

The Pennsylvania State University
The Graduate School
Department of Education Policy Studies

AN ANALYSIS OF THE RELATIONSHIP BETWEEN ZERO TOLERANCE
ATTITUDE AND PUPIL CONTROL IDEOLOGY

A Thesis in
Educational Administration
by
Dale Lewis Heineman

Copyright 2007 Dale Lewis Heineman

Submitted in Partial Fulfillment
of the Requirements
for the Degree of
Doctor of Education

August 2007

The thesis of Dale Lewis Heineman was reviewed and approved* by the following:

Roger C. Shouse
Associate Professor of Educational Leadership
Thesis Advisor
Chair of Committee

Jacqueline Stefkovich
Professor of Educational Policy Studies
Chair of the Department of Educational Administration

William Boyd
Professor of Educational Policy Studies

Edgar P. Yoder
Professor of Extension Education

* Signatures are on file in the Graduate School.

Abstract

This research was designed to investigate the correlation between Zero Tolerance Attitudes and Donald Willower's Pupil Control Ideology. In order to complete the investigation, it was necessary to develop a survey which would allow the researcher to assess each respondent's survey and attach a numerical value with lower numbers corresponding to an opposition to zero tolerance and a higher number to those who favor zero tolerance. This was done by creating a two part zero tolerance survey and combining it with the pupil control survey.

The investigation also required the survey to be completed by administrators. This was accomplished by using an on-line survey process. Administrator were sent an email and asked to go to a website where the survey was being housed, fill it out and submit it.

The final portion of the research was to evaluate the data received and determine if any correlation existed. There was not a definite correlation; however, several other interesting factors were uncovered as a result of analyzing the data. These factors included the uncovering of two interesting facts: first, compared to women, men appear to be stricter in their perceptions about zero tolerance, but tend to give less zero tolerance punishments in their action. The same result occurred when comparing the perceptions and actions of administrators with longevity with those relatively new to administration.

Table of Contents

List of Tables.....	v
List of Figures.....	vi
Acknowledgements.....	vii
Chapter 1: INTRODUCTION.....	1
Chapter 2: ORIGINS, PROBLEMS, AND QUESTIONS.....	7
Chapter 3: METHODOLOGY.....	26
Chapter 4: ANALYSIS OF DATA AND PRESENTATION OF FINDINGS.....	31
Chapter 5: SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS.....	48
References.....	56
Appendix A: Human Subjects Approval for Confidentiality and Anonymity.....	59
Appendix B: Email Alert Sent to Prospective Respondents.....	62
Appendix C: Survey for Zero Tolerance Attitude and Pupil Control Ideology.....	64
Appendix D: Zero Tolerance Survey Data Charts.....	72

List of Tables

Table 1: Descriptive Statistics.....	28
Table 2: Administrator’s Zero Tolerance (ZT) Opinions.....	30
Table 3: Administrator’s preferred response to Potential Zero Tolerance Situations.....	34
Table 4: Association between Individual and School Variables and Administrator’s View on Zero Tolerance.....	40

List of Figures

Figure 1: Frequency Distributions ZT1 Item 2.....	33
Figure 2: Frequency Distributions ZT2 Item 21.....	36
Figure 3: Scatter Plot of ZT1 and PCI.....	37
Figure 4: Scatter Plot of ZT2 and PCI.....	38

Acknowledgements

I would like to take this opportunity to thank Dr. Roger Shouse for his time and efforts on my behalf in working to complete this dissertation. Without his help, encouragement, and continuous efforts, I would not have been able to complete this task.

CHAPTER ONE

Introduction

Since it first became part of the Gun Free Schools Act of 1994, controversy has plagued the concept of “zero tolerance” creating a large divide among public school educators and policy makers. There are those who disagree with zero tolerance policies due to their inflexibility and those who believe that such policies can help eliminate serious and dangerous rule infractions by making the punishments clear and certain. Yet, opponents of zero tolerance point to the policy’s counterproductive rigidity and to an ever growing list of infractions to which is applied and, thus, question its fairness and wisdom.

Ostensibly, zero tolerance policies aim to create a standardized form of discipline; a strict and certain punishment for “intolerable” student behaviors. But the actual nature and application of these policies appears to vary radically across the nation and even within a school district. News stories regularly report instances of what appear to be unreasonable zero tolerance application; students being punished for minor infractions, technical infractions, and for infractions that appear to be of little or no threat to student health and safety. At the same time, many educators, researchers, and even parents and students are familiar with cases in which a teacher or administrator used his or her own discretion in refusing to implement an indicated zero tolerance punishment.

It is important to note that every school district in the United States has at least one form of a zero tolerance policy due to the Gun Free Schools Act of 1994, which required every school to issue a one year expulsion to students who

bring guns onto school property. And, although the ratio of unreasonable to reasonable zero tolerance cases are probably small, the unreasonable cases (or “horror stories”) appear often enough and cause enough difficulty so as to spawn significant backlash against the use of zero tolerance. They also prompt the question as to why they occur in the first place.

From the perspective of educational practice and research these outliers suggest a tremendous amount of uncertainty and variation in the discretion used by administrators and teachers in applying zero tolerance and in the range of student infractions to which it is applied. The causes of this variation may stem from a number of political, philosophical, or social psychological factors at the district, school, or individual level. Consider, for example, the case mentioned by Ackerman (2003) in which a middle school assistant principal ignored his district’s strong zero tolerance policy against any “weapon” brought on school property. A student approached him and confessed that he had forgotten to remove a jackknife from his backpack after a weekend camping trip. Although the district policy indicated that the student should be suspended and referred to the police, the administrator took the knife, called the student’s parents, required them to come take the knife home, and warned the student to be more careful in the future.

Part of the assistant principal’s willingness to ignore formal policy and apply his own discretion in this case may be due to his attitude or philosophy as to what constitutes “normal” student behavior. Students do use knives outside of school for a number of good, legal, and tolerable reasons and it is not surprising

that a student might forget to remove one from a backpack, a glove compartment, or even a pocket. And an administrator might normally show some discretion, especially with a student who makes an honest reporting of such forgetfulness. Whether the administrator chose to do so might be a function of a number of factors including personal background, knowledge of the student involved in the infraction, educational philosophy, or even political attitudes and beliefs. It is interesting, for example, to consider how differently an administrator with a rugged military background might respond as compared to one with a strong belief in non-violence.

Another related source of variation ties into a line of research developed by Donald Willower, et.al. (1965). Specifically, these scholars hypothesized a dimension of “pupil control ideology” ranging from “custodial” on one end, to “humanistic” on the other. At first glance, it may appear that administrators who limit their discretion in favor of strict zero tolerance application may also be custodial in their ideology. This, however, would not account for a ideologically humanistic administrator with a strong belief in non-violence enforcing a policy that forbids students to play “war” or “cops and robbers” using their fingers as make believe guns (S.G. v. Sayreville).

Pupil Control Studies

Willower and Hoy’s construct of “pupil control ideology” has been widely used over the years since its inception to measure teacher and administrator custodial/humanistic behavior and attitude and to correlate these with other educator characteristics. A custodial ideology is one that assumes that students

naturally seek to avoid the behavior and discipline associated with school learning and, therefore, requires a set of rigid rules, procedures, and instruction. In contrast, a humanistic ideology assumes that students have a natural desire to learn, can be reasoned with, and can be trusted with higher levels of freedom and self supervision.

Based on this contrast, an examination of how an administrator's pupil control ideology might influence the way they view and apply their district's zero tolerance policy. But, as suggested above, the specific relationship may be somewhat complex. On one hand, we might expect a positive correlation between custodial ideology and rigid zero tolerance enforcement. But on the other, is it not possible that administrators holding very rigid "politically progressive" views about students' social needs and natures might also exhibit custodial behaviors, some of which might become evident via the strict enforcement of zero tolerance policy? Indeed, Shouse (2005) has proposed a two by two theoretical rubric linking educators' pupil control ideology with their political philosophy. His work suggests a non-linear relationship between administrators' custodial and humanistic perspectives regarding students.

Purpose of the Study

This study seeks to understand the relationship, if any, between administrator attitude and behavior with respect to zero tolerance enforcement and administrator pupil control ideology. The objective of this research is to gain knowledge and understanding about the relationship that exists between principals' attitudes toward pupil control and their attitude toward zero tolerance

and to determine how these relationships help us understand the occurrence of zero tolerance abuse.

Conceptual Framework

An important question to be addressed at the start of a study like this is “what do you expect to find?” Or, in more scholarly fashion, “what is your hypothesis?” To put it simply, it is speculated here that administrators with a more custodial orientation will be more likely to favor (or express attitudes that appear to reinforce) a stricter enforcement of zero tolerance policies than those with a more humanistic orientation. But this is really only half the story because a finding in support of the null hypothesis (i.e., that there is no relationship between pupil control ideology and zero tolerance enforcement) is equally, if not more, intriguing. A finding of no relationship would not only be somewhat surprising, but might also indicate the presence of another attitudinal dimension (such as that suggested above by Shouse) that would account for the variation in enforcement.

Outline of the Proposal

Having briefly introduced the research problem, above, Chapter 2 offers a more detailed discussion concerning the history, definitions, and conceptual underpinnings of zero tolerance, a summary of the various ways it has been applied – and, arguably, misapplied, some of the relevant legal decisions handed down in recent years, and a sampling of relevant research and commentary surrounding the practice. Chapter 2 will also go into more detail regarding the concept of pupil control and why it might relate to our understanding of zero

tolerance enforcement. Chapter 3 will detail the methodology to be used in the study.

Chapter Two: Origins, Problems, and Questions

Historical Perspective

The idea of zero tolerance, and the earliest uses of the term, can be traced back to the Reagan presidency and the federal government's "war on drugs." The term was used in reference to such practices as mandatory sentences for convicted drug offenders and the confiscation of automobiles or other property involved in the sale, possession, or transfer of drugs, even in the absence of an actual criminal conviction. Such practices, it was believed, could sharply curtail the growing use and distribution of illegal drugs in the United States.

During the late 1980s, the concept of zero tolerance expanded within areas of law enforcement. In California and Kentucky, the legislatures enacted zero tolerance policies for gang related activities, and the school district of Yonkers, New York enacted a "zero tolerance policy" for dangerous or disruptive behavior. By 1993, many states and districts across the nation had begun developing written policies using the zero tolerance concept to fight weapons' violations and drug and tobacco use in school.

One of the early uses of the concept can be traced to the San Diego Public Schools in 1993. Due to the murder of two students, Alex Rescon, director of campus police, recommended a policy that would have any student who brought a weapon to school to be arrested and expelled from school without exception (Vail, 1995). Although not called a zero tolerance policy, it had the

theme of zero tolerance because it provided for no exceptions regardless of any mitigating circumstances.

In 1994, Congress passed and President Clinton signed into law the Gun Free Schools Act. Broadening public awareness of the zero tolerance idea, the law required:

local educational agencies to expel from school for a period of not less than one year a student who is determined to have brought a weapon to school under the jurisdiction of local educational agencies in that state, except that such State law shall allow the chief administering officer of such local educational agency to modify such expulsion requirement for a student on a case-by-case basis. (Gun Free Schools' Act, 1994)

The Gun Free Schools Act also included the following provisions:

1. Private schools are not subject to the act
2. School districts must impose an expulsion policy in order to receive ESEA funds
3. Due process is not eliminated with the one year suspensions
4. State law must allow the chief school administrative officer to modify the punishment/expulsion.
5. Students expelled for weapons must also be referred to the criminal justice system
6. The case by case exception cannot be used in every case to avoid compliance with the law.
7. The term "weapon" does not necessarily include knives or other such articles, but the state can take a broad view of the term (Pipho, 1998).

Though the act clearly referred to firearms, the definition of a weapon was left to the states. Over time, states tended to expand the definition of weapon to include knives and weapon "look-a-likes." Some districts and schools have taken the definition to even a wider view and have included any item that is or could be used a weapon. In addition, many schools now apply a zero tolerance policy with

respect to students' threats, abusive language, fighting, and other forms of coercive or assaultive behavior.

School districts have also expanded the application of zero tolerance to the use and possession of illegal and legal drugs. For many schools, this simply meant applying the zero tolerance template to their already existing rules against alcohol, tobacco, and illegal narcotics. Increasingly, however, the zero tolerance model has also been applied to the use of legal over-the-counter pain medications and prescription medication when used by students outside the formal control of the school.

Finally, and most troublesome for many critics of zero tolerance, the concept has been applied to student behaviors that while perhaps questionable, pose little risk to the safety of other students or simply do not seem deserving of a suspension or expulsion from school. Examples include the playing of "cops and robbers" during recess, certain types of drawings on notebooks, writing about violent topics in class assignments, or other "technical" violations of school rules (e.g., having a squirt gun, using a small knife to cut food, taking a headache tablet, etc.). Such uses of zero tolerance prompt one to suspect that the policy may sometimes be used not only for protecting student health and safety, but for other reasons, such as extending greater control over student behavior and attitudes, protecting schools from troublesome encounters with parents, or even from parent lawsuits.

Definitions

In everyday terms, the idea of “zero tolerance” seems simple enough. There are some behaviors that a society or a school simply cannot allow to occur or to go unpunished. One major champion of this basic idea in schools was the late Albert Shanker (1997), former president of the American Federation of Teachers. As early as 1988, the U.S. Department of Education defined zero tolerance as any policy that mandates a predetermined punishment for specific offenses (U.S. Department of Education, 1988). Two problems appear unaddressed by this simple definition, however. For one thing, this definition encompasses any school disciplinary policy that specifies infractions and links them to specified punishments. A second problem involves the difficulty of actually defining “intolerable conduct” in a comprehensive fashion so as to eliminate any need for administrator discretion or judgment. A school may outlaw “fighting,” but find itself in a predicament in a situation involving a clear case of self defense. The school then faces three alternatives, each with its own set of difficult consequences; either punish students who defend themselves, adjust the rule, or apply discretion on a case by case basis.

Uhler and Fish (2001) argue that zero tolerance occurs when a district imposes “a predetermined consequence, usually an extended expulsion, for a specific misconduct.” Referring to Illinois law, the authors indicate that this would mean “any possession of a weapon or drugs on school grounds, regardless of the individual circumstances of the offense.” Similarly, the publication “Legal Guidelines for Curbing School Violence” states that

The adoption of zero tolerance means that students will be expelled on the first offense for bringing a weapon to school or being found with the possession of drugs (Blumberg, et al, 1995)

Though it seems clear that zero tolerance policies emerged as a prescription for addressing the serious problems of drugs and weapons in school, two other issues also seem clear. First we are left with the problem of clearly defining what constitutes a “weapon” or a “drug.” Is a Scout knife a weapon? What about a small replica on a key chain? Is Tylenol a “drug?” In some school districts, this problem appears to have led to rather expansive definitions of “weapons” and “drugs,” thus in turn leading to what often appears to be an unreasonable application of zero tolerance policy. The second issue concerns the expansion of zero tolerance policies into areas beyond weapons and drugs into those of general school health, safety, and decorum. In some districts, for example, students have been suspended over stories they’ve written, pictures they’ve drawn, or even dramatic play depicting weapons or violent acts. One school attempted to expel a student for having sent an innocent—but unauthorized—text message over its intranet (Shouse, 2005). One is left with the question as to whether zero tolerance policies are more indicative of a school district’s desire to protect students, or to impose greater control upon them.

Regardless of how one answers this question, it seems clear that “zero tolerance” is difficult to define in terms that go beyond sloganeering or “management speak” (Pattison, 1997). Based on current research and manifest practice, however, we can draw some general outline of the key elements of zero tolerance.

1. To the extent possible and/or desired, rules and infractions are stated clearly and objectively.
2. Specific punishments, usually suspension or expulsion and usually upon a first offense, are explicitly linked to what the school or district considers to be the most serious rule violations.
3. In applying these rules and punishments, there is a strong tendency toward impersonal orientation and away from considering individual circumstances. Adult discretion is discouraged.
4. An emphasis exists on “law enforcement” (even to the point of involving local police) over “rehabilitation” (for example, lengthy suspensions may be applied with little regard to their impact on students’ academic, social, or moral development).

From these four characteristics, Ackerman (2003) derived three key dimensions along which schools may vary in the way they apply their zero tolerance policies or alter them over time. These are (1) the range of offenses to which zero tolerance penalties are applied, (2) the severity of the penalties associated with given offenses, and (3) the amount of formal and informal discretion or flexibility allowed or used within the system. Ackerman theorized that while schools would apply severe penalties only to offenses that were clearly dangerous and “intolerable,” others would display a sort of “mission creep” where severe punishments became applied to relatively “tolerable” student behavior. She further speculated that there would be much greater use of adult discretion in the latter category of school than in the former. The rules for the intolerable

student behavior are clearly defined, but when expanded to lesser, more tolerable offenses, the focused action-punishment relation is blurred leading to a less defined use of zero tolerance. The anecdote cited in Chapter One about the assistant principal and the Boy Scout knife may offer a bit of supportive evidence for her claim.

Rational for Zero Tolerance

The rationale for zero tolerance can be divided into several key concepts. In this section, we will look at the concepts and how zero tolerance fits. Initially, school districts were required to have a zero tolerance policy in place for weapons. This requirement appeared to be a good fit within the goal of creating a safe environment by preventing the use of drugs, alcohol and tobacco. However, zero tolerance now appears to be used increasingly as a general discipline procedure for pupil control and for limiting the legal liability of schools—a trend that may be thought of as “mission creep.” Lastly, zero tolerance can be traced to a number of elements within the field of punishment theory.

School Safety

Society expects schools to provide a safe place for students to learn and grow without the stress and fear of violence. The National School Safety Center (2001) conducted a study with principals and discovered that nine out of ten principals believe that tough discipline policies, including zero-tolerance policies, were necessary to ensure safe schools. Statistics from a 1997 government-sponsored study indicated that over 75% of schools nation wide have some form of zero-tolerance policies (National Center for Education Statistics, 1998). This

widespread use of zero tolerance policies began with actions by state legislatures and then the issue was taken up at the federal government level. It is significant to note that they were originally designed to be used with the most dangerous students, those who brought guns to school (Wald, 2001).

The Gun Free Schools Act required school districts to enact zero tolerance policies specifically for this purpose. Students who violated the policy of no weapons in school are held to harsh standards that include a one year expulsion. School districts began to enact additional policies for look-a-like weapons. Students could be held to the same punishment for a water-pistol. Schools have chosen to spread a much wider net in the name of safety outlawing things as using your fingers as a gun and pointing them at someone. The issue is whether this kind of action truly relates to student safety and whether the subsequent punishment is reasonably related to the offense. The issue in this instance is whether or not the using of a finger as a gun is really an aggressive behavior. If the individual doing the act has a “history” of making threats in such a manner, then some consequence might be in order. If no such history exists, then this incident may have been exacerbated by the beliefs of the administrator.

Safe schools are indeed in everyone’s best interests, and policies designed to provide and protect the school environment are difficult to question. However, when any policy, regardless of the motivation behind it, produces an extreme set of circumstances, it is bound to be held up to scrutiny, public debate, and public questioning. It is thus the extremes of zero tolerance policies that garner public attention, spark debate, and fuel the controversy. For example, no

one would question the need to keep guns out of our schools. However, a policy that expels a kindergarten student for bringing a toy gun to school for show-and-tell is going to generate some serious public interest. The point of contention here appears to lie in the difference between actual and, what might be called, “symbolic” threats to student safety. For some, it would appear, the latter type of threat might include student behaviors that sanction, highlight, or glorify potential or even imaginary rule infractions.

Prevention of drug, alcohol and tobacco

School districts have also expanded the application of zero tolerance to the use and possession of illegal and legal drugs. For many schools, this simply meant applying the zero tolerance template to their already existing rules against alcohol, tobacco, and illegal narcotics. Increasingly, however, the zero tolerance model has also been applied to the use of legal over-the-counter pain medications and prescription medication when used by students outside the formal control of the school. There are many reports of students being suspended and expelled for using and/or giving a friend Tylenol—even a harmless cough drop. This kind of categorical application of zero tolerance to behaviors that might otherwise be considered tolerable or normal can be seen in many school districts. Once again, there appears to be some mission creep—expanding the application of zero tolerance from truly dangerous behaviors towards those that symbolize some potential threat or that are simply inconvenient in terms of pupil control.

Provide legal protection for the school

William Anderson, an assistant professor of economics at North Greenfield College, South Carolina, and an adjunct scholar of the Ludwig von Mises Institute, states it very succinctly when he said in an article that, “Few things strike more fear into school bureaucrats than trial lawyers and one cannot blame anyone for trying to keep this class of parasites at bay” (Anderson, 2001). He was referring to schools that use zero tolerance as a way to cover their actions, that is, to eliminate any potential charge of negligence or unequal treatment. His observation helps us understand the tendency of zero tolerance mission creep among school districts.

Interestingly, however, courts have often ruled in ways that appear to discourage the wide application of zero tolerance. Cases that have gone to court have a central theme. First, the courts tend to agree that the schools have the right, and even the responsibility to create a safe environment for students. The point of divergence is in how schools approach that responsibility. Schools that blindly enforce zero-tolerance policies, although often upheld in court, have been chastised by the courts for not looking at the extent of the case and the facts surrounding it.

In the case of *Seal*, in which a student was expelled for possession of a knife the court felt that the district should have been taken into account the fact that he was not aware the knife was in his car’s glove compartment. Interpretation of the court’s ruling shows that the court believes that the punishment was not correct and indicated that “Consistency is not a substitute for

rationality.” The court seemed to be saying that the job of schools is more than that of applying rules in an impersonal fashion; it is to educate and take steps to ensure that all students are dealt with in a manner that allows them to continue their education. (*Seal v. Morgan*, 2000)

In a Pennsylvania case, *Lyons v. Penn Hills School District*, the court overturned an expulsion of a seventh grader who had possession of a miniature Swiss army knife. The student was not using it as a weapon. The court, in its ruling, indicated that the district exceeded its authority in adopting a zero-tolerance policy. The court ruled, based upon the legislation wording in Gun Free School Act, the district policy did not allow for discretion as required by the statute. (*Lyons v. Penn Hills*, 1999)

In *Clinton Municipal Separate School District v Byrd*, two high school students defaced school property and were suspended for a semester because of a district zero tolerance policy regarding the defacing of school property. The Mississippi Supreme Court ruled the zero tolerance mandatory punishment is not unconstitutional just because it is a zero tolerance policy. The court said that even if the rule is stated with mandatory punishment, the school district still has the power to give leniency. The court also indicated that the school does not have to use its power for leniency. (*Clinton Municipal v. Byrd*, 1985)

The courts have also interpreted the statute as schools need to have the flexibility in the zero-tolerance policy. When suspensions and expulsions have been overturned, courts have sited the inflexibility of the school’s policy as part of their reasoning. The Illinois School Code goes so far as to indicate that expelling

students for serious misconduct is not the same as having zero-tolerance policies. The Mississippi Supreme Court has ruled similarly when it indicated that a mandatory disciplinary rule is not unconstitutional just because it is mandatory.

General discipline and pupil control

Zero tolerance has been used by many school districts for other lesser offenses including swearing, fighting, sexual harassment, kissing, and even hand-holding. Although these offenses and their punishment are not always specifically mentioned in district policy, they become defacto infractions through constant and consistent application. For example, many schools apply a zero tolerance policy to fighting so that students who fight are suspended for the same period of time regardless of any mitigating circumstances surrounding the fight. Each school may use a different length of time for the suspension, but the concept is the same. No matter who started the fight or who took the first “swing,” both combatants are equally punished. This makes the process for the school administrator easy in the sense that he/she will not have a parent complaining about the punishment for their child being different from the other child. On the other hand, the question of equal treatment usually refers to equal offenses and one can make the case that the aggressor who threw the first punch did not commit the same offense as the student who protected themselves by fighting back. In contrast, traditionally, it has often been considered legitimate for administrators to punish based on the principle of relative guilt—in fact, honest self-defense might not be punished at all. The point to be made here is

that although an impersonal application of zero tolerance may promote order, the use of “relative guilt” may promote justice

Zero tolerance is used for a variety of minor offenses from skipping classes to use of profane language. There is one school that will impose a three day in-school suspension for the use of the “f-word” under any circumstances including cases where a student used it at a cafeteria table and was accidentally overheard by a cafeteria monitor. Actually, in this school, any “swearing” carries some punishment ranging from detention up to a ten day suspension.

Building administrators, thus, appear to use zero tolerance as a method of promoting general discipline and decorum throughout the school. The use of zero tolerance as a method of promoting building decorum is another example of the expansion of zero tolerance beyond its original intention. As stated earlier, zero tolerance was originally intended for serious or dangerous violations, but has developed into a method for promoting basic discipline. These administrators will say that students want rules, regulations and, most importantly, consistency. Ted Wachtel, president of International Institute for Restorative Practices, has indicated that schools have been moved to the punitive end of the spectrum to avoid being labeled as permissive. More and more schools are using zero tolerance as a way of demonstrating to their public that they are not permissive. This movement suggests that “zero tolerance” policies may serve a symbolic function—to promote within a school’s outside community that it is serious about student misbehavior. Of course, the “school

community” can be highly heterogeneous—what promotes “legitimacy” among some, may damage it among others (students, for example).

Punishment theory

Ackerman (2003), in her work on zero tolerance, discussed the retributive, rehabilitative, and symbolic bases of zero tolerance punishment. Retribution looks at punishment as a rule breaker receiving “just desserts.” Punishment is also seen as a deterrent to improper behavior. The concept of retribution has two sides. First, “an eye for an eye” concept should lead schools to making the punishment fit the crime. Secondly, the punishment should contain enough of a “sting” so that the perpetrator (and others) would be afraid to commit similar acts in the future. The rehabilitative concept implies that those who commit crimes can be taught to obey formal rules and thereby be introduced back into society. The symbolic basis of punishment involves the idea of reinforcing public perceptions of social or institutional legitimacy. When people see reasonable punishments being applied, they are also reminded of the value of their own lawful conduct as well as the value of having rules and punishments in the first place. For example, in America, our laws and punishments are said to promote “justice,” an idea that transcends the individual. Another example might involve a teacher catching and punishing a student for cheating. Other students may feel not only that their honesty has been justly rewarded, but that the “right thing” has been done (Ackerman, 2003).

How does zero tolerance fit into punishment theories? It appears that zero tolerance may be part of all three. It certainly is retributive. If you bring a

weapon to school, then you will be expelled. But this may also be viewed as symbolic; for other students, the world has been made “right” again and their own lawful behavior has been rewarded. On the other hand, what might students make of the situation where one of their fellow honest peers seems to have been stringently punished for what appears to be a minor, technical, or unwitting violation of school rules? Is it possible that the perception of “injustice” might damage the school’s legitimacy as a moral institution?

The rehabilitation type of punishment is a little harder to account for in zero tolerance. However, students under 17 years of age are still the responsibility of the district to educate, if parents cannot find appropriate education. As a result many of the expelled students end up in alternative educational settings and receive counseling along with their curriculum.

Pupil Control Theory and its Relationship to Zero Tolerance

In the preceding section, the idea of “control” or “pupil control” emerged as one possible function of zero tolerance policies. Pupil control has always been a major concern of schools and teachers, and its study can be traced back at least as far as Willard Waller’s work, “The Sociology of Education.” Using battle like imagery, Waller spoke of teachers often having to “inflict wounds on the enemy” (the student) in order to maintain their authority (Waller, 1932). In more recent times, the topic of pupil control was addressed in more benign fashion by Donald Willower (1972), who described pupil control as being one of the most salient concerns of teachers, especially younger teachers. Willower also theorized regarding the interaction between school culture, teachers’ ideologies about the

nature and needs of students, and the kinds of pupil control measures used within the school.

One of the results of his work was the development of a theoretical continuum representing the pupil control ideologies of teachers and administrators. On one extreme, these adults might harbor views that school learning was not a natural inclination of students. They needed to impose strict external controls on student behavior in order to compel the behavior needed for academic work and learning. At the other extreme, teachers and administrators might believe that students had a natural inclination to learn. Adults needed to primarily act as shepherds, guiding students toward knowledge by stimulating among students' an intrinsic sense of values, interests, and discipline.

The first type of ideological orientation was labeled "custodial," stressing rigid and tight controls on student behavior and the maintenance of order. Students tend to be viewed as irresponsible and misbehavior is often viewed in moralistic terms and seen by teachers as a personal affront. Power and communication in such schools would tend to flow in a downward direction, at least with respect to students.

The second type of orientation was labeled "humanistic." Self-discipline and self-regulation are the cornerstones, and behavior and learning tend to be viewed in psychological rather than moralistic terms. Communication is two-way, with students having substantial control over their school experience.

Zero Tolerance in Humanistic and Custodial Climates

Based on the discussion above, one might expect zero tolerance policies to be found (or to be expanded) primarily in schools evidencing more custodial beliefs about pupil control. Yet, there is little evidence to suggest this is the case. Zero tolerance appears to have seen an expansion in both humanistic and custodial schools (Shouse, 2005). There are at least three reasons for this. First, “safety” and “non-violence” are fundamentally “humanistic” goals, goals that may often justify stringent means.

Second, and related to this, it is not all that difficult to rationalize some “unsafe” or “violent” acts within a custodial ideological framework. For example, adults may believe that fighting is a natural part of youth experience. Though it may not be tolerated, it might still be accepted as a part of everyday school life, especially on the playground. A custodial principal might still treat student fighting in some measured or incremental fashion, rather than by suspending or expelling the fighters. Similarly, one can imagine the highly humanistic principal, also highly idealistic, who views any kind of real or symbolic violent activity as being completely beyond the pale of the good society or school. Fighting is something to be eradicated along with other expressions of aggression. This might help us understand the case cited earlier involving a principal’s suspension of elementary students playing war using their fingers as guns.

A third possible reason, of course, is that schools appear to have in many ways become more bureaucratic and legalistic institutions than in previous eras. This results from external demands for objective or rationalistic policies,

increased demands for the “equal treatment” of students, and the increased threat of lawsuits. These external pressures have hit all schools, whether they are custodial or humanistic.

Shouse (2005) presents a model with four possible types of schools when one considers a two-by-two matrix comparing schools as progressive or traditional and schools as humanistic or custodial. The matrix will yield the following:

Type I:	Progressive/Humanistic
Type II:	Traditional/Humanistic
Type III:	Traditional/Custodial
Type IV:	Progressive/Custodial

The Progressive/Humanistic can be described as a school with where the punishments tend to be less rigid and the classroom teacher uses discretion for the minor offenses. The Traditional/Humanistic school will have fewer rules and these rules will be designed for the safety of the students and to create a positive environment for learning. The Traditional/Custodial school will be a bureaucratically operated school with many rules and, presumably, more reliance on zero tolerance policies than type I or II. The Progressive/Custodial school will have rules similar to the Type I school, but with an emphasis on those designed to promote “positive” attitudes. These schools will also evidence a higher reliance on zero tolerance policies.

From the summaries, it is clear that Type III and Type IV will impose zero tolerance policies at the highest rate of the four types, but this does not preclude that all four types will have some forms of zero tolerance embedded within the school discipline codes. It is also apparent that the distinction between these

types will be a fine line and that the expectation is that most schools will congregate close to the center. While we began this proposal expecting a connection between custodial control and zero tolerance, we end this section by raising the possibility of a be non-linear association; that is “humanism” may also lead to the expansion of zero tolerance.

Summary

The concept behind the research is to examine the relationship between principals' pupil control ideology and their attitudes toward the use of zero tolerance. Specifically, it asks the question, “will administrator custodial ideology be associated with attitudes expressing a more rigid and expansive view of zero tolerance policy?”

CHAPTER THREE: Methodology

This chapter describes the methods used to examine the links between pupil control and zero tolerance attitudes among school administrators. The study employed a sample of 147 principals from Pennsylvania and utilized two survey instruments. One of these is the Pupil Control Ideology Questionnaire (PCIQ), which measures administrator beliefs along a continuum of “custodial” to “humanistic” pupil control. Consisting of 20 Likert-type questions, the PCIQ was developed by Donald Willower and Wayne Hoy and has been used widely over the past 30 years.

The other instrument, a self-constructed Zero Tolerance Attitude Questionnaire (ZTAQ), gathers administrator opinions about the appropriate range and severity of zero tolerance policies, and the use of discretion in enforcing these policies. Based on its content validity, it is asserted that the ZTAQ measures administrator attitude toward zero tolerance policies along a continuum of limited to expansive support.

The overarching analytic strategy was to correlate the measures obtained from these two instruments using a variety of descriptive and inferential techniques. The rationale behind this approach was to examine the extent to which principals’ ideas about pupil control help us understand and explain the variation in their attitudes toward of zero tolerance policies and, in turn, variation in the way these policies are applied in their schools.

Sample

The study employed a convenience sample of working administrators across a sample of Pennsylvania school districts selected to reflect a wide variation in socioeconomic status, size, and urbanicity. Included in the administrators surveyed are both middle and high school principals and assistant principals.

Instrumentation

A survey (see Appendices), developed in consultation with Dr. Shouse and other members of my doctoral committee, was distributed to working administrators in both high schools and middle schools in a variety of school districts. The survey was delivered to the administrators via email with directions to a web site. The administrators were requested to go to a web site to complete the survey. The completed surveys housed by Survey Monkey until retrieved by me. The survey was designed to be able to be completed in less than one half hour.

Proposed Data Analysis Methods

Using the two scores developed from the survey, several exploratory and final analytical comparisons were made. These may include cross tabulations in which responses are categorized into one of four possible outcomes. The natural trend would appear to be a match with Custodial and expansive use of ZTP, and Humanistic and limited use ZTP. The figure below gives a general view, in the form of a proposed two by two matrix, of the relationships that may potentially exist. Chapter four will demonstrate the relationship by comparing a zero tolerance score to the score of the pupil control survey. As noted in chapter

two, Shouse has suggested this format as a way of understanding different administrator types: Type I, Progressive/Humanistic; Type II, Traditional/Humanistic; Type III, Traditional/Custodial; and Type IV, Progressive/Custodial.

	Humanistic	Custodial
Favor ZTA (Traditional)	Type II	Type III
Oppose ZTA (Progressive)	Type I	Type IV

More complex analyses were also conducted and included multiple regressions in which individual background characteristics are statistically controlled.

Other Issues

There are several statistical issues that were considered. They include internal and external validity. Validity in this case is better described as test validity. Does the test measure what it is being used to measure? Internal validity is the degree to which the effect of the questions is not distorted by some extraneous stimuli. External validity, the question of to what the degree the results can be generalized to larger populations, is also important. Because this survey is self-developed, other issues may arise regarding its validity and reliability. One of the possible solutions is addressed in the recommendations for further study and includes the suggestion that this survey or modified versions of

it should be used in other studies. Also a consideration must be made regarding freedom from bias.

Limitations

This research was designed to develop a survey instrument that will allow for collection of data pertaining to perceptions and actions of administrators. The sample size of 205 returned surveys and 147 of them being usable is a positive first step in the development of statistical information. The return rate (147 usable out of 605 sent) of 24.3% was critical in determining validity. The survey was utilizing a web site for the participants to go to in order to complete the survey. The survey can be distributed to many more administrators using this method, but it is unknown whether the rate of return will increase or decrease. However, using an electronic distribution and submission allows for increasing the sample size.

Another concern was that the research requires an administrator to fill out a four section survey and that an administrator's response to one section might be influenced by his/her reading or answering a previous section. It was considered to create two forms of the survey by changing the order of the sections in an effort to avoid this issue. It was decided that as a first use of the survey to send everyone the exact same survey.

One additional concern was that using an electronic distribution and submission might yield a low return rate. This was not the case; however, it would have been possible to increase the number that receives the email until

sufficient number respondents have replied so that generalizations from the survey can be made.

CHAPTER FOUR

ANALYSIS OF DATA AND PRESENTATION OF FINDINGS

Introduction

The purpose of this study was to explore the association between secondary school administrators' general attitudes toward pupil control and their specific attitudes toward zero tolerance disciplinary practices. Pupil control was measured using the Pupil Control Ideology (PCI) index used by Donald Willower in the 1980's. A self designed Zero Tolerance Attitudes (ZTA) instrument was used to measure administrator attitudes to zero tolerance practices. The analytic method used to examine the association between these two sets of administrator attitudes involved examining correlations and conducting ordinary least squares regression analysis while controlling for salient personal background characteristics.

Survey Framework

Administrators in the sample were given a four part instrument. The first part gathered background information such as their position, years experience, gender, school enrollment size, high school or middle school, and the percentage of minority students. The second part aimed to measure administrator understandings and opinions about zero tolerance policies in general. The third part asked administrators to predict what their actual behavior or decision would be across a range of potential zero tolerance infractions. The data from each of these last two sections were used to create two separate indicators of administrators zero tolerance attitudes.

A six category Likert-type scale was used to gather administrator understandings and opinions about the use of zero tolerance, with higher numbers indicating stronger agreement with a given statement. Statements were presented in such a way so that stronger agreement did not always represent a more positive attitude toward zero tolerance, and responses were later recoded so that higher scores would indicate a more rigid and supportive attitude toward zero tolerance.

The measure of administrator behavior presented administrators with a set of scenarios involving a variety of student disciplinary infractions. Using a scale of one to seven, administrators were asked to select their *preferred* response across a continuum of possible punishments. These ranged from “mild reprimand” to “definite suspension or expulsion.”

The final part of the instrument consisted of Hoy and Willower’s Pupil Control Ideology Index. This index uses a traditional five category Likert scale, with higher scores representing a more custodial pupil control ideology.

Table 1 presents descriptive statistics for the variables used and created in this survey. The distribution of administrator responses across the range of questions related to zero tolerance and pupil control are presented in the Appendix.

Table 1: Descriptive Statistics

Variable	Scale	Mean*	Standard Deviation
Position	1 = Principal 0 = Asst. prin.	.53	--

Gender	1= Male 0= Female	.79	.41
School Enrollment	Continuous ordinal	1029	557
Low income %	Continuous ordinal	24	19
High School	1= Yes 0= No	.60	--
Jr. High School	1= Yes 2= No	.04	--
Middle School	1=Yes 2= No	.36	--
ZTA 1 (Understanding and opinion of zero tolerance)	1= Strongly Disagree 2= Disagree 3= Slightly Disagree 4= Slightly agree 5= Agree 6= Strongly Agree	2.85	.47
ZTA 2 (Zero tolerance behavior)	1= No Punishment 2= Mild Reprimand 3= Punishment Other than Suspension 4= Possible Suspension/Expulsion 5= Probable Suspension/Expulsion 6= Definite Suspension/Expulsion	2.42	.47
PCI (Pupil Control Index)	1=Strongly Agree 2= Agree 3= Undecided 4= Disagree	2.54	.32

5= Strongly Disagree

*For dichotomous variables the mean represents the percentage of subjects having a value of 1 for that variable.

One hundred forty seven usable surveys were returned, 73 from principals, 70 from assistant principals, and 4 from administrators who indicated their status as “other.” Of the total respondents, 87 were from high schools and 49 were from middle or junior high schools. One respondent did not report his school grade level. Males accounted for 79% (114) of the sample.

Descriptive and Frequency Analysis of ZT1 and ZT2 Survey Items

In attempting to ascertain the opinions and preferences of school administrators in this sample toward zero tolerance policy, a good deal of the story lies in the way in which they responded to the corresponding individual survey items. Table 2 and Table 3 present the sample means and standard deviations for each ZT1 and ZT2 item, respectively. Noticeable in both tables is a tendency for these administrators to respond at or a bit below the middle of the range. Recall that the ZT1 scale ran from one to six, with lower scores indicating less strict, more flexible opinions of zero tolerance. In Table 2, for instance, just six of the 18 items have a mean value above the level of “slightly agree,” and most fell between the levels of “slightly disagree” and “slightly agree.”

Table 2: Administrators’ Zero Tolerance (ZT) Opinions

Item	Mean / SD
1. The application of ZT should almost always involve a suspension or expulsion from school	2.17 / 1.68
2. Even when ZT is in effect, a school administrator will often need to use common sense in punishing a rule violation.	3.84 / 1.61

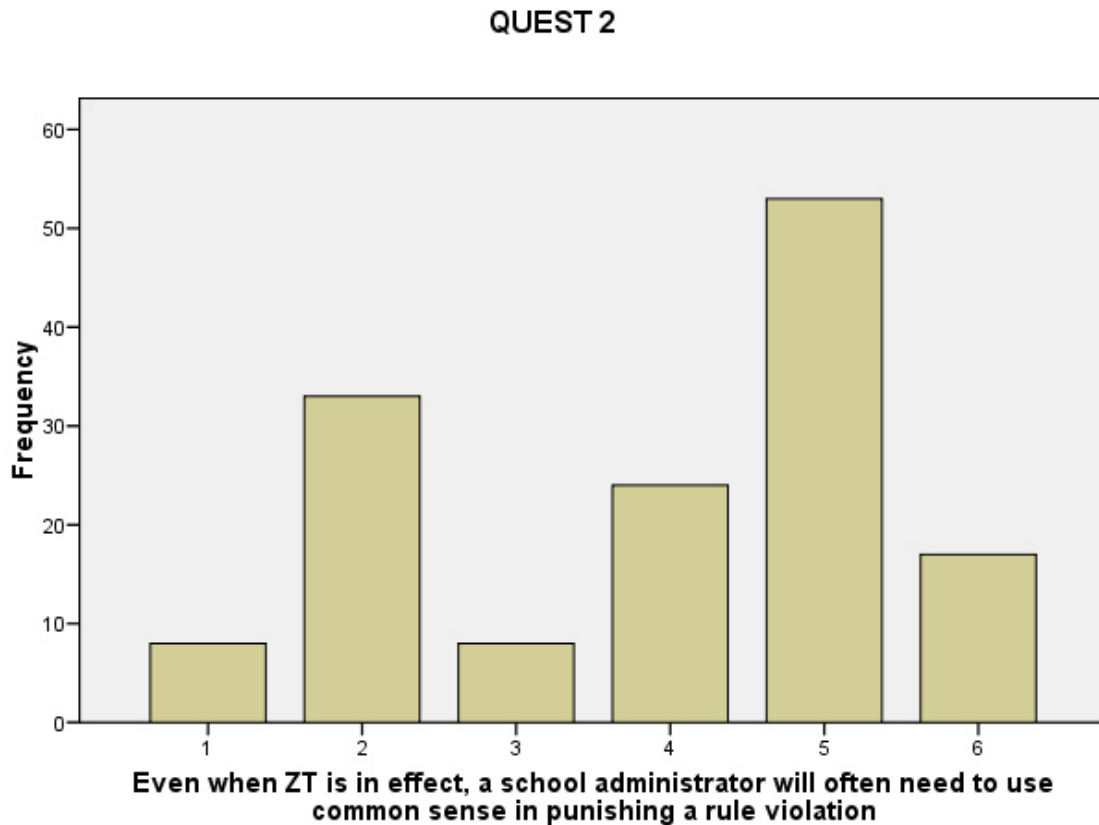
3. Students who skip school or classes ought to be subject to ZT.	2.39 / 1.27
4. Under ZT some student infractions may be punished in ways less severe than an out of school suspension.	2.98 / 1.60
5. Administrators should consider a student's past record of behavior when deciding whether or not to impose a ZT punishment.	2.06 / 1.18
6. Under ZT, administrators should try to distinguish between innocent or accidental infractions from those that are intentional or willful.	3.45 / 1.56
7. ZT should be applied to students who possess of use over the counter pain medicine.	3.81 / 1.48
8. ZT should usually not be applied to students who incorporate violent themes in creative writing assignments.	3.06 / 1.25
9. Teachers should sometimes use their discretion or common sense in deciding whether to enforce a ZT rule.	3.01 / 1.70
10. A student possessing or using a squirt gun in school ought to be subject to a ZT punishment.	2.78 / 1.37
11. The fact that scissors can be used as a weapon does not justify banning student's possession of scissors.	2.38 / 1.32
12. ZT should be applied to students drawing pictures involving war, weapons, or other violent acts.	2.66 / 1.22
13. ZT is a good tool for helping to instill appropriate attitudes among students.	3.54 / 1.47
14. In most cases, a student who points his finger and says "POW" should receive a ZT punishment.	2.50 / 1.26
15. ZT should be applied to students who possess or use a cell phone on school grounds.	2.44 / 1.37
16. Under ZT, I would only notify police authorities for infractions involving serious and intentional illegal activities.	2.54 / 1.35
17. ZT policies really ought to focus on infractions involving manifestly dangerous activity, not simply used as a general approach to student discipline	1.99 / 1.10

18. Even under ZT, first time offenders might receive lesser punishments than repeat offenders.

2.93 / 1.45

More of the story is revealed, however, when one looks at the distribution of scores for each item. Specifically, several of these distributions reveal bimodal responses, suggesting that there is some disagreement regarding how strict or flexible zero tolerance policies ought to be. Consider, for example, Figure 1, which shows the distribution of responses to an item regarding the use of "common sense." The bar graph suggests that while most respondents support the use of common sense, a modest number of administrators might be reluctant to veer from established zero tolerance policies.

Figure 1: Frequency Distribution of ZT1 Item 2.



The kind of disagreement of opinion illustrated in Figure 1 was also evident in several of the other ZT1 items, which revealed bi- or multi-modal distributions. These included the following items:

ZT1 Item 4: Under ZT some student infractions may be punished in ways less severe than an out of school suspension

ZT1 Item 6: Under ZT, administrators should try to distinguish between innocent or accidental infractions from those that are intentional or willful

ZT1 Item 7: ZT should be applied to students who possess or use over the counter pain medicine

ZT1 Item 8: ZT should usually not be applied to students who incorporate violent themes in creative writing assignments

ZT1 Item 9: Teachers should sometimes use their discretion or common sense in deciding whether to enforce a ZT rule

ZT1 Item 10: A student possessing or using a squirt gun in school ought to be subject to a ZT punishment

ZT1 Item 13: ZT is a good tool for helping to instill appropriate attitudes among students

It would appear then, that while these administrators tend as a whole to hold moderate beliefs on several of the ZT1 items, there is a fair amount of disagreement regarding many others. (Bar graphs for all ZT1 and ZT2 items are found in the Appendix.)

Similar kinds of response patterns were evident for the measures of ZT2, administrator preferences regarding the appropriate disciplinary response. Table 3 lists the means and standard deviations for each ZT2 item. Recall that the ZT2 scale ran from one to six, with lower scores indicating a preference for a less punitive, perhaps more informal response.

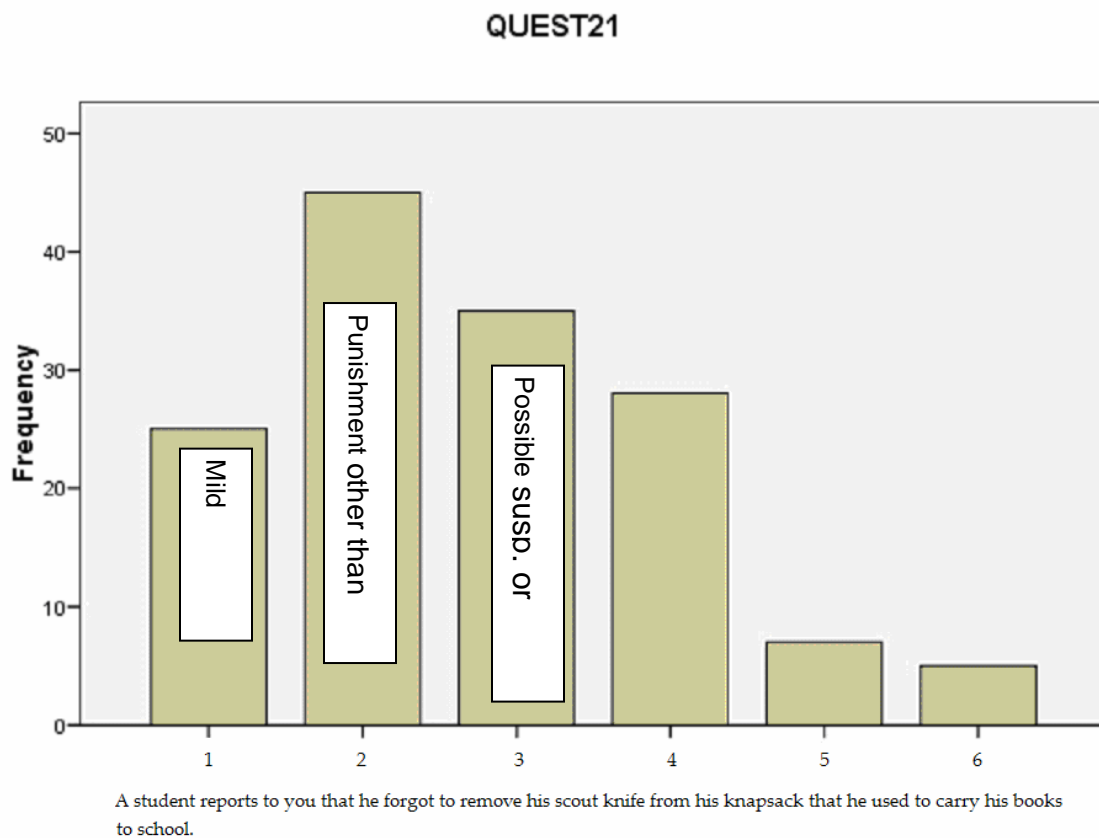
Table 3: Administrators' Preferred Response to Potential Zero Tolerance Situations

Situation	Mean / SD
1. A student brings a table knife to school with a plate of brownies.	2.23 / 1.05
2. A student is caught using a squirt gun outside the building before school.	2.84 / .92
3. A student reports to you that he forgot to remove his scout knife from his knapsack that he used to carry his books to school.	2.74 / 1.28
4. An 8 th grade student has taken Tylenol tablets for her headache without authorization.	2.87 / .85
5. A student has drawn a picture of an armed soldier on the cover of his notebook.	1.61 / .72
6. An 11 th grade student writes an "R-rated" story for a creative writing class, one with sexual situations and foul language.	2.99 / 1.00

7. An 11 th grade student has a bottle of Advil in his locker.	2.58 / .94
8. You overhear a student say, perhaps jokingly to another student, "Remind me to kill you later."	3.17 / .98
9. A teacher spots a pack of cigarettes in a 12 th grade student's car while leaving the school parking lot.	3.43 / 1.25
10. For a writing assignment, a student writes a short story involving guns, teen violence, etc.	2.37 / .92
11. A box cutter or utility knife is seen in the trunk of a student's car.	3.20 / 1.33
12. During a free reading period, an 8 th grade student is seen reading Truman Capote's <i>In Cold Blood</i> .	1.39 / .73
13. While leaving school, an 8 th grader attacked by a bully defends herself with physical force.	3.12 / 1.29
14. During recess, a group of 5 th grade students are playing "war" using imaginary weapons.	1.77 / .70

Table 3 reveals ten of the 14 items to have means less than 3 ("punishment other than suspension") and just four of the 14 items have means above that. All of the means are below 4 ("possible suspension or expulsion"). Once again, while this suggests some moderation among these administrators regarding the kind of punishment they feel would be appropriate for a given infraction, the distributions reveal a somewhat different perspective. Figure 2, for example, shows the distribution of responses to a ZT2 item involving a student's "accidental" possession of a small knife. While possessing a knife is a serious infraction under nearly every school's code of conduct, one almost always associated with a zero tolerance type punishment, the administrators in this sample appear somewhat divided as to how much punishment to mete out. In fact, slightly over half of the respondents would either simply deliver a "mild reprimand" or some other modest form of punishment.

Figure 2: Distribution of ZT2 Item 21



Although the figure above suggests some disagreement across administrators regarding this particular situation, the other distributions of ZT2 items tended towards modality. Administrators may harbor varying opinions about zero tolerance, but their preferred responses to potential zero tolerance infractions appear fairly consistent.

Correlations between Zero Tolerance Attitudes and Beliefs and Pupil Control Ideology

As described above, one part of the survey sought to measure three constructs: {1) administrators' attitudes toward zero tolerance definitions and

policies (ZT1); (2) administrators' preferred behavior (ZT2); and (3) administrators' pupil control ideology (PCI). The correlations between PCI and both ZT1 and ZT2 were very low and not statistically significant; $-.012$ and $-.09$ respectively. The correlations are illustrated in Figures 1 and 2.

Figure 3: Scatter Plot of ZTA1 and PCI

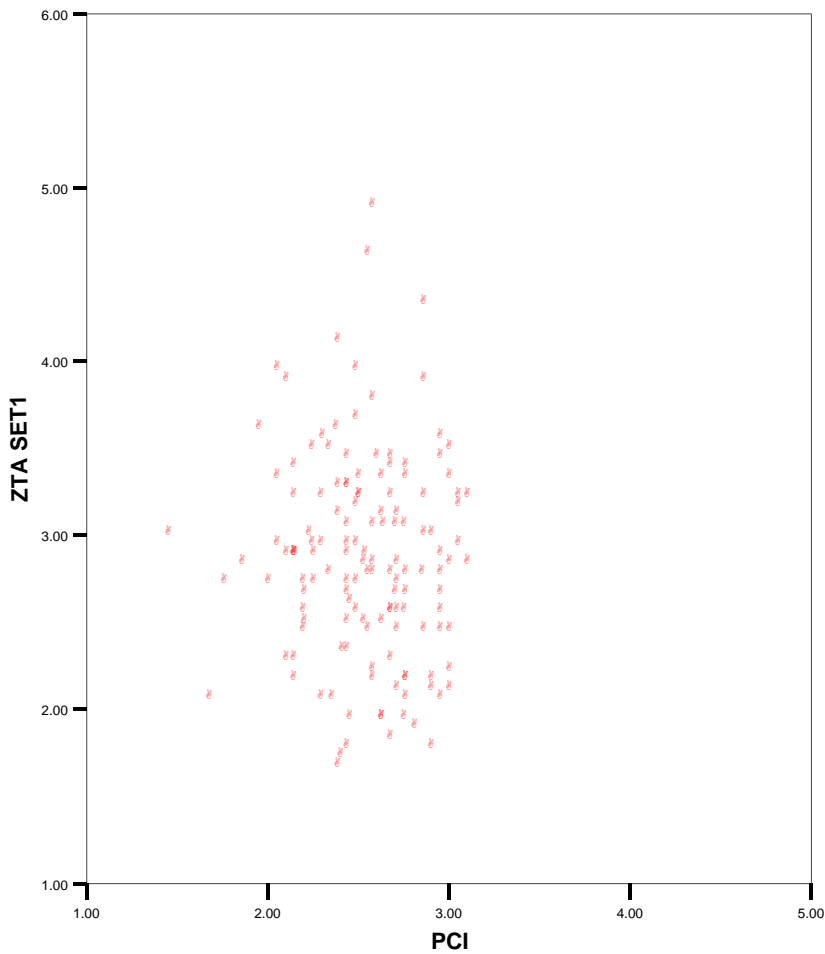
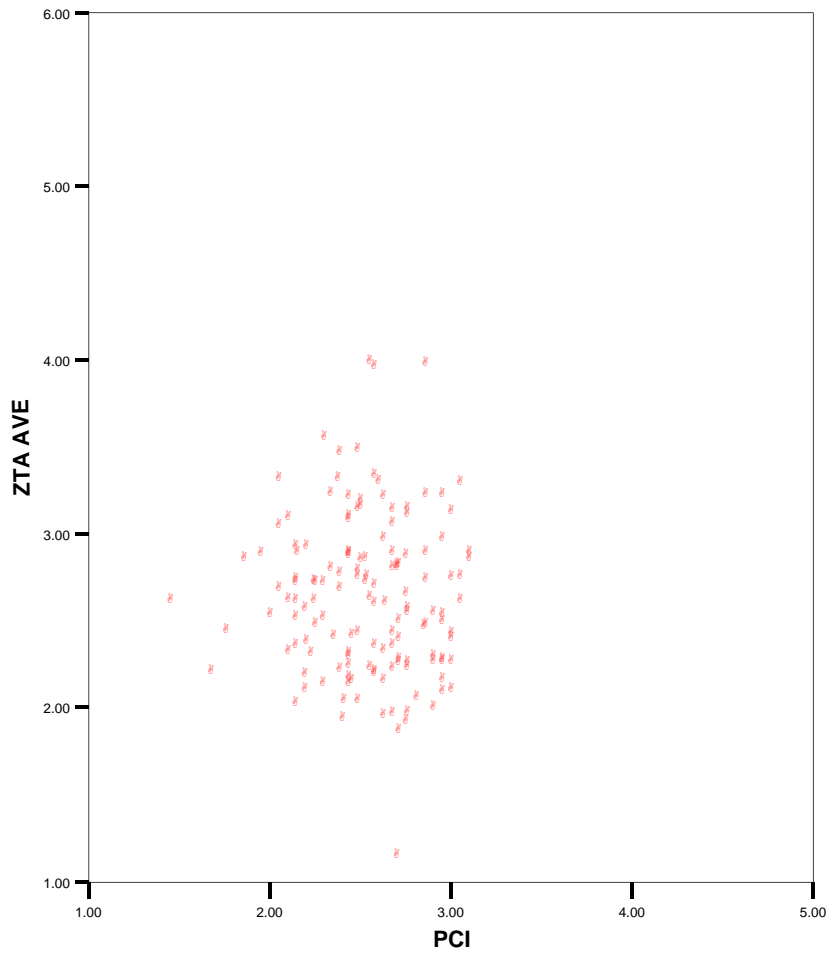


Figure 4: Scatter Plot of ZTA2 and PCI



In each figure above, four quadrants have been labeled to help characterize each response (e.g., humanistic and “oppose ZT”). The scatter plots, like the correlations, suggest that custodial administrators differ very little from humanistic administrators in their attitudes toward zero tolerance and in their preferences regarding the application of punishment. In addition, a tendency exists for administrators to score more toward the humanistic side of the PCI scale. Likewise, most of these administrators tend to score on the low range of both zero tolerance scales, thus appearing to indicate their relatively moderate views. Intriguing and noteworthy, however, is the cluster of “humanistic” administrators who express more supportive and arguably more rigid views toward zero tolerance.

Factors Associated with Administrator Zero Tolerance Attitudes and Preferences

To assess how various individual and school characteristics might relate to administrator views on zero tolerance, a series of exploratory ordinary least squares regression models were tested across two stages. The first stage examined effects on administrator attitudes and understandings regarding zero tolerance, as indicated by their ZT1 score. The second stage examined effects on administrator preferences regarding what kind of punishment would be appropriate for a given student infraction. The results of these regressions are presented in Tables 2 and 3.

Turning first to Table 2, one notes that six variables were selected for inclusion in the model. Variables were included in the model because they either

represented a key individual or school characteristic, or because they were found to be statistically significant. The coefficient associated with the intercept (3.15) represents the adjusted sample mean for the dependent variable, an administrator’s score on the ZT1 scale. Below that, a non-standardized and a standardized coefficient are presented for each variable. For example, the coefficient listed for the variable “Male” signifies that on average, a one-unit difference in that variable (i.e., being a male as opposed to a female) is linked to a slightly lower (-.30) ZT1 score. In other words, after controlling for the other independent variables, males appear to hold significantly less rigid views or understandings of zero tolerance than their female peers. In this case, because the “scale” of this gender variable makes intuitive sense, the non-standardized coefficient is easier to interpret.

Table 4: Associations between individual and school variables and administrator views on zero tolerance (OLS regression coefficients)

Variable	Coefficient	Beta
Intercept	3.15*	
Male	-.30*	-.19*
Yrs. in present position	.00	.03
Total enrollment	.00	.05
Low income percent	.01	.14
High school	.06	.05
PCI score	-.13	-.07
Adj. r-square	.03	

* p < .05

The standardized coefficients can be interpreted in the same way, except that their “units” are in terms of each variable’s standard error. This allows us to gage the relative strength of each variable. For example, although a “one

standard error difference” in gender is not an intuitive concept, we know that whatever it is, it is associated with a 19% difference (-.19) in the ZT1 scale. We can also see that this is the largest – and only significant – effect listed in Table 4.

Reflecting what was noted earlier in correlation and scatter plot, there is no significant association between an administrator’s views on the meaning of zero tolerance and his or her pupil control ideology. That is, knowing whether an administrator’s ideology is humanistic or custodial essentially reveals nothing about how they view and interpret current zero tolerance policies. In addition, none of the other variables in this model – school grade level, enrollment size, percentage of low income students, and administrator experience – appear to have any relationship to administrators’ attitudes toward zero tolerance.

Table 5: Associations between individual and school variables and administrator preferences regarding punishing student misconduct (OLS regression coefficients)

Variable	Coefficient	Beta
Intercept	1.45*	
Male	.21*	.17*
Yrs. in present position	-.19*	-.17*
Total enrollment	.00	.09
Low income percent	.00	.04
High school	-.18*	-.18*
PCI score	.09	.05
ZTA1 score	.30*	.38*
Adj. r-square	.13	

P < .05

In the regression model presented in Table 3, the dependent variable has changed and there is one additional independent variable. Specifically, the dependent variable is now the administrator's ZT2 score, which indicates the degree or severity of punishment that an administrator would favor given a particular student offense. The additional independent variable is the administrator's ZT1 score – his or her attitude regarding zero tolerance policies in general. It seems appropriate to set up the model this way based on the assumption that attitudes precede behavior. We know this may not always be true and that one's behavior can sometimes produce a change in one's attitude. But given the nature of the instrument and our desire for simplicity, this assumption seems reasonable.

Essentially, then, Table 3 displays how individual and school characteristics relate to an administrator's preference for more severe punishments (as represented by his or her ZT2 score), while controlling for his or her general attitude toward zero tolerance policies (the ZT1 score). Perhaps the most striking finding in the table is the reversal of the gender coefficient. While Table 2 indicated that male administrators tended to have less rigid or stringent views on zero tolerance policies, Table 3 suggests that they tend to prefer more stringent kinds of punishments. One may interpret this as indicating that among male and female administrators with similar views toward zero tolerance, given a particular student infraction, males will tend to prefer a slightly higher (.21) degree of punishment.

Also of interest are the tendencies for high school administrators and those who have served in a position for longer periods of time tend to prefer slightly lower levels of punishment (-.18 and -.19, respectively). Moreover, looking at the standardized coefficients, the significant effects in Table 3 are of roughly equal size, just under one-fifth of the dependent variable's standard error. Once again, however, none of the other control variables in Table 3 (school size, percentage of low income students, or administrator PCI score) had any significant relationship to administrator punishment preference.

CHAPTER FIVE

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

Zero Tolerance and Pupil Control: Conceptual and Empirical Links

This study grew out of a pair of somewhat contradictory assumptions. On one hand, the rigid and punitive way in which zero tolerance policies often appear to be imposed in American schools might lead one to suspect that the tendency for administrators to apply such policies would be associated with having a more custodial view of pupil control. On the other hand, the fact that zero tolerance policies often appear to be used to discourage certain types of student thinking or social behavior leads one to wonder whether such policies might also be embraced by highly humanistic administrators, in particular, those wishing to shape or reshape students' social or political views.

The empirical data presented here seem to offer a mixed and somewhat incomplete answer to the problem described above. Administrators in the sample tend to rate themselves in ways that suggest their views on pupil control are relatively humanistic. Their opinions about zero tolerance lean toward moderation, but there also appear to be some disagreements over how rigidly to enforce these policies. At the same time, however, when given specific cases involving student behavior, some regularity exists in their preferred disciplinary response. In addition, most of the administrators in the sample express moderate agreement that zero tolerance policies represent an appropriate way to deal with all types of student disciplinary problems, not just those involving dangerous student behaviors.

Perhaps the most intriguing result, however, was the lack of a finding; that is, the absence of any association between administrators' pupil control ideology and their beliefs or preferred responses regarding zero tolerance policy. The remaining paragraphs discuss the research and policy implications of these results.

The Findings

Lack of Correlation between Zero Tolerance and Pupil Control Ideologies

The original hypothesis was that there was a direct correlation between administrators' Pupil Control Ideology Index and their beliefs and actions relative to zero tolerance. The data presented in chapter four showed no correlation between measures of administrators' Pupil Control Ideology and zero tolerance related opinions or preferred actions.

In chapter three it was noted that such an absence of correlation might be an even more intriguing concept. If there is no correlation, then both humanistic and custodial pupil control types can have similar attitudes toward zero tolerance. According to this finding, an administrator's rigidity or flexibility with respect to zero tolerance cannot be predicted by where they stand on the continuum between custodial and humanistic forms of pupil control. It also suggests that when zero tolerance is applied in extreme fashion, beyond its originally intended scope, or in a "common sense" sort of way, it is done so by both relatively humanistic as well as relatively custodial administrators. The fact that no direct correlation exists may be lead to better understanding of the problems tied to zero tolerance.

There may be several reasons for the lack of correlation. First, experience with, familiarity with, and/or reliance on disciplinary standard operating procedures may lead the humanistic and custodial administrators to use the same kinds of methods to reduce student misbehavior, including zero tolerance type punishments. This may be particularly the case given the limited amount of time most busy administrators are able to devote to every day disciplinary problems.

Second, it is possible that some humanistic administrators may view zero tolerance as a tool to influence students' attitudes and behaviors in ways that he/she would be unable to do otherwise. The example of the principal who suspended students for pointing their fingers as a gun during recess while playing "cops and robbers" that was used before is a good example of how zero tolerance policy might be used to discourage or eliminate various forms of "inappropriate" behavior, speech, or attitude. A similar and more recent example involves a ninth grade girl who received a formal written reprimand and warning for responding to another student's taunts with the phrase "don't be gay" (MSNBC, 2007). In both cases, the administrators appear to be using zero tolerance punishment as a way to change student thinking—and not necessarily among only those students involved in these particular infractions.

A third reason for the lack of correlation may stem from problems with the Pupil Control Ideology Index. The PCI was developed forty years ago and it is fair to say that school procedures and educator philosophies have changed dramatically over time. It seems doubtful that many of today's administrators

would score high on custodialism on a measure created in the 1960s. The kind of “custodialism” seen forty years ago is seldom seen in most public schools today and most administrators tend toward the humanistic end of the scale.

Variation in Administrator Opinions and Preferred Uses of Zero Tolerance

Even though the data appear to have administrators on the lower side of zero tolerance (oppose ZT), a deeper look at the data revealed that there is some disagreement in opinions. The split tends to separate the administrators into two sides, those who would use it’s flexibly and those who are drawn more to the “letter of law.” The models show bimodal and multi-modal distributions of opinion. This spread of opinion might help explain the instances of “horror stories” and why they seem to be so unusual. Most – but not all – administrators are disinclined to abandon their own judgment or common sense in many zero tolerance cases. However, the data did not allow for how administrators perceive their school district’s reaction to using their judgment rather than the “letter of the law.”

It is apparent when one looks at the data that the perceptions and preferred actions of administrators tend to differ. The data presented show more agreement among administrators in terms of preferred actions, as measured by the ZT2 scale. This latter set of responses tends to display less variation across the sample than that revealed by the ZT1 (opinion) scale. Nevertheless, the responses in both categories tend to be more moderate than one would expect. Although the concept of zero tolerance is said to be about treating all students equally, administrators appear to be more concerned with treating students

equitably. This is certainly different than what one would expect based on the reading of zero tolerance “horror stories.”

Administrator Gender and Experience

The data concerning gender and experience is also interesting. With regard to gender, the data reveal somewhat of a puzzle. Although this study did not posit the existence of gender-based attitudinal or behavioral differences, it seems worthwhile to think about what these observed differences mean. In terms of administrator opinions, as measured by ZT1, score significantly lower; that is, they tend to have less rigid opinions regarding zero tolerance policies than do women. At the same time, in terms of preferred action, as measured by ZT2, males tend to favor more stringent punishments than do females. While it is tempting to speculate as to why this might be, it is probably wiser at this point to simply suggest a need for further study of this apparent anomaly.

It is also noted that in the action part of the survey, administrators with more years of experience appear to favor less punitive responses to student misbehavior. Again, this apparent tendency deserves further study. It may be that experience is associated with patience, wisdom, or, at least, a self perception that one possesses such qualities. More experienced administrators are more able to look back and reflect upon cases in which misbehaving students turned out to be fine young citizens without the widespread use of zero tolerance punishment. Alternatively, more experienced administrators may feel more secure in their jobs and thus more willing to use their own judgment, even when it means not following the letter of their district’s policy.

Implications for Further Study

As with any survey that has been field tested, there are suggestions for revision. As mentioned above, the concepts and terminology comprised by the Pupil Control Index appear in need of updating. For example, even the use of the word “pupil” in the survey does not represent contemporary vernacular and is seldom used in public schools today. Elementary personnel tend to use “children” rather than “pupils” and secondary people refer to their clients and “students.” Another example is the use of the term “hooligans.” Although an expressive and common term at one time, it is no longer found in common use. This survey, although well documented for the early latter half of the 20th Century, is in need of updating for the 21st Century. In fact it may be in need of a complete revamping to reflect modern understandings. Such an undertaking would certainly be a worthy endeavor for researchers.

With regard to the zero tolerance instrument, some respondents and other readers have suggested that the survey might be improved by providing a general definition of zero tolerance, providing more clarity or detail in some of the scenarios, or by including additional scenarios. Clearly, the survey should be looked at in its entirety before being used again. Improving the survey will help to enhance the overall reliability of the statistics derived and the applicability.

As the data has been analyzed, it may also be interesting to eliminate the PCI portion completely and concentrate on the relationships between the perceptions and actions of administrators. The least squared regressions have given some information for future thought. That is, gender and years of

experience have significant coefficients. With some rewriting of questions and scenarios, these two significant variables can be further investigated.

Reexamining of this data with a closer look for associations between PCI and zero tolerance opinions may reveal some individual associations that were not revealed in the aggregate analysis performed here. For example, cross tabulations between individual zero tolerance items and PCI scores might reveal tendencies not revealed by multiple regression.

Lastly, there needs to be a closer look at the gender issue. Using the data here or some additional data collected might reveal a better understanding of the issue. There may also be a process that would get at this question in a more direct way. The initial research did not consider gender as a major portion of the investigation, but focusing on gender might lead to more information.

Policy Implications

It is apparent from the survey that administrators support the concept of zero tolerance, but also want some flexibility and the ability to use common sense in their day to day dealings with discipline and punishments. This is an important concept for school boards to consider when developing policy. Since most administrators also wish to follow board policy, stringent zero tolerance policies may place administrators in a difficult position. As seen in some of the outrageous punishments imposed in the name of zero tolerance, policies that lack flexibility can result in unwanted and unintended consequences. Although school boards may view consistent zero tolerance enforcement as a means of avoiding charges of discrimination, policies or application of policies that appears

too rigid or lacking in common sense may also trigger nuisance law suits by parents. Giving administrators (and maybe even teachers) some flexibility within their policies may help to eliminate these unintended consequences. This might be done effectively by including a statement of purpose of philosophy in school disciplinary policies that underscores the necessity for teacher and administrator flexibility and discretion in the enforcement of school rules.

REFERENCES

- Ackerman, C. M. T. (2003). Zero Tolerance: Development of an Instrument to measure How Zero Tolerance is Defined and Implemented in Schools (pp23 & 24). PSU
- Adams, N. G., Shea, C. M., Liston, D. D., & Deever, B. (1998). *Learning to Teach: A Critical Approach to Field Experiences*. Mahwah, NJ: Lawrence Erlbaum Associates.
- Agnew, R. (2000). Strain theory and school crime. In S. Simpson (Eds.), *Of crime and criminality: The use of theory in everyday life* (pp. 159-178). Thousand Oaks, CA: Pine Forge Press.
- Anderson, E. (1999). *Code of the street: Decency, violence, and moral life of the inner city*. New York: Norton.
- Arnette, J. L. and Walsleben, M. C. (1998). *Combating fear and restoring safety in schools*. Washington, D.C.: U.S. department of Justice, Office of Juvenile Justice and Delinquency Programs (ERIC Document ED 420 121).
- Ashford, R. (2000). "Can Zero Tolerance Keep Our Schools Safe?" Principal, 80, 28-30.
- Baldauf, S. (1999, April). Programs to Prevent Violence Before it Starts. Christian Science Monitor, 3.
- Blair, F. (1999). Does Zero Tolerance Work? Principal, 79, 36-37.
- Burke, E. and Herbert, D. (1996). Zero tolerance policy: Combating violence in school. Bulletin, 80, 49-54.
- Cassell, R. (2003). Zero tolerance policy in schools: Rationale, Consequences, and alternatives. *Teachers College Record*, Vol. 105, No. 5, 872-892. Columbia University
- Chaddock, G. R. (1999, November). Adverse impact? Tougher tests and zero-tolerance discipline are hitting minorities. *Christian Science Monitor*, 14-15.
- Chandras, K. V. (1999). Coping with adolescent school violence: Implication for counseling. *College Student Journal*, 33 (2). 302-311.
- Clinton Municipal Separate School District v. Byrd, 477 So. 2d 237, 240-41 Miss. 1985)
- Furlong, M. J. and Chung, A. (1995). Who are the victims of school

violence? A comparison of student non-victims and multi-victims. *Education and Treatment of Children*, 18 (3), 282-298.

Furlong, M. J., Morrison, R., and Clontz, D. (1993, Spring). Planning principals for sage schools. *School Safety*, 23-37.

Goodman, G. S. (1999). *Alternatives in Education: Critical Pedagogy for Disaffected Youth*. New York: Peter Lang.

Holloway, J. H. "The Dilemma of Zero Tolerance." *Educational Leadership*, Dec 2001/Jan 2002. Vol. 59 Issue 4, p 84.

Liston, D. P., & Zeichner, K. M. (1996). *Culture and Teaching*. Mahwah, NJ: Lawrence Erlbaum Associates.

Litke, C. (1996). When violence came to our rural school. *Educational Leadership*, 77-80.

Lyons v. Penn Hills School District, 723 A. 2d 1073 (PA Cmwlt, 1999).

McAndrews, T. (2001). Zero tolerance Policies. ERIC Digest Number 146.

McLaren, P. (1997). *Revolutionary Multiculturalism: Pedagogies of Dissent for the New Millennium*. Boulder, CO: Westview Press.

MSNBC. 2007. 'That's so gay' prompts a lawsuit. Web article accessed on 3/19/07 at <http://www.msnbc.msn.com/id/17388702/>

Pennsylvania School Boards Association, *School Leader News*, pgs 1-3. Vol 1, No. 3, May 28, 2004.

Robinson, P. (2001). Punishing dangerousness: Cloaking preventive detention as criminal justice. *Harvard Law Review*, 114, 1429 – 1456.

Schreiner, M. (1996). Bold steps build safe havens. *School Business Affairs*, 62, 44-46.

Seal v. Morgan, WL 1475791 (6th Cir. 2000).

S.G. v. Sayreville Board of Education, 333 F. 3d 417 (3rd Cir. 2003)

Short, J. (1997). *Poverty, ethnicity and violent crime*. Boulder, CO: Westview.

Shouse, Roger (2005) *Some Current Threats to Humanistic Pupil Control*. Draft Version, p. 5.

Skiba, R. and Peterson, R. (1999). The dark side of zero tolerance. *Phi Delta Kappan*, 80 (5), 372-378.

Skiba, R. and Peterson, R. (1999). Zap zero tolerance. *Education Digest*: April 99, Vol. 64, Issue 8, 24-31.

Tauber, R. T. (1999). *Classroom Management: Sound Theory and Effective Practice* (3rd ed.). Westport, CT: Bergin & Garvey.

US Department of Education (1998). *Early warning timely response: A guide to safe schools*. Washington DC: Author.

US Department of Education (1998). Violence and discipline problems in U.S. public schools. Retrieved November 20, 2003, from the World Wide Web: <http://www.ed.gov/offices/OSERS/OSEP/earlywrn.html>

US Department of Education (1998). Violence and discipline problems in U.S. public schools. Retrieved November 20, 2003 from the World Wide Web: <http://nces.ed.gov/pubs98/violence/98030008.html#Zero>

Vail, K. (1995). Ground zero. *American School Board Journal*, 182 (6), pp 36-38.

Vestermark, S. D. (1996). "Critical Decisions, Critical Elements in an Effective School Security Program." *Schools, Violence, and Society*. Ed. Hoffman, A. M. (Ed.) (pp. 101-116). Westport, CT: Praeger Publishers.

Willower, D., Eidell, T. and Hoy, W (1965). The Penn State University Studies No. 24, The School and Pupil Control Ideology. The Penn State University, University Park, Pennsylvania.

Wolfe, D. (1995). Three approaches to coping with school violence. *English Journal*, 84_(5), 51-54.

Appendix A

HUMAN SUBJECTS APPROVAL AND CONFIDENTIALITY AND ANONYMITY

INFORMED CONSENT FORM FOR BEHAVIORAL RESEARCH STUDY

The Pennsylvania state University

Title of Project: Zero Tolerance Survey: Development of an Instrument to Measure How Zero Tolerance is Perceived by School Administrators

Person in Charge: Dale L. Heineman
31 Longstreet Drive
East Berlin, Pennsylvania 17316
717-259-0644
dlh25@psu.edu

1. This section provides an explanation of the study in which you will be participating:

- A. The purpose of my research is to consider the relationship that exists, if any, between pupil control ideology and zero tolerance attitudes.
- B. If you agree to take part in this research, you will need to go to the website to fill out the survey. The zero tolerance survey is four (4) pages in length with four (4) sections.
- C. Your participation in this research will take approximately 30 minutes.
- D. You will receive no compensation for your participation in this study.

2. This section describes your rights as a research participant:

- A. You may ask questions about the research procedure, and the person in charge will answer these questions.
- B. Your participation in this research is confidential. Only the person in charge will have access to the information that can be associated with your identity. The person in charge is the only person who hands out and collects the survey. In the event this research is published, no personally identifying information will be disclosed.
- C. Your participation is voluntary. You are free to stop participating in this research at any time, and you are able to skip any of the questions on the survey.
- D. By participating in this study, you will help determine if a relationship exists between pupil control ideology and zero tolerance attitudes.

E. This study involves minimal risk: that is, no risks to your physical or mental health beyond those encountered in the normal course of everyday life.

3. This section indicates that you are giving your informed consent to participate in this research:

I agree to participate in a scientific investigation of zero tolerance policies in schools as an authorized part of the education and research program of the Pennsylvania State University.

I understand the information given to me and I have received answers to any questions I may have about the research procedure. I understand and agree to the conditions of the study described.

To the best of my knowledge or belief, I have no physical or mental illness or difficulties that would increase the risk to me as a result of my participation in this study.

I understand that I will receive no compensation in this study.

I understand that my participation in this research is voluntary and that I may withdraw from the study at any time by notifying the person in charge.

I am 18 years of age or older.

I am currently an administrator.

I understand that I will receive a signed copy of this.

Volunteer:
Signature _____ Date _____

Researcher:
Signature _____ Date _____

Appendix B

EMAIL ALERT SENT TO PROSPECTIVE RESPONDERS

Dear

I have sent you this email to solicit your help in completing my dissertation for my Doctorate in Educational Administration through Penn State University. I am surveying only principals and assistant principals at the middle level and high school level.

Below is a website that contains a survey. This survey will take approximately 20 minutes to complete. My dissertation is examining the link between the zero tolerance attitudes and Pupil Control Ideology.

Attached you will find a copy of the Human Subjects Approval for Confidentiality and Anonymity. You do not need to sign it and send it back. If you go to the web site and fill out the survey, approval is assumed.

Thank you for taking the time to complete the survey. The information gained may increase the understanding of zero tolerance policies and their enforcement.

The website is

<http://www.surveymonkey.com/s.asp?u=990411650381&c=1614>

Dale L. Heineman
Doctoral Candidate

Appendix C
SURVEY FOR
ZERO TOLERANCE ATTITUDES
AND
PUPIL CONTROL IDEOLOGY

I. Please begin by telling us about yourself and your school

1. What is your present position?
 Principal
 Assistant Principal
 Other (Please specify _____)

2. How many years have you been in your present position?

3. How many total years have you been an administrator?

4. Prior to becoming an administrator, how many years were you a classroom teacher?

5. What is your gender?
 Female
 Male

6. What is your school's approximate enrollment?

7. How would you classify your building?
 Middle School
 High School

8. About what percent of your students are:

_____ African American

_____ Hispanic

_____ Low Income Families

II. Below are some statements about student discipline issues and policies. Please circle the number that corresponds to your level of agreement with each statement.

- 1 – Strongly Disagree
- 2 – Disagree
- 3 – Slightly Disagree
- 4 – Slightly Agree
- 5 – Agree
- 6 – Strongly Agree

Strongly Disagree

. . Strongly Agree

1. Even when “zero tolerance” is in effect, a school administrator will often need to use “common sense” in enforcing or punishing a rule violation.	1	2	3	4	5	6
2. Students who skip school or classes ought to be subject to zero tolerance.	1	2	3	4	5	6
3. Under zero tolerance, some student infractions may be punished in ways less severe than an out of school suspension.	1	2	3	4	5	6
4. Administrators should consider a student’s past record of behavior when deciding whether or not to impose a zero tolerance punishment.	1	2	3	4	5	6
5. Even under zero tolerance, administrators should try to distinguish between “innocent” or “accidental” infractions from those that are “intentional” or “willful.”	1	2	3	4	5	6
6. Zero tolerance should be applied to students who possess or use over the counter pain medicine.	1	2	3	4	5	6
7. The application of zero tolerance should almost always involve a suspension or expulsion from school	1	2	3	4	5	6
8. Zero tolerance should usually not be applied to students who incorporate violent themes in creative writing assignments.	1	2	3	4	5	6
9. Teachers should sometimes use their discretion or “common sense” in deciding whether to enforce a zero tolerance rule.	1	2	3	4	5	6
10. A student possessing or using a squirt gun in school ought to be subject to a zero tolerance punishment.	1	2	3	4	5	6
11. The fact that scissors can be used as a weapon does not justify banning students’ possession of scissors.	1	2	3	4	5	6
12. Zero tolerance should be applied to students drawing pictures involving war, weapons, or other violent acts.	1	2	3	4	5	6
13. Zero tolerance is a good tool for helping to instill appropriate attitudes among students.	1	2	3	4	5	6
14. In most cases, a student who points his finger and says, “POW” should receive zero tolerance punishment.	1	2	3	4	5	6

15. Zero tolerance should be applied to students who possess or use a cell phone on school grounds.	1	2	3	4	5	6
16. Under zero tolerance, I would only notify police authorities for infractions involving serious and intentional illegal activities.	1	2	3	4	5	6
17. Zero tolerance policies really ought to focus on infractions involving unlawful or manifestly dangerous activities, not simply used as a general approach to student discipline.	1	2	3	4	5	6
18. Even under zero tolerance, first time offenders might receive lesser punishments than repeat offenders.	1	2	3	4	5	6

III. For each situation below, please circle the number that best represents your most likely response, if you were faced with the decision of what to do. In choosing your answers note the following: Assume that these are “average” students (not “known troublemakers”). You may circle a number between to labeled categories (i.e. 2, 4 or 6). This is your likely response, not necessarily the response called for under your school’s zero tolerance policy.

- 1 - Little or no action or punishment (e.g., “look the other way, discuss with student)
- 2 - Mild Reprimand
- 3 - Punishment other than suspension/expulsion (e.g., call parent, detention)
- 4 - Possible suspend or expel the student
- 5 - Probable suspend or expel the student
- 6 - Definitely suspend or expel the student and possibly call the police

19. A student brings a table knife to school with a plate of brownies.	1	2	3	4	5	6
20. A student is caught using a squirt gun outside the building before school.	1	2	3	4	5	6
21. A student reports to you that he forgot to remove his scout knife from his knapsack that he used to carry his books to school.	1	2	3	4	5	6
22. An 8 th grade student has taken Tylenol tablets for her headache without authorization.	1	2	3	4	5	6
23. A student has drawn a picture of an armed soldier on the cover of his notebook.	1	2	3	4	5	6
24. An 11 th grade student writes an “R-rated” story for a creative writing class, one with sexual situations and foul language.	1	2	3	4	5	6
25. An 11 th grade student has a bottle of Advil in his locker.	1	2	3	4	5	6
26. You overhear a student say, perhaps jokingly to another student, “Remind me to kill you later.”	1	2	3	4	5	6
27. A teacher spots a pack of cigarettes in a 12 th grade student’s car while leaving the school parking lot.	1	2	3	4	5	6
28. For a writing assignment, a student writes a short story involving guns, teen violence, etc.	1	2	3	4	5	6

29. A box cutter or utility knife is seen in the trunk of a student's car.	1	2	3	4	5	6
30. During a free reading period, an 8 th grade student is seen reading Truman Capote's <i>In Cold Blood</i> .	1	2	3	4	5	6
31. While leaving school, an 8 th grader attacked by a bully defends herself with physical force.	1	2	3	4	5	6
32. During recess, a group of 5 th grade students are playing "war" using imaginary weapons.	1	2	3	4	5	6

IV. Following are twenty statements about schools, teachers, and pupils. Please indicate your personal opinion about each statement by circling the appropriate response at the right of the statement. Use the following scale for giving your opinion:

- SA: Strongly Agree
- A: Agree
- U: Undecided
- D: Disagree
- SD: Strongly Disagree

1. It is desirable to require pupils to sit in assigned seats during assemblies.	SA	A	U	D	SD
2. Pupils are usually not capable of solving their problems through reasoning.	SA	A	U	D	SD
3. Directing sarcastic remarks toward a defiant student is a good disciplinary technique.	SA	A	U	D	SD
4. Beginning teachers are not likely to maintain strict control over their pupils.	SA	A	U	D	SD
5. Teachers should consider revision of their teaching methods if these are criticized by their pupils.	SA	A	U	D	SD
6. The best principals give their unquestioning support to teachers in disciplining pupils.	SA	A	U	D	SD
7. Pupils should not be permitted to contradict the statements of a teacher in class.	SA	A	U	D	SD
8. It is justifiable to have pupils learn many facts about a subject area even if they have no immediate application.	SA	A	U	D	SD
9. Too much pupil time is spent on guidance and activities and too little time on academic preparation.	SA	A	U	D	SD
10. Being friendly with pupils often leads them to become too familiar.	SA	A	U	D	SD
11. It is more important for pupils to learn to obey rules than that they make their own decisions.	SA	A	U	D	SD
12. Student governments are a good "safety valve" but should not have much influence on school policy.	SA	A	U	D	SD
13. Pupils can be trusted to work together without supervision.	SA	A	U	D	SD
14. If a pupil uses obscene or profane language in school, it must be considered a moral offense.	SA	A	U	D	SD
15. If pupils are allowed to use the lavatory without permission, this privilege will be abused.	SA	A	U	D	SD

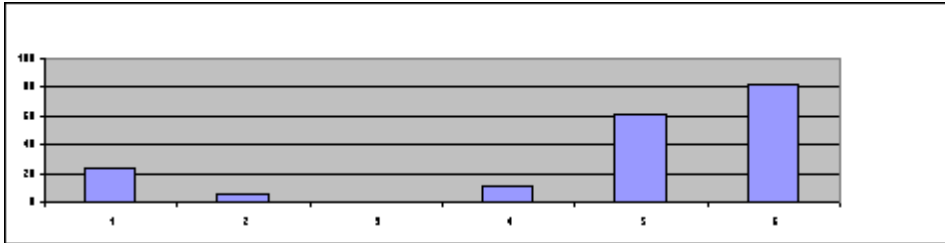
16. A few pupils are just young hoodlums and should be treated accordingly.	SA	A	U	D	SD
17. It is often necessary to remind pupils that their status in school differs from that of teachers.	SA	A	U	D	SD
18. A pupil who destroys school material or property should be severely punished.	SA	A	U	D	SD
19. Pupils cannot perceive the difference between democracy and anarchy in the classroom.	SA	A	U	D	SD
20. Pupils often misbehave in order to make the teacher look bad.	SA	A	U	D	SD

Appendix D

ZERO TOLERANCE SURVEY DATA CHART

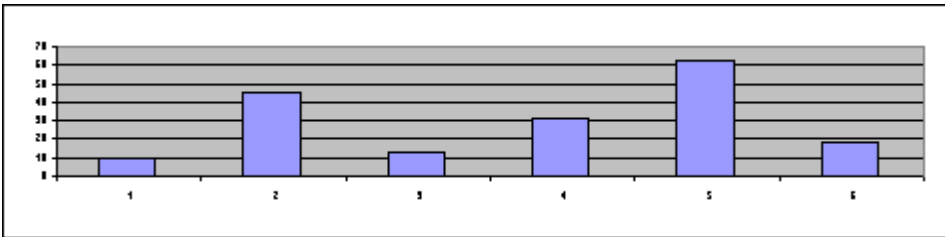
1. Even when “zero tolerance” is in effect, a school administrator will often need to use “common sense” in enforcing or punishing a rule violation.

STRONGLY DISAGREE	23	12.57%
DISAGREE	6	3.28%
SLIGHTLY DISAGREE	0	0.00%
SLIGHTLY AGREE	11	6.01%
AGREE	61	33.33%
STRONGLY AGREE	82	44.81%



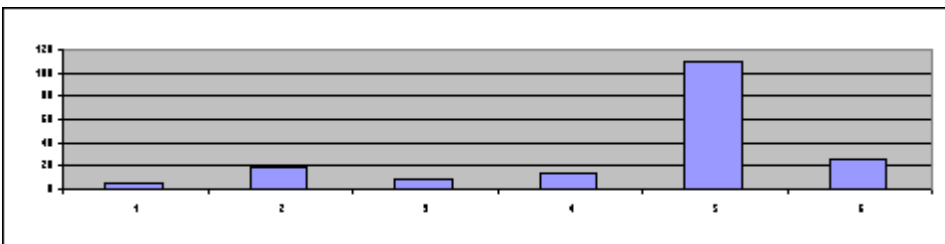
2. Students who skip school or classes ought to be subject to zero tolerance.

STRONGLY DISAGREE	10	5.56%
DISAGREE	45	25.00%
SLIGHTLY DISAGREE	13	7.22%
SLIGHTLY AGREE	31	17.22%
AGREE	63	35.00%
STRONGLY AGREE	18	10.00%



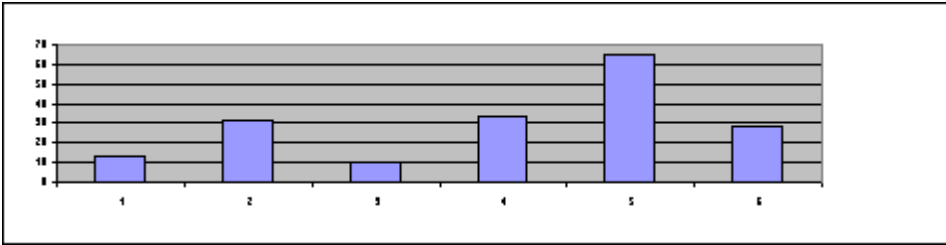
3. Under zero tolerance, some student infractions may be punished in ways less severe than an out of school suspension.

STRONGLY DISAGREE	5	2.78%
DISAGREE	19	10.56%
SLIGHTLY DISAGREE	8	4.44%
SLIGHTLY AGREE	14	7.78%
AGREE	109	60.56%
STRONGLY AGREE	26	14.44%



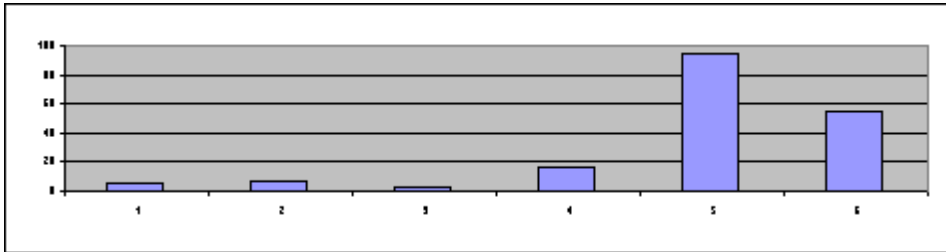
4. Administrators should consider a student's past record of behavior when deciding whether or not to impose a zero tolerance punishment.

STRONGLY DISAGREE	13	7.22%
DISAGREE	31	17.22%
SLIGHTLY DISAGREE	10	5.56%
SLIGHTLY AGREE	33	18.33%
AGREE	65	36.11%
STRONGLY AGREE	28	15.56%



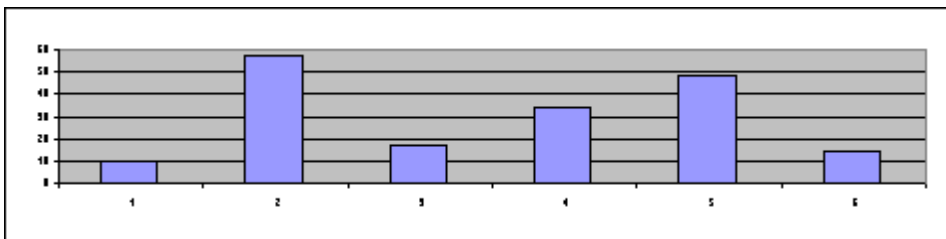
5. Even under zero tolerance, administrators should try to distinguish between "innocent" or "accidental" infractions from those that are "intentional" or "wilful."

STRONGLY DISAGREE	5	2.78%
DISAGREE	7	3.89%
SLIGHTLY DISAGREE	3	1.67%
SLIGHTLY AGREE	16	8.89%
AGREE	94	52.22%
STRONGLY AGREE	55	30.56%



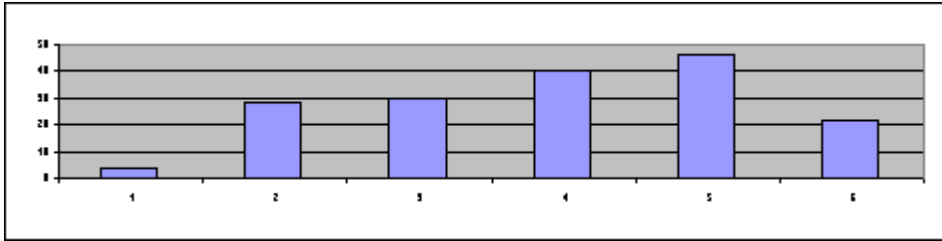
6. Zero tolerance should be applied to students who possess or use over the counter pain medicine.

STRONGLY DISAGREE	10	5.56%
DISAGREE	57	31.67%
SLIGHTLY DISAGREE	17	9.44%
SLIGHTLY AGREE	34	18.89%
AGREE	48	26.67%
STRONGLY AGREE	14	7.78%



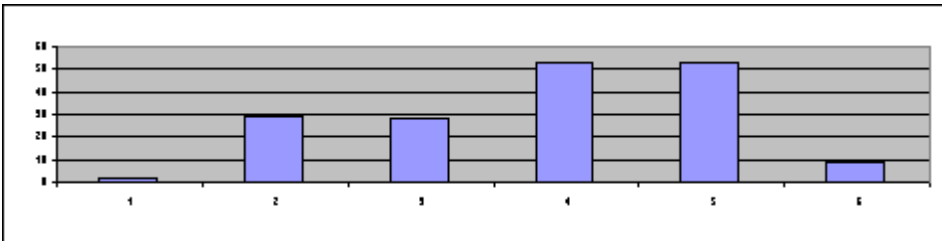
7. The application of zero tolerance should almost always involve a suspension or expulsion from school.

STRONGLY DISAGREE	4	2.22%
DISAGREE	28	15.56%
SLIGHTLY DISAGREE	30	16.67%
SLIGHTLY AGREE	40	22.22%
AGREE	46	25.56%
STRONGLY AGREE	22	12.22%



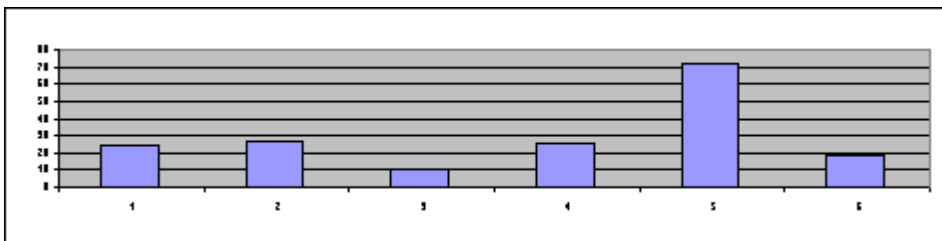
8. Zero tolerance should usually not be applied to students who incorporate violent themes in creative writing assignments.

STRONGLY DISAGREE	2	1.11%
DISAGREE	29	16.11%
SLIGHTLY DISAGREE	28	15.56%
SLIGHTLY AGREE	53	29.44%
AGREE	53	29.44%
STRONGLY AGREE	9	5.00%



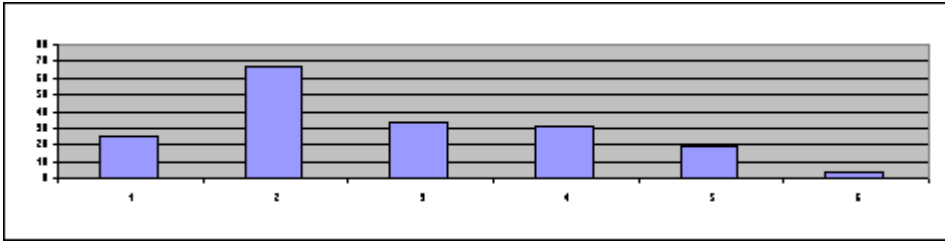
9. Teachers should sometimes use their discretion or “common sense” in deciding whether to enforce a zero tolerance rule.

STRONGLY DISAGREE	24	13.33%
DISAGREE	27	15.00%
SLIGHTLY DISAGREE	10	5.56%
SLIGHTLY AGREE	26	14.44%
AGREE	72	40.00%
STRONGLY AGREE	18	10.00%



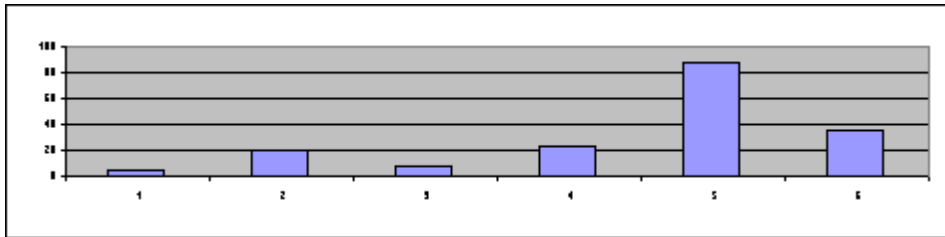
10. A student possessing or using a squirt gun in school ought to be subject to a zero tolerance punishment.

STRONGLY DISAGREE	25	13.89%
DISAGREE	67	37.22%
SLIGHTLY DISAGREE	34	18.89%
SLIGHTLY AGREE	31	17.22%
AGREE	19	10.56%
STRONGLY AGREE	4	2.22%



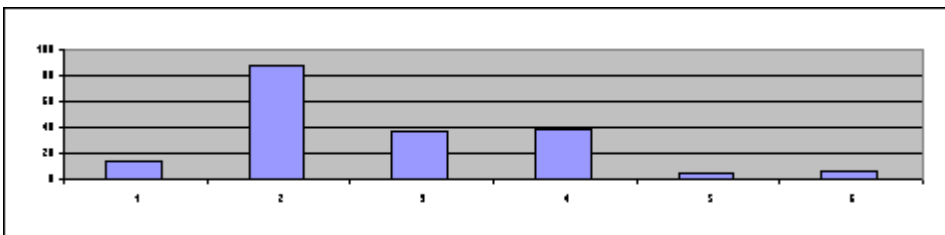
11. The fact that scissors can be used as a weapon does not justify banning students' possession of scissors.

STRONGLY DISAGREE	5	2.78%
DISAGREE	20	11.11%
SLIGHTLY DISAGREE	8	4.44%
SLIGHTLY AGREE	23	12.78%
AGREE	88	48.89%
STRONGLY AGREE	35	19.44%



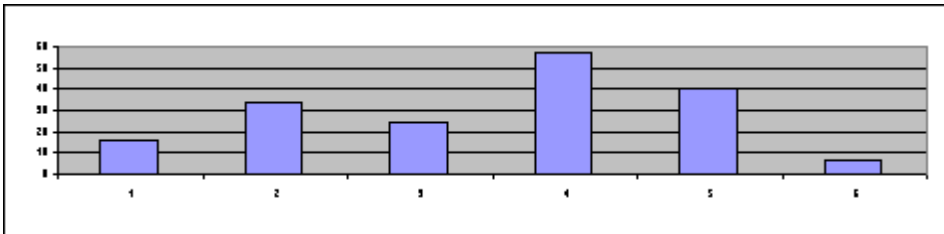
12. Zero tolerance should be applied to students drawing pictures involving war, weapons, and other violent acts.

STRONGLY DISAGREE	14	7.78%
DISAGREE	88	48.89%
SLIGHTLY DISAGREE	37	20.56%
SLIGHTLY AGREE	39	21.67%
AGREE	5	2.78%
STRONGLY AGREE	6	3.33%



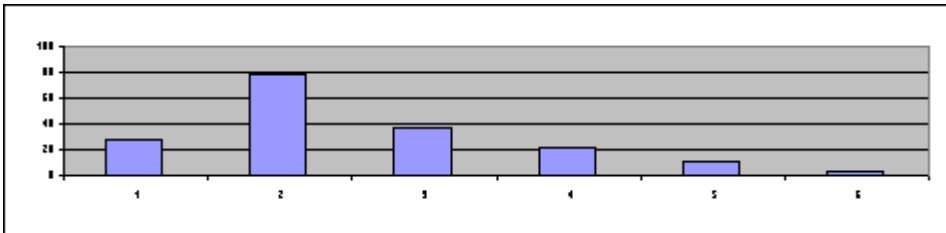
13. Zero tolerance is a good tool for helping to instill appropriate attitudes among students.

STRONGLY DISAGREE	16	8.89%
DISAGREE	34	18.89%
SLIGHTLY DISAGREE	24	13.33%
SLIGHTLY AGREE	57	31.67%
AGREE	40	22.22%
STRONGLY AGREE	7	3.89%



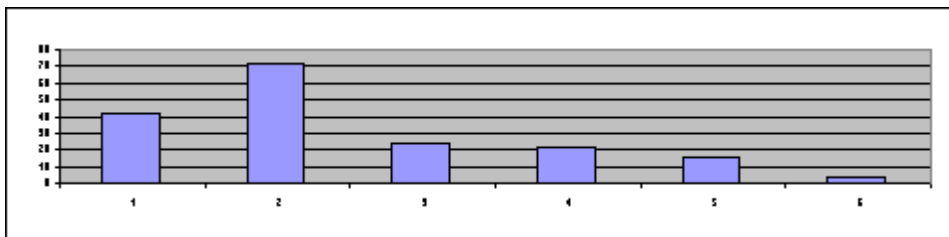
14. In most cases, a student who points his finger and says, "POW" should receive zero tolerance punishment.

STRONGLY DISAGREE	28	15.56%
DISAGREE	78	43.33%
SLIGHTLY DISAGREE	37	20.56%
SLIGHTLY AGREE	22	12.22%
AGREE	11	6.11%
STRONGLY AGREE	3	1.67%



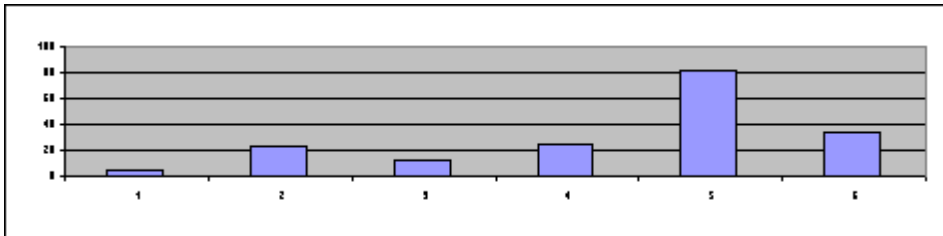
15. Zero tolerance should be applied to students who possess or use a cell phone on school grounds.

STRONGLY DISAGREE	42	23.33%
DISAGREE	72	40.00%
SLIGHTLY DISAGREE	24	13.33%
SLIGHTLY AGREE	21	11.67%
AGREE	15	8.33%
STRONGLY AGREE	3	1.67%



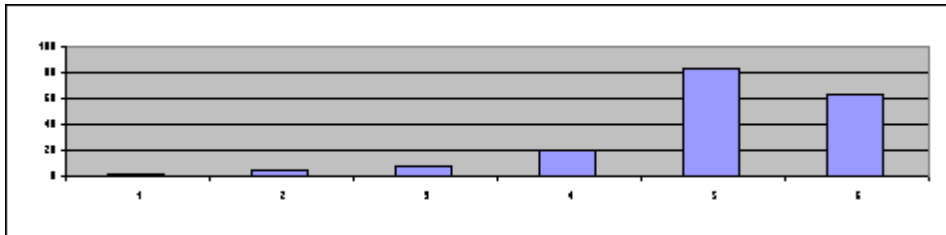
16. Under zero tolerance, I would only notify police authorities for infractions involving serious and intentional illegal activities.

STRONGLY DISAGREE	5	2.78%
DISAGREE	23	12.78%
SLIGHTLY DISAGREE	12	6.67%
SLIGHTLY AGREE	24	13.33%
AGREE	82	45.56%
STRONGLY AGREE	34	18.89%



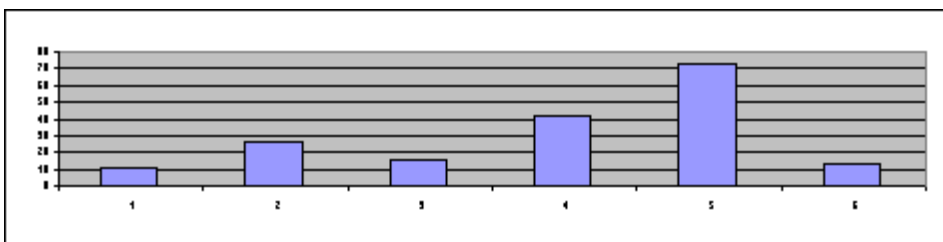
17. Zero tolerance policies really ought to focus on infractions involving unlawful or manifestly dangerous activities, not simply used as a general approach to student discipline.

STRONGLY DISAGREE	2	1.11%
DISAGREE	5	2.78%
SLIGHTLY DISAGREE	7	3.89%
SLIGHTLY AGREE	20	11.11%
AGREE	83	46.11%
STRONGLY AGREE	63	35.00%



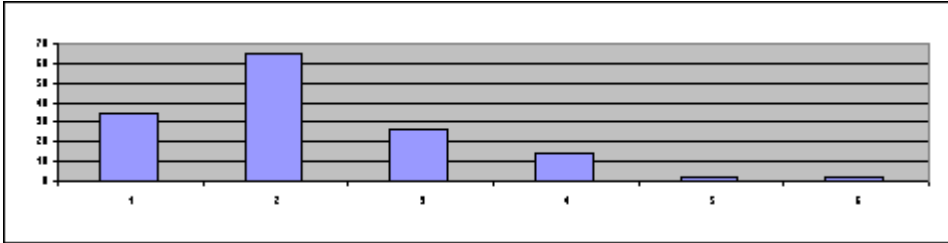
18. Even under zero tolerance, first time offenders might receive lesser punishments than repeat offenders.

STRONGLY DISAGREE	11	6.11%
DISAGREE	26	14.44%
SLIGHTLY DISAGREE	15	8.33%
SLIGHTLY AGREE	42	23.33%
AGREE	73	40.56%
STRONGLY AGREE	13	7.22%



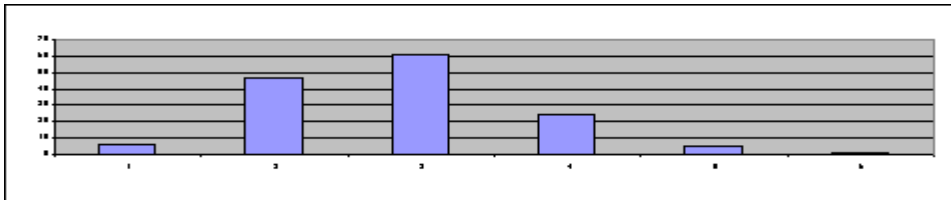
19. A student brings a table knife to school with a plate of brownies.

Little or no action or punishment	35	24%
Mild Reprimand	65	45%
Punishment other than suspension/expulsion	26	18%
Possible suspend or expel the student	14	10%
Probable suspend or expel the student	2	1%
Definitely suspend or expel	2	1%



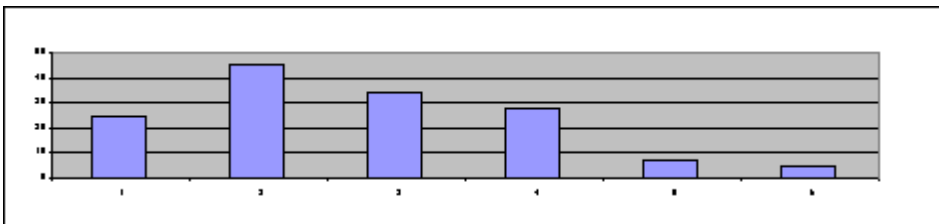
20. A student is caught using a squirt gun outside the building before school.

Little or no action or punishment	6	4%
Mild Reprimand	47	33%
Punishment other than suspension/expulsion	61	42%
Possible suspend or expel the student	24	17%
Probable suspend or expel the student	5	3%
Definitely suspend or expel	1	1%



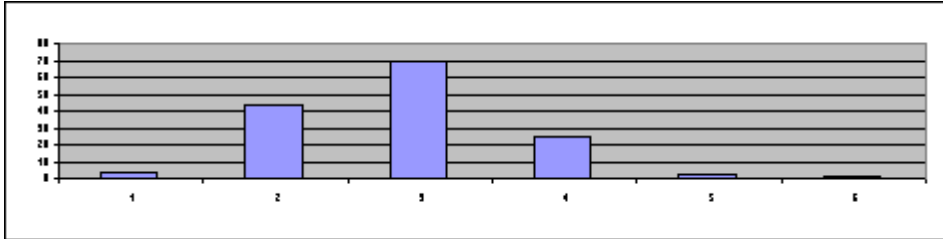
21. A student reports to you that he forgot to remove his scout knife from his knapsack that he used to carry his books to school.

Little or no action or punishment	25	17%
Mild Reprimand	45	31%
Punishment other than suspension/expulsion	34	24%
Possible suspend or expel the student	28	19%
Probable suspend or expel the student	7	5%
Definitely suspend or expel	5	3%



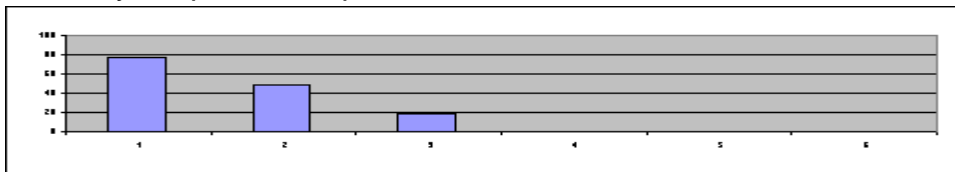
22. An 8th grade student has taken Tylenol tablets for her headache without authorization.

Little or no action or punishment	3	2%
Mild Reprimand	43	30%
Punishment other than suspension/expulsion	69	48%
Possible suspend or expel the student	25	17%
Probable suspend or expel the student	2	1%
Definitely suspend or expel	1	1%



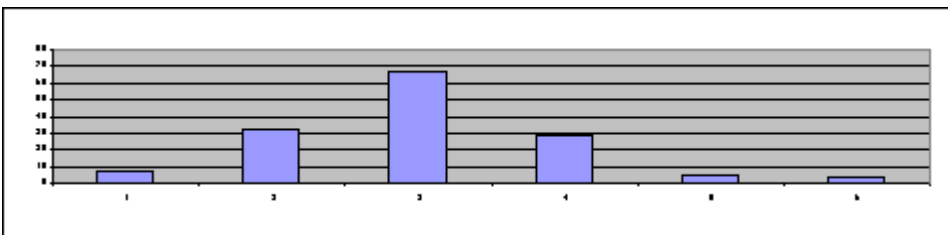
23. A student has drawn a picture of an armed soldier on the cover of his notebook.

Little or no action or punishment	77	54%
Mild Reprimand	48	34%
Punishment other than suspension/expulsion	19	13%
Possible suspend or expel the student	0	0%
Probable suspend or expel the student	0	0%
Definitely suspend or expel	0	0%

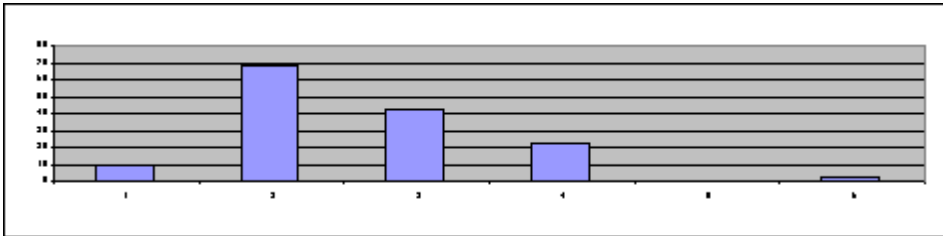


24. An 11th grade student writes an “R-rated” story for a creative writing class, one with sexual situations and foul language.

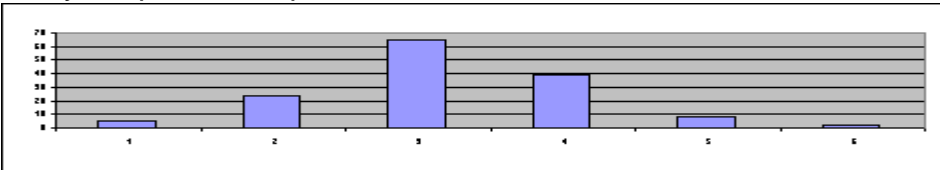
Little or no action or punishment	7	5%
Mild Reprimand	32	22%
Punishment other than suspension/expulsion	67	47%
Possible suspend or expel the student	29	20%
Probable suspend or expel the student	5	3%
Definitely suspend or expel	3	2%



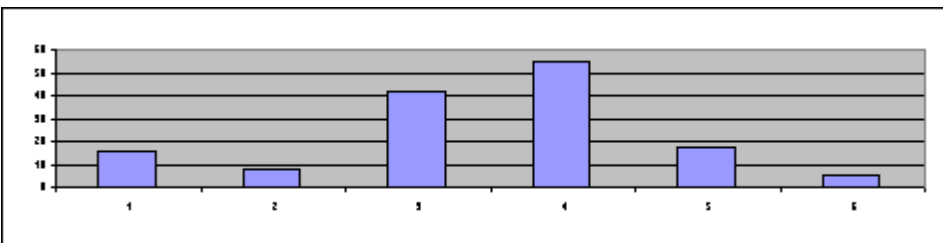
25. An 11 th grade student has a bottle of Advil in his locker.		
Little or no action or punishment	9	6%
Mild Reprimand	68	48%
Punishment other than suspension/expulsion	42	29%
Possible suspend or expel the student	22	15%
Probable suspend or expel the student	0	0%
Definitely suspend or expel	2	1%



26. You overhear a student say, perhaps jokingly to another student, "Remind me kill you later."		
Little or no action or punishment	5	3%
Mild Reprimand	24	17%
Punishment other than suspension/expulsion	65	45%
Possible suspend or expel the student	39	27%
Probable suspend or expel the student	8	6%
Definitely suspend or expel	2	1%

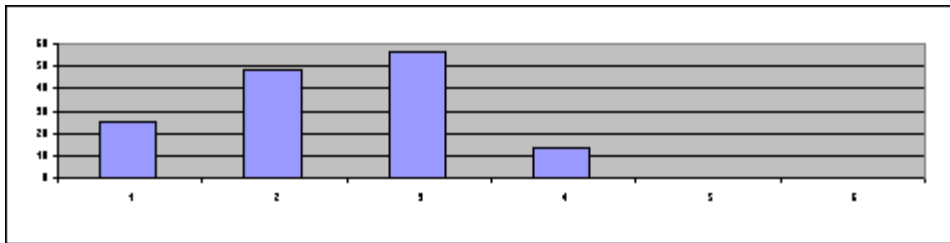


27. A teacher spots a pack of cigarettes in a 12 th grade student's car while leaving the school parking lot.		
Little or no action or punishment	16	11%
Mild Reprimand	8	6%
Punishment other than suspension/expulsion	42	29%
Possible suspend or expel the student	55	38%
Probable suspend or expel the student	17	12%
Definitely suspend or expel	5	3%



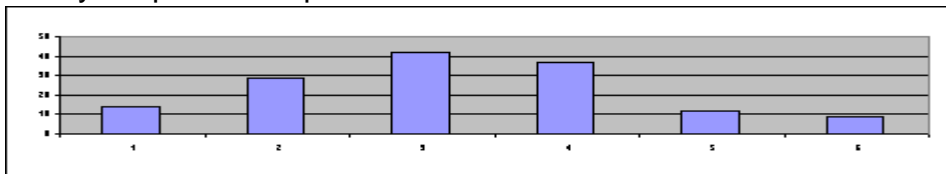
28. For a writing assignment, a student writes a short story involving guns, teen violence, etc.

Little or no action or punishment	25	18%
Mild Reprimand	48	34%
Punishment other than suspension/expulsion	56	39%
Possible suspend or expel the student	13	9%
Probable suspend or expel the student	0	0%
Definitely suspend or expel	0	0%



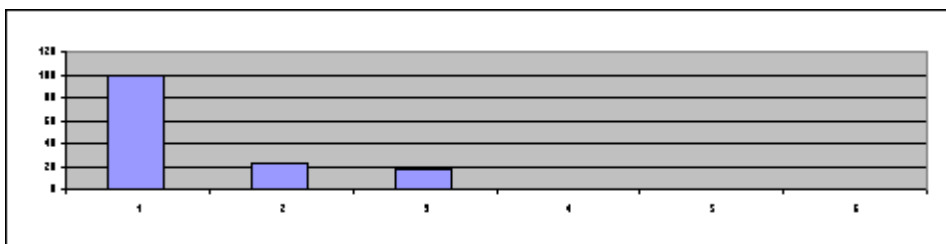
29. A box cutter or utility knife is seen in the trunk of a student's car.

Little or no action or punishment	14	10%
Mild Reprimand	29	20%
Punishment other than suspension/expulsion	42	29%
Possible suspend or expel the student	37	26%
Probable suspend or expel the student	12	8%
Definitely suspend or expel	9	6%



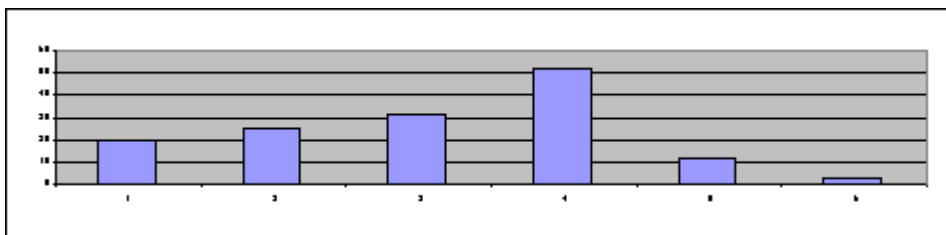
30. During a free reading period, an 8th grade student is seen reading Truman Capote's *In Cold Blood*.

Little or no action or punishment	100	71%
Mild Reprimand	23	16%
Punishment other than suspension/expulsion	18	13%
Possible suspend or expel the student	0	0%
Probable suspend or expel the student	0	0%
Definitely suspend or expel	0	0%



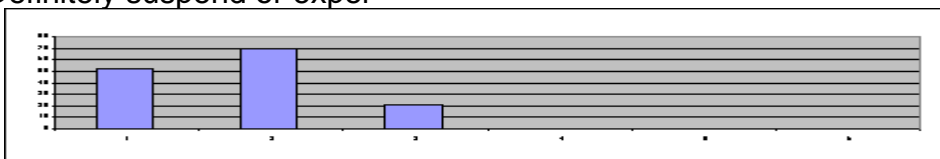
31. While leaving school, an 8th grader attacked by a bully defends herself with physical force.

Little or no action or punishment	20	14%
Mild Reprimand	25	17%
Punishment other than suspension/expulsion	31	22%
Possible suspend or expel the student	52	36%
Probable suspend or expel the student	12	8%
Definitely suspend or expel	3	2%



32. During recess, a group of 5th grade students are playing “war” using imaginary weapons.

Little or no action or punishment	52	36%
Mild Reprimand	70	49%
Punishment other than suspension/expulsion	21	15%
Possible suspend or expel the student	0	0%
Probable suspend or expel the student	0	0%
Definitely suspend or expel	0	0%



VITA

Dale Lewis Heineman
31 Longstreet Drive
East Berlin, PA 17316

Education:

- Shippensburg State College
B.S.in Mathematics 1971
Teacher Certification in Secondary Education
- Shippensburg State College
M.Ed. in Mathematics 1980
- Western Maryland College
Principal's Certification 1989
- Penn State University
Letter of Eligibility 1997
Defending Dissertation May 2007
D.Ed. in Educational Administration

Education-Related Experiences:

- Bermudian Springs School District
Classroom Mathematics Teacher 1971-1989
Taught all subjects from 7th grade mathematics to Pre-Calculus
- Steelton Highspire School District
Assistant Principal – One year
Principal – Three years
1989-1993
- Bermudian Springs School District
High School Principal – Ten years
1993-2003
- Bermudian Springs School District
Assistant Superintendent – Three years
2003-2006
- Harrisburg Area Community College
Adjunct Professor in Mathematics
Taught zero level courses (remedial) through Statistics
1997-2000
- York College of Pennsylvania
Adjunct Professor in Education
2006-present

Personal Information:

- Age: 57
- Married
- Two children (Adults)