Educational Policy-Making Among Indiana School Board Members: An Attitudinal Survey

(An Honors Thesis)

By

Karen E. Crow

May 21, 1986

Submitted to:

Dr. Ray Scheele
We are what we learn. And what we learn is a reflection of our society. Economic growth and education go hand in hand. It's just that simple.

Indiana Board of Education

This is the opening line of Indiana's plan for the future of education in our state. The State Board of Education in cohorts with the Governor's Office has devised a "Bridge to the Future" for education. This is our attempt to attain superior educational training for future generations. If we are to succeed, then all those involved in the educational process must be willing to make the effort.

For my honors thesis, I choose to survey a portion of those involved in the educational process: School Board members. My family has always been "hot" on education (my father is an elementary principal) and thus, I have observed the many facets of the educational process. School Board members wield power and authority. They make decisions that will affect the education of students in a school system. Quality education is the purported goal of school board members but that may not always be of primary importance in all decisions rendered. I believe an understanding of the thought process a school board member uses to arrive at a decision would lead to greater communication among educators and increase our quality of education in Indiana.

My honors thesis began with in-depth research into the topic of school board members: pro and con. I used books concerning school boards to set up a factual and historical basis from which I proceeded into magazines such as the Indiana School Board Association Journal, Indiana State Teachers Association Journal, Phi Delta Kappan, Educational Digest, and many others.
This research made up the literary basis for my survey. From the material I had gleaned from my research I was able to begin writing my survey.

Sample Selection Procedure

I received a $200 undergraduate research grant from the Office of Research to conduct my survey. I drew my sample from the Indiana School Board Association's membership roster. There are 1648 school board members in Indiana. I randomly selected 412 members to survey. This is approximately 25% of all school board members. I obtained a skip factor of four by dividing the total number of school board members by 400 (an approximation). Thus, every fourth school board member was included on my list to be surveyed.

Once the survey instrument was written and put together, it was sent out with a business reply envelope and a letter of endorsement from Dr. Jack Peterson, Executive Director of the Indiana School Board Association. In his letter, Dr. Peterson urged members to complete the survey because "the results could be helpful in gaining a perspective about the school board members' motivations...it would help generate additional information about the public decision-making process."

I received approximately 150 responses in two weeks. At the end of three weeks time, when I was ready to begin the computer analysis portion of my project, I had received a total of 186 responses. Although surveys were trickling in after that time, I considered this to be my total. The amount of surveys returned after one mailing indicated that I had a 45% response rate. I
obtained this figure by dividing the amount of surveys returned by the total amount of surveys mailed and received (400; 12 were sent back because of mailing errors). I considered this to be a good return rate considering I had not had time or money for a second mailing.

Thesis

Education is not only the key to the success of the individual but it is the means of advancement of society itself. In a recent Gallup Poll on education, 1515 adults were randomly surveyed and came up with an interesting conclusion. The majority of respondents (82%) believed that developing the best educational system in the world is "very important" in determining America's strength 25 years from now. In comparison, 45 percent believed that building the strongest military force in the world was very important. Thus, education of the children today who will be running our country in the future is very important to most Americans. School Board members can affect the quality of education that students receive. Board members' realm of decision-making includes what teachers will be hired by the school system, what teaching methods are appropriate for classroom use, the incompetency of a teacher or administrator and on the financial end of the spectrum, how to allocate the budget for the school system. Board members are not often knowledgeable in educational matters when they begin serving their term of office. The closest ties some board members may have to educational decision-making may be serving as Band Booster president or having a son or daughter as the star.
basketball player. While those activities are nothing to be snickered at, they are not quality experience for making important quality education decisions. I believe there is a need to determine school board members perceptions of the roles and attitudes affecting their decision-making.

There are several legal qualifications of school board members. A board member must be at least 21 before taking office. Residency may be a requirement of each school system's public policy regarding school board members but generally, one year of living in the school district will satisfy any residency problems. Indiana school board members may be asked to resign if they have a conflict of interest such as owning land that the school system is considering buying and participating in the decision-making process. School boards members who have family members working in the school system are generally allowed to serve unless the familial connection might be deemed injurious to the public. The statute prohibiting nepotism does not apply to school board members. If a school board member has performed an act injurious to the school system and is charged with official misconduct, he or she may be removed from office. Indiana Code 5-8-1-21-35 provides for the removal from office for a misdemeanor. The procedure includes a "written accusation presented to the grand jury, notice to the accused, and trial by jury if the charges are denied." Second, a bench trial before the county circuit court is required of any board member who charges and collects illegal fees for services rendered in his office or neglects his or her duties while in office.
Thus, school board members are public officials in the same manner as any elected politician. They do not have as much power, but are expected to act in a professional manner. When someone decides to run for the school board, the goal of achieving a superior education should be at the forefront of their mind. Firing the basketball coach or the principal is not an adequate reason for running for school board. Those members who are elected on that basis will soon become disillusioned with the mundane but important tasks of the board. They will not provide the requisite enthusiasm and attention to detail needed for a functioning, viable school board.

There are several important issues facing school board members today. These are decisions that will require a great deal of forethought and discussion among board members and educators. One of those issues is who should decide what Dick and Jane read? What may be a liberal education to some would be antiChristian to others. There has been a rampage by some Americans in the 80's to clear the school of all "trash". That trash, according to an article in the ISBA Journal, has included: The American Heritage Dictionary (it contained 39 dirty words); J.D. Salinger's Catcher in the Rye (it's "garbage"); The Diary of Anne Frank (because it "perpetuates the hoax" that the Jewish holocaust really occurred); John Steinbeck's The Grapes of Wrath and Of Mice and Men; and even Margaret Mitchell's Gone with the Wind (one of my favorites, I guess according to some standards, I now have a warped mind)! This censorship drive has come from such well-known persons as Jerry Falwell, leader of the Moral Majority and Phyllis Schlafly, head of the Stop Textbook
Censorship Committee (a housewife who should have stayed in the house). School board members will be asked and/or pressured to drop certain controversial books from the school system's use. It is up to that board member to decide if the book has literary value that is useful and important to the student's academic growth.

Two other important issues facing board members are merit and market pay for teachers. It's no secret that the teaching field is one that is highly underpaid when compared to the level of skills in other areas of work. The average experienced U.S. teacher now makes about $23,500 a year (in Indiana, it is much less, somewhere around $18,000 a year). Many teachers leave the teaching profession after a few years for several reasons. In a 1985 Gallup Poll asked schools who had trouble attracting and retaining good teachers what the reasons were for this problem. Fifty-nine percent replied that low salaries kept good teachers away from the classroom. Other reasons listed were unattractive profession (12%), No respect (7%); Low Status (6%); and Poor Administration (5%). American teachers see their profession as being very important to the good of society but very low in status according the the survey. Merit pay involves supplementing a teacher's salary if that teacher is deemed to be performing above and beyond the call of duty. Merit pay is something of a reward for excellence. Indiana is supporting the concept of merit pay; in fact, Governor Orr has included it in his "Bridge to the Future" plan to improve education in our state. In the government's goal to "Attract and Retain Effective School Personnel," merit pay is described in the following way:
"Develop, test and promote adoption of alternative ways local schools can encourage and reward superior performance and continued professional growth." Merit pay is sometimes opposed by teacher unions because they believe there is no fair or equitable manner to distribute funds. However, along with that belief comes the responses of "What incentives are excellent teachers given for doing their best?" Merit pay is something board members, in the future, must consider. Devising a workable, equitable plan will placate some teachers and develop a system for rewarding excellence.

Market pay is a most important issue board members must deal with. This concept involves paying teachers salaries that are comparable to what they could earn in the professional world if they choose to leave teaching today. Market pay attacks a great concern educators have today. Many teachers (science and math especially) are leaving the profession to obtain higher paying jobs elsewhere. This trend has taken away from the teaching profession several potentially excellent teachers. Therefore, a plan must be devised to encourage those teachers to stay in the teaching profession. Indiana has also included market pay in its educational goals for the future. In the same Goal 5, it supports market pay in this way: "Support a compensation system that is competitive with other states and financially rewarding enough to attract highly competent and highly motivated people to the teaching profession." There are not nearly the quarrels with market pay that there are with merit pay. It may be devised as a across the board measure that will be an incentive to keep good teachers around.
Teacher's tenure is another important issue that school board members will have to face. The tenure system involves retaining teachers who have been around at a school for a lengthy period of time and also not being able to terminate that teacher easily. This system may encourage mediocrity, permit incompetence to flourish, diminish the quality of education for children and may even rob teachers of the respect they deserve. On the flip side of the coin, tenure allows the teacher freedom to express new ideas without worrying if he or she will lose a job because of it. It also insures that some (nasty) boards will not fire more experienced (expensive) teachers and hire younger (cheaper) teachers. However, the dismissal process to terminate an incompetent teacher is long and tedious and requires much documentation before the actual termination may take place. Damage to students' education may be wrought before a school can get rid of a bad teacher. It is important that the school board deal fairly with teachers but on the other hand, tenure reform should be seriously considered.

Collective Bargaining has proved to be a bone of contention among teachers and school board members. Generally, every year the school board and a committee of teachers or a bargaining agent provided by the local teacher's union must sit down and iron out differences in what the teachers want in their contract and what the board is willing to give them. If those differences cannot be dealt with at contract negotiations then sometimes teachers use a more radical response: they strike. Striking is illegal and should be a means of last resort. A teachers strike may move the board into swift action but it may also adversely
affect students education and school morale. A teacher's license may be revoked for striking but often is not. School board members may succumb to community pressure to settle before that. A school board member must be able to communicate and affect a good working relationship with teachers after a strike is over if quality education is to be achieved.

What I hope to achieve from this survey and the subsequent data analysis is a glimpse into the school board member's decisionmaking when controversial topics such as the above come up. I believe school board members responses to my questions will aide me in this endeavor and the results of this survey may lead to a greater understanding the educational policy process.

Respondent Description

I began my survey with several questions to school board members that would relate some demographic information: year of birth, sex, formal education, etc. I believe this information will prove quite helpful in determining mores and culture behind the respondent.

Year of birth of the respondents was divided into three categories: 42 and younger, 43 to 50 years of age and 50 years old and older. Of those responding, 35% were 42 and younger; the middle age bracket constituted 34% of the total and age 50 and older winded up with a percentage of 31. I found this category interesting because two thirds of the respondents were 43 years old or older. This indicates that a person younger than 43 may not be elected quite as easily as one who is older.
Male school board members heavily dominated the sex of board members in Indiana. Seventy-one percent of all school board members in Indiana are male (the actual numerical figure is 130). While only 22 percent of board members in our state are female (the remaining seven percent was regarded as missing data because the demographic section of the survey was not completed). These figures reveal that holding down a school board position is a relatively male-dominated field.

The Caucasian race, of those surveyed, outnumbered the Black race and the Other category 165 to 5 (there were 13 missing data surveys). This would tend to indicate that, although minorities constitute more than 5 percent of Indiana's population, they are not well represented on school boards.

Eighty-eight percent of the respondents are married, indicating that a single person running for school board may have a tougher time getting elected because they may not present a solid, responsible image that the married individual represents.

Formal education figures obtained by the survey were somewhat surprising. While only one percent of the members surveyed had not completed high school, a great number had gone on to higher education. Those completing high school only represented 20% of the survey sample while 22% had obtained some college. College graduates constituted 18% of those surveyed and surprisingly, the same figure came up in the category for those who had achieved a graduate degree. Finally, three percent of those interviewed had received their doctorate. These figures indicate that Indiana has a good percentage (almost 40%) of highly educated individuals on its school boards.
Another category in the demographic section of the survey came up with some interesting results. Respondents were asked if they attended high school in the same community in which they now live and serve as board members. Almost 50 percent replied that they did, indeed, live in the same community. This figure indicates that 50% of the school board population has remained in the same school system for most of their lives. Living in the same community may hinder new ideas and approaches to education. New blood is often required before a school system will change its ways. If the school board consists of the same people who attended the high school, new ideas may flounder and fail.

Well over 60% of the school board members surveyed replied that they had children in the school system in which they were board members. This figure is somewhat understandable. Parents are most concerned with the school system in which their children attend. However, care must be taken not to allow the children's activities and interests in school to interfere with decisions made for the good of the entire school system.

Figures obtained from the survey results indicated that board members in Indiana generally serve more than one term of four years. Almost 60% of those interviewed had served over five years as a board member. This longevity may indicate that certain practices and approaches to education may stay in force longer in a school system where the board members have remained in office for more than one term. This longevity is fine as long as the board serves the school and the community's best interest and not the board's best interest!
Most school board members in Indiana are elected to their positions. The district election (those voted in by one particular district in their school system) constituted 53% of those elected while members elected at-large represented 30% of persons elected to the board. Only 16.4% of Indiana school board members are appointed to the position. Being elected to a school board position may indicate more interest in education (or in firing the basketball coach) than those who are appointed. Running for any elected position takes time and some courage. Being appointed is not quite so difficult a task.

The school board membership sample that I surveyed represented quite a variety of occupations. Several members are farmers (Indiana is a farming state), some were housewives, engineers, psychologists, business executives, salesmen (they always had something to comment upon), some respondents were retired and a few of those surveyed had been or are involved in education as teachers or administrators. This wide variety of occupational status, along with the other demographic figures, made for some interesting results.

Data Analysis

My survey was broken into three sections: demographic information, questions relating to why the school board member sought the position originally, and perceptions of school board members regarding several issues facing them today.

There were three demographic variables I used in cross-tabulating my results. These were: number of years served as a board member, year of birth, and last year of respondents formal
education. I believed these variables would give me the most interesting results in terms of how board members would respond to questions asked.

The first significant cross-tabulation I came across involved the school board members' reason for seeking the position. One of the questions I asked concerned the importance of vocational programs in the high school. The question was worded in this way: "I sought a school board position because I believed our vocational program did not adequately prepare students for the job market after high school." The answers from this question were cross-tabbed with the number of years served as a board member. The results (listed in Table 1 below) indicated that those who had served for less than five years as a board member disagreed in higher percentages that this was one of the reasons they ran for the board than those who had served over five years as a board member.

<table>
<thead>
<tr>
<th>Enhancing vocational education programs as a reason for seeking school board position</th>
<th>Under Five Years Served</th>
<th>Over Five Years Served</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly Agree</td>
<td>5</td>
<td>10</td>
</tr>
<tr>
<td>Agree</td>
<td>22</td>
<td>16</td>
</tr>
<tr>
<td>Undecided</td>
<td>18</td>
<td>5</td>
</tr>
<tr>
<td>Disagree</td>
<td>39</td>
<td>34</td>
</tr>
<tr>
<td>Strongly Disagree</td>
<td>21</td>
<td>9</td>
</tr>
</tbody>
</table>

Table 1
These numbers of respondents indicate that those coming onto the board in recent years do not value vocational programs as highly as those who have been on the board for several terms.

I came up with another significant finding when I compared respondent's last year of formal education with a question involving the school's athletic program. Athletics are pretty big business in Indiana, especially basketball, and people tend to get dissatisfied with coaches and athletic programs that do not produce winners. I thought it would be interesting to see how board members responded to the following question: "I sought a school board position because I believed our athletic program, in its previous form, offered little opportunity for students to excel." I broke the nine formal education categories down into three collapsed categories: high school (includes 6th grade or less and 7th to 11th grade); college (includes some college, college and some graduate education) and graduate (which includes Masters degree and Doctorate degree). I found that those graduating from high school only, disagreed far less with the question than those who had completed higher education. The College and Graduate education categories had percentages that were very similar. The results are indicated below in Table 2.
<table>
<thead>
<tr>
<th>Change Athletic Program by last year of Formal Education</th>
<th>Disagree</th>
<th>Strongly Disagree</th>
</tr>
</thead>
<tbody>
<tr>
<td>High School</td>
<td>19</td>
<td>8</td>
</tr>
<tr>
<td>College</td>
<td>33</td>
<td>27</td>
</tr>
<tr>
<td>Graduate</td>
<td>34</td>
<td>31</td>
</tr>
</tbody>
</table>

*The Strongly Agree and Agree made up less than 15% of the entire sample, therefore, I did not deem them significant to this table.

Table 2

These results indicate that the higher the educational level one achieves the less inclined they are to support athletics as the primary reason for obtaining a school board position. Those with only a high school education seem to support athletics far more strongly.

A third finding I found somewhat important was obtained when I cross-tabbed number of years served as a board member with the following question: "One of the reasons I sought a school board position was because I believed children were being exposed to improper influences (i.e. reading suggestive material, peer pressure to accept drugs, alcohol, etc)." In this particular finding, those who had served over five years as a board member disagreed far less than those who had only served one term with the question. Results in Table 3 indicate that the board members with more longevity are perhaps more conservative than those who have just served one term and are more concerned with the morals of students.
Children exposed to improper influences by number of years served

<table>
<thead>
<tr>
<th></th>
<th>Under Five Years Served</th>
<th>Over Five Years Served</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agree</td>
<td>3</td>
<td>9</td>
</tr>
<tr>
<td>Undecided</td>
<td>6</td>
<td>4</td>
</tr>
<tr>
<td>Disagree</td>
<td>46</td>
<td>37</td>
</tr>
<tr>
<td>Strongly Disagree</td>
<td>49</td>
<td>22</td>
</tr>
</tbody>
</table>

*Only three of those responding strongly agreed with the question. Of those, 2 had served over five years.

Table 3

I asked school board members several questions concerning their attitudes towards teachers. Some of the cross-tabulations proved quite informative. I crossed the number of years served as a board member with the following question: "I sought a school board position because there were teachers whom I believed were incompetent and I wanted them fired." This tabulation followed the pattern of the previous tables in that those who had been on the board longer seemed to have more conservative, old-fashioned ideas that hinged on the board being in a position of power (fire those teachers now!) rather than taking new approaches to education (See Table 4).
Firing incompetent teachers by number of years served as board member

<table>
<thead>
<tr>
<th></th>
<th>Under Five Years Served</th>
<th>Over Five Year Served</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly Agree</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>Agree</td>
<td>15</td>
<td>3</td>
</tr>
<tr>
<td>Undecided</td>
<td>6</td>
<td>9</td>
</tr>
<tr>
<td>Disagree</td>
<td>47</td>
<td>34</td>
</tr>
<tr>
<td>Strongly Disagree</td>
<td>36</td>
<td>25</td>
</tr>
</tbody>
</table>

Table 4

I asked several questions concerning board members perceptions of their roles. These findings did not yield as many significant results as those previously concerning why a respondent sought a school board position but a few did relate some interesting data. I cross-tabbed the last year of formal education with the following statement: "I believe my role as a board member is that of a trustee - I make my own decisions with the public's best interest in mind." The results indicated that those with a college or graduate education strongly agreed with this statement far more often than those with only a high school education (See Table 5).
Role as a trustee by formal education

<table>
<thead>
<tr>
<th></th>
<th>High School</th>
<th>College</th>
<th>Graduate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly Agree</td>
<td>11</td>
<td>29</td>
<td>33</td>
</tr>
<tr>
<td>Agree</td>
<td>20</td>
<td>33</td>
<td>34</td>
</tr>
<tr>
<td>Disagree</td>
<td>5</td>
<td>5</td>
<td>3</td>
</tr>
</tbody>
</table>

*The categories of undecided and strongly disagree were sparsely filled out and constituted only nine people. I did not believe they were significant.

Table 5

Achieving a higher level of formal education may have a significant bearing on how assertive a board member believes he or she can be. Those with high school educations only did not agree as strongly that they should make their own decisions with the public's best interest in mind. Those with higher degree of education felt more comfortable with making decisions themselves without consulting the public. When I compared year of birth with the question of the board member's role as a trustee, overwhelmingly (88%) believed their role was that of a trustee. This figure is backed up by the next question on my survey which stated, "I believe my role as a board member is that of a delegate - I heed the concerns and demands of the public I represent and make decisions according to their wishes." When I compared last year of formal education with the previous question, those with a college or graduate level of education disagreed far more strongly than did those with a high school education. But none of the categories strongly supported that statement.
Table 6

This table is significant in that many school board members regardless of educational level do not believe their role as a school board member is to heed every whim of the public they represent. I believe this is an important finding because it indicates that board members realize that what the public wants may not always be in their best interests. To support every position your community asked would be an impossible task (trying to make decisions among large groups generally results in utter chaos).

Conclusion

I believe this survey has provided some insight into the character of the school board member. We have found that the higher the educational level the more willing the board member is to accept new ideas and place more emphasis on academics. The board member who has served only one term and who is more highly educated is more inclined to make his or her own decisions.
without guidance from the community. The board member who is more highly educated is not as concerned with athletics as those who had only received an high school education. He or she believes athletics is important, but that is not the primary reason for seeking a school board position. I believe it is important that board members seek the school board position so that they may improve education for students in the school system. From the results of my survey, that seems to be the case. Very few board members sought a school board position to fire incompetent teachers, or sought the position to improve their social standing in the community and surprisingly, when asked if they would allow a child with Acquired Immune Deficiency Syndrome to remain in their school almost 30 percent agreed. The figure was surprising to me because I believe most board members would not take the bait and answer the question (although 30% were undecided). I submit these results as indicative of the commitment most board members have to achieving quality education for the children in our state.

I believe further research would be beneficial to the understanding of the school board decision-making process. I think it would be interesting to see some research done on this question: Do boards with highly educated people who have some knowledge regarding educational matters have a more successful school system than those who have not achieved a higher education and who are not motivated to learn about the educational process? Results from such a survey might indicate that some knowledge of educational matters should be a requirement before being elected to the school board.
It is not where we stand that's important so much as in what direction we are moving.8

Oliver Wendell Holmes

The turnaround of education must begin every place at once.9

H. Dean Evans
Indiana Superintendent of Public Instruction

Our goal in Indiana is to achieve the best education possible for children today so that they may become part of a viable, intelligent work force in the next generation. Obtaining a better understanding of how educational decisions are derived can only aide in that process.
ENDNOTES


5. Ibid., p. 5.


8. Ibid., p. 1.

9. Ibid., p. 15.
Magazine Articles


Pamphlets

Indiana State Board of Education. "A Bridge to the Future" Phase IV of the Decade of Excellence in Education. Recommended to the 1986 General Assembly.