AN ANALYSIS OF POLICY DEVELOPMENT IN SELECTED NEWFOUNDLAND SCHOOL BOARDS

GWEN JOYCE TREMBLETT

AN ANALYSIS OF POLICY DEVELOPMENT IN SELECTED NEWFOUNDLAND SCHOOL BOARDS

by

Gwen J. Tremblett, B.A.(Ed.)

A Thesis submitted in partial fulfillment
of the requirements for the degree of
Master of Education

Department of Educational Administration
Faculty of Education
Memorial University of Newfoundland

August, 1984

St. John's Newfoundland

ABSTRACT

The purpose of this study was to analyze and describe the nature of various aspects of policy making in three selected Newfoundland school boards. Particular attention was paid to the political components of policy and policy development, educational governance and communication patterns. Superintendents, board chairmen, board members, senior administrators and program coordinators participated in the study. A questionnaire, adapted from one used by Coleman (1979), was administered to all participants. In addition, a structured interview was conducted with each superintendent and chairman. An overall response rate of 81% was obtained.

Data collected from the questionnaire were analyzed in two parts. Part A was coded and means were calculated for each area of difficulty in policy making. Means for Part B indicated the response of each group toward the appropriate level of involvement for school board members, administrators and denominational representatives in seven major policy areas. The structured interview data were recorded, coded and divided into areas of distinct response. A composite profile of each interviewee was then constructed around the major aspects of policy making. Finally, questions posed in the statement of the problem were answered.

Findings and conclusions from the study indicate that policy making in the three selected school boards tends

to follow the rational mode. Hence, one is left to speculate on a possible closed system approach to policy making. Administrators play a dominant role in policy development with the superintendent being the primary initiator and presentor of policy issues. Response patterns from all groups give support to this practice. Although perceptions of a definition of policy are similar to those found in literature, descriptions of the nature of policy lead one to infer that existing policy more closely resembles administrative rules for day-to-day district operation. Communication patterns are largely formal with the superintendent acting as mediator in policy issues.

Recommendations for action included inservice for policy makers, the development of guidelines for policy making, written policy handbooks, graduate courses in policy studies and an examination of school board/interest group interactions. Recommendations for further study included an examination of the superintendent's position as well as existing relationships between various educational agencies, the nature of policy in school boards, the impact of interest group activity on educational policy making and political communication patterns.

ACKNOWLEDGEMENTS

The writer would like to acknowledge the invaluable encouragement given her by her husband Don, son Adam, and parents Olive and Edward Moore. Their constant love and support were an inspiration throughout the process. A very special thanks is extended to Dr. Dennis Treslan, thesis advisor, for his thoughtful advice and continuous guidance throughout the master's program and subsequent thesis. Appreciation is also expressed to Dr. Philip Warren and Dr. Victor Thompson, who with Dr. Treslan comprised the supervisory committee. To Dr. Steven Norris of the Institute for Educational Research for his excellent guidance with respect to research, to Sharon Tiller for her assistance on the computer and to Maureen Kent for typing the thesis, a note of thanks. The writer would also like to acknowledge two special friends and colleagues Beverley LeMoine and Thomasina Cleal whose steady support and understanding made the task both enjoyable and rewarding. A final note of appreciation is extended to superintendents, chairmen and all others whose participation and cooperation helped make this study possible.

TABLE OF CONTENTS

		Page
Abstract		ii
Acknowledgements		iv
List of Tables		viii
List of Figures		ix
CHAPTER		
I	INTRODUCTION	1
	Statement of the Problem	2
	Theoretical Framework	3
	Delimitations	9
	Limitations	9
	Significance of the Study	10
	Definition of Terms	10
II	REVIEW OF RELATED LITERATURE	14
	Introduction	14
	Systems Analysis	14
	The Significance of Policy	19
	The Policy Making Process	23
	School Board Governance	29
	Patterns of Communication	33
III	METHODOLOGY	37
	Population Sample	37
	Instrument	37
	Instrument Validation and Pilot Study	39

CHAPTER		Page
III	Administration of the Questionnaire and Interview	40
	Reliability Measures	41
	Data Analysis	42
IV	ANALYSIS OF DATA	43
	School Board Policy Making Practices	43
	Question 1	43
	Appropriate Levels of Involvement in Policy Making	48
	Question 2	48
	School Board Policy and Policy Making Processes	61
	Section One - Policy and Policy Making	61
	Section Two - Educational Governance	67
	Section Three - Communication Patterns	76
	Question 3	82
	Question 4	83
	Question 5	86
	Question 6	87
	Question 7	90
V	SUMMARY, CONCLUSIONS AND RECOMMENDATIONS	94
	Purpose of the Study	94
	Instrumentation and Methodology	94
	Summary and Conclusions	95
	Recommendations for Action	103
	Recommendations for Further Study	104

Page

REFERENCES 106

APPENDICES

APPENDIX A: Instrumentation 111

Questionnaire 112

Structured Interview Questions . . . 119

Pilot Study Checklist 124

APPENDIX B: Correspondence 125

List of Tables

Table		Page
1	Distribution of Statements Made by all Respondents on School Board Policy Making Practices	44
2	Perceptions of Selected Personnel in School District Policy Making	47
3	Distribution of Appropriate Levels of Involvement for School Board Members, Administrators and Denominational Representatives	49
4	Planning and Facilities	52
5	Administration of Instruction: Programs . .	53
6	Business Administration	54
7	Community Relations	56
8	Administration of Instruction: Teachers . .	57
9	Pupil Services	59
10	Denominational Issues	60
11	Perceptions of Groups Outside School District Which Influence School Board Policy Making	85

List of Figures

Figure		Page
1	A Simplified Model of a Political System	7

CHAPTER I

INTRODUCTION

Within the conceptual framework of the political process, educational policy making has become widely recognized as a dynamic, changing arena. Traditionally, students of politics have concentrated their efforts on the more obvious political institutions of society, and have largely ignored the similar dimensions of educational systems. In recent years, amidst economic restraints and conflict over constitutional rights, educational institutions have been the object of close public scrutiny. The rational and political features of policy development therein have accordingly become a focal point of study (Coleman, 1979).

To understand policy development as a component of the overall process of political decision making, it is useful to conceive of the latter as a series of related events enacted over a period of time (Agger, 1964). School boards, as major actors in that process and caretakers of public interest in education, respond to political influences and choose between conflicting alternatives. It is within this structure of political decision making that the development of policy exists.

A study of the nature of school boards as political systems gives rise to questions which require further exploration within a theoretical framework. Central to this

concept, and encompassing all others, is the question "How does the development of school board policy relate to the social and political environment of Newfoundland society?" This study attempted to contribute to this important concern.

Statement of the Problem

The major focus of this study has been an analysis of the policy making process in Newfoundland school boards. An attempt was made to analyze the political nature of policy development, particularly as it relates to various groups and individuals involved in the process. More specifically, this study attempted to answer the following questions:

1. How do Newfoundland administrators, board members and program coordinators perceive their school board's policy making process?
2. What is the perception of Newfoundland administrators, school board members and program coordinators towards the appropriate level of involvement in policy decisions for board members, administrators and denominational representatives?
3. How do school boards define policy?
4. Which individuals, groups, bodies or agencies influence policy development within Newfoundland school boards and to what extent?
5. What forms of communication channels exist between school boards and their various publics to provide information and feedback on policy issues?

6. What role does each of the following play in the development of school board policy?
   (i) superintendent
   (ii) school board chairman
   (iii) school board members
   (iv) administrative personnel
7. To what extent does current policy making concur with Agger's Model of policy making?

Theoretical Framework

Fundamental to an understanding of the dynamics of social organizations is the concept that such entities are more than mere groups of individuals, interacting for particular purposes. All organizations, including school boards, involve a network of relationships in constant exchange, not only with each other, but with the economic, political and social forces within the environment.

As social organizations, school boards have been described as one of the most autonomous policy making systems in our society (Downey, 1977). An underlying assumption is that issues and agencies which are, and will be, exerting the most pressure on the educational system are rooted in a wide spectrum of society's social, economic and policical structures. As an illustration, educational bodies are being moved by social and technological forces into a future characterized by unprecedented change. In this forum, goals

and policies of organizational systems are being required to meet new and unexpected challenges. Downey (1977) stated that the leadership component of educational organizations is thereby faced with the dilemma of reconciling competing demands "for the exercise of intelligence and the free play of politics in the policy making process" (p. 135). Part of the strategy needed to cope with this problem is a reassessment of policy development itself.

Prior to analyzing the policy making process, a clearer understanding of the concept of policy is required. To some, policy is a formula for problem solving, eliminating disappointment for those occupying leadership roles, and providing some degree of organizational perpetuity (Castetter, 1962). To others, policy is a means of exercising control over the functions and activities of an organization (Coleman, 1978). Mann (1975), commenting on policy, contended that policy can be macro-societal, encompassing the whole of education, or it may be specialized, affecting only a single, distinct issue. One description which gives a clear picture of what constitutes policy is provided by Hoy and Miskel (1982) who affirmed that policy is "a statement of those objectives that guide a substantial portion of the total environment" (p. 215).

Whatever the interpretation, it is generally accepted that policies, though influenced by significant individuals, are not the decision of any one person, "ordained by the stroke of an administrative pen" (Friedrich and Mason, 1940).

Rather, they are the result of a series of related events enacted over time and involving the interaction of individuals and groups.

A further distinction is also necessary to fully comprehend the dichotomous nature of policy. Coleman (1973) differentiated between policy making and decision making and described the latter as a "selection from among alternatives" and the former as "a special case of decision making" (p. 16). In making such a distinction, policy making is primarily concerned with non-routine matters of major value, affecting large numbers of people and involving subjective decision making over time.

Coleman (1979) further described policy development at both a rational and political level and examined these dimensions based on the expectation of pluralistic community power structures. He further contended that policy development and implementation can be facilitated or hampered by senior administrators.

This raises another implication for policy development: the existence of policy within school boards is crucial to the successful administration of the organization. In order to improve the quality and efficiency of the educational process, the administrator must be able to utilize policy guidelines. Without clearly defined policy objectives, the task becomes frustrating and difficult.

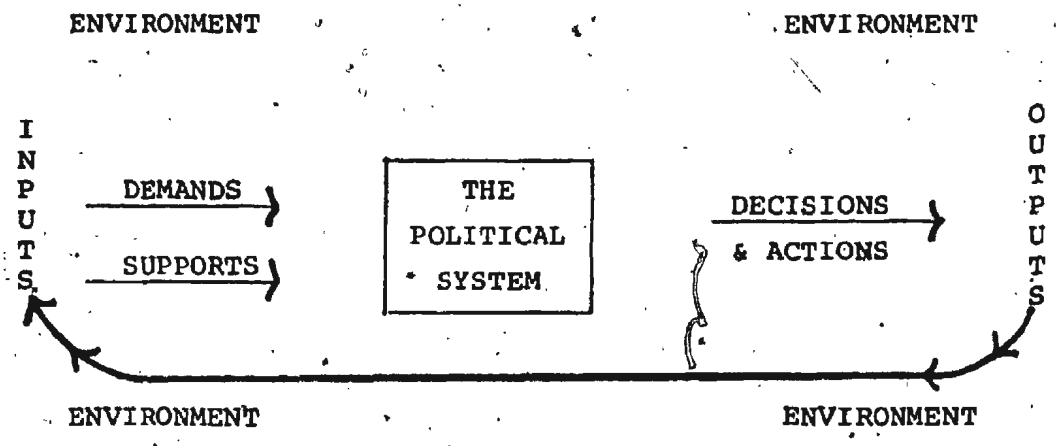
Another important component of policy development is an awareness of demands and supports placed on school boards

by special interest groups. Such concerns and the resulting interactions in relation to policy issues, constitutes educational politics. Furthermore, the organizational networks through which policies pass can be designated political communication structures. So described, policy development is concerned with a unique feature of political interaction: the authoritative allocation of values for a social system.

In times of uncertainty, organizations continuously interact with their environments in an attempt to gain information about alternatives. Easton's Framework for Political Systems diagrams the cyclical functioning of an open political system or organizational structure.

According to Easton (1965), what happens in the environment affects a political system through the kinds of influences flowing into the organization. These influences take the form of demands and supports which the organization processes, sometimes combining or reducing them and sometimes absorbing them without reaction. The organization's decisional outcome then feeds values back into the society from whence the process began. An examination of policy making within the educational system is, in essence, an examination of a parapolitical structure.

A Simplified Model of a Political System



Source: David Easton, A Systems Analysis of Political Life (New York: Wiley, 1965), p. 32.

While Easton's framework is useful for understanding policy development within a political system, Agger's model of policy making focuses on that portion of the environment "that refers to the pressures, forces and currents affecting the scope of government" (Agger, 1964, p. 41). While a number of theorists have devised models which may be used in policy development, for the purpose of this study, Agger's model was utilized. Based on an extensive inquiry into the process of policy making in four American communities, it provides a rich description of each stage in the process. As a model, it is primarily concerned with the process of choosing between alternatives. Each act, in a series of acts, constitutes a choice or decision. So described, the

process consists of the following six stages and one event:

1. policy formulation
2. policy deliberation
3. organization of political support
4. authoritative consideration

event: decisional outcome

5. promulgation of the decisional outcome
6. policy effectuation

It is within this framework of political decision making that policy development should be analyzed (Agger, 1964).

In light of the obviously political nature of the policy development, the question of who governs education and consequently influences policy making is crucial. Kimbrough (1964) suggested that the superintendent holds a key position in this political process, while Tucker and Ziegler (1980) commented on this administrative role as "a powerful gatekeeping position" (p. 10). Housego (1971) went even further and suggested that "the politics of education is a politics of informal agreement" (cited in Sawchuck and McIntosh, 1971, p. 51).

Within the content of the Newfoundland educational system, policy development presents a particular challenge because of a unique historical, political and religious provincial background. The literature, though limited in Canadian content, offered varying opinions on the forces operative in the politics of education. Based on Agger's

model, this investigation attempted to gain a more precise understanding of the nature of educational policy making in Newfoundland school boards.

Delimitations

This study is delimited to the examination of policy development within three school boards in Newfoundland. Moreover, the process of policy development was examined and not the specific content of policy issues. The study was also delimited to a distinction between decision making as a routine administrative function and policy decision making as that which guides a substantial portion of the educational environment.

Limitations

The recommendations arising from the results of this study must be considered in light of the following limitations:

1. Because the study is restricted to three school boards on the island portion of the province of Newfoundland, results may not be generalizable to Labrador or to school boards outside this province.
2. The structured interview format as an instrument imposed restrictions on the size of the sample.
3. The non-availability of Canadian literature on educational policy development restricted the researcher to using primarily American sources of information.

Significance of the Study

This study should hold significance for the following reasons:

1. No extensive research has been completed on educational policy development in Newfoundland.
2. This study may form the basis of more extensive research into educational policy making.
3. A greater understanding of the political nature of the policy making process should prove useful to Newfoundland school boards, teachers, administrators and other educational interest groups such as the School Trustees Association and the Newfoundland Teachers' Association.

Definition of Terms

General Context Definitions

Policy - A statement of those objectives of an organization which guide a substantial portion of the total environment (Hoy and Miskel, 1982).

Administrative Decision Making - A process that includes the recognition and definition of a problem concerning relatively routine matters of minor value, based on technical criteria, affecting small numbers of an organization and made by experts.

Policy Decision Making - A process that includes a series of related events concerning non-routine matters of major value, based on subjective criteria affecting many members and brought about by the interaction of individuals and groups within and outside the organization over time.

Model Definitions

Policy Formulation - A stage in the decision making process when someone believes a problem can be solved, alleviated or prevented by a shift in the scope of government.

Policy Deliberation - A stage in the decision making process when an individual or group reveals a policy preference through relatively informal communication.

Organization of Political Support - Actions to plan political strategy, produce and distribute information and mobilize support for or against a particular issue.

Authoritative Consideration - The process of considering the policy demand by official decision makers in the organization.

Decisional Outcome - The result of a choice between alternatives by participants in the decision making process.

Promulgation of the Decisional Outcome - The official announcement of a new or changed policy.

Policy Effectuation - A stage when a policy is placed with administrators for implementation at the organizational level.

Open System - An organization which continuously exchanges information with its environment.

Closed System - An organization whose contact with its environment is significantly restricted or non-existent.

Political System - A social subsystem whose decisions, about how objectives and values are allocated to its members, are generally accepted as authoritative.

Environment - The total physical and social factors external to an organization's boundary that are considered by the system's decision makers.

Demands - Inputs into the environment that indicate the way in which environmental influences and conditions modify and shape the operations of the political system.

Supports - Inputs into the environment that indicate a willingness to accept the decisions of the system or the system itself.

Interest Articulation - The process of expressing opinion on policy issues by groups or individuals with a particular interest in the decisional outcome.

Relational Definitions

Interest Groups - Those groups intermediate between citizens and educational political authorities, who are involved in the full spectrum of demands upon the school board as a political system.

Reference Groups - Those individuals or groups with whom decision makers will refer ideas in order to obtain feedback from various segments of the environment.

Network - Regularized, informal groupings or individuals within a formal organization.

Boundary Spanners - Those individuals within an organization who have wide contacts with other organizations or individuals and who gather information on changes in the environment without knowing precise details.

Gatekeeper - An individual in an organization who is able to control the flow of information through a given communication channel.

Access Channel - An individual or group who provides a direct communication link between decision makers and those interested in the policy issue.

Senior Administrators - Paid, appointed officials who routinely attend board meetings, and report on various activities at the meeting (e.g. Superintendent, Business Manager, Assistant Superintendent).

Program Coordinator - An individual responsible for the implementation, coordination and supervision of subject programming in the district.

CHAPTER II

REVIEW OF RELATED LITERATURE

Introduction

The major objective of this chapter is to present a review of literature pertinent to an understanding of policy development within school districts. The chapter has been divided into five sections, each exploring a component of the topic and supporting the theoretical framework of the study. The first section examines systems analysis as a means of conceptualizing the school district as an organizational system in complex interactions with its environment. Section two reviews literature related to the concept of policy. In the third section, the political dimension of policy making as a focal point for understanding administration of school systems has been reviewed. Section four peruses literature related to the involvement of key actors in the policy making process. Literature related to various aspects of communication within school systems is examined in section five.

Systems Analysis

The systems concept has its roots in both the physical and social sciences and is grounded in a theoretical, perspective known as 'general systems theory'. According to

Rogers and Rogers (1976), this analytical viewpoint constitutes the single most influential theory in contemporary social science thought. It is based on the premise that an organization is comprised of more than a simple aggregate of people in society interacting for specific reasons. Essentially, according to Wirt and Kirst (1972), it can be viewed as a unit, distinguished by a clearly defined boundary and exhibiting relatively predictable patterns of behavior. What happens in the environment affects the organization through the kind of influences that flow through. These the organization processes and subsequently feeds back in the form of values to society. Simply put, an organization and its environment co-determine each other.

If one accepts that schools, as organizations, are microcosms of society and thus reflect its ideological base, it follows that schools as social organizations have important effects on the cultural and normative values of social situations. According to Hoy and Miskell (1982), schools as social systems are "characterized by an interdependence of parts, a clearly defined population, differentiation from its environment, a complex network of social relationships and its own unique culture" (p. 51).

In an effort to apply systems analysis to school boards as organizational extensions of schools as social systems, the following suggestion from Easton (1965) is cited: "any aggregate of interactions that we might choose to identify may be said to form a system" (p. 27). He further

contended that "the interactions under scrutiny seem to share a common fate, that the elements move together .... (which) compels us to acknowledge that they form a system" (p. 28).

Yet, for a more complete understanding of the nature of school boards as social organizations, a closer examination of their political underpinnings is necessary. The distinction between a 'social' system and a 'political' system lies in 'interaction' as the basic unit of analysis. In this regard, Easton stated: "Furthermore, what distinguishes political interactions from all other kinds of interactions is that they are predominantly oriented toward the authoritative allocation of values for a society" (p. 50). Wirt and Kirst confirmed this and suggested that allocative mechanisms exist in all social systems although their exact form, values and public policies differ according to place and time.

In order to fully appreciate the political nature of school boards, a more detailed explanation of systems analysis is appropriate. For the purpose of this study Easton's simplified model of a political system has been used. According to Easton, the organization, referred to as 'The Political System', is in constant exchange with its environment, both from within and outside the system's boundaries. The environment represents potential sources of input which may be generated by disturbances or stress. In highly simplified terms, these inputs take the form of demands and/or supports

and enter the political system through various forms of political interaction. The political system processes these concerns, sometimes combining or reducing them and sometimes absorbing them without reaction. The reaction often hinges on the strength of the input, its source and its relationship to current happenings. The system converts the inputs into public decisions or outputs which return to the environment in the form of allocated values to society.

As political systems, school boards determine the scope and character of education, allocate costs and benefits and define the appropriate forms of representation that link the public with education officials. In its interactions, Cistone (1972) contended that "the political system is susceptible to stimuli from its social and political environment in the form of cross-pressures, contradictory demands, and intense criticism" (p. 1).

The degree to which school boards as political systems are responsive to demands and supports indicates their closed or open nature. Katz and Kahn (1966) stated that although all systems share certain properties, it is useful to create categories of open systems in an attempt to delineate distinctive properties of system openness. Easton went even further in describing a political system and indicated that an analysis of a closed system is an account of only the internal activities of an organization. Such an entity would be isolated from the influences of its external environment.

School boards, historically, have been described as autonomous structures, resisting what was considered political interference in policy making functions. Iannaccone (1967), in discussing the characteristics of education as a social system, described its "closed system" nature as an attempt to preserve and strengthen its internal boundaries. This, he proposed, increased the dominance of administrators in policy development and limits the process to technical input.

Yet, to describe school boards as totally closed, autonomous structures is to deny the reality of the social, political and economic forces operating outside the system's boundaries. A variety of forces, such as social and technological change, declining enrollments and energy shortages means that educational agencies face unpredictable environments and the possibility of escalating internal and external conflict. However, such conflicts relate more specifically to broader, controversial issues and tend not to interfere with the rational dimensions requiring technical expertise (Blacklock, 1982). In essence, educational institutions, responding to stress in the environment, become increasingly less insular and less autonomous in their policy making activities. Further, educational governance is contingent upon resolving the competing implications of public participation and professional autonomy (Cistone, 1972). Hence, the struggle between the rational and political dimensions of policy development within school boards as political systems is created.

The Significance of Policy

One of the most popular terms in administrative vocabulary in recent years is policy. Most (of us) are consumers of policy decisions, some implement policy and a still smaller number make it (Mann, 1975). With the term having such far reaching implications for so many, one might assume a precise definition is unnecessary and somewhat redundant. Yet, to fully comprehend the practical problems associated with this concept, one must closely examine its theoretical framework.

In any discussion of policy, an assumption exists as to its meaning, intent and prescriptive nature. Policy evolves from organizational objectives which in turn reflect the philosophy of the system. Mann (1975) supported this contention with his view that policy issues are "middle stratum" evolving from macro-societal problems and from which operational decisions are made.

Permanence, values, scope of reference and generality are distinguishing factors of policy and clearly delineate it from other forms of decision making within an organization (Katz and Kahn, 1966). Consequently, it follows that it is primarily concerned with human elements, manifesting itself in statements of purpose and value.

In other ways, policy can be described as a control mechanism. Coleman (1978) referred to policy as "a way of exercising control over certain functions or activities of

an organization, by specifying purpose or direction, and/or by requiring certain activities" (p. 2). He further suggested that policy statements are "the only form of legitimate legal control the trustees have over their organizations" (p. 2).

To others, such as Davies (1969), "a policy is a guide for discretionary action" (p. 6), narrow enough to provide guidance but broad enough to enable an administrator to use discretion in individual cases. Castetter (1962) affirmed this viewpoint and stated that policy expresses organizational intentions which establish bases for administrative action in practical situations.

To ensure its effective and consistent application, it is necessary that policy be clearly understood. The obvious method to ensure policy intentions is the practice of developing written policy. Castetter stated advantages to this method as minimizing "sudden and unreasoning variations in board decisions" and limiting "the necessity for explanation and justification" (p. 38). He indicated further that "one of the hallmarks of sound policy is that is seldom fluctuates" (p. 38).

A distinction made by theorists between policy and administrative decision making is yet another significant component in the policy making process. The fact remains that policy decisions are formulated as guides to preferred courses of action. As Castetter pointed out, policy is "not intended to provide answers to every problem which arises"

and, as such, cannot be highly specific (p. 37). The translation of policy into specific courses of action is the function of the administrative decision. In actual fact, it should be noted that the practices and procedures of administrative decision making exist regardless of the presence or absence of policies (Castetter).

Coleman (1978) substantiated the distinction between policy and administrative decisions when he stated "the critical determiner of whether an issue is in fact a policy issue or an administrative issue tends to be the connection the issue has with overall goals and purposes" (p. 8).

Another crucial variable is the distinction made by Davies who indicated policy is the responsibility of the school board while administrative decisions are the task of the administrator. An example cited to differentiate between the two is noted:

> Board Policy: Teachers shall be available to assist individual children outside of the regular school day (p. 16).
>
> Administrative Rule: All classroom teachers should be in their room 15 minutes before classes begin each morning and 15 minutes after classes end each afternoon to help students who need individual attention. All special teachers who work directly with children should follow the same plan in the buildings in which they are scheduled for the day.

> Student group activities should not be scheduled during these times since teachers will not be available to supervise them. Teachers should inform students and principals should inform parents of the hours during which teachers will be on duty to help individual students (pp. 17, 18).

The board policy indicates an intention of the board but leaves considerable discretion as to its exact implementation. The latter tells exactly what is to be done, who is to do it and when.

There is further evidence to suggest that many school boards tend not to concentrate their efforts on policy decisions but rather on concerns of a routine administrative nature (Coleman, 1978). Ingram (1978) gave further support to this argument when he stated that many policies are not guidelines for discretionary power but "rather directions for specific types of action" (p. 19). This being the case, the tendency to use the terms 'policy' and 'administrative rule' interchangeably increases.

Although both forms of decision making involve a choice, a policy decision establishes the framework by which all lower level decisions are to be limited. It is primarily a function of school boards which respond to societal values of major importance which is often measured by the numbers of individuals it will affect (Mann, 1975). As stated by Davies, a policy is not a project "to be finished within a year of two.... (the policy making process) is a whole way of life for a school board" (p. 22).

The Policy Making Process

In any discussion of policy, a point is reached where the development of organizational philosophy into general policy statements of purpose and intent becomes the focal point of debate. With society's escalating expectations of schools as influencers of cultural norms, the need to understand the process which affects the objectives, scope and performance of the school system becomes increasingly significant (Campbell and Layton, 1969).

Difficulties which emerge in examination of such a process relate in large part to ideological patterns of change in society itself (Ingram, 1978). Greenwald (1977) describes the American policy making scene as "fluid, incremental (and) open-ended" yet, following a process of "coordinated activities related by the need to achieve certain specific purposes" (p. 10).

In discussing the historical development of policy making, Ingram described the 1950's and 1960's as periods when "top-down" and "manipulative" approaches dominated the educational forum. He further maintained that until the accountability and evaluation movements of the late 1960's and early 1970's, few policy ideas originated from the grass roots (p. 19). The intellectual and technical expertise of the professional educator in policy issues was shaken by the demands of a protesting public. As Byrne (1978) observed, the professional hold of administrators was "being

dulled by an emphasis generated through the political process" (p. 34).

Although educational policy studies appear to be in the forefront at the moment, it is evident that policy making itself is not new. However, the reinterpretation of policy issues by policy experts in light of trends and societal influences continues to unearth new and interesting dimensions to the process (Byrne).

In a summary analysis of prevailing conditions in Canadian policy making Downey (1977) outlined two major trends facing policy makers. He described them as:

> a shift in emphasis from the more incremental, rational and information-based modes of policy making to the more political and influence-based modes: and second, a shift in power from official leadership (elected representatives and administrators) to teachers and community groups. (p. 135)

Downey further suggested that to provide a more comprehensive view of the policy making process, both rational and political aspects need to be accepted, with the political view "superimposed" upon the rational view (p. 141).

Despite the logic of Downey's argument, Wright (1977) examined his approach and attempted to take it one step further to the level of the "real world" and its particular implications for policy makers. She proposed that the political and rational elements are separate concepts and it is difficult "to denote the exact point at which an educational lobby ceases to be a professional input" (p. 30).

An obvious conclusion is that both dimensions overlap during the process and both are critical to a balanced view of what policy making actually is.

Another component which may often be overlooked is the presence of guidelines for policy development at the school board level. While it cannot necessarily be stated that policy output is a key indicator in the effectiveness of a school board, a board with carefully designed strategies for making policy decisions, methods of identifying policy issues as well as policy statements and review procedures approaches a degree of excellence (Coleman, 1978).

Such organization is generally not the case. Castetter indicates that most types of school administration "seek easy and quick solutions to problems" (which) "fit the time or the event instead of adhering to a body of value judgments calculated to yield more lasting results" (p. 47).

In the development of policy decisions much depends upon the judgment of decision makers. Therefore, the significance of an approach to thinking about decisions as choosing between alternatives is not to be understated. Indeed, it is "of vital importance that we be as clear as possible about the policy making framework within which the decision making process is to operate" (Tymko, 1978, p. 9). Without a knowledge of how policy decisions evolve, school boards reduce their effectiveness in the educational arena.

Although there appears to be no ideal structure or framework which guarantees success in policy making, a model which may appropriately be used for analyzing the evolution of policy decisions is helpful to the policy science researcher. While theorists such as Coleman (1978) and Tymko (1978) have devised both simple and effective models, for the purpose of this study Agger's (1964) model of policy decision making will be utilized. This model concerns itself with the conditions under which political decision making can be analyzed as well as how variations in structure and functioning of the political system affect the outcomes of the process.

According to Agger (1964), "political decision-making concerns the actions of men in the process of making choices" (p. 40). The process which he described involves a series of related events enacted over time. Each event or act also involves a choice or a decision made by various actors in the process. The process itself is political only in the sense that decision makers consciously make decisions with regard to the scope of government. It consists of the following six stages and one event:

Stage One. Policy Formulation occurs when someone believes a problem can be alleviated, solved or prevented by a shift in the scope of government. At this stage, the problem may only be an "unsatisfied need" by an individual who may, or may not, belong to the political system. However,

whether this is or is not the case, policy formulation must at some point become part of the system's decision making process. This policy preference is a necessary stage but will not be sufficient to sustain the process if it does not progress beyond this point.

Stage Two. Policy Deliberation is the next stage and may involve a number of political moves such as writing, talking, reading or listening. It is at this point, when the policy preference is transmitted from one actor to another, that a political demand within the system occurs. These actions may be open or secret and may generate counter demands by others. Like stage one, policy deliberation may be arrested if for any reason the actor(s) does not advance the proposal to the organization-of-political-support stage.

Stage Three. Organization of Political Support refers to the actions of those holding the policy preference which mobilize support for or against demands for shifts in the scope of government. This stage may involve such things as holding meetings, producing and distributing information, lobbying decision makers and other such forms of political action. However, these are not always necessary actions since other informal contacts with an organization's officials may be just as effective. This stage may become intensely emotional and political depending upon the individuals involved, the degree of openness of the action and the extent to which participants view the policy as

involving basic ideological principles. The organization of political support may also be characterized by consensus instead of conflict.

Stage Four. Authoritative Consideration involves the next stage in the process. Several techniques may be used to choose between alternatives and may include a formal or informal balloting by the political system. On the other hand, it is possible that, despite political support for or against a policy issue, the policy itself may never be formally considered. If this happens, a choice has still been made. Convincing officials of an organization to act informally in appropriate ways may be a wiser course of action than a formalized decision, especially if for some reason there is a chance the issue will be lost in debate. Whether or not the policy is written or unwritten, the decision by those participants who hold authority positions will be the policy which therein defines the scope of government.

Event: Decisional Outcome is the result of the authoritative consideration of a policy issue. It is the difference between what previously existed and what now determines the direction of the political system.

Stage Five. Promulgation of the Decisional Outcome is a stage which, like the formal consideration of a policy issue, may or may not occur. If participants think that an existing policy is preferable to one that is proposed, there may be no occasion for a formal public announcement. In

this case, Stage Five may not be present in the process. On the other hand it may manifest itself in affirmation of an existing policy or in a quiet, covert change of policy.

Stage Six. Policy Effectuation is the final stage in this model and usually concerns itself with the implementation of policy decisions by administrative officials. It can involve the evaluation and comparison of existing policies with those that have taken their place. However, the evaluation component may be present at any or all stages during the process. Administrators may become involved in the specific interpretation and application of the policy, thereby initiating another cycle in the process.

(Agger, 1964, pp. 40-51)

School Board Governance

One of the most controversial questions in educational policy making resides in who governs education. While the reasons for such attention are embedded in a social, political and historical background, debate revolves around the rational and political dimensions of the policy making process (Tucker and Ziegler, 1980). In recent history, the pendulum has swung closer to the political realm, but policy scientists and educators alike are more inclined to favour a balance between the two. Wright, in offering this view, stated "policy makers are the keepers of the democratic process" (p. 30).

Although a move towards pluralistic governance relates more to basic ideological policy issues, the prevailing belief that "education is a complex and technical endeavor and is therefore best left to the experts" is fostered by the system's professionals (Cistone, 1972, p. 4). Indeed, the attempt to maintain professional autonomy over educational issues has been an ongoing battle in education.

One of the key factors in this struggle for influence in policy decision making is agenda-setting. In defining the issues for discussion purposes, the agenda-setter activates a powerful control mechanism. In a study by Tucker and Ziegler, it was found that in about two-thirds of school districts, the superintendent (and, to a lesser extent, his/her staff) was solely responsible for setting the formal agenda for board meetings (Tucker and Ziegler, 1976). To support this argument, Wright stated that as the presenter of a policy issue to school board members, the superintendent becomes the policy maker and the board member assumes the role of politician. Tucker and Ziegler (1976) carried this one step forward, calling the administrative role "a powerful gatekeeping position" (p. 4). In this position, controversy is minimized and routine decision making becomes the important element in the process. In such a situation, the input of board members is limited when issues have already been defined. This has the tendency to place board members in a reactionary role and few are able to escape the dominance of the superintendent in policy issues (Tucker and Ziegler, 1976). Yet,

in Coleman's (1977) view, this does not adequately represent the "locus of power" in Canadian education at the present time and he proposed "influence" as a more inclusive and useful term (p. 80).

Although the major role of the school board member tends to be that of politician with new members feeling a sense of responsibility towards the electorate, Lutz (1977) contended that the culture of school boards projects a belief in board members as "trustees for the public and not representative of the public" (p. 3). This would seem to imply an elitism surrounding those involved at the school board level. He indicated further that members are "acculturated upon their election, through a planned process that inducts the new school board member into the culture of school boards and transforms them into 'true believers'" (p. 3). If such activity is part of the educational system, then the challenge for board members will be to maintain a balance between the rational and political dimensions. The response to this challenge may determine whether board members will become increasingly functionless or become educational leaders in society (Coleman, 1976).

Another element in educational governance rests in the emergence of interest groups as a political force in policy making. As school boards become more politicized, or members acculturated, individuals and groups within the board's environment see an increased need for focusing on policy issues which might otherwise be ignored (Lupini, 1982).

Their demands may be articulated in a variety of ways, keeping policy makers aware of public concerns in education.

With increased public participation representing a shift in society's perspective in general, more control in educational policy development is exercised by government (Ingram, 1978). If environmental factors impact upon the governance of education, then it is entirely possible to argue that all government agencies drift towards bureaucratic dominance given complex political issues in an age of economic scarcity (Tucker and Ziegler, 1980).

Downey stated that as a result of the conflict between the rational and political dimensions of policy making, the role of official leaders in education is in doubt and a redefinition of that role is necessary. As an alternative he proposes that "in future, educational leaders become the policy researchers, and the orchestrators of the policy making process" (p. 135). Coleman (1977) argued further that the role of administrators is less easily defined. In his view, the differentiating factor between senior administrators and other educational administrators is the policy research function.

Regardless of the particular orientation of the governing structure, the politics of education forces the educational leader into an arena of conflict and negotiation (Sergiovanni, 1980). If this is the case, the most appropriate role will vary from situation to situation. As so aptly stated by Coleman (1977), the future role of the

school board as 'meta-mediator', a system which processes competing demands, organizing, modifying and reshaping them into an operational decision involving the distribution of resources, seems a likely solution to the problem of policy development (p. 84).

Patterns of Communication

One of the more noticeable characteristics of current Western society is the deep-rooted commitment to involvement in organizational institutions. Although this is demonstrated in a variety of ways, each system utilizes communication techniques to facilitate its particular tasks. According to Hoy and Miskel (1982), fundamental to any study of organizational behavior is the understanding that "goals become known and useful -- that is -- dynamic -- only when they are communicated" (p. 290). Katz and Kahn (1966) also recognized the importance of a communication system as "the very essence of a social system or an organization" (p. 223).

As a process, communication permeates the activities of an organization, creating the thread that somehow holds together the structure of the system. Simply put, if it were at all possible to remove the process of communication from an organization, there would be no organization. The key to effective communication lies in maximizing the performance of interaction between the organization as a social system and its environment (Rogers and Rogers, 1976). It is

therefore logical to assume that the main purpose of communication is to control, coordinate and provide essential information to decision makers while being responsive to changes in society.

In times of uncertainty, organizations constantly interact with their environments in an attempt to gain information about alternatives. For example, political parties employ strategists to measure the electorate's voting patterns. Rogers and Rogers (1976) asserted that this boundary spanning mechanism allows an organization the information necessary to make decisions. Such individuals are often concentrated at both the top and bottom of the organizational structure.

Within the structure of any organization, both formal and informal channels of communication exist. According to Barnard (1938), cited in Hoy and Miskel (1982), the channels of formal communication must be known to every member of the organization, be as direct and short as possible and authenticated as emanating from the person in authority to issue the message. Even with explicitly recognized thought transmission, however, the formal and informal channels often overlap and are interchangeable. Such networks involving friendship ties, official position, social status, wealth, and family ties are often an important variable in political interaction. Rue and Byars (1980) suggest that if the formal networks remain undefined, the informal networks will

heavily influence the functioning of the organization.

All political systems have leaders who wield varying degrees of power within the organization. In the case of school districts, most such individuals are native born. Appointed officials, key businesspeople and professionals may wield more power in some communities than those who are elected. Elitist power structures tend not to invite public participation, whereas it is high and functional in a system of democratic pluralism (Lutz, 1977). The more closed the system, the greater the tendency for those occupying leadership positions to use reference groups in difficult policy decisions (Rogers and Rogers). Conversely then, those interest groups wishing to influence the process would consider those occupying key positions as access channels to policy makers. The method of communication, it is logical to assume, will depend, to a large extent, upon situational factors within the organizational unit.

Such descriptors of communication within organizations point to internal mechanisms of control. This, Ouchi (1982) indicated, is a function of the practices and policies of the system's leadership component. Linked to this is the timing of the message. If important points are omitted or groups by-passed, major problems could develop. Another important aspect of the administrative role lies in the clarity of written or spoken communication. As Mayer and Wilson (1972) maintained, "it cannot be assumed that because the composer

understands, the reader will" (p. 131). This is of particular significance when policies are communicated to those affected by their implementation.

At a time in Canadian history when educational leadership is meeting the particular challenges of the eighties, a realization of the significance of establishing innovative communication networks with the public is crucial. Put another way, Lam (1982) indicated:

> It has dawned on a growing number of educators that what underlies hostility of the public to the board is the lack of meaningful communication between the two. Where there is no channel for input, segments of the community feel that their interests have been ignored and their causes betrayed. (p. 5)

However, before concluding that communication is a panacea for all the ills of organizational behavior, one would do well to objectively assess its potential and restrictions. As stated by Hoy and Miskel (1982), while open information flow is a healthy condition it cannot be considered a universal solution to all problems. In fact, it cannot compensate for inadequate planning and closed organizational climates. As with most problem situations, effective communication doesn't simply happen, it is made to happen. Simon (1956), cited in Rogers and Rogers (1976), quite possibly captured the true significance of communication:

> The question to be asked of any administrative process is: How does it influence the decisions of the individual? Without communication, the answer must always be: It does not influence them at all. (p. 109)

CHAPTER III

METHODOLOGY

Population Sample

The population sample of this study consisted of three boards selected from the thirty-three school boards on the island portion of the province of Newfoundland. Superintendents, chairmen, school board members, senior administrators and program coordinators from the selected school boards were asked to participate in an analysis of educational policy development within their districts. This population sample consisted of three superintendents, three chairmen and all school board members, senior administrators and program coordinators in each of the three school boards. One Integrated school board, one Roman Catholic school board and the Pentecostal school board participated in the study.

Instrument

Coleman (1979) studied the political and rational dimensions of educational policy development as perceived by trustees and senior administrators in Manitoba and British Columbia school boards using a questionnaire. Given the primary purpose of this study to describe the process of policy development as it exists in selected Newfoundland school boards, the researcher elected to utilize this

instrument with only slight variations from its original format to accommodate the denominational educational system of this province. A series of structured interviews was also used to complement the information received by this questionnaire. The latter method of obtaining indepth qualitative data was considered useful in the interpretation of the process of policy development.

The questionnaire was divided into two major sections. Section One attempted to assess the perceptions of various groups and individuals regarding potential areas of difficulty in school board policy making. More specifically, respondents were asked to indicate on a five point scale the extent to which they agreed with statements regarding policy development in their school districts. This portion of the questionnaire was administered to superintendents, chairmen of school boards, school board members, senior administrators and program coordinators, to compare how each perceived the process within their respective school districts.

The second part of the questionnaire presented selected areas of decision making and included: planning and facilities, administration of instruction (programs), business administration, community relations, administration of instruction (teachers), pupil services and denominational issues. The last part of this section was an addition to the original questionnaire. Respondents were asked to indicate on a four point scale the appropriate level of involvement

for school board members, administrators and denominational representatives. This section was administered to chairmen, superintendents, school board members, senior administrators and program coordinators.

The structured interview was divided into three major sections. All three sections attempted to determine the nature of policy development as perceived by the respondent. More specifically, the first section dealt with the definition of policy and the emphasis placed on policy at the school board level. The second part of the interview attempted to determine the groups and individuals involved in the policy making process and their impact on the policy decision. The third part of the interview addressed the communication channels that exist within the school board. It focused primarily upon informal and formal means of disseminating information and generating feedback on policy issues. Interviewees included superintendents and board chairmen.

Instrument Validation and Pilot Study

To ensure face and content validity of the instrument, appropriate precautions were taken. First, it was assumed that face and content validity were present in the original format of the instrument as used by Coleman in his 1979 study. Second, the instrument was submitted to graduate students and professors in the Faculty of Education who were asked to comment on the necessity of additions or deletions. Third, a

thorough perusal of literature related to policy development was undertaken. Upon completion, the instrument was further examined for possible corrections. Finally, a pilot study was administered to two school boards in the province whose respondents were asked to comment on the clarity, preciseness and appropriateness of the instrument.

Administration of the Questionnaire and Interview

Prior to actual data collection, a letter was sent to selected superintendents requesting permission to conduct the study with their school boards. This was followed by telephone to confirm the request and to set the date and time of the interview.

Interviews were conducted during a one month period in early fall and questionnaires were circulated simultaneously to those involved in the survey. After three weeks had elapsed, a telephone call was made to superintendents who had agreed to contact respondents regarding completion of the questionnaire. After six weeks, thirty-nine (61%) questionnaires had been returned. At this point, a second questionnaire was sent to those who had not responded with a letter requesting their cooperation. Superintendents coordinated the distribution of this second questionnaire. Each subsequent questionnaire was coded so as to avoid duplication of response and confusion with those mailed earlier. Following this, a total of fifty-six questionnaires out of the original seventy were returned

within two weeks. Of those seventy, six vacancies existed in the three school boards which meant only sixty-four people received questionnaires. An additional two respondents were out of the province and could not be reached during the survey time period. Four of the fifty-six respondents indicated that they could not fill out the questionnaires because they were new school board members and had only attended one or two school board meetings. This left a total actual response of fifty-two (out of sixty-four) or 81%. It is assumed that the exclusion of such a small number of non-respondents did not bias this study to any great extent.

All correspondence in this matter is contained in Appendix B.

Reliability Measures

Survey research is by nature the collection and interpretation of qualitative data. Because of this, many of the normal controls and safeguards in the collection and analysis of data become difficult to attain. Despite this, a number of measures were undertaken to increase the reliability of the results of this study.

First, the researcher designed a number of specific objectives for the study from which the interview questions were developed. The questionnaire, as designed by Coleman (1979), fell within the objectives of this study.

Second, systematic recording and coding procedures were followed to ensure the appropriate categorization of the interviewee's response. Third, in the role of interviewer, the researcher strived to maintain objectivity and minimize bias in interpreting the data.

Data Analysis

Data collected from the questionnaire were analyzed using the Statistical Package for Social Sciences (1975). Section one of the questionnaire was coded, each response given a weight from one to five and means calculated for each area of difficulty in school board policy making.

Section two of the questionnaire was also coded and each response given a weight from one to four. Means were calculated for each response regarding the perception of appropriate levels of involvement in decision making.

The third portion of the instrument, the structured interview, was recorded, coded and divided into areas of distinct response. In such social science research, the primary purpose revolved around the explanation of such data as it related to the objectives of the study. In addition, a composite profile showing these categories was constructed for both superintendents and chairmen of school boards. Data collected from the questionnaires, together with the structured interviews, served as a basis for describing the nature of policy development in Newfoundland school boards.

CHAPTER IV

ANALYSIS OF DATA

This chapter presents an analysis of the data gathered from use of the instrument. Information is organized as follows: Question 1 is presented and followed by a discussion of results collected in Part A of the questionnaire. Question 2 is then presented and similarly followed with pertinent data related to Part B of the questionnaire. The third part of the chapter contains a summary of information collected during structured interviews with superintendents and chairmen of the three school boards. This section is then followed by a discussion of Questions 3-7.

School Board Policy Making Practices

Question 1: How do Newfoundland administrators, board members, and program coordinators perceive their school board's policy making process?

Table 1 presents statistics on responses to statements regarding policy making practices in school boards. An analysis of the table reveals that two statements had a mean of less than three. Of those surveyed, 45 (86.5%) said "Your district has a clear statement of functions for administrators" was completely or often accurate. Only two respondents reported that this statement was not accurate.

Table 1

Distribution of Statements Made by all Respondents on School Board Policy Making Practices

Statement	Responses					
	No Response	Completely Accurate	Often Accurate	Occasionally Accurate	Not Accurate	
	f.(%)	f.(%)	f.(%)	f.(%)	f.(%)	Mean
1. Your district has a clear statement of functions for administrators.	1 (1.9)	18 (34.6)	27 (51.9)	4 (7.7)	2 (3.8)	4.13
2. Your board receives reports from the senior administrators which allow you to evaluate the progress of the district.	2 (3.8)	23 (44.2)	20 (38.5)	5 (9.6)	2 (3.8)	4.20
3. Your board assesses the consequences of new policies before they are approved.	1 (1.9)	22 (42.3)	8 (15.4)	2 (3.8)	1 (1.9)	4.14
4. The principals of the district have an opportunity to influence district policies.	4 (7.7)	11 (21.2)	22 (42.3)	14 (26.9)	1 (1.9)	3.67
5. The public is consulted about major issues facing the district.	2 (3.8)	0 (0)	18 (34.6)	17 (32.7)	15 (28.8)	2.98
6. Your board uses an agreed-upon, comprehensive process by which new policies are developed.	3 (5.8)	8 (15.4)	22 (42.3)	11 (21.1)	8 (15.4)	3.47
7. Board policies are well known amongst principals.	4 (7.7)	17 (32.7)	19 (36.5)	8 (15.4)	4 (7.7)	3.79
8. Your board spends at least half of each board meeting on policy-related activities - receiving information on policy issues, making policy decisions, or reviewing existing policies.	7 (13.5)	4 (7.7)	17 (32.7)	13 (25)	11 (21.2)	2.96
9. Board members know what the public thinks about major issues before they make policy decisions.	5 (96)	2 (3.8)	21 (40.4)	18 (34.6)	6 (11.5)	3.22
10. Senior administrators provide useful information for policy development.	1 (1.9)	24 (46.2)	18 (34.6)	7 (13.5)	2 (3.8)	4.19

Key: 5 = Completely Accurate; 4 = Often Accurate; 3 = Occasionally Accurate; 2 = Not Accurate; 1 = No Response

Similarly, 82.7% (43) and 78.8% (41) respectively stated that "Your board receives reports from the senior administrators which allow you to evaluate the progress of the district" and "Your board assesses the consequences of new policies before they are approved" were completely or often accurate.

However, statement four indicated less agreement. While 63.5% (33) said that principals have opportunity to influence district policies, 26.9% (14) stated that this statement is only occasionally accurate.

The mean response to statement five was 2.98. Thirty-five respondents (67.3%) believed that the statement regarding public consultation on major issues in the district was only somewhat or often accurate. However, 15 respondents (28.8%) said that the public is not consulted about major issues.

Opinion was widely divided on statement six. This statement refers to the board's use of an agreed-upon, comprehensive process by which new policies are developed. There was the same percentage (15.4%) of respondents who stated that this was completely accurate as there were those who believed it was inaccurate. Interestingly, 42.3% believed it was often accurate. There was fair consensus on statement seven indicating that over two-thirds of those surveyed said that the statement regarding principals' knowledge of board policies was often or completely accurate.

Statement eight, regarding the amount of time spent at board meetings on policy-related activities, had the lowest overall mean of 2.96. While 57.7% (30) said that this statement was occasionally or often accurate, 21.2% (11) believed that the board does not spend over half its time on policy issues. Thirteen point five percent had no opinion.

Most respondents (85%) stated that board members know what the public thinks about major issues before making policy decisions in statement nine. Eleven point five percent (6) disagreed with this view.

There was considerable agreement on statement ten which had an overall mean of 4.2. Forty-two (80.8%) believed that senior administrators provide useful information for policy development. Of this number, 46.2% (24) stated that this is completely or always accurate. Only two respondents disagreed.

Table 2 presents the mean response of each group to individual statements as compared to the overall mean response to each statement. The table yields the following analysis.

Program Coordinators as a group were consistently lower than all other groups in their response pattern overall. Their highest mean response (3.82) occurred on statements one and three, which had overall mean responses of 4.13 and 4.14 respectively. Their lowest response (2.43) was indicated on question five regarding public consultation on major policy issues.

Table 2

Perceptions of Selected Personnel in School District Policymaking

Statement	Mean	Superintendent (3) Mean	Assistant Superintendent (6) Mean	Chairman (3) Mean	School Board Members (27) Mean	Program Coordinators (13) Mean
1.	4.13	4.32	4.32	4.32	4.24	3.82
2.	4.20	4.32	4.24	4.74	4.52	3.75
3.	4.14	3.71	4.74	5.00	4.52	3.82
4.	3.67	4.00	4.24	3.75	3.67	3.64
5.	2.98	3.75	3.34	3.34	3.23	2.43
6.	3.47	4.32	4.00	4.74	3.41	3.42
7.	3.79	4.32	4.24	4.74	4.00	3.61
8.	2.96	3.00	2.81	3.71	3.42	2.52
9.	3.22	3.71	2.73	3.71	3.63	2.81
10.	4.19	5.00	4.24	4.71	4.61	3.23

Key: 5 = Completely Accurate; 4 = Often Accurate; 3 = Occasionally Accurate; 2 = Not Accurate; 1 = No Opinion

The superintendent and chairmen showed a relatively high degree of consistency in their response pattern. The most obvious exception to this was statement three which dealt with the board's assessment of the consequences of new policies before approval. On this statement chairmen judged this to be completely accurate whereas superintendents believed it to be only occasionally accurate. The overall mean response was 4.14.

There was very little difference between the response pattern of board chairmen and board members except on statement six which addressed the process by which new policies are developed.

Similarly, superintendents and assistant superintendents showed agreement except on statements three and nine. On statement four, which addressed the influence of principals in policy making, superintendents and assistant superintendents had a higher mean response than the other three groups and believed that this statement is often accurate. The overall mean response was 3.67 (occasionally accurate).

Appropriate Levels of Involvement in Policy Making

Question 2: What is the perception of Newfoundland administrators, school board members and program coordinators towards the appropriate level of involvement in policy decisions for board members, administrators and denominational representatives?

Table 3 indicates the percentage of overall responses to twenty-seven statements in seven major policy areas. Each of those surveyed was asked to indicate on a four point scale the appropriate level of involvement in these areas for school board members, administrators and denominational representatives.

Table 3

Distribution of Appropriate Levels of Involvement for School Board Members, Administrators and Denominational Representatives

Involvement Level	School Board Members (%)	Administrators (%)	Denominational Representatives (%)
0	3.6	2.6	29.2
1	16.6	1.9	13.5
2	14.1	5.1	15.9
3	19.0	29.4	27.9
4	46.7	61.0	13.5

Key: 0 = No Response; 1 = Minimum Involvement;
4 = Maximum Involvement

An analysis of the table reveals that of those surveyed 61% believed administrators should have the maximum level of involvement in all policy areas as compared to 46.7% for school board members and 13.5% for denominational representatives. When this percentage is combined with that

of "moderate level" involvement, the percentages increase to 90.4%, 65.7% and 41.4% respectively.

Only 1.9% of those responding indicated that administrators should have an overall minimum involvement level. This compares with 16.6% for school board members and 13.5% for denominational representatives. Twenty-nine point two percent of those surveyed did not respond when asked the appropriate level of involvement for denominational representatives as compared to 3.6% and 2.6% respectively for school board members and administrators.

There seemed to be a fairly similar response pattern (30.7% and 29.4%) for those who indicated that school board members and denominational representatives should have a minimum to low moderate level of involvement (response levels 1 and 2) in policy making. However, opinion was divided on those same groups' involvement at the moderate (3) level. Twenty-seven point nine percent indicated that denominational representatives should have moderate involvement as compared to 19% in the same category for board members.

Tables 4-10 indicate the mean response of major groups surveyed regarding the appropriate level of involvement in seven major policy areas for school board members, administrators and denominational representatives. Because only one business manager and one denominational representative responded in the survey, those categories are not depicted in the tables. It is assumed that statements

within each policy area maintain a level of internal consistency. Therefore, the seven major policy areas are depicted rather than individual policy statements.

Table 4 reveals that the lowest overall mean is 2.10. This indicates that school board members believe that the level of involvement in planning and facilities for denominational representatives should be low moderate. The mean of assistant superintendents for school board members' involvement was the highest indicated at 3.90. The highest overall mean for all groups was 3.30 for school board members. This would seem to suggest a higher level of involvement in planning and facilities for board members than for administrators (2.96) and denominational representatives (2.40). The mean response for chairmen and superintendents for all groups was relatively consistent.

Table 5 shows a consistently lower mean for school board members in "administration of instruction: program" than for administrators by all respondents. Assistant superintendents maintained the highest mean in levels of involvement for administrators. School board members had the lowest mean (1.75) for appropriate levels of involvement for denominational representatives. Administrators held the highest overall mean for all groups.

An analysis of Table 6 shows that overall, administrators have the highest mean (3.23) for involvement in policy making. As a group, superintendents held the lowest

Table 4

Planning and Facilities

Respondents	School Board Members' Level	Administrators' Level	Denominational Representatives' Level
School Board Chairmen	3.66	3.66	3.16
Superintendents	3.66	3.17	3.50
School Board Members	2.96	2.74	2.10
Assistant Superintendents	3.90	3.40	3.25
Program Coordinators	3.58	3.20	2.35
Overall Mean	3.30	2.96	2.40

Key: 4 = Maximum Involvement; 1 = Minimum Involvement

Table 5

Administration of Instruction: Programs

Respondents	School Board Members' Level	Administrators' Level	Denominational Representatives' Level
School Board Chairmen	2.50	3.75	2.08
Superintendents	2.60	3.50	2.60
School Board Members	2.45	2.97	1.75
Assistant Superintendents	2.60	3.87	2.50
Program Coordinators	2.15	3.23	1.90
Overall Mean	2.38	3.18	1.91

Key: 4 = Maximum Involvement; 1 = Minimum Involvement

Table 6

Business Administration

Respondents	School Board Members' Level	Administrators' Level	Denominational Representatives' Level
School Board Chairmen	3.0	3.87	2.16
Superintendents	2.42	2.67	2.04
School Board Members	3.28	3.60	1.73
Assistant Superintendents	2.86	3.73	2.21
Program Coordinators	2.53	3.45	1.36
Overall Mean	2.68	3.23	1.60

Key: 4 = Maximum Involvement; 1 = Minimum Involvement

mean (2.67) for appropriate levels for administrators in business administration. Conversely, chairmen had the highest individual mean for administrators. This was also the highest individual mean for all groups. The lowest individual mean (1.36) was held by program coordinators towards the appropriate level of involvement for denominational representatives. This would seem to indicate that in the area of business administration program coordinators believe denominational representatives should have minimum involvement.

Table 7 reveals perceptions of the five major groups towards appropriate involvement levels in community relations. An analysis indicates that only assistant superintendents, with a mean response of 3.67, believe that school board members should have more involvement in community relations than administrators. However, administrators held the highest overall mean (3.31). Conversely, school board members maintained that as a group they should have lower involvement in community relations than administrators. Their mean in this instance was 3.40. It was the perception of all groups that denominational representatives have the lowest level of involvement. This overall mean was 2.48.

Table 8 addresses the appropriate level of involvement for board members, administrators and denominational representatives in "administration of instruction: teachers". An analysis reveals that in this area it was the perception of all groups that administrators have a higher mean (3.62)

Table 7

Community Relations

Respondents	School Board Members' Level	Administrators' Level	Denominational Representatives' Level
School Board Chairmen	3.30	3.0	2.30
Superintendents	3.0	3.83	2.50
School Board Members	2.78	3.40	2.61
Assistant Superintendents	3.67	3.42	3.0
Program Coordinators	3.20	3.58	2.38
Overall Mean	2.98	3.31	2.48

Key: 4 = Maximum Involvement; 1 = Minimum Involvement

Table 8

Administration of Instruction: Teachers

Respondents	School Board Members' Level	Administrators' Level	Denominational Representatives' Level
School Board Chairmen	2.55	3.77	1.55
Superintendents	2.94	3.38	2.77
School Board Members	2.40	3.93	1.56
Assistant Superintendents	2.61	3.80	2.02
Program Coordinators	2.61	3.81	2.03
Overall Mean	2.67	3.62	1.84

Key: 4 = Maximum Involvement; 1 = Minimum Involvement

involvement than either school board members or denominational representatives. Similarly denominational representatives showed the lowest overall mean response (1.84) for all groups. School board chairmen indicated the lowest individual mean towards the involvement of denominational representatives in "administration of instruction: teachers".

An analysis of mean responses to the area of pupil services again indicates administrators should have more overall involvement than either school board members or denominational representatives. The highest individual mean response (4.0) came from both board chairmen and superintendents towards administrative involvement. Program coordinators with a mean response of 1.15 had the lowest individual mean towards denominational representatives.

Table 10 reveals a reversal of previous trends towards involvement levels. It was the perception of all groups that administrators have a lower mean involvement in denominational issues than either board members or denominational representatives. The highest individual mean (3.90) came from assistant superintendents towards the appropriate level of involvement for school board members. However, although superintendents indicated a slightly higher mean response (3.80) towards denominational representatives than school board members (3.70), all other groups showed a higher individual mean response towards school board member involvement in denominational issues than towards denominational representatives.

Table 9

Pupil Services

Respondents	School Board Members' Level	Administrators' Level	Denominational Representatives' Level
School Board Chairmen	2.5	4.0	2.0
Superintendents	2.0	4.0	2.0
School Board Members	2.38	3.01	1.70
Assistant Superintendents	2.33	3.0	1.50
Program Coordinators	2.04	3.35	1.15
Overall Mean	2.23	3.13	1.53

Key: 4 = Maximum Involvement; 1 = Minimum Involvement

Table 10

Denominational Issues

Respondents	School Board Members' Level	Administrators' Level	Denominational Representatives' Level
School Board Chairmen	3.20	2.60	3.20
Superintendents	3.70	2.70	3.80
School Board Members	3.09	2.34	2.67
Assistant Superintendents	3.90	2.83	2.90
Program Coordinators	3.50	3.10	2.67
Overall Mean	3.33	2.62	2.96

Key: 4 = Maximum Involvement; 1 = Minimum Involvement

School Board Policy and Policy Making Processes

The following is a summary of the results of structured interviews with superintendents and school board chairmen. This portion of data analysis has been further broken into three sections, each section relating to distinct topics drawn directly from the theoretical framework of the study. Section One deals specifically with policy development. Section Two concentrates primarily on various aspects of educational governance at the school board level. The final section addresses patterns of communication among participants in the policy making process. After discussion of the anecdotal record, questions 3, 4, 5, 6 and 7 presented in the statement of the problem are discussed in their respective numerical order.

Section One - Policy and Policy Making

Superintendent A. In responding to the initial question of whether or not the school board was involved in developing policy for the district, Superintendent A indicated that the board itself did not normally get involved in the actual development of policy. School board members became involved at two stages which were referred to as 'The Initiation Stage' and 'The Drafting Stage'. At the 'Initiation Stage', a board member may suggest that policy be developed. However, in most cases the necessity of policy

on a given topic had already been identified by the superintendent, the administrative staff or on occasion classroom teachers. The next opportunity to discuss the policy would be during the actual presentation of the draft policy to the school board. The draft policy itself would have been prepared by the administrative staff.

Superintendent A stated that the school board had no specific guidelines for policy development, written or unwritten. No need had been identified to develop such guidelines as most board members generally were satisfied with the present procedures. In addition, he stated, "individual board members are probably not very sophisticated in this particular area".

To the question of the school board's definition of policy, Superintendent A responded by saying that although the school board did not define policy, he himself did. He believed policy to be a "guideline for future action". He further stated that the school board only distinguished between policy and administrative decisions in that board members recognized day-to-day administrative decisions as the responsibility of the administrative staff. Policy decisions were thought to have a broader scope of reference. Superintendent A stated that in the realization of such a distinction the school board rarely involved itself with the daily operation of the school district.

Chairman A. Chairman A indicated a positive response to the question of the school board's involvement in the development of policy. He further stated that policies were generally, although not always, developed upon the recommendation of the superintendent. No clearly defined guidelines for policy development existed. Rather, policies were usually developed in response to a problem which occurred in the school district. The school board was satisfied with the current practice and saw no immediate need to institute guidelines for future policies.

Chairman A stated that the school board viewed policy as "law, in a sense...as guidelines which employees (for example) must abide by". He believed that the board recognized a difference between policy and administrative decisions. He elaborated by explaining that only major decisions have been addressed by the board at board meetings. The regular day-to-day administrative decisions were the responsibility of the administrative staff.

Superintendent B. Superintendent B's reaction to the school board's involvement in policy development was positive. He believed that policy had been developed by the board in response to perceived needs in the school district. This process of developing policy had been ongoing over several years.

No specific written guidelines for the development of policy had been established. However, general procedures,

although not written down, were well known to the administration. Superintendent B described these procedures as an accepted response to an identified need. In responding to the question of guidelines he stated, "it would be fair to say that there is a need for policy guidelines".

Superintendent B was unsure how to respond specifically to how the school board defined policy. He did state that he believed policy was a general statement which guided the school board in its day-to-day operations. He was not clear on the specific difference between policy and administrative decisions and stated that the school board made no distinction between them.

Chairman B. In response to the question of the school board's involvement in developing policy, Chairman B explained that the board had been involved in policy development since its inception. Guidelines for such development had been written down and flowed directly from the board's philosophy as a Christian organization. These were developed over an extended period of time in recognition of the aims and objectives specified within the constitution. These guidelines had been revised occasionally in response to changes in society.

Chairman B defined policy as "the method by which we carry out our mandate as a Christian organization...policy reflects our philosophy...the word of God." In response to

the question of whether the school made a distinction between a policy and an administrative decision, Chairman B responded positively. He stated that policy involved broader issues while administrative decisions occurred daily and involved the response of the administrator to a recognized problem in the school district.

Superintendent C. The initial response of Superintendent C to the school board's involvement in policy development was to state that policy development was one of the chief functions of the school board designated by the Schools Act. The school board developed policy because of its legal responsibility to do so. However, as yet no written policy handbook had been developed.

To the question of guidelines for developing policy, Superintendent C responded negatively. No real need had been identified by the school board to develop guidelines. He further explained that although policy guidelines were not in existence, general procedures for developing policy had been established. These procedures had developed in response to needs in the school district.

Regarding the issue of how the school board defined policy, Superintendent C was unsure how to respond. His perception was that school board members defined policy as a guide for suggested action in a given area. This policy provided direction for the superintendent or chairman.

It was suggested by Superintendent C that the board did make a distinction between policy and administrative decisions. In making this distinction the school board asked if the statement had "universal applicability" or if it contained a "narrow definition" of an issue.

Chairman C. It was the perception of Chairman C that the school board had always been involved in developing policy for the school district. He explained that policy was usually developed on an ad hoc basis in response to a perceived need. These policies were not written down but a plan had been formulated to develop a written handbook.

Chairman C believed unwritten guidelines for policy development were in existence and were generally well-known by both administrative staff and school board members. They had been developed over time and had evolved into established practice for committees involved in policy making.

He described policy as "a mode of governing...making decisions on specific issues...growing out of necessity... generally not planned". There had been no attempt to plan and develop policy because of insufficient time to do so.

The board made a distinction between policy and administrative decisions defining the latter as "matters relating to the daily operation of the school district" (which) were "handled by the administrative staff". Policies dealt with larger issues and were addressed by the board itself.

Section Two - Educational Governance

Superintendent A. Superintendent A viewed his role in policy development as "the kingpin" of the district, initiating, developing, recommending and evaluating policy "so that it is workable, fair...and appropriate". Prior to school board meetings, he sets up the agenda with some input from the business manager and then discusses the agenda items with the board chairman.

Superintendent A believed he initiated most policy issues with the remainder generated among assistant superintendents, coordinators, principals and classroom teachers. Ad hoc committees, consisting of administrators, coordinators and teachers, are asked to develop draft policies which are then revised by senior administrators and resubmitted to the school board with an appropriate recommendation. Assistant superintendents are responsible for the implementation of policy, particularly if it is curriculum related. Superintendent A stated that he believed it was important for teachers to be involved in developing policy which directly affected the classroom situation. In commenting on groups outside the school district which influenced policy decisions, he ranked the following (in order of influence): 1. The Department of Education, 2. The Collective Agreement (NTA), 3. Integrated Education Committee, 4. The Newfoundland Teachers' Association Special Interest Councils.

It was Superintendent A's perception that there were some individuals on the school board who influenced policy development. These members were generally well educated, articulate and respected citizens of the community. He cited the finance committee as being the only influential group affecting policy decisions. He believed that appointed board members were more effective in policy issues than elected members because the latter were generally "single issue" people with no overall commitment to the board's total mandate.

It was Superintendent A's belief that as long as school board policies conformed with the Schools Act, the school board was relatively independent. He perceived that there is less independence in relation to the Integrated Education Committee "because the policies and regulations of the Integrated Education Committee are more precise than the legislation". He further stated that the "Department of Education plays a facilitating role" whereas the "Integrated Education Committee regulates". With regard to the latter, local policies, eg religious education, must be consistent with IEC regulations. Local representatives of religious denominations rarely became involved in policy issues solely because of their religious affiliation. Despite these restrictions, Superintendent A viewed the school board as relatively autonomous in its policy making process.

Chairman A. Chairman A viewed his role as the parliamentarian of school board meetings, informing board members of policy issues and ensuring that the school board stayed within prescribed guidelines. He stated that the agenda for board meetings was drafted by the superintendent with some input from the business manager. It is then discussed with the chairman prior to the board meeting.

It was the perception of Chairman A that policies can be initiated at any level of the organization but always come to the school board as a recommendation of the superintendent. He was unsure who was involved in policy development and stated that "the superintendent takes care of that". He added to this statement by saying that the superintendent probably delegated this responsibility to his administrative staff. He believed that administrators had total responsibility for the implementation of board policy.

Chairman A believed that the following groups outside the school district impacted on policy decisions (in order of influence): 1. The Department of Education, 2. The Integrated Education Committee, 3. PTA. In commenting on individuals and/or groups on the school board which influenced policy development, Chairman A stated that occasionally single issue people become elected and affect a policy decision. Aside from this, he saw no particular difference in the effect of elected and appointed board members on policy issues.

It was the perception of Chairman A that the school board was "fairly autonomous in its policy making" except for financial restrictions placed on it by the Department of Education. In other cases, it depended on the policy issue. He cited the consumption of alcoholic beverages on school property as a moral issue which the churches would disagree with.

Superintendent B. In discussing the role of the superintendent, Superintendent B saw himself as the chief executive officer of the school board, responsible for informing the board on current policies and suggesting improvements for change. He and the school board chairman worked cooperatively in setting up the agenda for board meetings. It was his perception that most policy issues were identified by the administrative staff but teachers, principals and board members also occasionally expressed a concern over a particular topic. Once a need was identified, committees were formed, policies were drafted and brought to the Administrative Council for revision. The superintendent was responsible for bringing the final draft to the school board with a recommendation for approval. Principals and senior administrators had "considerable responsibility for policy implementation".

Superintendent B ranked the following groups outside the school district as being influential in policy decisions (in order of influence): 1. The Church, 2. The Department

of Education, 3. The School Trustees Association, and 4. The Newfoundland Teachers' Association. When asked if there were groups on the school board which influenced policy development, Superintendent B responded by stating that the school board was not "segregated into groups because we have a common religious affiliation" (which) "tends to unify our policy making". It was his perception that no difference existed between elected and appointed board members with respect to policy making.

Superintendent B commented on the autonomy of the school board by suggesting that although society imposed limitations on its policy making, the school board's main mandate was to "serve its constituency". The school board, consisting primarily of pastors, "analyzes policy in light of Pentecostal philosophy" and was "primarily concerned with curriculum that might be offensive to our doctrine". In other matters, school board members generally left the daily operation of the school district to the administrative staff.

Chairman B. Chairman B described his role in policy development as "a shepherd, sensitive to Christian values... evangelical, orthodox values...that they should reflect in the behavior of the professional staff and anyone who rises to leadership within the school district". He saw this as difficult to achieve when "third parties" become involved in the board's operation.

He stated that the superintendent and chairman jointly arrange the agenda of school board meetings. He believed that policy issues were initiated from several sources and cited The Pentecostal Assemblies, parents and teachers as examples. If it were initiated by teachers it would be channelled through the superintendent to the school board. Policy issues initiated by parents would be brought to the attention of the pastor who, on their behalf, brought it to the board. Chairman B stated that administrators are generally responsible for policy implementation. He qualified this by adding that this depended on the issue and on local circumstances. The development of policy was primarily the responsibility of the professional staff with input obtained from the Pentecostal Teachers' Fellowship, the Parent-Teacher Association, the local Assemblies and members of the school board.

Chairman B listed the following groups outside the school district as having influence on policy decisions (in order of influence): 1. Pentecostal Education Council, 2. Department of Education, 3. Newfoundland Teachers' Association. He stated that there were no groups on the school board which influenced policy decisions. He further believed no difference existed in the effect of appointed and elected board members on policy issues.

Chairman B described the school board as independent in its policy making. He also stated that all board members

represented the Pentecostal faith and therefore affected policy decisions. They would be primarily concerned with curriculum content in English Literature and Social Studies and "protested vulgarity displayed in these areas to the Department of Education". He also cited other examples as: school social activities, the use of drugs and alcohol and school discipline.

Superintendent C. Superintendent C viewed himself as chief policy advisor to the school board, giving advice on departmental regulations, the Schools Act, and the collective agreement. He also considered it his responsibility to "keep the board out of trouble by seeing that they (the school board) obey the law". The agenda for school board meetings was set up jointly by the superintendent, the chairman and the business manager. Superintendent C stated that while he initiated most policy issues, occasionally parents or teachers brought a concern to his attention. He cited examples of several groups and individuals within the district who were involved in policy development: teachers, principals, the PTA, priests, the Bishop, individual parents, the student council and the School Board - Teacher Liaison Committee. Other groups outside the district impacting on policy decisions included (in order of influence): 1. Department of Education, 2. The Newfoundland Teachers' Association, 3. Catholic Education Committee, 4. The Courts and Arbitration Boards.

It was Superintendent C's perception that the executive, the finance committee, the personnel committee and the religious education committee were formal groups on the school board which influenced policy development. He also believed that "the clergy, individually and collectively, strongly influence the board's decisions on policy issues". He further stated that appointed and elected officials have the same effect on policy issues and "an impartial observer at board meetings could not differentiate between the two groups".

Superintendent C believed that in financial matters, the school board is dependent on outside agencies for funding which in turn affects policy. He further stated that the Catholic Education Committee also imposed restraints which lessened the autonomy of the school board. In this regard it acted as a "watchdog" in areas where curriculum content offended the church. Nuns, brothers and the Bishop were cited as groups representative of religious denominations which influenced policy. They were perceived to be primarily concerned with issues "relating to self-preservation" which affect their involvement in education.

Chairman C. In responding to the question of his role in policy development, Chairman C felt that he occasionally initiated policy issues and set up the process of policy development. The agenda for school board meetings was jointly agreed upon by the chairman, superintendent and the business manager. Chairman C stated that both the administrative staff

and board members generally initiated policy issues with no particular individual or group being dominant. Principals, school board committees, school community relations committee, teachers and the Parent-Teachers Association were cited as examples of groups involved in actual policy development. Other groups outside the district which impact on policy decisions were ranked as follows: 1. Department of Education, 2. Catholic Education Committee, 3. School Trustees' Association, and 4. The Newfoundland Teachers' Association.

It was the perception of Chairman C that board members representing a particular community and "members with professional backgrounds" affect policy decisions at school board meetings. He saw no difference between appointed and elected members in their effect on policy issues.

Chairman C commented on the autonomous nature of the school board in its policy making and stated: "We have to work within the parameters of the Schools Act and under the guidelines of the Catholic Education Committee". He believed that with these exceptions accounted for, the school board has some independence. He further stated that no groups or individuals representative of the Church (other than the Catholic Education Committee and the Association of Roman Catholic School Boards) had any real effect on policy issues.

Section Three - Communication Patterns

Superintendent A. In response to the question of how a policy preference is communicated, Superintendent A stated that it depended upon the issue itself and who raised it. In any case a policy issue was always discussed with those who would be affected by it before being brought to the board for ratification. All new or changed policies affecting teachers in the district were circulated through the handbook. The school board also disseminated information throughout the district by issuing statements to the local media following each board meeting.

When describing the approaches an individual or group might take to gain support for or against a particular issue, Superintendent A stated that while some individuals or groups spoke to administrators, most went directly to the superintendent with their concerns. Outside this formal channel of communication, Superintendent A believed that other informal attempts such as "outside social contacts" might be used to influence policy development.

To the issue of how the Integrated Education Committee expressed its opinion on local policy, Superintendent A responded by saying that no formal vehicle outside of occasional letter writing existed. The school board monitored public opinion on policy issues informally through individual board member contact with the public.

Chairman A. Chairman A responded to the issue of how a policy preference is communicated by stating that most issues are brought verbally and in written form to the school board by the superintendent. Policy decisions are communicated to those affected in the district by letter, through the policy handbook or, on occasion, through press releases in the local paper.

Chairman A stated that individuals or groups wishing to gain support for or against an issue would generally speak to the superintendent first. He further commented that petitions and/or letters might also be used in major issues concerning the community. He cited an example of school closure to illustrate this point.

Commenting on informal channels of communication which affected policy development, Chairman A indicated that "in every walk of life someone can influence another". He gave examples of board members who also are involved in such community groups as the local Chamber of Commerce and the Lions Club.

It was the belief of Chairman A that the school board monitored public opinion on policy issues informally through the superintendent and administrative staff. He further stated that the Integrated Education Committee expressed its opinion on policy issues by letter or telephone directly to the superintendent's office.

Superintendent B. Superintendent B, in describing how a policy preference was communicated, stated that once a policy issue had been identified, the administrative staff requested the help of individual teachers through a committee forum. He further stated that the school board does not become involved in disseminating policy information. This task is the responsibility of the administrative staff. New or changed policies are communicated verbally or in writing to teachers by principals.

When asked to describe the approaches an individual or group might take to gain support for or against a particular issue, Superintendent B indicated that communication channels between the board, teachers and staff have always been open. The school board occasionally identified issues through opinion polls but "does not operate on the basis of a political system". However, he believed that "policy is often influenced informally" through church and outside social contacts. When questioned on how the Denominational Education Committee expressed its opinion on local policy, Superintendent B indicated that such contact was always communicated formally through the school board.

To the issue of how the board monitored public opinion, he responded that most monitoring was done on an informal basis. He elaborated by also indicating that most board members are pastors who in their district travels on church matters gathered opinion on educational issues.

Chairman B. Chairman B could not comment specifically on how a policy preference is communicated but did state that all new or changed policies were circulated to teachers, principals, board members via a monthly newsletter. In the case of a community or parent group, the superintendent made contact directly through the groups' spokesperson or at a formal meeting if necessary.

Chairman B indicated that groups or individuals wishing to gain support for or against a policy issue expressed their opinion to the Local School Committee which brought their concerns to the school board. The Local School Committee, he stated, was chaired by the pastor in each community. Informal means of communication "does not exist within our school board structure" Chairman B stated.

To the issue of how the Pentecostal Education Committee expressed its opinion on local policy issues, he stated, "through the Director of the Pentecostal Education Committee to the school board". Chairman B indicated that the school board monitored public opinion on policy issues in an "unstructured way" which had become part of the boards' daily routine in the exercise of its Christian responsibilities.

Superintendent C. It was the perception of Superintendent C that most policy preferences were verbally communicated by either board members or administrative staff to those whom the policy would affect. New or changed policies were usually communicated in writing or on occasion

verbally. Administrators would be informed by information circulated in the administrators' handbook. Policies affecting groups or individuals in the district other than teachers were contacted through press releases, by letter and the radio. Parents were contacted by letter at school level.

Superintendent C described the approaches groups or individuals took to gain support for or against a policy as "usually informal". He stated further that most are unsure how to influence the decision and often "started" at the lowest level of the organization and worked up". Occasionally petitions and letters were used but this form of communication usually depended on the issue.

In commenting on the method by which the Catholic Education Committee (CEC) used to express its opinion on local policy, Superintendent C stated that local board representatives were informed at regular meetings of the CEC. Reports of the Committee were also circulated at board meetings and letters were sent to the board dealing with specific issues. Occasionally representatives of the CEC and the Roman Catholic Bishop addressed major issues at school board meetings. Superintendent C believed that most public opinion on policy issues were monitored by the board through the PTA, the church bulletins and through individual school board members' contacts with the public.

Chairman C. It was Chairman C's perception that most policy preferences were communicated verbally or in writing by either board members or administrative staff to the superintendent or the chairman. When old policies were changed or new ones developed, those affected were contacted in writing and occasionally by telephone.

To gain support for or against a particular issue Chairman C believed individuals or groups would seek the support of the chairperson of the committee responsible for developing the policy or would go directly to the superintendent. Outside the formal channels of communication he believed most individuals would seek to influence the superintendent or chairman through informal social contacts. The latter method, he stated, was more often used in issues relating to the community at large.

In responding to the question of how the Catholic Education Committee expressed its opinion on local policy issues, Chairman C commented that most communication to the school board was in written form. However, there had been occasion for representation to be made by both telephone (to the board) and in person at school board meetings. The board monitors public opinion on board issues informally through its administrative staff and board members.

Question 3: How does the school board define policy?

This question encompassed three aspects related to the concept of policy: a definition of policy, a distinction between policy and administrative decisions and guidelines for policy development.

To the question of how the school board defined policy, all three superintendents indicated they were unsure of the school board's precise definition. They elected to offer their own definition. All three responses were similar and defined policy as a "guideline" for action in the daily operation of the school district. As a group, chairmen also referred to policy as a "guideline". All six respondents believed that policy is developed in response to a perceived need and is usually not deliberately planned. There seemed to be general concensus that policy is a guideline which school boards refer to in carrying out their responsibilities for governing the school district. Two of the three school boards had developed policy handbooks: The third board had plans to do so in the future.

Five of the six interviewees stated that school boards made a distinction between policy and administrative decisions. There appeared to be general concensus that policy decisions were broader in scope while administrative decisions occurred daily and were made by the administrative staff.

When questioned on the existence of guidelines for policy development, five of the six interviewed stated that

no specific guidelines existed. Each, however, qualified this by stating that there were general procedures and practices for policy development which had evolved over time and were known to both board members and administrative staff.

Question 4. Which individuals, groups, bodies or agencies influence policy development within Newfoundland school boards and to what extent?

Question four addressed the concept of influence during various stages in the policy making process. Of the individuals named, all six of those interviewed indicated that the superintendent plays a very significant role in policy development as a frequent initiator, advisor and evaluator of policy issues. In two of the three boards, the chairman occasionally initiates a policy issue but for the most part plays a secondary role. School board members rarely become involved in policy development until the final draft has been presented to the school board.

In School Boards A and B, teachers, senior administrators, coordinators and occasionally principals are involved in the drafting of most policy for presentation to the school board. This stage in the policy making process is usually completed by a committee and edited by the superintendent.

All six respondents indicated that parents occasionally influence policy in their collective reaction to a perceived

problem. However, such involvement is rare and does not necessarily emanate from the Parent-Teacher Association.

It would appear from the response patterns of superintendents and chairmen that representatives of religious denominations have a varying effect on policy issues. While the influence of clergy appeared heaviest in School Board B, the religious (nuns, priests, brothers, and the Bishop) also influenced policy decisions in Board C. Denominational representatives had little effect on policy issues in School Board A unless the use of church property was involved. In both School Boards B and C religious education, the participation of clergy in education and curriculum content were cited as policy issues of concern to these groups.

In School Boards A and C both superintendents and chairmen agreed that the Department of Education most heavily influences policy decisions. In School Board B both the superintendent and chairman believed that the church has the dominant influence followed by the Department of Education. Superintendents A and C believed that the Newfoundland Teachers' Association was the second strongest influencer of policy issues with their respective Denominational Education Committee occupying third position. Chairmen A and C indicated that the Denominational Education Committee was the second strongest influencer. In all three school boards groups thought to have the strongest influence

on policy issues were The Department of Education, the respective Denominational Education Committee and The Newfoundland Teachers' Association (in order of influence). Other groups mentioned less frequently included: the courts and arbitration boards, parent-teacher groups and the School Trustees' Association. The following table indicates the response pattern:

Table 11

Perceptions of Groups Outside School District Which Influence School Board Policy Making

Position of Influence	Interest Group: Department of Education	Denominational Education Committee	Newfoundland Teachers' Association	Other
1.	4	1	-	1
2.	2	2	2	-
3.	-	1	2	3
4.	-	-	3	1

Key: 1 = 1st choice; 2 = 2nd choice; 3 = 3rd choice; 4 = 4th choice.

Question 5: What forms of communication channels exist between school boards and their various publics to provide information and feedback on policy issues?

This question addressed the major forms of formal and informal communication used by participants in the policy making process. In all three boards, formal communication such as verbal statements, memos and reports from the superintendent and administrative staff were most frequently mentioned by superintendents and chairmen. In School Boards A and B, a policy handbook was used to communicate information on formally accepted policy to teachers and administrators. When communicating with groups and individuals outside the school district, the superintendent often acted as spokesperson for the school board. This communication was usually done verbally in person or by telephone. On less frequent occasions, the local media (newspaper and radio) was used.

Little information was gathered from any board on the issue of specific informal channels of communication. However, five out of six interviewees believed that informal contacts through church, social ties, and community organizations existed to influence policy makers in the process of developing policy.

In all three school boards, it appeared that the superintendent acted as a major access channel to school board members. In addition, most information was filtered through the superintendent before reaching a school board member.

Question 6: What role does each of the following play in the development of school board policy? (i) superintendent, (ii) school board chairman, (iii) school board members, (iv) administrative personnel, (v) Denominational Education Committee?

(i) Superintendent

Each superintendent interviewed saw his role in policy development as the chief policy advisor to the school board. As the chief initiator of policy issues, he advised the board on policies to be developed and on changes to existing ones.

Both chairmen and superintendents agreed that the superintendent played a key role in informing board members of factors to be considered in policy issues, in drafting the completed policy and in recommending it to the school board for final approval. In addition, there was general consensus that the superintendent had the major responsibility for setting the agenda of school board meetings. All interviewees indicated that the superintendent was the person who most frequently met with teachers, administrators, parents and other interested groups to discuss policy issues. Superintendents A and B organized the drafting of written policy through their administrative staff.

(ii) School Board Chairman

It would appear from statements made by school board chairmen that the role of the chairman is less clearly defined than that of superintendent. Responses ranged from that of "shepherd" or "advisor" to that of "occasional policy initiator" and "parliamentarian of board meetings". It was evident from the response patterns of both chairmen and superintendents that chairmen relied heavily on the advice of the superintendent in matters relating to policy issues.

(iii) School Board Members

All interviewees responded positively to the question of school board involvement in policy making. Although in all three boards most policy was developed in response to a perceived need in the school district, individual board members had little or no involvement in the actual development of policy. It would appear from statements of both chairmen and superintendents, that school board members rarely initiated policy but were always involved in discussion of the final draft.

(iv) Administrative Personnel

The role of administrative personnel in policy making is that of initiator, developer and implementer. Of the three, assistant superintendents had the major responsibility for developing and implementing policy. All those interviewed

indicated that policies relating to curriculum were organized by assistant superintendents with major input from program coordinators and teachers at committee level. Principals were only occasionally involved in the actual drafting of policy. Policies of an administrative nature were handled almost entirely by assistant superintendents. In all three school boards, administrative personnel, particularly assistant superintendents, played a consultative role to the superintendent in both curriculum and administrative policy areas.

(v) Denominational Education Committee

From the response patterns of both chairmen and superintendents, the role of the school board's respective Denominational Education Committee varied from board to board. In School Board A, the role appeared to be directly related to the allocation of funds for district operation. The involvement of the IEC in religious education or curriculum areas was minor. In direct contrast to this, the chairman and superintendent of School Board B viewed the role of their committee (PEC) to be major in funding, religious education and curriculum content. The Committee was viewed as having the most influence in policy development of any group, body or agency in the province. It met frequently with both the superintendent and the school board to discuss policy issues. School Board C also believed that their Committee (CEC) had a major role to play in policy making. It was the perception

of both the chairman and the superintendent that the CEC influenced policy in allocating funds to the school board and played a moderate role in acting as "watchdog" of curriculum content.

Question 7: To what extent does current policy making concur with Agger's model of policy making?

(i) Policy Formulation

According to Agger, this is the first step in the policy making process, when someone thinks that a problem can be alleviated, solved or prevented by a shift in the scope of government. It would appear from the responses of those interviewed that such a stage did occur in all three school boards. In most cases this stage occurred within the school district and was initiated by either the superintendent, the administrative staff or occasionally a school board member. On rare occasions parents or community members initiated policy formulation.

(ii) Policy Deliberation

This stage may take the form of talking, writing, listening or reading and involves two or more individuals deliberating the issue. In all three school boards this stage appeared to be present. In School Boards A and B it usually involved the establishment of a committee structure whose members consisted of assistant superintendents, program

coordinators, teachers and occasionally principals. Talking, writing, listening and reading were present in School Boards A and B. School Board C had not yet developed organized written policy. On the rare occasion when parents or community groups became involved in a policy issue, most communication took the form of talking to the superintendent and sometimes the school board members.

(iii) Organization of Political Support

At this stage policy deliberators may hold meetings, distribute information and mobilize support for or against a policy issue. From information collected during the interviews it would appear that Superintendents and Chairmen in School Boards A and C were aware that such activities do exist. However, within the district such action was usually passive and informally conducted among administrative staff and teachers. When deliberators were community based, there was much more likelihood of active organization of support for or against the policy issue. Although both the Superintendent and Chairman of School Board B denied any involvement in political issues, it appeared apparent from other statements that deliberators do engage in this stage, particularly if the issue bore any relation to religious values. In the latter case, both interviewees indicated that the superintendent met with local pastors and community leaders at their request to discuss a policy concern.

(iv) Authoritative Consideration

This stage of decision making involves a choice where decision makers vote directly on the proposed policy. All those interviewed stated that policy is formally presented to a school board meeting and voted upon by the membership. However, it was also indicated that most policy had been thoroughly developed by the administrative staff before the actual voting procedure and came with an appropriate recommendation from the superintendent.

Event: decisional outcome

This event involves purposeful behavior by participants but does not require forms of choice-making. This may occur with or without the authoritative consideration of a policy issue. In the case of all three school boards it would appear that most policy had already been decided upon prior to the actual voting procedure at school board meetings. This occurs because the nature of most policies is curriculum or administration oriented and carefully planned by the administrative staff prior to its consideration at a school board meeting.

(v) Promulgation of the Decisional Outcome

This stage may or may not be present in the policy making process. It can be seen in the quiet affirmation of an existing policy or can involve extensive communication of new or changed policy to those most affected by it. In the case of School Boards A and B most policy changes are

communicated to those directly concerned in the school district by written, verbal and/or media communication. Although some of School Board C's communication is written, most is communicated verbally by the superintendent, the administrative staff or occasionally the board chairman.

(vi) Policy Effectuation

This is the final stage in the model of political decision making. Usually administrators are involved in the implementation of policy decisions which may or may not generate new demands. In all three school boards, both superintendents and chairmen indicated that assistant superintendents had the major responsibility for policy implementation within the school district.

CHAPTER V

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

Purpose of the Study

The purpose of the study was to analyze and describe the nature of various aspects of the policy making process in three selected Newfoundland school boards. In particular, the political components of educational governance, communication and policy development were investigated.

Instrumentation and Methodology

This study is based on information collected by means of a questionnaire and structured interview. The questionnaire is an adapted version of one used by Coleman in a 1979 study of the political and rational dimensions of educational policy development in Manitoba and British Columbia school boards. The additional component dealing with denominational issues in Part B of the questionnaire was included to gather information related to the denominational nature of the Newfoundland educational system. Superintendents, school board chairmen, senior administrators, program coordinators and school board members in three selected Newfoundland school districts responded to the questionnaire. A structured interview which attempted to determine the nature of policy development and which lasted an average of two hours, was

also conducted with superintendents and school board chairmen.

Prior to data collection, the instrument was first examined by all professors and graduate students in the Department of Educational Administration at Memorial University of Newfoundland. As a result of this process, minor editorial changes were made. A pilot study was then undertaken with two school boards on the east coast of the province. No additional suggestions for changes were forthcoming.

Questionnaires and interviews were administered simultaneously during a one month period in the fall of 1983. Six weeks later, after receiving a 61% response rate, a second questionnaire was coded and sent to non-respondents. An overall response rate of 81% was obtained.

Summary and Conclusions

While it cannot be assumed that the definition of policy as perceived by both superintendents and chairmen is the precise definition of school boards as policy making structures, it does offer an interesting perspective on how those in leadership positions within these structures perceive the concept. An examination of its distinguishing characteristics notes that the most frequently mentioned attribute is that of "guideline". Another feature of policy seems to be its relationship to the overall governance of district

operation by the school board. Although these traits have their foundations in literature, it is interesting to note that other characteristics such as permanence, values, scope of reference and generality (Katz and Kahn, 1966) are not mentioned. In addition, only one of the six individuals interviewed referred to policy as evolving from educational philosophy.

It would appear from the response patterns that most policies are not planned. Rather, they are the result of a reaction to a perceived problem or need in the district. Most are of a curriculum or administrative nature and are generally initiated by the superintendent. On other less frequent occasions policy issues are introduced by senior administrators. School board members, the chairman, teachers and interest groups rarely initiate policy issues. In instances where these groups and individuals do become involved, the policy debate usually revolves around religious matters or major decisions affecting large numbers in the community, eg. school closure. Five of the six individuals interviewed stated that no specific guidelines for policy development existed. However, all indicated that general procedures for developing policies were well known and followed by policy makers. A distinction is made between policy decisions and administrative decisions. Policy decisions are seen as the responsibility of the school board whereas administrative decisions are recognized as the responsibility of administrators in the day-to-day operation

of the schools. Only two of the three boards surveyed had developed written policy.

While the researcher is not able to judge the precise nature of existing policy without having first examined written documentation, it can be inferred from statements made by chairmen and superintendents that such policies may possibly bear a stronger resemblance to administrative rules than to actual policy statements which reflect the aims and objectives of the organization. In this case, the tendency exists to use the term 'policy' and 'administrative rule' interchangeably.

In general, it would appear that the policy making process within all three boards is not following what Downey (1977) described as a shift in emphasis from rational, information-based policy making to the political and influence-based mode. In contrast to this description of a Canadian educational policy making trend, 90.4% of those surveyed believed administrators should have moderate to maximum levels of involvement in policy making as compared to 65.7% for school board members. This widely held view of administrative involvement in policy matters also manifests itself in practice.

Although the rational dimension of policy making appears much stronger than the political dimension, two major policy areas emerge as being influenced by the political mode: 1. planning and facilities, and 2. denominational issues.

It also seems that the stronger the religious background of the school board, the less tendency to defer to the superintendent in policy concerns, particularly those bearing a relationship to religious matters. The political mode appears most frequently emphasized in highly controversial issues which again often have a religious connection or affect large numbers in the community.

Despite the occasional appearance of the political dimension, the dominance of the rational model leads one to speculate on the degree to which policy decisions based on technical criteria and expert advice reflect the closed nature of the school board as a political system (Iannaccone, 1967). In all three school boards, most policies are prepared by assistant superintendents with some input from teachers and brought with an appropriate recommendation to a board meeting. Although occasionally a board member initiates a policy issue, most board member involvement does not occur until the draft policy is presented. Input in the form of supports and demands from outside the system rarely takes place. This was somewhat substantiated by 28.8% of respondents who reported that the public is not consulted about major issues. Hence, the exchange of information between the school board as a political system and its external environment may appropriately be described as sporadic.

If the assumption is correct that most existing policies closely resemble administrative rules, then one has to examine the process of policy making bearing that assumption in mind. Agger's model of policy decision making is based on decisions being made in a political arena. Consequently, it is assumed that groups or individuals outside the system interact with policy makers concerning potential policy issues. However, results from all three boards surveyed lead one to believe that such interaction occurs infrequently and most policies are formulated, deliberated, debated and evaluated by the internal structure of the organization. Despite this, all stages in Agger's model seem to be present. Stage three, the organization of political support, usually manifests itself in a quiet, covert way when policies are deliberated by the administrative staff. However, on rare occasions when the public becomes involved, stage three is often characterized by active political movements. All policies are formally considered by the school board and few are rejected or modified substantially. Major adjustments are thought unnecessary because senior administrators have thoroughly researched the issue before its presentation. In fact, 80.8% reported that senior administrators provide useful information for policy development. Interestingly, 85% of those surveyed felt that board members generally know what the public thinks before voting on policy issues. In all three boards, promulgation of the

decisional outcome generally takes the form of verbal or written communication to those affected. Two of the three boards have developed written policy handbooks for circulation throughout the district. Policy effectuation was reported as the major responsibility of assistant superintendents.

The dominant role played by administrators in this study lends further speculation to the issue of who governs education. While policy scientists tend to favour a balance between administrators and school board members in policy making, it appears evident that in most cases senior administrators influence policy decisions more heavily. In this study, denominational representatives received the lowest level of support overall. This may suggest either a low opinion of denominational representatives as a group or that respondents saw no significant difference between them and school board members. Comments regarding the latter reason were cited by four of the fifty-two respondents in the survey. In addition, most of those interviewed believed no real difference exists between elected and appointed members of school boards.

Although policy making in the boards surveyed infrequently involved the articulation of major interest groups, three provincially based groups were considered to have the most influence in policy matters. They were ranked in order of influence as follows: 1. The Department of Education, 2. The Denominational Education Committee, and

3. The Newfoundland Teachers' Association. Local groups and individuals thought to influence policy included teachers, parents and parent-teacher groups.

Yet, the single most important influencer of school board policy is the superintendent. As the most frequent initiator, developer and presentor of policy issues, this individual becomes the chief policy maker. In all three boards, the superintendent was seen to be the key figure in policy development. In defining the issues for discussion purposes at board meetings, the superintendent as agenda-setter enforces a powerful control mechanism (Tucker and Ziegler, 1976). Such was the case in all three school boards. However, the role of the superintendent extends further. Each superintendent surveyed saw himself as the chief policy advisor to the school board and often acted as spokesperson for it in policy issues. Policy deliberators frequently approached the superintendent with their concerns and requested his assistance in expressing their viewpoint to the board. Similarly, the school board relied heavily on his expertise in communicating policy decisions to those affected by them. In this regard he not only acted as an access channel, but as a gatekeeper of pertinent information for both groups.

Within the communication forum, both formal and informal channels are utilized by deliberators in the policy making process. The formal channels were most often

acknowledged by those interviewed and included reference to face-to-face verbal contact between policy deliberators and policy makers, and written communication in the form of handbooks, memos, etc. However, informal face-to-face contact was also employed through traditional social structures. In this case, the informal ties are less easily defined but reference was made directly or indirectly by all interviewees to church and community based groups. Within the internal structure of the school district, political output was most frequently generated by senior administrators and teachers via a committee system. On those rare occasions when special interest groups engaged in political input into the school board as a political system, lobbyists usually communicated their concerns directly to the superintendent. Policy decisions which affected such groups were often, although not always, communicated verbally to the group spokesperson and to the community via the mass media.

To conclude, perhaps the most striking feature of this study is the apparent strong reliance on administrative involvement in school board policy making. This is in direct contrast to trends predicted by policy researchers elsewhere in Canada and leads to speculation that a description of the internal activities of an organization are synonymous with a closed system approach to policy making. Although it is difficult to offer reasons for such reliance, the researcher suggests a closer examination of Newfoundland's social, political and religious structures may provide an informative beginning.

The second most interesting aspect of the study is the ambiguity surrounding the definition of policy in school boards. While superintendents and chairmen alike offered definitions which can be found in literature on the topic, additional comments lead one to contemplate the precise nature of policy as it exists in written form. An examination of documentation may supply insight into the concept.

A final component of the study which deserves special mention is the dominant role of the superintendent in school board policy making. The exact nature of the Newfoundland superintendency as it relates to such factors as denominational involvement, school board size, rural versus urban boards and the technical and political background of the superintendent has not been addressed here.

Recommendations for Action

1. It is suggested that the Department of Education initiate extensive in-service activities for superintendents, senior administrators, board chairpersons and members to provide a clearer understanding of the nature of policy and policy making.
2. It is suggested that school boards develop written guidelines for policy development which will serve as an established method for identifying policy issues, making policy decisions and reviewing existing policy and administrative rules.

3. It is suggested that school boards be encouraged to develop written policy handbooks which clearly distinguish between policy and administrative rules and circulate these throughout their respective school districts.
4. It is suggested that the Department of Educational Administration at Memorial University develop a course in Policy Studies for graduate students in the department.
5. It is suggested that school boards examine their interactions with special interests groups in light of recent trends in Canadian educational policy making towards pluralistic governance.

Recommendations for Further Study

The following are suggested areas for further investigation:

1. The relationship between policy making in Newfoundland school boards and Newfoundland's social, political, and religious background.
2. The nature of the superintendent's position in Newfoundland education.
3. An examination of the nature of existing policies and administrative rules in school boards.
4. An examination of the effect of interest group activity on educational policy making in school boards.

5. The relationship between the Denominational Education Committee and other educational agencies such as the Department of Education, school boards, and the Newfoundland Teachers' Association.
6. A longitudinal study examining the role of the church in Newfoundland educational policy making.
7. An examination of informal communication patterns and their effect on educational policy making.
8. A similar study undertaken with all school boards in Newfoundland.

REFERENCES

REFERENCES

Agger, R.E., Goldrich, D., and Swanson, B.E. The rulers and the ruled. New York: John Wiley and Sons, Inc., 1964.

Bogdan, R. and Taylor, S.J. Introduction to qualitative research methods. New York: John Wiley and Sons, Inc., 1975.

Burton, T.L. and Cherry, G.E. Social research techniques for planners. London: George Allen and Unwin Ltd., 1970.

Byrne, T.C. Who gets what, when and how. Education Canada, 1978, 18(3), 34-41.

Campbell, R.F., and Layton, D.H. Policy-making for American education. Illinois: Interstate Printers and Publishers, 1969.

Castetter, W.B., Administering the school personnel program. New York: The MacMillan Company, 1962.

Cistone, P.J. School boards and the political fact. A report on the conference 'The politics of education: Some main themes and issues". Toronto: Ontario Institute for Studies in Education, 1972.

Coleman, P. Power diffusion in educational governance: redefining the roles trustees and administrators in Canadian education. The Politics of Canadian Education, 1977, 4, 79-86.

Coleman, P. School boards as policy-makers. British Columbia: British Columbia School Trustees Association, 1978. (ERIC Document Reproduction Service No. ED 161 168).

Coleman, P. Systematic self-appraisal for school district policy-makers. (Report of a survey of policy-making in Winnipeg, Manitoba), 1979.

Coleman, P. The increased pluralism and politization of public education - coping with conflict. Report on the Conference for District Superintendents: The Increased Pluralism and Politicization of Public Education. Victoria: Faculty of Education, University of Victoria, 1976.

Coleman, P. The school trustee and educational leadership. Interchange, 1974, 4(2), 53-62.

Coleman, P. The school trustee and the administration of education. Winnipeg: Manitoba Association of School Trustees, 1973.

Davies, D.R. Educational policy, development and implementation. St. John's: Memorial University of Newfoundland, 1969.

Davies, D.R., and Brickell, H.M. How to develop school board policies and administrative regulations. New London, Conn.: Arthur C. Croft, 1976.

Downey, L.W. Politics and expertise in educational policy-making. The Politics of Canadian Education, 1977, 4, 135-142.

Easton, D. A systems analysis of political life. New York: Wiley, 1965.

Foltz, R.G. Management by Communication. Philadelphia: Chilton Book Company, 1973.

Friedrich, C.J., and Mason, E.S. (eds.). Public policy. Mass.: Harvard University, 1940.

Greenhill, C.J. Central office officials in the politics of education. The Politics of Canadian Education, 1977, 4, 91-97.

Greenwald, C.S. Group power: Lobbying and public policy. New York: Praeger Publishers, 1977.

Guba, E.G. and Lincoln, Y.S. Effective evaluation. California: Jossey-Bass Inc., Publishers, 1981.

Hirokawa, R.Y., Improving Intra-Organizational Communication: A Lesson From Japanese Management. Communication Quarterly, 1981, 30 (1), 35-40.

Hoy, W.K. and Miskel, C.G. Educational administration, theory, research and practice. New York: Random House, 1982.

Iannaccone, L. Politics in education. New York: The Center For Applied Research in Education, Inc., 1967.

Ingram, E.J. Politics and expertise: the real world of the administrator. Education Canada, 1978, 18 (1), 33-35.

Ingram, E.J. The politics of policy implementation. Education Canada, 1978, 18 (3), 19-23.

Katz, D. and Kahn, R.L. The social psychology of organizations. New York: Wiley, 1966.

Kaufman, S.D. What should your school board expect from its professional staff? Dallas, Texas: National School Boards Association, 1981. (ERIC Document Reproduction Service No. ED 207 143).

Kimbrough, R.B. Political power and education decision-making. Chicago: Rand McNally, 1964.

Lam, Y.L. Jack. Board-Community Conflicts: Causes and Remedies. The Canadian School Executive, June 1982, pp. 4-5.

Lasswell, H.D. A pre-view of policy sciences. New York: American Elsevier, 1971.

Lutz, F.W. Elite-arena council behavior and school boards. Paper presented at the Annual Meeting of the American Educational Research Association (New York, N.Y.), April 4-8, 1977.

Mann, D. Policy decision-making in education. New York: Teachers College Press, 1975.

Mayer, F.C., and Wilson, H.E. The effective superintendent. Midland, Michigan: Pendell Publishing Company, 1972.

Ouchi, W.G. Theory Z. New York: Avon Books, 1982.

Rogers, E.M. and Rogers, R.A. Communication in organizations. New York: The Free Press, 1976.

Rue, L.W. and Byars, L. Communication in Organizations. In L.L. Cummings and R.B. Durhams (Ed.) Introduction To Organizational Behavior: Text and Readings. Homewood Illinois: Richard D. Irwin, Inc., 1980.

Sawchuk, R.W., and McIntosh, R.G. Revolution to resolution: new directions for the seventies. Edmonton: Council on School Administration, 1971.

Sergiovanni, T.J., and Carver, F.D. The new school executive, a theory of administration (2nd ed.). New York: Harper and Row Publishers, 1980.

Tucker, H.J. and Ziegler, L.H. Responsiveness in local politics: a cooperative analysis of school boards. Paper presented at the Annual Meeting of the American Educational Research Association, (New York, N.Y.), April 4-8, 1977.

Tucker, H.J. and Ziegler, L.H. The politics of educational governance: an overview. Eugene, Oregon: University of Oregon, 1980. (Eric Clearinghouse on Educational Management).

Tymko, L.J. A framework for policy making. (Eric Document 161 168), September, 1978.

Wirt, F.M. and Kirst, M.W. Political and social foundations of education. California: Mutchan Publishing Corporation, 1972.

Wright, A.E. The real world of the policy-maker: a direction for policy science. Education Canada, 1977, 17 (3), 27-31.

Reference Notes

Blackrock, T. The Eighties: Challenge and Change. A School Board's Response. Paper presented at the CEA Short Course in Educational Leadership, Banff, Alberta, May, 1982.

Lupini, D. Leadership and the Educational Administrator. Paper presented at the CEA Short Course in Educational Leadership, Banff, Alberta, May, 1982.

APPENDIX A

PART A

Areas of Difficulty in School District Policymaking

This survey is intended to provide information on policymaking in school districts. Some terms are used which require definition:

Senior administrators:	paid, appointed officials who routinely attend board meetings, and report on various activities at the meeting (e.g., Superintendent, Business Manager, Assistant Superintendent)
Policy decisions:	decisions which have broad impact on many people in the district, are distinct from routine, day to day administrative decisions and guide subsequent decisions by others.
Major issues:	issues of general concern and interest to the public (and the media). A decision on such issues is a policy decision.

Show how well the following statements describe your school district, using the following code:

If the statement is COMPLETELY or ALWAYS ACCURATE,	circle A
If the statement is OFTEN or LARGELY ACCURATE,	circle B
If the statement is SOMEWHAT or OCCASIONALLY ACCURATE,	circle C
If the statement is NOT ACCURATE,	circle D
If you have no opinion, or do not know,	circle E

---

1. Your district has a clear statement of functions for administrators. A B C D E

2. Your board receives reports from the senior administrators which allow you to evaluate the progress of the district. A B C D E

3. Your board assesses the consequences of new policies before they are approved. A B C D E

4. The principals of the district have an opportunity to influence district policies. A B C D E

5. The public is consulted about major issues facing the district. A B C D E

If the statement is COMPLETELY or ALWAYS ACCURATE, circle A
If the statement is OFTEN or LARGELY ACCURATE, circle B
If the statement is SOMEWHAT or OCCASIONALLY ACCURATE, circle C
If the statement is NOT ACCURATE, circle D
If you have no opinion, or do not know, circle E

---

6. Your board uses an agreed-upon, comprehensive process by which new policies are developed. A B C D E

7. Board policies are well-known amongst principals. A B C D E

8. Your board spends at least half of each board meeting on policy-related activities - receiving information on policy issues, making policy decisions, or reviewing existing policies. A B C D E

9. Board members know what the public thinks about major issues before they make policy decisions. A B C D E

10. Senior administrators provide useful information for policy development. A B C D E

Additional Comments: _____

PART B

Involvement Level of School Board Members, Senior Administrators and Denominational Representatives

This part examines involvement in decision-making in a variety of administrative areas. It allows for four degrees of involvement for school board members, administrators, and denominational representatives on school boards.

INVOLVEMENT LEVEL	BEHAVIOURAL CHARACTERISTICS AT THIS LEVEL
4. MAXIMUM (Decision-making role)	Participates in all discussions, contributing information and opinion. Attempts to influence others involved. Casts a vote, formally or informally, or is party to a consensus agreement.
3. MODERATE (Consultative role)	Participates in discussions, and attempts to influence decision-makers, but does not participate, formally or informally, in the final decision.
2. LOW (Advisory role)	Expected to give advice and information, either via a formal or informal submission, or a meeting with decision-makers, but does not participate in discussions or attempt to influence decision-makers except by formal or informal submission.
1. NIL	Has no opportunity to provide information or opinion, and learns of decisions only after the fact.

The following list suggests some areas in which decisions must be made. You are asked to give your opinion, for each decision area, as to the appropriate level of formal involvement for both school board members, senior administrators and denominational representatives on school boards.

For example, if you believe that school board members should be involved as decision-makers in the first area, you would insert #4 in the left-hand column. If you also believe that senior administrators should be involved as decision-makers, you would insert #4 in the centre column. If you believe that the denominational representatives should be involved as decision-makers, you would insert #4 in the right hand column. However, if you believe that administrative involvement should be consultative only, you would insert #3.

Note that decisions made at a formal board meeting, by vote, necessarily exclude administrators from full involvement. Thus, if you believe that a decision in an area must be made at a board meeting, the maximum figure you can assign to administrative involvement is 3.

Decisions which can be made outside a formal board meeting can provide for any level of involvement by either school board members, senior administrators, or denominational representatives, so that you may then use the full range of scores.

NOTE: PLEASE ALLOCATE A SCORE TO EVERY LINE

SOME DECISION AREAS	APPROPRIATE LEVEL OF INVOLVEMENT 4 = Maximum 1 = Minimum		
	SCHOOL BOARD MEMBERS	ADMINISTRATORS	DENOMINATIONAL REPRESENTATIVES
Planning and Facilities			
1. Educational planning: what are the needs, in staff and facilities, for the future?	____	____	____
2. Building schools: what schools should be built, where and when?	____	____	____
Administration of Instruction: Programs			
3. Developing new instructional programs: what are the needs and the desirable programs:	____	____	____
4. Changes in programs: what changes are needed?	____	____	____
5. Use of facilities: how can facilities best be used?	____	____	____
6. Instructional Resources: what A/V aids, books, and supplies are needed?	____	____	____

SOME DECISION AREAS	APPROPRIATE LEVEL OF INVOLVEMENT (4 = Maximum 1 = Minimum)		
	SCHOOL BOARD MEMBERS	ADMINISTRATORS	DENOMINATIONAL REPRESENTATIVES
Business Administration			
7. Budget development: how much should be spent, and in what categories?			
8. Changes in budget: what changes during the year in overall expenditures are needed?			
9. Changes in budget: what shifts from category to category are needed?			
10. Purchasing: what supplies are needed, and how are they purchased?			
11. Transportation: what are the best routes?			
12. Transportation: who should be transported?			
13. Plant operation and maintenance: can work best be done by contract or by division employees?			
14. Plant operation and maintenance: what are the best work schedules?			
Community Relations			
15. Communications: what public statements should be made?			
16. Communications: what surveys of public opinion, and submissions by parents and citizens are needed?			

SOME DECISION AREAS	APPROPRIATE LEVEL OF INVOLVEMENT (4 = Maximum 1 = Minimum)		
	SCHOOL BOARD MEMBERS	ADMINISTRATORS	DENOMINATIONAL REPRESENTATIVES
Administration of Instruction: Teachers			
17. Who should be hired:	____	____	____
18. What staff transfers are needed?	____	____	____
19. How should teachers be evaluated?	____	____	____
20. What teachers should be trained/released?	____	____	____
21. How many paraprofessionals are needed?	____	____	____
22. What salary schedules and fringe benefits should be offered in negotiations?	____	____	____
Pupil Services			
23. How many counsellors are needed in schools?	____	____	____
24. What and how many special classes are needed?	____	____	____
Denominational Issues			
25. Should teachers be on the same denomination as this board?	____	____	____
26. Should teachers' personal lifestyles be in accordance with church belief?	____	____	____
27. Should religious program content be flexible enough to allow teacher interpretation?	____	____	____
Total Scores	____	____	____

Additional Comments: _____

Are you: 1. School board chairman _____

2. Superintendent _____

3. School board member _____

4. Denominational Representative _____

5. Assistant Superintendent _____

6. Program Coordinator _____

7. Business Manager _____

Structured Interview Questions

1. Has your school board been involved in developing policy for the district? Comment.

2. Does your school board have specific guidelines for policy development? Comment.

   If yes:

   (a) Would you elaborate on these guidelines?

   (b) Who developed the guidelines?

   (c) When were they developed?

   (d) Has there been a need for revision of the guidelines? Comment?

   If no:

   Has your board identified a need for the development of guidelines?

3. How does the school board define policy?

4. Does the board make a distinction between policy and administrative decisions? If so, what is it?

5. Who do you feel initiates policy issues?

6. How and to whom is the policy preference communicated?

7. What approaches would an individual or group take to gain support for or against a particular issue.

8. Is there formal acceptance of policy at school board meetings? Comment.

9. Can you describe how a new or changed policy is communicated to those affected?

10. To what extent are administrators responsible for the implementation of policy? Comment.

11. Is there a periodic evaluation of existing policy?

12. What groups or individuals within the school district are involved in policy development?

13. What other groups impact on the policy decisions?

14. Can you rank these in terms of influence? Comment.

15. Who sets up the agenda for school board meetings?

16. Are there groups or individuals on the school board which influence policy development? If so, who are they?

17. Do elected and appointed board members have a different effect on policy development? If so, how?

18. To what extent is the school board independent of other agencies in its policy making?

19. Are there groups or individuals representative of religious denominations which influence policy?

20. If so, what policy issues would they be primarily concerned with?

21. How do you perceive your role in policy development?

22. Does the board monitor public opinion on educational issues? If so, how?

23. How does the board disseminate information on school board policy throughout the district?

24. Outside the formal channels of communication, i.e. letter writing, handbooks, meetings, etc., are there informal means by which policy development is influenced? If so, what are they?

25. To what extent does the Denominational Education Committee (DEC) affect local policy?

26. How does the DEC express its opinion on local policy?

Demographic Information

1. Interview Number _____

2. Time Started _____

3. Length of Interview (minutes) _____

4. School Board Religious Affiliation (check one)

   ☐ Integrated

   ☐ Roman Catholic

   ☐ Pentecostal

5. Date _____

6. Position of Interviewee (check one)

   ☐ Superintendent

   ☐ Chairman

Checklist: Language and Content Review

The purpose of this review is to check the technical quality of the survey instrument and elicit suggestions for improvement. Please rate the material by circling the appropriate number in a five point scale.

Language and Content Review

1. Poorly organized	1 2 3 4 5	Well organized
2. Confusing	1 2 3 4 5	Clear
3. Poor directions	1 2 3 4 5	Good directions
4. Too formal	1 2 3 4 5	Suitable style
5. Too informal	1 2 3 4 5	Suitable style
6. Wordy, rambling	1 2 3 4 5	Brief, concise
7. Too long	1 2 3 4 5	Optimum length for the topic
8. Too short	1 2 3 4 5	Optimum length for the topic
9. Technical terms unclear	1 2 3 4 5	Technical terms well defined
10. Inappropriate key	1 2 3 4 5	Appropriate key
11. Unattractive appearance	1 2 3 4 5	Attractive appearance

Additional Comments:

APPENDIX B

MEMORIAL UNIVERSITY OF NEWFOUNDLAND
St. John's, Newfoundland, Canada A1B 3X8

Department of Curriculum and Instruction

Telex: 016-4101
Tel.: (709) 737-7600

July 22, 1983

Dear Sir,

We are writing to you to request your permission to allow Ms. Gwen Tremblett, a graduate student in Educational Administration at Memorial University, access to your district so that she might conduct research for a study of policy development in Newfoundland school districts. This study will examine various aspects of educational policy-making as perceived by school board members and selected administrative personnel.

Participants in this study will include school board chairmen and members, district superintendents and assistant superintendents, business managers, and program coordinators. All participants will be asked to complete a questionnaire. As well, school board chairmen and superintendents will be involved in a structured interview.

Two important facts must be emphasized with regard to this study: (1) The intent of this research is to gather information relating to policy-making in this Province. No attempt will be made to evaluate existing practices or policies either within or between school districts. (2) Each questionnaire bears a code number ensuring complete anonymity. As well, all information given in the interview will be held in strictest confidence.

It is hoped that the information can be collected during the months of September and October, 1983. We would appreciate your cooperation by participating in this study and responding to this request as soon as

...p.2

possible. If you should require any additional information, please contact either or both of us at the telephone numbers listed below.

Thank you for your help in this matter.

Yours sincerely,

Gwen J. Tremblett
Researcher
Tel. 737-8615

Dennis Treslan, Ph.D.
Thesis Supervisor
Tel. 737-7651

Apt. 102, Rutledge Manor Apts.
#2, The Boulevard
St. John's, Nfld.
August 3, 1983

Dear

I'd like to take this opportunity to express my appreciation for your kind assistance and participation in the pilot study towards my thesis proposal.

Much of the efforts of a graduate student involved in thesis preparation would not be possible without the cooperation of school boards and in this case, administrative personnel and board officials. The purpose of the pilot study is to note any particular problems of the instrument so that adjustments can be made before the actual field test. The comments which were made by those involved were most helpful to me in the final draft.

To you, in particular, I extend my sincere appreciation for your comments and advice regarding the development of school board policy. It reminded me of the practical reality of the real world which one might be tempted to overlook during the pursuit of academic endeavors. Please accept a personal thank-you in this regard.

As well, please extend my gratitude to those who took the time to peruse the questionnaire/interview. Their participation is greatly appreciated and remembered.

Yours very truly,

Gwen Tremblett

GT:bf

40 Junction Road
Grand Falls
Newfoundland
November 14, 1983

Dear Friend:

Early this past fall you received a questionnaire regarding policy development within your school board. Since that time many of you completed it and returned your response to me. However, there are still several which have not arrived. This causes some concern because unless the return rate reaches a significant level, it does not give an accurate picture of policy making within your school board.

I realize also that with the busy fall season you may not have had the opportunity to complete the questionnaire. Or, as happens to all of us from time to time, it may have been mislaid.

Whatever the case, I have taken the liberty of sending you another copy of the questionnaire and ask that you take a few moments from your busy schedule to complete and return it to me. Should you have difficulty answering the questions, please feel free to comment stating the problem. The important thing is to return the questionnaire to me.

I would like to express my sincere appreciation for your time and effort. Without your cooperation, this study, which forms an important part of a master's program in education (M.Ed.), would not be possible.

Yours very truly,

Gwen Tremblett