a should response in the very certain agreement range and a did response that was significantly different but only slightly less in agreement.

Items 4, 7, 8, 9, 10, and 13 showed mean should responses in the upper portion of the agreement range and did responses that were only slightly less certain, so the differences were not significant.

Table 14. Correlated t test comparing the "should and did do" political activity mean responses of superintendents in small size schools

Item	Should		Did		t
	\bar{X}	s	\bar{X}	s	
Previous to general election					
1. Provide information to candidates about effects of educational issues to be considered	12.50	2.97	11.50	4.66	0.89
2. Help plan political rallies	10.05	4.03	8.25	4.54	1.32
3. Publicly support candidates	10.55	4.43	9.40	5.68	1.30
Previous to convening of legislature					
4. Discuss educational issues with legislators	13.90	2.36	13.05	3.61	1.19
5. Organize coffees for legislators to meet district educators and residents	11.45	3.79	8.80	5.12	2.10*
When legislature is in session					
6. Continuously contact legislators about educational issue	14.70	1.80	13.30	2.79	2.40*
7. Encourage votes on bills according to statewide effects on education	13.20	3.27	12.65	2.71	1.35
8. Encourage board members to express views to legislators	14.40	2.21	13.60	3.03	1.32
9. Attend educational committee meetings in legislature one or more times	13.50	4.39	10.70	5.41	1.93
10. Personally contact legislators when home on weekends about educational issues	13.45	2.80	12.15	4.36	1.72

*Significant at 0.05 level.

Table 14 (Continued)

Item	Should		Did		t
	\bar{X}	s	\bar{X}	s	
11. Read articles and bulletins which explain issues being considered	14.85	2.31	14.75	2.18	0.23
12. Subscribe to weekly reporting service and read	8.50	4.62	6.50	3.81	2.10*
13. Analyze educational bills	13.95	2.56	13.30	2.54	1.78
14. Should keep board members and district residents informed on education issues to be considered in legislature	12.60	2.26	11.05	3.09	3.13**

** Significant at 0.01 level.

Four of the fourteen t tests for hypothesis 2C showed a significant difference, which was insufficient to reject the hypothesis that there was no significant difference in the mean should and did responses of superintendents in small size schools.

Table 15 displays combined data for all school superintendents which indicates that ten items were significantly different at the 0.01 level, and two were significantly different at the 0.05 level. Nine items displayed should responses in the very certain agreement or the upper agreement ranges and did responses that were significantly different with less agreement.

Only items 3 (publicly support candidates) and 11 (read articles and

Table 15. Correlated t test comparing the "should and did do" political activity mean responses of all superintendents in the three strata

Item	Should		Did		t
	\bar{X}	s	\bar{X}	s	
Previous to general election					
1. Provide information to candidates about effects of educational issues to be considered	13.79	2.55	12.49	4.11	2.65**
2. Help plan political rallies	10.03	4.41	8.36	5.17	2.60*
3. Publicly support candidates	11.26	4.89	10.83	5.27	1.01
Previous to convening of legislature					
4. Discuss educational issues with legislators	14.64	2.03	12.85	4.04	3.48**
5. Organize coffees for legislators to meet district educators and residents	12.16	3.67	9.21	4.77	5.24**
When legislature is in session					
6. Continuously contact legislators about educational issue	14.59	2.94	12.69	4.18	4.31**
7. Encourage votes on bills according to statewide effects on education	13.41	3.62	12.16	3.38	4.10**
8. Encourage board members to express views to legislators	14.60	2.08	12.91	3.52	3.67**
9. Attend educational committee meetings in legislature one or more times	13.38	3.81	11.24	4.89	3.93**
10. Personally contact legislators when home on weekends about educational issues	14.21	2.86	12.92	3.88	3.74**

*Significant at 0.05 level.

**Significant at 0.01 level.

Table 15 (Continued)

Item	Should		Did		t
	\bar{X}	s	\bar{X}	s	
11. Read articles and bulletins which explain issues being considered	15.38	1.64	15.22	1.72	0.84
12. Subscribe to weekly reporting service and read	10.26	4.55	7.41	4.72	4.88**
13. Analyze educational bills	14.49	2.40	13.50	2.54	3.97**
14. Should keep board members and district residents informed on education issues to be considered in legislature	12.45	3.02	10.50	3.09	4.27**

bulletins which explain issues being considered) showed nonsignificant differences, and were thus the only political roles in which all superintendents felt they had done as much as they should have done.

Relationship Between Importance of Issue and Judgment about Making Optimum Number of Contacts on Issue

In determining an answer to the question, "Are there relationships between superintendents' opinions regarding importance of educational issues and their judgments about making optimum number of contacts on those issues?" three hypotheses, noted as 3A, 3B, and 3C in chapter one, were constructed. They were tested with responses from superintendent survey instrument items eighteen through twenty-two and twenty-eight.

Pearson Product Moment correlations were computed comparing responses to "importance of political issues" to "judgment about the amount of political activity by superintendent." That is to say, how important superintendents thought the issues of parochial school aid and state finance support for local schools were to the estimated number of contacts made.

Tables 16, 17, 18, and 19 present the data for each stratum and for all superintendents, respectively. The only significant relationship in the three separate strata of superintendents is on the issue of parochial aid in the urban-suburban superintendent strata. This correlation value of 0.61 showed a significant relation at 0.01 level. The mean responses in the data for the total of 57 superintendents indicated there were significant relationships in correlation values for the issues of financing of education and intermediate units.

One of the fifteen t tests of correlation coefficients of the three strata for hypotheses 3A, 3B, and 3C indicated there was a significant relationship between the responses, which was insufficient to reject the hypotheses that there were no significant relationship in each stratum between opinions as to importance of issues and judgment on having made optimum number of contacts on those issues.

Opinions of Superintendents and Publics

In seeking an answer to the question, "Are there differences between opinions of superintendents and publics regarding the political role of superintendents with state legislators?" three hypotheses, noted as 4A,

Table 16. t test of correlation coefficient between mean responses of urban-suburban superintendents on importance of issues to them or their districts and judgment on making optimum number of contacts on those issues

Item	Importance		Judgment		r	
	\bar{X}	s	\bar{X}	s		
18 & 28A	Financing of education	15.83	0.71	13.17	2.26	-0.314
19 & 28B	Intermediate units	13.22	3.56	9.72	4.04	0.365
20 & 28C	Professional negotiation	15.83	0.71	12.94	2.44	-0.313
21 & 28D	IPERS	14.44	2.41	10.39	3.60	0.108
22 & 28E	Parochial aid	13.00	3.01	9.89	4.80	0.612**

**Significant at 0.01 level.

Table 17. t test of correlation coefficient between mean responses of superintendents in middle size schools on importance of issues to them or their districts and judgment on making optimum number of contacts on these issues

Item	Importance		Judgment		r	
	\bar{X}	s	\bar{X}	s		
18 & 28A	Financing of education	15.45	1.70	12.05	4.24	0.252
19 & 28B	Intermediate units	13.10	2.67	11.45	3.65	0.141
20 & 28C	Professional negotiation	15.45	1.40	12.90	2.17	0.155
21 & 28D	IPERS	14.50	2.21	11.60	3.71	-0.045
22 & 28E	Parochial aid	13.15	3.97	10.15	4.80	-0.128

Table 18. t test of correlation coefficient between mean responses of superintendents in small size schools on importance of issues to them or their districts and judgment on making optimum number of contacts on those issues

Item	Importance		Judgment		r
	\bar{X}	s	\bar{X}	s	
18 & 28A	14.90	2.38	10.79	4.60	0.289
19 & 28B	13.70	3.13	9.95	3.73	0.233
20 & 28C	15.35	1.76	11.05	4.47	0.226
21 & 28D	14.60	2.30	11.00	3.30	0.645
22 & 28E	8.85	5.33	9.47	3.47	-0.282

Table 19. t test of correlation coefficient between mean responses of superintendents in all schools on importance of issues to them or their districts and judgment on making optimum number of contacts on those issues

Item	Importance		Judgment		r
	\bar{X}	s	\bar{X}	s	
18 & 28A	15.38	1.78	11.98	3.92	0.271*
19 & 28B	13.35	3.08	10.40	3.82	0.241*
20 & 28C	15.53	1.37	12.29	3.26	0.159
21 & 28D	14.52	2.26	11.08	3.51	0.041
22 & 28E	11.62	4.65	9.84	4.33	0.041

*Significant at the 0.05 level.

4B, and 4C in the first chapter, were developed. They were tested by comparing the responses from twenty items in the public survey instrument to like items in the superintendent survey instrument, numbers 1-17, 23, 24, and 27.

Tables 20-23 list the data for superintendents in urban-suburban, middle size, and small size schools and for all superintendents, respectively. Twenty mean responses of superintendents and publics are compared in each strata, for a total of 60 comparisons. In all but nine comparisons, the mean response of the superintendents is more positive than the mean response of the publics.

The mean responses by superintendents and publics in each strata for seven items indicate that superintendents and publics feel that superintendents should fulfill those political roles. They show very certain agreement or agreement responses for both superintendent and public responses in each strata. Those items are item 1 (should provide information to candidates about effects of educational issues to be considered), item 4 (should discuss educational issues with legislators), item 8 (should encourage board members to express views to legislators), item 9 (should attend educational committee meeting in legislature one or more times), item 11 (should read articles and bulletins which explain issues being considered), item 13 (should analyze educational bills), and item 20 (when legislature is not in session superintendent should contact legislators to keep them informed). For item 1 the public response in the middle size school strata is significantly different and in lesser agreement than the superintendent response but is still in the middle

Table 20. t test comparing mean political activity responses of urban-suburban superintendents and publics

Item	Superintendent		Public		t
	\bar{X}	s	\bar{X}	s	
Previous to general election					
1. Should provide information to candidates about effects of educational issues to be considered	14.28 ^a	1.87	13.03	3.83	1.56 ^b
2. Should help plan political rallies	10.61	4.10	7.06	4.61	2.73 ^{**}
3. Should publicly support candidates	11.00	4.71	2.60	3.65	7.07 ^{**}
Previous to convening of legislature					
4. Should discuss educational issues with legislators	14.44	1.89	14.52	2.43	-0.11
5. Should organize coffees for legislators to meet district educators and residents	10.61	3.70	7.03	5.15	2.60 [*]
When legislature is in session					
6. Should continuously contact legislators about educational issues	14.11	2.91	11.70	4.78	2.24 ^{b*}
7. Should encourage votes on bills according to statewide effects on education	12.11	4.87	9.58	5.32	1.68

^aClassifications: 0-2 disagree (very certain); 3-6 disagree; 7 disagree (slightly certain); 8 uncertain; 9 agree (slightly certain); 10-13 agree; 14-16 agree (very certain).

^bThis indicates that a separate t test was used because the variances were significantly different. A pooled t test was used on the other items because the variances were not significantly different.

*Significant at 0.05 level.

**Significant at 0.01 level.

Table 20 (Continued)

Item	Superintendent		Public		t
	\bar{X}	s	\bar{X}	s	
8. Should encourage board members to express views to legislators	14.28	2.14	13.70	3.60	0.72 ^b
9. Should attend educational committee meeting in legislature one or more times	13.22	3.89	12.00	3.88	1.07
10. Should personally contact legislators when home on weekends about educational issues	14.00	3.09	11.30	4.71	2.18 [*]
11. Should read articles and bulletins which explain issues being considered	15.56	1.34	15.15	1.92	0.79
12. Should subscribe to weekly reporting service and read	11.39	4.19	9.55	5.66	1.21
13. Should analyze educational bills	14.06	2.92	14.58	2.40	-0.69
14. Should keep board members and district residents informed on educational issues to be considered in legislature	12.22	3.60	12.49	4.37	-0.22
15. Legislator may think superintendent speaks from a personal interest point of view	6.94	4.08	7.64	4.58	-0.54
16. Political role of superintendent will be more effective than that of IASA lobby	10.44	4.40	9.97	3.84	0.40
17. Superintendent will enhance relationships with legislators by being active in political party	8.06	4.25	3.55	4.43	3.52 ^{**}
18. & 23. Residents of district would support superintendent in his contacting legislators	12.22	4.01	10.46	4.12	1.48

Table 20 (Continued)

Item	Superintendent		Public		t
	\bar{X}	s	\bar{X}	s	
19. & 24. Board of education would support superintendent in his contacting legislators	14.50	2.66	12.15	4.18	2.15 [*]
20. & 27. When legislature is not in session superintendent should contact legislators to keep them informed	13.72	2.37	12.42	4.81	1.29 ^b

Table 21. t test comparing mean political activity responses of superintendents and publics in middle size schools

Item	Superintendent		Public		t
	\bar{X}	s	\bar{X}	s	
Previous to general election					
1. Should provide information to candidates about effects of educational issues to be considered	14.65 ^a	2.21	12.74	4.72	2.03 ^{b*}
2. Should help plan political rallies	9.50	5.14	7.74	5.12	1.22
3. Should publicly support candidates	12.20	5.54	4.03	4.57	5.90 ^{**}

^aClassifications: 0-2 disagree (very certain); 3-6 disagree; 7 disagree (slightly certain); 8 uncertain; 9 agree (slightly certain); 10-13 agree; 14-16 agree (very certain).

^bThis indicates that a separate t test was used because the variances were significantly different. A pooled t test was used on the other items because the variances were not significantly different.

*Significant at 0.05 level.

**Significant at 0.01 level.

Table 21 (Continued)

Item	Superintendent		Public		t
	\bar{X}	s	\bar{X}	s	
Previous to convening of legislature					
4. Should discuss educational issues with legislators	15.55	1.47	14.49	3.27	1.66 ^b
5. Should organize coffees for legislators to meet district educators and residents	14.25	2.51	8.20	5.31	5.72 ^{b**}
When legislature is in session					
6. Should continuously contact legislators about educational issues	14.70	3.84	12.03	4.02	2.41 [*]
7. Should encourage votes on bills according to statewide effects on education	14.80	1.96	9.20	4.26	6.65 ^{b**}
8. Should encourage board members to express views to legislators	15.10	1.89	14.14	2.35	1.55
9. Should attend educational committee meeting in legislature one or more times	13.75	3.23	12.94	2.99	0.93
10. Should personally contact legislators when home on weekends about educational issues	15.15	2.56	12.54	3.58	2.86 ^{**}
11. Should read articles and bulletins which explain issues being considered	15.85	0.67	14.80	2.05	2.77 ^{b**}
12. Should subscribe to weekly reporting service and read	11.00	4.53	10.37	4.33	0.51
13. Should analyze educational bills	15.30	1.49	13.97	2.67	2.37 ^{b*}
14. Should keep board members and district residents informed on educational issues to be considered in legislature	12.50	3.27	12.40	2.51	0.13

Table 21 (Continued)

Item	Superintendent		Public		t
	\bar{X}	s	\bar{X}	s	
15. Legislator may think superintendent speaks from a personal interest point of view	6.75	5.21	8.11	4.43	-1.03
16. Political role of superintendent will be more effective than that of IASA lobby	10.80	3.89	11.91	3.97	-1.01
17. Superintendent will enhance relationships with legislators by being active in political party	9.10	5.14	5.49	5.19	2.52*
18. & 23. Residents of district would support superintendent in his contacting legislators	12.75	2.65	11.20	3.48	1.72
19. & 24. Board of education would support superintendent in his contacting legislators	14.65	2.99	13.31	2.78	1.67
20. & 27. When legislature is not in session superintendent should contact legislators to keep them informed	14.75	1.83	13.69	2.55	1.64

Table 22. t test comparing mean political activity responses of superintendents and publics in small size schools

Item	Superintendent		Public		t
	\bar{X}	s	\bar{X}	s	
Previous to general election					
1. Should provide information to candidates about effects of educational issues to be considered	12.50 ^a	2.97	12.61	4.13	-0.10
2. Should help plan political rallies	10.05	4.03	8.04	4.61	1.57
3. Should publicly support candidates	10.55	4.43	7.32	4.63	2.43*
Previous to convening of legislature					
4. Should discuss educational issues with legislators	13.90	2.36	13.14	3.71	0.86 ^b
5. Should organize coffees for legislators to meet district educators and residents	11.45	3.79	6.82	4.38	3.81**
When legislature is in session					
6. Should continuously contact legislators about educational issues	14.90	1.90	10.67	4.21	4.73 ^{b**}
7. Should encourage votes on bills according to statewide effects on education	13.20	3.27	9.21	4.85	3.40 ^{b**}

^aClassifications: 0-2 disagree (very certain); 3-6 disagree; 7 disagree (slightly certain); 8 uncertain; 9 agree (slightly certain); 10-13 agree; 14-16 agree (very certain).

^bThis indicates that a separate t test was used because the variances were significantly different. A pooled t test was used on the other items because the variances were not significantly different.

*Significant at 0.05 level.

**Significant at 0.01 level.

Table 22 (Continued)

Item	Superintendent		Public		t
	\bar{X}	s	\bar{X}	s	
8. Should encourage board members to express views to legislators	14.40	2.21	13.54	2.98	1.10
9. Should attend educational committee meeting in legislature one or more times	13.15	4.39	10.29	4.89	2.08*
10. Should personally contact legislators when home on weekends about educational issues	13.45	2.80	11.36	3.57	2.18*
11. Should read articles and bulletins which explain issues being considered	14.75	2.31	13.89	2.85	1.11
12. Should subscribe to weekly reporting service and read	8.50	4.62	8.86	5.13	-0.25
13. Should analyze educational bills	13.95	2.56	13.00	3.52	1.03
14. Should keep board members and district residents informed on educational issues to be considered in legislature	12.60	2.26	10.93	3.71	1.93 ^b
15. Legislator may think superintendent speaks from a personal interest point of view	8.55	4.69	8.18	4.87	0.26
16. Political role of superintendent will be more effective than that of IASA lobby	9.05	4.35	9.61	4.89	0.41
17. Superintendent will enhance relationships with legislators by being active in political party	9.30	4.85	6.57	4.67	1.96
18. & 23. Residents of district would support superintendent in his contacting legislators	11.60	4.12	10.68	4.36	0.74

Table 22 (Continued)

Item	Superintendent		Public		t
	\bar{X}	s	\bar{X}	s	
19. & 24. Board of education would support superintendent in his contacting legislators	14.80	2.07	11.93	3.97	3.26 ^{b**}
20. & 27. When legislature is not in session superintendent should contact legislators to keep them informed	12.90	3.69	12.68	3.64	0.21

Table 23. t test comparing mean political activity responses of all superintendents and publics

Item	Superintendent		Public		t
	\bar{X}	s	\bar{X}	s	
Previous to general election					
1. Should provide information to candidates about effects of educational issues to be considered	13.79 ^a	2.55	12.80	4.22	1.82 ^b
2. Should help plan political rallies	10.03	4.41	7.59	4.77	3.16 ^{**}
3. Should publicly support candidates	11.26	4.89	4.50	4.66	8.56 ^{**}

^aClassifications: 0-2 disagree (very certain); 3-6 disagree; 7 disagree (slightly certain); 8 uncertain; 9 agree (slightly certain); 10-13 agree; 14-16 agree (very certain).

^bThis indicates that a separate t test was used because the variances were significantly different. A pooled t test was used on the other items because the variances were not significantly different.

^{**}Significant at 0.01 level.

Table 23 (Continued)

Item	Superintendent		Public		t
	\bar{X}	s	\bar{X}	s	
Previous to convening of legislature					
4. Should discuss educational issues with legislators	14.64	2.03	14.10	3.18	1.27 ^b
5. Should organize coffees for legislators to meet district educators and residents	12.16	3.67	7.39	4.98	6.80 ^{b**}
When legislature is in session					
6. Should continuously contact legislators about educational issues	14.59	2.94	11.52	4.34	5.52 ^{b**}
7. Should encourage votes on bills according to statewide effects on education	13.41	3.62	9.33	4.77	6.00 ^{b**}
8. Should encourage board members to express views to legislators	14.60	2.08	13.81	2.99	1.93 ^{b**}
9. Should attend educational committee meeting in legislature one or more times	13.38	3.81	11.84	4.04	2.34
10. Should personally contact legislators when home on weekends about educational issues	14.21	2.86	11.77	4.00	4.39 ^{b**}
11. Should read articles and bulletins which explain issues being considered	15.38	1.64	14.66	2.31	2.26 ^{b*}
12. Should subscribe to weekly reporting service and read	10.26	4.55	9.65	5.04	0.76
13. Should analyze educational bills	14.49	2.40	13.89	2.89	1.22
14. Should keep board members and district residents informed on educational issues to be considered in legislature	12.45	3.02	12.00	3.62	0.79

*Significant at 0.05 level.

Table 23 (Continued)

Item	Superintendent		Public		t
	\bar{X}	s	\bar{X}	s	
15. Legislator may think superintendent speaks from a personal interest point of view	7.43	4.69	7.97	4.57	0.70
16. Political role of superintendent will be more effective than that of IASA lobby	10.09	4.21	10.57	4.29	-0.69
17. Superintendent will enhance relationships with legislators by being active in political party	8.85	4.72	5.14	4.87	4.63 ^{**}
18. & 23. Residents of district would support superintendent in his contacting legislators	12.19	3.61	10.79	3.94	2.20 [*]
19. & 24. Board of education would support superintendent in his contacting legislators	14.66	2.56	12.51	3.68	4.26 ^{b**}
20. & 27. When legislature is not in session superintendent should contact legislators to keep them informed	13.79	2.82	12.96	3.77	1.56 ^b

portion of the agreement range. For item 9 the public response is significantly different and in lesser agreement in the small school strata than the superintendent response and indicates little more than slight agreement that superintendents should perform that political role. For items 11 and 13 the public response in the middle school strata was significantly different and in lesser agreement than the superintendent responses but was still in the very certain agreement range.

Three items (2, 3, and 17) deal with the direct involvement of the superintendent in politics. Responses for item 2 (should help plan political rallies) indicate that superintendents are only slightly certain they should play that role, and that publics slightly disagreed that the superintendents should play that role. Superintendent response for item 3 (should publicly support candidates) indicate that superintendents slightly agree they should play that role, whereas responses by publics indicate that they disagree or slightly disagree with superintendents being in that role. Especially noticeable is the 2.6 mean response of the publics for the urban-suburban strata, which approaches the very certain disagreement range. Responses to item 17 (will enhance relationship with legislators by being active in a political party) show superintendents to be uncertain or slightly certain that this will help them, whereas the publics disagree that this will help the superintendent's relationship with local legislators.

Tabulations for items 6, 7, 10, and 19 showed superintendent responses in the agreement or very certain agreement range, with public responses generally being significantly different and in the agreement range. Item 6 was "should continuously contact legislators about educational issues." Item 7 was "should encourage votes on bills according to statewide effects on education." Item 10 was "should personally contact legislators about educational issues when they are home on weekends." Item 19 was "board of education would support superintendent in his contacting legislators."

Superintendents and publics in the three strata generally responded

equally in the agreement range for item 14 (keep board members and residents informed on educational issues to be considered in the legislature). For item 12 (subscribe to weekly reporting services) superintendents and publics in the urban-suburban and middle size school strata responded in the lower portion of the agreement range, while superintendents and publics in the small size strata responded in the uncertain range.

Of the twenty t tests for each of the hypotheses 4A, 4B, and 4C in the urban-suburban, middle size, and small size strata, there were seven, nine, and seven significant differences respectively. These results are insufficient to reject the null hypotheses that there are no significant differences in mean responses between the superintendents and corresponding publics in each strata.

Descriptive Data

Descriptive statistics about the superintendent sample are listed in Tables 24-27, and provide data to answer questions 5-8 in chapter 1. Table 24 lists mean responses for item 29 in the superintendent survey instrument, "What number of contacts would you make with a legislator on an educational issue if you made few, some, or many contacts?" Responses could be made in a range of 0 through 7, and more than 7.

Inspection of Table 24 shows that there are similarities between the mean responses for each category of contacts, with the mean responses for "many contacts" being most similar and ranging between a low mean response of 6.13 and a high mean response of 6.34.

Table 24. Mean contact values for responses by category on amount of contacts

Category	Few contacts	Some contacts	Many contacts
Urban-suburban	2.06	3.94	6.13
Middle size	1.63	1.42	6.34
Small size	<u>1.67</u>	<u>3.72</u>	<u>6.22</u>
Total	1.77	3.68	6.25

Table 25 lists mean responses and standard deviation scores for item 30 in the superintendent survey instrument, "estimate of number of times the superintendent used the technique in contacting a legislator representing the local district." Reviewing the data in the table indicates three noticeable features.

First, the three techniques of personally motivated letter, personally motivated telephone call, and personal interview in home district received the highest mean response in each stratum, indicating they were most often used by all superintendents. Second vis-a-vis each of the three techniques previously mentioned, the urban-suburban superintendents had the highest mean and the superintendents in the small size schools had the lowest mean. Third, when considering all eight techniques, the urban-suburban superintendents' estimates were higher than the estimates in the other strata, and the estimates by the superintendents in the middle size schools were higher than the estimates by the superintendents

Table 25. Mean scores for estimated contacts made by superintendents with local legislators and by techniques

Technique	Urban suburban		Middle size		Small size		Total schools	
	\bar{X}	s	\bar{X}	s	\bar{X}	s	\bar{X}	s
Personal letter, motivated by own desires to make contacts	9.11	9.69	5.05	8.58	4.05	3.99	6.00	7.96
Stimulated letter, motivated by group action	1.61	1.75	0.85	1.34	1.00	1.20	1.14	1.39
Telephone call per- sonally motivated	5.00	5.13	4.25	4.33	2.47	2.65	3.89	4.21
Telephone call motivated by group action	1.22	1.52	1.35	1.57	1.05	1.35	1.21	1.46
Personal interview or conference in legislator's home district	5.39	4.10	4.75	3.49	2.37	2.11	4.16	3.52
Group of superin- tendents meeting with legislators	1.50	1.34	1.80	1.01	1.58	1.02	1.63	1.11
Personal interview in state capitol building	2.89	4.17	1.80	2.48	0.68	1.29	1.77	2.95
Personal visit to a legislative edu- cational committee	1.17	1.69	0.80	0.95	0.11	0.32	0.68	1.18

in the small size schools.

The average rank order of the best techniques to use in contacting legislators is shown in Table 26. The rank order was determined by assigning a value of eight to the first ranked technique, a value of seven to the second ranked technique, and so forth. The technique

Table 26. Average rank order^a by superintendents of techniques best to use in contacting legislators

Technique	Urban suburban	Middle size	Small size	Total schools
Personal letter, motivated by own desires to make contact	6.41	6.11	6.17	1.23
Stimulated letter, motivated by group action	1.93	3.00	3.15	2.65
Telephone call personally motivated	6.92	5.84	5.73	5.88
Telephone call motivated by group action	2.43	3.12	3.41	2.98
Personal interview or conference in legislator's home district	7.06	7.15	6.88	7.04
Group of superintendents meeting with legislators	4.31	5.37	5.65	5.19
Personal interview in state capitol building	5.54	5.87	5.14	5.52
Personal visit to a legislative educational committee	4.14	5.27	3.00	3.75

^a8: highest; 1: lowest.

"personal interview or conference in legislator's home district" received the highest rank in each strata as the best technique to use, but was second or third from the highest in the previous table for the estimates of number of contacts made with legislators.

The techniques "personal letter, motivated by own desires to make contact" and "telephone call personally motivated" were second, third, or fourth in rank order for the best technique to use, in each strata. The lowest ranking techniques were stimulated telephone calls and stimulated letters.

Data included in Table 27 indicate four main reasons for not making contacts with legislators. More than one reason could be checked by each superintendent, which was done by some superintendents. Also, five urban-suburban school superintendents, six superintendents in the middle size schools, and three superintendents in the small size schools did not check any reasons for not making contacts, perhaps thinking they had made a proper amount of contacts. The four main reasons for not making contacts were: Too busy at local level of administration; IASA performs lobbying for superintendents; legislators may receive too many contacts; local legislators may not be receptive to my ideas.

Table 27. Number of responses indicating why fewer contacts were made than what superintendents thought they should have made^a

Reason	Urban suburban	Middle size	Small size	Total
Too busy at local level of administration	5	8	9	22
Legislators representing my district will not be receptive to my ideas	7	4	1	12
I should not play a political role	1	0	0	1
Other superintendents will make necessary legislative contacts	0	0	3	3
Residents/board members in my district would not want me to spend my time in a political role	0	1	0	1
Legislators may receive too many contacts from superintendents	4	5	6	15
IASA performs lobbying for me	2	4	11	17

^aSuperintendents were not limited on the number of items they could check.

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

Summary

In past decades, it has been obvious that many school superintendents and district residents did not believe that school superintendents should participate in a political role especially at the state level. This belief apparently developed because it was commonly held that education and politics should not mix. This pattern has been changing in recent years, with new emphasis being placed on the necessity of school superintendents getting involved in politics in order to gain needed resources and improved conditions for education.

The problem of this study was to determine the opinions of school superintendents and lay persons (publics) as to what political role superintendents ought to assume with state legislators, and to gain superintendent opinions as to what political roles they actually performed during the 1973 Session of the Iowa General Assembly.

Responses to a questionnaire survey instrument were solicited from groups of superintendents selected by a random stratified sampling and from persons listed by respondent superintendents as being in designated positions in the local school district. Fifty-eight survey instruments were received from a sample of 70 superintendents, a return of 82.9 percent. Ninety-six survey instruments were received from a sample of 208 respondents representing five different publics, a return of 46.2 percent.

Descriptive statistical techniques were used to examine the responses of superintendents relative to personal characteristics. The mean age of all superintendents was about 48 years. Generally, the larger the school enrollment the more education the superintendent had attained, with 22 percent of the superintendents in the small schools having completed a specialist degree and 89 percent of the urban-suburban school superintendents having completed a specialist degree or doctorate. Generally, the years of experience did not seem to be associated with the enrollment size of the schools. Overall, superintendents tended to be affiliated with the Republican political party, since 37 were affiliated with that party, 11 with the Democratic party and 10 with no party.

Inferential statistics were used to examine the political role activity of superintendents and members of the public groups. Descriptive statistics were used to analyze superintendent opinions of techniques used on contacting legislators.

Superintendent opinions on what they should do and did do in political roles

For each political role and across all enrollment strata the mean responses indicated that superintendents did less in a political role than they thought they should do. Specifically, there were significant differences in the should/did responses of the superintendents in the urban-suburban and the middle size schools, but not in the small size schools.

Of the fourteen roles compared on should/did responses, nine of the

fourteen for the urban-suburban superintendents were significantly different, and ten of the fourteen for the superintendents in the middle size schools were significantly different. This exceeded the previously established requirement of needing sixty percent of the responses to be significantly different to declare there was a significant difference in the operational hypothesis.

Generally speaking the following political roles elicited "should" responses in the agreement or very certain agreement range and "did" responses that were significantly less in agreement that the roles had been performed:

Superintendents--

1. (Previous to the convening of the legislature) should/did discuss educational issues with the legislators.
2. (When legislature is in session) should/did continuously contact legislators about educational issues.
3. Should/did vote on bills according to statewide effects on education.
4. Should/did personally contact legislators about educational issues when the legislators are home on weekends.
5. Should/did attend educational committee meetings in legislature one or more times.
6. Should/did analyze educational bills.

Overall, the mean responses showed weak agreement that they should perform the following roles, and showed uncertainty that they did perform them:

Superintendents--

1. (Previous to general election) should/did help plan political rallies.
2. (Previous to general election) should/did publicly support candidates.
3. (Previous to convening of the legislature) should/did organize coffees for legislators to meet district educators and residents.
4. Should/did subscribe to weekly reporting service.

In the main, superintendents responded with very certain agreement that they should do and did do the following roles:

1. Superintendents should/did encourage board members to express views to legislators.
2. Superintendents should/did read articles and bulletins which explain issues being considered.

Importance of educational issue and judgment about having made an optimum number of contacts on those issues

Each stratum of superintendents showed very certain agreement that financing of education, professional negotiation, and the Iowa Public Employees Retirement System were important educational issues. All indicated strong agreement that intermediate units and parochial aid were important issues, except for those in the small school stratum, who evidenced uncertainty about the importance of parochial aid.

In terms of estimating number of contacts made on the five educational issues, the two items of financing of education and professional

negotiation received the most attention from all superintendents. The opinions of superintendents regarding their having made an optimum number of contacts on the educational issues produced this important point: The mean responses for all superintendents on each issue were in the agreement range, perhaps indicating that all superintendents realized they could have made more contacts on every issue.

Opinions of superintendents and publics as to political role activities of superintendents

Opinions of superintendents and public respondents were compared on twenty political roles and matters relating to political roles. Generally, superintendents and public respondents in each stratum indicated very certain agreement or strong agreement that superintendents should fulfill the following political roles:

Superintendents--

1. (Previous to general election) should provide information to candidates as to how educational issues considered would affect the district.
2. (Previous to convening of legislature) should contact local legislators to discuss the educational issues to be considered and their implications for the district.
3. Should encourage board members to express views to legislators.
4. Should attend educational committee meetings one or more times.
5. Should read articles and bulletins which explain issues to be considered.
6. Should read and analyze educational bills being considered.

7. (When the legislature is not in session) should contact local legislators to keep them informed of effects of recent bills passed and to discuss educational issues to be considered in next legislative session.

Mean responses by superintendents and publics were in the agreement range for these items:

1. Superintendents should keep board members and district residents informed on educational issues to be considered in the legislature.
2. Residents of the district would support the superintendent in his contacting legislators.

For the following political role activities, mean responses by superintendents were in the agreement or very certain agreement range, whereas mean responses by publics generally were in the agreement or slightly certain agreement range:

1. Superintendents should continuously contact legislators about educational issues.
2. Superintendents should encourage votes on bills according to statewide effects on education.
3. Superintendents should personally contact legislators when home on weekends about educational issues.
4. Members of the board of education would support the superintendent in his contacting legislators.

Three items dealt with the direct involvement of superintendents in politics. Mean responses by superintendents indicated they were uncertain or only slightly certain that they should play these roles,

whereas responses by publics indicated they disagreed that superintendents should play these roles. These roles were:

1. Superintendent should help plan political rallies.
2. Superintendent should publicly support candidates.
3. Superintendent will enhance relationships with legislators by being active in political party.

Overall, superintendents and publics indicated weak agreement or disagreement about superintendent involvement in the following roles:

1. Superintendent should organize coffees for legislators to meet district educators and residents.
2. Superintendents should subscribe to a weekly reporting service and read the reports.
3. Legislators may think the superintendent speaks from a personal vested interest point of view.
4. The political role of the superintendent will be more effective than that of the IASA lobbyist.

Techniques used in contacting legislators

Superintendents were asked to rank eight techniques in the order of their usefulness in contacting legislators. The average rank order by all superintendents was as follows:

1. Personal interview in legislator's home district.
2. Personal letter, motivated by our desires to make contact.
3. Telephone call, personally motivated.
4. Personal interview in state capitol building.

5. Superintendent group meeting with legislator.
6. Personal visit to a legislative educational committee.
7. Telephone call motivated by group action.
8. Stimulated letter, motivated by group action.

The superintendents were asked to estimate the number of contacts they made with legislators using each of the eight techniques. The mean scores indicated three noticeable features: First, the techniques of personally motivated letter, personally motivated telephone call, and personal interview in district received the highest mean response in each stratum, indicating they were most often used by all superintendents. Second, concerning each of three techniques previously mentioned, the urban-suburban superintendents had the highest mean frequency of use and the superintendents in the small size schools had the lowest. Third, when all eight techniques are considered, the urban-suburban superintendents' usage estimates were higher than the estimates in the other strata.

Conclusions and Discussion

1. Generally speaking, the enrollment size of the school district served by a superintendent had little relationship to the opinions expressed by superintendents regarding their political roles with state legislators.

It had been assumed that superintendents in small districts (school systems that consist of rural area and smaller communities) would express significantly different opinions on political role activities than those superintendents in urban-suburban and middle size schools. To the

contrary, the opinions from the various strata were very similar on most role activities, e.g., the mean response in each stratum indicated strong agreement that superintendents should attend educational committee meetings in the legislature at least one or more times, and indicated weak agreement that superintendents should help plan political rallies. Furthermore, responses in each stratum indicated agreement that previous to the convening of the legislature superintendents did discuss educational issues with legislators, and indicated very certain agreement that superintendents did read articles and bulletins that explained issues being considered.

These findings about the similarity of opinions of superintendents toward political role activities do not indicate whether or not the opinions of superintendents should be changed. However, these findings do indicate that any effort exerted to influence change in attitudes needs to be directed at all superintendents in the state and not at certain categories or groups of superintendents.

2. A comparison of superintendents' opinions on the ought to do dichotomy in political roles indicated there was significantly less done in political roles than superintendents thought they should do (except for superintendents of small schools--they seemed to think they had done enough).

Perhaps superintendents have less involvement than they think they should, due to their assumption that a newly-created lobbyist position in the Iowa Association of School Administrators will substitute for local superintendents' involvement. They seem to feel that a busy schedule

as an administrator prevents their fulfilling all their nonpolitical responsibilities, let alone political activities. It's human nature to put things off and rationalize that another superintendent will make political contacts. Some may question whether their efforts will reap any benefits, while others may assume that a change can not be effected in the positions taken by local legislators.

3. Overall there was no association between the opinions on importance of an issue and the opinions on having made an optimum number of contacts with legislators on the issue.

Apparently the importance of an issue and concern about an issue does not cause a superintendent to make more contacts. This may be due in part to the fact that superintendents responses in general indicated they did less on political roles than they thought they should do. Perhaps it is also due to a statesman-like concern for the whole state, not just for the local school served. To get superintendents effectively involved in political roles, motivation for involvement will need to come from more than conviction that certain pieces of legislation will be important to them and their district.

4. Generally opinions of the respondents from the five public groups paralleled the opinions of the superintendents regarding superintendent political roles with state legislators.

There were significant differences in several subordinate hypotheses (by stratum) but not enough to cause rejection of the operational hypothesis that there were no significant differences between mean responses of superintendents and public respondents. It is encouraging to

find that the public respondents participating in this study have expressed so much agreement with superintendents' opinions on political role activities that superintendents should fulfill.

Public group opinions especially concurred with superintendent opinions in the role activities that generally involved the superintendent keeping himself informed on legislative issues and keeping the legislator informed on how the issues being considered would affect the school district. Also, there was common agreement in the activities involving the superintendents having continuous contact with the legislators throughout the year.

5. The techniques rated best to use in contacting legislators, and used most often, were personal motivated letters, personal motivated telephone calls and personal interviews in local district.

Legislative contacts made by letter writing or telephone call, when motivated by group action, were rated the least desirable to use.

Urban-suburban superintendents estimated more contacts made on each of eight listed techniques, than superintendent estimates in middle size or small size schools. It is probable that the larger the district enrollment the more likely it is to have more legislators representing the district, which will necessitate more legislative contacts to be made.

Recommendations

This recommendation section has been divided into four areas: 1) Model political role for Iowa superintendents, 2) Use of the findings, 3) Limitations, and 4) Additional research.

Model political role for Iowa superintendents

This model is based on the statistical data generated in this study and information included in the Review of Literature. The following recommendations are for the individual superintendent's action.

The superintendent should strive to be well informed, seeking constantly to improve his knowledge and awareness both on educational issues and in general terms. To do this he must:

1. Become familiar with the party platform of each political party, especially before talking to a candidate or legislator.
2. Do much reading about, and analysis of, educational issues in order to be able to speak effectively and act politically on those issues.
3. Read and analyze each educational bill considered in the legislature.
4. Subscribe to the weekly reporting service that is available when the legislature is in session and which describes issues being considered in the legislature. Read the material therein as one major source of information.
5. Be acquainted with the legislative processes and steps involved in considering educational bills and in passing them.
6. Regularly read newspaper reports and study bulletins distributed by administrative organizations which explain educational issues being considered.

A superintendent needs to work constantly at establishing and improving rapport with legislators representing his district. This process should include these items:

1. Provide legislators with first hand facts and reliable arguments upon which sound decisions can be based.
2. Establish (with his legislators) his knowledge and concern about nonschool issues.
3. Demonstrate that superintendents individually and collectively work for better education in the district and the state.
4. Develop and maintain his leadership position in the community. Community leadership enhances influence with legislators.
5. Keep legislators informed because superintendents who can keep them informed are those whose views are sought by legislators.
6. Contact legislators when they are home for weekends or for legislative breaks by telephone or by a personal visit to express concern about pending educational issues.
7. Make a personal request for a "yes" or "no" vote on a bill because this act seems to be the most direct way to ask for legislative support.

The superintendent should develop a public information program within the school district regarding educational matters considered in the legislature, which includes the following activities:

1. Keep board members and residents of the district informed on educational issues to be considered in the legislature and encourage them to contact the legislators representing the district.
2. Keep board members informed and involved in discussing educational issues considered as legislative topics and organize a program for board members to meet the legislators for discussion of those issues.

This is of prime importance!

3. Develop a cadre of district residents who are personally acquainted with one or more legislators. Keep them informed about issues and request them to discuss the issues with the legislators.

4. Inform the residents of the need for superintendents to be involved in the political process and of how this involvement can positively affect education in the district.

Involvement in the legislative processes at the state capitol are most important. This can, in large part, be accomplished by doing these things:

1. During the months when the legislature is not in session, maintain contact with the legislators representing the local district to inform them of the effects of recent bills passed and to discuss educational issues that could be considered in the next session.

2. In the weeks preceding the general election in November, contact all local candidates for the legislature to inform them as to how educational issues to be considered in the following legislative session would affect the local district.

3. In the weeks between the general election in November and the convening of the state legislature in January contact the legislators representing the local district to discuss the educational issues to be considered and their implications for the school district.

4. During the annual session of the Iowa legislature visit the legislature one or more times to attend educational committee meetings and to visit with legislators representing the local district.

5. During the legislative sessions schedule weekly meetings with legislators, especially if the legislators are on an educational committee.

Following are role activities superintendents should avoid:

1. Do not help plan rallies for all legislative candidates.
2. Do not publicly support the candidates of your choice.
3. Do not plan coffees or meetings for legislators to attend to meet district educators and residents.
4. Do not be active in a political party (with the expectation that this will enhance your relationship with legislators).

The superintendents' organization (Iowa Association of School Administrators) can optimize the political role model by:

1. Organizing a legislative network of lay persons (locally and statewide) who are known by local legislators and have a good rapport with them. This network of lay persons should contact local legislators on educational issues.
2. (Where attitudes of superintendents need to be positively affected), reaching all superintendents in the state and not just those representing certain enrollment strata or those from special interest groups.
3. Determining what superintendents actually do in a political role in each year, by having a random sample of superintendents note their political involvement throughout the year, and entering this actual involvement on a survey form.

Use of the findings

The findings of this investigation should be analyzed by superintendents, the Iowa Association of School Administrators, and other administrative organizations and used by them where the findings seem to have application for advancing and improving the political involvement of administrators.

These findings could be utilized by presenting written or oral reports to administrators on political involvement. However, it seems more practical for the directors and executive secretary of the Iowa Association of School Administrators to study this model and use it in organizing a series of in-service workshops on political involvement at the state level, for superintendents and principals, selecting appropriate data from this study to form a portion of the material used in that workshop. Topics could include: What has caused education to be separate from politics; the need today for education and politics to mix; the necessity for today's administrators to get politically involved with legislators; and what political roles administrators should play.

Limitations

The findings of this study were based on a return of 82.9 percent of superintendents sampled and a 46.2 percent return of the public survey.

Selection of the school superintendents from three enrollment strata was based on several criteria. It is possible that more stringent criteria would further discriminate between replies on political

role involvement and would more accurately reflect the opinions of superintendents in various sized schools.

This study did not include opinions from legislators on the effectiveness of superintendents in political roles or estimates from legislators on the political contacts made by superintendents.

The mailed survey instrument technique has the advantage of collecting data economically and from a broad geographic area. However, this technique has the disadvantage that no personal contact was made with the respondent thus reducing the certainty that the respondent understood the intent of each item in the instrument.

A final caveat should be kept in mind. The model political role proposed herein was based upon perceptions of desired behavior from respondents, not empirically tested behaviors which had led to political action success. The model is suggested for testing in the future.

Additional research

The Review of Literature made for this study, the findings generated, and the limitations noted, suggest a number of political activity research projects for future study.

The political roles and matters related to political roles in this study could be refined, restated, and enlarged and submitted to superintendents, legislatures, and publics in another study. This could involve different methods of stratifying the superintendent sample and obtaining information from public respondents.

In depth, personal interviews, especially with public groups, should be used to increase returns.

Legislators could be the focus of another study to determine their opinions and attitudes on what political roles superintendents should be involved in and how superintendents could be involved most effectively.

A study involving both legislators and superintendents could be made to determine the actual number of contacts made and the most productive techniques used.

This research indicated that both superintendents and the publics believed that superintendents should not publicly endorse and support individual candidates and that a superintendent's active involvement in any one political party would not enhance his opportunities to develop good relationships with legislators. Additional research is needed to provide clarification of the effects and desirability of direct involvement by superintendents in the political process.

The executive office of the Iowa Association of School Administrators should annually monitor involvement by surveying superintendents regarding the extent of their involvement in political roles with local legislators and with other personnel at the state level. This collection of data could eventually determine trends in amount of superintendent involvement in political roles.

As Metternich once said, "There are no permanent allies only permanent interests." Because many educational pressure groups vie for state and national legislative action, a multifaceted study would be useful to discover appropriate means of cooperative action and to determine optimum patterns of alliance and opposition.

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The ultimate acknowledgment for the successful conclusion of this study is lavished upon my wife, Edwarda, whose understanding and assistance were especially needed throughout this project, and to my children, Scott and Susan, who unquestioningly gave up their father on countless evenings.

APPENDIX

Letters and Follow-up Letters to Superintendents
and Publics

Dallas Community School

DALLAS CENTER & GRIMES, IOWA

SUPERINTENDENT'S OFFICE
ELEMENTARY - HIGH SCHOOL
DALLAS CENTER, IOWA 50063
PHONE 992-3707

ELEMENTARY SCHOOL
JUNIOR HIGH SCHOOL
GRIMES, IOWA 50111
PHONE 986-3651

Dear Sir:

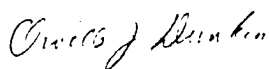
We are in the process of conducting a study focused upon the political role of the public school superintendent as related to educational issues that are considered by the state legislature.

We would like your responses to the items in the enclosed survey just as soon as you can get them to us. Please take the 20 to 30 minutes needed to complete this survey. A self-addressed, stamped envelope is enclosed for you to use in returning it.

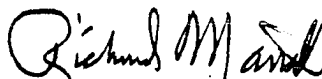
Time is an important factor in this study. An early return will help to ensure that the survey findings can be used to good purpose.

I assure you that the information you provide in the survey will be kept confidential and you will not be identified in any manner in this study. Your cooperation is greatly appreciated.

Sincerely,



Orville J. Dunkin
Superintendent, Dallas
Community School
Dallas Center, Iowa



Dr. Richard Manatt
Professor of Education
Iowa State University
Ames, Iowa

July 7, 1973

Dear Superintendent _____:

We are at this time asking you, if you have not already done so, to please complete and return the survey questionnaire mailed to you June 19.

We are in the process of conducting a study focused upon the political role of superintendents in Iowa. It is hoped that this study will reveal information that will be helpful in determining what superintendents do and should do in their political role, and therefore can prove helpful in superintendents developing even a better political role in the state.

We need your responses to the items in the survey just as soon as you can get them to us. Please take the 15 to 20 minutes needed to complete the survey and use the self-addressed, stamped envelope that was enclosed to return it.

An early return will help to ensure that the survey findings can be used to good purpose. We are using a random sampling technique and therefore, it is most important that each superintendent contacted return the completed survey to us.

All replies will be kept anonymous! Your cooperation is most appreciated.

Sincerely,

Orville J. Dunkin
Superintendent, Dallas
Community School
Dallas Center, Iowa

September 1, 1973

Several weeks ago I sent a survey questionnaire to a number of public persons in a sample of school districts in Iowa. Publics represented in this survey were mayors, senators, board presidents, newspaper editors and a PTA or School Club officer. Responses from these persons in leadership roles in a school district will give us an indication as to what they think that public school superintendents should do in a political role at the state level.

My records indicate that I have not received the questionnaire that I sent to you. I am enclosing another copy and request that you take time immediately to complete it and return it to me. The tabulated responses should be most helpful in determining what role the public wants the school superintendent to play.

The questionnaire has a heading of Dallas Community School where I served as superintendent when the instrument was printed. I am now at Pella, Iowa as superintendent, so my address on the return envelope is for Pella.

Thank you so very much for your assistance. This reminder in completing the questionnaire: You are to circle A or D for agree or disagree and you are to circle a number to indicate the amount of agreement or disagreement.

Sincerely,

Orville J. Dunkin
Superintendent
Pella Community School

Survey Instruments to Superintendents

THE POLITICAL ROLE OF PUBLIC SCHOOL SUPERINTENDENTS 1

Respondents Name _____ Address _____

1. Age _____
2. Please circle your highest degree obtained: B.A. M.A. Specialist
EdD PhD
3. Please list your years of experience as a school superintendent. _____
4. Please list the official K-12 September, 1972 enrollment for your district. _____
5. Please list the number of legislators representing your school district in the 1973 state legislature:
Senators _____ Representatives _____
6. What is your political affiliation: Democrat _____ Republican _____
No party _____ Other _____.

On the following pages are a number of items pertaining to your political role as school superintendent as you relate to state legislators representing your school district on educational issues considered in the state legislature. We would like your responses to these items.

For statements 1-14 there are two columns for you to enter responses. Please enter responses in both columns. In deciding on your response to enter in the left column please read "should" into the statement. In deciding on your response to enter in the right column, please read "did" into the statement and please base this response on what you did in October, 1972 to June, 1973.

After you read the "should" part of the statement, in the left column please circle the "A" (agree) if you agree with the statement or the "D" (disagree) if you disagree with the statement. Once you have made this decision, please indicate how certain you are about this choice by circling one of the numbers from one (1) to five (5). Number one (1) indicates you are slightly certain, while number five (5) indicates you are very certain. Numbers 2,3, or 4 may better describe your position. When this is the case, just circle the appropriate number. Then, read the "did" part of the statement and enter your responses in the right column, in the same manner as described above for the "should" part.

For example, consider the statement:

<p>SHOULD</p> <div style="display: flex; justify-content: space-around;"> <div style="writing-mode: vertical-rl; transform: rotate(180deg); font-size: small;">Slightly Certain</div> <div style="writing-mode: vertical-rl; transform: rotate(180deg); font-size: small;">Very Certain</div> </div>	<p>Previous to the general election in November, I (should) (did) actively campaign for the legislative candidate of my choice.</p>	<p>DID</p> <div style="display: flex; justify-content: space-around;"> <div style="writing-mode: vertical-rl; transform: rotate(180deg); font-size: small;">Slightly Certain</div> <div style="writing-mode: vertical-rl; transform: rotate(180deg); font-size: small;">Very Certain</div> </div>																								
<table border="1" style="border-collapse: collapse; width: 100%; height: 20px;"> <tr> <td style="width: 10%; text-align: center;">A</td> <td style="width: 10%; text-align: center;">1</td> <td style="width: 10%; text-align: center;">2</td> <td style="width: 10%; text-align: center;">3</td> <td style="width: 10%; text-align: center;">4</td> <td style="width: 10%; text-align: center;">5</td> </tr> <tr> <td style="text-align: center;">D</td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> </table>	A	1	2	3	4	5	D							<table border="1" style="border-collapse: collapse; width: 100%; height: 20px;"> <tr> <td style="width: 10%; text-align: center;">A</td> <td style="width: 10%; text-align: center;">1</td> <td style="width: 10%; text-align: center;">2</td> <td style="width: 10%; text-align: center;">3</td> <td style="width: 10%; text-align: center;">4</td> <td style="width: 10%; text-align: center;">5</td> </tr> <tr> <td style="text-align: center;">D</td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> </table>	A	1	2	3	4	5	D					
A	1	2	3	4	5																					
D																										
A	1	2	3	4	5																					
D																										

Do you agree or disagree with the "should" part of the statement? In the left column, circle the "A" or "D". How certain are you of the response? Circle the appropriate number.

Do you agree or disagree with the "did" part of the statement? In the right column, circle the "A" or "D". How certain are you of the response? Circle the appropriate number.

Please be sure to circle a letter and a number, unless you are completely undecided whether you agree or disagree with the statement. In that case, circle both "A" and "D" but do not circle any of the numbers. This response indicates that you neither agree nor disagree with the statement.

Your first answer to a statement will usually be the most accurate, so it will probably provide the most accurate research in this project, if you do not go back to change answers. Remember, the "did" response is to be based on your October 1972 to June 1973 political activity.

SHOULD

1- slightly certain
5- very certain

1. In the weeks preceding the general election in November, I (should) (did) contact the candidates for the legislature, who will represent my district, to provide information to them as to how educational issues to be considered in the following legislative session, would affect the district.

A	1	2	3	4	5
D					

DID

1 -slightly certain
5 -very certain

A	1	2	3	4	5
D					

2. The writer of this study determined that one organization in Iowa believes it advantageous for them to help plan rallies for all candidates, that are held previous to the general election in November. I (should) (did) use this method, in conjunction with neighboring superintendents and the Iowa Association of School Administrators, to help the candidates get to know the state organization and the local superintendents.

A	1	2	3	4	5
D					

A	1	2	3	4	5
D					

3. Previous to the general election in November, I (should) (did) publicly support the candidates I considered best to represent my school district in the legislature on educational issues.

A	1	2	3	4	5
D					

A	1	2	3	4	5
D					

4. In the weeks between the general election in November, and the convening of the state legislature in January, I (should) (did) contact

the legislators representing my school district, to discuss the educational issues to be considered and their implications for the school district.

A					
D	1	2	3	4	5

A					
D	1	2	3	4	5

5. In the weeks between the general election in November and the convening of the legislature in January, I (should) (did) attempt to improve my rapport with the

A					
D	1	2	3	4	5

A					
D	1	2	3	4	5

electd candidates by doing things such as the following: Send them congratulatory letters on their successful campaign; and organize coffees for them, so educators and residents in my school district can get acquainted with them.

6. When Iowa legislature is in session I (should) (did) continuously contact the legislators representing my district, concerning educational issues being considered for introduction and/or passage.

A					
D	1	2	3	4	5

A					
D	1	2	3	4	5

7. When considering an educational bill to be presented in the legislature, I (should) (did) encourage legislators to vote for or against the bill according to the effects of the bill on education in the state, rather than according to the effects in my district.

A					
D	1	2	3	4	5

A					
D	1	2	3	4	5

8. I (should) (did) encourage members of my board of education to express their views on educational bills to legislators representing our district.

A					
D	1	2	3	4	5

A					
D	1	2	3	4	5

9. During the annual session of the Iowa legislature I (should) (did) visit the legislature one or more times to attend educational committee meetings and to visit with legislators representing my district.

A					
D	1	2	3	4	5

A					
D	1	2	3	4	5

10. When the legislators from my district are home for weekends or for legislative breaks, I (should) (did) contact them by telephone or by a personal visit to express my concern about educational issues about to be considered.

A					
D	1	2	3	4	5

A					
D	1	2	3	4	5

SHOULD COLUMN

DID COLUMN

1 = slightly certain 5 = very certain

11. When the Iowa Legislature is in session, I (should) (did) regularly read newspaper reports, and bulletins distributed by administrative organizations, which explain educational issues being considered.

A	1	2	3	4	5
D					

A	1	2	3	4	5
D					

12. When the legislature is in session, for a fee of approximately \$60.00 one can subscribe to a weekly reporting service that will provide current information on issues being introduced. I (should) (did) subscribe to this service and use the material therein as one source to keep informed on proceedings on educational issues being considered.

A	1	2	3	4	5
D					

A	1	2	3	4	5
D					

13. When the Iowa Legislature is in session, I (should) (did) read and analyze the educational bills being considered in the legislature.

A	1	2	3	4	5
D					

A	1	2	3	4	5
D					

14. I (should) (did) develop a public information program to keep board members and residents of the district informed on educational issues to be considered in the legislature and should encourage them to contact the legislators representing the district.

A	1	2	3	4	5
D					

A	1	2	3	4	5
D					

For statements 15- 27, please enter your responses in the single right column, according to your perceptions as you read each statement.

15. In my contacting legislators from my district, I may be thought of by the legislator as speaking from a personal vested interest point of view, rather than from a position that is sincerely interested in education for the district or the state.

A	1	2	3	4	5
D					

16. The political role played by local superintendents in contacting their respective legislators will have more influence on legislators consideration of educational items, than will the political role played by officers of the Iowa Association of School Administrators, including the lobbyist.

A	1	2	3	4	5
D					

17. I could enhance my opportunities to develop a good relationship with legislators by my being active within a political party organization.

A	1	2	3	4	5
D					

1 = slightly certain 5 = very certain

18. The issue of financing of education - considered in the 1973 legislative session-was of concern to me and/or my district.

A	1	2	3	4	5
D					

19. The issue of intermediate units- considered in the 1973 legislative session- was of concern to me and/or my district.

A	1	2	3	4	5
D					

20. The issue of professional negotiation-considered in the 1973 legislative session- was of concern to me and/or my district.

A	1	2	3	4	5
D					

21. The issue of IPERS -considered in the 1973 legislative session-was of concern to me and/or my district.

A	1	2	3	4	5
D					

22. The issue of parochial aid- considered in the 1973 legislative session-was of concern to me and/my district.

A	1	2	3	4	5
D					

23. If residents in my district were to consider if I should contact legislators about educational issues important to our district, the majority would support me in my making such contacts.

A	1	2	3	4	5
D					

24. If members of the board of education in my district were to consider if I should contact legislators about educational issues important to our district, they would support me in my making such contacts.

A	1	2	3	4	5
D					

25. Iowa legislators are highly receptive to input information on educational issues from local school superintendents.

A	1	2	3	4	5
D					

26. The legislators who represent our school district are receptive to my ideas and expressions on educational issues.

A	1	2	3	4	5
D					

27. During the months when the legislature is not in session, I should contact the legislators representing my district to inform them of the effects of recent bills passed and to discuss educational issues that could be considered in the next session.

A	1	2	3	4	5
D					

28.

In the first column of the following table, there are five educational issues listed which were considered important in the 1973 legislative session by the Iowa Association of School Administrators.

In the second column, circle the number that is your best estimate of the number of times you contacted legislators from your district concerning each educational issue.

In the third column, please choose your response so that you are responding to this statement: The number of times I did contact legislators from my district on this issue was about the right number of contacts I should have made, to best promote the cause of education for my district and/or the state.

<u>ISSUE</u>	<u>NUMBER OF TIMES</u>	<u>COLUMN 3</u>												
Financing of education	0, 1, 2, 3, 4, 5, 6, 7, more than 7	<table border="1"> <tr> <td>A</td> <td>1</td> <td>2</td> <td>3</td> <td>4</td> <td>5</td> </tr> <tr> <td>D</td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> </table>	A	1	2	3	4	5	D					
A	1	2	3	4	5									
D														
Intermediate units	0, 1, 2, 3, 4, 5, 6, 7, more than 7	<table border="1"> <tr> <td>A</td> <td>1</td> <td>2</td> <td>3</td> <td>4</td> <td>5</td> </tr> <tr> <td>D</td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> </table>	A	1	2	3	4	5	D					
A	1	2	3	4	5									
D														
Professional negotiations	0, 1, 2, 3, 4, 5, 6, 7, more than 7	<table border="1"> <tr> <td>A</td> <td>1</td> <td>2</td> <td>3</td> <td>4</td> <td>5</td> </tr> <tr> <td>D</td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> </table>	A	1	2	3	4	5	D					
A	1	2	3	4	5									
D														
IPERS	0, 1, 2, 3, 4, 5, 6, 7, more than 7	<table border="1"> <tr> <td>A</td> <td>1</td> <td>2</td> <td>3</td> <td>4</td> <td>5</td> </tr> <tr> <td>D</td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> </table>	A	1	2	3	4	5	D					
A	1	2	3	4	5									
D														
Parochial aid	0, 1, 2, 3, 4, 5, 6, 7, more than 7	<table border="1"> <tr> <td>A</td> <td>1</td> <td>2</td> <td>3</td> <td>4</td> <td>5</td> </tr> <tr> <td>D</td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> </table>	A	1	2	3	4	5	D					
A	1	2	3	4	5									
D														

29. (In each of the three items listed below, please circle a number to indicate your response for that item.)

In your opinion, what number of contacts would you make with a legislator on an educational issue if you consider that:

You made FEW contacts: 0, 1, 2, 3, 4, 5, 6, 7, more than 7

You made SOME contacts: 0, 1, 2, 3, 4, 5, 6, 7, more than 7

You made MANY contacts: 0, 1, 2, 3, 4, 5, 6, 7, more than 7

30. Following are several techniques that can be used to contact legislators. As you read each technique, please enter in the blank to the left your estimate of the number of times you used that technique in contacting a legislator from your district in November, 1972 through June, 1973. After listing your answers in the left blank for each technique, please use the blank to the right to rank the techniques according to the order you think best to use them in contacting legislators representing your district. List your first choice as 1, second choice as 2, third choice as 3, etc.

Number of contacts	Techniques	Rank of Techniques
_____	A personal letter, inspired by your desires to make a contact.	_____
_____	A stimulated letter, inspired by group action of superintendents.	_____
_____	A telephone call inspired by your desires to make a contact.	_____
_____	A telephone call inspired by group action of superintendents.	_____
_____	A personal interview or conference in the legislators home district.	_____
_____	A group of superintendents meeting with one or more legislators and I was one of the group.	_____
_____	A personal interview or conference in the state capitol building in Des Moines.	_____
_____	A personal visit to a legislative committee, where an important educational issue was being discussed.	_____

31. If you did not contact the legislators representing your district as much as you think you could have done, on all of the issues or any one issue, check reasons why not.

Too busy at local level of administration _____

Do not think that legislators representing my district will be receptive to my ideas and concerns. _____

Do not think that I as superintendent should play this role. _____

Some other superintendent will make the necessary contact with the legislator. _____

Residents or board members in my district would not want me to spend my time making contacts with the legislators. _____

If legislators receive too many contacts from superintendents, this may cause them to develop a negative attitude toward the issue and toward superintendents. _____

The Iowa Association of School Administrators performs lobbying on my behalf. _____

Please list other reasons: _____

SPECIAL NOTE AND ITEM:

We also want to find out what several of the leaders in your school district think that a superintendent should do in a political role in contacting legislators representing your school district.

Please list the name, and address, of a person in each of the following positions in your district. If there is more than one possibility for listing a name, please list the person of your choice.

<u>POSITION</u>	<u>ADDRESS</u>	<u>PHONE NUMBER</u>
Mayor	_____	_____

State Senator	_____	_____

School Board President	_____	_____

Local Newspaper Editor	_____	_____

Local PTA or School Club President	_____	_____

We will send a similar survey form to these persons as the one which we have asked you to complete, except some questions which are important for superintendents only to answer have been eliminated.

Please return this form with your completed survey instrument.

Survey Instruments to Publics

THE POLITICAL ROLE OF PUBLIC SCHOOL SUPERINTENDENTS

Your Name: _____

DIRECTIONS

On the following pages are a number of statements about the political role that a local school superintendent could assume with the legislators from his district. We would like your opinion about these statements.

After you have read each statement, please circle the "A" (agree) if you agree with the statement or the "D" (disagree) if you disagree with the statement. Once you have made this decision, please indicate how certain you are about this choice by circling one of the numbers from one (1) to five (5). Number one (1) indicates you are slightly certain while number five (5) indicates you are very certain. Numbers 2,3, or 4 may better describe your position. When this is the case, just circle the appropriate number.

For example, consider the statement:

The local school superintendent (versus board members, PTA officers, etc.) is in the best position in the district to participate in a state level political role.

	<i>Slightly certain</i>			<i>Very certain</i>	
A	1	2	3	4	5
D					

Do you agree or disagree with this statement? Circle "A" or "D". How certain are you of your response? Circle the appropriate number.

Please be sure to circle both a letter and a number after each statement, unless you are completely undecided whether you agree or disagree with the statement. In that case, circle both "A" and "D" but do not circle any of the numbers. This response indicates that you neither agree nor disagree with the statement.

The answers which will be most helpful to this research project are the ones which reflect your own opinion about each of the statements.

1. In the weeks preceding the general election in November, our school district superintendent should contact the candidates for the legislature, who will represent our district, to provide information to them as to how educational issues to be considered in the following legislative session, would affect the district.

A	1	2	3	4	5
D					

2. The writer of this study determined that one organization in Iowa believes it advantageous for them to help plan rallies, for all candidates, that are held previous to the general election in November.

This method should be tried by our school superintendent in conjunction with neighboring superintendents and the Iowa Association of School Administrators, to help the candidates get to know the state organization and the local superintendent.

A	1	2	3	4	5
D					

1 = slightly certain
5 = very certain

3. Previous to the general election in November our school superintendent should publicly support the candidates he considers best to represent the school district in the legislature on educational issues.

A					
D	1	2	3	4	5

4. In the weeks between the general election in November, and the convening of the legislature in January, our school district superintendent should contact the legislators representing our school district, to discuss the educational issues to be considered and their implications for the school district.

A					
D	1	2	3	4	5

5. In the weeks between the general election in November and the convening of the legislature in January, our school superintendent should attempt to improve his rapport with the elected candidates by doing things such as the following: Send them congratulatory letters on their successful campaign; and organize coffees for them so educators and residents in our school district can get acquainted with them.

A					
D	1	2	3	4	5

6. When the Iowa Legislature is in session our school superintendent should continuously contact the legislators representing our district, concerning educational issues being considered for introduction and/or passage.

A					
D	1	2	3	4	5

7. When considering an educational bill to be presented in the legislature, the superintendent in our district should encourage legislators to vote for or against the bill according to the effect of the bill on education in the state, rather than according to the effect on education in our district.

A					
D	1	2	3	4	5

8. The superintendent in our district should encourage members of our board of education to express their views on educational bills to legislators representing our district.

A					
D	1	2	3	4	5

9. During the annual session of the Iowa Legislature, our school superintendent should visit the legislature one or more times to attend educational committee meetings and to visit with legislators from our district.

A					
D	1	2	3	4	5

10. When the legislators from our district are home for weekends or for legislative breaks, our school superintendent should contact them by telephone or by a personal visit to express his concern about educational issues about to be considered.

A					
D	1	2	3	4	5

1 = slightly certain
5 = very certain

11. When the Iowa Legislature is in session, our school superintendent should regularly read newspaper reports and bulletins distributed by administrator and school board associations, which explain educational issues being considered.

A					
D	1	2	3	4	5

12. When the legislature is in session, for a fee of approximately \$60.00, one can subscribe to a weekly reporting service that will provide current information on issues being considered and bills being introduced.

Our school superintendent should subscribe, to this service and use the material therein as one source to keep informed on proceedings on educational issues being considered.

A					
D	1	2	3	4	5

13. When the Iowa Legislature is in session our school superintendent should read and analyze the educational bills being considered in the legislature.

A					
D	1	2	3	4	5

14. Our superintendent should develop a public information program to keep board members and residents of the district informed on educational issues to be considered in the legislature and should encourage them to contact the legislators representing the district.

A					
D	1	2	3	4	5

15. A superintendent, in his contacting legislators for his district, may be thought of by the legislator as speaking from a personal vested interest point of view, rather than from a position that is sincerely interested in education for the district or the state.

A					
D	1	2	3	4	5

16. The role played by local superintendents in contacting their respective legislators will have more influence on legislators consideration of educational items, than will the role played by officers of the Iowa Association of School Administrators, including the lobbyist.

A					
D	1	2	3	4	5

1= slightly certain
5= very certain

17. Our school superintendent could enhance his opportunities to develop a good relationship with legislators by his being active within a political party organization.

A					
D	1	2	3	4	5

18. If residents in our district were to consider if our school superintendent should contact legislators about educational issues important to our district, the majority would support him.

A					
D	1	2	3	4	5

19. If members of the board of education in our district were to consider if our school superintendent should contact legislators about educational issues important to our district, they would support him.

A					
D	1	2	3	4	5

20. During the months when the legislature is not in session, the superintendent in our district should contact the legislators representing our district to inform them of the effects of recent bills passed and to discuss educational issues that could be considered in the next session.

A					
D	1	2	3	4	5

Panel of Judges

Panel of Judges: These persons rated the original pool of items thought possible to use in the final measuring instrument. The results from this rating were used in determining the items to include in the final measuring instrument.

Name	Position
Mr. Wilford Anderson	Superintendent of Schools, Adel Community Schools, Adel, Iowa
Mr. Lyle Kehm	Superintendent of Schools, Urbandale Community Schools, Urbandale, Iowa
Dr. Ken Sands	Superintendent of Schools, Shenandoah Community Schools, Shenandoah, Iowa
Mr. Keith O'Connell	Superintendent of Schools, Turkey Valley Community Schools, Jackson Jct., Iowa
Mr. Boyd Shannon	Executive Secretary, Iowa Association of School Administrators, Boone, Iowa
Mr. Norman Rogers	State Senator, Adel, Iowa
Mr. John McDonald	State Chairman of Iowa Republican Party, Dallas Center, Iowa
Mr. Buford Garner	Superintendent of Schools, Grinnell Community Schools, Grinnell, Iowa
Dr. Ross Engle	Associate Professor, Iowa State University, Ames, Iowa
Dr. Anton Netusil	Associate Professor, Iowa State University, Ames, Iowa
Dr. Ray Bryan	Professor, Iowa State University, Ames, Iowa
Mr. Glenn Holmes	Associate Professor, Iowa State University Ames, Iowa
Dr. Max Morrison	Consultant, Iowa Department of Public Instruction, Des Moines, Iowa
Mr. Carl Miles	Consultant, Iowa Department of Public Instruction, Des Moines, Iowa
Mr. Joe Wolvek	Consultant, Iowa Department of Public Instruction, Des Moines, Iowa
Mr. Dave Bechtel	Administrative Assistant, Department of Public Instruction, Des Moines, Iowa