

A STUDY OF THE ATTITUDES OF SCHOOL BOARDS AND  
SUPERINTENDENTS AND THEIR RELATIONSHIP TO  
INNOVATION IN SELECTED OKLAHOMA SCHOOLS

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## CHAPTER I

### INTRODUCTION

"A great American tradition holds that regardless of its present efficiency, any operation can be improved. Nothing is perfect; therefore, there must be a new way to make it better and those working in the field have an obligation to strive for improvements".

"Change and improvement usually follow one of two paths. The most common is a persistent tinkering and polishing on current methods. These attempts to get the greatest efficiency from what we now have produce a gradual improvement. The evolutionary improvements which result from these activities may be so gradual that they are not recognized as changes".

"Evolutionary changes arise from improved application of known and accepted principles. Because of their source, they are limited by those principles. When new principles are discovered and applied, a major breakthrough is achieved. The resulting changes are metamorphic and revolutionary; both the philosophy and the practical operation are deserted or destroyed and new ones emerge".

"When educational innovations are presented, some estimate of their potential can be gained by examining whether they are based upon traditional axioms or whether they propose new ones".<sup>1</sup>

The changes that are occurring in American education at the present are probably characteristics of both: Evolutionary and Revolutionary. Whether we are ready to adopt the new philosophy advocated by Kowitz remains to be seen. The evolution of school practices is speeding toward a revolution. Changes are occurring so rapidly that they

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<sup>1</sup>Kowitz, Gerald T., "Examining Educational Innovations", The American School Board Journal, December 1963, p. 6.

appear to some as revolutionary. There is expressed concern among others that schools are not ready to cope with these changes. One writer questions the seriousness of some school board members toward changes in the educational picture.

"Rapid developments in basic scientific information and technology coupled with significant changes occurring within our society in such areas as civil rights renders ours an age of transition. School trustees must grasp the significance of these changes if they are to administer properly to the educational needs of children".

"Education is not and will never be a static process. In contrast to their traditional position of defenders of the status quo, board members must encourage and facilitate needed change. A conception of education as the vehicle through which a traditional stable fund of information is transmitted must be challenged. The rapidly accelerating rate at which new knowledge is being developed and disseminated in our culture has rendered many of our "truths" about the nature of man, his physical universe, and his values little more than curious historical relics".<sup>2</sup>

The debate continues; every school system is either going to innovate or fail to perform its tasks properly. Some are calling for a completely new beginning. "I am trying to suggest that we need educational overhauling from top to bottom."<sup>3</sup> When and if this 'overhauling' occurs, educators need to be as certain as possible that schools do not change just for change sake. Each school system will be responsible to determine what changes will be most beneficial in the local situation. Each must be willing to work to overcome whatever resistance prevents changing just for the sake of preserving traditional programs.

Lewin states that a quasi-equilibrium develops from an equality of

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<sup>2</sup>Wallace, John, "Do School Boards Take Education Seriously?", Saturday Review, October 16, 1965, p. 90.

<sup>3</sup>Tumin, Melvin, "Teaching in America", Saturday Review, October 21, 1967, p. 84.



forces, one force attempting to change a condition and another force attempting to maintain an unchanged state<sup>4</sup>. Two forces or elements within the system of education affecting the change status are boards of education and the superintendent on the one hand and the professional staff on the other. The relative strengths of these two elements could lead to the quasi-equilibrium of stagnation in American education.

One factor that may be responsible for the resistance to change in education is lack of knowledge. With the greatly expanding field of knowledge available to the perceptive school professional today, it would seem that ignorance will no longer suffice as an excuse for resisting change. Another factor that may be responsible for the resistance to change is the attitude of conservatism that is a part of contemporary America. George Counts feared this conservatism in 1927. He felt that democracy itself was being endangered by the conservative attitudes held by the school board member in American Schools<sup>5</sup>.

Eric Hoffer, a perceptive student of American life, gives some indication as to why people exemplify this attitude of conservatism:

"Thus the difference between the conservative and the radical seem to spring mainly from their attitude toward the future. Fear of the future causes us to lean against the present, while faith in the future renders us receptive to change. Both the rich and the poor, the strong and the weak, they who have achieved much or little, can be afraid of the future, change can only mean deterioration. Hence men of outstanding achievement and those who live full, happy lives usually set their faces against drastic innovation. The conservatism of invalids and people past middle age stems,

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<sup>4</sup>Lewin, Kurt, Field Theory in Social Science, New York: Harper and Row, 1951.

<sup>5</sup>Counts, George S., "The Social Composition of Boards of Education: Supplementary Educational Monographs, University of Chicago, Chicago, July, 1927, p. 83.

too, from fear of the future. They are on the look out for signs of decay, and feel that any change is more likely to be for the worse than for the better. The abjectly poor also are without faith in the future. The future seems to them a booby trap buried on the road ahead. One must step gingerly. To change things is to ask for trouble".<sup>6</sup>

The greatly accelerated change, coupled with a resistance to change, has caused problems to arise for which solutions are not self-evident. The necessity for schoolmen to become more aware of the changes throughout the educational enterprise has never been more urgent. If the road ahead seems to be booby-trapped, this must not stop the effort by the school superintendent. Those in decision-making positions in the American educational establishment must be intelligently informed so that changes may be made as scientifically as possible. \*

Daniel Levine, who refers to the superintendent as the 'teacher to the board', adds:

"Given the fact that education, like every other major social activity in our society, is changing very rapidly, one could go indefinitely listing illustrations showing how the quality of education in a local district is increasingly dependent on the superintendent's ability and willingness to inform and instruct the board members on what is happening in that district and elsewhere in the nation. Fortunately, school board members are proving that they generally are willing to work for changes for which convincing arguments and supporting evidence can be marshalled....".<sup>7</sup>

The relationship that exists between these professionally trained school personnel and the laymen who serve as board members and as decision-makers in the schools is a subject that may be important for study.

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<sup>6</sup>Hoffer, Eric, The True Believer, Harper and Row, New York, 1951, p. 19.

<sup>7</sup>Levine, Daniel U1, "Teacher to the Board", American School Board Journal, Vol. 155, No. 8, February, 1968, p. 24.

The necessity for a productive working relationship has never been greater than in this period of accelerated change. The education of the nation's youth is too important to permit petty attitudes to interfere with the progress of the schools.

A major problem facing schools today is one of initiating innovative programs and the overcoming of inertia. Innovative practices are found in many schools today but in others the same programs that were in existence at the turn of the century are still being utilized. Studies have been made that show the beliefs of the superintendents and the relationship to innovation within a school. Studies have also been completed which indicate a necessity for the superintendent to be "change oriented" before innovative practices can be accomplished<sup>8</sup>.

The Congress of the United States passed, and the President signed into law, Public Law 89-10 which is commonly called the Elementary and Secondary Education Act of 1965. This legislation made possible extensive financing of various projects in local school districts. The two major areas in which changed activities are most likely to occur are in Title I and Title III of this Act. Title I provides a grant to the schools upon acceptance of a written proposal to initiate a program. The selection of projects is made by local faculty committees and approved by the superintendent of schools. The board of education must signify a willingness to accept funds to finance the program as written by the professional staff. The program is then reviewed by the State Department of Education for its approval or rejection. Before the

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<sup>8</sup>Brickell, Henry M., Organizing New York State For Educational Change, State Department of Education, Albany, New York, 1961, pp. 22-24.

approval is made by the State Department of Education, standards of procedure have to be followed by the local school district.

#### Purpose of Study

Many schools seem reluctant to amend the practices with which they have become familiar. The resistance to change may be partially accounted for in the attitudes of people who wish to continue the familiar and who refuse to explore new ways to do the old; or to initiate entirely new methods of accomplishing the tasks they have to perform.

Criticism has come from many writers concerning the lack of innovativeness found in the "typical" Title I program. The cry is heard that money is not being used for the purposes of finding new ways, but just to continue the old:

"The results of the first eighteen months of experience with Title I of the Elementary and Secondary Education Act indicate that much of the money is being used by local school systems for the support of programs that are merely additive--more of the same with a little fanfare. ....most Title I programs have apparently yielded little in educational performance".<sup>9</sup>

The purpose of this study is an exploration of attitudes that may affect the adoption of new methods of procedure and the investigation of factors that may prevent innovation in the public schools. Another purpose is to determine, if possible, whether attitudes of school board members make it difficult to change school programs. The attitudes of school board members and school superintendents will be evaluated to determine if these attitudes are part of the reason why it is difficult

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<sup>9</sup>Schrag, Peter, "Voices in the Classroom", Saturday Review, February 18, 1967, p. 92.

to change public school programs.

#### Statement of the Problem

The nearly complete lack of innovative programs in <sup>many schools</sup> the schools of Oklahoma under provisions of Title III of the Elementary and Secondary Education Act of 1965 raises the question of whether change and attitude problems are being faced by the schools of the State, and whether the governance of these schools is facing the problem realistically.

Both Title I and Title III of the Act gave schools an opportunity to experiment. The fact that only three schools in Oklahoma had programs under provisions of Title III approved during the first year of the Act is disturbing. Lack of proper planning time may have been a factor in the delay in getting programs into operation during this initial year of the Act. The local school district works directly with the State under provisions of Title I and with the Office of Education of the United States Government under provisions of Title III. This latter relationship could take somewhat longer than a state-directed program. Title III programs, as a rule, are more sophisticated than those under provisions of Title I.

(Are the attitudes of school board members and superintendents related to innovation in school systems? Are there certain sociological, economic, and political attitudes of members of boards of education that lead to conservatism by these boards? Does a difference exist between the attitudes of the school board member and the superintendent of schools?

This study attempts to answer the questions above. The investigation should be of interest to those persons engaged in attempts to alter

the dated practices found in some schools today. The study will attempt to determine the relationship of attitudes of school board members and superintendents and the adoption of innovative programs by the school systems with which they are associated. The initiation of innovative programs, or the lack of innovative programs under provisions of Title I of the Elementary and Secondary Education Act of 1965 will be studied to evaluate the relationship of attitudes to changes brought about in the school systems in the study.

#### Background of the Study

There is a necessity to discard the archaic practices; therefore, it is necessary to determine if possible the reasons why there is a resistance on the part of educational institutions to change. The political, sociological, and economic attitudes of those who regulate the activities of these school systems may provide some useful information. Students of educational administration and practitioners in the field may be helped by the results of this study.

The 100 school systems that were selected represent all of the schools in Oklahoma having twenty-five to fifty teachers during the school year 1965-66. Schools of this size are of special interest to the researcher. The selected schools also are distributed approximately equally across the state. These 100 school systems are listed in the Oklahoma Educational Directory, a publication of the State Department of Education of the State of Oklahoma for the school year 1965-66.

#### Method and Procedure

Questionnaires were sent to the superintendent and to the board

members of each of the selected school systems. A packet of materials was sent to the 100 school superintendents. Included in the packet were six copies of the "Florida Scale of Civic Beliefs", developed by the University of Florida. A short form to gather relevant information was included in the packet. The full text of the instrument and of the questionnaire is given in the Appendix.

The programs initiated under Title I of the Elementary and Secondary Education Act of 1965 by those schools included in the study were studied at the State Department of Education. A brief synopsis of each program was compiled and reviewed by selected readers for evaluation. The readers evaluated the program to establish innovativeness or non-innovativeness. The superintendent of schools in the study gave his evaluation of the program at the time of making reply to the questionnaire and the Florida Scale of Civic Beliefs. The Title I administrator of the area in which the school is located agreed to serve as an evaluator. Three prominent educators evaluated the programs of the schools for innovative qualities. Three or more evaluations had to rate the program innovative before it would be considered innovative in the analysis of the data.

#### Definition of Terms

Conservative: One who has a score of 60-180 on the Florida Scale of Civic Beliefs.

Liberal: One who has a score of 180-300 on the Florida Scale of Civic Beliefs.

Innovative: A program judged to be innovative by three or more of the readers of the synopsis of programs.

Non-innovative: A program judged to be non-innovative by three or more of the readers of the synopsis of the programs.

Medium-size school: A school system with 25-50 teachers inclusive as listed in the Oklahoma Educational Directory, Bulletin No. 109-0, State Department of Education, 1965-66.



## CHAPTER II

### REVIEW OF RELATED LITERATURE

#### Attitudes of School Board Members

Today in America, boards of education are at a crossroads. There are many who feel that they have no place in modern-day education. They point to the archaic practices of many boards, their seeming inability to cope with change and the new problems which follow, and their tendency to degrade their important "function of goal-setting and policy-making into involvement in trivia"<sup>1</sup>. Serious controversies and difficulties in many communities between the school boards and the school superintendents and the subsequent disruption of the educational programs are examples. The contention that local school boards, because of traditionalism and provincialism, prevent the attainment of quality education is being heard with increasing frequency. Much of what the critics say appears to be true. Qualified observers of the educational scene agree that in many instances local control of education prevents progress.

School boards come in all sizes, shapes, and descriptions. Individuals serving on these boards represent all social classes, races, and religions, although a large percentage is drawn from business,

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<sup>1</sup>Dykes, Archie R., School Board and Superintendent, The Interstate Publishers, Danville, Illinois, 1965, p. 213.

managerial, and professional occupations<sup>2</sup>.

One of the major problems of school systems today seems to be that of keeping pace with the rapid and radical changes in the environment-- not only the communities served by the schools, but also in the state-level and federal-level governments, foundations, materials producers and a host of other systems. A major function of an effective change program should be that of implementing machinery that will help the school system to develop, test, and institutionalize the adaptive mechanisms they must utilize in order to effectively cope with accelerated change.

The necessity for the school to change can hardly be contested. The changing conditions existing in the world attest to this need. The ever-growing body of knowledge and the technological advances demand a change in the methods of learning. New methods of learning call for updated instructional programs. Changes in methods demand a rapid rate of acceptance by those who are responsible for instruction in the school. This acceptance may come about only when the teachers are re-trained in initiating the new programs.

It has been stated that there is a lag of about thirty years before a new idea can find its way into a school curriculum<sup>3</sup>. If this is true, there must be a reason why this lag exists. With the rate of change

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<sup>2</sup>Charters, W. W., Jr., "Beyond the Survey in School Board Research", Educational Administration and Supervision, Vol. 41, (Dec. 1955), pp. 449-52.

<sup>3</sup>Anderson, G. Ernest, Jr., "Estimated Time for Accepting Educational Ideas", The Nation's Schools, Vol. 78, No. 6, December 1966, p. 50.

faced by today's educational institutions, the time has passed for adoption of new ideas at so leisurely a pace. The days of slow, non-methodical evolution is past. The rate and the nature of change demands that institutions make corrections much more readily than ever before. Francis Keppel has called for a "revolution" in education<sup>4</sup>.

Members of boards of education are supposedly elected to represent the community in making local educational policy. Since the allocation of authority in professional matters to laymen in the local community has important implications, boards of education have frequently been studied to determine the social backgrounds of the members. The assumption has been that background factors affect the decisions reached by the board. For the most part, this assumption has not been tested. One researcher has reviewed the field and has called for a stop to descriptive surveys. He favors explanatory investigations of the decision-making process<sup>5</sup>.

Although a few studies have sought to relate the social status characteristics of board members to their role performance, it is of worth to note that the findings of these studies have not borne out the assumption that the attitudes of board members are definitive in their relationship to the social characteristics of the members. Campbell has concluded from his study of the records of 172 board members in 12 western cities from 1931-40 that there was "little or no relationship" between certain social and economic factors and school board

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<sup>4</sup>Keppel, Francis, The Necessary Revolution in American Education, Harper and Row, New York: 1966.

<sup>5</sup>Charters, op. cit., p. 451.

competence"<sup>6</sup>. Coughran reports from a survey of Illinois school board members that measures of socio-economic status were not related to the member's attitudes toward several issues of educational financing<sup>7</sup>.

Probably the most systematic study of the influences of social characteristics of member attitudes is contained in Gross' report on schools in Massachusetts. This study reveals that the only characteristic which was clearly related to "educational progressivism" was the member's educational accomplishments. Income, religion, motivation for seeking election to the board, activity in politics, age, length of residence in the community, and type of school attended by their children--none of these factors revealed a clear-cut relationship between either economic or educational homogeneity of school boards and concensus among members<sup>8</sup>. These findings imply that the social structure in which local school boards are embedded in some way screens out or otherwise tends to nullify the usual effects of social background on attitudes.

The American school board member has been the subject of several studies. Research during the first half of the twentieth century focused upon the school board members' qualifications for the important task of shaping policy for the local school district. Earlier researchers also found that school board members tend to come from the same or from

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<sup>6</sup>Campbell, Ronald, F., "The Social Implications of School Board Legislation", (unpub. doctoral thesis, Stanford University), 1942.

<sup>7</sup>Coughran, Roy W., "The School Board Member Today", American School Board Journal, 133, (Nov. 1956), p. 39 and 133, (Dec. 1956), p.26.

<sup>8</sup>Gross, Neal, Who Runs Our Schools?, New York: Wiley and Sons, 1958, pp. 179-181.

similar socio-economic backgrounds<sup>9</sup>. A later article by Kerr states that the boards in his study were composed of "professional and business managers" from similar social and economic backgrounds<sup>10</sup>. Some have concluded that, as a result of the homogeneity, board members tend to share the same values along the lines of some common denominator. Some critics have asserted that board members hold "conservative" views because their common business and professional backgrounds tend to make them conservative<sup>11</sup>.

A question arises as to whether the social, political, and economic attitudes of school board members are reflective of a narrow social class and whether or not school board members represent conservatism in the public schools. Counts feared that this was the case, and he expressed the fear that democracy was in danger because of the narrow set of values held by school board members<sup>12</sup>. Hunter felt that the values exemplified by school board members in his Louisiana study did not reflect the values of any particular social class, although both their maturity and economic positions tended to make them conservative<sup>13</sup>.

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<sup>9</sup>Counts, George S., "The Social Composition of Boards of Education: A Study in the Social Control of Public Education", Supplementary Educational Monographs, The University of Chicago Press, Chicago, July 1927, p. 83.

<sup>10</sup>Kerr, Norman D., "The School Board as an Agency of Legitimation", Sociology of Education, Vol. 38, Fall 1964-65, p. 38.

<sup>11</sup>Counts, op. cit., p.84.

<sup>12</sup>Counts, *ibid.*

<sup>13</sup>Hunter, J. A., "Social Composition of Louisiana Parish School Boards", American School Board Journal, Vol. 119, October and November, 1949, pp. 17-19.

In an Oregon Study conducted in 1961, Garmire found that 64.2 percent of the school board members in the Willamette Valley study were Republicans, 23.9 percent were Democrats, and 11.9 percent stated that they were Independents<sup>14</sup>. The general population in Oregon registers approximately 52 percent Democratic. (Garmire administered a liberal-conservative scale to his respondents. This scale identifies liberal and conservative attitudes held by the respondents in political values<sup>15</sup>.)

Tiedt administered a number of different scales to his population and the findings reinforced the previous studies which showed the conservative attitudes of school board members on social, political, and economic issues<sup>16</sup>. Tiedt concluded that school board members are more complex in their values than many writers in the field have assumed<sup>17</sup>. Kerr attributes this complexity to three factors: (A) school board politics, (B), pressures for conformity throughout the process of socialization on the board, and (C) community pressures generated by the school system's impact on the public. Two major factors cited by Kerr as having considerable effect on role behavior of board members were: (1) the relative absence of clear-cut constituencies, and (2) the candidate's lack of familiarity with school board activities and with the

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<sup>14</sup>Garmire, Leonard, A Study of the Attitudes of School Board Members as They Relate to the Reasons for Seeking Office, Univ. of Oregon, Eugene, Bulletin No. 2, Vol., 6, 1962, p. 5.

<sup>15</sup>Garmire, *ibid.*

<sup>16</sup>Tiedt, Sidney W., Oregon School Board Members in the Willamette Valley, Univ. of Oregon, Eugene, Bulletin No. 6, Vol. 6, p. 16.

<sup>17</sup>Tiedt, *ibid.*

educational program before the election<sup>18</sup>. Tiedt also cited the lack of a constituency on the part of the board for a portion of the complex behavior of the members in making educational decisions<sup>19</sup>.

Havighurst and Neugarten concluded their study on a review of evidence that school board members have attempted to represent the entire community and that there is little if any relationship between their socio-economic beliefs and their attitudes toward the improvements in education<sup>20</sup>.

Much evidence has been advanced to show that board members are politically conservative. They tend to be elected to office because of the extent to which they represent values harmonious with those held by the more influential elements of a community. Tiedt's evidence showed that on a general political, economic, and social scale, school board members tend toward a "conservative" point of view, but with respect to the social functions of education, the extension of educational values, and educational experimentation, they tend toward a more "liberal" point of view<sup>21</sup>.

The conclusion that school board members are predominantly politically conservative cannot be contested according to Goldhammer, who agrees with Tiedt that the primary point of disagreement with previous

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<sup>18</sup>Kerr, op. cit., p. 39.

<sup>19</sup>Tiedt, op. cit., p. 16.

<sup>20</sup>Havighurst, Robert J., and Neugarten, Bernice L., Society and Education, 2nd Ed., Boston: Allyn and Bacon, 1962, pp. 278-279.

<sup>21</sup>Tiedt, op. cit., p. 16.

interpretations is the former assumption that this "conservatism is equally apparent in their attitudes toward education as well as in other social, political, and economic concerns"<sup>22</sup>. Older studies tend to express this point of view. Hollingshead stated that the school board at Elmtown was concerned with the economic operation of the schools and the promotion of "conservative" values in the school program. School board members believed that the school program should reflect all that is "traditionally good and wholesome in middle-western American small town life--if it did not cost too much"<sup>23</sup>. Hollingshead concluded that the members of the board had a highly developed sense of responsibility for the preservation of the economic power and prestige interest of the upper socio-economic classes. Because of this seeming correlation between the managerial group and school board membership, some have concluded that board members tend to share the same values of conservatism. The common business and professional backgrounds of school board members suggest this conclusion. It has been implied that conservatism has resulted in board members actively discouraging educational progress and the adoption of innovative practices. Coughran studied board members with two objectives in mind: (1) to determine the socio-economic backgrounds of public school board members; and (2) to determine the attitudes held by board members toward certain current issues in education. Coughran's study was conducted in Illinois during the school year

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<sup>22</sup> Goldhammer, Keith, The School Board, New York: The Center for Applied Research in Education, 1956, p. vi.

<sup>23</sup> Hollingshead, August B., Elmtown's Youth, New York: Science Editions, 1961, pp. 124-125. First Publication, 1949.



1955-56. The Illinois study revealed that members showed a tendency to follow the occupations of business ownership, business management, and the professions. The growth of school board membership from these classes and a decline in members from agricultural pursuits were found. Another revelation of this study was in curriculum development. If there is a lack of curricular experimentation in the public schools, it is not due to serious opposition by school board members; they appear to feel that leadership in curriculum planning belongs with the professional staff<sup>24</sup>.

#### Measurement of Attitudes ✓

The measurement of attitudes is a difficult task. The empirical measurement of attitudes is nearly impossible. It is easy to make assumptions and to draw conclusions from a study of attitudes. It is difficult to refrain from drawing these conclusions. Part of the difficulty is due to the lack of knowledge regarding a definite cause of attitudes and how they develop. It appears impossible to locate a "typical" board member with "typical" attitudes about a "typical" school program. It seems equally difficult to identify a "typical" school administrator who would have "typical" attitudes toward social, economic, or political questions. The difficulty of measuring the attitudes and values held by any person makes the development of an adequate scale a formidable task.

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<sup>24</sup>Coughran, op. cit., p. 26.

Valenti declares that attitudes can be measured with a "...reasonable degree of accuracy"<sup>25</sup>. He developed a scale to measure the attitudes of teachers and administrators toward the social role of the teacher. The study showed that persons could not be stereotyped and that it is impossible to locate a "typical" person. The study further showed that the school situation in which a person works appeared to shape his attitudes more than his personal characteristics<sup>26</sup>.

Daniel Levine has found that certain attitudes are multi-dimensional. He declares that most researchers have assumed that certain attitudes are uni-dimensional and that this has proven to be a marked deficiency in their studies. He also warns against stereotyping, for there seems to be an absence of a one-to-one relationship between socioeconomic attitudes and educational viewpoint<sup>27</sup>. The conclusion may be drawn that people are very difficult to categorize and that attitudes may not necessarily lead to stereotyping of individuals. Levine explains:

"The poorer strata everywhere are more liberal or leftist on economic issues; they favor more welfare state measures, higher wages, graduated income taxes, support of trade unions, and so forth. But when liberalism is defined in non-economic terms--as support of civil liberties, internationalism, etc., the correlation is reversed. The more well-to-do are more liberal, the poorer are more intolerant"<sup>28</sup>.

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<sup>25</sup>Valenti, Jasper J., "Attitudes of Teachers and Administrators", Administrator's Notebook, Vol. III, No. I., Sept. 1954, Midwest Administration Center, Chicago, Illinois.

<sup>26</sup>Valenti, *ibid.*

<sup>27</sup>Levine, Daniel U., "Liberalism, Conservatism, and Educational Viewpoint", Administrator's Notebook, Vol. XI, No. 9, May, 1954, Midwest Administration Center, Chicago, Illinois.

<sup>28</sup>Levine, *ibid.*

Seymour Lipset agrees with Levine that the poorer strata are more liberal on economic issues, but in non-economic terms they are more conservative<sup>29</sup>.

Since it appears to be difficult to categorize people into one or another classification, it would seem necessary to clearly define terms. These definitions should be made in operational terms if possible. The terms "Conservative" and "Liberal" can not be easily assigned to a person nor to his attitudes. Since many individuals may respond "liberal" on one item and "conservative" to another, the investigator will find it difficult to categorize people or attitudes without fully operational definitions.

Attempts to relate general attitudes with educational attitudes have been confounded by the tendency to characterize educational viewpoint as "progressive" or "traditional". While these terms often depict fairly accurately the views of professionals in education and a small number of laymen, most individuals are not consistently committed to progressive or to traditional practices. We can hardly equate the terms of progressive with liberal and that of traditional with conservative. Many who are engaged in the educational enterprise appear to be eclectic in attitudes. This lack of consistency makes the study of attitudes more complex and more interesting.

In a study of reorganization of school districts in Pennsylvania, Bryan states that the attitudes of extreme localism or provincialism did indeed hinder the reorganization process<sup>30</sup>. Brumbaugh concludes that

<sup>29</sup>Lipset, Seymour M., Political Man: The Social Bases of Education, Garden City, New York, Doubleday and Company, 1960, pp. 102-103.

<sup>30</sup>Bryan, H. E., "A Study of Factors Affecting School District reorganization in Pennsylvania", National Commission on School District Reorganization, N.E.A., Washington, 1948, p. 131.

more research is needed to clarify this conclusion. He found that the older persons were inclined to be more local in their orientation and the younger teachers to be more cosmopolitan<sup>31</sup>. The older, locally-oriented tend to resist change more than the younger groups. Local-cosmopolitan orientation, age, economic standings, political affiliations formal education, professional or managerial experience all appear to influence the attitudes that people hold. This wide array of factors indicates the complexity of research into the study of attitudes. Sterling McMurrin, former Commissioner of Education, states that this problem, however complex, must be solved:

"Because education is a function of the society and its culture, its purposes are determined by the character of the social institutions and by the values of the culture. In the United States or in any other democratic society, the purposes of education are multiple and complex. The schools, traditionally overconservative in their ways, must cultivate the capacity to change when the conditions of society call for something different or when educational research and technology demand the use of new methods".

"The elementary function of education is the perpetuation of the culture. Education is an almost instinctive conservative force that secures whatever is of worth in the social structure and in the substance of the culture".

"Our society is marked by scientific intelligence, social conscience, and an acute historical consciousness; it possesses a remarkable capacity for invention and change. Since for us change is inevitable, unless we move forward with resolution our society is in danger of decline. We cannot live simply by the conservation and perpetuation of the past; we must be critical and creative".

"The proper function of the schools is to be chief agents of progress. We depend upon them to stimulate the freshness of ways, attitudes, and ideas which alone can bring vitality and high achievement to a culture. Achieving

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<sup>31</sup> Brumbaugh, Robert B., "Local-Cosmopolitan Orientation and Teacher Attitudes Toward Reorganization", Administrator's Notebook, Vol. Xii, No. 7, March 1964, Midwest Administration Center, Chicago, Illinois.

an effective relationship between the conservative and creative functions is a difficult and unceasing task. Out of the dialectic of conservation and creation issue most of the basic tensions that develop between the school and the community"<sup>32</sup>.

These tensions are proving to be a major problem faced by boards of education and professional administrators of the schools. These men must be ready to adopt new ideas; to experiment with newer methods; and to make whatever changes that will help to bring creative programs to the classrooms of the nation.

#### Change and the Schools

A good many people suggest that the United States is in the advanced stages of a revolution in education. To support their case, they point to an accelerated rate of change and consideration of changes in educational practices that have occurred over the past few years. The evidence is convincing. Brickell, after taking an inventory of instructional innovations in New York schools, indicated that the rate of introduction of such innovations "more than doubled within 15 months after the launching of Sputnik I in October, 1957"<sup>33</sup>.

Miles presents the following as evidence that great and rapid changes are taking place in the classrooms:

"The large-scale resurgence of academic concern with school subject matter signaled by the National Academy of Sciences' Woods Hole Conference has generated a rapidly accelerating number of curriculum studies, largely developed along the lines of the Physical Science Study Committee

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<sup>32</sup> McMurrin, Sterling, "What Tasks for the Schools?", Saturday Review, January 14, 1967, p. 40.

<sup>33</sup> Brickell, Henry M., Organizing New York State for Educational Change, Albany, New York: State Department of Education, 1961.

report. A recent review lists ten projects in science, eleven in mathematics, one in English, two in foreign languages and four in social studies"<sup>34</sup>.

All of this emphasis on change in schools creates an excellent opportunity for the study of educational innovations. In a sense, the opportunity exists because the large number of current innovations offers a greater choice for study than previously was possible. It is also possible to make some comparison of innovations to determine their fate. An innovation has a life cycle, and a natural history. It has its invention, development, promotion, adoption, diffusion, and demise along with concomitant problems<sup>35</sup>. It is assumed that the rate of acceptance of a new practice or idea by individuals or by adopting units depends on (1) the characteristics of the unit (individual or group), (2) the way the adopting unit is joined to communication channels and sources of information, and (3) the position the adopting unit holds in the social structure of like units<sup>36</sup>.

Paul Mort's concept of adaptability was the definitive work on adoption of innovative practices until Carlson's study of characteristics of innovators. Adaptability to Mort meant innovative. He defines adaptability as the ability of a school to take on new practices and to discard outmoded ones<sup>37</sup>. Since the 1930's Mort and his students have completed over 200 studies of the adaptability of public schools. The

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<sup>34</sup> Miles, Matthew B., (ed) Innovation in Education, New York, Bureau of Publications, Teachers College, Columbia University, 1964, p. 3.

<sup>35</sup> Ross, Donald H. (ed), Administration for Adaptability, New York, Metropolitan School Study Council, 1958, p. xi.

<sup>36</sup> Carlson, op. cit., p. 10-11.

<sup>37</sup> Ross, op. cit., p. xi.

Most studies seem to have contributed greatly to the diffusion of ideas and the Carlson study concentrates upon the adoption of educational innovations.

Carlson states that "though it is true that a school system as a whole accepts or rejects innovations, the school superintendent is at the focal point in the decision process regarding educational innovations"<sup>38</sup>.

There is little need for school men to ask if the public will accept innovative practices in the schools. The public will soon demand them if a recent poll by George Gallup is any indication. A report of this poll is given in the August issue of The Nation's Schools. The poll showed that both the content of education and the teaching methods would be changed if the public has its way. If the ideas supported by the parents were widely adopted, part of the school day would be devoted to teaching students how to study, to organize their work, and to think. Team teaching would be utilized too. Children in the upper grades would spend nearly half their time in independent study. Teaching machines would be used for courses requiring much drill work. New schools would be designed to make use of more individualized instruction. The public also rated goals that should be given priority by the schools: honesty, respect for law and authority, ability to deal with everyday problems, and self discipline were given highest priority by the parents<sup>39</sup>.

The public appears ready to accept a rapid departure from estab-

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<sup>38</sup>Carlson, op. cit., p. 11.

<sup>39</sup>The Nation's Schools, August 1966, Vol. 78, No. 2, p. 16.

lished practices in the public schools. The Gallup Poll, cited above, indicated that the general public is ready for innovation on a massive scale. Dykes indicates that boards must not delay this change in attitudes:

"If local school boards are to rise to the challenge before them, important changes must be made in their traditional modes of operation. Among these are an increasing use of professional competence, more valid identification of a board's proper role, greater autonomy for school superintendents, more democratic decision-making processes, and elimination of the provincialism and the traditionalism which characterize education in many communities"<sup>40</sup>.

The individual members of the boards of education represent a very minor fraction of the population of the United States. The Saturday Review numbers school board members at 11,214 in 1967<sup>41</sup>. It would appear that the attitudes of members of boards of education may be more easily altered than the attitudes of the general population.

James E. Allen maintains that it is the responsibility of a school board member to "see that his schools are equal to a changing world--to make certain that necessary adaptations, improvements, flexibility occur here and now in the schools which are his trust"<sup>42</sup>. The public will soon begin to pressure schools into changing. If school boards and administrators are not to be by-passed, they must fashion the changes that will occur. Van Dalen explains this rapid-change attitude on the part of the public:

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<sup>40</sup>Dykes, Archie R., School Board and Superintendent: Their Effective Working Relationships, The Interstate Printers and Publishers, Danville, Illinois, 1965, p. 235.

<sup>41</sup>The Saturday Review, October 21, 1967, p. 67.

<sup>42</sup>Allen, James E. Jr., Vital Issues in American Education, Bantam Books, New York, 1964, pp. 93-94.



"In some eras social patterns shift slowly, almost imperceptibly, and education solves the problems that arise in a rather leisurely fashion. Today we are caught in a profound convulsion! Because of international tensions, the knowledge explosion, and the automation revolution, powerful pressures for change are building up in our nation"<sup>43</sup>.

Change is simply another in a long line of problems facing the schools, our society, and those who are in decision-making positions within the school and in the society. Stumpf says that change is "...nature's rule in education and in administration as elsewhere"<sup>44</sup>.

Stumpf says further:

"The world, and some administrators, look with awe on change and innovation because these cause people to think, and men seem to fear thought. It also causes unrest in those who are certain about so much that is not true. Thought breeds questions which do not have easy answers"<sup>45</sup>.

There seems to be little doubt that innovative practices are present. The schools seem hesitant to change and to adopt these practices. The rate of production of knowledge that confronts the educational world can hardly be argued. The school has a corresponding responsibility to help the student to process this expanding knowledge. The tasks of the school, if the school does not change with the times, will be extremely difficult if not impossible. Change for change sake is not necessarily progress. The conservation of a practice simply because it works is not progress either.

There are some who believe that school boards, and even superinten-

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<sup>43</sup>Van Dalen, D. B., "How to Facilitate Change", American School Board Journal, Vol. 149, No. 5, November 1964, p. 7.

<sup>44</sup>Stumpf, W. A., "The New World of Educational Administration", American School Board Journal, Vol. 149, No. 5, Nov. 1964, p. 7.

<sup>45</sup>Stumpf, *ibid.*

dents of schools, are out-dated<sup>46</sup>. Others warn of trouble between school boards and superintendents in promoting change within the school system<sup>47</sup>. The necessity for unity instead of division seems apparent at this time.

The implementation of innovative practices in some of our schools today is creating some problems that cry for solution. Society has become impatient to get things done and is in need of leadership that is competent and imaginative in the solution of these problems. It appears that the public is hesitant to wait for plodding administrators and board members. The public is quick to complain of inadequacies of leadership in schools, little realizing that the present turmoil occasioned by the revolutionary changes has moved more rapidly than the ability to adjust on the part of the schools.

Hull says that the superintendents have "had their day, but it isn't today--they have become scapegoats in situations they can't control"<sup>48</sup>. Sometimes it appears that local mores, tax problems, and lack of fiscal independence may be responsible for the problems of the superintendent and the boards of education.

There are extenuating circumstances other than those listed above that could cause boards of education to regard their contribution too lightly. A wide variety of national constraints exists--from national

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<sup>46</sup>Campbell, Ronald, "Is the School Superintendent Obsolete?", Phi Delta Kappan, October, 1966, pp. 50-57.

<sup>47</sup>Hull, J. H. "Are Superintendents Heading for Trouble?", The Nation's Schools, October, 1966, pp. 120-122.

<sup>48</sup>Hull, op. cit., p. 122.

examination systems and nationally marketed books and equivalent to a nationally mobile population, both student and teacher. There is also doubt whether local boards do in fact exert local policy. The superintendent may well be the main source of influence on all but major matters. Kerr offers evidence to substantiate his statement that the board may only legitimate action already taken by the superintendent<sup>49</sup>.

There appears to be some essence to the thesis that serious innovation in school systems comes about only when outside funds and facilities have become a part of the life of the organization<sup>50</sup>. While either internal or external forces or both together can effect change in a social system, the usual congruence of member attitudes with the traditional ways of operating means that most change is initiated by outside impact rather than internal dissatisfaction<sup>51</sup>.

What seems to be inertia to remain at rest may be what Lewin has called a "quasi-stationary equilibrium" in which forces for and against a specific change are fairly evenly balanced<sup>52</sup>. Change can be brought about either by increasing the forces favoring change or by decreasing the resistance to change. School board members, superintendents, teachers, parents, and pupils might welcome change. They may not express the

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<sup>49</sup>Kerr, Norman, D., "The School Board as an Agency of Legitimation", Sociology of Education, Vol. 38, Fall 1964-65, p. 34.

<sup>50</sup>Watson, Goodwin, (Ed), Change in School Systems, Washington: National Training Laboratories, 1967, p. 19.

<sup>51</sup>Watson, op. cit., p. 108.

<sup>52</sup>Lewin, Kurt, Field Theory in Social Science, New York: Harper and Row, 1951.

desires for change, fearing criticisms, reprisal, or loss of position by their frank presentation of dissatisfaction. They may suppose that their suggestions will be interpreted as "rocking the boat" and thus refrain from making suggestions.

The necessity to understand change is imperative to the perceptive leader of the school systems of the nation. The people charged with the responsibility of directing the school should be able and willing to perfect a working relationship so that this new series of problems may be successfully solved. The relationship that exists between the school boards and the superintendents will largely determine the extent and the nature of change within the school system. The necessity of the board of education to permit experimentation and innovation in the schools does not preclude the statement that the superintendent is the focal point of change as discussed by Carlson. The board of education, in whose hands fiscal affairs of the school reside, must be willing for the superintendent to become a change agent. Without money, little if any change will occur. One of the findings of the Mort studies was that the amount of money available largely determines the extent of change and innovation in the public schools in this nation. The hand that holds the purse controls the activities of the school.

#### School Board-Superintendent Relationships

"The power to modify the school program from one community to another is demanded by the very nature of school administration. The board must do many things for which the law makes no specific provision, in order to serve the community more effectively".

"Beyond the area of legislative mandate to boards of education, which says what the schools must do, and the area of legislative consent, which says what the schools may do, there is a third area--of implied power, that type of duty or

power which may reasonably be inferred from the general powers given to school boards to operate the schools".

"It is in this area that school boards and superintendents operate in tailoring the school program for a specific community. Unless the superintendent of schools is really on his toes, the school board may be completely ignorant of many of the opportunities and responsibilities which it has in this tailoring process"<sup>53</sup>.

This statement by the American Association of School Administrators describes a working relationship for boards of education to the schools and helps to define the area within which boards and superintendents do their jobs. The relationship that exists between the school board and the chief administrative officer is one of greatest importance to the school. If a divergence of opinion or of attitudes causes a poor relationship to exist, the school and its program is likely to suffer damage. If a congruence of attitudes between the school board and the superintendent is evident, then a more wholesome relationship is likely to encourage a more workable environment.

The way in which each board member views his job and the role that he expects of the administrator will affect the relationship between him and the superintendent. Abbott, writing of values and value perception, states:

"In defining their relationships with the superintendent, board members are influenced by the cultural values they hold--when various board members hold conflicting values it is probable that they also will hold conflicting expectations for the role of the administrator"<sup>54</sup>.

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<sup>53</sup>American Association of School Administrators, 1956, School Board-Superintendent Relationships, Washington, D.C., p. 153.

<sup>54</sup>Abbott, Max G., "Values and Value Perceptions in Superintendent-Board Relationships", Administrator's Notebook, Vol. IX, No. 4 (December 1960).

The differences in the values and attitudes of the individual school board members will cause problems to arise that are difficult to resolve. Combined effort is possible when there is a congruence of values and beliefs. This should aid the school boards and school administrators in their joint efforts. The purposeful relationship is dependent upon agreement between the school board and the superintendent. When school boards and superintendents are involved in making choices, selecting materials, and deciding issues the value differences that they have may become of utmost importance. Out of this value difference situation comes controversy and conflict which will likely affect the progress of a school system.

The work of Gross indicates that differences between the values and beliefs of school board members and superintendents warrant concern of all interested in the progress of education. The following statement illustrates:

"Nearly one-third of the school board members told us that they sought election to the school board because they disapproved of the way the schools were being run or did not like the way their children were being educated. Furthermore, superintendents believed two of the major obstacles blocking their effective performance were the traditionalism and provincialism of their communities and the behavior of school board members"<sup>55</sup>.

The school board member frequently finds himself in difficulty while attempting to develop educational policy for the school. He represents the community and is probably aligned with the influential persons and groups within the community. The nature of his decisions will affect the welfare of the people with whom he associates. When the de-

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<sup>55</sup> Gross, op. cit., p. 113.

mands of the local community are not in harmony with those of the entire country, he must decide whether he will maintain a local or a national outlook upon the school's problems.

Closely related to the change needed in the outlook of members of boards of education is the need for change in the traditional thinking of the superintendent. That there is a need for improved educational leadership can hardly be denied. The superintendent of schools will not be able to furnish this improved leadership unless he understands the attitudes, values, and role concepts of his board. Improved methods of operation of school board decision-making necessitates a more competent type of educational leadership from the superintendent.

Harold Howe illustrates this need for more clearly defined roles for the schools' leaders:

"At the time when innovations and increased specialization make education more complex, nothing is more important to its healthy growth than simple and direct communication from the professionals leading it to the laymen responsible for it"<sup>56</sup>.

Dykes talks of the decisions made by school boards and how the local decisions may affect the community:

"Undoubtedly, the major deficiency of local control, as expressed through local school boards and school superintendents, is the provincialism which often characterizes decisions and actions at the local level. Two of the most important characteristics of American society are mobility and interdependence. Because of the universality of these characteristics, decisions of local boards and local superintendents take on new significance"<sup>57</sup>.

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<sup>56</sup> Howe, Harold II, "Should Educators or Boards Control Our Public Schools?", The Nation's Schools, Vol. 78, No. 6, December, 1966, p. 31.

<sup>57</sup> Dykes, op. cit., pp. 229-230.

Myron Lieberman extends these remarks on mobility and interdependence:

"...Mobility and interdependence have completely undermined the notion that local communities ought to have a free hand in educating their children. Local control is a major cause of the dull parochialism and attenuated totalitarianism that is characteristic of public education in operation"<sup>58</sup>.

Dykes asks a number of rather penetrating questions about the operations of school boards and superintendents and the failure to clearly define the roles and to clarify the relationships. This failure could lead to great and continuing problems for the public schools:

"The issue is squarely before the local school boards. Can they eliminate the traditionalism and provincialism which are slowly strangling public education in many communities? Can they provide the atmosphere of freedom which education in a democracy requires? Can they look beyond the boundaries of their local communities and perceive the nature of problems--state, regional, and national in scope--for which education must prepare youngsters? If they cannot or will not, they are hastening their own demise. At a time when the welfare of one citizen is directly related to the welfare of all his fellow citizens, the American people will not tolerate obstacles which stand in the way of quality education for all"<sup>59</sup>.

These questions pose problems for which there are no ready answers. The answers to these questions are needed in developing new programs for the schools. The failure of boards of education and superintendents to find and utilize workable relationships in the solution of these problems is likely to cause the governance of these to pass to the next higher level of government.

If control of education passes to the state rather than local

<sup>58</sup> Lieberman, Myron, The Future of Public Education, Chicago: The University of Chicago Press, 1960, p. 34.

<sup>59</sup> Dykes, op. cit., pp. 232-233.



boards of education, then a different set of problems will no doubt come into existence. The local school board may be a disappearing agency from the educational scene. Dykes sumes up the challenge:

"The challenge is plainly before the local school boards and superintendents. They must continue to improve their operational procedures and the quality of their leadership while relating themselves to the crucial issues of a complex, rapidly changing society"<sup>60</sup>.

Evidence given in the literature indicates that attitudes can be measured. The literature projects the thesis that attitudes affect the decision-making of people. There is evidence that conservative people seek membership on boards of education. The possibility that a relationship may exist between attitudes of school board members and the adoption of innovative programs into the school systems has not been discussed in the literature.

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<sup>60</sup>Dykes, op. cit., p. 235.

## CHAPTER III

### DESIGN AND METHODOLOGY

#### Scope of the Study

This study was designed to examine the relationships between the attitudes held by school board members and superintendents of schools and the programs that were initiated under provisions of Title I of the Elementary and Secondary Education Act of 1965. The relationship will be studied to determine if there is a significant difference between the types of programs in those schools having board members and superintendents who are liberal and those where the superintendents and the board members are conservative. The attitudes of these board members and superintendents were measured by the Florida Scale of Civic Beliefs.

One hundred medium-size schools in Oklahoma were selected. These were schools having 25-50 teachers inclusive during 1965-66. The study has been limited to these 100 Oklahoma schools. A list of the schools in this category may be found in the Appendix. These 100 schools are representative of most sections of the state and of many socio-economic conditions existing in nearly all areas of the state. The schools range from rural to urban, from the Panhandle to the extreme Southeast, from North to South, and from Northeast to the Southwest. No attempt has been made to distinguish differences because of geographic, socio-economic, rural-urban, or agricultural-industrial orientation. No inference is made in this study to account for differences that may exist

due to the orientations listed above. The programs and the attitudes of the decision-makers are the focus of the study.

The first, second, and third mailings brought replies from 249 school board members and from 58 superintendents from a total of 92 schools. There were four schools from which no reply was received and four schools that returned all the packet unanswered or unopened.

Though the total percentage reply, from all schools, was 92 per cent of those polled, only 34 schools and 34 programs could be used in the analysis because of the limiting design of the study. These 34 schools are those from which three or more board members replied and from which the reply from the superintendent was also received. This condition of control permitted the classification of school boards into liberal or conservative categories and also permitted the classification of school board members as individuals, and superintendents, according to their individual attitudes as measured by the Florida Scale of Civic Beliefs.

The entire return was used in computing the means for each item on the 60 item scale. The 249 school board members' scores and the 58 superintendents' scores helped to determine the mean scores. The Florida Scale of Civic Beliefs with the mean scores for the Oklahoma and the Florida respondents is shown later in this chapter. The Oklahoma respondents were generally more conservative than the Florida respondents.

The scope of any study should be broad enough to permit the researcher to gather sufficient data to bring new information to the field. It should also be limited enough to permit reasonable assumptions to be made from which a rationale can be developed.

### Theoretical Background

Daniel E. Griffiths defines theory as: "A set of assumptions from which a set of empirical laws (principles) may be developed"<sup>1</sup>. A number of assumptions have been made in this study. They are not for the purpose of developing theory but to help isolate some hypotheses for testing. Among these assumptions are:

1. The political, economic, and social attitudes of school board members will affect the adoption of innovative programs in a school system.
2. The political, economic and social attitudes of a school superintendent will affect the adoption of innovative programs in a school system.
3. The adoption of innovative programs will be influenced by the attitudes held by the school board members and the superintendents.
4. The amount of money available in a school district will affect the adopting of innovative practices in that school district.
5. The attitudes of school board members may be evaluated sufficiently to permit classification on a liberal-conservative continuum.
6. The attitudes of school superintendents may be measured sufficiently to permit classification on a liberal-conservative continuum.
7. The programs initiated under provisions of Title I of the Elementary and Secondary Education Act of 1965 may be evaluated with sufficient reliability to permit classification on an innovative and non-innovative basis.

The assumptions stated were used as a basis for drawing hypotheses to be tested for significant differences.

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<sup>1</sup>Griffiths, Daniel E., Administrative Theory, Appleton-Century-Crofts, Inc., New York: 1959, p. 28.

### Hypotheses

1. The number of conservative school board members will be significantly greater than the number of liberal school board members.
2. The number of conservative school boards will be significantly greater than the number of liberal school boards.
3. The number of liberal school superintendents will be significantly greater than the number of conservative school superintendents.
4. Significantly more innovative programs will be initiated in school systems with liberal school boards than in those school systems having conservative school boards.
5. Significantly more innovative programs will be adopted by school systems with liberal school superintendents than in those school systems having conservative school superintendents.

The hypotheses are consistent with the assumptions. They are stated in the directed form. The use of the directed form of the hypotheses increases the power of a test. The power of a test is defined as the probability of rejecting a null hypothesis when it is in fact false.<sup>2</sup> It is also possible to reduce error by using the one-tailed test table to determine differences. The hypotheses which were tested, and for which a Chi Square value was computed are shown in the following tables. The table from which values of Chi Square were read may be examined in Table C of Siegel<sup>3</sup>.

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<sup>2</sup>Siegel, Sidney, Nonparametric Statistics, McGraw-Hill, New York, 1956, p. 11.

<sup>3</sup>Ibid, p. 249

### Procedure in Gathering Data

The procedure used in gathering data for the study was a simple mailing of materials to the 100 selected school systems. The first packets were mailed prior to the March 1967 meeting of the boards of education. Included in the packet was a letter to the superintendent, six copies of the Florida Scale of Civic Beliefs, a survey form for the superintendent and a survey form for each of the five members of the board of education. The packet also included six self-addressed, stamped, envelopes for ease of returning the completed forms.

The 60 item scale has a five choice response ranging from strongly disagree, disagree, neither agree nor disagree, agree, and strongly agree. The respondent was asked to circle the symbol that most nearly indicated his attitude on the item. A thoughtful response to the Florida Scale of Civic Beliefs was made by the members of the Newkirk, Oklahoma, board in 30-45 minutes. This pilot group, the Newkirk board, indicated that the choices of responses adequately covered their attitudes on the items to be scored.

A postal card was mailed to the superintendent of each of the schools at the end of a two week period. This was done to ask him to encourage the members of his board to make a reply to the study. A request was also made of the superintendent to send his reply if this had not been completed. After three weeks, those schools from which replies had not been received were mailed second copies of the packets, all materials included, and again a request for reply to the study was made. Schools from which three or more replies from school board members and the superintendent were received were not contacted further. Schools

from which replies from three or more school board members were received were mailed a second request postal card to the superintendent to respond to the study. Telephone calls were made to selected school superintendents to ask for their response to the study. This effort was the final attempt to bring replies from each section of the state.

The letter to the superintendents, the information survey form for the respondents, and other forms are found in the Appendix.

### ~~Instrumentation~~

The Florida Scale of Civic Beliefs was developed by Kimbrough and associates at the University of Florida during the school year 1961-62. This scale was a development of one used by McCloskey and another used by Campbell and his associates<sup>4</sup>. (McCloskey was interested in knowing if the knowledge of certain attitudes of an individual would enable him to predict that individual's position on other beliefs. He studied the relationship between a man's belief and his attitudes about education, intelligence, and personality variables and how these may affect his value system in politics<sup>5</sup>. McCloskey was positive that the scale could separate individual's attitudes into discrete categories<sup>6</sup>.

Kimbrough and his associates were interested in knowing whether a consistency existed in a person's liberal-conservative attitudes and his

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<sup>4</sup>Campbell, Roald F. and Gregg, Russell T., Administrative Behavior in Education, New York, Harper and Brothers, 1957, p. 244.

<sup>5</sup>McClosky, Herbert, "Conservatism and Personality", American Political Science Review, III, March 1958, pp. 27-45.

<sup>6</sup>Ibid.

outlook on foreign affairs, economics, public finance, the functions of government, and of the nature of man and society<sup>7</sup>. The conclusions drawn in this study indicate a definite positive relationship. The categorization of people into discrete categories was possible according to Kimbrough's study<sup>8</sup>.

The Florida Scale of Civic Beliefs began as a scale of 121 items which was later shortened to 80 items by Kimbrough. Items were ranked and item-test correlations done for the top and bottom 27 percent of papers for both liberal and conservative scoring. The scale was shortened from the 121 items to an 80 item scale in this manner. The 80 item scale was administered to 185 subjects. Again, item-test correlations were made. Odd-even scores were determined and a split-half reliability was then calculated. The whole-test reliability was computed at .934<sup>9</sup>.

With the aid of the IBM 709 computer, factor analysis was made to investigate additional information on possible dimensions that may have been involved. The final 60 item form was then developed from this analysis. Kimbrough admits that there may be some weaknesses in the final form:

"Some of the items may differentiate more effectively in the South than they would in other regions. The instrument would probably not be very effective with persons who have less than a high school education. Forms need to be developed for various groups"<sup>9</sup>.

It appears that the scale can be useful in a number of ways in educational research. It should be helpful in charting similarities and

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<sup>7</sup>Kimrough, Ralph B., "Informal County Leadership Structure and Controls Affecting Education Policy Decision-Making", Office of Education, Washington, D.C., 1964, p. 172.

<sup>8</sup>Ibid.

<sup>9</sup>Kimrough, p. 180.



differences in liberal-conservative groups of decision-makers in public schools. It was used by Meredith for this purpose in 1963. He found differences between the liberal-conservative attitudes of school boards in low support counties and those in high support counties in Florida. The lower support counties had a majority of conservatives in the group of decision-makers, while liberals were in the majority of those decision-makers in the high support counties<sup>10</sup>.

The scale should be helpful to those who attempt to alter the program of activities of the public schools. If the findings of Meredith and others are valid, then those who are liberal should permit greater experimentation than those who are conservative.

The full text of the scale is printed on the following pages, with the mean scores for each item. These scores were computed from the total number of replies. The scores for the 370 respondents in the Florida study are shown along with the scores of the 307 Oklahoma respondents. The Florida study was not limited to school boards and to superintendents. It included decision-makers from business, government, and civic groups.

Scoring the Florida Scale of Civic Beliefs derives a total from 60-300. Item means are based on a score of 5 for each item marked Strongly Agree; 4 for each Agree; 3 for each Neither agree nor disagree; 2 for each Disagree; and 1 for each item marked Strongly Disagree. The classification of Liberal or Conservative depends upon a different

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<sup>10</sup>Meredith, William V., Jr., "A Comparison of Measurements of Liberal and Conservative Sociometric Values of Influentials and Residents of Two Selected Florida Counties", (unpub. Doctoral dissertation, Univ. of Florida, 1963).

method of scoring. There are 18 Liberal and 42 Conservative items in the Florida Scale of Civic Beliefs. A score of 60-180 will classify a person as a Conservative. Scores from 180-300 places him in the Liberal category. The conservative items are scored in reverse order from the liberal items. Each liberal item scores a 5 for Strongly Agree; 4 for Agree; 3 for Neither; 2 for Disagree; and 1 for Strongly Disagree. The Conservative items are scored as 1 for Strongly Agree; 2 for Agree; 3 for Neither; 4 for Disagree; and 5 for Strongly Disagree.

The 18 liberal items are numbers: 2, 4, 5, 11, 15, 17, 21, 23, 29, 30, 35, 37, 42, 43, 47, 50, 55, and 58. All the others are conservative items.

#### The Florida Scale of Civic Beliefs

Following are some statements with which you may agree or disagree. Circle the symbol which best represents your position on each statement as follows:

SA-----Strongly Agree  
 A-----Agree  
 N-----Neither Agree Nor Disagree  
 D-----Disagree  
 SD-----Strongly Disagree

(Note: Each of the 60 items are preceded by the same symbols. These symbols have been deleted here to permit the mean scores of the Oklahoma respondents and of the Florida respondents to be shown.)

#### Mean Scores:

Florida	Oklahoma	
3.18	3.12	1. Socialized medicine will ruin medical standards and fill our nation with people having imaginary ailments.
3.83	3.71	2. The idea of equality should not be restricted to political equality.

## Mean Scores:

Florida	Oklahoma	
3.45	3.40	3. Centralization of government tends to destroy the rights of the individuals.
3.18	3.15	4. History shows that economic and social planning by government does not necessarily lead to dictatorships.
3.22	3.12	5. Federal participation in local affairs can exist without undesirable federal control.
2.77	2.57	6. Moderates who preach appeasement by urging us to give up our fight against centralized government and liberal constitutional interpretation, do so mostly for their personal political gain.
3.05	2.95	7. What a state does with its schools should be its business, not the Supreme Court's.
2.96	2.91	8. The most serious political issue of our day is the encroachment of the federal government upon states' rights.
3.48	3.41	9. <sup>conservative</sup> Local government is grass-roots democracy at work and represents the voice of the people better than centralized government.
2.55	2.50	10. The federal government taxes the states and then sends this money back, minus what is wasted in Washington.
3.21	3.16	11. The federal government is often more representative of the people than some state governments.
3.45	3.37	12. Free enterprise, with an absolute minimum of governmental control, is the best way to assure full productivity in our country.
3.13	3.01	13. Private enterprise is the only really workable system in the modern world for satisfying our economic wants.
2.60	2.62	14. When individual producers and consumers are left free to follow their own self interest, natural economic laws operate to produce the greatest public good.
2.93	3.01	15. The growth of our economy depends upon an

## Mean Scores:

Florida    Oklahoma

			increase in the activities of government to satisfy human wants as well as an increase in our private economy.
2.83	2.77	16.	The principle of free competition is a natural law which should govern our business system without governmental interference.
3.67	3.71	17.	The growth of large corporations makes government regulation of business necessary.
2.87	2.81	18.	Government regulation of the market should occur only in cases of monopolies such as public utilities.
1.90	1.92	19.	Money taken in by taxes is lost to the economy, since the government is non-productive.
3.49	3.42	20.	We should get back to hard work to cure our country's ills.
2.58	2.61	21.	A growing national debt is nothing to worry about if the national income is growing at the same rate.
2.99	2.91	22.	The price of aid to education, from a larger unit of government to a smaller one, is that the smaller one must do what it is told.
3.23	3.14	23.	Income taxes are more equitable than sales taxes.
3.02	3.11	24.	To keep taxes from rising is commendable but in reality taxes should be cut. 4c
3.22	3.06	25.	The government is doing things which we simply cannot afford at public expense.
3.42	3.38	26.	Deficit spending is a bad public policy except possibly in time of war.
2.38	2.41	27.	All government spending should be on a pay-as-you-go basis.
2.90	2.83	28.	In ordinary times, public buildings, roads, and other permanent construction are the only things for which the government should borrow money.

## Mean Scores:

Florida	Oklahoma	
3.45	3.41	29. The government should meet the needs of the people, if necessary, through borrowing money or increasing taxes.
2.98	2.92	30. If the country and the state are to make progress we are going to need additional taxes.
3.38	3.41	31. Good financial principles for private enterprise are equally good principles for government.
2.55	2.52	32. Government spending is naturally wasteful.
2.93	2.91	33. We are spending more than the people can really afford to spend for government services.
2.64	2.63	34. The collecting and spending of tax money is most wasteful at the federal level, not so wasteful at the state level, and least wasteful at the local level.
3.31	3.27	34. We could still increase spending for important government services without harming the nation's economy.
3.63	3.54	35. Congress should accept the sensible virtue other businesses and individuals have learned—that of living within one's means.
3.20	3.17	37. Our government can and should do more to promote the general welfare.
3.50	3.46	38. Private enterprise could do better many of the things that government is now doing.
3.12	3.17	39. The best governed is the least governed.
2.56	2.59	40. It is more important to teach Americanism than to teach democracy in our public schools.
2.35	2.33	41. Charitable services for those in need should be left to voluntary groups.
3.80	3.78	42. Government in the United States is not the enemy of business.
2.86	2.87	43. Increased government services in the social welfare programs may increase an individual's freedom.

## Mean Scores:

Florida	Oklahoma	
2.39	2.34	44. Legislative reapportionment is undesirable because city residents do not understand rural and small town problems.
3.22	3.16	45. The Supreme Court has assumed powers not given to it by law or by custom.
2.95	2.93	46. Federal aid to schools, aid to the aged through social security, more stringent civil rights laws, and laws of like nature, are dangerously parallel to methods used in socialistic countries.
2.80	2.79	47. The government should increase its activity in matters of health, retirement, wages, and old-age benefits.
2.50	2.52	48. Some races are by nature inferior mentally, emotionally, and physically.
3.27	3.24	49. If one has enough ambition and is willing to work hard, nothing but extremely bad luck can stop him.
3.43	3.46	50. Unless we change social conditions, many children of minority groups will be unable to realize their full potentialities.
3.42	3.47	51. The Monroe Doctrine should be revitalized and maintained by the Armed Forces of the United States.
2.89	2.92	52. The United Nations has become an international debating society paid for by the United States.
3.30	3.31	53. Our foreign policy has been motivated too long by a spirit of do-goodism.
2.62	2.58	54. People of most underdeveloped countries are by nature incapable of self-government.
2.85	2.81	55. We could recognize nations such as Red China without implying that we approve of their forms of government.
3.81	3.77	56. Production is greatest in an economic system based upon competition and some pressure.

## Mean Scores:

Florida	Oklahoma	
2.23	2.19	57. If everyone would "take care of number one", there would be little need for such things as social security, health services, and other social welfare measures.
4.19	4.06	58. Government has a responsibility for protecting not only property rights, but human rights as well.
2.56	2.61	59. Providence is the proper source for social change.
3.51	3.54	60. This country was made great by persons who were willing to pull themselves up by their bootstraps <sup>11</sup> .

## The Research Design

The design of a study serves to provide for the collection of evidence so that inferences of relationships between factors can be drawn as accurately as possible. The single cell, "after only" design is the one that generally represents the design used in school surveys, many research studies, assessment studies, status studies, and case studies<sup>12</sup>. Treatment of data for this design is usually descriptive of what actually exists at the time the study was conducted.

Once adequate data about a group being studied have been gathered, one can relate various characteristics to gain some additional information that would not have been apparent otherwise.

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<sup>11</sup>Kimbrough, op. cit., pp. 186-189.

<sup>12</sup>Barnes, Fred P., Research for the Practitioner in Education, D.E.S.P., National Education Association, Washington, D.C., 1964, p. 65.

The questionnaire and the instrument used in this study were designed to provide information that would help to isolate certain characteristics of school board members and school superintendents. These characteristics could then be used to provide additional information about the relationship of these characteristics and the adoption of innovative programs in the schools under the direction and supervision of the direction and supervision of the school boards and superintendents.

After the data have been gathered, they must be subjected to a test to determine the significance of any differences that may be evident from the analysis of the data. Chi Square is a test of the significance of differences--in this study, the differences between categories of programs and attitudes. The one-sample Chi Square test is a test that is useful when a researcher is interested in a number of subjects in a single sample which fall into various categories or classes. The number of categories may be two or more<sup>13</sup>.

#### Clarification of Terms

The terms "school board" and "board of education" have been used interchangeably for they are synonymous. The use of one term instead of another helps the reader to grasp the material more easily. The use of the term "school board" more easily shows possession than the term "board of education". There is a possibility of confusion when the plural forms of the terms are used.

The term "liberal" and that of "conservative" have been operationally defined in Chapter I. The definitions are made according to the

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<sup>13</sup>Siegel, op. cit., p. 43.



scores of a respondent to the Florida Scale of Civic Beliefs. One whose score exceeds 180 is classified as "liberal" and one whose score is less than 180 is classified as "conservative". The reason for this definition is to permit classification of a respondent into one or the other category. This definition-classification permits the test of Chi Square to be more useful as a tool of analysis of the data.

The term "innovative" refers to the program that was adopted into the local school system under the provisions of Title I of the Elementary and Secondary Education Act of 1965. Synopses were evaluated by five persons who judged them to be innovative or non-innovative. When three or more of the persons who evaluated the programs declare the program to be "innovative", that program was classified and placed in this category. The term "non-innovative" refers to the programs adopted into the school system. If three or more of the judges placed a program in the non-innovative category, then it was categorized as such for analysis of data.

The term "middle-size" school and the 100 "selected" schools describes a group of schools in Oklahoma. These terms have been used interchangeably. The definition for this group of schools is given in Chapter I. A list of these schools is presented in the Appendix.

## CHAPTER IV

### ANALYSIS OF DATA

The selection of an instrument to gather data and of a test to analyze data is of utmost importance to the researcher. The instrument must be capable of making data available so that the proper analyzing tool may be utilized. The interpretation of the results then remains as the chief task to explain the data, both statistically and verbally. This decision is reached after others have been made. The method of data collection; the nature and the level of measurement of data; and the probability level have to be decided before the proper selection of an analytical tool.

There are times when a researcher is interested in the number of subjects, objects, or responses which fall into various categories. People may be categorized according to their responses to the items on a scale, according to the methods employed in reaching decisions, or any other clear-cut category of human activity. The number of categories may be two or more. The level of measurement must be high enough to permit categorization into discrete categories. The level of probability should be set so that the researcher may reach decisions about the acceptance or rejection of his hypothesis.

Siegel reports on the uses of Chi Square as a test to determine significant differences between  $k$  independent samples:

"When frequencies in discrete categories (either nominal or ordinal) constitute the data of research, the Chi Square test may be used to determine the significance of the differences among k independent groups"<sup>1</sup>.

The Chi Square test may be applied to these data for it permits grouping into discrete categories according to the scores on the Florida Scale of Civic Beliefs and according to the ratings given by the readers of the described programs initiated into the schools in the study. This test is one of significant differences that may exist between categories. When Chi Square is applied to data to determine if the number of responses observed differ in a significant manner from the number of responses one would expect, then hypotheses may be tested for significant differences.

The data gathered in this study permit the categorizing of school board members, school boards, and superintendents. The programs are categorized as innovative and non-innovative. The school boards, school board members, and superintendents were grouped according to scores derived from their responses to items on the Florida Scale of Civic Beliefs. The responses are scored and a total score then places the respondent into one of the categories, liberal or conservative. A score below 180 places a respondent in the conservative category and a score above 180 places him in the liberal category.

A school board score was derived by taking the average score for all respondents from the same school board, and using this average to categorize the school board for that school. When grouping into categories had been accomplished, then hypotheses could be tested for signi-

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<sup>1</sup>Siegel, op. cit., p. 175.

ficant differences by computing a Chi Square value from the observed and the expected frequencies.

The classifications "innovative" and "non-innovative" were made of programs that were adopted into the school systems in this study. These were the 100 school systems in Oklahoma having 25-50 teachers inclusive during the school year 1965-66. The programs were those that were adopted by the school system under provisions of the Elementary and Secondary Education Act of 1965. The classifications innovative and non-innovative are obtained from ratings by 5 persons who were given synopses of the programs and asked to rate them. When a program was rated innovative by 3 or more of the readers, then it was placed in the innovative category. If a program was rated as non-innovative by three or more readers, it was classified as non-innovative. ✓

Dr. James Griffis, Professor of Education, Panhandle State College at Goodwell, Oklahoma, was selected as an evaluator because of his knowledge of elementary education and because of his willingness to aid in the study. Dr. Tom Palmer, Superintendent of Schools, Sapulpa, Oklahoma, and Dr. George Rowley, Superintendent of Schools, Blackwell, Oklahoma, were two experienced school administrators who were not among the superintendents of the middle-size schools in the study. Their expertise in school administration, their knowledge of Title I programs throughout the state, and their recent training in school research was meaningful in making their evaluations valid and effective. The Title I area administrator in which the school was located was a fourth evaluator. His knowledge of the program, his visits to the school, and his approval of the plan of operation for the program made his evaluations most beneficial in properly categorizing the programs. The superinten-

dent of the school in which the program was adopted was the fifth evaluator. His description of the program, at the time of making reply to the study, helped in the writing of the synopsis that was submitted to the evaluators. Mr. Jack Taylor, State Director of Title I, of the State Department of Education was most helpful in making useful contributions and in helping to gather the information about the programs.

The level of probability selected for testing each of the hypotheses was set at the .05 level. Garrett states that one may "...safely discard a null hypothesis whenever the probability is .05 or less"<sup>2</sup>. The researcher was not as concerned with discarding a hypothesis as he was in not drawing any inferences from phenomena which could have occurred by chance.

The 100 selected school systems in Oklahoma were those of medium size, employing 25-50 teachers inclusive during the school year 1965-66. Six hundred copies of the Florida Scale of Civic Beliefs were mailed and a total of 307 usable replies were returned. The researcher made many attempts to get responses from all the school board members and school superintendents in the study. A second printing of the survey instrument was necessary so that second mailings of packets could be accomplished. Postal card reminders were sent once to all schools and two times to those schools from which replies had not been received after three weeks. Some of the superintendents were contacted by telephone to encourage their response. There seems to be a substantial number of people in Oklahoma who are suspicious of survey instruments. There are

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<sup>2</sup>Garrett, Henry E., Statistics in Psychology and Education, David McKay Company, New York, 1958, p. 255.

some right-wing groups who seem to resent the word "liberal" whatever its usage. Some remarks of the respondents are given later in this chapter to illustrate this resentment. Apparently there were many who felt too threatened to make a reply to the instrument. Perhaps Kimbrough was correct in his thesis that the instrument may differentiate too much, both in the South and here in the Southwest.

Replies from 249 school board members and from 58 school superintendents were returned. The total return was used to compute the mean score for each item on the 60 item scale. The range of scores for superintendents ranged from 100 to 231 while the range for board members was from a low of 90 to a high of 256. The average score for the 34 superintendents was 182.41 while the average score for all school board members was 162.33. Average scores for the superintendent of 182.41 places the mean for this group into the liberal category. The mean score for the school boards of 162.33 places this in the conservative category. The distances from the dividing point of 180 indicates that the school board members are more conservative than the superintendents are liberal.

Respondents seemed to feel threatened by the wording of the items. Their remarks reveal that they were somewhat irritated by the choice of words on various items. Some of the respondents made additional comment on the instrument or on the form that was used to collect information about the respondent. The nature of some of the statements appear to indicate that some feeling of defensiveness was experienced by the respondent. Perhaps this serves to explain the lowered percentage return. Apprehensiveness causes people to feel uneasy and one way to keep from feeling uneasy is to refuse to respond to the scale.

A number of school board members indicated their resentment to certain of the "questions". The respondent evidently felt that he was being interrogated. The Florida Scale of Civic Beliefs is composed exclusively of declarative sentences; none are interrogative. A few of the respondents indicated that they felt that the researcher was making an attempt to gain information that may be damaging to the country. Some made comparisons to tenets of ultra-conservative groups, some gave an indication that they felt that too much "liberal" philosophy was exhibited.

Following are remarks by the respondents. School board members were the only ones who added comments:

"This group of questions has a resemblance to the doctrines of some ultra-conservative group; and is mis-labeled, 'civic'. This should be civic and political. These questions are too guided in order to produce the desired answers".

"I am a Democrat. Some of these questions are bad".

"Although I feel your questionnaire was somewhat slanted to the right, some of the questions are ambiguous and some of them unanswerable without a more complete definition of terms, I have done my best".

"I love my country and would rather be here under this form of government, as corrupt as it is, than any place in the world".

"We depend too much on government support. Our government should not be a first aid station, but a place of last resort".

"Some (statements) need more explanation and understanding before a good answer can be given".

"You must have looked long and hard to find this 'gaggle' of cliches. Probably anyone who states any opinion on any of them portrays the human weakness of attempting great decisions in a few well-chosen words".

"Social security is not aid. It is bought by the one who receives (it)".

"I strongly disagree with the philosophy of medicare and all other types of 'care'. I have no way of knowing whether the American people will or have had imaginary ailments. I rather think they will simply take advantage of a 'free' service".

"Taxes must be regulated by spending".

"Who knows what 'general welfare' is? If you used my definition, I would strongly agree that the government should get out of the welfare business".

"There is no difference between human and property rights".

"A state or individual can do anything it pleases as long as there is no infringement of other state or individual rights. Your implication sticks out a mile, but I must say that public schools must be just that. They must be controlled at the local level, but must not be operated to the detriment of any of the local citizens' rights. The Supreme Court has a constitutional obligation to act in a case where these rights are threatened. I do disagree with the Court's penchant for going far beyond the question put before it".

"For a school man to leave intelligence out of this question and substitute 'bad luck' for lack of intelligence is puzzling. A man who is ambitious and works hard twelve hours a day producing buggy whips is still a failure".

"I certainly agree that the U.N. is not much and does not live up to prior billing, but the United States does not bear the whole burden of financing the U.N. as you imply".

"I object to your use throughout this questionnaire of the words 'naturally' and 'by nature'. By U.S. standards most, if not all, of the countries of the world outside Europe are underdeveloped. I would agree that some of them are not ready, at this time, for total independence".

Other respondents placed question marks on specific words or phrases. A few respondents added words or phrases to the items, asking for clarification or definition. The majority simply responded to the items on the scale without making any reply or remark.

The classification of programs and the results of the replies to



the scale are exhibited in the following tables. Each table will show the results of the data that will be used to test each of the hypotheses listed in Chapter III. The hypothesis will be stated and the table shown. Analysis will then be given.

### Hypotheses

The first hypothesis to be tested for significant differences is the number of school board members who are liberal and the number that were classified as conservatives. The 116 school board members are from the 34 schools for which full data were available. Of the 116 school board members, 37 were classified as liberal. This represented 31.89% of the total number from the 34 schools. The hypothesis states: The number of conservative school board members will be significantly greater than the number of liberal school board members.

TABLE I  
LIBERAL-CONSERVATIVE ATTITUDES OF SCHOOL BOARD MEMBERS

	School Board Member Attitudes:	
	Liberal:	Conservative:
Observed:	37	79
Expected:	58	58
Chi Square--15.20		N--116
Significant at .05		

The data revealed in the table show that there is a difference between the number of liberal and conservative school board members. The hypothesis can be accepted. The number of school board members whose scores placed them in conservative category differed significantly

from the number of school board members whose scores placed them in the liberal category. The large value of Chi Square denotes a greater difference than the values for the other four hypotheses.

The second hypothesis states: The number of conservative school boards will be significantly greater than the number of liberal school boards. The school boards were categorized as either liberal or conservative according to the scores from the Florida Scale of Civic Beliefs. A school board score is the average of all board members' scores from the same school. In this instance, 34 school boards have been classified and the distribution is shown in Table II.

TABLE II  
LIBERAL-CONSERVATIVE ATTITUDES OF SCHOOL BOARDS

	Attitudes of School Boards:	
	Liberal:	Conservative:
Observed:	6	28
Expected:	17	17
Chi Square--14.22		N--34

Significant at .05

The distribution shows 6 school boards classified as liberal which represents 17.64% of the total number. Twenty-eight were classified as conservative boards. This represents 82.36% of the number of school boards in the study.

The hypothesis must be accepted. There were significantly more conservative school boards than there were liberal school boards in this study. The Chi Square value for the data in Table II is 3.84 at the .05 level of probability with a df of 1. The probability is less than .01

that this difference could have occurred by chance. It may have strengthened the study to have limited the classification to the number of school board members from each school having to constitute a majority before that board would be classified. This would have required three or more board members, from the same board, to be liberal before the board would be classified liberal. If this limitation had been placed in the study, only 3 schools could have been included in the final analysis, for only three schools returned five completed forms from the board members.

That a significant difference exists between the number of conservative school boards and liberal school boards is evident from the table. The hypothesis is accepted as stated.

Hypothesis number three states: The number of liberal school superintendents will be significantly greater than the number of conservative school superintendents. Data to test this hypothesis for significant differences are given in Table III. The responses from the 34 superintendents included in this analysis show 19 to be liberal and 15 to be conservative. The 19 liberal superintendents represented 55.88% of the group in this study.

TABLE III

## LIBERAL-CONSERVATIVE ATTITUDES OF SCHOOL SUPERINTENDENTS

	Superintendent's Attitude	
	Liberal:	Conservative
Observed:	19	15
Expected:	17	17
Chi Square--	.50	N--34
Not Significant at .05		

The third hypothesis is rejected. No significant difference was found between the number of liberal superintendents and the number of conservative superintendents. Superintendents were more liberal than conservative in this study; however, this difference was not significant.

The fourth hypothesis predicts that: Significantly more innovative programs will be initiated in school systems with liberal school boards than in those school systems having conservative school boards. This hypothesis is tested in Table IV. The 19 innovative programs that were adopted under the supervision of conservative school boards constitute 56% of the total number of programs. The 12 programs of a non-innovative nature represent 35% of the programs. Nine percent of the total number of programs were innovative under liberal school boards. Three programs were classified as non-innovative under liberal boards of education.

TABLE IV  
PROGRAM CHARACTERISTICS AND SCHOOL BOARD ATTITUDES

Program Characteristics	School Board Attitudes	
	Liberal:	Conservative:
Innovative:	3	19
Non-Innovative:	3	9
Chi Square-- .128	N--34	
Non Significant at .05		

The hypothesis cannot be accepted on the basis of the analysis of data. The formula for Yates correction for continuity has been applied in this computation for the value of Chi Square. Siegel states that this correction is necessary when: "...expected frequencies are so

small...because a continuous distribution (chi square) is used to approximate a discrete distribution"<sup>3</sup>.

The very low value of Chi Square would cause doubt about inferences that might be made from these data. The Chi Square value was found to be not significant at the .05 level of probability; therefore, the hypothesis can not be accepted.

The fifth hypothesis states: Significantly more innovative programs will be initiated in school systems with liberal school superintendents than in those school systems having conservative school superintendents. The test of this hypothesis is illustrated in Table V.

TABLE V  
PROGRAM CHARACTERISTICS AND SCHOOL SUPERINTENDENT'S ATTITUDES

Program Characteristics	Superintendent's Attitudes	
	Liberal:	Conservative:
Innovative:	15	7
Non-innovative:	4	8
Chi Square--2.54		N--34
Not Significant at .05		

The hypothesis cannot be accepted under these conditions. At the .05 level of probability, it cannot be stated that significant differences exist. The Chi Square value of 2.54 is significant at the .15 level of probability. The 15 programs that were classified as innovative under the liberal superintendents represent 44% of the total number. The innovative programs adopted under conservative superintendents

<sup>3</sup>Siegel, op. cit., p. 66.

comprised 21% of the total. The 12 non-innovative programs represented 35% of the total number of programs adopted into school systems in this study.

Two of the five hypotheses are accepted under the conditions of the study. Hypotheses numbers one and two were found to be acceptable. Hypotheses three, four, and five can not be accepted. Although there was a difference between the number of liberal and conservative superintendents, the difference was not significant at the level of probability chosen for the test of data in this study.

The analysis of data causes speculation about other variables that were not incorporated into this study. Many unanswered questions are raised concerning the findings. Some of these are advanced in Chapter V.

Further information that was not within the scope of the study revealed the range of tenure for board members from one month to 23 years. Board members with children in school comprised 79.01% of the study group. The ages of board members show 2.41% between 20 and 30 while 27.71% were over 50 years of age.

The limitations of this study are the 100 selected school districts in Oklahoma and the 34 school systems and school programs included in the analysis of data. Any generalizations that are made from the data are not within the scope of this study.

## CHAPTER V

### RESULTS OF THE STUDY

#### Summary of the Findings

It is doubtful that any study can be designed to provide answers for all questions prompted by the study. A study can not hope to answer all basic questions of administrative behavior. It may take a dozen studies or it may take a hundred or more to begin to gain worthwhile answers to our most persistent questions. Research into human attitudes and administrative behavior may prompt others to become curious enough to add to the study. Human behavioral and attitudinal studies are subject to more uncontrolled variables which influence the application of the findings in this study.

The study was prompted by a desire to know whether the attitudes of school board members and superintendents of schools were related to conservatism in the changing of school programs. The Elementary and Secondary Education Act of 1965 provided the schools of Oklahoma with new funds to finance experimentation if there was a desire to innovate. The funds were provided after the budgets were already approved so the money was a "windfall" as far as the school was concerned. The 100 Oklahoma schools with 25-50 teachers inclusive during the school year 1965-66 were surveyed to seek information about the attitudes of school board members and superintendents. The Florida Scale of Civic Beliefs was the instrument utilized to gather information about the social,

political, and economic attitudes of the respondents. Their responses were scored and these scores permitted them to be classified as either liberal or conservative. Hypotheses were advanced which stated that liberals would permit more innovation than would the conservatives. The programs which were adopted into the school systems under the provision of Title I of the Elementary and Secondary Education Act of 1965 were categorized as innovative or non-innovative. This was accomplished by having synopses of programs judged by five readers who classified them into one of the categories.

A test for significant differences was made on the data using Chi Square values to determine significant differences. The level of probability was set at the .05 level.

In this study it was found that school board members were less liberal in their political, social, and economic attitudes than were the superintendents who administer the school programs governed by these board members. This finding is seemingly parallel to other findings. Tiedt found that there was a definite difference between the board member's attitudes on the social, political, and economic beliefs and his attitudes about schools and school programs. Most of the programs that were initiated were curricular in nature and this finding is probably parallel to that of Tiedt. Coughran's study in Illinois revealed that curricular changes were within the realm of the professional staff and the board did not make curricular decisions. The boards felt that experimentation in curricular matters should be carried out without the board's interference. (See reference, Chapter 2)

The study also revealed that the number of conservative school board members were significantly greater than the number of liberal



board members. Garmire's study in Oregon revealed that a greater number of Republicans were serving on the boards of the schools in his study. The registration of voters in Oregon reveals a greater number of Democrats. Republicans have been identified with conservatism in contemporary America. (See reference, Chapter II)

The information gathered by the survey form sent to the board members reveals some interesting facts. The average number of years of service on the board was 6.28 years, with a range of 1 month to 23 years. Those board members who had children enrolled in the school comprised 79.01% of the returns. Those without children in school was 20.99%. The ages of the board members show 2.41% between the ages of 20-30; 28.92% from 31-40; 40.96% ranged from 41-50; and 27.71% were over 50 years of age.

Another finding of this study was that the number of liberal school superintendents was not significantly greater than the number of conservative school superintendents. One of the admitted weaknesses of the Florida Scale of Civic Beliefs is that a high school education would probably make the findings more reliable. The group of superintendents far exceeded this requirement. The group of school board members may not all have been high school graduates. This information was not sought in this study. The superintendent in Oklahoma has to have the minimum of a Masters degree to qualify for the administrative certificate. This educational factor may account for some of the differences between the two groups.

The 34 programs that were adopted by the school systems in the study did not reveal that innovativeness is significantly greater in those schools having liberal boards of education. On the basis of the

data, and the test of the hypotheses, it cannot be stated that the programs adopted into the schools were related to the liberal-conservative attitudes of the school board members and the superintendents. No significant differences were noted in the innovative and non-innovative programs and the liberal or conservative attitudes of the school boards and superintendents.

The number of innovative programs was 22 and the number classified as non-innovative was 12. Speculation that a relationship between innovativeness and liberal attitudes was not substantiated by the evidence in this study.

It was found that the mean score for the school board members was less than the mean score for the school superintendent. A test for significance between the means of the two groups was made and a critical ratio of 2.73 was obtained. Garrett states that when a critical ratio of 2.58 or greater is obtained, then the difference is significant at the .01 level.<sup>1</sup>

The most liberal school board in the study was from a Central Oklahoma school, while the most conservative school board was from the Eastern part of the state. The most liberal school superintendent was from a school in Northern Oklahoma. The most conservative school superintendent was from a school in the Central part of the state. The superintendent from the school with the most liberal board was very conservative. He had enjoyed long tenure despite the differences between his attitudes and that of his board. It is interesting to

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<sup>1</sup>Garrett, op. cit., p. 216

note that the superintendent left that school at the end of the 1966-67 school term. The membership on that board was relatively new in terms of service. The most conservative superintendent was working with a very conservative board and had been in his present position for a period of 7 years. The most liberal school superintendent was working with a relatively conservative school board. The membership on the board had completely changed within a four year period. This superintendent left the position at the end of the 1967-68 school year.

The researcher responded to the Florida Scale of Civic Beliefs in March of 1967 and again in December of 1967. The score each time was exactly the same. There was a variance on a few items, but the overall score was identical. Several respondents requested a second copy of the instrument after a final compilation had been sent to them. The request was filled and their first score was sent also. The greatest variance noted in this comparison was a total of 5 points. The suitability of the instrument to measure the responses of a respondent, separated in time by eight months, seems to be relatively high.

#### Implications

The study revealed that the superintendents are more liberal than are the school board members. The differences between the means was found to be significant. The school board members, on the average, were relatively conservative. The school superintendent, on the average, was slightly liberal. The difference between the number of liberal and conservative superintendents was not significant. The literature indicates that the superintendent must be a change-oriented person before major changes could be brought about within the school system

with which he identifies. An inference that might be drawn is that the schools in this study are not likely to make major developmental changes unless the superintendent's attitudes are altered toward more experimentation and change.

More knowledge is needed concerning conditions which favor innovation in a school system. There appears to be many avenues for diffusion of innovative ideas. The professional literature is filled with descriptions of programs. The adoption process is in need of much more study. Additional studies would be very beneficial in adding to the information concerning adoption of educational innovations.

Another area of study that needs the attention of educational research is that of decision-making. How decisions are made may be as important as what decisions are made. The probability of the relationship between the attitudes of the decision-makers and the decisions that are made prompted this study. Other researchers may be able to more fully develop this aspect of the problem.

The education of the children and the youth of this nation is too important to the progress of society to permit retardation by parochialism of decision-makers. There is evidence that a more cosmopolitan view of the process of education should be taken. Local school boards and superintendents are encouraged to take a broader view of their decision-making function. In the conduct of the educational process, educators need to have more knowledge. What they do not know, they are likely to attempt to guess. Guessing is a risky venture when one is involved in the educational future of people. If more studies are undertaken, new knowledge discovered, more reporting done, then it may not be necessary to guess. Unanswered questions of this study, and

others that may be prompted by it, may help to bring new knowledge to the attention of those who are researching and practicing in the field of change. One of the more pressing problems for school boards and school administrators today is bring about orderly change in the process of education.

Additional studies of attitudes should seek to discover the relationship between school boards and superintendents. The literature cites the differences in role concepts each party holds for the other. More knowledge is needed concerning what factors cause these role concepts to be formed. The role concept that each member of the board has of the superintendent, may vary directly with the political, sociological, and economic attitudes that he holds.

There appears to be a need for added research into the forces that resist change. Does the resistance develop from the society, or is the resistance an individual factor? Do personal attitudes held by the people of a social institution determine the direction of any change that may occur? Are forces from outside an institution more effective in bringing about changes than are elements within the organization?

The factors that cause acceptance or rejection of a proposal may be of benefit to practitioners. What factor or factors induce a board of education to accept an innovative idea? Why do some boards accept and adopt innovative programs while other boards do not accept them? Is the difference related to other factors that have not been developed in this or other studies? What other variables may affect the adoption of innovative projects? Some studies have described the innovative administrator. Perhaps in-depth studies of innovative boards of education need to be made to determine what other factors may separate

them from more traditional, non-innovative boards of education.

If the answers to these and other questions can be supplied, the adoption of educational innovations, and the subsequent improvement of the educative process would be assured. The work that was done in this study will have been worth the effort if one person is challenged to supply some of the answers to some of the more pressing problems in the study of attitudes.

#### Further Considerations

The Florida Scale of Civic Beliefs is an instrument that evaluates the liberal-conservative attitudes with respect to the beliefs held by an individual in politics, economics, and society in general. These attitudes are not separated in the overall score, but items on the scale may be evaluated separately if needed. The scale is difficult to score in its present form. Liberal items and conservative items are not separated, but are randomly scattered throughout the test. The scorer must first mark items that are liberal so that scoring can be reversed from the scoring of the conservative items.

The statistical tool was the test of Chi Square. This was used to determine significant differences between groups. The differences that existed between the numbers of school board members who were liberal and those which were conservative was significant. So were the differences between liberal and conservative school boards. The differences were in the predicted direction on the two hypotheses in these two tests.

No attempt was made to test for differences between areas of the state. The financial ability of a school district to finance more than

a minimum program was not considered. There may have been a lack of experimentation in some of the programs because the financial ability of the district permitted innovation before the Title I funds became available. Mort's studies showed that financial ability was a key factor in the adoption of innovative practices.<sup>2</sup>

The apprehension that appeared toward federal support to education in Oklahoma seems to have been overcome by the provisions of Title I of the Elementary and Secondary Education Act of 1965. The survey form asked what changes were being planned for the succeeding year in the programs of the schools in this study. The response indicated that extensive more innovative programs were being planned.

The review of the literature indicated that the schools tend to be conservative, slow to accept change, and tradition-ridden. If this is true, the reasons should be found. The board of education and the superintendent of schools should modify their thinking concerning conditions in the schools under their supervision and direction. Experimentation and innovation should become a regular program of the school and should be a major function of administration. The review of the literature also revealed that seeming differences existed between school board members and society as a whole. If additional change is necessary to bring these into harmony, the school board members need to assess the posture they have assumed. Their number is so very much smaller than the total society that change may be accomplished with them because of the lesser number of board members. The review of literature

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<sup>2</sup>Miles, op. cit.

speculated that the school administrator and the school board member fear change. The fear of change, if it exists, should be overcome so that important programs may be initiated for the progress of the education of the youth. The leadership function of the school board and the superintendent should encourage change. The school can better serve the society if it becomes a producer of change.



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APPENDIX A

THE FLORIDA SCALE OF CIVIC BELIEFS

Ralph B. Kimbrough and Vynce A. Hines, University of Florida

Following are some statements with which you may agree or disagree. Circle the symbol which best represents your position on each statement as follows:

SA---Strongly Agree  
A----Agree  
N----Neither Agree nor Disagree  
D----Disagree  
SD---Strongly Disagree

(Note: Each of the 60 items are preceded by the same symbols: SA A N D SD. These symbols have been deleted to permit the scores for the Florida respondents to be shown. The mean scores were computed from the 370 respondents.)

- 3.18 1. Socialized medicine will ruin medical standards and fill our nation with people having imaginary ailments.
- 3.83 2. The idea of equality should not be restricted to political equality.
- 3.45 3. Centralization of government tends to destroy the rights of the individual.
- 3.18 4. History shows that economic and social planning by governments does not necessarily lead to dictatorship.
- 3.22 5. Federal participation in local affairs can exist without undesirable federal control.
- 2.77 6. Moderates, who preach appeasement by urging us to give up our fight against centralized government and liberal constitutional interpretation, do so mostly for their personal political gain.
- 3.05 7. What a state does with its schools should be its business, not the Supreme Court's.
- 2.96 8. The most serious political issue of our day is the encroachment of the federal government upon states' rights.

- 3.48 9. Local government is grass-roots democracy at work and represents the voice of the people better than centralized government.
- 2.55 10. The federal government taxes the states and then sends this money back, minus what is wasted in Washington.
- 3.21 11. The federal government is often more representative of the people than some state governments. *individual*
- 3.45 12. Free enterprise, with an absolute minimum of governmental control, is the best way to assure full productivity in our country.
- 3.13 13. Private enterprise is the only really workable system in the modern world for satisfying our economic wants.
- 2.60 14. When individual producers and consumers are left free to follow their own self-interest, natural economic laws operate to produce the greatest public good.
- 2.93 15. The growth of our economy depends upon an increase in the activities of government to satisfy human wants as well as an increase in our private economy.
- 2.83 16. The principle of free competition is a natural law which should govern our business system without governmental interference.
- 3.67 17. The growth of large corporations makes government regulation of business unnecessary.
- 2.87 18. Government regulation of the market should occur only in cases of monopolies such as public utilities.
- 1.90 19. Money taken in by taxes is lost to the economy, since government is nonproductive.
- 3.49 20. We should get back to hard work to cure our country's ills.
- 2.58 21. A growing national debt is nothing to worry about if the national income is growing at the same rate.
- 2.99 22. The price of aid to education, from a larger unit of government to a smaller one, is that the smaller one must do what it is told.
- 3.23 23. Income taxes are more equitable than sales taxes.
- 3.02 24. To keep taxes from rising is commendable but in reality taxes should be cut.
- 3.22 25. The government is doing things which we simply cannot afford at public expense.

- 3.42 26. Deficit spending is a bad public policy except possibly in time of war.
- 2.38 27. All governmental spending should be on a pay-as-you-go basis.
- 2.90 28. In ordinary times public buildings, roads, and other permanent construction are the only things for which the government should borrow money.
- 3.45 29. The government should meet the needs of the people, if necessary, through borrowing money or increasing taxes.
- 2.98 30. If the country and the state are to make progress we are going to need additional taxes.
- 3.38 31. Good financial principles for private enterprise are equally good principles for government.
- 2.55 32. Government spending is naturally wasteful.
- 2.93 33. We are spending more than the people can really afford to spend for government services.
- 2.64 34. The collecting and spending of tax money is most wasteful at the federal level, not so wasteful at the state level, and least wasteful at the local level of government.
- 3.31 35. We could still increase spending for important government services without harming the nation's economy.
- 3.63 36. Congress should accept the sensible virtue other businesses and individuals have learned--that of living within one's means.
- 3.20 37. Our government can and should do more to promote the general welfare.
- 3.50 38. Private enterprise could do better many of the things that government is now doing.
- 3.12 39. The best governed is the least governed.
- 2.56 40. It is more important to teach Americanism than to teach democracy in our public schools.
- 2.35 41. Charitable services for those in need should be left to voluntary groups.
- 3.80 42. Government in the United States is not the enemy of business.
- 2.86 43. Increased government services in the social welfare programs may increase an individual's freedom.

- 2.39 44. Legislative reapportionment is undesirable because city residents do not understand rural and small town problems.
- 3.22 45. The Supreme Court has assumed powers not given to it by law or by custom.
- 2.95 46. Federal aid to schools, aid to the aged through social security, more stringent civil rights laws, and laws of like nature, are dangerously parallel to methods used in socialistic countries.
- 2.80 47. The government should increase its activity in matters of health, retirement, wages, and old-age benefits.
- 2.50 48. Some races are by nature inferior mentally, emotionally, and physically.
- 3.27 49. If one has enough ambition and is willing to work hard, nothing but extremely bad luck can stop him.
- 3.43 50. Unless we change social conditions, many children of minority groups will be unable to realize their full potentialities.
- 3.42 51. The Monroe Doctrine should be revitalized and maintained by the Armed Forces of the United States.
- 2.89 52. The United Nations has become an international debating society paid for by the United States.
- 3.30 53. Our foreign policy has been motivated too long by a spirit of do-goodism.
- 2.62 54. People of most underdeveloped countries are by nature incapable of self-government.
- 2.85 55. We could recognize nations such as Red China without implying that we approve of their forms of government.
- 3.81 56. Production is greatest in an economic system based upon competition and some pressure.
- 2.23 57. If everyone would "take care of number one" there would be little need for such things as social security, health services, and other social welfare measures.
- 4.19 58. Government has a responsibility for protecting not only property rights but human rights as well.
- 2.56 59. Providence is the proper source for social change.
- 3.51 60. This country was made great by persons who were willing to pull themselves up by their own boot straps.



(Note: Items that are classified as "liberal" statements are: nos. 2, 4, 5, 11, 15, 17, 21, 23, 29, 30, 35, 37, 42, 43, 47, 50, 55, and 58. All others are classified as "conservative".)

APPENDIX B

LETTER TO SUPERINTENDENTS

Dear Superintendent,

Enclosed you will find six copies of a scale of Civic Beliefs. This is a study of the attitudes of school board members and how these may affect change or innovation in school systems. Your school has been selected as a part of the study. We will study the congruence of attitudes between board members and their superintendents too. We hope to have a reply from you and from each of your board members.

Will you please give one of each of these forms to your members and ask them to complete the form and the Scale? A self-addressed stamped envelope is enclosed for their convenience.

You may tell them that a completed study will be sent to you after compilation of results. If they wish a personal copy, their names and addresses should be completed on the questionnaire attached to the copy of the Scale.

It would be greatly appreciated if you will complete the short information form. We are hopeful that a majority of the board and the superintendent will respond to the study. Unless we receive replies from at least three members and from the superintendent, we will not be able to include the school in the study.

Thank you for your time and effort in distributing these materials to your board members. If this could be done at your next meeting, and they would reply that evening, it would be greatly appreciated.

Very sincerely,

(signed)

L. M. Sullivan  
Newkirk, Oklahoma

APPENDIX C

NEWKIRK PUBLIC SCHOOLS  
Newkirk, Oklahoma

SCHOOL BOARD STUDIES

(For superintendents responding to the Scale of Civic Beliefs.)

General Information Sought:

1. Name \_\_\_\_\_ Address \_\_\_\_\_.
2. School District \_\_\_\_\_.
3. Number of years in your present position \_\_\_\_\_.
4. Did your school initiate a program under provisions of Title I, E. S. E. A. during school year 1965-66? Yes \_\_\_\_\_, No \_\_\_\_\_.
5. Were changes instituted under this program? \* \_\_\_\_\_
6. Were changes approved by Board of Education? \_\_\_\_\_
7. Do you feel that your program was innovative? \_\_\_\_\_
8. If answer to #7 is yes, would you briefly describe the projects that you think were innovative?
  
9. What major changes have been made in your Title I program from last year to this year?

\*Change and/or innovation; A departure from the traditional program. New goals established--new methods of use of personnel--application of funds in a new direction--new methods of instruction, etc.

APPENDIX D

SCHOOL BOARD STUDY

(For Board Members voluntarily responding to the Scale of Civic Beliefs).

General Information Sought:

1. Name \_\_\_\_\_ Address \_\_\_\_\_  
(Optional)
2. School District \_\_\_\_\_
3. Age Range: (20-30)\_\_\_\_\_, (31-40)\_\_\_\_\_, (41-50)\_\_\_\_\_, (51-up)\_\_\_\_\_)
4. Number of years on Board: \_\_\_\_\_
5. Children in school: Yes \_\_\_\_\_; No \_\_\_\_\_.

Your willingness to voluntarily respond to the scale is warmly appreciated. This assistance is most essential for an objective study. A compilation of the final tabulations will be sent to your superintendent after they have been completed.

Instructions for checking the items on the scale.

1. Each item has five choices. Please mark only one by drawing a circle around your selection.
2. Work rapidly but carefully. Your first response is likely to be your "best" answer. Marking time should be about 30 minutes.
3. Since the study is designed to measure attitudes of school board members and not to gain information on individuals, you may wish to omit your name from the information requested above. If you wish a copy of the results of the study, your name and address will be necessary.
4. Thank you for your time and for your service to the children of your district.

L. M. Sullivan  
Newkirk, Oklahoma

APPENDIX E

100 SELECTED SCHOOLS AND SUPERINTENDENTS, 1966-67

Antlers	T. C. Beare
Apache	Garvin A. Isaacs
Atoka	Wilson McDonald
Barnsdall	Tommy H. Keen
Beaver	Joe Higginbotham
Beggs	Roy Brents
Berryhill	Carmin C. Ogilvie
Bethany	Leonard C. Harper
Bixby	J. C. McCreight
Blanchard	A. J. Terrell
Boise City	Wiley D. Hinton
Buffalo	B. F. Rowley
Byng	Marvin Stokes
Cache	T. E. Lauderdale
Carnegie	Tom Avants
Chandler	Wayland Adams
Checotah	Fred C. Ogle
Chelsea	Joe R. Ransom
Cherokee	Frank Ball
Cleveland	Warren Carmichael
Coalgate	Bill Parrish

Collinsville	Howell H. Wilson
Comanche	Orbra C. Hulsey
Commerce	C. T. Mustain
Cordell	Charles Mitchell
Coweta	Daniel S. Mann
Crescent	W. D. Daniel
Davis	Bob Brown
Dickson	Ernest Moore
Drumright	A. C. Wiemer
Elgin	Dr. Arthur Farrar
Eufaula	Dan Malone
Fairfax	J. Ross Case
Fairview	Allen A. Aaron
Fort Gibson	Leo J. Donahue
Fox	Kenneth Anderson
Garber	Allen Faulkner
Grove	Alvin S. Farrell
Harrah	A. R. Babb
Hartshorne	R. T. Taylor
Haskell	E. W. Beavers
Healdton	Billy R. Davis
Heavener	Richard Duty
Helena	Lloyd L. Kutch
Hennessey	Irvin Carter
Hollis	Joe Bailey Metcalf
Hominy	Aron Dotson
Hooker	Ralph Rich

Jay	C. R. Thornton
Jones	Glen Abel
Kingfisher	Russell Pursell
Laverne	Harry C. Shackelford
Lexington	J. E. Jinks
Locust Grove	Leonard Yarborough
Madill	Ernest Dry
Mangum	Virgil Francis
Marietta	Joe Banks
Marlow	Paul L. Babiak
Maysville	Noel Vaughn
Millwood, Oklahoma City	Clyde Ferguson
Muldrow	Aubrey J. Henshaw
Mustang	Charles D. Holleyman
Newkirk	L. M. Sullivan
Noble	John K. Hubbard
Nowata	Willie G. Smith
Okemah	Cecil Oakes
Pawnee	J. A. Davis
Picher-Cardin	Jess Fronterhouse
Prague	Donald E. Smith
Purcell	Kenneth Carleton
Sayre	Harry Patterson
Seiling	E. C. Fairchild
Shattuck	Vergil McGee
Shidler	Harold R. Pool
Skiatook	Charles A. Marrs

Snyder	H. J. Pierce
Sperry	Harold Hendrix
Spiro	Charles Vaught
Stigler	Ramon Reno
Stroud	Dr. C. B. Wright
Talihina	Earl Hull
Tecumseh	James K. Crouch
Temple	L. T. Canary
Tipton	Jess Hanna
Tishomingo	Bob C. Delver
Tonkawa	T. J. Allen
Valliant	Raymond Lucas
Veima-Alma	J. M. Carey
Vian	B. J. Traw
Union, Broken Arrow	Robert B. Grove
Wagoner	C. E. Gray
Walters	Merrell Dilks
Watonga	Morris Foster
Waurika	Calvin Clary
Waynoka	Austin Barragree
Weatherford	Marvin Easley
Westville	M. B. Traw
Wetumka	Ernie Stout
Wilburton	P. J. Smith
Wynnewood	Laron Quaid



APPENDIX F

100 SELECTED SCHOOLS AND RESPONSES TO STUDY

<u>School</u>	<u>No. Responses Board Members</u>	<u>Superintendent Response:</u>
Antlers	0	No
Apache	2	Yes
Atoka	2	Yes
Barnsdall	4	No
Beaver	3	Yes
Beggs	2	No
Berryhill	0	Yes
Bethany	3	Yes
Bixby	(All materials returned by the Superintendent)	
Blanchard	3	Yes
Boise City	4	No
Buffalo	3	Yes
Byng, Ada	2	Yes
Cache	2	Yes
Carnegie	3	Yes
Chandler	2	No
Checotah	0	Yes
Chelsea	3	Yes
Cherokee	4	Yes
Cleveland	3	Yes

Coalgate	4	No
Collinsville	2	Yes
Comanche	3	No
Commerce	3	Yes
Cordell	2	Yes
Coweta	2	Yes
Crescent	4	No
Davis	5	Yes
Dickson, Ardmore	0	No
Drumright	3	Yes
Elgin	3	No
Eufaula	2	No
Fairfax	3	Yes
Fairview	5	Yes
Fort Gibson	2	Yes
Fox	2	Yes
Garber	2	No
Grove	1	Yes
Harrah	3	Yes
Hartshorne	2	No
Haskell	3	Yes
Healdton	3	No
Heavener	2	No
Helena	4	No
Hennessey	4	Yes
Hollis	2	Yes
Hominy	4	No

Hooker	3	Yes
Jay	0	No
Jones	3	Yes
Kingfisher	3	No
Laverne	3	No
Lexington	(All materials returned, not accepted)	
Locust Grove	3	No
Madill	0	Yes
Mangum	4	No
Marietta	3	No
Marlow	3	Yes
Maysville	1	Yes
Millwood, Oklahoma City	(All materials returned)	
Muldrow	3	No
Mustang	3	Yes
Newkirk	4	Yes
Noble	2	No
Nowata	3	Yes
Okemah	4	Yes
Pawnee	3	Yes
Picher-Cardin	5	Yes
Prague	2	Yes
Purcell	4	No
Sayre	3	No
Seiling	4	No
Shattuck	2	No
Shidler	3	No

Skiatook	3	No
Snyder	1	Yes
Sperry	2	Yes
Spiro	0	No
Stigler	2	Yes
Stroud (All materials returned by Superintendent)		
Talihina	3	No
Tecumseh	1	Yes
Temple	3	Yes
Tipton	3	No
Tishomingo	3	No
Tonkawa	3	Yes
Valliant	2	Yes
Velma-Alma	3	Yes
Vian	5	Yes
Union, Broken Arrow	2	Yes
Wagoner	2	Yes
Walters	2	No
Watonga	3	Yes
Waurika	1	Yes
Waynoka	3	Yes
Weatherford	3	Yes
Westville	2	No
Wetumka	1	No
Wilburton	1	Yes
Wynnewood	3	Yes

APPENDIX G

SCHOOLS, NUMBER OF REPLIES, BOARD'S AVERAGE  
SCORE, SUPERINTENDENT'S SCORE

<u>School</u>	<u># Replies School Board</u>	<u>Board's Average Score</u>	<u>Superintendent's Score</u>
001	3	147	224
002	3	143	100
003	3	157	190
004	3	162	176
005	3	154	176
006	3	188	204
007	4	150	165
008	3	143	198
009	4	176	181
010	3	176	202
011	5	165	173
012	3	143	195
013	3	184	154
014	5	156	153
015	3	199	195
016	4	156	168
017	4	131	174
018	3	162	180
019	3	205	143

020	3	153	170
021	3	182	156
022	4	155	231
023	3	148	229
024	4	125	153
025	3	169	193
026	5	201	205
027	3	145	192
028	3	175	184
029	3	161	167
030	5	172	229
031	3	176	209
032	3	144	188
033	3	162	162
034	3	176	183

APPENDIX H

SCHOOLS, CATEGORIES, AND BRIEF SYNOPSIS OF EACH PROGRAM  
 (The column "I" gives information on the number of the  
 five evaluators who marked that program Innovative.  
 The column headed "N" is the number of evaluations that  
 were adjudged Non-innovative.)

<u>SCHOOL:</u>	<u>"I"</u>	<u>"N"</u>	<u>Program:(synopsis)</u>
Beaver	3	2	Remedial and speech correction added to the curriculum. Personnel added to handle the two programs.
Bethany	4	1	Remedial and clinical reading held as support for the regular classroom. This support service is a separate program from the classroom instruction.
Blanchard	0	5	Construction of added room and the addition of new equipment for the added construction.
Buffalo	0	5	Reduction of class size. Added more instructional equipment to the audio-visual equipment already in service.
Carnegie	1	4	Lowering of pupil-teacher ratio. New equipment brought into service.
Chelsea	3	2	Classroom equipment added, innovative methods of instruction through the use of equipment new to the instructional program.
Cherokee	0	5	Added personnel to lower pupil-teacher ratio.
Cleveland	3	2	Developmental reading and physical fitness made available in the elementary school for the first time.
Coalgate	2	3	Reduction of pupil-teacher ratio. Addition of equipment for remedial reading. Feeding of underprivileged children as part of regular school day.

Commerce	3	2	Special reading teachers added. Trades and Industries Auto Shop and foreign language added to the curriculum.
Davis	4	1	Teacher aides added. Programmed learning materials introduced. Kindergarten added for first time. Participation in area vocational-technical school planned. Summer school for first time.
Drumright	0	5	Salaries strengthened, new personnel added to reduce pupil-teacher ratio.
Fairfax	0	5	Added personnel to lower pupil-teacher ratio.
Fairview	4	1	Elementary remedial reading program during summer school, elementary physical education during the regular school term added.
Harrah	3	2	Remedial reading added for Junior High. First reading instruction for this school.
Haskell	2	3	Reduction of class size, remedial reading, teacher aides added.
Hennessey	0	5	No changes made under Title I that were not already in program.
Hooker	5	0	Electronic equipment laboratory for science installed. Reading improvement program for grades 3-12 added. Improvement of English composition for grades 5-12 by using lay readers to evaluate compositions.
Jones	1	4	Lowered pupil-teacher ratio. Classes of remedial reading for grades 1-9 instituted.
Marlow	5	0	New programs of instruction and non-grading in the elementary school was initiated under Title I.
Mustang	1	4	Remedial reading strengthened in all grades.
Newkirk	5	0	After school study clinics, summer school with no grading in reading,



			arithmetic, language, music, art, and recreation. Cooperative program in psychiatry, psychology, social work through Kay Guidance.
Nowata	4	1	Remedial reading added, summer school conducted for first time, math and reading remedial work during summer school only.
Okemah	4	1	Calculators used in math department. Audio-visual equipment for shorthand instruction. Teacher aides utilized for first time.
Pawnee	3	2	Remedial math taught throughout the entire school system.
Picher-Cardin	5	0	After school study clinic. Night sessions in all curricular areas. Cultural trips for underprivileged. Equipment and tools added. Program to feed 30% of student body free in school lunch rooms.
Temple	1	4	Added teachers to lower pupil-teacher ratio.
Tonkawa	3	2	Teacher aides added, one for every three elementary teachers.
Velma-Alma	4	1	Lowered pupil-teacher ratio. Teachers given planning time to try new methods, to innovate, to try new curricular materials.
Vian	4	1	Added personnel, initiated remedial reading and central library resource center for elementary school.
Waynoka	5	0	Reading program for all students made available. Reading laboratory with clinical reading analysis by specialist.
Weatherford	4	1	Reading laboratory, carrels in the elementary school, specialist in reading added to staff.
Watonga	4	1	Junior High remedial reading added. Teachers aides employed, instructional equipment added.

Wynnewood

3

2

Kindergarten and remedial reading  
program added to program.

VITA

L. M. Sullivan

Candidate for the Degree of

Doctor of Education

Thesis: A STUDY OF THE ATTITUDES OF SCHOOL BOARDS AND SUPERINTENDENTS  
AND THEIR RELATIONSHIP TO INNOVATION IN SELECTED OKLAHOMA  
SCHOOLS

Major Field: School Administration

Biographical:

Personal Data: Born at Crescent, Oklahoma, June 11, 1924, the son  
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Education: Attended elementary school in rural Logan County, Okla-  
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Guthrie, Oklahoma; graduated from High School at Ringwood,  
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Northwestern State College, Alva, Oklahoma, in May, 1950, with  
a major in History; received the Master of Education degree  
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with a major in School Administration.

Professional Experience: Appointed classroom teacher at Cleo  
Springs School, Cleo Springs, Oklahoma, in 1949; appointed  
superintendent of Cleo Springs Schools, Cleo Springs, Oklahoma,  
in 1951; appointed superintendent of Kremlin Schools, Kremlin,  
Oklahoma, in 1955; appointed superintendent of schools at  
Boise City, Oklahoma, in 1958; appointed superintendent of  
schools at Coyle, Oklahoma, in 1962; Assistant Professor of  
Education, Langston University, Langston, Oklahoma, 1964;  
appointed superintendent of schools, Newkirk, Oklahoma, in  
1965; appointed superintendent of schools, Harrah, Oklahoma,  
in 1968.