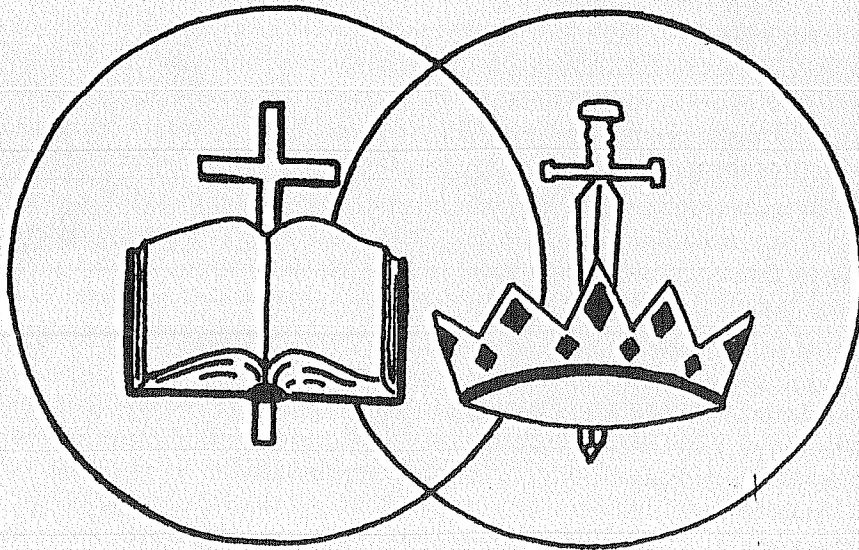


PROFILE

*Of A Study Of Positions
And Attitudes Within
Our Synod Concerning
The Elementary And
Secondary Education
Act Of 1965*



WISCONSIN LUTHERAN SEMINARY

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*Boehlke, Paul R. Profile of a Study of Positions and Attitudes
Within our Synod Concerning the Elementary
and Secondary Education Act of 1965 EFR 610*

THE FEDERAL PROGRAM

On April 11, 1965, President Lyndon B. Johnson signed into law the Elementary and Secondary Education Act of 1965, which represents the largest single commitment by the Federal government to further develop "our Nation's most priceless resource" — education. The new act authorizes more than \$1.3 billion in Federal funds to strengthen and improve educational quality and opportunities in elementary and secondary schools.

The five titles of ESEA are designed to support four major educational tasks confronting our Nation as set forth by the President:

- To bring better education to millions of educationally disadvantaged youth who need it most . . .
- To put the best educational equipment and ideas and innovations within reach of all students . . .
- To advance the technology of teaching and the training of teachers . . .
- To provide incentive for those who wish to learn at every stage along the road to learning.

TITLE I recognizes the long-standing relationship between low educational achievement and the cycle of poverty, and places the major emphasis of the Act on meeting the special needs of educationally deprived children. This title provides funds to school districts for special programs designed to meet the needs of such children in attendance areas with high concentrations of low income families. It also provides funds for state operated or supported schools for handicapped children.

TITLE II recognizes that teaching and learning today depend upon effective school library materials, high quality up-to-date textbooks, and a variety of other instructional resources. It is designed to help improve the quality of instruction in the Nation's schools by providing funds to States for school library resources, textbooks, and other printed and published instructional materials for the use of children and teachers in public and private elementary and secondary schools.

TITLE III recognizes the gap between current educational research and existing practices in our schools. This program, know as PACE — Projects to Advance Creativity in Education, will help local school districts relate research to practice through the support of creative supplementary centers and services.

TITLE IV recognizes the need to extend educational research and development on a national scale in all fields of learning. This title amends the Cooperative Research Act of 1954 and provides support for:

Research, surveys, and demonstrations in the field of education; Dissemination of the results of research and related activities; Establishment of facilities for conducting research; and

Development and strengthening of programs for training researchers in the field of education.

TITLE V recognizes that as local public school systems continue to grow, the need for professional counsel and administration requires strong leadership from State departments of education. This program is designed to support the efforts of State educational agencies to improve and expand their services and the effectiveness of their operations.

(From Office of Education, U.S. Dept. of Health, Education, and Welfare)

POSITIONS AND ATTITUDES WITHIN OUR SYNOD CONCERNING ESEA

The 1967 Synod convention brought approval of a general statement of caution regarding governmental aids. It calls upon our schools to be alert and concerned about the impact of any particular aid. The final decision on the available aids was left with the local congregation. Therefore a continuing, thorough and objective study of governmental programs and their many varied applications falls upon each pastor and teacher who values full-time Christian education. We cannot ignore the issues and dare not confuse positions and attitudes of different origin.

This study concerns mainly the first three titles of The Elementary And Secondary Education Act Of 1965 (ESEA). 456 questionnaires were mailed in March of 1967 to all pastors with Christian elementary schools in their congregations and to all principals of these schools. A second questionnaire was mailed to those returning the first. All information was gathered before the Synod convention met. The percentages of returns of the two questionnaires are above average for studies of this type.

The Percentages Of Valid Returns Of The Two Questionnaires

Mailings	Valid Replies	Percentages
Questionnaire I	356	78.1%
Questionnaire II	326	71.3%

I. PRESENT PRACTICE IN SYNOD:

The number and kinds of aids being accepted varied from school to school. 215 of Synod's 228 schools were covered (94.3%) by the answers of either the pastor or principal. In 61.8% of the cases it was possible to compare the answers of pastor and principal for reliability.

Acceptance Of Governmental Aids By WELS Schools

Programs Accepted	Number Of Schools	Percent Of Schools
Milk	173	80.5%
Health	167	77.7%
Surplus Property	80	37.2%
Lunch	63	29.3%
ESEA (any title)	38	17.6%
Transportation	26	12.1%

Acceptance of no aids was claimed by 13 schools (6.0%). "Other aids" added were specialists: 8 schools (3.7%) and library books: 8 schools (3.7%). Transportation appeared to be least popular; however, it is often not available. The others are. No doubt transportation is now much higher because of a new bus law affecting half of Synod's schools, those in Wisconsin.

Acceptance Of Various ESEA Titles By WELS Schools

Programs Accepted	Number Of Schools	Percent Of Schools
ESEA II	35	16.3%
ESEA I	19	8.8%
ESEA III	10	4.7%

Only 17.6% of Synod's schools accept aid under ESEA. ESEA Title II was the most popular program at 16.3% participation. It is obvious that presently the schools are being quite cautious with certain types of aid. They do not treat all aids in the same manner.

II. PRESENT POSITIONS ON AIDS:

Personal feelings of the respondents regarding governmental aids in general were requested on the first questionnaire. The respondents checked a five-point scale of positions. Moully's The Science Of Educational Research states that the use of a five-point scale frequently elicits more valid responses and is less frustrating to the respondent who wants to be truthful.

Present Positions On Aids In General

Position Checked	Pastors	Principals	Total	Percent
Favor in all respects	1	0	1	0.3%
Favor in most respects	10	24	34	9.6%
Neutral	17	21	38	10.7%
Favor in few respects	74	86	160	44.9%
Do not favor at all	66	57	123	34.6%
	<u>168</u>	<u>188</u>	<u>356</u>	<u>100.0%</u>

More than three-quarters of the pastors and principals reacted negatively (either "favor in few respects" or "do not favor at all") to governmental aids for our schools. Compare the degree of negative reaction here to that concerning ESEA in the next table. The pastors and principals were asked for their feelings concerning the whole ESEA program. These five divisions became the basis for much of the correlation work in section III.

Present Positions Concerning ESEA

Position Checked	Pastors	Principals	Total	Percent
Favor in all respects	1	0	1	0.3%
Favor in most respects	10	22	32	9.0%
Neutral	24	20	44	12.4%
Favor in few respects	40	49	89	25.0%
Do not favor at all	93	97	190	53.4%

Here also more than three-fourths of the pastors and principals had negative reactions. However ESEA caused more "do not favor at all" response. 53.4% did not favor ESEA in any respect. There is high correlation between the present practice of Synod's schools and the present feelings of the local educational leaders: the pastors and principals in the congregations with schools.

Do the personal feelings concerning ESEA vary from title to title? Is one type acceptable and another objectionable? The respondents were asked to treat them as they had been presented to them in their community.

Reactions To Title I: Education Of Deprived Children

Position Checked	Pastors	Principals	Total	Percent
Favor in all respects	2	5	7	0.2%
Favor in most respects	16	33	49	13.8%
Neutral	44	32	76	21.3%
Favor in few respects	32	35	67	18.8%
Do not favor at all	74	83	157	44.4%
	<u>168</u>	<u>188</u>	<u>356</u>	<u>100.0%</u>

Reactions To Title II: Library Resources

Position Checked	Pastors	Principals	Total	Percent
Favor in all respects	4	9	13	3.7%
Favor in most respects	17	30	47	13.2%
Neutral	37	17	54	15.2%
Favor in few respects	28	35	63	17.7%
Do not favor at all	82	97	179	50.3%
	<u>168</u>	<u>188</u>	<u>356</u>	<u>100.0%</u>

Reactions To Title III: Supplementary Educational Services

Position Checked	Pastors	Principals	Total	Percent
Favor in all respects	1	2	3	0.9%
Favor in most respects	11	30	41	11.5%
Neutral	39	35	74	20.8%
Favor in few respects	30	42	72	20.2%
Do not favor at all	87	79	166	46.6%
	<u>168</u>	<u>188</u>	<u>356</u>	<u>100.0%</u>

There was not a great variation of reaction to the three titles. All were strongly negative although no one title exceeded the negative feeling against ESEA in general. Reactions to Title I and Title III were very similar. Title II, the most popular program (16.3% participation in practice) caused slightly less neutral feeling and slightly greater extreme positive and negative reaction. Generally, and title by title, there was much negative feeling about ESEA in the Wisconsin Synod.

Who Should Decide

There was strong feeling that decisions concerning ESEA continue to be made at some level within the congregation. Some indicated the level or series of levels at which such decisions had been made. Most did not become as specific but favored a congregational approach to the issue.

Many did specify a desire for Synod's advice to guide the congregations in their decisions.

Who Should Decide	Pastors	Principals	Composite
Local congregation	79.7%	79.3%	79.5%
Synod	9.5%	13.3%	11.5%
Other	4.2%	1.1%	2.5%
No answer	6.5%	6.4%	6.5%
	100.0%	100.0%	100.0%

The pastors and teachers indicated that they counseled their congregations concerning governmental aids in the following manner.

How Congregations Were Counseled On Aids In General

Type Of Counsel	By Pastors	By Principals	Composite
To favor in all respects	0.0%	0.0%	0.0%
To favor in most respects	1.8%	5.9%	3.9%
To remain neutral	4.8%	7.4%	6.1%
To favor in few respects	25.6%	25.5%	25.6%
To not favor at all	32.7%	23.4%	28.1%
Urged no action	33.3%	36.2%	34.8%
No answer	1.8%	2.0%	1.9%
	100.0%	100.0%	100.0%

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How Congregations Were Counseled On ESEA

Type Of Counsel	By Pastors	By Principals	Composite
To favor in all respects	0.0%	1.1%	0.6%
To favor in most respects	4.8%	7.4%	6.1%
To remain neutral	5.9%	11.2%	8.7%
To favor in few respects	21.4%	13.8%	17.4%
To not favor at all	32.7%	21.3%	25.8%
Urged no action	29.8%	40.0%	35.4%
No answer	5.4%	4.8%	5.1%
	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>

Though generally congregations were counseled toward negative action, ESEA gained a slightly more positive attitude when specific advice was given by pastors and principals. However, most outstanding are the large "have urged no action" groups at roughly 35% on both questions. Many pastors and principals with negative feelings said they urged no action because "it didn't come up" or "it wasn't necessary." In most cases this meant the school did not apply for the aid.

III. ATTITUDES AND FACTORS BEHIND THE POSITIONS:

A subjective question was asked the respondents after they had indicated their position on each program: "Do you feel you have sufficient information on these titles?" Often we make decisions on the basis of subjective feelings rather than objective information.

Information On The Titles

Reply	Pastors	Principals	Composite
Sufficient information	44.0%	45.2%	44.6%
Insufficient information	51.2%	50.5%	50.9%
No answer	4.7%	3.7%	4.2%
	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>

Quite a large percentage felt they had insufficient information. It is interesting to correlate the frequency of this (admittedly subjective) feeling of insufficient information with the five positions on ESEA.

Feeling Of Insufficient Information
Correlated With Position Taken On ESEA

Position	Pastors	Principals	Composite
Favor in all respects	0.0%	-	0.0%
Favor most respects	60.0%	54.5%	57.2%
Neutral	79.2%	80.0%	79.6%
Favor in few respects	60.0%	65.3%	62.2%
Do not favor at all	48.4%	43.3%	45.8%

There is positive correlation between the feeling of insufficient information and the selection of a middle position on ESEA.

On many questionnaires comments were added indicating not a lack of information from the government but rather from the Advisory Committee on Education (ACE) of Synod then studying the area. ACE did shortly report to the Thirty-ninth Convention recommending a general statement of caution. This was after the completion of this survey.

Ages Correlated With Position Taken On ESEA

Position	Pastors	Principals
Favor in all respects	(only one pastor)	
Favor in most respects	46	31
Neutral	47	28
Favor in few respects	48	32
Do not favor at all	46	33
Median	<u>47</u>	<u>32</u>

Years Of Experience In The Ministry
Correlated With Position Taken On ESEA

Position	Pastors	Principals
Favor in all respects	(only one pastor)	
Favor in most respects	21	10
Neutral	21	7
Favor in few respects	23	10
Do not favor at all	21	11
Median	<u>21</u>	<u>10</u>

Years Of Experience With School Administration
Correlated With Position Taken On ESEA

Position	Pastors	Principals
Favor in all respects	(only one pastor)	
Favor in most respects	18	5
Neutral	10	6
Favor in few respects	14	6
Do not favor at all	8	9
Median	<u>12</u>	<u>6</u>

Taking the above tables together, the neutral group contained more young principals, principals with less experience and pastors with less than average experience with a Christian day school. Pastors with a lack of school experience also choose "do not favor at all" perhaps taking another's lead. Compare the nature of the neutral group with the table, "Insufficient Information With Respect To

Position Taken On ESEA." Perhaps this was the reason for the very high (79.6%) feeling of a lack of information in the neutral group. Less experience, a feeling of a lack of information and a neutral position on ESEA correlate.

Education Of Respondents In Synod Terminal Schools
Correlated With Position Taken On ESEA

Position Taken	Synod-trained Pastors (only one pastor)	Synod-trained Principals
Favor in all respects		
Favor in most respects	90.0%	91.0%
Neutral	87.5%	90.0%
Favor in few respects	95.0%	97.9%
Do not favor at all	89.2%	92.8%

About 90% of the respondents graduated from Wisconsin Lutheran Seminary and Dr. Martin Luther College, Synod's terminal schools for pastors and teachers. There is no dramatic pattern noticeable.

Marital Status Of Respondents Correlated
With Position Taken On ESEA

Position Taken	Married Pastors (only one pastor)	Married Principals
Favor in all respects		
Favor in most respects	100.0%	90.9%
Neutral	100.0%	90.0%
Favor in few respects	100.0%	73.5%
Do not favor at all	98.9%	80.4%

A higher percentage of marriage was present among principals favoring ESEA. Almost all pastors responding were married. The writer also correlated the number of children in each group which would stand to benefit from acceptance of ESEA. The percentage of such children in each group (pre-school, Lutheran grade school and Lutheran high school) is only slightly higher in the "favor" position group. The neutral group had about 10% less children that would benefit.

Children Who Would Stand To Benefit
Correlated With Position Taken On ESEA

Position	Total
Favor in all respects	(only one respondent)
Favor in most respects	75.9%
Neutral	61.1%
Favor in few respects	72.4%
Do not favor at all	71.8%

The "neutral" group may have felt less pressure to come to a decision with 61.1% of their children to benefit from ESEA.

Political Preference Correlated
With Position Taken On ESEA

Position Checked	Mainly Democratic	Mainly Independent	Mainly Republican
Favor in all respects		(only one respondent)	
Favor in most respects	3.1%	21.9%	71.9%
Neutral	9.1%	13.6%	70.4%
Favor in few respects	4.5%	8.9%	85.4%
Do not favor at all	3.1%	14.2%	80.0%

There was more Republican party preference among those with a negative position on ESEA. The respondents as a whole preferred the Republican party 79.4%. Whether the position motivated the political preference or vice versa cannot be stated, but there was a correlation.

Membership in groups besides the Synod which might take a stand on government aids was polled. Only one pastor stated that he held membership in a professional educators' organization. This group favored no aids.

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Three different forms of Questionnaire II were sent to all who responded to the first questionnaire. It is interesting to examine the further comments of "those who did not favor ESEA at all or in part." 78.4% of all respondents to the first questionnaire made up this group.

A checklist of possible sources for objection was prepared. The respondent was asked to check one. The last item allowed the choice of "an interrelationship of some of the above" with the request to explain this relationship.

The Basic Sources For Objections To ESEA

Source For Objection	Percent
Personal attitude and/or feelings about the future	34.7%
Bible references and/or historic Lutheran creeds	23.9%
An interrelationship of two or more of these factors	21.1%
U.S. and/or state constitutions	8.0%
Political viewpoint	4.4%
None of these	2.8%
Synod	2.4%
Congregation's attitude	2.0%
Co-workers' attitude	0.8%

The largest group felt "personal attitude and/or feelings about the future" to be the prime source for objections to ESEA. Many in their comments indicated a fear that aids of this type would bring controls that might change the nature of the school, congregations would come to depend on such aids, support might suffer and there would be no way out.

The writer wondered whether the more subjective "personal attitude and/or feelings about the future" group might have a higher degree of urging no action in the congregation. 35.6% had urged no action in the congregation. This was significantly higher than average. No doubt it is more difficult to urge action which is based on this source.

52.9% of the "personal attitude" group felt the amount of information they had about ESEA to be sufficient. This was about average for those with a negative reaction. Therefore it would appear that many in this group are choosing "personal attitude" with a fair amount of basis in available information. Their feeling about the future cannot be labeled and disregarded as only intuitive thinking.

A high percentage also chose "Bible references and/or historical Lutheran creeds." Again almost 50% of the "interrelationship" group stated that one of the factors was the Bible. Comments indicated belief in a Biblical teaching of separation of church and state besides the constitutional argument. Respondents volunteered 2 Cor. 3:6, Gal. 5:9, Luke 14:28, Gen. 14:21-24, Ezra 4:3, I Cor. 9, Eph. 6:4, and Matt. 22:21.

Some felt Scripture does not forbid church and state cooperation in education, but that it does indicate the wiser course of action. One said it very well: "While I do not believe that government aid can be either approved or disapproved of on the basis of Scripture, I do feel we may benefit from the advice of the Apostle Paul, 'While all things may be lawful for a Christian, they may not always be expedient. (cf. I. Cor. 6:12, 10:23). I question the wisdom of allowing the privilege of Christian stewardship, which is an expression of love that God expects, to be curtailed by the open pocket-book of our government."

It would appear that there are two main sources; 1) personal attitudes and feelings that foretell a dangerous future for the Christian day school and 2) similar fears coupled with the belief that there is a basis in the Word of God. Both groups (70%) have members who draw lines at various stages with caution increasing as the particular aid affects the actual teaching in the classroom. This makes ESEA quite unpopular while a milk program enjoys 80% participation.

Thanks to the respondents for making this study possible. This is a rough summary at best; much more could be said. Any questions or comments will be welcomed.

Paul Boehlke

THE STUDY

A research paper is a required part of the graduate curriculum at Winona State College, Winona, Minnesota. At the time of this writing many state and federal aids are being offered to Christain day school children within the Wisconsin Evangelical Lutheran Synod. This study, however, was narrowed to include only titles I, II and III of the **Elementary and Secondary Education Act of 1965 (ESEA)**. My purpose was (1) to determine the positions currently found among the pastors and principals of schools of the WELS and then (2) to try to determine the attitudes underlying these positions.

Two questionnaires were prepared for all pastors with schools and all school principals. The first questionnaire established the recipient's position, where-upon a second set of questionnaires then probed underlying attitudes.

St. John's Lutheran Church of Jefferson authorized funds for postage and encouraged the completion of the project.

SUMMER, 1967



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This summary has been mailed to the pastors and principals who participated in the study by returning the two questionnaires sent to them, March through April of 1967. Without their cooperation the project could not have been attempted.

Copies of the COMPLETE research paper will be offered to the libraries of Winona State College (as is customary), Dr. Martin Luther College and Wisconsin Lutheran Seminary.