

Views of Manitoba School Trustees About Policy and  
Policymaking  
in Education

by

Kenneth Francis Woodley

A thesis  
presented to the University of Manitoba  
in partial fulfillment of the  
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in  
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## ABSTRACT

This was an exploratory study arising out of an interest in understanding and accounting for variations in policy statements developed by different schoolboards dealing with similar issues. The focus was on the policy maps held by individual trustees with respect to policy and policymaking, and on the effect of such views on actual policy formation.

Seventeen school trustees were interviewed to ascertain the views that they held about policy and policymaking. The interview data were summarized, returned to the participants for their validation, and then analyzed using the procedures of content analysis.

The conclusions of this study indicate that trustees do have policy maps which affect their approaches to actual policy formation. Trustees appear to develop their policy thinking through concrete experiences. Trustees approach policymaking both reactively and pro-actively. The initiation stage of policymaking is most commonly in reaction to specific concerns. Later development of policy statements is the result of construed replications of similar events. A further significant finding is that trustees' views about the nature of policy and policymaking seem strongly linked to their understandings of public acceptability, and this is



reflected in their depiction of the attributes of good and bad policy. "Good" policy is policy which is specific, clear, useful, workable, fair, accommodating, and communicated to all concerned. Bad policy is the opposite of this and characterized as policy that does not accomplish its intended objective.

The results of this research have implications for the training and development of trustees. It is suggested that training activities focus on 1) the elements comprising trustees' policy maps, 2) trustees' orientation towards directiveness, 3) the study of policy models and alternatives, 4) methods of determining public acceptability, and 5) actual opportunities for practical policymaking.

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## Chapter I

### THE STUDY

#### INTRODUCTION

Consider the following sets of school board policies. The first set concerns the appointment of principals and vice-principals:

1) The Board of Trustees shall provide a set of criteria for administrators.

2) Where the board requires special qualifications for a specific position, these additional criteria shall be made known to the Superintendent before the selection process has begun.

3) The Superintendent shall bring to the Board a recommendation for each position to be filled and provide the Board with a list of all applicants.

4) In selecting his recommendation the Superintendent shall consult with a committee composed of the two assistant superintendents, a representative chosen by REPA, and a representative chosen by REPVPA.

5) In the case of a Vice-Principal's position, the Principal of the school shall be a member of the committee involved in the selection of a Vice-Principal for that particular school.

6) Should the Board of Trustees, for any reason, not approve the Superintendent's recommendation, the Board shall instruct the Superintendent to submit a new recommendation.  
(River East School Division Policy # 12.18)

The Superintendent has authority to engage, suspend, and dismiss personnel; and to recommend to the Board the engagement, suspension and dismissal of senior administrative personnel.  
(Seven Oaks School Division Policy # GEB)



The duties of the School Superintendent are:  
 ...5. To nominate for appointment, to assign, and to define the duties of all personnel under his charge, subject to the approval of the Board.  
 (St. Vital School Division Policy # 5.3)

The second set of policies concerns the recruitment and employment of teachers:

(a) Teacher recruitment and selection shall be the responsibility of the Assistant Superintendent (Personnel and Resources). Principals shall be involved in the recruitment and selection process.  
 (River East School Division Policy # 12.5)

The Board delegates to the Superintendent:  
 (a) power to employ, within the establishment and budgetary limits set by the school board, necessary staff except senior officers and employees holding administrative or supervisory positions;  
 (Transcona Springfield School Division Policy # CBAA)

The third set of policies concerns corporal punishment:

1. The only form of corporal punishment permitted is the use of a strap provided by the School Division applied to the palm of the hand of the pupil being punished.

2. Permission to administer corporal punishment must be obtained beforehand from the Principal.

3. Corporal punishment must be followed by a complete written report prepared by the teacher and filed with the Principal of the school; this report shall be kept for reference and inspection.  
 (Seine River School Division Policy # 4.6)

(b) In extreme cases where it may be necessary to administer corporal punishment, teachers shall observe the following:

(1) The child shall be punished in the principal's office or such other room as may be designated by the principal.

(2) Corporal punishment is to be administered with a strap provided by the School Division.

(3) Corporal punishment shall be on the palm of the hand in the case of a girl, and may be on the seat in the case of a boy.

(4) Immediately after punishment a complete report shall be filed with the principal who shall keep the report for reference and inspection.  
(Interlake School Division Policy)

Broadly speaking, acceptable forms of disciplinary action in schools is summarized as:

REPRIMAND

DETENTION

CORPORAL PUNISHMENT

EXPULSION FROM SCHOOL FOLLOWED BY PARENTAL  
INTERVIEW

While they are listed in order of severity, these actions may be combined according to the situation, or repeated many times before the next more serious step is taken. Conceivably, it may be necessary to proceed with step four directly if a situation, in the principal's discretion warrants it. Whatever step is taken, it is understood that counselling by the principal or teacher will accompany the action. Furthermore, staff members are advised to inform the parents of an offending pupil, particularly where strong action has been taken.

(St. James Assiniboia School Division Policy # JG-R)

Face slapping and manhandling of students by teachers should be avoided.

(Dauphin-Ochre School Division Policy # 9.23)

4. Other forms of physical punishment such as face slapping and manhandling of students is strictly prohibited.

(Flin Flon School Division Policy # 14.16)

It is obvious from reading these sets of policies that school boards differ in the ways in which they express policy. Such differences of expression are significant because they reflect different assumptions about the nature

of policy and because they have different implications for implementation of policy.

One difference among the policies cited seems to be whether the policy is formulated as a rule or as a guideline. Policies intended to be guidelines to action appear devoid of imperatives such as "must", "shall", and "strictly prohibited". On the other hand, rule-oriented policies abound with such language.

A second difference in the expression of policy which appears to affect policy implementation is that of specificity. Although related to the question of rule or guideline, specificity brings with it notions of clearly specified procedure as distinct from predispositions to act, and limits the available range of alternative actions. An example of a highly specific policy can be found in the statement of the River East School Division which clearly outlines procedures for the selection of principals and vice-principals. This is in contrast to the view of the St. Vital School Division which addresses the same problem, yet gives the superintendent procedural discretion. It should be noted that both of these policies are rule oriented in that approval of the nominee rests with the Board, but only the River East School Division policy is procedurally specific. The generality of the St. Vital School Division statement allows the superintendent to fulfill the same rule by means of whatever procedures are deemed suitable.

A third difference can be found in the exclusivity or inclusivity of policies. Should policy apply to all within its purview (i.e. be inclusive), or should it exclude certain groups or individuals? The example from the Seine River School Division outlines corporal punishment as it applies to all students in the school division. The policy statement of the Interlake School Division, on the other hand, differentiates on the basis of sex, and as such is exclusive. The latter statement, in fact, encompasses two distinct policies addressing the same area for two different groups.

The purpose here is not to debate whether policy should be viewed as rule or guideline, nor whether it should be specific or general, inclusive or exclusive. Rather, the intent here is to illustrate significant differences that exist in the expression of policies. It is the presence of such differences that gives rise to this study.

#### THE PROBLEM

What then accounts for such differences in the expression of policy? Most of the literature available would explain these differences in terms of variations in the context in which policy is set, or in terms of differences in the policymaking process (most notably, variations in the rationality of the process).

With respect to context, Harman [1978:2], Elboim-Dror [1970:240-243], Mann [1975:19], Bauer and Gergen [1968:13], Anderson [1975:26], and Rose [1976:2-17] are all agreed that political constraints, responsibility to electorates, and political acceptability affect the outcomes of policymaking. Other writers such as Caldwell [1973:58], Carrier and Kendall [1973:221], Aucoin [1971:11] and Dye [1972:18] argue the importance of both social and economic influences in policymaking. It is possible to see how differences in the policies cited could be explained in terms of contextual differences. As an example, the Interlake School Division statement on corporal punishment might be so expressed because of a longstanding community attitude of sexual differentiation. On the other hand, it might be due to prior negative experiences in the area of corporal punishment involving female students. Clearly the context within which the policy is framed can be influential in determining the expression of that policy.

Differences in the expression of policy might also be explained by variations in the policymaking process. The literature available in this area places a great deal of emphasis on rationality in the process of deciding upon policy. Some authors such as Harman [1978:9], Rein [1971:304], Dye [1972:27], Caldwell [1976:55] and others, although noting some limitations of a narrow rational perspective, nonetheless describe policymaking as an

activity involving a degree of rationality. Policymaking to these writers has as its point of departure, the recognition of a problem and sequentially goes through steps of a) goals prioritization, b) option identification, c) alternative outcome weighing, and d) policy selection, implementation, and assessment. Other authors have a much more conditional view of rationality in policymaking.

The preoccupation with rationality found in much of the policy literature resembles the thinking which appeared in early organizational theory. The school of scientific management characterized by the writings of Taylor and Fayol is a prime example of this type of thinking. This mode of analyzing problems and building models has appeared in various forms since the early 1930's. "Efficiency" (time-motion) studies, theories of the "one best way", "systems" theory, "management by objectives", and the variety of "machine" models (input-throughput-output) found in organization theory are all examples of this rational approach during the last half century. It is apparent from the more recent writings of some academic authors, however, that narrow rationality has served as a point of departure for the development of broader approaches to understanding policy and policymaking. On the other hand, non-academic writers such as national school board associations and practitioners in the field have tended to adhere more rigidly to models of pure rationality. The works of such people as

Brodinsky [1974:6] and the Alberta School Trustees' Association [1980:89] are but two examples of this approach to policy.

The development of "modified rationality" approaches is due in the main to several weaknesses identified in the "pure rationality" school of thought. Dye [1973:30] outlines twelve obstacles to rational policymaking among which are: 1) problems of societal values and prioritization, 2) tendencies to "satisfy" as opposed to "maximizing", and 3) the realistic cost implications of information gathering. Coleman [1972:8], drawing on the work of Simon, underlines the impracticality of the purely rational model by virtue of "the limitations on the time of the decision-makers." Pugh [1963:41-46] draws attention to arguments presented by Popper, Dewey, Simon, Snyder and Paige, and Myerson and Banfield which support the view that a purely rational method of policymaking is unworkable. He sums up by saying that:

Except for very nicely circumscribed problems, however, the method is an ideal, not an accomplishment.

Difficulties such as these have acted as catalysts for policy analysts to develop models more closely reflecting the actual process of policymaking. However, the rejection of "pure rationality" has not necessitated the abandonment of rationality in modified forms. It is from this premise that "incrementalism" (Lindblom), mixed-scanning (Etzionni),

elite theory, bargaining models, and a variety of eclectic views have all developed.

Using the earlier example of the Interlake School Division policy on corporal punishment, one can see where procedural variations could account for the complexion of policy expression. It may be, for instance, that the policy as it is expressed is the result of bargaining between the demands of parents to do away with corporal punishment because of a young girl's degrading treatment, and the insistence of staff members that they be left with some ultimate form of student punishment. Equally plausible is the possibility that this policy statement is an incremental step towards the abolition of corporal punishment completely.

Neither the contextual nor the procedural explanations seem fully adequate to the task of explaining noted differences in the expression of policy. It is far from clear how general differences in social settings or how variations in the rationality of policymaking operate so as to produce differences of expression in terms of rule or guideline, generality or specificity, and inclusiveness or exclusiveness. Woll's observation [1974:52] seems appropriate:

None of the models that are most commonly used to explain how public policy should be formulated, as well as how the government works in practice, fully reveals all of the dimensions of the policy process.



Available theories focus on certain aspects of policymaking, but they do not fully illuminate how policies are formed and cannot explain fully differences in policy.

It seems, then, that we must go beyond the usual contextual and procedural accounts if we are to explain differences in the expression of policy. Yehezkel Dror [1968] suggests attention to extrarational processes such as "intuition" and "judgement" which he feels "play a positive and essential role in policymaking." Eulau [1963:94] argues that we should not ignore the importance of participants' personal perceptions in influencing policymaking:

Knowledge of how man perceives himself as a political actor, how he interprets the world of politics, how he values what he sees, and how he acts politically in pursuit of personal values can tell us a great deal about his political behavior.

To further reinforce this notion of the importance of personal perceptions in influencing political behavior, Moskowitz [1978:66] points out that:

Cognitive studies of decision making indicate that given a very complex, uncertain environment, decision makers "depend on preset cognitive images to process information, to order, understand, remember, and interpret it, and to reach judgments quickly". [Stassen.1972:99]

These are what Moskowitz calls "policy maps"; they represent generic ways of thinking about policy. He later suggests that "policy maps...may then influence the actor's policy choices", and as such serve to channel policy thinking in specific content areas.

As policies are formed from the interactions of individuals and a variety of influences, it is plausible to argue that policy formation begins with built-in predispositions of parties coming to the policymaking process. The "policy maps" of these individual participants in the policy process may exist prior to involvement in the policy decision making and consequently must be viewed as pre-conditions influencing the complexion of resulting policies. The argument here is that the participant's "policy map" represents a way of thinking about policy which is at his/her disposal upon entry into and during the policy formation process. How he/she handles, reacts to, and works through the policy issues involved will be influenced to some degree by the "equipment" initially brought to the policymaking situation. If this is the case, then it is important to study these views or "maps" to more comprehensively understand the policymaking process. As values, perceptions, mental (cognitive) maps, and ways of thinking appear to be fundamental to the policymaking process, the principle question arises: How are policy and policymaking influenced by the "policy maps" of individual policymakers?

The emphasis on the influence of belief and viewpoint in policymaking is a relatively recent phenomenon. Bussis et al. [1976:13] draw attention to Liebnitz's view that the human mind is "active, purposeful, and intentional", and suggests this as the origin of modern phenomenological

thinking. Significant theoretical contributions have been made to this school of thought by such writers as Snygg and Combs, Cantril, Allport, Kelly, Maslow, Rokeach and Harvey, Hunt and Schroeder [Bussis.1976:13]. Of particular interest to this study is the viewpoint shared by these authors which suggests that:

...knowledge of reality is constructed or invented by each person; that it is not represented in any simple way as an aggregation of learned "facts"; that it is not restricted to the "information input" received by an organism, and that it is continually open to reinterpretation of meaning.<sup>1</sup>

Of studies in this vein, the work of both Stassen [1972] and Moskowitz [1979] in the area of policymaking is particularly interesting.

Stassen's work involved the classification of United States' senators on the basis of "individual cognitive belief sets" and the development of an "individual preference" typology for these politicians. This typology was then used as both a predictive and explanatory mechanism. The results were compared with those obtained by the use of a strict "role typology". Stassen suggested that the

<sup>1</sup> Although there is a body of theory which deals with the influence of belief and perception on political action, (what Kelly [1963:183] calls the "disciplined psychology of the inner outlook"), there is comparatively little actual research done in the area. There also has been a proliferation of terms representing theoretical perspectives but none clearly enunciated. Language such as "policy maps", "cognitive maps", "mental sets", "predispositions", "platforms" and "personal constructs" abounds, but little concrete research has been conducted to verify the existence of such phenomena, and more importantly, to study their significance as influential factors in policy decision making and political action.

greater accuracy of the "individual preference" typology was due largely to having considered "cognitive processing elements" such as thinking patterns, expectations, evaluations, and belief sets in the formulation of the "individual preference" typology.

Moskowitz's study concerned policy choices made by politicians with respect to the issue of neighborhood preservation. Using several dimensions, a variety of thinking patterns were identified which Moskowitz called "core policy maps" and which he characterized [Moskowitz.1978:67] as consisting of "problems which are perceived, goals which are valued, explanatory calculii which are accepted, and policy positions which are decided upon." He then studied the policy choices of actors involved in the "neighborhood preservation" issue and found [1978:86] that:

There was a widely held set of beliefs and these beliefs were relevant to the policy options chosen. Policy preferences were shaped and constrained by the content of the core policy map.

Both the works of Stassen and Moskowitz lend credence to the significance of beliefs and viewpoints in the policy-making process. Although by no means conclusive, the results of earlier research studies such as these indicate the desirability and need of further such studies.

The purpose of the study undertaken here was to explore whether or not a knowledge of trustees' thinking about policy and policymaking might serve to illuminate our understanding of policy and the policymaking process at the

school board level. The research questions addressed by the study were:

1. What views are held by Manitoba school trustees about the nature of policy and policymaking?
2. Why do Manitoba school trustees hold the views they do with regard to the nature of policy and policymaking?
3. How have these views come to exist in the minds of the trustees involved?
4. In what ways do the views and perceptions that are held by trustees affect their approach to the policymaking process?

#### METHODOLOGY

This study was concerned with understanding the influence of beliefs and thinking patterns in the policymaking process. Using the preceding arguments, the research focused on the personal mindsets of Manitoba school trustees involved in educational policymaking. The purpose here was to discover how school trustees thought about policy and the policymaking process.

#### The Focused Interview

The highly personal nature of the information that was to be retrieved in this study necessitated the selection of a methodology which enabled the respondents to speak freely

and to disclose their personal views about policy and the policymaking process. As the study was exploratory in nature, it was also necessary to avoid the selection and use of a tightly structured framework into which the respondents' views might be placed. In short, it was important that the methodology did not become a framework into which the retrieved information would be located and to which the data would have to adjust. On the contrary, if the study was to be exploratory and if it was to yield an expanded understanding of the policymaking processes of Manitoba school trustees, then the methodology itself had to be shaped by the information received. To these ends, the research technique deemed most appropriate was that of the "focused interview" as described by Gergen [1968:222-223] and adapted from the earlier works of Merton, Fiske and Kendall.

Although the decision to use the "focused interview" was made quite early in the design stages of this study, further thought and consideration had to be given to this methodology, particularly with respect to its implementation. The original decision to use the interview as the means of gathering data was reached after consideration of both the benefits and limitations of this technique. On the positive side, the "focused interview" allowed for a wide range of responses which could be probed to gain understanding of the respondents' meanings, interpretations, and ways of

construing situations. The types of responses elicited by use of this method were very personal and yielded insights into the "cognitive maps" of the interviewees. Furthermore, it was felt that the "focused interview" was a tool which, although centering on policy and policymaking, had sufficient flexibility to be sensitive to unanticipated responses and which would allow the freedom to further explore such responses should they arise. Apart from these positive attributes of the "focused interview" method, it was felt that this technique would allow for the accumulation of large amounts of data. As well, the interviewing technique insured that responses of all members of the sample were recorded and that the response rate would of necessity be one hundred percent of the total sample.

The "focused interview" as a method appropriate to this particular study was not without its limitations. Those listed here are the ones deemed to be the most significant for this research. In the first instance, responses obtained might well have reflected temporary moods or attitudes caused by influences external to the interview situation and unknown to the researcher. However, the ability to probe responses and to "cross-question" as a means of verifying responses insured some degree of built-in safeguard in the process. Secondly, the responses obtained from trustees who had given little prior thought to policy and policymaking were likely spontaneous and of questionable

value. Once again, however, the adaptability of the "focused interview" technique allowed for investigative probes which aided in identifying such responses. The third significant limitation of the "focused interview" was that of the intrusion by the researcher into the respondent's world. It was difficult to assess what effect (if any) the researcher's presence had on the trustees' responses. The final important limitation of this methodology was that of "researcher bias". Regardless of the researcher's efforts to ask open-ended questions and to probe for objective clarity and understanding of the meanings of responses, he still operated through his own personal perceptions. It was impossible to eliminate this. However, this limitation is one which would have been present regardless of the methodology used and it was felt that the writer's awareness of this inherent problem would serve to minimize its influence.

In order to insure that the interviews were "focused", a schedule of questions was used as a guide for the interviewing activity. Basic descriptions and theories of policy and policy formation found in the literature coupled with personal experiences of the researcher suggested the following guiding questions:

1. What is policy?
2. Is policy necessary?
3. Who makes policy?
4. How is policy made?
5. What are attributes of good policy?



## 6. What constitutes poor policy?

These questions were viewed through the major research questions previously outlined. By application of the research dimensions to these initial questions it was possible to come up with a matrix yielding some thirty questions.<sup>2</sup> (See Appendix A.) This matrix of questions is illustrated in Figure 1.

	What is policy?	Is policy necessary?	Who makes policy?	How is policy made?	What is good policy?	What is bad policy?
Trustee's Viewpoint						
Reason for Viewpoint						
Development of viewpoint						
Effect of Viewpoint						
Examples of Viewpoint						

Figure 1: Matrix of Focusing Questions

These questions were field-tested and further refined through trial interviews with colleagues, professors of education and school trustees not included in the study. The final schedule of guiding questions can be found in

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<sup>2</sup> It must be noted that these were guiding questions and that the researcher asked additional questions based on the responses of participants when such were deemed either desirable or necessary.

## Appendix B.

### The Respondents

The selection of a group of respondents posed certain problems. Given the time constraints of the researcher and the time-consuming nature of the "focused interview" method, the number of respondents was limited to a maximum of twenty. Such a number, while too small for statistical generalization, had been found adequate in exploratory studies and had been shown to generate a rich array of data for subsequent analysis. [Barton and Lazarsfeld.1969:182]

Beyond the initial difficulties of selecting an appropriate number of respondents, the next problem to be resolved was that of selection of individual respondents. Due to the researcher's familiarity with several boards in Manitoba and his prior work with trustees in the area of policymaking, there existed a substantial fear of "researcher bias" in the selection process. To reduce this possibility, the names of possible respondents were generated by a third party who was not involved in the research itself. The writer enlisted the aid of a staff member of the Manitoba Association of School Trustees whose expertise in dealing with school boards had been recognized provincially for a number of years. His instructions were to provide a list of twenty incumbent school trustees who might be able to participate in the study. It was stressed that

the respondents so chosen should be as heterogeneous a group as possible, and that particular attention should be given to avoiding over-representation on the basis of: a) geographic residence, b) sex, c) age, d) employment, e) education, f) ethnicity, g) experience as a trustee, and h) executive membership on the school board. The purpose of these instructions was to derive a group of respondents that would be generally representative of trustees in the province of Manitoba. It must be noted, however, that this process although effectively eliminating "researcher bias" nonetheless admitted the possibility of "expert bias". This, however, was seen as an unsolvable limitation and was accepted as being less detrimental to the objectivity of the study than the researcher's biases might have been.

Once the sample had been chosen and the schedule of questions refined, letters were sent to the list of possible participants. (See Appendix C.) After a two-week waiting period to allow trustees to consider whether or not they wished to be involved in the study, each individual was contacted by telephone. Of the list of twenty-one names generated by the Manitoba Association of School Trustees' employee, two individuals were no longer active board members and were automatically disqualified from the study. Of the remaining nineteen individuals, seventeen agreed to take part in the study. Two trustees expressed their regrets at being unable to participate because of time

constraints and prior commitments. It was felt that the involvement of seventeen trustees was sufficient for the purposes of this study and interview arrangements were finalized. These took place at various locations in the province of Manitoba between December 20, 1982 and February 1, 1983.

Magnetic tape recordings were made as each interview took place. Subsequent to this, verbatim transcripts were prepared for each interview.<sup>3</sup> At this stage, the data gathering phase of the study was complete and analysis of the respondents' interviews was begun.

#### ANALYTIC PROCEDURES USED

The study undertaken involved the analysis of the interview transcripts. This analysis was based on ideas of "content analysis" as described by Holsti [1968:597] and had as its purpose:

...assessing the relative extent to which specified references, attitudes, or themes permeate a given message or document.

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<sup>3</sup> The interview transcripts are too lengthy for inclusion in the body of this study. However, as primary data, it is impossible to analyze trustees' thinking about policy and policymaking without reference to the original transcripts. For this reason, interested readers are directed to Volume II of this work which contains the interview transcripts in their entirety. Reference numbers given in this volume refer to transcript and page numbers in Volume II.

The writings of Barton and Lazarsfeld [1969] and Glaser and Strauss [1967] supported the appropriateness of this type of analysis. Indeed, Barton and Lazarsfeld [1969:182] pointed out that:

...research based only on qualitative descriptions of a small number of cases can ... play the important role of suggesting possible relationships, causes, effects, and even dynamic processes. Indeed, it can be argued that only research which provides a wealth of miscellaneous unplanned impressions and observations can play this role.

However, in order to gain the most information from the interview data, the analysis was undertaken on two separate levels.

The first level involved the analysis of the individual interviews. In this analysis the following procedures were used:

- 1) The interview transcripts were given careful study from an observational perspective. The purpose here was to uncover trustees' thoughts about policy, and to discover what Barton and Lazarsfeld [1969:169] called evidence of phenomena "which are repressed or not easily articulated - attitudes, motives, assumptions, frames of reference, etc." In order to accomplish this with a minimum of distortion each transcript was read several times. During these readings notes were made of repeated ideas, of points in the interview where stress had been given, and of apparent patterns of interrelatedness between answers. Once this had been done, the interview tapes themselves were replayed

twice. The first time this was done without pause in order to get a feeling for the tone and nuances present in the interview. During this stage mental note was made of pauses, articulateness, voice inflection and similar cues which might provide a clearer sense of what wasn't being said as well as what was. The second time the tapes were played, notes were made and the tape was stopped whenever necessary. Following this, the notes made through both processes were compared and similarities as well as differences noted. For each transcript a list was made of the main ideas in each of the answers. (This process approximated Barton and Lazarsfeld's notion of preliminary classification.)

2) From the list generated by the study of the individual transcript, a compilation was made of the key elements involved in the respondent's thinking about policy. This compilation was based on: a) the weighting accorded to specific elements by the respondent, b) the frequency of reference to specific elements by the respondent, c) the amount of time spent on the elaboration of specific elements by the respondent, and d) the perceptions of the researcher based on previous experience working with school trustees in the area of policy and policymaking.

3) A summary of these key elements was then written noting the relationships that existed between them, as well as some of their implications. In order to arrive at a presentable summary analysis of each interview, it was

necessary to follow the strategy suggested by Glaser and Strauss [1967:101] for the development of "grounded theory". In their opinion, the researcher must be "constantly redesigning and reintegrating his theoretical notions as he reviews his material." This process of re-interpretation of elements and their relationship to each other was fundamental in arriving at a meaningful summary of the individual interviews.

Once all of the summaries had been completed, a copy of both the original interview transcript and the summary were sent to each of the respondents. This was accompanied by a letter soliciting their reactions to the accuracy of the summaries produced (see Appendix D). After receiving their replies and contacting those who had not answered, the writer undertook to further synthesize their thoughts by constructing the summary grid sheets found in Chapter 3. This was done by taking techniques used in reducing the original transcripts and by applying them to the interview summaries. This had the advantage of reducing an unmanageable amount of data down to a useable size. Chapter 3 outlines more specifically the derivation of the summary grids.

The second level of analysis was undertaken once all of the individual transcript summaries and summary grids had been completed. This level involved the comparative examination of the key elements and relationships identified in

the summaries and grids. The purpose of this examination was to identify similarities and differences which existed in the individual analyses and to speculate about possible patterns that seemed to appear. It was felt that any patterns so derived might be used as the hypothetical bases for future inquiries into the area of policy and policy-making for school trustees.

Although it was possible to make inferences from the data generated in the study, analysis at the second level appeared somewhat incomplete when performed in isolation. As a result, the writer returned to the literature on policy with a view to developing a better understanding of the findings in the study. This process resulted in new thoughts concerning policy and policymaking and suggested different understandings of the evidence collected. This marriage of both policy literature and the research findings appears to have been the most fruitful aspect of this work. The following chapters present in detail, the findings of this study.

#### LIMITATIONS

When reading the subsequent pages it is important to bear in mind certain limitations of the work. In the first instance, the sample studied was small and represented approximately 3.5 percent of Manitoba school trustees. As a consequence, generalizations on the basis of such a small



group may be neither possible nor desirable. It was, however, considered necessary to use a restricted sample in order to effectively analyze the data generated.

Secondly, in the derivation of the sample group, an attempt was made to arrive at a group representative of the trustee (popn) Manitoba. However, although a variety of variables was considered, it is possible that some significant dimensions were not recognized and taken into account. As well, the size of the sample may have limited the number of such variables that could be taken into account.

A third limitation of this study can be found in the methodology used to gather and analyze the data. "Focussed interviews" were necessary to ensure an unrestricted range of responses, and "content analysis" seemed the most fruitful analytical tool for investigating the data. However, both "focussed interviews" and "content analysis" are not without their drawbacks. Analysis based on this type of methodology makes use of the researcher's subjective interpretation of raw data. As pointed out, however, a serious attempt was made to validate the analytic procedures used. Nonetheless, another researcher dealing with the same material might have analyzed portions of the data differently.

Finally, it must be realized that the presence of the researcher and the abstract context of the interviews themselves may have influenced the results. It is possible that

trustees might have responded differently to other researchers or to different data gathering instruments. As well, trustees were asked to respond to questions about policy and policymaking in a context removed from the specifics of policy processes. The possibility exists that trustees might have responded differently to some questions had they been involved in policy and policymaking at the time of the interviews.

As this study was exploratory in nature, it was felt that the limitations outlined here did not invalidate the research undertaken. However, it is important that readers be made aware of these limitations in order to prevent either inappropriate interpretation or application of the results.

## Chapter II

### WHAT TRUSTEES SAID

#### INTRODUCTION

The purpose of this chapter is to summarize what each individual respondent said in the interviews that were conducted. Although greatly reduced in volume, the individual summaries presented here have taken into account the tone of the interviews and the content of the dialogues, while focusing on elements that appeared central to the individuals' thoughts concerning policy and policymaking. While it was necessary to synthesize the original data down to a size which would be manageable for general analysis, there existed three main dangers in this process. The first was the possibility of oversimplifying trustees' thinking by merely allocating responses to categories either arbitrarily or intuitively constructed by the author. Although it was important for the writer to make sense of what was said in the interviews, it was equally important not to adopt restrictive ways of viewing trustees' thoughts. The second danger inherent in reducing a large mass of information into a workable quantity was that of treating answers to questions in isolation. This area presented perhaps the

most difficulty in that one could either oversimplify by viewing specific answers out of context from the balance of the interview, or by creating artificial links between questions and dissociated statements by attaching undue significance to certain responses. The third problem inherent in this process arose from this last one. Once the interview had been summarized and analyzed, it was impossible to know if the rewritten statement of the interview accorded sufficient stress to the key areas in the trustee's thinking about policy and policymaking.

In order to guard against the problems just outlined, all participants were sent a copy of the transcript of their interview along with a copy of the summary. Appended to these was a letter (Appendix D) which asked the following questions:

1. Does the analysis accurately represent your views about policy and policymaking as communicated in the interview?
2. Is the stress on and identification of key elements in your thinking appropriate?
3. Does the analysis capture the tone and substance of your thoughts on policy and policymaking at the time of the interview?

Of the seventeen letters sent out, only four replied. As a follow-up, the researcher contacted the remaining thirteen individuals by telephone. Of these, two had not received

their copies in the mail. A duplicate copy was immediately dispatched to them. Upon talking to the remaining eleven, all but one reported that they were basically in agreement with the summary analysis of the interview, and that any comments that they might make were very minor. They had not replied because of this and because of the statement in the letter which indicated that they did not have to if they were comfortable with the summary of their particular interview. One trustee had a strong negative reaction to the summary of his interview. Trustee # 5 wrote a letter voicing his objections to and dissatisfaction with the process as it had been carried out. A copy of his letter is found in Appendix E.

Although there were substantive problems in reducing the original transcripts into more workable size, there was a high degree of agreement (94%) among the respondents that the synthesis had been accurately performed. It was important to have this verification by the participants as the general summary analysis found in the next chapter was based largely on this work.

It will be noted that throughout the pages that follow, quotations are referenced with a decimal notation. These numbers refer to the specific transcript location of particular comments. The numerals to the left of the decimal indicate the interview (i.e. transcript) number, while the figures to the right of the decimal indicate the page number

within that particular transcript. This method of transcript referencing is employed throughout the balance of this work.

#### INTERVIEW # 1 - SUMMARY ANALYSIS

Trustee # 1 was a thirty-six year old female nurse. She had completed a Bachelor of Science degree in Nursing and a Bachelor of Arts degree. A trustee for an urban school division for six years, she had served as: the chairperson for the salary negotiations committee; a member of the board-teachers' liaison committee; and as a member of the division's child guidance advisory committee.

Trustee # 1 had some very specific views about policy and policymaking which she voiced several times throughout the interview. To her way of thinking, policy was "a broad outline of the way a board would like to see a certain aspect dealt with." (1.1) At the same time she felt that policies were developed "to meet a specific need." (1.2) These views appeared tinged with uncertainty. At four distinct points in the interview she gave the impression of being uncertain as to the nature, purpose, and functions of policy. This she did by exhibiting a great degree of willingness to be told what was appropriate with regards to the nature of policy. When responding to why and how her views had changed over time concerning policy, she pointed to

"experience and discussions with other trustees", MAST functions and seminars, and to an American school board publication. All of these she said "gives you an idea of what's policy related." (1.4) Later, when explaining indicators of the need for policy, she conceded to knowing these things "basically through experience - and from the readings that are available to trustees." (1.16) In the area of evaluating whether policy was good or bad, trustee # 1 further indicated her willingness to be told what was appropriate by the statement (1.19):

Well you can compare it to other school divisions' policies - things that you can read from the States again and whatever.

Trustee # 1 viewed policy as guidelines for division action. Her use of the term "guideline" seemed to be different from the conventional use of the term which implies a loose structure and a high degree of flexibility. Later in the interview, it became apparent that her notion of "guideline" referred more to the role of policy as establishing direction and giving guidance to those who had to work within the division (1.5)

...if you don't have policies, particularly on those issues that frequently arise, you're constantly making decisions in emotional situations...I think it's extremely important for the employees - especially your administrators - so that they know what direction the board wants to go in any particular area.

This view of policy as providing direction reflected a very important element in trustee # 1's thinking about

policy. Throughout the interview, it was evident that "functionality" played a large role in her views on policy and policymaking. Policy was to be seen as a tool (1.2):

...policies are more specific in my mind than general goals and objectives - and they deal with a specific issue.

The view that policy should serve a useful function was also echoed in the statement that "you save a lot of time if you make it as specific as possible." (1.4) Indeed, when discussing the attributes of good policy (1.17), her first priority was with policy that addressed particular issues. At a later point in the interview she described good policies as being specific and not open to interpretation "just to reduce the hassles that are involved." (1.17) The example of the transportation policy used to exemplify "good" policy reflected her strong feelings that policy should be utilitarian in nature. This particular example (1.18) provided a formula approach to many of the problems of transportation in her division. It even went as far as to provide a prioritization calculus for service delivery to different groups.

This strong emphasis on specificity in trustee # 1's views of policy was also attested to by her feelings about policy evaluation. The prime method of evaluating whether or not a policy was a good one was by how well it worked. (1.19) In other words, trustee # 1 felt that the prime means of evaluating policy was through its functioning and the efficiency with which it handled problems within the division.



Although not explicitly stated, these concerns with specificity and utility as key elements in policy and policymaking also left the interviewer with the distinct impression that trustee # 1 viewed policymaking as largely a reactive process (1.15):

And the same with revisions in terms of it's just not working the way you had hoped, or if it's causing problems somewhere else and it needs revision obviously.

The quotation just cited indeed appears to bear out the notion that policy and policymaking for trustee # 1 were reactive in the sense that problems were the impetus for the formulation and evaluation of policy. Throughout the interview, when given an opportunity to provide examples, reference was consistently made to policies that came about because of specific problems. In fact, the clear distinction was made at the outset that "global statements" were goals, while "specific" statements were policies (1.2). Given this view of policy, it was only natural that policymaking should be reactive to specific problems or concerns in the school division, and trustee # 1's views in this regard appeared to be quite consistent with her thinking about policy versus goals.

Another key element in trustee # 1's views about policy and policymaking was the notion of "fairness." In her own words (1.5):

...I feel that policy is one way of ensuring that people are treated justly and equal - more or less.

Again, fairness was one of the evaluation criteria put forward by this trustee (1.19). This was in keeping with the view that clear policy helped the board to be viewed as treating people fairly (1.17).

In trustee # 1's mind, the "school board members...are the people who are going to have to make the policies..." (1.14) However, the board received input from "...depending on what your policy is on, it could be any number of people" (1.8). This notion of input was closely allied to her emphasis on fairness and usefulness in policy. Her utilitarian view of "input" appeared evident when she pointed out that (1.9):

Well, what I like to know is like - how is this going to affect people? Ok, what types of things do we have to consider when we're making it? Ultimately the decision is still the school board's and it may in fact not be to the complete liking of whoever is being affected by it. But, at least I think you need to know that prior to doing it - and you need to know how it's going to affect people and if your decision - still the wisest one seems to be that which may turn off some teachers but is better for the students - well, at least you know.

The implication seemed to be that the utility of having input from different quarters rested primarily with how this input could alert the board to possible future actions or problems. In an anticipatory sense then, input into the policymaking process was a useful element to have. As has been pointed out, trustee # 1 viewed the "board" as being the policy makers. The individual trustee's role was seen as that of providing another source of input into the process and of trying to reach agreement.

Trustee # 1 described policymaking as a process which was essentially rational in nature. (1.12 - 1.13) To her way of thinking, it consisted of gathering as much information as possible (1.12):

... I think you have to gather all the facts in terms of different situations that have occurred in any particular area - and then, as I feel strongly about - you contact people who will be directly affected by it - hear from them, and then after that, put down on paper...

Part of the process of policymaking to this individual was evaluation of the information gathered before setting policy. Trustee # 1's view of policymaking had a strong emphasis on evaluation. However, this process did not, for her, end at the formulation of a specific policy. Rather, she viewed evaluation as ongoing and as providing continuous information for the board. (1.13) It was inferred from this that such information served as part of the data collection mechanism used by the board in the construction of new or revised policies. It seemed from this then, that trustee # 1 viewed policymaking as a dynamic ongoing process as opposed to discrete static and sporadic bursts of board activity.

The views held by trustee # 1 about policy and policymaking had changed over time (1.2):

I guess it sort of evolved being a school board member. Prior to that I had never thought in terms of who are the policy makers and who are the "doers" sort of thing.

Throughout the interview she referred to experience as well as readings having taught her about policy and policymaking. It appeared that policy in her mind was still somewhat of an abstract concept which gave rise to some difficulties of conceptualization, but that policymaking was a tangible item with which she had had experience and from which she had learned. Although the problems presented by the abstractness of policy were sensed to a certain degree in the responses to those questions, trustee # 1 had little difficulty in relating the effect of her views on her approach to both policy and policymaking. Because of her views, she felt that she favored being "quite specific" when formulating policy (1.4), being "willing to spend time doing it" (1.6), "contacting people who will be directly affected by it" (1.12), and trying "to make it good." (1.21) In all cases, she felt that the particular views she held influenced her approach.

#### INTERVIEW # 2 - SUMMARY ANALYSIS

Trustee # 2 was a male lawyer approximately in his late thirties to early forties. His formal education included high school standing, a Bachelor of Arts degree, and a Bachelor of Law degree. He represented an urban school board and had held office for approximately two years at the time of the interview. During that period he had held the

positions of Chairman of the Board, chairman of various standing committees of the board, and of the Superintendent Selection Committee.

From the outset of the interview, it appeared that trustee # 2 viewed policy and policymaking as very important functions of the school board. He referred to them "as opposed to such mundane matters - which often times have to be attended to anyway." (2.1) The apparent importance assigned to policy and policymaking appeared consistent with his view that policy provided "general orientation and direction." (2.1) Trustee # 2 later specified to a greater degree his views about policy. To him, policy had to provide "guidance" (2.22) and at times this was necessitated by the "complete absence of guidelines by the province." (2.8) It was noted that trustee # 2's use of the terms "guidance", "guidelines", and "direction" in the interview did not appear to imply wide latitude in the interpretation of policy. Indeed, it was suggested that policy had to spell "out in some detail" (2.9) to ensure implementation, and that if a board were to give "wide...discretion...it becomes a loophole in your entire policy and it defeats the whole purpose really." (2.9)

Part of trustee # 2's views about policy centred around the notion that policies have "to have a real purpose." (2.25) More specifically, he felt that policy has "got to be serving some need." (2.25) The implication was that policy should be functional in dealing with problems (2.23):

When we have a problem, we're either going to suspend the policy, make an exception or amend the policy...

This was further supported by the view that evaluation of policy should be an "ongoing process" done on an "operational basis" by considering "what's going on in the school division." (2.30) From these statements it was felt that trustee # 2 viewed policy as a reactive mechanism.

It appeared, as well, that trustee # 2 viewed policy and policymaking as having a considerable political dimension to them. He referred to issues which "nobody really wants to address" because they were "politically dicey" (2.12) and to "important points which should be covered by policy that are not - for political reasons." (2.12) He reaffirmed the significance of the political dimension of policy and policymaking when he stated that "public outcry" can have a "strong impact on the direction of policy." (2.13) As well, he suggested that policies are influenced by "any representations that are made in whatever form" (2.21) and that "a lot of compromise" (2.21) was an integral part of the "political process" (2.21) of policymaking.

Although trustee # 2 seemed for the most part to have very clearly developed views with respect to policy, he admitted early in the interview that it was not totally clear in his mind, or in the minds of other trustees (2.8):

...a board that sets policy - whatever the hell that is. Everyone doesn't have the same perception of policy unfortunately - we're all just using the same word...

It was his opinion that "some aspects of it cannot be - cannot really be clearly defined" (2.1) and he gave the example of the "line between policy and administrative functions" (2.1) as being "fairly blurred." (2.1) It appeared that because of these views, trustee # 2 was prepared to respond to policy matters somewhat intuitively and that this was because "judgement calls are involved." (2.7) It did not appear that he was particularly pleased with the judgmental and intuitive aspects of policy and this was reflected in his wishes to reduce "ambiguities" and "misunderstandings" by having policies written down. (2.11) As well, although he "never had any real difficulty" (2.3) in this regard, he consistently cited his "conscientious efforts" (2.8) at "distinguishing between every matter." (2.18)

In discussing policymaking, trustee # 2 felt that "clearly that is the jurisdiction of the board and the trustees" (2.2), and that "policy matters which are determined - are at the discretion of the board really." (2.3) However, this appeared to be his ideal view more than the reality of the situation. When responding to questions about who makes policy, trustee # 2 suggested that "nominally it's the board that's doing it" (2.12) but that in reality "top administrators...influence it a lot." (2.13) It appeared that this situation was not completely to his satisfaction and he himself suggested that he'd "like to say it's the board" (2.12) who makes policy.

The reason for some of the dissatisfaction apparently felt by trustee # 2 with the influence of "top administrators" in policymaking seemed to stem from his view that these individuals might have a tendency to act out of "self interest." (2.13) Later in the interview he cited an example of administrators using a forgotten policy "to fend off requests that they don't want to have to deal with." (2.31) Although not explicitly stated by the respondent, it was the interviewer's feeling that trustee # 2 was perhaps somewhat wary of administrators and teachers, and perhaps viewed them in a somewhat adversary position. He concluded by saying (2.32):

I don't want to sound paranoid or describe some kind of conspiracy theory - but there's a very strong system out there between the teaching staff and the administrators and all that, which they can almost defeat any stated policy just in the implementation of that.

From words such as "system out there" and "they can almost defeat", a definite impression of distance between trustees and employees was created in the researcher's mind. Input from such employees almost appeared to be a necessary evil (2.13):

...all these groups have input in the policymaking process. Whether you want to or not - even if a board tried to eliminate that, they would just come down as a delegation.

It must be noted, however, that trustee# 2's misgivings about input from such people appeared to be centred around the political impact of such representations, and not around





input as an information gathering mechanism. He suggested that he was (2.14):

...quite prepared to hear them out - fully...but in the end, still quite prepared to take the decision if it means that none of them are really getting what they wanted.

He appeared to feel that their input "should be formalized somehow" (2.14) and not necessarily limited.

Trustee # 2's views of the individual trustee's role in the policymaking process was that of trying "to keep abreast" of the issues, and trying "to bring forward the issues" to the board. (2.15) In his own words, he felt that trustees individually had "a very limited role" (2.14) and later suggested that "perception" by the "majority" of the board would be most influential in determining policymaking outcomes. (2.34)

Trustee # 2 outlined the steps in the policymaking process as being discussion, information gathering, further discussion and finally drafting policy. (2.20) He was quick to point out that circulation of the policy was also an integral part of the policymaking process (2.20) and this reinforced his previously stated bias towards "getting the policies known to the public at large." (2.11) Again later, when responding to questions about good policy, he suggested that one attribute of a good policy was "the whole matter of being able to communicate." (2.26)

When discussing attributes of good and bad policy, trustee # 2 focused on inclusive policy by stating that "we

try not to make exceptions to policy." (2.22) He quickly gave an example of an exception however, and remarked that "the system can still respond to an individual's needs."

(2.22) This gave further support to his view that policies had to serve needs. (2.25) It also reinforced the feeling that policy had to be functional for this individual. It appeared clear that policies were designed to serve individuals and not the converse.

Apart from "inclusivity", trustee # 2 identified having "a real purpose" (2.25), being "stated clearly" (2.26), being "able to communicate it" (2.26), and "whether or not it's observed" as being the key attributes of good policy. Bad policy was characterized as "ones which you don't need" and which were "innocuous" (2.31), as well as ones whose implementation mechanism caused them to be "self defeating." (2.32)

Throughout the interview, trustee # 2 appeared to have clearly defined notions about the affects of his views on policy and policymaking. His feelings in this regard were summed up when he said (2.29):

I endeavor to a) ask myself why do we need this policy, b) what's the problem we're trying to solve here, what's the issue, and c) I'm very much aware of then trying to get it drafted as shortly and simply and clearly as possible.

INTERVIEW # 3 - SUMMARY ANALYSIS

Trustee # 3 was a sixty year old male with twelve years experience on an urban school board. During his term of office he had held the chairmanship of the board and had also been chairman of the Negotiations Committee. Trustee # 3 was a methods analyst by profession and had completed two years of university on his own time.

Trustee # 3 viewed policy and policymaking as "one of the most important functions that you have to help run the school division" (3.30), and throughout the interview he suggested that policy was a tool to be used for accomplishing things. He proposed that policy was a "regulated, written down way" (3.1) to deal "with the many conditions" and "with propositions that arise." (3.1) This notion of policy as a tool was further reinforced by his view that it provided "a working formula for the board to do regular things" (3.1), among which were "how to deal with public", "how to deal with employees" and how to "deal with situations." (3.1) Although clearly stated at the outset, trustee # 3 reiterated this notion of policy's functional nature throughout the entire interview and referred to it as "a regulating forum of discussion and decision - something that gives us parameters" (3.3) and "a working guide." (3.4) His view was that (3.12):

...we should have something regular - regulated, that we can use to overcome these conditions, or to help these conditions out.

It appeared that his view of policy's functionality was the result of his desire that "anybody looking at it" would "have less trouble." (3.5)

This functional orientation in trustee # 3's thinking about policy appeared to give rise to a somewhat reactive view of policy as well. It was pointed out that "some occurrence might change it" (3.20), and that policy would need "to be made or revised when something" was "not being fulfilled." (3.21) When later discussing the policymaking process, trustee # 3 appeared willing to change policy in a reactive fashion as well (3.23):

I've changed the way I formulate policy...I've always been interested in people telling me something about why they're satisfied or dissatisfied.

Earlier, he had suggested that "we change it because we recognize some weaknesses...or some pressing need to change..." (3.2)

Part of trustee # 3's views about policy included the notion that two types of policy existed. Goals were viewed as "long term policy" (3.3), while policy in the standard sense was viewed as "an ad hoc decision after discussion." (3.3) Although viewed in this way, it was pointed out that policy had a cumulative dimension to it as well. It was suggested that not only "your experience" went into policymaking, but that somebody else had "also had some experience..." (3.5) to which trustees added when formulating policies.

Although trustee # 3 had a strong orientation towards regulating "actions of the board" (3.11), he did not equate regulation with restriction. It appeared clear that he did not "think policy should be negative." (3.3) Rather, he felt that "it allows you to work" (3.8) and it allows trustees to let the board operate. (3.8) When later describing good policy, he pointed out that regulation of an activity was not necessarily restrictive "so long as the activity is allowed." (3.23) It appeared important to him that policy be used to allow various activities rather than to restrict them: "When I approach something, I always try to undo the regulation that surrounds it." (3.28)

Other elements that appeared to constitute trustee # 3's views about policy included the idea that policy should be "something that is thought out." (3.23) As well, he felt that there should be "a reason for making it" and this also effected his earlier functional orientation. When describing elements of bad policy, he suggested that "abolition" and "disallowance", as well as policies "that you would have constant trouble with" (3.26) were undesirable elements.

Trustee # 3 appeared to view policymaking as the "board's prerogative" (3.5) as well as a necessity for board survival. (3.5) Nonetheless, he did not feel that policymaking occurred in isolation and he suggested that input from all sources was the most important component in the policymaking

process: "...they are our total resource...I think they have great value for input..." (3.14) When recapping his views on policymaking he stated "I want to emphasize that I receive my information from a hundred places" (3.34) and "my understanding, my learning, comes from everybody." (3.35) This supported his earlier statement wherein he described the policymaking process as "the in-gathering of information." (3.15) In keeping with these views about information gathering, trustee # 3 outlined the steps in policymaking as "initiation", "discussion", "evaluation" and "decision." (3.20) These terms were acknowledged only after probing and the respondent appeared more comfortable with terms such as "listening to discussions" (3.13) and "listening to everybody." (3.15)

The role of the individual trustee in policymaking appeared quite clear in trustee # 3's mind. He outlined it as follows:

You bring your bias - you listen to arguments - you define somebody else's intentions - you express your own opinion - you pick up different pressure points in the discussion - you might articulate the argument that you've listened to - you have full participation in its development...

It was noted that the "in-gathering of information" stressed by this respondent was as much for the education and development of the individual trustee, as for the clarification of policy decisions to be made. He suggested "that until you develop your own resources...you really don't make policy." (3.16)

An important element in trustee # 3's thinking about policymaking was that of the many influences on the policymaking process. These appeared in keeping with the somewhat reactive views he held about policy. He pointed out that (3.12):

...we make our policies on many factors...incidences, occurrences, circumstances, pressure from the public, accidents, shortfalls of money, administrative advice, teachers' advice...

As well, he appeared to view policymaking as having a significant political dimension to it (3.23):

We're all conscious of the particular pressures that people bring to you - or that occurrences lay on you...

He suggested that some policy items arise "because the public wants it" (3.14) and he cited an example of sensitivity to political pressure when "a hue and cry from the teachers and from everybody...caused us to take a second look..." (3.22)

It was felt that although trustee # 3 viewed policymaking as somewhat political in nature, he was perhaps not completely happy with political pressure in the policymaking process. In keeping with his views that policy should be a tool to achieve something, and that information gathering was a key element in the process, he appeared to welcome representations for the information that they might provide. However, while appearing to accept political awareness, he apparently objected to political pressure (3.29):

I like a good discussion about how their conditions affect them - that's

a good learning process - but I don't like a delegation coming to me and laying it on my lap so that I have to accept it.

There was some indication by the respondent that political expedience was also viewed as a part of policy and policymaking. It appeared that the awareness of political expedience gave rise to informal policy: "...it doesn't really have any case in law, but we'll do it because it's an expedient thing to do..." (3.10) It was noted, however, that informal policy of this nature appeared to be closely linked to existing formal policy and really constituted a variation on it. This was reinforced by trustee # 3's statement saying that "you've given them all the leeway the policy says you can give them, and yet you stretch that..." (3.11) At no point did he suggest the existence of informal policies unrelated to formally written ones. Once again, the functional orientation of trustee # 3 was reflected in the statement that "those are the kind of little nuances that occur and they're not serious - sometimes they cause a discussion." (3.12) The implication seemed to be that these informal variations helped in accomplishing desired ends and were acceptable unless they caused major problems.

The reasons for the views held by trustee # 3 were basically those of experience on the board. (3.22) At one point it appeared that intuition played a part in holding certain views about good and bad policy : "I think I've always felt that way. It's how I feel about things." (3.28) The impli-



cation seemed to be that these initial feelings had remained and indeed been reinforced through experiences on the board.

When considering the effect of his views on his approach to policy and policymaking, trustee # 3 clearly identified two areas. He suggested that he wanted "to understand" (3.17) and that in order to do this, he would "ask why we are doing this, or why we need this, or who's benefit is the end of the policy?" (3.29) This appeared in keeping with the high priority he attached to information gathering cited earlier. As well, he indicated that when approaching policy, he would always "try to undo regulations that surround" things. (3.28) This appeared to be a reflection of his view that policy should be non-restrictive.

In concluding the interview, trustee # 3 felt that "the way trustees think certainly affects policy." (3.31) However, he was quick to point out that such an effect was dependent on getting boards that were not "highly fractionalized" (3.31) and on trustees who "occasionally" would "do the same thing." (3.31)

#### INTERVIEW # 4 - SUMMARY ANALYSIS

Trustee # 4 was a forty-four year old male serving on a rural school board. At the time of the interview, he had spent four and a half years as a trustee and had been chairman of the Negotiations Committee and a member of the

Transportation Committee of the board. His occupation was that of farming, but prior to that he had been a school teacher and an assistant superintendent of schools. His formal education included the completion of both a Bachelor of Arts and a Bachelor of Education degree.

Trustee # 4 appeared to hold a very functional view of policy. To him, policy was "a guide for employees and administrators in particular to carry out the business affairs of the division." (4.1) The stress on policy providing a mechanism for conducting the "business affairs" of the school division was reiterated several times throughout the interview. It was pointed out that policy provided a "guideline" for the administrators who then "had to make that work in a system." (4.1) Its purpose was that "administrative people" might "know what it is they're supposed to be doing" (4.3), and it was felt that "without policy, administrators...have an impossible task." (4.10) This concern with policy as a functional tool was made manifest in the suggestion that "ongoing, day to day, decision making requiring situations have to be covered by policy." (4.11) At two points later in the interview, trustee # 4 suggested that policy should be developed in order to streamline administrative functioning. (4.22) Although the prime thrust of policy in trustee # 4's mind appeared to be in the direction of getting things done, there was also the suggestion that policy had its place in "trying to deal

with" problems that arose. (4.20) Much of trustee # 4's functional orientation towards policy seemed to be derived from his view of the relationship between policy and goals. For him, "the board set out their operating objectives in policy form" (4.2) and these "policies ought to be the instruments whereby" the goals were achieved. (4.2) The fundamental premise underlying his views about policy appeared to be that "policy ought to be the specific interpretation of the broad goals and objectives." For him, the link between policy and goals appeared to be so important that he felt "you have to evaluate your specific policies in specific areas in terms of how critical they are in meeting other objectives." (4.26)

A good portion of trustee # 4's views on policy dealt with the notion of policy as a guideline. It appeared obvious from his comments that policy was not to be a rigid and restrictive device (4.6):

I do recognize that there is a need often, to react to a specific situation in a way that may not be totally consistent with policy...

This view was consistent with his earlier concern about policy being functional. The reason behind this less rigid view of policy appeared to lie in his experiences as a board member which had made him "more inclined to see some of the weaknesses of too much policy." (4.5) As he pointed out, "your policy" could "interfere with you doing the sensible thing." (4.5) Although aware of the need for flexibility in

policy, trustee # 4 did not appear totally at ease with this notion. He admitted that the idea of flexibility presented problems when deciding whether to adhere to policy or not, but concluded that he didn't "think that there's ever a way to avoid it for sure." (4.4) The implication appeared to be that latitude in policy was sufficiently important to warrant the risks involved with it.

When discussing policy, trustee # 4 was of the opinion that "the fundamental responsibility for making policy lies with the board as a corporate body" (4.15), and that policy was "necessary and important." (4.11) In keeping with his functional views on policy, he considered policymaking to be largely "a matter of amending, updating and altering to suit changing circumstances." (4.19) He felt that good policies "ought to be consistent", "workable", "reasonable", "understandable", and "consistent with the overall goals and objectives" of the organization. (4.24) More specifically, it was felt that policies ought to "contribute to the overall objectives" of the organization. (4.25) Although not elaborated on extensively, trustee # 4 viewed "fairness" (4.26) as an important element of a good policy and equated that term with trying to "develop more semblance of equal opportunity" for children's education. (4.27) When looking at attributes of negative policies, he pointed to ones which were "inconsistent with good education or meeting your objectives", "counterproductive in terms of meeting goals"

(4.28), ones that "antagonized people unnecessarily or undermined the fundamental support for education." (4.29) This last point related to his views about the political dimensions surrounding policy and policymaking.

Trustee # 4's views about policymaking centred on the notion that not only did the board make policy (4.14), but that "board members are only effective if they see their role as being basically a policy setting role." (4.3) Given his views on the necessity of policy, it appeared fairly obvious that policymaking was very important to trustee # 4.

Although suggesting that the board made policy, trustee # 4 made it clear that the board used "the guidance and suggestions of the best people the board can get to advise them" (4.14), and that a "wide variety of sources" (4.15) were used in this endeavor. The board's responsibility lay in actually making the policy, and in determining "who should provide input" or whether input was "necessary or even useful." (4.16) It was also pointed out, however, that the "contribution of board members to policy" (4.17) was quite extensive, and that often the "nuts and bolts" of policy were "being developed by board members themselves." (4.18) When discussing the role of the individual trustee in policymaking, he laid great stress on the idea that the "fundamental responsibility is a voting responsibility - to accept or not accept." (4.16) The implication appeared to be that trustee involvement in the development of policy was

indeed desirable, but that this was secondary to the individual's voting responsibility. (4.16)

When discussing the policymaking process itself, trustee # 4 outlined seven steps. (4.20) These included initiation, referral to a standing committee, discussion of the issues, interviewing those involved (i.e. soliciting feedback), recommending to the board, discussion of recommendations by the board, and voting. In detailing the procedure outlined above, the respondent stressed "collecting the necessary information to make a decision" (4.21), and "recommending to the board based on their best judgement of the situation." (4.21) The impression left with the interviewer was one of extreme caution and care in policy formation and this was further validated by the respondent's views about his approach to policymaking.

Trustee # 4 described the effect of his views on his approach to policymaking as basically making him more cautious. Although questioned about the effect of his views on his approach, he tended to base his responses on his experiences: "...my experiences as a board member have made me far more cautious about policy and its possible implications than I was before." (4.9) However, throughout the interview he suggested that he had developed his views through his experience as both an administrator and a trustee, and so, one could equate the effect of his experiences with the effect of his views. His concern with

caution became evident when he suggested that "the more you work with policy, the more cautious you become in how you set it out." (4.7) He conceded that (4.10):

You can never cover all possible pitfalls, but you can eliminate a lot of them if you're careful when you're developing policy.

He also suggested that one has to be "more careful that the policy really reflects what you want it to reflect" and "that it doesn't end up creating other problems down the road." (4.24) Because of this, he indicated that he was "more careful about radical policy changes." (4.30) Even his stress on information gathering in the policy formation process appeared tinged with a cautious outlook (4.31):

...you can forecast when you're likely to get in trouble, and the time for the consultation is maybe before the policy changes come into place rather than after.

From all of this, it appeared that caution was a key element in trustee # 4's view of policymaking.

Perhaps as a further extension of his concern with caution, trustee # 4 identified two other effects on his approach to policymaking. The first was that he was "more insistent...in taking part in policy development" (4.19) and the second was that he encouraged "the board to make itself available to meet with community groups." (4.30) Both of these appeared to further his cautious approach by allowing him some control over, or at least input into the process, and by encouraging the active solicitation of feedback which would be necessary to "forecast when you're likely to get trouble." (4.31)

In his responses to policymaking questions, trustee # 4 identified what he considered to be key influences in policymaking. The first mentioned was that of economics, and it appeared as an influence when assessing policy in the light of whether or not it was "sensible and reasonable in terms of...available resources." (4.22) It was felt that policies ought to be consistent with goals, "and limited only by the resources, personnel and financial" (4.25) at the disposal of the board. Although obliquely referred to at several points in the interview, it appeared to be a key element in the light of trustee # 4's suggestion that "the major initiator for policy evaluation in virtually all areas is financial constraint." (4.27)

The second influence in policymaking identified by trustee # 4 was that of political consideration. Although never explicitly stated, it was pointed out that "general dissatisfaction" (4.23) indicated a need for policy change and that a poor policy was one that "antagonizes people unnecessarily." (4.29) It was felt that policy needed "to be at least acceptable" (4.29) and that board members were "fairly sensitive to reactions" (4.33) from their electorates. Given this, trustee # 4 conceded that "they are going to react in terms of formation of policy to what will be basically, at least acceptable." (4.33) In concluding the interview, trustee # 4 felt that (4.32):

...each one comes to the board with a little different set of - not necessarily biases, but maybe mental sets and that of course influences the kind of policies that the board develops.



INTERVIEW # 5 - SUMMARY ANALYSIS

Trustee # 5 was a forty-nine year old male with eleven years of school board experience in a rural division. During his time in office he had held the chairmanship of the board, as well as the vice-chairmanship and the chair of the Negotiations Committee. Further to this, he had experience as a regional-director for the Manitoba Association of School Trustees. His occupation was that of a cattleman and his formal level of education was Grade 11.

Throughout the entire interview, trustee # 5 gave the impression of being somewhat uncertain as to his views about policy and policymaking. When queried about the effect of his views on his approach to policymaking, his answer was (5.6):

Yes - I think - to a degree - my views will affect - obviously we're all human beings and if I have a strong feeling about something, then my interpretation of policy could be different than someone else's - that yes - I think I have strong views on matters.

During discussion of written policies (5.9) he suggested that minutes of meetings were "at least" one of the records of policy. When queried further, however, he stated that there were "not really" any others. On some questions such as those dealing with limits to input into the policymaking process (5.14-5.15), trustee # 5 appeared quite undecided and ended his answers without committing himself to a position. This occurred at other points in the interview as well (5.19):

I would say policymaking is often done after the fact, although not always, and I would say that - to generalize on this would be very difficult. It's a broad thing to...

Again later, it was put forward "that it's very difficult to answer that question." (5.21)

Trustee # 5 himself admitted directly to being uncertain when he said: "Whether I'm right or wrong, I have no way of knowing" (5.22) and later suggested that "maybe - there's no way you can tell if policy is good or bad until it gets out in the field..." (5.27) However, apart from acknowledging his apparent uncertainty, he suggested a plausible explanation for his feelings (5.23):

Really, you're focusing on something I haven't thought of very much. This is something that we did and not something that I was really analytical about to any great extent.

Although it was difficult to assess the amount of thinking about policy that had been done, the researcher was left with the distinct impression that trustee # 5 had perhaps not often had the opportunity or the need to articulate his views on policy and policymaking. Nonetheless, despite the underlying uncertainty to many of his answers, trustee # 5 did identify certain key elements in his thinking about policy and policymaking.

To trustee # 5, policy was viewed as "the entire scope of rules that you will run the division by." (5.1) This led him to believe that "policy must be adhered to" and "followed up on...where possible." (5.2) It appeared that

these rules were functionally oriented in that they were developed "after having found a need to set rules and to make rules." 5.1)

...something happened that would create a need for policy, or something that you're planning would create a need for policy.

The notion of being functional was also reinforced by the suggestion that if "it's not dealing with a situation, then it has to be revised." (5.22) In fact, trustee # 5 gave the impression of viewing policy as not only functional, but reactive as well: "I guess what I'm really saying to you is that situations create policy." (5.22) It was noted, however, that this functional view of policy was not carried over into the area of goals and objectives. Trustee # 5 viewed "senior educators" as the ones who "set goals and objectives" (5.2) while the board had different ones. (5.3) However, despite these specific views on policy, he concluded that "there are many areas where policy is vague..." (5.1) and this reflected some of his underlying uncertainties.

Trustee # 5 appeared to have strong feelings regarding the necessity of policy. He felt it to be something "a school board must have to function." (5.3) This was underscored by the affirmation that "There has to be policy in the school division, there's no other way as far as I'm concerned." (5.6) This viewpoint appeared linked to his ideas about policy as rules to "run" the division. The

implication was that in order to "run", the division had to have rules and to his mind, "the board must be the ultimate policymakers." (5.17)

Although trustee # 5 suggested "working within the guidelines" of policy and of having "to stretch the policy, or remake the policy, or rethink it in some manner" (5.4), he was careful to advocate being "flexible to a degree." (5.4) The overall impression left was one of having a somewhat stronger orientation towards rules than guidelines. This appeared to be the result of his "slanted" "view on teachers." (5.14) It appeared that he had had some distasteful experiences which had left him with the impression that teachers are largely "a self-interest group" (5.14) and that he felt the board to be in an adversary position to the teachers (5.16):

The teachers, if they were different, could be more of a part of it - and it's a fact that the self-interest people are in a minority - are very vocal that make it hard for boards because boards have to be ever on guard to maintain their local autonomy... If we're not, the teachers would in essence take over.

This particular view apparently generated his feelings that the board "must be the ultimate policymakers." (5.17)

Trustee # 5 identified several attributes of good and bad policies. He felt that good policy "should be something that's fair to all" (5.2), something that "solves a problem" (5.24), something that "can reach out and touch all aspects of the subject" (5.24) and be "all-encompassing if

possible." (5.25) At the same time, he felt that it should be something that could "be administered...without difficulty." (5.25) These views appeared supportive of trustee # 5's concern with functionality. In terms of poor or bad policy, he identified "ill-conceived and hastily done" (5.25) policy, "obtuse" policy that "the administration couldn't really understand", and policy that "bothered people or... made them angry..." (5.26)

From comments made throughout the interview, it appeared that trustee # 5 viewed policy and policymaking as having a decided political component to them. The identification of poor policy as one that "bothered" people supported this. When discussing the advantages of not having policies written down, the "obvious advantage" was "not to upset" people. (5.12) However, he was concerned that "you could be criticized" for not having written policy. It was suggested that "you don't want to do things that ruffles the public's feathers" (5.21) and that "if something is making your people unhappy...then it has to be revised." (5.22) Apart from underlining trustee # 5's awareness of the political nature of policy and policymaking, these statements were in keeping with his views about the reactive nature of policy.

Trustee # 5 had some specific views about policymaking as a process. In its simplest form, he stated that "Every time we make a board motion, we make policy." (5.8) In keeping

with this viewpoint, he suggested that "policymaking is happening all the time." (5.9) However, there appeared to be some uncertainty surrounding these views as well, and this was evident in the statement: "I don't think it's highly structured - and yet it isn't totally spontaneous either." (5.19) This nebulousness surrounding policymaking was also apparent in his outline of the procedures involved in policy formation. He identified four steps in policymaking (5.20): a) identifying a need, b) discussion "around the board table", c) "looking further into the matter", and d) making a decision. These steps were never further developed and this may have been attributable to the situational and reactive views he held about policy itself. The implication was that the situation itself would dictate the specifics of the process in each case.

One area of policymaking on which trustee # 5 expanded was that of outside input. It was pointed out that "very often the recommendations of the senior administration, the principals", and "the public" were considered when making policy. (5.13) Given his self proclaimed bias against teachers, trustee # 5 suggested that "the public should be a part of policymaking." (5.15) However, he conceded that there was in fact "very little public input" and "not too much from the teachers." (5.22) Although not explicitly stated, it was the researcher's opinion that he felt somewhat torn between a desire for input on the one hand, and a

fear of losing board autonomy on the other. It appeared that the uncertainty he exhibited in some of his answers might have been a reflection of attempts to find a happy middle ground.

Given the acknowledged lack of input into the policy-making process, trustee # 5 appeared willing to seriously take on the responsibility for policymaking (5.16):

...the role of the individual trustee's first and foremost to think of things in his ward that need policymaking and then come to the board level and help the other eight people to make proper decisions on the policymaking that will stand for good policy and will, indeed, serve in the future.

At the same time, however, he was aware of certain elements that had a significant influence in the formulation of policy by trustees. In the first instance, he acknowledged that trustees are "political animals to a degree" (5.21) and this was in keeping with his views about the political dimension of policy and policymaking. As well, he recognized that "having respect and understanding for the needs of your employees influences policy." (5.21) Money and the attendant financial restrictions and constraints were also cited as influential. (5.32) However, trustee # 5's view was that the most significant influence on policymaking was "the needs" of students in the division. (5.21) Again, there seemed to be some uncertainty here for the notion of how those needs would be ascertained was never addressed.

The views held by trustee # 5 appeared to have been derived by "one word - experience." (5.26) In fact, the

developmental role of experience appeared so important to him that at the very outset of the interview he indicated that "policy is developed through experience." (5.1) This again appeared in keeping with his situational view of policy and policymaking and provided an explanation of the effect of his views which was to "tread a little more carefully about setting policy" (5.26) and to be "careful" about wording, policy conflicts, and clarity. (5.8)

#### INTERVIEW # 6 - SUMMARY ANALYSIS

Trustee # 6 was a thirty-seven year old male who had been sitting on a rural school board for eight years. During that time, he had been Chairman of the Board and had also chaired four different standing committees of the board. He had completed four years of post-secondary education and was a realtor by profession.

Trustee # 6 gave little hesitation when identifying elements of his views about policy. He made it clear at the outset that policy was "a guideline" and "a tool...by which you can effectively run either an organization or a school board." (6.1) The implication appeared to be that policy was to be somewhat flexible, yet at the same time functional in accomplishing specific tasks. This impression was strengthened throughout the course of the interview when it was noted that policy was "changeable" (6.1), and that it



could be changed by the board "when it becomes obsolete or whenever circumstances" altered. (6.1) The strongest indicator of trustee # 6's functional view of policy appeared when he proposed that policies (6.14):

...free them from repititious details and provide more time for planning, policymaking and evaluation. Written policies make for efficiency in operation and free teachers, principals and administrative staff for a maximum of effort in planning and teaching.

He felt that "it's a good administrative tool because of its consistency, and it's just good business." (6.12)

Trustee # 6's notions about flexibility in policy appeared to centre more around policymaking than actual policy implementation. (6.1) The suggestion was made that policy can exist as "basically a broader statement of what the school division's goals are", but hastened to add that regulations under a policy made it complete by giving "specific guidelines as to what happens." (6.6) It was suggested that "without the regulation" policy "wouldn't really have too much bite or...too many teeth in it." (6.6) He did not "think that it would be effective without the regulation." (6.7)

Trustee # 6 also identified policy as something which "is very specific and deals with a certain area of the operation of the school division." (6.4) As well, it was noted that "policy is a guideline for what's happening now" (6.3), and that this present orientation distinguished policies from goals. (6.3)

To trustee # 6, policies had to be written. He pointed out that "if they're not written down, they're not policy." (6.9) At several points in the interview, however, he cautioned that "sometimes some of it shouldn't be in the policy handbook...because you can get mired down." (6.8) He admitted to having "always thought that some things are better left not written down." (6.7) Although at first this appeared to contradict his earlier statement, it was felt that this caution was directed towards the establishment of too many policies rather than in support of unwritten policies. This feeling was later reinforced when he suggested that "good policy isn't going to be overly restrictive" (6.21) and the implication appeared to be that too many policies would needlessly restrict individuals in the school system.

This cautious approach to policy appeared to influence trustee # 6's views on the purpose of policy. He felt that "if you deviate from...policy ...sometimes you get yourself in trouble." (6.7) As a consequence, part of his functional view of the purpose of policy was "to keep you out of trouble." (6.22)

Trustee # 6 identified several attributes of good policies, but appeared to view one as particularly important. That notion that "guidelines have to be consistent" (6.11) was echoed at several points in the conversation. It appeared that trustee # 6 viewed consistency as the embodi-

ment of "everybody" being "treated more or less the same" (6.11), and policy that was "going to be fair to everyone" (6.21) as the ideal. In keeping with this, he suggested that bad policy would give people...certain privileges over the people in" another area. (6.28)

Apart from consistency, trustee # 6 also viewed "clarity" and being definitive as attributes of good policy. (6.25) This was viewed as important in allowing one to "know that's the way things are run and that's the way things are done." (6.24) Not being "overly restrictive" (6.21), being "middle of the road" (6.21), and being able to "stand the test of time" (6.12) were all identified as desirable features of good policy.

Attributes of bad policy, on the other hand, stressed first and foremost inconsistency as "something that would give a benefit to someone that wouldn't be able to be shared by somebody else in the division." (6.26) Other negative attributes included policies that "would get you in trouble with the public and staff" (6.27), and that would not "work for the good of the division." (6.28) Again, however, the summative thrust was that bad policy is "not consistent - it's not fair - it's one-sided." (6.28)

The views that trustee # 6 had about policy appeared to have been longstanding ones. Although he agreed that he had learned as he had gone along (6.23) and that "you always learn...through experience" (6.25), he consistently

suggested that his views hadn't changed since becoming a trustee. (6.7/6.11/6.18) The feeling of the researcher was that although trustee # 6 appeared willing to learn and view his time on the board as a learning opportunity, it had not significantly altered his thinking about policy.

In the area of policymaking, trustee # 6 suggested that the "board" made policy (6.15) but that it was done with significant input "through conversation with the administrative staff - with the principals" and "with the teachers." (6.15) He felt that "they should have a fair bit of input" (6.15), but that "it could certainly come from anyone in the division." (6.16) The role of the trustee appeared to fit in well with this as it was suggested that the individual "has an input as to what his feelings are and what he feels should be for the benefit of the division." (6.18) He underlined the role of the trustee, however, as ensuring that "the policy that is being put into effect is going to be beneficial to everyone in the division." (6.17)

The steps outlined in the policymaking process appeared somewhat vague. This may have been in keeping with trustee # 6's views on flexibility. If policies could be made, altered or ammended depending on circumstances, it may have been difficult to make the process too stringent. By keeping it loose, it would maintain more of its functional elements. It appeared almost as if trustee # 6 did not want to define the process too precisely for fear that it would

then become restrictive and lose some of its utility as a "tool". This would have been similar to his fear of becoming "mired down" with policy. As a process for policy formulation, he suggested that (6.20):

...people...come up with an idea, or the general public gives you an idea or whatever - then you work on it and develop it through committee and through board.

It was felt that the term "or whatever" somewhat signified his desire not to fix the process too rigidly. He did, however, expand on the policymaking process somewhat and suggested that there were four steps involved. These he identified as: a) study in committee, b) drafting in committee, c) study by the board, and d) adoption or rejection. (6.15) None of these steps were detailed further.

Trustee # 6 did identify one influence on the policy-making process. This was "a tendency to stay away from trouble" (6.21) and this was in keeping with his views on bad policy. (6.27) It appeared that given his desire for "middle of the road policy" and for keeping "out of trouble" (6.22), trustee # 6 viewed policy and policymaking as having identifiable political components to them.

It appeared throughout the interview that trustee # 6's ideas about policy and policymaking affected his approach to the subject. He admitted to striving "to make the best possible policy for the division so that everybody benefits by it." (6.8) In order to do that he asked "What's it for? Is it good for the division, and are we covering all the

bases? Are we covering all the aspects of it?" (6.12) He reiterated his approach by saying that "to my mind you develop a policy for the betterment of the division - for the effective management and running of the division" (6.23), and "you strive for that consistency." (6.28) It appeared clear that trustee # 6's views did affect his approach to policy and policymaking, and when it was suggested that trustees' views might affect the kinds of policy statements emanating from boards, he concluded that he felt "that would be a pretty fair statement." (6.29)

#### INTERVIEW # 7 - SUMMARY ANALYSIS

Trustee # 7 was a thirty-one year old male who had spent two years on the board of an urban school division. At the time of the interview he was serving as Chairman of the Board and he had previously chaired two different standing committees of the board. His occupation was that of a teacher in a different school division, and his formal education included two university degrees.

From the outset, trustee # 7's views of policy stressed generality. It was his opinion that policy was "general direction that the board gives to the administration" (7.1), and that "there has to be guidelines or else." (7.5) However, there appeared to be some uncertainty as to the level of flexibility that should surround policy. Although

he suggested that "policy are guidelines on major issues" (7.9), this appeared to conflict with the notion that "there can be no exception whatsoever." (7.3) However, as the interview unfolded the conflict appeared to be between policy and policymaking. He professed that policy "should be general directions for education and after that it should be left to the administration," (7.10) and he cautioned about letting the policy become "too detailed." (7.10) Although he suggested that "policy is something that is set down in black and white" (7.2) his desire for flexibility seemed oriented towards policymaking (7.3):

If it's unworkable, then they let us know and we either change it or drop it altogether or you know.

Although it appeared obvious that the notions of generality and guidance were key elements in his thinking about policy, trustee # 7's views about policy as having "to be followed to the letter" (7.2) appeared to create some uncertainty in his mind. In responding to whether or not a memorandum (a written guideline) to the administration would be policy, his answer displayed this uncertainty (7.9):

No. If you - again policy are guidelines on major issues - that's the way I see it. Board decisions do not always strike policy - changes in policy - give direction - now I see what you're getting at - does policy need to be written - I see - I think we should draw the difference as to what a policy is and what, you know - direction is.

The overall impression left with the interviewer was that trustee # 7 viewed certain key elements as endemic to policy

but that as yet, his views on the matter had not fully crystallized.

The uncertainty apparently felt by trustee # 7 appeared at various points in the interview and may have been a function of the length of time he had served on the board. When discussing the policy manual he pointed out that "some of it is redundant and so on but I haven't really looked" at it. (7.7) This he felt to be the norm as "our policy manual is so out of date and voluminous that nobody knows it." (7.10) As well, he pointed out that he did not really know about teachers' contracts as he hadn't read them: "I just sign them - you know." (7.11) Part of the reason for the lack of knowledge he suggested appeared due to the part-time nature of trusteeship. He himself suggested that "I don't know because I don't spend very much time here." (7.13) As well, he intimated that training would be appropriate for new trustees to aid in reducing confusion that exists (7.32):

I think you should go through some sort of educational process of learning what trustee is and what policy is and so on - because I sure the hell didn't get it and I was lost for the first little while.

It appeared from this that trustee # 7, although uncertain about policy in some respects, had developed certain views about policy and was continuing to do so.

Among the views held by the respondent was the opinion that "policy is something that is set down in black and



white, and goals is something that you'd like to see." (7.2) This appeared to be tied to his views that "there has to be guidelines or else - I think the public demands it" (7.5), and that teachers need "guidelines to work under for their protection." (7.5) One of the functions of policy to trustee # 7 was "to protect the board" (7.12) as well. Given these views, it appeared consistent that policies would be concisely specified. Although he did not elaborate on any links that might or might not exist between policy and goals, this appeared to be a reflection of his utilitarian views about policy. It seemed that policy was designed to accomplish specific ends, and that "if it doesn't work out - fine - be willing to admit it and change it for something that will work." (7.28)

From the views expressed by trustee # 7 about the purpose of policy, it became apparent that he recognized a political dimension to policy which required it to be somewhat reactive in nature (7.23):

Somebody pretty well has to make you aware of the policy - that there's something wrong with the policy which is probably too bad, but that's the way laws are - whatever - you have to be a politician - when something's wrong with that policy and something should be changed - whether the administration informs you, a pressure group or individually or whatever.

In fact, his feelings in this regard appeared very strong when he suggested that trustees have to be willing to change policies. He stated that if one couldn't do that, "then you shouldn't be a bloody politician to begin with - which really trustees are." (7.28)

Apart from identifying generality and adherence, and apart from noting a political dimension to policy, trustee # 7 also identified attributes of good and bad policy. As a reflection of his utilitarian thinking about policy, he suggested that good policy was "something that is workable." (7.25) In keeping with his thinking on the political nature of policy, he proposed that "something that is justified" presented another aspect of a good policy. In discussing bad policy, his political awareness appeared present once again when something "the public reacts to negatively" was cited as an example. Although this was his immediate response, he did identify "something that just works contrary to everything that education is about" (7.25) as also being bad policy. This he later defined more precisely as something "that limits growth" or "doesn't stimulate." (7.25)

Trustee # 7's views on the policymaking process appeared more devoid of the uncertainty exhibited in some of his responses to questions on policy. To begin with, he felt that "the board ultimately decides" on policy "with recommendations sometimes from the administration - or a member." (7.12) To him, input from other sources was particularly significant as "the board are lay people and they have to rely heavily on their administration." (7.1) This was extended later to include input from teachers and "multicultural" groups (7.14), although he did indicate that this was

"probably not enough." (7.13) He suggested that "listening to outside sources" was extremely important (7.27) and this appeared directly related to his views on the role such input played in policymaking. To him, input provided "knowledge" (7.14) to a trustee and this he felt was necessary as a "public representative has to be aware of what's going on out there." (7.15) For this reason, he did not advocate setting limits to input from outside sources. He noted, however, that external input was "more lobbying than policymaking" (7.14) and this was consistent with his views of policy's political nature.

If there was uncertainty surrounding trustee # 7's views of policymaking, it was in the area of the individual trustee's role in the process. To him, a trustee had "to represent their community" and "to represent education for the whole division." (7.15) This he admitted was difficult to do (7.15) and intimated that possibilities for conflict existed. His uncertainty appeared clear in the statement (7.16):

So your question was what is the role of the trustee - I guess it's basically to your - but then generally you have to - the good of the division on major issues.

Although seemingly uncertain in this area, trustee # 7 appeared to have definite views with regards to the political role of the individual trustee in policymaking (7.19):

...it's a board member's responsibility really, to do the lobbying - lobbying is the big thing - you've got to know - if you're just going to put out a policy and know that it's going to be

defeated...you are going to make sure that you have the votes.

When asked to outline the processes or procedures involved in policymaking, trustee # 7 was somewhat vague. He did not pinpoint specific steps in the process, but rather focused on the political aspects of planning and lobbying at the most effective time. (7.20) His view of the processes involved appeared reactive as witnessed by the statement "when something's wrong with that policy...something should be changed." (7.23) Although never specifying how the changes might take place, he did reiterate the idea that policy should be reactive. He pointed out, for instance, that "if there's a need, then policy is developed" (7.18), and that the point of initiation is "when something's not working." (7.23) He described the board's policymaking style as follows (7.11):

...I guess people don't like to discuss that sort of thing until a crisis hits, but what - you know, that's the type of thing you should be looking at - but this board never will - until we have problems.

He apparently felt that this was not completely desirable and he suggested that policy "be reviewed every three years" (7.7) as a means of diminishing the "reactiveness" of policymaking. He advocated a forward looking "seeing how it can be improved" (7.7) approach which he termed "evaluation" of policy. (7.25)

During the course of the interview, trustee # 7 identified three factors influencing policy. The first and fore-

most of these was how "feasible with budget" the policy in question might be. He suggested that "a lot of things have to do with budget" (7.20) and because of that "you can't do a lot of the things that you want to do." (7.21) He outlined the process of policymaking as follows (7.20):

...give it to the administration and bring it back with budgetary concerns and other aspects that it's going to affect the budget and then it will be debated during budget and if it goes through then it will become policy.

This view of the financial influence on policymaking appeared to be of prime importance to the respondent. At the time of the interview, however, he was involved with preliminary budget estimates for his division, and this may have significantly colored his responses.

Apart from financial considerations, trustee # 7 identified two other areas as being influential in the policymaking process. One was political forces in the form of "labor movements", and "ethnic groups... and so on." (7.21) This appeared in keeping with his political views of policy outlined earlier. The second influence was that of "whether or not it's worthwhile." (7.22) This he suggested was fundamental and taken as a given, but, "The two after that would be financial and political pressure from the community." (7.22)

Because of his views about what influenced policy and how policy was made, trustee # 7 felt that "you have to do a lot of thinking about and a lot of evaluating before you put it

in black and white." (7.4) He appeared cautious about policymaking stating that "before you can do policy you have to make sure that it's right." (7.4) This may have been a reflection of his strong political orientation.

The views held by trustee # 7 about policy and policymaking were in part the result of "experience" (7.24), although he felt that he was limited by his "three years" as it was "not very much." (7.26) Nonetheless, he admitted to having changed since the time "at the beginning" when he "didn't know what policy was." (7.18) He also suggested that his views did affect his own approach to policy and policymaking. He felt quite strongly that "you have to take other people's views into account." (7.5) To him it was imperative not to (7.27):

...lose touch with the field - you can't lose touch with reality - with out there - and I think that's going back again and listening to teachers and listening you know - finding out - hey - listening - you're not stuck.

He summed up the effect of his views by saying that "it's what I believe in so it's what I - that's the way I do it." (7.24) This was in keeping with his later affirmation that "individual trustees are going to come with their own prejudices or biases or whatever" (7.30), and that these would be significant in the kinds of policies that were developed. (7.31)

In closing the interview, trustee # 7 reaffirmed the notion that some uncertainty existed in his mind about

policy. Although this problematic aspect of policy seemed to underlie the whole interview, it was not easy to specifically pinpoint. The respondent put it into clearer perspective when he closed the interview on the note that "School boards are so screwed up that somebody better do something." (7.33) He personalized this feeling by stating: "I really have a problem with policy because I think most trustees don't know what the hell it is." (7.33) The interviewer felt that the respondent was, at least to a certain extent, including himself in this statement.

#### INTERVIEW # 8 - SUMMARY ANALYSIS

Trustee # 8 was forty-five year old male with six years experience on a rural school board. During that time he had held the chair of three different board committees. His occupation was that of farmer and his formal level of education was Grade 9.

During the portion of the interview dealing with policy questions, trustee # 8 left the strong impression that policy should be functional and practical. His immediate description of policy was that of "guideline" (8.1) used to "regulate work" (8.1), but he appeared to have some difficulty differentiating between policy and goals: "I don't know how to put it in words, but there's a difference in my estimation, between policy and goals." (8.2) However, when

attempting to distinguish between the two, he specified policy's practicality by referring to it as "something that you use as a guideline" (8.2), and as something that detailed "what way to go." (8.2) This sense of a practical element in trustee # 8's views about policy was reinforced by his contention that "basically a policy is set up to serve the operation" (8.18) and "there to serve us." (8.23) It appeared from all of this that policy was viewed to be a practical tool "made for the board." (8.1)

Apart from the practical and functional aspects of policy, trustee # 8 identified other key elements of policy as well. To him, policies were synonymous with "rules and regulations" (8.6) and this appeared tied in with his functional views as well, in the sense that "parents are more understanding...if they know what your rules and regulations are." (8.5) Also, he identified policy as being flexible by suggesting that the board constantly decided "whether the policy needs reviewing or whether we would adhere to it the way it stands." (8.3) He insisted that policy could "always be looked at and revised" and that it wasn't "engraved in stone." (8.4) This notion of flexibility was reinforced later when trustee # 8 said "...we look at policy as an ongoing thing. It's not something that you write down and that's it." (8.24) However, even this element was underscored by his practical view of policy. It was pointed out that the reason for flexibility was that policy is "supposed



to serve us to help in a better way to run our affairs."  
(8.24)

A portion of trustee # 8's views about policy centred on attributes of good and bad policy. To him, a good policy "would treat all people evenly." (8.20) It would be "something that you can live with" (8.20), and it would be something that "serves the purpose from one year to the next." (8.21) Upon further probing, it was revealed that the ability to make exceptions also constituted an element of good policy. (8.22) Bad policy, on the other hand, was viewed as policy that "does not take into consideration the whole - how it would affect the whole system." (8.22) He pointed out that "it has to be a policy that treats everybody evenly" (8.22) and this was in keeping with his view that policy was necessary "because you want to treat issues...with consistency." (8.4) The practical outlook previously discussed was again reflected in his view that a bad policy would be one that "would be a hindrance." (8.23)

In the area of policymaking, trustee # 8 viewed the "school board - with the help of your senior administration" (8.9) as the policymakers of the division. It was stressed, however, that "the corporate body" (8.13) and not individuals made policy. There appeared to be a fair degree of emphasis placed on the decision resting with the board. It was reaffirmed, for instance, that "the final result would be what the board wanted" (8.12) and that this was justified because (8.15):

...if you are the employer, then you are the ones that have to set up the guidelines for running the operations.

This emphasis on the board's control over policy was also apparent in trustee # 8's description of the policymaking process (8.12):

...if we feel that we need information about how they feel then we can get that information from the parties concerned.

The stress on board control over the policymaking process, however, did not preclude external input from taking place and trustee # 8 identified a variety of input sources that were used in policymaking.

Although trustee # 8 at first indicated that policymaking took place "with the help" of "senior administration" (8.9) he soon expanded his list of input sources to include "the teachers" (8.10), "bus drivers" (8.11), and "salaried people" (8.11). He did not view parents as having significant input other than in having "voted the board in." (8.11) Consultation with groups such as these was based on "policy that pertains to them" (8.10) and the implication was that "if it affects them" (8.11) then they would have input into policymaking "by suggesting" (8.12) policies or policy changes. It appeared that trustee # 8 viewed controlled input positively for he suggested that "you can never get too much information on anything" (8.12) and the implication was that such information was useful in the policymaking process. This appeared to be born out by his description of the policymaking process itself.

To trustee # 8, policymaking was a four step process. It was felt that the initiation could "come from any area" (8.15) and that that was dependent on "the base where the concern is." (8.16) Once policymaking had been initiated, the specific policy question would be looked at by the appropriate committee of the board. At that level, the thrust appeared to be "to study it and see how it would affect the operation down the road" as well as whether or not the board "would be able to live with it - under different circumstances." (8.17) It was implied that the various inputs into the process would take place at this point. The third step in policymaking was to bring a policy "proposal" (8.15) to the board for discussion and "clarification." (8.17) This step served as the foundation for step four which was to vote on the particular proposal (8.17) and was in keeping with trustee # 8's view that one could "never get too much information." (8.12)

In so far as the role of the individual trustee was concerned, trustee # 8's views appeared to be somewhat vague. In response to the particular question, he replied: "Well, I guess to express himself the way he sees things, because it has to come from the way the individual sees the situation." (8.12) When asked later if the role of the individual was to give his or her opinion, he answered with "Yes." (8.13)

In his answers to questions about policymaking, trustee # 8 again left the impression that practicality was a significant element. He noted that policy needed "to be revised if we can't live with it any more - and we see things working better if it is revised." (8.18) As well, policy needed to be created "if we feel that we could operate better and more evenly throughout the whole division - if it was covered by policy." (8.18) These answers left the interviewer with the impression that trustee # 8 viewed policymaking as a somewhat reactive process. This was reinforced when the respondent agreed that "policies are made and revised in response to a problem or something that is not working out." (8.19) This notion was later expanded on (8.24):

...if a certain area in your policy creates problems on a continuing basis that there is concern with it in whatever area it may be, then you would look at it and see if maybe the policy wasn't the best policy.

It was felt that viewing policymaking as a reactive process was indeed consistent with the earlier views of policy and its practical dimension.

It appeared evident from all of this, that the major influence upon policy and policymaking was practicality and utility to the board. It seemed likely that policy would be largely contingent on whether or not it "served" the board. However, trustee # 8 did indicate one other influence on policymaking. He suggested that "the urgency of the matter" would influence "how fast" a policy was arrived at. He did

not, however, elaborate on this notion and the interviewer was left feeling that "urgency" was tied to the board's perceived need for a particular policy.

The views held by trustee # 8 concerning policy and policymaking appeared to be derived "from past experience" (8.3), and through "experience in the work - in the decisions that you have to make from day to day." (8.20) As an example, he cited having "run up...with a policy that I felt was not a good policy and that has taught me..." (8.25) The only exception to this was found in his views about the elements of good and bad policy. Here he stated: Well, I guess I had that idea before I became a board member" (8.21), and he was referring specifically to the notion of treating "all people evenly." (8.20)

When queried about the effect of his views on his approach to policy and policymaking, trustee # 8 suggested that he approached policy "from the sense that you know that if need be, it can always be looked at and revised." (8.4) As well, he felt his views caused him to "approach policy with a little...caution" (8.6), and in such a way that "would make sure you would set up policy that can be adhered to." (8.20) He encapsulated the effect of his views in the following manner: "...everybody tries to make something that is positive and work with it." (8.24) The implication was that trustees would strive for their beliefs about policy and policymaking and this appeared to be the reason for his

view that "the way we feel about a certain issue...surely would affect our policies." (8.26)

Trustee # 8 ended up the interview by indicating his approval of the study as being worthwhile. In so doing, he once again revealed his "practical" and "functional" leanings by noting that the study might provide "some knowledge that you could put to use." (8.27)

ENDNOTE: Trustee # 8 appeared to be a very soft spoken individual not given to verbosity. As a consequence, many of his answers were short and pointed. He was probed on many of these, but only to the extent that the researcher felt was not impinging on the personal relationship that existed between the subject and himself. For this reason, some questions were not fully developed during the interview, and this was deemed more desirable than destroying the rapport between the interviewer and respondent.

#### INTERVIEW # 9 - SUMMARY ANALYSIS

Trustee # 9 was a forty-six year old female who had served as a trustee on a rural school board for two years. At the time of the interview her occupation was that of housewife, but previously she had been engaged as a Registered Nurse. Her level of formal education included four years of post-secondary education. During her tenure as a trustee she had not held any office at the board level.

In her interview, trustee # 9 gave evidence of having a number of thoughts about policy and policymaking. It appeared that although she could identify a number of elements involved in both policy and policymaking, she was somewhat uncertain as to the relationship between these elements. This impression was transmitted through the heavy use of phrases such as "I guess", "I think", "I don't really know", "sort of", "you know", and the like. The implication seemed to be that she had a number of ideas about the questions, but that these were somewhat difficult to articulate and to fix in relation to each other. There appeared to be three possible causes for this, and these were 1) the relatively short period of time she had been in office, 2) the structured nature of the interview, and 3) her board's preoccupation with policy problems since her election. (9.38) Despite the apparent uncertainty surrounding her responses, she did manage to identify several elements of both policy and policymaking.

At the outset, trustee # 9 indicated that she thought policy was a "statement of...your philosophy and your approach" to education. (9.1) Later, she broadened this to "sort of a statement of what you're doing - what you're there for." (9.5) The notion of both "philosophy" and "approach", however, appeared to create problems for her with regard to specificity of policy statements. She pointed out that "we have sort of general policies" but that

these were "sort of like motherhood statements." (9.1)  
 These she differentiated from "specific policies" (9.2)  
 which she did not define. In order to more distinctly separate the "general from the "specific", she distinguished between policies and procedures (9.3):

I guess our policies are probably more with regard to students and the schools and the education and the services we deliver whereas procedure, I suppose, would be more - you know - your staff - what you expect of your staff...

However, she appeared uncertain as to the validity of this distinction when she said: "It's hard to say because - I guess you would say the procedures are also our policies..." (9.3) She appeared more comfortable with differentiating in her "mind sort of that...policy...is more philosophy and procedure is more administrative detail." (9.3) It was also apparent that trustee # 9 viewed policy as being linked to goals as well, and this relationship appeared to be more easily definable to her (9.4):

Goals and objectives are very broad statements, but policy are sort of more a specific - the way you're going to achieve these goals perhaps...

It was noted that this statement implied a view of policy which she later described as "utilitarian" (9.8) in outlook. It was her feeling that "policy should support...long range goals." (9.4)

Trustee # 9 apparently viewed policy as necessary for school board functioning: "Yes - I guess so - I think so - yes." (9.7) In keeping with her "utilitarian" outlook, she



viewed policy as being necessary to enable "you to kind of treat everybody the same" (9.7) and to deal with "new situations" (9.8) that might arise as well as changes that might affect school division operations. (9.8) This was underlined later when she suggested that "you know it needs to be made if a situation keeps re-occurring..." (9.25)

Another element identified by trustee # 9 as important to policy was the notion of flexibility. It was her view that policies "can always be changed and improved..." (9.10) Indeed, she stressed that "we have to change our policies from time to time" (9.10) and that "they have to be changed when...situations change..." (9.25) When later discussing attributes of good and bad policies, it appeared evident that flexibility would be necessary in order to arrive at trustee # 9's ideal of good policy.

The first attribute of good policy identified by the respondent was that of policy being "directed towards the needs of some particular group." (9.27) This appeared in keeping with her utilitarian outlook previously mentioned. A second attribute was that of policy being "kind of just" and trying not "to favor one group over another." (9.28) This was consistent with her view of policy's purpose. (9.7) Apart from these two attributes, trustee # 9 indicated that good policy had to be "sound educationally" and serve to improve education. (9.28) As well, it had "to be acceptable to the people who" had to "work with it..." (9.28) The last

mentioned attribute of good policy was that it had "to be affordable" because "finances are important." (9.28) The notions of acceptability and financial feasibility were echoed in later responses dealing with influences on policy and appeared to be of significant importance to her.

Bad policies were characterized as those "the superintendent and staff are really kind of against" (9.28) and which were "violently opposed by the parents." (9.28) Acceptability appeared linked to political considerations as it was pointed out that "it's not good policy if it upsets people" or "if it causes a lot of conflict" because "you've got to have a certain amount of co-operation." (9.29) She underlined this by saying that "it has to be politically viable." (9.29) Although the emphasis was on political acceptability, trustee # 9 also identified insufficient study and too little input as being other characteristics of poor policy. (9.30)

When discussing reasons for her views about policy, trustee # 9 gave the impression that intuition played a substantial role in her feelings: "Well, I guess it's just in my mind that policies are the same for any organization..." (9.4) In deciding about specific policies she suggested that it was done on the basis of "your own personal feelings about it" (9.22), and that it was a matter of "your own personal choice." (9.31) She stressed that "you have to have some personal feelings about things." (9.32)

It appeared that this reliance on intuition or feeling may have been the result of the uncertainties she felt about policy itself.

In responding to questions about policymaking, trustee # 9 advised that policy was made by the board, but not by the board alone. (9.13) She was quick to point out that "over the years the trustees have at least approved" policy but that the "administration had detailed it." (9.13) This reflected her view that input from a variety of sources was necessary in policymaking. According to her, "it's the superintendent's job to...research" (9.10) for the board, and this was in keeping with the steps she later outlined for policymaking. She insisted that "teachers should have input beforehand" (9.15) also, but that "the public" should not "unless it's very very major." (9.15) Again, this seemed linked to her notions of political acceptability. She did not advocate limiting input by various groups. (9.15) She felt "they should have a good deal of opportunity" (9.16) to present their views and that this would then be used for deliberation by the board.

Trustee # 9 outlined a four step procedure for policymaking. The first was the initiation of policymaking. This, in keeping with her utilitarian perspective, was to happen "in response to situations" (9.19) and would centre around "a problem" wherein a decision had to be made. (9.19) The impetus for initiation would usually come from the

superintendent or a board committee. (9.9) The second step was to "throw it into the superintendent's lap" (9.20) and although not explicitly stated, it was implied that research through the use of various input sources would take place at this stage. (9.20) The next step was to have a draft policy "written up and presented to the board." (9.21) Again, the implication was that the board would study this proposal and then move onto the fifth step of adopting it, rejecting it, or deferring it. (9.21) When queried about the individual trustee's role in the process, she responded that she looked upon her role as that of bringing a parent's "point of view into the policy." (9.16)

In her responses, Trustee # 9 identified two elements that influenced policymaking. She suggested that "finance would be the first one." (9.24) "How much does it cost? That's...very important..." (9.17) As well, she acknowledged the influence of outside groups: "I think we're probably as susceptible as anyone to pressure groups." (9.14) Early in the interview, trustee # 9 suggested that precedents might be influential in policymaking with her comment that "policies have probably evolved out of the way things have been done in the division." (9.11) She did not however, elaborate on this point and it was felt to be viewed as an influence of lesser significance. There also appeared to be an indication that personal intuition influenced policymaking, and this was felt to be inferior to both

financial and political considerations as well. She summed up her views about policymaking influences as follows (9.23):

...then it gets down to the trustee's own experience and feelings about things - and costs - I would say costs - if it doesn't cost much and if it isn't going to create any political backlash - then probably it will get passed but, either of those two factors could weigh heavily in policy.

Although trustee # 9 appeared to rely somewhat on intuition for her views concerning policy, her thoughts about policymaking appeared, at least in part, due to her experiences as a trustee. She admitted to arriving at many of her conclusions "just by my experience on the board" and that she had "had, maybe a vague idea before" but that it was "really just sitting there and dealing with things" that had brought her to some of her views. (9.26) In support of this, she cited the example of witnessing her board whose "whole approach to policymaking" had "been one of confrontation - making policy without adequate consultation." (9.34) She implied that she had seen the results of this approach and had learned from it.

The effects of trustee # 9's views on her approach to policy and policymaking were encapsulated in her statement (9.5):

I approach policies with my own personal philosophy and try to - you know - bring my own personal view into the whole picture.

She later went on to give specific examples of her attempts in this regard and suggested that she liked to "study things and see them in writing" (9.9); to look at policies to see if the arguments made sense (9.19); and to put policy "on hold" in the face of opposition in order to further "study it." (9.33) Consistent with this view, she felt strongly that trustees' views affect policy. She stated that "there's a very individual approach in school divisions and...this is important in policy." (9.37) To add credence to this claim, she gave the example of policy related problems in her division and suggested that there might be a "completely different story" (9.38) in another division. The implication appeared to be that these problems had helped shaped individuals' views of policy, and these in turn would affect future outcomes.

#### INTERVIEW # 10 - SUMMARY ANALYSIS

Trustee # 10 was a forty-nine year old male with fifteen years experience as a trustee on a rural school board. In that time, he had been Chairman of the Board and had chaired the Finance and Negotiations Committee as well. Apart from this, he had served on the Manitoba Association of School Trustees executive in the capacities of Director-at-Large, Vice-President, and President. He had five years of post-secondary education and in private life ran a business enterprise in the agricultural field.

Trustee # 10 had no hesitation in identifying policy as "a set of rules the division board sets out" (10.1) and that these were "directions for the school board." (10.1) He viewed policy as necessary for "school divisions to function" (10.5) and he stressed that policy served "to focus the board's thinking on broader aspects" (10.6) and to make it "much simpler for the administrators to respond to a given situation." (10.6) Trustee # 10 appeared to reveal a somewhat functional view of policy. He felt that "rather than taking every problem that arises to a board meeting" a policy should be in place "that addresses that particular situation." (10.5) This apparent practical orientation on the part of trustee # 10 was later reinforced by his statements that "you set up a policy to cover that situation" (10.22) and "when the policy that's in place is not working - then obviously it needs to be revised." (10.21) Underlying these views as to the nature of policy, trustee # 10 appeared to have commitment to flexibility as an important and integral part of policy. He indicated that although policies were "rules" of the division, they could "be changed...at any given point...simply by a motion" if the board decided to "take a slightly different direction on a particular issue." (10.1) Marrying flexibility to his functional views he added that (10.21):

...the board by motion can elect to take a slightly different route in a particular situation if they deem it necessary and if necessary, change the policy to fit that direction.

His views about flexibility appeared to extend to the implementation of policy as well (10.24):

I think you need to rely on the experience and intelligence of the people that may be administering this policy - give them a little bit of room to use their own good judgement.

This notion was not expanded upon, however, and although it seemed tied to his later views regarding input into the policymaking process, it was felt that flexibility to trustee # 10 was particularly significant in the formulating and changing of policy. In fact, he stated that he was "becoming more and more a believer in...school divisions having policy", but only "provided that it's flexible." (10.5)

Another element in trustee # 10's thinking about policy was the notion that "policy generally sets out goals and desires in the school division." (10.3) Further elaboration on this point indicated that he identified two types of policy. One consisted of "broad general statements" (10.3) and the other comprised "specific directions." (10.3) To him, both were policy and he indicated that broad and general goal statements were also policies of the board if they appeared "in the policy manual." (10.3)

As part of his discussion about policy, trustee # 10 identified attributes which were in his view characteristic of good and bad policy. Discussing good policy, he suggested that "the first thing that comes to mind would be flexibility." (10.23) This idea was in keeping with the



overall tone of the interview described earlier and appeared to be the most significant attribute of good policy. From this, he felt that good policy "should be relatively simple - relatively easily understood by anyone" who was reading it. (10.24) In connection with this, he suggested that "great care" was needed "in the actual language that is used" when framing policy. (10.23) The final attribute of good policy identified by the respondent disclosed an awareness of a political dimension to policy. He suggested that a good policy "would be a policy that...reflected what people wanted." (10.26) This view of policy as being somewhat political in nature was harmonious with his later noted opinions about the policymaking process. As for bad policy, trustee # 10 noted that being "ambiguous" and not reflecting particular goals" (10.25) were the major characteristics.

Trustee # 10 appeared to hold his views about the nature of policy for two reasons. His feelings about the necessity of policy appeared to have been derived from the experience of not having policy and then having "seen it in operation." (10.7) However, his overall feelings about policy appeared to be less the result of experience, and more directly related to intuition. This impression was generated when he admitted that (10.26):

...if you're looking for specific instances I don't think that I would have any that I can think of offhand - where I've seen something happen as a result of some of the things we've been talking about. I guess it's more a broad view that I have about policy.

His later views about the policymaking process, however, appeared less intuitive and more experience based.

When discussing policymaking, trustee # 10 viewed policy as being "set strictly by the school board." (10.1) It became apparent, however, that his feelings in this regard concerned the actual enactment of policy as opposed to its formulation. This was witnessed by his claim that "in the final analysis the board makes the policy - through the procedure of approving particular policy" that was set before it. (10.11) The notion of policy being "set before" the board was a reflection of trustee # 10's view that a number of other individuals or groups had input into the formulation process. In fact, he suggested that it was the "responsibility of the superintendent or the senior administrative officers" (10.11) to provide input to the board. As a consequence, he viewed these individuals as exercising "a great deal of leadership" in policy formation. (10.11) However, the opportunity for input by non-board members was not viewed as ending with senior administrators. It was put forward that consultation took place with "employees beyond the administrators", "teachers", and with anyone on whom policy might have "a direct relationship." (10.12) Trustee # 10 viewed such input as positive in that it contributed to board decision making "based on as much information as" one could "gather about a particular subject...under discussion." (10.14) As a consequence, he did not advocate

limiting the amount of input groups could have, provided that their demands on the board's time were "within reason." (10.13)

The policymaking process described by trustee # 10 identified four steps. The first was "recognition of the need for a policy." (10.19) Step two was viewed as one of "study" and examination of "the particular subject that was under consideration." (10.19) It was implied that the information gathering through various sources of input would occur at this point. Following this, an evaluation of the opinions and options available would take place (10.20), and this would result in a "recommendation" (10.20) going to the board. The final step in the policymaking process was viewed as the board's adoption of the proposed policy. On this point, trustee # 10 emphasized that "the only way a policy is put into place is through motion of the board which is written down in the minutes." (10.8)

Besides "senior administrators" having a "considerable amount of influence" (10.12), trustee # 10 identified other elements that might weigh significantly in the policymaking process. One of these was the "need for expediency" and "the pressure of time" under which trustees had to function. However, the notion of political awareness and responsibility was frequently mentioned as well, and it was felt that trustee # 10 probably viewed this as the most significant influence on the policymaking process. He pointed to

"becoming more aware of the need to consult with other groups in the community as far as policy is concerned" (10.16), and he acknowledged the need for discussion with those "administering... policies as to whether or not they're comfortable with" them. (10.27)

The political dimension to policymaking appeared to be reflected in trustee # 10's views about the individual trustee's role in policymaking as well. It was noted that individuals "should make suggestions for policy." (10.13) It was implied, however, that those suggestions should be at least partially based on whether or not they were "acceptable to themselves as individuals and to the people that they" represented. (10.13) Part of their role was viewed as trying "to sort out the opinions of the people" and trying "from that to set a policy" that was "acceptable to the community." (10.14)

The essential reason for the views held by trustee # 10 on policymaking appeared to be experience. He did not mention any intuitive component to his thinking about policymaking, but rather acknowledged that his views had developed "mostly through past experience." (10.23) As he put it, "I don't know that I had any views...before I went on the school board", but "I've been around the table long enough to know." (10.23) The implication was that experience had taught him how policymaking actually takes place.

Trustee # 10 felt that "whatever views you hold tends to influence your approach to any problem." (10.5) As a result of this, he felt that his views contributed significantly to his approach and that, because of them, he tended "to think of things in terms of what" his "own beliefs were." (10.27) His strong feeling about the effect of his views was particularly noted when he suggested that they had to affect his approach to policymaking. (10.26) He had previously pointed out that "if you think something is more desirable than the past, then you take it a little bit more seriously." (10.8) However, despite his reiteration of the importance of his views in their effect on policy and policymaking, he only cited one specific example of how this effect manifested itself. He stated that (10.18):

...what's developed in my mind is the obvious need to seek the opinions of those who are directly affected by any particular policy that you are considering.

It appeared obvious from this that he felt that "viewpoints, of course are reflected in the changes in policy" (10.4), and in this regard it appeared that he supported the study's hypothesis. In support of this impression he posited that "you will definitely have different policies from school division to school division." (10.29) This, he felt, was due to "the attitude of the people around the board table." (10.29)

INTERVIEW # 11 - SUMMARY ANALYSIS

Trustee # 11 was a thirty-nine year old male who had served two years as a member of a rural school board. At the time of the interview, he was working as a farmer, but he had previously been a school teacher for a number of years. His formal level of education included both a Bachelor of Science and a Bachelor of Education degree. As a board member he had served as chairperson for both the Public Relations Committee and the Negotiations Committee.

Trustee # 11 viewed policy as a set of "rigid guidelines" "for the operation of the division." (11.1) He described policy as a "series of procedures that an administrator was to follow" (11.2) and it appeared clear that he felt policy should be functional. To him, it was the established structure "for the day to day functions of the school" (11.4) and was "designed in such a way as to attain the goals and objectives" (11.4) of the division. In fact, he agreed that policies were the "tools" for approaching goals. (11.4) He summed up these feelings by suggesting that (11.24):

...overall policy...is towards trying to have the day to day operations that would make it possible to meet your long range goals and objectives of the division.

He differentiated goals from policy by describing them as "hopes and aspirations." (11.4)

Although he suggested that policy was sometimes "more than a guideline" (11.3) having hardly "any latitude",

trustee # 11 appeared to view flexibility as being an important aspect of policy's nature. He suggested that "there may be certain flexibility...depending upon how rigidly we strike a policy." (11.1) He felt that although policies were "more or less the laws and rules of the division" (11.5), there was still flexibility "not...within the policy itself, but more in...the formulation and the method of change." (11.9) His greatest emphasis appeared to be that "there are methods of changing" policy. (11.12)

Trustee # 11 viewed policy as definitely being necessary (11.6), and this he suggested had changed since first becoming a trustee. (11.8) He appeared to feel that policy was necessary to achieve goals of the school division and to help new trustees "become much more knowledgeable much more quickly." (11.10) Another function of policy appeared to be as a means of clarifying procedure (11.10) and as a means of dealing with all people equally and fairly. (11.12) In his statements about the purpose of policy, not only were trustee # 11's functional leanings felt, but there appeared to exist some political dimensions to his views about policy as well. He pointed out that a purpose of policy was "to maintain the type of operation that local people" wanted (11.6), and that it was "important then that there be some policy that assures that acceptable procedure is going to be followed within your school." (11.7) This notion of acceptability within policy suggested a political element

which appeared to be reinforced by his later comments about the policymaking process.

In his views about elements constituting good policy, trustee # 11 stressed that it had "to be flexible" (11.26) and for this, "there must be a mechanism for changing the policy if the need for change" was seen. (11.26) This appeared to be the most significant attribute of a good policy in his mind. He did, however, identify being "very specific, very clear" and the ability to be "followed easily" as being other important qualities of good policy. (11.27) In expanding on his notion of being easy to follow, he cited "clear language" that would be "easily understood", and "accurate" wording as contributing to this attribute. (11.27) He was also of the opinion that good policy would be fairly inclusive, trying "to cover the waterfront" as much as possible. (11.27)

Trustee # 11's descriptions of good and bad policy also reflected his views of the somewhat political nature of policy. He put forward that good policy would be "something that is mutually acceptable" to those involved and something that "lends itself to" the "ultimate goals and objectives", as long as "it leads to those in a smooth manner." (11.32) He emphasized (11.32):

If it does not easily lend itself to those goals and objectives - and I stress the word easily - then I would think that it's bad policy.



It was felt that the terms "easily" and "in a smooth manner" were being used synonymously by the respondent in this statement.

In the area of bad policy, trustee # 11 identified two attributes. The first dealt with flexibility in policy and cautioned against policies that were "too flexible", thereby becoming almost "non-policy" statements. However, there appeared to be a very fine line with respect to flexibility being either good or bad. He made it clear that in his view (11.28):

...a policy that ties you in too rigidly and doesn't give you the flexibility for changing when the need for change occurs or makes it too long of a process - I think that's bad policy.

The second attribute of a bad policy identified was that of not lending itself to goals in a smooth manner. (11.32) It appeared, as a consequence of his statements, that trustee # 11 viewed the most significant elements of policy to include notions of functionality, specificity, flexibility and political acceptability.

Trustee # 11's views about policy appeared to have been the result of both the experience of dealing with policy (11.5) and from intuitive judgement. (11.33) In discussing policymaking, he gave several examples of situations he had encountered and which had helped to form some of his views about policy. However, he pointed out that the evaluation of policy had to be, at least in part, a "judgement call." (11.32) He suggested that "in certain aspects, it's got to

be an intuitive thing." (11.33) He went on to add that "depending on the situation it may be almost entirely intuitive or it may be something" that could be "judged almost immediately." (11.33)

Trustee # 11's views about policymaking reinforced the notion of a political dimension to policy. He identified policy as being made by "the school board as such" (11.14) but went on to stress the importance of other input into the policymaking process. Although "the ultimate decision as to policy" was "made by the board" (11.14) he suggested that "we like to call upon those people who are involved to have their input." (11.14) He felt that "the more input you have, the better informed" would be the decision made. (11.17) For this reason, he advocated that "the more input you can have, the better." (11.16) The only limitation he placed upon input was time and he suggested that "for expediency" you might "at some point...have to cut off input with regard to policy." (11.16)

Although at first glance trustee # 11's views with respect to input into the policymaking process might not appear to have a political dimension, his later statements with regard to policymaking influences appeared to bear this out. He admitted that "on important issues...we do consider ratepayer influence", and that "delegations...influence our thinking to a large degree as to some policy." (11.15) He pointed out that there was "concern about what the public

does think" and he acknowledged that "public input...is going to have a large say" in specific policies. (11.16) His opinion was that "public attitude...would be the biggest influence" in policymaking, and he recognized this influence when he said that (11.22):

...you're guiding your decisions as to how you view your ratepayers will accept this or whether they feel it will be appropriate policy.

From these statements, it appeared that trustee # 11 was aware of and accepted the influence of input groups in the policymaking process. His views about their importance and necessity left the overall impression that he recognized policy and policymaking as having somewhat political dimensions to them.

Apart from identifying political influences on the policymaking process, trustee # 11 also identified "government influence" as being "the ultimate influence upon policy" (11.37), and suggested that "it's becoming more and more of an influence on our policymaking than ever before." (11.20) He cited witnessing "at every few meetings, another directive or another regulation coming out that I feel is inhibiting our ability to make policy." (11.37) It was suggested that part of this influence was the result of grants from the government (11.20), and the implication was that financial considerations also influenced policymaking to a degree. Apart from this, trustee # 11 identified "time" as a "factor" influencing policymaking and the amount of

involvement of trustees in the policymaking process. (11.17) The indication was that trustees "should be...reviewing...policy - suggesting changes where they need to be made, and...additions where no policy exists." (11.17) However, it was implied that this was not always the case, given the influence of "time".

The policymaking process described by trustee # 11 was one consisting of five steps. To him, policy was initiated when "first a need" became "apparent." (11.20) He suggested that this recognition usually focused on a "problem" or a "problem in the future." (11.20) At the outset then, it appeared that policymaking was a somewhat reactive process designed to respond to particular problems - either real or anticipated and this impression was later reinforced. The second step in policymaking as viewed by trustee # 11 was to "decide what group or groups are going to be involved in consultation regarding the formulation of the policy." (11.21) The next step was to "set up some type of a committee or to have some type of a hearing that would include as many of the affected groups as" possible. (11.21) This was followed by "review and study" of the matter and the development of a policy proposal to be brought before the board. (11.21) Step five involved accepting, amending or rejecting the proposal. (11.22)

Given the importance attached to input and its significance as an influence in policymaking, coupled with the

apparent "problem" orientation presented by trustee # 11, it appeared that policymaking had a fairly strong reactive component to it. This seemed harmonious with the political dimensions of policy and policymaking outlined earlier, but also appeared to perhaps be dysfunctional in ensuring that policies would lend themselves to the goals and objectives of the division. It was presumed that such goals might, however, change in the light of the input from various quarters, and if so, this would lend strength to the impression that policymaking was somewhat reactive.

This impression of the reactive nature of policy and policymaking was strengthened by several other of trustee # 11's statements. He quite candidly admitted that (11.23):

...I'd like to say that we are farsighted enough and that we could foresee these things before problems do exist, and that we would keep one step ahead of the game - but to be honest, I don't think we do - no.

He further stated that policies "tend to change when the problems become apparent", and that "things that are working adequately then do not get changed." (11.24) He felt that "changes tend to occur when problems occur." (11.24) This seemingly reactive component to policymaking when viewed in connection with trustee # 11's ideas about input and influence contributed to the interviewer's overall impression that policy and policymaking had decided political overtones in trustee # 11's mind. This appeared to be supported by his summative statement that "within the policies that we

have, we help formulate things that are acceptable to our communities." (11.38)

Trustee # 11's views about policymaking appeared to have been gained largely "from viewing policies that have come to the board table." (11.19) He pointed out that as a result of his teaching experience he was "reasonably familiar" with policies affecting "academic operations of the school." (11.25) However, he noted that in other areas he had "developed" his ideas "through experience." (11.25) He appeared to have been particularly influenced by experiences of bad policy or non-existent policy which to his mind led to "all kinds of confusion." (11.30) He cited, in this regard, the example of "rule...by precedent" which he indicated "led...to a lot of controversy", and he suggested that "the experience...felt being a new member" was most significant in shaping his views about policy and policymaking. (11.34)

The effect of trustee # 11's views on his approach to policymaking appeared to correlate highly with those key elements in his views about both policy and policymaking. In support of input and in recognition of the political dimension of policy, he stated he was "an advocate of committee work" (11.34) and that "policy should be thought out...with input from various people that are concerned." (11.33) He suggested that he was "quite willing to listen" (11.17) and felt that he was "forced to approach" policy

"more open-mindedly because of the other people involved."  
(11.20) His political awareness seemed apparent when he stated "I...try to use a lot more diplomacy in trying to get my objectives now...I find you have to convince people rather than tell people." (11.26) He summed up the effect of his views on his approach by saying "I relate back to what I think of policy as being, and within those guidelines I...do my formulation of what I think would be good policy." (11.6)

The high degree of correlation found between trustee # 11's views and his approach were very much in keeping with his thoughts about the effect of trustees' views on policy and policymaking generally. To him, (11.35):

Members of the board are the people who ultimately develop policy and what their views are certainly should have a very strong influence upon the policies that they are putting out.

In his own words, trustees' views were "the ultimate influence upon the policies...coming out from boards of Manitoba." (11.35)

#### INTERVIEW # 12 - SUMMARY ANALYSIS

Trustee # 12 was a forty-five year old male who had served on a rural school board for nine years. During that time he had been Chairman of the Board, Vice-Chairman, and had also chaired two standing committees of the board as well. His formal level of education included two years of post-secondary training, and he was employed as a social worker.

Trustee # 12 viewed policy as a "framework" which "reflects the intent" of the school board by defining the "parameters of operation, direction, planning, for all employees in a school division." (12.1) Although he arrived at defining policy, it appeared that some degree of uncertainty might have existed in his mind as to the exact nature of policy. This impression was derived from his use of phrases such as "it sort of articulates, I think - considering a number of factors - again I guess one would have to be specific...but, it defines, I think..." (12.1) He appeared to have a number of specific views about the nature of policy, but it also seemed, that these had, at least to some degree, an element of ambiguity to them. This seemed apparent when he suggested that "there might be some overlap...between rules and policies." (12.2) Contributing to this apparent uncertainty was his view that "there are other things that are - policies that are perhaps unwritten..." (12.3) and it appeared that he acknowledged the existence of informal policy. He strengthened this impression by referring to "any policy that we adopt as policy" and thereby suggesting that policies did exist without formalization. It appeared that this acceptance of informal policy perhaps blurred the distinction of policy in his mind.

The lack of distinction between formal and informal policy did not appear to be completely to trustee # 12's



liking. Although acknowledging that "you can get by without it being written", he added that "in most cases it should be written down for new people that come on board." (12.7) The implications seemed to be that clarification of policy was desirable.

Trustee # 12 did not identify any differences of purpose between formal policies and policies which "rattled around in the heads of administrators and trustees...without being set down formally." (12.6) In his view, policy was "definitely" "essential for trustees to have." (12.5) Besides offering a framework, he considered policy to offer "a purpose...in and under which people work and perform..." (12.3) As well, he felt that policy was necessary because the "staff of any school division want policy and welcome policy." (12.5) It was his view that policy was welcome because "it defines things a lot more - specifically for people." (12.5) This viewpoint appeared to imply that although policy existed both formally and informally, the most desirable form was that of a specific written and formalized statement. This was supported in his later views about the attributes of good and bad policy.

Of the attributes identified as characterizing good policy, trustee # 12 strongly emphasized flexibility. He conceded that policy should provide "parameters", but should at the same time "have some flexibility for specific cases." (12.20) To him, a policy was considered good if it was

"malleable enough to work for the benefit of most people" (12.20), and he emphasized the need to "examine specific cases" and to "decide on the merits of that case - rather than applying the exact letter of the policy." (12.20)

Other attributes of good policy identified by trustee # 12 included "workability", clarity, and goal enhancement. He was concerned that good policy should "work for the majority of the people" (12.19) and "be clearly set out so that everybody can understand exactly..." (12.21). This was in keeping with his earlier views on policy clarification. (12.7) A final attribute of good policy to this respondent was that of enhancing "the objectives that you have as a school division..." (12.20)

When discussing bad policy, trustee # 12 indicated that being "not well defined" (12.21) was one attribute of poor policy. (It seemed throughout that trustee # 12 had a serious concern with clarification of policy. This concern added strength to the initial impression of uncertainty transmitted to the interviewer.) It was also trustee # 12's view that an attribute of bad policy would be if it was "unworkable" or if a majority of people "found" it "hard to enforce..." (12.21) It seemed too, that trustee # 12 viewed stability as desirable in policy. This was reflected in his suggestion that "if you are always having to change policy, then I think, it's probably not good policy." (12.29)

Trustee # 12's views on policymaking were well presented and appeared to revolve around the notions of input and discussion. The great stress laid on input into the policymaking process tied into his views on flexibility in policy and were in keeping with the ideas about judging each case on its merits. The emphasis on input and consultation also suggested a political dimension to trustee # 12's views of the policymaking process. He pointed out, for instance, that (12.4):

...policy is not something that is arbitrarily laid down - we like to consult with the people that are going to be affected by any policy - to have their input.

In support of this claim he cited that "policy can be initiated pretty well from anyone" (12.9) and that board "committees may look at it" but "they would probably consult with affected people..." (12.9) He detailed the selection of individuals who would have input as those being "the most directly affected." (12.11) The political dimension of his views seemed apparent when he explained that he "would like to have as full a participation as is necessary to developing any policy" because "it gets you a policy that may be helpful to everyone" and "it's good for staff relations as well." (12.10)

In describing the actual policymaking process, trustee # 12 outlined five different steps. The first was the initiation stage which he suggested started when "you begin to receive feedback to the effect that maybe we need" changes

in policy. (12.15) The second step involved developing "points and soliciting input from other sources." (12.15) The next phase was to discuss it amongst the board members. (12.15) If agreement was reached at this point, it would then be written up. Trustee # 12 also included as a part of the policymaking process, making sure "it goes out." (12.15) It appeared that circulation of policy to all affected by it had a high priority in his mind. However, it appeared that the most significant element of policymaking in trustee # 12's mind was that of discussion. He reiterated that "a lot of discussion occurred outside of the board" (12.16), and it appeared obvious that he viewed "a lot of talking" and "a lot of discussion" as both valuable and desirable. (12.17)

A portion of trustee # 12's views on policymaking dealt with influences on that process. Although he acknowledged that "ultimately trustees are responsible for endorsing and...engraving...official policy" (12.9), he also suggested that they were influenced by other factors as well. Once again, the political dimension of policy and policymaking appeared present when he stated that "trustees...represent the taxpayers and obviously you have to be sensitive to that..." (12.11) This tied in to his views that one must be aware of "the cost factor and the impact this will have on the community." (12.12) He further implied that a trustee's knowledge and sensitivity would be influential and that the ideal was to have trustees that were "alert and responsive

and responsible - and know what's going on." (12.17) He felt that it was important for the individuals to have "the pulse" of the school system and of "what's happening in" the "community" (12.17), and he suggested that he liked "to consult" and "to have a sense about where people are coming from." (12.24) It was his contention that he brought that particular influence to policymaking. (12.24) In short, his main emphasis was that "being sensitive to what's going on around you...is what influences policy." (12.18)

Given the political dimension of trustee # 12's thinking already outlined, coupled with his stress on sensitivity and awareness, the interviewer felt that policymaking for this individual was viewed, at least in part, as a reactive process. In support of this impression, trustee # 12 suggested that policy needed to be made or revised "when it's no longer effective." (12.18) He later elaborated to the point of saying (12.21):

We have to change policy, for instance, to reflect increasing costs - material, personnel, transportation - so we're always having to update policies to reflect that.

This appeared to be a clear indication that policy was, at least in part, reactive in nature. When it was suggested that "usually you change policy when you get some kind of representation to the effect that it's not working..." (12.22) it was felt that the reactive nature of policy and policymaking might well be linked to the political dimensions previously noted.

The view held by trustee # 12 about the role of the individual in the policymaking process appeared closely related to the stress he placed on input and discussion. To him, trustees could "individually...initiate ...discussion on what they may see as a need for policy change or new policy." (12.12) This appeared to be a way of enhancing and adding to the information gathered through input and discussion. He agreed that trustees "have an input role in areas that have particular interest or of concern or of expertise to themselves." (12.13)

The views held by trustee # 12 appeared to be derived largely from his experience. Not only had experiences on the board shaped his ideas, but experiences from his work place as well. He pointed out that "as a social worker" he had "been involved with policies for years and" he knew "what it's like to work with..." (12.4) He suggested that "through that experience" he had found it "very sensible to have." (12.4) He did not, however, negate the impact of his experience as a trustee in shaping his views on policy. When asked how he had come to hold his views, he answered: "I guess just the experience over the years with both working under policy not only professionally, but also as a trustee." (12.19)

Trustee # 12 identified some of the effects of his views on his approach to policy and policymaking. Because of the views he held, he felt that he liked "to make decisions...in

the light of consideration of all the facts..." (12.23) He suggested that "one tries to consult with those people who are going to be affected." (12.14) He did not wish "to develop a policy that has to be rammed down people's throats." (12.14) He ventured that over time, his thinking had "changed to encompass perhaps more discussion and more people." (12.13) He also pointed out that reviewing and updating policies were now more important to him than before. (12.16) The overall effect of his views on his approach to policy and policymaking tied together his thoughts and experiences. He stated that "it's what I am outside of being a trustee that sort of enables me to influence some policies." (12.25)

When discussing the effect that trustees' views might have on policy statements made by boards, trustee # 12 felt that there would be significant correlation between trustees' views and the resulting policy statements. (12.25) He summed up his views in this regard by saying "We all have our biases - you know - and obviously they're going to affect policy." (12.28)

#### INTERVIEW # 13 - SUMMARY ANALYSIS

Trustee # 13 was a forty-five year old male who had served two years on a rural school board. During that time he had held office as Chairman of the Board, and had chaired

the Personnel and Salaries subcommittee of the board. His formal level of education was Grade 11 and his occupation was that of farmer.

Trustee # 13's views on the nature of policy appeared to focus on the notion of a loose structure. Although he had some clear ideas about what policy was, he tended to stress generality in policy which allowed for "interpretation." (13.1) It was his view that policy was "something which gives direction and - a philosophical sense..." (13.1) to division operations. One of its chief purposes was "to make the school division run to the ends that you want it to come to" (13.1), and this was coupled to the view that "the policy is something that hopefully will direct you to" the goals of the division. (13.4)

Although he acknowledged the existence of "a stricter sense to" policy, in the form of policies that say "you do a specific thing", he appeared more favorably disposed to policy that had some degree of latitude in it. (13.1) He suggested that "there's always" an "interpretation factor" in policy (13.1) and that this was necessary to allow "the people that work for you to be able to put" policy into "effect with some initiative and...imagination of their own." (13.2) To him, this would have the effect of allowing "professional people - to gain their potential" by giving them "room to expand and work within" it. (13.4) This he felt, as he professed that the board determined "bare bones



policy", while the professionals were "thinking people that are putting it into effect." (13.3) The implication throughout was that latitude was a means of maximizing the benefits to be derived from policy in the school division.

Trustee # 13's views about the nature of policy appeared to be supported by the attributes he identified as characteristic of good and bad policy. To him, "good policy will be specific to the point that it will give direction to the matter that you want it to give direction to." (13.25) Notwithstanding this, he felt that good policy would be "general enough that it allows people with imagination and the ability to expand on a particular subject." (13.25) As well, he identified "direction" in terms of time and degree of excellence as two other attributes of good policy. (13.25) In later conversation, it became apparent that he had a concern for covering or attempting "to cover all aspects" of particular policy questions. (13.27) When asked if "comprehensive coverage of an issue" was an attribute of good policy, his reply was "Uh-huh - yes - very much."

His views about the attributes of bad policy revealed that he considered policies with "little or no direction" and which were "very narrow" with "no room for those people with abilities to enlarge on..." as policies. (13.26) He also considered policies with no specification of duration to be weak as well. One attribute of poor policy which he identified left the impression that he viewed policy to be

somewhat political in nature. As he put it, "When you don't even have to go to consult...groups to hear what they think about it - then that's bad." It appeared from this, that policy in the mind of trustee # 13 should be as undisruptive as possible. Further statements made in his description of the policymaking process added to this impression of a political dimension existing in policy.

To trustee # 13, policy was "necessary" as it provided "direction" (13.7), and "local direction" in his view had "to come from your board." In keeping with this viewpoint, it was his position that policy was ultimately made by the trustees, but not without a great deal of input by the superintendent. (13.13) Trustee # 13 was "not sure whether" the superintendent "should or shouldn't have" the influence that he did (13.13) and it seemed that he was concerned with the board's retention of control over policy. This seemed to corroborate an earlier impression noted when he described policy as requiring latitude for interpretation and expansion. Although he stressed this particular element of policy, he added the caveat that policy "still" had to "go the direction that the board" was "intending." (13.2) There seemed to exist an undercurrent of concern with maintaining the board's power and autonomy in the area of policy and policymaking.

When describing the policymaking process, trustee # 13 outlined five steps. The first of these was initiation in

which "you start to establish a policy" when "you see there is a situation...that is going to need some direction." (13.21) It appeared that policymaking, therefore, was somewhat reactive and situational. Following this step, "research" was done "on the pros and cons and numbers." (13.21) Step three required the involvement of those affected by the policy and "hearing their viewpoints on what is going to be needed." This point was quite heavily stressed by trustee # 13 and appeared to be a key element in his thinking about policymaking. The fourth stage of policymaking identified by the respondent was that of coming "up with a recommendation to the board" (13.21), and the final phase was that of adopting or rejecting the recommendation. (13.21)

As mentioned, the involvement of outside sources in the policymaking process was stressed by trustee # 13. He suggested that the superintendent had a significant amount of input (13.13) but added that maybe even "the public in a number of ways" (13.14) had input too. He expanded his thoughts on outside input by saying (13.15):

I think the public, whether it be teachers or parents or whatever should have the opportunity to voice their opinions, their feelings about whatever matter may be before them.

He did acknowledge the impossibility of consulting all electors, but he nonetheless pointed out that "particularly in major issues...or larger issues...they have to be given the opportunity to have their say." (13.16) Again the inter-

viewer had the sensation that allowing input from all quarters was perhaps linked to the political dimensions of policy and policymaking in that being completely informed as to people's feelings, the board could avoid policy decisions that might create a needless uproar. This was the sensation received by the interviewer when trustee # 13 said that "You must consider all groups before you make policy." (13.29)

The feeling that there were political elements involved in trustee # 13's views of policy and policymaking was further strengthened when he discussed influences on the policymaking process. His greatest emphasis in this area was the electorate. More specifically, he suggested that "the most important part of the electorate" were "the parents who have students in school." (13.14) He also recognized, however, that "you have to give some consideration to the other people of the public too." (13.14) He was quite specific in outlining what he meant by "giving consideration." He stated that he had "to accept the comments that they have made and sort of involve that in making my decision." (13.16) The involvement that he spoke of was in the form of putting "forward what they're saying" (13.16) "not as I particularly may feel, but as I feel that the people that I represent feel." (13.17) It appeared from this, then, that trustee # 13 viewed his role in policymaking to have a distinctly political facet to it. He seemed to verify this when he outlined the role of the indi-

vidual trustee in policymaking. To him, the individual performed three functions. The first was "to get all possible information." (13.16) The second was to let "all interested people have an input." (13.16) And the third was "to make a decision as a trustee on behalf of the area that you serve and not" as you might feel. (13.16)

Apart from the influence of the public in policymaking, trustee # 13 recognized that the "superintendent probably has a very strong influence on what policy of a division is." (13.13) As well, finances appeared to influence the process in that it was stated "you have to have the money to be able to implement the kind of policies that you would like." (13.22) A significant influence in trustee # 13's mind appeared to be that of time. It was considered to be "a sort of major item lots of time" (13.22) and it was pointed out that trustees might be able to make policy "even better if...more time...was available to...study it." (13.24) The significance of time's influence on policymaking was underlined by trustee # 13's acknowledgement that the only limit to input from outside sources was the "physical" limitation imposed by the "amount of time" that trustees could "put into the job." (13.15)

From the amount of emphasis given to political elements in policy and the policymaking process, the researcher was left with the impression that to trustee # 13, policy and policymaking had distinctly reactive components to them.

This impression was heightened by the assertion that policy was made "as the need arises" (13.9), and by the description that suggested an incremental and situational approach to policy formation (13.10):

...if the situation arises where you see you need a little more direction than what you've given originally, then maybe you make a little more policy...

This reactive approach appeared to be quite consistent with trustee # 13's views of latitude in policy. It appeared that perhaps formulating policy strictly as needed was maybe one way of ensuring that a maximum amount of latitude would be available to professionals.

All of the views expressed by trustee # 13 concerning policy and policymaking were attributed to experience as a board member and in life generally. In this connection he stated that "it's been sort of a life time process in a sense of sort of coming to the viewpoint that you do." (13.5) He cited "seeing what I would consider poor policy in action" (13.26) as having been influential in developing his views, and he pointed to "being involved with professionals" as having had "a pretty strong effect" on his thinking. (13.24) The latter he underlined by saying "that's where you sort of develop the thoughts on policy and how things should be done." (13.25)

According to trustee # 13, he attempted to approach policy and policymaking in a fashion that was in keeping with his views. He suggested that having "a specific direc-

tion and philosophy about education" caused him "to approach policymaking in a specified way." (13.7) Specifically, he reported that he attempted to "give as much scope to professional people as possible." (13.10) As well, he admitted to feeling that "you have to involve all parties concerned" in policymaking (13.19), and that you have to try "to cover all aspects of what we're making policy for." (13.27) When discussing the likelihood of trustees' views being influential in determining the types of policy statements that would be drawn up by boards, he appeared to agree and commented "I think you're right." (13.29)

#### INTERVIEW # 14 - SUMMARY ANALYSIS

Trustee # 14 was a forty-six year old female with two years experience on an urban school board. During that time she had chaired one of the board's subcommittees. Her formal level of education was a Grade 12 standing and she was employed in the field of motivation counselling.

Throughout the course of the interview, trustee # 14 gave the impression of being uncertain as to what was expected of her. This may have been a function of the interview's structure or of the interviewer's presence. Although the cause of her apparent discomfort was not clear, she gave several indications of her uncertainty throughout her responses. She, at one point, was apparently very concerned

with responding appropriately and she asked "Is that what you want me to say, or am I saying the wrong thing?" (14.5) It appeared that she was looking for either cues or clues as to what her responses should be. One of her questions was "Can I use that as an example?" (14.6) As the interview proceeded, she continued to apparently seek approval by asking "Is that what you wanted? Does that answer your question?" (14.8), and by making comments such as "...if that's what you are talking about..." (14.20) As well, throughout the interview she frequently repeated the questions out loud as if to verify them in her own mind and to check them out with the interviewer. It appeared at the end of the interview that a part of this apparent uncertainty might have been related to the time constraints under which she felt herself operating. In this regard she stated (14.31):

I think that probably if I'd had more time to really zero in on them I probably could have given you a better hour on them, because I could have probably gone back and maybe thought of a lot of things - sort of in the back of my mind - but off the top of my head - you know..."

This feeling of "time constraint" suggested that trustee # 14 perhaps felt that she had difficulty responding to questions without the opportunity to first mull over her thoughts. This may have contributed to a second phenomenon noted during the course of the interview.

It appeared at several points in the discussion, that trustee # 14 had difficulty thinking about policy and policymaking in an abstract and generic sense. On several of



the questions, she related very specific examples of policy and policymaking with which she had been involved, but did not address the questions posed to her. When asked, for example, whether her "viewpoint about policy" had changed, she replied (14.3):

My viewpoint of policy changed? Yes. Yes. I would say so. Not the overall policy but I know that some of the policies that we have in our manual - we have changed because we just didn't feel that they were - wording had to be changed or..."

Later, when asked "What kinds of things influence how policy is made?" (14.17), her reply was "What kinds of things? - bussing of students is one of them..." (14.17) It appeared that her preoccupation with specific policies at times interfered with either her ability or her willingness to discuss policy and policymaking abstractly. When responding to a question about what "roadsigns" might exist to indicate the need for policy or policy revision, her reply was "Oh yeah, I can see one I'd like to see go through - and that's more resource at the elementary level..." (14.20) Again later, she was asked "How have you arrived at your view of" policy and policymaking. Her reply was (14.21):

My view on it is I think policy is good - I think we need it - I think, like I said, I personally would like to see a change in one area - I don't know if it'll come about or if it'll ever come about."

It was from responses such as these, that the interviewer was left with the impression that trustee # 14's views about policy and policymaking had a tendency to focus on very

tangible and specific elements as opposed to abstract notions. Notwithstanding, however, she did identify key elements in her thinking about policy.

To trustee # 14, policy was "a guideline for the ...principals and staff to follow." (14.1) It was viewed as giving "directions to the administrators to follow", and one of its purposes was to keep "everybody on track." (14.1) One aspect of policy that was stressed throughout the interview was that of "utility." Trustee # 14 felt that it was "important" to have policy (14.2) and suggested that one reason for this importance was that "it helps us if we are confronted by the public on different issues." (14.2) In that instance she indicated that policy was useful in that "we can go to the policy and say...this is the way it's set up and this is the way we have to follow it." (14.2) It appeared that one of the functions of policy, then, was to protect the board and that policy had a certain political element to it. The notion of policy being useful was reaffirmed by trustee # 14's comment that (14.4):

...if something comes up, I know that I can go to the policy and I know that I'm on track. If I didn't have the policy then I would be floundering all over the place.

She later added "I don't know what I'd do if I didn't have it" (14.8), "I rely on policy." (14.30) Part of policy's functional purpose appeared to be that it helped her "to cover all things in a proper way" in order to deal "with them all equally and to the benefit of the student -

taxpayer - and the whole division." (14.5) As well, it was her feeling that policy was "built around" goals and objectives of the division, and as such it functioned to approximate divisional aspirations. (14.3)

Trustee # 14 also identified attributes of good and bad policy. To her, a policy was good "if it sits good with everybody" and "not just the board members or the administration" but also "the ones that that particular policy is made for." (14.22) In her own words, the best policy was the one that "pleases everybody" (14.23) and would "meet the needs" of the division. (14.25) Her view of poor policy was in keeping with this and identified policies that created "dissention and unhappy people" (14.24) or went "against the needs" of the division, as bad. Trustee # 14's views with respect to good and bad policies appeared to have decided political overtones to them as witnessed by her statement that "a good policy can be bordering in between...the middle mark..." (14.25) This impression was strengthened through later responses dealing with policymaking. However, it appeared that the three key elements in her thinking about policy were 1) direction, 2) usefulness, and 3) politics.

When discussing policymaking, trustee # 14 affirmed that the board made policy. (14.11) However, she acknowledged that this was not done in isolation, but rather with "some guidance from our administration on policy - wording and so on." (14.11) She later went on to state that input from "other groups or individuals" was also used in policymaking:

"...if we get something that comes up by an individual or by individuals... then we go back...and have a look at that policy..." (14.12) She did not advocate setting any limits to the amount of input individuals should have. (14.13)

In describing policymaking, trustee # 14 outlined in general terms a four step procedure. To her, "policy would start if an issue came up" and would result in initiation of the process if it was felt that "there's some need for policy." (14.16) This would be followed by referral to a committee where individuals "would look at it." (14.16) It would then "come back to the board" for discussion and clarification, and would finally be voted upon. (14.16) She made it clear that a policy could involve several moves from the committee to the board and back again until "everybody is in agreeance." (14.16) The phrasing of her description of the policymaking process left a distinct impression with the researcher that the process was somewhat reactive in nature. This appeared harmonious with the political dimensions of her views about policy and she gave several other indications that policymaking was reactive. When elaborating a bit on the policymaking process, trustee # 14 pointed out that the trustees looked at policy and would "change it if there's a need for it" (14.12), or "if it warrants changing." (14.8) She suggested that when a "situation arises...then we know we have to look at it." (14.29)

This reactive element in policymaking also seemed apparent in trustee # 14's description of influences impinging on the policymaking process. A significant influence in her mind was that of "changing" times. (14.18) It was her feeling that policies had to keep pace with changing times and as a consequence had to react to changing considerations. (14.18) To make her point, she cited the example of changing economic conditions. (14.18) As well, she identified "public pressure" (14.19) as making her aware of the need for policy change or revision and this again reflected her political considerations. It appeared that trustee # 14 recognized a political influence on policymaking itself. She reported that (14.21):

...we have to meet the needs of the people - we have to meet the needs of the children - we have to meet the needs of the parents - we have to meet the needs of the staff and also we have to meet the needs of the taxpayer right now.

The reactive and political views seemingly held by trustee # 14 appeared to have a marked effect on her approach to policy and policymaking. She admitted to going through policy to "find out what" people "want and if it's satisfactory - to both sides" and to make "the appropriate adjustment." (14.12) To this end she espoused a "sort of leaning to the public for input" (14.15) which she viewed as necessary in her role as an information gatherer. (14.14) Part of the effect of her views on her approach appeared clear when she said that "you really have to - in some cases

you have to sort of order yourself in the middle." (14.23) It was her feeling that she had "to be comfortable" with policy and so she set out to develop policy that would "be acceptable." (14.26) This she did even with her fellow board members and suggested that "we see each other's needs as to policy and we do compromise." (14.27)

The views held by trustee # 14 with regard to policy and policymaking had in her own words come about "through experience." (14.25) She felt that she had learned "by being involved" in policy situations. (14.25) It was her feeling that she had "found out the hard way" and "that these things you're not aware of when you become a trustee - you find out as you go along." (14.15)

#### INTERVIEW # 15 - SUMMARY ANALYSIS

Trustee # 15 was a thirty-nine year old male who had served on a rural school board for three and a half years. During that time he had chaired three board committees while performing his regular trustee duties. The holder of a Bachelor of Physical Education degree, he was employed by a government department as a recreation counsellor.

Trustee # 15 viewed policy as "guidelines of the board" (15.1) which were used as a "way of setting direction." (15.1) He felt that policy was necessary (15.5) and cited that the board "would be a little disorganized" (15.6)

without it. He suggested that part of the purpose "of policy is to standardize procedures, goals, aims, that sort of thing - in what we're doing..." and to try "to be equal in each school." (15.6) He was quite concerned that the school board "treat everybody equally throughout the division..." (15.6) It appeared that he viewed policy as being largely functional, and this was corroborated when he agreed that policy was "a tool for accomplishing or achieving specified goals and objectives...set out for" the division. (15.3)

Apart from this, trustee # 15 identified three differing types of policy. The first he called "direct policy" and suggested that it was to be stringently "adhered to" with "no ands, ifs or buts." (15.2) The second type he classified as "general" policies and characterized them as being "sometimes a little fuzzy." (15.2) These general policies were exemplified as policies "in general philosophy or policy having to do with education" (15.2) and were considered to lay down "the general guidelines." (15.2) A final distinction in policy types made by trustee # 15 was that of "commonsense policy or the unwritten policy." (15.9) This type of policy he equated with "what went on in the past" and he suggested that some policy was set "by past precedent." (15.10)

The distinction of different types of policy by trustee # 15 appeared to reflect a desire on his part to include an

element of flexibility in policy. Although he pointed out the necessity of adhering to "specific policy" the presence of "general" policy provided sufficient flexibility to allow administrators some degree of latitude. He admitted that "they do run their own ship to a certain extent but, under the guidelines." (15.14) It seemed that a certain amount of latitude appeared desirable and that "specific policy" could be invoked as a safeguard, should this latitude be abused. In support of this impression, he later suggested that if policy didn't work, he saw "nothing wrong with changing it or reversing it or erasing it." (15.26) Trustee # 15's ultimate view of policy was that it was "a professional approach versus a common sense kind of amateurish approach." (15.28)

In his discussion about policy, trustee # 15 identified three attributes of good policy. To him, a good policy was one that was "well thought out", one that was "clear and specific", and one which was "going to benefit the educational system." (15.23) In keeping with this he viewed bad policy as being "not very well thought out" and with "no background preceding it." (15.24) As well, policy with "no outlook to the future" was also considered poor." (15.24) In short, trustee # 15 viewed poor policy to be "just the opposite" of good policy. (15.24)

During the course of the interview, trustee # 15 identified several key elements of policymaking in his mind. In



the first instance, it was his view that "the board sets the policy" (15.1) through "motions" carried by a "majority" of its members. (15.11) Although inherent in his views appeared the notion that "the board is the boss" (15.13), he appeared to believe strongly that "the most important job of a school trustee" was that of "establishing policy." (15.31) It seemed that his view of the board as policymakers was directly linked with his strong feelings about the necessity of policy. (15.5)

When asked to outline the specific steps involved in the policymaking process, trustee # 15 responded in somewhat general terms. To him, "something happens in the division" where "we don't have a policy to cover that", and this stimulated investigation into "a policy to cover it in the future." (15.17) From this intiation the question would "go through the proper committee for deliberation" and investigation. (15.17) After this, it would go "back to the board" where a decision would be made. (15.17) Although his description of the process appeared to be quite general, it was felt that this was a reflection of his desire to retain flexibility in policy, and a great deal of emphasis was placed on input into the policymaking process throughout the interview.

According to trustee # 15, "most policies or directions that the division's taking is in consultation with the superintendent's department." (15.4) However, input from

sources outside of the board extended beyond the senior administration as it was pointed out that "if a trustee or the superintendent or somebody in our staff has an idea" related to policy, "we'll discuss it." (15.11) The implication was that the board looked favorably on this type of input. It was noted, as well, that trustee # 15 stressed input particularly from division staff (15.12):

...we do call the principals in from time to time from some of the schools if there's a particular policy that's going to affect them - or they can come to us any time as a delegation to school board meetings...

This appeared to be due to a desire to establish harmonious working relations between staff and board members. It was felt that this might have been in reaction to trustee # 15's experiences with the previous superintendent of his division. (15.13) In support of this, he suggested that principals initiate "some changes" (15.13) while working with trustees "as a team as much as possible." (15.16) He noted too, that "trustees have a lot more input" than they had previously. (15.16)

Although stressing input from division staff in the formulation of policy, trustee # 15 hinted that input from the public was also taken into account and at times actively solicited by trustees. He cited an example dealing with the establishment of a French Immersion program and pointed out that "we talked to people in the community" and "had our own public meeting." (15.19) As well, this example appeared to

provide evidence that trustee # 15 looked favorably on input from a variety of sources. He mentioned having "talked to the French Bureau" in connection with this specific example (15.19), and at another point suggested "looking at what other school divisions do or by getting help from the province or whatever." (15.18) It seemed from all of this that trustee # 15 held input from all sources to be an important element in the policymaking process.

Trustee # 15's view of the individual trustee's role in policymaking also appeared very general. He advocated that a trustee should "initiate changes" and "lobby if he can." (15.14) However, at several points in the interview he emphasized that the individual's role was in "establishing policy." (15.31) This he described as setting "down guidelines and policy" and "saying this is the way we want to go within this division." (15.29) He considered the role of the trustee as "not getting directly involved in...the decision making of the schools", but rather in trying "to make policy and trying to see that it's carried out" (15.7), and he described the individual's action as that of a "watchdog." (15.7) The implication appeared to be that the role of the individual was to gather as much information as possible from the various sources of input, and then to make policy decisions based on that information. It was, perhaps, for this reason that he stated "...there's probably no limit..." to the amount of input that should be allowed

as "we like to look at all avenues and different ideas..." (15.14)

In his thoughts on policymaking, trustee # 15 identified certain elements that he felt were a significant influence on the process. To his mind there were "a lot of things that" could "influence it." (15.19) One particular influence was "how strongly the superintendent" felt "about something." (15.19) Although partially a reflection of his experiences with the former superintendent, he nonetheless suggested that the superintendent still had significant impact on policy by stating (15.27):

...the making of policy and direction has changed and the major change there would be the change of the superintendent who is the chief executive officer...

He went on to state that "in any division...the superintendent is probably the key personnel in policymaking - policy changes - that sort of thing." (15.23) Another influence, he felt, was the political ability of trustees. To that end he suggested that policy "could depend a lot on the lobbying of some trustees." (15.20) As well, it appeared that knowledge was considered an influencing factor as he considered that "some policies are made through ignorance and lack of information." (15.20) The last policymaking influence he identified was that of financial constraint. He pointed out that "we are in a recession and cutting back" and that this presented "a problem", if you "set policy" but then find that "you can't carry them out." (15.31)

It appeared evident from trustee # 15's views that there was a political dimension to his thinking about policy and policymaking. One example of this political element showed itself in his discussion of informal and unwritten policy. It was suggested that "if it's down in writing, then there's no area to manoeuvre" (15.10), and this was apparently considered undesirable, particularly when dealing with "grey areas or very touchy areas." (15.10) At another point, he suggested that when making policy, "you can also...cover your butt by having a trial period..." (15.26) and at the same time indicated that it was desirable to make sure that "the public is happy with it." (15.26) Statements such as these coupled with the attention to staff input and the various types of policies existing in trustee # 15's mind all contributed to the impression that policy and policy-making had political components to them.

This impression was heightened by some of his statements which projected policy as being reactive in nature. He indicated that "as something comes up" then policies would "be changed" according to the different "situations" that arose (15.20), and he strongly advocated being "constantly ready for change..." particularly if things weren't "working." (15.26)

The views held by trustee # 15 appeared to be the result of experience as a board member. He suggested that as a trustee "you learn the system" (15.15), and that his view

had "changed in the last three and a half years." (15.17) It had "developed" (15.21) through the experience of having seen both and good and bad policy. (15.24) The extent to which he felt that he had learned through experience appeared evident in his comment that "every meeting is an experience and you" learn from it. (15.26)

To trustee # 15, the views he held affected his approach to policy and policymaking. He felt that as a result of his thinking, he tried to approach policy and policymaking "with first of all getting as much knowledge about the subject as possible." (15.25) He felt that it was important to be "well informed" and to try to "improve...whatever area you are dealing with" (15.25) and that "rather than leaving things to chance" (15.8), he would actively pursue policymaking. One of the effects of his views on his approach appeared to underline the political dimensions to his thinking (15.16):

...I have learned to play the game quite well. I know how to talk to people, debate, line up support, lobby - which is very important.

In concluding the interview, he indicated that trustees' views on policy and policymaking would "certainly" be reflected in the "kinds of policies" that come out of a board. (15.29)

INTERVIEW # 16 - SUMMARY ANALYSIS

Trustee # 16 was a thirty-seven year old female who had served three years on a rural school board. During that time she had held office as Chairman of the Board, and had served as chairperson on two standing committees. She was employed in a supervisory capacity with a government agency and had completed two years of post-secondary education.

A key emphasis in trustee # 16's views about policy appeared to be that of generality. To her, policies were "things that are written down that direct our administration." (16.1) She pointed out, however, that although they were "written directions", they were "not specific in nature." (16.1) Policies served as "guidelines" (16.1) and provided "a focal point" (16.6) for people in the division. Her stress on the non-specific nature of policy appeared to be the result of her desire to prevent trustees from injecting themselves into administrative areas. In this regard she said (16.4):

I would like to see an overall policy that all people in the division are aware of and adhere to. But, I don't want to get into making a decision for this school and a decision for that school...

In support of this feeling, she pointed out that a certain "degree of latitude in the interpretation of" the "guidelines" existed. (16.1)

Another element in trustee # 16's views about policy was the relationship between policies and goals. In keeping

with her desire to have general policy which was somewhat flexible in nature, she felt that policies should "suit the long term goals." (16.2) In order to ensure this, she recommended that "long term goal setting...have a review of policy sort of innate in the process." (16.3) Her desire for flexibility appeared evident in the statement that "there has to be some room for manoeuverability in the policy." (16.22) The implication seemed to be that policy should serve goals of the division, but if over time these goals changed, then policy should be able to change in the same direction. This appeared to indicate a somewhat functional view of policy by trustee # 16, and was reinforced when she said that "there has to be some sort of process that's there to either formulate a new policy or to revise it so that it answers people's needs." (16.20)

Trustee # 16 expressed quite succinctly her views of what characterized good and bad policy. In her mind, good policy should direct "itself to a specific issue." (16.20) At the same time, it was to be "easily understood" and "not vague." (16.20) A third attribute of good policy identified by trustee # 16 was that policy should have been formulated with "some input" by the "people who have to implement" it. (16.20) And finally, a good policy had to be "workable." (16.21) Bad policy, on the other hand, was deemed to be policy which "no one really understands... or knows why" it's "there." (16.20) Such policy in her mind would



"confuse an issue more than clarify it." (16.20) As well, bad policy would be policy that tried to "be all things to all people." (16.20) It was felt that the emphasis here was also with "generality." It appeared that in order for a policy to be all-encompassing, it would have to be either extremely vague or very specifically constructed. In the first instance the policy would be ineffective, while in the second case it would be overly constricting. This appeared to be a primary concern in her views about the attributes of good and bad policy.

To trustee # 16, policy was "very definitely" necessary for the school division. (16.15) In her words, "policy has to be there as far as I'm concerned" (16.4) and she felt that her "whole job as a trustee" was "to set...policy and...guidelines." (16.4) She pointed out that "as a trustee I see myself and my fellow board members as making the final decision" with respect to policy. (16.12) However, she emphasized that policymaking was a "joint effort between the trustees and the administration." (16.11) Although she indicated that this had not always been the case, she strongly affirmed that trustees and administration now worked "as a team making policy." (16.11)

When describing the policymaking process, trustee # 16 stressed the notion of input, particularly from administration and staff. Through the examples she used (16.11) it became apparent that the superintendent's department, the

principals, and the teachers had the most input into the policymaking process. Although stating that the board tried "not to impede input" as it liked "to hear from all" (16.13), she admitted that "the local parents in the community don't seem to have very much involvement in policy." (16.11) Even with the "odd delegation" appearing before the board, she felt that "we never have any input from the community." (16.12) This situation appeared somewhat undesirable in her eyes, but she seemed to be at least partially reconciled by the view that "trustees" were "representatives of the community." (16.13) As well, she indicated that efforts were being made to increase parental input through "having a once a year revision" where "people were invited to come to a policy review meeting." (16.18)

Policymaking to trustee # 16, appeared to be a somewhat reactive process and this was in keeping with her views of policy being functional. She reflected that "you know when a policy has to be made if you're continuously faced with a particular problem." (16.17) This functional approach seemed to underlie the policymaking process which she outlined as consisting of five steps. (16.14) According to her, one first of all needed "a reason to have a policy." Having determined such a need, one then had to figure out who should be making this decision and why." The third step consisted of gathering "information" and this was the step in which input from all sources would be used. This would

be followed by the board attempting to "cull it...sort it out...and prioritize" it. The final step in the process would be to write up a policy and adopt it.

Trustee # 16 saw the role of the individual trustee in this process as that of gathering (16.13):

...as much information as they as an individual can and to give the benefit of their knowledge on any particular part of the policy, and then to act as a group - hopefully to reach consensus.

Again, there appeared to be a strong concern with making an informal decision, and this was very much in keeping with her previous views about soliciting input and working as a team. It was felt here, that trustee # 16 viewed the team approach as one in which members would add to each other's knowledge even though the board had the "final decision." (16.13) The concern or desire to reach a consensus appeared to reflect some political concern and awareness on the part of the respondent. Although not frequently mentioned, she did appear to recognize at least the potential for political elements in policy and policymaking when she discussed unwritten policy. In her mind, policies should be written down as people might protect "their hidden agendas" if they were not. (16.10)

During the interview, trustee # 16 identified what she considered to be three significant influences on the policy-making process. The first of these could best be described as trustees' projections about the impact of specific policies. To her mind the policymaking process would be influ-

enced by the perception of "how policy is going to affect people." (16.16) The second influence was that of "personalities" and their compatability with specific policy proposals. Both of these considerations appeared to have political dimensions to them in that there appeared to be a concern with the acceptability of the proposed policies. This appeared consistent with the earlier allusions to reactivity in policy and policymaking. The last influence identified by trustee # 16 was that of financial limitation. In her words, "budgetary restrictions impact on policy." (16.16)

The views held by trustee # 16 appeared to be largely derived from "experience as a trustee" (16.3), coupled with her "own experience in administration." (16.5) She remarked that she had been "aware" of other people on the board "that had some problems with a lack of policy" (16.7) and that she worked "with policies jobwise." (16.19) Her emphasis appeared to be on the experience she had gained as a trustee during which time she had had to live "with some really bad policies" and had seen "the results of really bad policies." (16.21)

The effects of trustee # 16's views on her approach to policymaking centred on two aspects. According to her, she had "learned through experience not to make policy too rigid" (16.22), and this corresponded to her views on the generality of policy. However, the greatest stress was

placed on input into policy. She felt that "you have to get input from the people that" policy "affects" (16.19), and that because of that,

she was "a little more ready to listen to people." (16.14) She admitted to liking "to open a dialogue" (16.5) and reiterated that input should come from "the people that policy is going to affect." (16.5) Once again, there seemed to be a political dimension underlying her concern in this area and this appeared evident when she suggested that "People who don't have any input into anything" are "not very willing to live with a policy or enforce that policy." (16.19) This sentiment was in keeping with her desire for "workable" policy.

Trustee # 16 appeared to feel quite strongly that the views held by school board members would be influential in determining the kinds of policy statements that would come from boards (16.25) and it was evident that she felt her views influenced her own approach to policy and policy-making.

#### INTERVIEW # 17 - SUMMARY ANALYSIS

Trustee # 17 was a thirty-seven year old male. His formal level of education was a Grade 10 standing and he was employed in a middle management capacity with a banking company. He had served two years as a trustee on an urban

board, and during that time had held the positions of Chairman of the Board, Vice-Chairman and chairperson for the Negotiations Committee.

In trustee # 17's view, policy was considered "necessary for the working of a school district." (17.7) He felt that "you have to have guidelines for people to work by" (17.6) and that "without policy there's chaos." In keeping with this view, he recognized policies as "the rules that are set for the standards of education and how education is going to be delivered within" the "district." (17.1) Although he was emphatic that "policy, once it's laid down, is there to be obeyed or to be followed" (17.1), he indicated a concern with flexibility in policy. It appeared that he felt policy should not be constricting in nature and that the way to ensure this was to make sure that "boards are flexible." (17.1) When he suggested that policies were "not carved in stone", he appeared to be alluding to the possibility of changing policies by maintaining flexibility in the policy-making process. (17.1) In this regard, he suggested that "a board should be flexible enough - if it's proven that the policy is incorrect - they're there to change it." (17.1) It was his opinion that "policies have to be looked at all the time and as necessary, ammended" (17.6) in order "to do what is best finally for the school district...and the pupils in the district." (17.4) This appeared to be one of the underlying purposes of policy in his mind, and seemed to reflect the notion that policy had a functional purpose.

In his thoughts on policy, trustee # 17 discussed the relationship between policies and goals. He suggested that "very tenuous links sometimes" existed "between policy and goals" (17.2), but that this was not necessarily the ideal. He stated that "although you would hope that your policy always does contribute towards your goal", this was "not necessarily" the case. (17.2) To make his point, he cited the example of student exclusion in a system whose professed goal was to keep "students within the system for the maximum amount of time." (17.2)

There appeared to exist a degree of uncertainty in trustee # 17's views about two aspects of policy. Although he identified policy as being "rules" from which there was to be no deviation (17.1), he later suggested that "policy itself can have a certain amount of leeway" (17.10) built into it. However, he pointed out that he couldn't think of an example to illustrate his views, and it was felt that perhaps he was projecting a desire for increased flexibility. Another area in which there appeared to exist uncertainty was that of informal policy. When asked if policy could exist without being written down, trustee # 17 was quick to respond "Yes it can exist." (17.9) Again, however, he could not think of an example and it appeared that he was responding from a sense of intuitive feeling which had not yet crystallized to the point of clear articulation. This apparent uncertainty about informal policy may

have contributed to his view that policies should be written down to provide "an orderly way of referring to" them (17.9), and to his feeling that policy "has to be in black and white." (17.9)

Trustee # 17 identified, in his discussion, attributes of both good and bad policies. To his mind, policy had to first of all "be workable." (17.22) This appeared to be a reflection of his functional orientation previously mentioned. As well, policy had to "have a certain result" (17.22), and it had "to work towards the betterment of the system." (17.22) Again, his orientation towards policy being functional appeared to be present. One attribute of a good policy mentioned by trustee # 17 was that of policy being "understandable." It was his feeling that even if policy was "not agreed upon...you have to be able to give good reason as to why you want that policy." (17.24) The implication was that such a reason had to at least be understandable to the public, and this particular attribute appeared to reflect a political dimension to his thinking about policy. His description of bad policy heightened this impression as he suggested only one attribute in this area. To him, a bad policy was one which "may cause later on more problems than existed in the first place." (17.23)

The importance of political considerations was not limited to trustee # 17's thinking on policy alone. It extended to his views about the policymaking process as



well. He suggested that "a tremendous amount of pressure" existed in "policymaking" and that part of this pressure was "political." (17.27) By his own admission, "school boards are...a lot more political than they once were", and now trustees are "sometimes prepared to make trades" in the policymaking process. (17.4) Because of this, he felt that bargaining "sometimes" impinged on policymaking. (17.4) In further support of this political dimension to policymaking he suggested that smooth working policies had to be developed in order to gain "the confidence of the parents that put their kids in our district." (17.7) From this, it appeared clear that political considerations constituted one element in trustee # 17's views about policymaking.

Trustee # 17's thoughts on policymaking also appeared to have a certain degree of caution underlying them. When he suggested that the "board makes school division policy" (17.11) he was quick to note that "if you're not careful administration can make it and just get it endorsed by the board." (17.11) At a later point he indicated that "at least once a year we meet without any administration...present", and that "quite a bit of policy has come out of those meetings because we haven't had the administration there." (17.12) Even when discussing the process of adopting a policy, he suggested that when a policy proposal "comes back" from the administration, that the trustee "want to just make sure that it's written as" they "want." (17.18)

It appeared from these statements that there was a cautious approach by trustees and that this perhaps influenced policymaking in the division. It also seemed that this careful approach was likely the result of some negative experiences in trustee # 17's background.

Notwithstanding the underlying degree of caution apparently present in his thinking, trustee # 17 outlined policymaking as essentially a three step process in which a great emphasis was placed on the notion of input. According to him, when it was felt that "something or other should be changed", or that something...should be put down", or that "something should be regulated" (17.16), then the policymaking process was initiated. Following this, the second step in the process was to approach the administration and "ask them to come back with their recommendations as to what can be done." (17.16) The final step was to place the recommendation before the board where a decision would be made. (17.16)

The high priority placed on input appeared obvious from the outset of the steps outlined here. Trustee # 17 suggested that although "recommendations normally would come from the superintendent...the actual start on making...policy or changing...policy could quite easily...come from the grass roots." (17.12) Further in his discussion he agreed that he "definitely" looked favorably on input from various areas (17.12) and he outlined his feelings as follows (17.13):

I have no problem at all with receiving deputations - talking to teachers - talking with everybody that wants to talk to us from - you know - parents and students as well - because I think it's important.

The reason for his apparent emphasis on input into policymaking was reflected in the statement that "we have to get as much information from different parties as we can" (17.13), and in a particular vision of his role in the policymaking process.

With this role of the individual trustee in policymaking, trustee # 17 reflected, once again, the importance he apparently attached to input in policymaking. It was his opinion that trustees had to "weigh up...where...input is coming from" and the reasons why it was being given. (17.14) Apart from this, he felt that an individual had to put his "own personal philosophy into it" and that, he acknowledged, "sways you." (17.14) Although he appeared to consider input into policymaking as a very significant element which had implications for the view he held of the individual trustee's role, he did not advocate totally unlimited input. He suggested that "time constraints" would limit the amount of input any group had. (17.13)

Trustee # 17 also identified, what he considered to be, significant influences in the policymaking process. In this regard he acknowledged that "power groups" and "pressure groups" attempted to sometimes "make big changes" in policy (17.13) and he implied that at times it was necessary to

limit their input in order to reduce undue influence. However, it was his feeling that by far the most significant influence on policymaking was in fact the individual trustee's personal feelings. He voiced this viewpoint by saying "I still lay down that it's whatever the trustees feel is for the school district - best for the school district." (17.18) To him, that had "to be the total and top criteria." (17.18) It appeared that trustee # 17 felt that intuition had at least a part to play in policymaking. He suggested that although he didn't "think you'd necessarily know - you would hope it was going to be a good policy", and that "you would" have to "just try in your own mind to work out if" it would be good. (17.26)

Much of trustee # 17's description of policy and policymaking appeared to provide a reactive framework for board action. Although it was felt that this was true to a certain extent, it was also felt that this was in part due to his desire to have functional policy that was at the same time flexible. For these reasons, he was concerned that policy should "be brought up to date because things are changing all the time." (17.20) He felt that (17.27):

...you have to be prepared to change your mind because somebody's put a very good reason as to why that's not working - you have to be prepared and able to put your own views and maybe change other people's minds.

However, he did give evidence that policymaking was not totally reactive to problem situations or decisions that had

to be made. He made the point that policy could be initiated by "just...an idea", and implied that it did not have to be in response to a crisis situation.

The views held by trustee # 17 appeared to be largely the result of his own experiences. He pointed out that after leaving school, he "had no real idea at all about what policy was or how you could lay it down..." (17.3) and suggested that it was only "through experience" that you "learn the ramifications of doing certain things." (17.4) As an example, he stated "...now I can see both sides of an argument." (17.7) The importance of experience in developing trustee # 17's views was not limited to his time in office. He pointed out that "I do know what effects policy has on myself" (17.25), and remarked that "we all work in an organizational type of system and so we all know what policies are and what they can be." (17.25) It seemed apparent that his views had been developed through a process of life-long learning, and that his entire range of experiences had contributed towards his views of both policy and policy-making.

Trustee # 17 appeared to feel that the views held by trustees would, in fact, be influential in determining the kinds of policy statements that would emanate from a school board. In response to that particular question, he stated "Yeah, I suppose you have to look at each person individually." (17.27) For himself, he was able to identify ways in

which his approach to policy and policymaking were affected by his views. He acknowledged feeling "that sometimes we have to go out and seek other people's views" before making policy, and that it made "you careful as to how you make your decisions." (17.8) He professed wanting "to go into the schools personally", and having a need "to understand what it's like in" his community. (17.22) The overall effect of his views appeared to be twofold. In the first instance he seemed to want to get as much information as possible, and, in the second place he appeared to desire a certain degree of caution in making policies. These two sentiments appeared evident when he summed up the effect of his views by saying (17.22):

...you have to make certain - as far as is humanly possible - that you are aware of the results of that policy and how it's going to affect - and that there are no negative things for the students themselves.

### Chapter III

#### GENERAL SUMMARY ANALYSIS

The purpose of this chapter is to identify recurrent themes and areas of emphasis found in trustees' responses. Focusing on trustees' views about policy and policymaking, on the attributes assigned to good and bad policy, and on the perceived effects of individual views, the presentation that follows is a general analytic summary of the raw data. To facilitate this presentation, summary charts have been prepared for each interview. These charts were constructed by replicating the matrix of focussing question (Figure 1) found in Chapter 1. The interviews and the participant validated summaries were each carefully studied, and both statements and sentiments corresponding to the questions addressed in each cell were then noted in the appropriate spaces. The resulting seventeen grid sheets presented here are consequently a further distillation of the original research data and their development was guided by the phenomenological validation of the earlier individual interview summaries. The end result is seventeen single charts noting the key elements of trustees' thoughts about policy and policymaking at the time of the interviews.

The summary sheets that follow contain both direct quotations and sentiments expressed by the participants. In some cases, ideas were expressed piecemeal over an extended portion of the interview and it was not possible to provide direct quotations because of the restricted space of the grid cells. For this reason, although each idea on the summary sheets is indicated by a dash (-), not all of these are in quotation marks. Those which aren't represent the author's interpretation of the respondents' views about a specific area. Using this method of recording, it was possible to develop single page summaries for each interview which not only reported actual phrases of the subjects, but which also allowed for the representation of frequency, emphasis and intonation in the responses. It will be noted that each summary sheet deals with only one interview. The numbers that appear next to ideas and quotations in the grid cells refer to the pages in the original interview transcript wherein the recorded ideas can be found. These numbers have been provided for readers wishing to examine the complete context of specific statements or ideas.

Two points are of particular note when examining the summary grids. The first is that the row labelled "REASON FOR VIEWPOINT" specifically addressed the question of why certain views were held. The "HOW VIEWPOINT DEVELOPED" row concerned itself with the development of the viewpoint and sought to clarify responses to why specific views were held.



TABLE 1  
Interview # 1 - Summary

	WHAT IS POLICY ?	IS POLICY NECESSARY ?	WHO MAKES POLICY ?	HOW IS POLICY MADE ?	WHAT IS GOOD POLICY ?	WHAT IS BAD POLICY ?
TRUSTEE'S VIEWPOINT	"broad outline" 1 "guidelines more or less" 1 "developed to meet a specific need" 2 "more specific...than general goals" 2	"yes" 5	"school board - often on recommendation from the administration" 8 "-could be input from "any number of people" 8 "whoever is being affected should have some input into it" 9 "-ultimate decision is board's -individual role: voting for or against/making suggestions/lobbying 10	"strong awareness of need/gather all facts/contact people affected for input/draft policy" 12 "-policy "should still be reviewed" 13 "-influences: knowledgeability of trustees/time/attitude of trustees and administration 14 "if it's just not working out" 15 "if it's causing problems" 15	"as specific as possible" 4 "specific to the particular area of concern that it's addressing" 17 "not wide open to interpretation" 17 "-people are generally happy 18 "easy for our administrators to implement" 18 "-has to be "as fair as possible" 19	"too specific in terms of being able to be implemented" 4 "if it's too wide open" 4 "if you're breaking your policy every second week" 15 "doesn't really give you any guidance" 20
REASON FOR VIEWPOINT	"feeling being a school board member" 2	"Policy is one way of insuring that people are treated justly and equal - more or less" 5 "-so that employees "know what direction the board wants to go in" 5		"through experience - and from ...readings" 16	"to reduce the hassles that are involved" 17 "easier for...administration and...school board" 17	"from sitting on a school board primarily" 20
HOW VIEWPOINT DEVELOPED	"experience and discussions with other trustees" 3 "-seminars and publications "gives you an idea of what's policy related" 4	"being on the school board has been an educational experience for me" 6	"no change 11		"-through experience 18	
EFFECT OF VIEWPOINT	"I tend to be quite specific so that there's no room for such interpretation" 4	"I'm willing to spend time doing it" 6	"feels "very strongly about having input from the people who are affected" 12	"I'll spend time doing it" 16	"-wants to see the attributes of good policy "in there" 19 "I try to make it good" 21	
EXAMPLES OF VIEWPOINT	"transportation policy 1		"transportation policy 10		"transportation policy 18	

TABLE 2  
Interview # 2 - Summary

	WHAT IS POLICY ?	IS POLICY NECESSARY ?	WHO MAKES POLICY ?	HOW IS POLICY MADE ?	WHAT IS GOOD POLICY ?	WHAT IS BAD POLICY ?
TRUSTEE'S VIEWPOINT	"General orientation and direction" 1 "Some aspects cannot be fully defined" 1 "at the discretion of the board" 3 "in the light of just complete absence of guideline...got to be a...policy matter" 7-8 "a board that sets policy - whatever the hell that is" 8 "set the course" 35	"we need some...political policy-making body and school boards are it" 6	"tremendous amount of input from your top administrators" 12 "nominally it's the board" 12 "teachers...to a lesser extent" 13 "-decreasing scale of influence" 13 "-individual trustee has very limited role" 14 "-individual has to keep abreast of all...issues" 15	"conscientious effort in review, assess, implement and communicate changes in the manual" 10 "informal process" 17 "formal and informal information retrieval" 19-20 "drafting", "adoption", and "circulation" 20 "parents' groups - strong impact - not constant input" 21 "immediate feedback during process" 21 "budget is a policymaking tool" 21 "-influenced by 'representations'" 21 "you become a little more practical" 25	"spell it out in some detail" 4 "we try not to make exceptions to policy" 22 "you have to be addressing a real issue" 25 "serving a need" 25 "stated clearly" 26 "...it's observed" 27 "communicated to people in the school division" 27 "have to all perceive themselves as being treated fairly and equitably" 28 "sets the tone for the division" 25	"one which you don't need" 31 "-old and unreviewed policy that is at odds with present direction" 31 "-self-defeating policy" 32
REASON FOR VIEWPOINT	"had that attitude going in" 4	"P.S.A. presupposes that you have a school board" 6 "no choice" 6	"school of hard knocks" 23 "a strong push by RAS" 23			
HOW VIEWPOINT DEVELOPED	"recognized that often times the system gets the board 'not to address policy'" 5	"changed" 8	"altered" 17		"as a result of the process... been through" 27	
EFFECT OF VIEWPOINT	"made concerted effort to 'change' administrative decisions to administration and policy to board" 5	"make a conscientious effort at trying to address those matters" 8	"make a conscientious attempt at distinguishing between every matter" 18 "I'm very much aware of these distinctions and I try to maintain them all the time" 25		"endeavor to a question need, b) identify problem/issue, and c) draft shortly and simply" 29	
EXAMPLES OF VIEWPOINT	"whether or not you'd close a school" 2	"introduction of course programs" 7 "school closures" 7 "level of services" 7 "amount of money for computers" 7	"school closure" 14		"community use of building" 28	"use of school facilities at the discretion of principal" 31

TABLE 3  
Interview # 3 - Summary

	WHAT IS POLICY ?	IS POLICY NECESSARY ?	WHO MAKES POLICY ?	HOW IS POLICY MADE ?	WHAT IS GOOD POLICY ?	WHAT IS BAD POLICY ?
TRUSTEE'S VIEWPOINT	"function of the board" 1 "regulated, written down way... for board to deal with propo- sitions" 1 "working formula for board to do regular things" 1 "regulating forum of discussion and decision" 3 "it's a working guide" 4 "gives you direction and it's a guideline" 5 "an operative manual" 5 "policy is what allows us to let it [board] operate" 8 "-accumulation of all of the in- formation" 14	"yes" 5 "it's one of the most important functions that you have to help run the school division" 30	"it's the board's prerogative to do that" 6 "boards" 12 "we'll get administrative in- formation from our adminis- trators" 14 "everything we hire and every- thing that represents the public...they have great value ...and they...have opportunity for input" 14 "listen to everybody" 15	"we recognize some weaknesses" "we glean some information from others" 2 "change it according to...need" 5 "on many factors...incidences, occurrences, circumstances, pressure from the public, accidents, shortfalls of money, administrative advice, teachers' advice" 12 "-initiation/discussion/evalu- ation/decision model" 20 "some occurrences might change it" 20 "I receive my information from a hundred places" 24	"not all-encompassing" 1 "you can do something within limits" 4 "not written in stone...can change" 4 "-all policies written so that "nobody's guessing" 10 "farsal, it's understandable" 14 "something that is thought out" 24 "allows something to be done in a regulated fashion" 24-25 "it has to make sense" 25	"negative" policy 23 "-policy that provides "dis- allowance" 26 "-one "you never could enforce" 26 "it has no relevance" 27
REASON FOR VIEWPOINT	"from experience" 3			"it has changed since I've come on the board" 22 "conscious of the particular pressures people bring to you" 23	"I think I've always felt that way" 28	
HOW VIEWPOINT DEVELOPED		"I don't think I've changed my mind" 7	"at the beginning "you naively accept policy" 16 "once you start questioning then you're on the road to understanding better" 18			
EFFECT OF VIEWPOINT	"see how we can strengthen the wording and explain better the intentions of the board" 5 "-to give "less opportunity to misuse or misread" 5	"it not only binds you, but it allows you to work" 8	"statements you listen to, you kind of chew them up in your mind and then ask your ques- tions" 17	"I've never restricted the flow of information to me" 23	"I don't like something that restricts us" 27 "I always try to undo the regulation that surrounds it" 28 "take with me a degree of skepticism" 29	
EXAMPLES OF VIEWPOINT	"regulation of expenditure that trustees make" 7	"delegations and how they are regulated - "you have to know what to do with them" 6			"school solicitation of funds" 24	

TABLE 4  
Interview # 4 - Summary

	WHAT IS POLICY ?	IS POLICY NECESSARY ?	WHO MAKES POLICY ?	HOW IS POLICY MADE ?	WHAT IS GOOD POLICY ?	WHAT IS BAD POLICY ?
TRUSTEE'S VIEWPOINT	"broad statement of position... serves...as a guide for re- players" 1 "guide for board" 1 "guideline for administrators" 1 "specific interpretation of goals and objectives" 2 "instruments" to "achieve" 2 "so the administrator has some guidelines as to how he is to proceed" 10 -policy becomes policy when it is officially adopted by board resolution 11 "the law might say that past practice constitutes policy" 12	"without policy administrators ...have an impossible task" 10	"of course the board makes the policy" 14 -under guidance and suggestions "hopefully the board gets the best advice possible" 14 "wide variety of sources" 15 "board decides...to what extent ...groups might be involved" 15 -individual trustee has "voting responsibility" 16 "the nuts and bolts of it being developed by board members themselves" 18	"reviewing and updating and altering existing policies" 19 -initiation, discussion, infor- mation gathering, recommenda- tions, discussion and then de- cision 20 -using "best judgement of the situation" 21 -influenced by "commonsense" 22 "reasonable cost", "available resources" 22 -repeated requests to the board indicate need for policy 22 "general dissatisfaction" indi- cates need for policy 22 -evaluation "ongoing thing" 22	"specific" 2 -clarity 4 "policy ought to cover situa- tions that come up with reason- able frequency" 11 "workable and reasonable and understandable and...consistent with the...goals and objectives of your organization" 24 "the measure of all effective policy has to be...general ac- ceptance" 27 "it has to be at least accep- table" 27	"too detailed" 5 "too much policy...can sometime get in the road" "inconsistent with good edu- cation...or...counterproductive" 28 "one that antagonizes people" 29 "undermines support for educa- tion" 29
REASON FOR VIEWPOINT	"had administrative respon- sibilities" 5			"basically from experience" 23	"it just seems to me a matter of logic" 25	
HOW VIEWPOINT DEVELOPED		"always felt that way" 10	"greater appreciation of the contribution of board members" 17		"misunderstandings" 31 "you can forecast where you're likely to get in trouble" 31	
EFFECT OF VIEWPOINT	"more inclined to see some of the weaknesses of too much..." 5 "a little more tolerant about boards trying to react in a commonsense way" 6 "the more cautious you become" "far more cautious about policy and its possible implications" 9	"approach it with some caution" 11	"insist on having more input in the development of policy" 18	"more cautious" 24 "you take care in setting up the policy" 24	"careful about radical policy changes" 30 "more inclined to meet with community groups" 30 "listen at least" 30	
EXAMPLES OF VIEWPOINT	"numbers of professional people to be employed" 1	- use of gymnasium	-development of redundancy clause 17		-breadth of program offering 25 -basic notions of individual differences 25	

TABLE 5  
Interview # 5 - Summary

	WHAT IS POLICY ?	IS POLICY NECESSARY ?	WHO MAKES POLICY ?	HOW IS POLICY MADE ?	WHAT IS GOOD POLICY ?	WHAT IS BAD POLICY ?
TRUSTEE'S VIEWPOINT	"the entire scope of rules that you run a division by" 1 "areas where policy is vague because of legal aspects" 1 "something...you can adhere to" 2 "guidelines for the people working for you" 3 "Every time we make a board action, we make policy" 8	"policy is what a school board must have to function" 3 "I can't imagine a school division without policy" 6	"whatever it is our minutes sets policy" 8 "the board...with...recommendations of the administration, the principals, the public" 12 "policymaking is more done through teachers, principals, primarily the superintendent, and the board" 14 -individual role- "to think of things in his ward that need policymaking" 16	"policy is developed through experience" 1 "policymaking is happening all the time" 9 "if there's trouble, then people are involved immediately" 13 "something that upsets the public" 14 "I don't think it's highly structured" 19 "policymaking is often done after the fact, although not always" 19 -starting point- "something happening" or "something you're planning" 20 -process- identify/study/discuss make policy -subject to "political influence" 21 "respect and understanding needs" 21 "situations create policy" 22 "we set policy...and we're influenced by money" 32	"something that's fair to all" 2 "has to be set in a manner that's clear to everyone" "if public is happy with your system" 23 "if it appears to be a good system" 23 "it works" and "there's no problems with it" and it "solves a problem" 24 -touches "all aspects of the subject" 24 "shouldn't create inequalities" 25 "can be administered without difficulty" 25	"if a policy isn't working, it needs to be revised" 26 -makes people angry 26 "perhaps obtuse" 26
REASON FOR VIEWPOINT		"everyone asks for it" 6		"something that experience has taught me" 22	- experience 26	
HOW VIEWPOINT DEVELOPED	"developed over time" 4	"I grew to understand that there was wisdom in having policy" 7 "no opinion in the beginning" 7	"it's evolved-I do firmly believe the board must be the ultimate policymaker" 17 "it has evolved in a learning process" 17			
EFFECT OF VIEWPOINT	"my views will affect" 6	-realizes "policy is important" 8	"I'm very conscious about policy and making policy" 19	-thinks his viewpoint affects his approach to policymaking 23	"it makes you tread a little more carefully about setting policy and you learn to take a little time to look at all aspects" 26	
EXAMPLES OF VIEWPOINT	-truancy, transportation, Public Schools Act 1		-discipline problems on buses 17		-transportation policy 24 -attendance zoning 28	

Interview # 6 - Summary

TABLE 6

	WHAT IS POLICY ?	IS POLICY NECESSARY ?	WHO MAKES POLICY ?	HOW IS POLICY MADE ?	WHAT IS GOOD POLICY ?	WHAT IS BAD POLICY ?
TRUSTEE'S VIEWPOINT	"guideline" 1 "tool" 1 "method" of running "organization or a school board" 1 "direction" "gives clear definition...how a particular procedure works" 2 "guideline for what's happening now" 3 "what you run your division by" 7	"it's very necessary" 8	"board" 15 "with the administrative staff, with the principals, with the teachers" 15 "everyone that it concerns has a say" 16 "individual trustee insures that policy is beneficial to everyone" 17	"can be changed when obsolete" 1 "done through committee structure" 15 "steps: board identifies concern and gets various inputs/board-committee discussion/policy adoption" 18 "may may from trouble" 21 "try to develop a policy that's middle of the road" 21 "policy to cover areas" 22 "policy changes to be more effective" 22	"in its proper sense" a "guideline" 1 "very specific and deals with a certain area" 4 "unless you have the regulations and the guidelines that you specifically set out you really don't have too much to go by" 5 "everybody benefits by it" 8 "consistency" 9 "beneficial to everyone" 17 "there's no agitation, there's no particular squabbles about it" 24 "everybody knows and understands" 25	"gives benefits to some over others" 26 "inconsistent" 26 "get you into trouble with the public and the staff" 27
REASON FOR VIEWPOINT	"found that "if you deviate from" policy "you get yourself in trouble" 7	"school division has to have guidelines under which it operates" 11 "everybody is treated...the same" 11		"learned through experience" 23	"from the very nature of what this policy handbook contains" 25	
HOW VIEWPOINT DEVELOPED	"has not changed since taking office" 7	"not changed at all" 11	"not changed" 18		"you always learn that through experience" 25	
EFFECT OF VIEWPOINT	"you strive...to make it the best possible" 8	"the way I look at it...is it good, necessary, fair etc.?" 12	"no effect" 18	"you develop a policy for the betterment of the division" 23	"bad policy is something that you ask for trouble" 28 "good policy is exactly the opposite... so you strive for that consistency" 28	
EXAMPLES OF VIEWPOINT	"policy with regards to travel and expenses" 1 "personal leave, bereavement leave, leave for educational purposes" 2 "energy conservation program" 4		"development of teaching centre" 16	"conservation policy" 19-20		"change in bussing routes" 27-28

TABLE 7  
Interview # 7 - Summary

	WHAT IS POLICY ?	IS POLICY NECESSARY ?	WHO MAKES POLICY ?	HOW IS POLICY MADE ?	WHAT IS GOOD POLICY ?	WHAT IS BAD POLICY ?
TRUSTEE'S VIEWPOINT	"general direction to administration" 1 "policy is something that is set down in black and white" 2 "has to be followed to the letter" 2 "there can be no exception whatsoever" 3 "policy are guidelines on major issues" 9	"there has to be guidelines...the public demands it" 5 "guidelines are given for the teachers' protection" 5 "definitely it should be there" 7 "to protect the board" 12	"rely heavily on administration" 1 "get the administration's view" 2 "the board with recommendations from the administration" 12 "the board ultimately decides" 12 "teachers have some input" 13 "multicultural input" 14 "pressure groups...come forward with ideas" 14	"do a lot of thinking about and a lot of evaluating" 4 "be aware of what's going on" 15 "information gathering" 18 "important...to consult outside groups" 18 "lobbying is the big thing" 19 "information gathering/lobbying/discussion/voting" 19-20 "economics a strong influence" 21 "labor groups/ethnic groups a strong influence" 21 "when something's wrong with that policy...something should be changed" 23 "when something's not working"	"workable" 25	"something...the public reacts to negatively" 25 "-not for the good of the division" 25 "-contrary to education" 25 "limitation" 26
REASON FOR VIEWPOINT	"I've learned what policy is and what administration is" 4			"I've learned" 24		"puts teachers in a position where they can't grow" 25  "experience" 26 "a gut feeling I guess" 26
HOW VIEWPOINT DEVELOPED	"feelings of the trustee's job has changed" 4	"I didn't realize that there were such things as board policies" 6	"doing administration's work... I thought was policy" 18 "I didn't know what policy was" 18		"you make mistakes and you learn from them" 29	
EFFECT OF VIEWPOINT	"you have to take other people's views into account" 5		"if there's a need, then policy is developed" 18	"I believe in it so that's the way I do it" 24	"you can't lose touch with the field - you can't lose touch with reality" 27 "listening" and "finding out" 27 "be willing to admit and change" 28	
EXAMPLES OF VIEWPOINT	"religious teaching" 1		"see education policy" 12	"French immersion" 16 "bussing" 16 "school closures" 17 "multicultural policy" 17		

TABLE 8  
Interview # 8 - Summary

	WHAT IS POLICY ?	IS POLICY NECESSARY ?	WHO MAKES POLICY ?	HOW IS POLICY MADE ?	WHAT IS GOOD POLICY ?	WHAT IS BAD POLICY ?
TRUSTEE'S VIEWPOINT	"guidelines" 1 "policy is made for the board" 1 -pressure "not to deviate from it" 2 "more detail in what way to go" 2 "policy is something you use as a guideline" 2 "we talk about it as regulations that we have" 6 "not normally considered policy before they are entered into the manual" 8 "we look at policy as an ongoing thing" 24	"yes" 4	-board's position is "setting policy" 1 "the school board with the help of your senior administration" 1 -teachers consulted 11 "the salaried people that are concerned" 11 -individual's role is "to express himself the way he sees things" 13 "the corporate body" of the board 13	"you can never get too much information on anything" 12 -concern brought to the board 14 -goes to committee 15 -they study it 17 -recommendation 17 "discussed at board level" 15 -voted on 17 -influenced by the "urgency of the matter" 18 "if we can't live with it any more" 18 "if we feel that we could operate better...if it was covered by policy" 18	-policies should be written down to provide "continuity" 7 "treat all people evenly" 20 "something you can live with" 20	"if it doesn't treat everybody evenly" 22 -restrictive policy 23 "creates problems on a continual basis" 24
REASON FOR VIEWPOINT	"past experience" as trustee 3	"to treat issues somewhat with consistency" 4 -swayed without policy 4 "easier...if they know what your rules and regulations are" 5	-always held 14	"through my experience in the work" 20	-duty of board member to see that education is run in a "fair and just manner" 21	-experience in early years 25
HOW VIEWPOINT DEVELOPED	"tend to lean towards policy now" 3 "I had the feeling that policy was engraved in stone - permanent and rigid" 4	-not changed over time 6			"I had that idea before I became a board member" 21	
EFFECT OF VIEWPOINT	-knew that "it can always be revised" 4	"approach it with caution" 6 "frame policy that you can live with under differing circumstances" 6	"you know that the final say so is with the board" 15	"you know that once you make a policy you try to live by it" 20 "you would set up policy that can be adhered to" 20	"everybody tries to make something that is positive and work with it" 24 "careful about how you put things in the policy - something you can live with" 25	
EXAMPLES OF VIEWPOINT	-transportation policy 1		-transportation policy 13	-sick leave 18	-transportation policy 21	-transportation mileage limitation 23



TABLE 9  
Interview # 9 - Summary

	WHAT IS POLICY ?	IS POLICY NECESSARY ?	WHO MAKES POLICY ?	HOW IS POLICY MADE ?	WHAT IS GOOD POLICY ?	WHAT IS BAD POLICY ?
TRUSTEE'S VIEWPOINT	"statement of philosophy and approach to education" 1 "policies are probably more with regard to students/schools/education/services we deliver" 2 "procedures are also our policies" 3 "I think policy would be more specific" 4 "policies should support long-range goals" 4 "utilitarian" 8 -precedent is a type of policy 11	"yes-I think so"	"liaison committee can recommend policy" 9 "I suppose I could write a policy and present it" 10 "I really think it's the superintendent's job to research it" 10 -superintendent discusses with principals then discussed by board 10 "I guess we do" 13 "probably administration has detailed it" 13 -superintendent writes it and modifies it 13 "we're as susceptible as anyone to pressure groups" 14 -trustee's role to bring lay point of view 16	"policies are made in response to situations" 19 -problem initiates policymaking 19 -steps: decide policy needs/ give to superintendent to research/solicit group input/ written up/voted on 21 -rejection of proposals on basis of personal feeling 22 "compromise at board level" 23 -influenced by financial/political palatability 23-24	-written down 6E10 "fair" 6 -accessible and circulated to all 12 "directed towards needs" 27 "fair to everybody" 27 "sound educationally" 28 "in tune with what parents think" 28 "acceptance" 28	"shouldn't favor one group over another" 28 -one that goes against administrative recommendations 28 -if it's violently "opposed by the parents" 28 "if it upsets people" 29 "when you don't study something beforehand...get input and evaluate the arguments" 30
REASON FOR VIEWPOINT	"I was familiar with school boards" 5	"policy enables you to kind of treat everybody the same" 7		-arrived at from experience 26	-experiences on the board 34	
HOW VIEWPOINT DEVELOPED	-hasn't changed since becoming trustee 5	"been strengthened" 8	"pretty much the same" 18	-had "a vague idea before" 26 -developed through dealing with policy 26		
EFFECT OF VIEWPOINT	"I approach policies with my own personal philosophy and bring my own personal view into the whole picture" 5	"I like to study things and see them in writing" 9			"I don't think you should pass something that really gets one group or another group really uptight" 33 "I'm more a peacekeeper" 33 "I don't like confrontation situations in education" 33 -cautious approach to policymaking 33	
EXAMPLES OF VIEWPOINT	"motherhood statements" and "specific policies" for program etc. 1-2		-policy dealing with assignment of principals 17		-policy dealing with assignment of principals to schools	-changing the formula for counseling without study 30

TABLE 10  
Interview # 10 - Summary

	WHAT IS POLICY ?	IS POLICY NECESSARY ?	WHO MAKES POLICY ?	HOW IS POLICY MADE ?	WHAT IS GOOD POLICY ?	WHAT IS BAD POLICY ?
TRUSTEE'S VIEWPOINT	"set of rules" for board 1 -indication of direction 1 "generally sets out goals and desires" 3 "two different parts to the policy...broad general war... more specific areas" 3 "not something set in stone" 21	-yes - "provided that it's flexible" 5	"set strictly by the school board" 1 "in the final analysis the board makes the policy" 1 "writing...responsibility of the superintendent" 11 "administrators have a considerable amount of influence" 12 -public has influence 12 -most employees 12 -role of individual to make suggestions and to protect interests of electorate 13	"can be changed at any given point" 1 "only through action of the board" 8 -trustees "sort out opinions" 14 -judgement based on information 14 "recognition of the need" is starting point 19 -steps: need/study/evaluate alternatives/recommend 19-20 -influenced by "need for expediency" "needs to be revised if it's not working" 21 "how often a decision will be repeated determines whether or not policy will be made" 22 "common sense" 27	-accessible to all 11 "something that the administrators are comfortable with" 11 "acceptable" 14 "workable" 14 "flexibility" 23 "easily understood by anyone who's reading it" 24 -reflects what people want 26	"unfair" or "ambiguous" 28 "doesn't reflect" community or school board goals 25
REASON FOR VIEWPOINT	-experience	"focus the board's thinking on broader aspects" 6 "much simpler for the administrators to respond" 6 -complexity of division increased 7	-experience	-experience	"I guess it's more of a board view that I have about policy" 26	
HOW VIEWPOINT DEVELOPED	-considerable change 4 -had no policy manual 4 -developed one 4 -review it 4 "I don't know that I had any views on policy before I went on the board" 23	-changed over time 7 "having policy in place and seeing it in operation" caused change of view 7	-experience over time since formation of unitary division 17			
EFFECT OF VIEWPOINT	"whatever views you hold tends to influence your approach to any problem" 5	"you take it a little bit more seriously" 8	"we're becoming more aware of the need to consult with other groups...as far as policy is concerned" 18 "need to seek the opinions of those people who are...affected" 18		"you tend to think in terms of what your own beliefs are" 27	
EXAMPLES OF VIEWPOINT	-community use of schools 6	-community use of schools 6 -high number of requests for schools 6	-community use of schools - surveyed community opinions, administrators and caretakers 6	-transportation policy dealing with strike days 27		

TABLE 11  
Interview # 11 - Summary

	WHAT IS POLICY ?	IS POLICY NECESSARY ?	WHO MAKES POLICY ?	HOW IS POLICY MADE ?	WHAT IS GOOD POLICY ?	WHAT IS BAD POLICY ?
TRUSTEE'S VIEWPOINT	"guidelines" set by board 1 "rigid guidelines" with possible flexibility 1 "structure...for day to day functions of the school" 4 "policy to attain goals and objectives" 4 "the laws and rules of the division" 5	"very definitely" 6	"board" has "ultimate decision" 14 -recommendations of administrators - "definitely other input" 14 "those people who are involved" to have input 14 "teacher committees jointly with the board" 15 "consider ratepayer influence" 15	-flexibility must be available to alter policy if need be 9 -expediency determines input 9 -superintendent brings forward problems and concerns 17 -steps: need recognized/consultation/research/recommendation/board study/revision/vote 21 -influenced by: public attitude administrators 23 -problems initiate change in policies 24 -goals and objectives give rise to policy 25	"acceptable procedures" 7 "written down" 10 "easily accessible" 13 "flexible" and simple change mechanism to be included 26 "specific", "clear", and "easily followed" 27 -something "mutually acceptable" 32 "lends itself to goals and objectives" 32	-unwritten policy that leads to disputes 17 "ties you in too rigidly" 28 "too flexible" - leaves board "wide open" 31
REASON FOR VIEWPOINT	-experience 5	"responsibility of the board" 6 "structure to operate" reflecting ratepayers' wishes 6	-experience as a teacher with respect to academic policy 25		-experience	
HOW VIEWPOINT DEVELOPED	-knew very little about policy at first 5	-feels policy "more necessary" than when he began 8	"there's more input from other sources than what I realized" 19 -change in view from experience 19 ----- -through experience developed ideas about mechanics of school and policy 25		-bad experiences of debates "going on about unwritten policy" 30	
EFFECT OF VIEWPOINT	"I relate back to what I think of policy as being and within those guidelines I would do as formulated" 5		"I...discuss things with rate-payers" 16 "forced to approach it more open-mindedly" 20 ----- "try to use a lot more diplomacy" 26 "convince" rather than "tell"		"policy should be thought out - with input - recorded - clear and concise" 33-34	
EXAMPLES OF VIEWPOINT	-drug and alcohol abuse policy 7 -series of administrative "procedures" 2	-corporal punishment 7 -layoff of teachers	-alcohol abuse policy: input from students, principal, superintendent, ratepayers 18 -teacher evaluation policy: input from teachers, administration, superintendent			

TABLE 12  
Interview # 12 - Summary

	WHAT IS POLICY ?	IS POLICY NECESSARY ?	WHO MAKES POLICY ?	HOW IS POLICY MADE ?	WHAT IS GOOD POLICY ?	WHAT IS BAD POLICY ?
TRUSTEE'S VIEWPOINT	"framework for school board operation" 1 "parameters of operation, direction, planning" 1 "overlap between rules and policy" 2 "there are policies that are unwritten" 3	"definitely" 5	"initiated pretty well from anyone" 9 -trustees "ultimately responsible" 9 "as full participation as necessary in developing policy" 10 -individual role: "give evidence" and to "persuade" 12 "initiate", "discuss", "watch-dog" 12	"we like to consult with the people who are going to be affected by any policy" 4 -committee took at it and consult 4 -sensitive to taxpayers 11 -steps: feedback about need/ discussion/input/discussion/ drafting/adopting/circulating 5 -trustees to be "alert, responsive and responsible" 17 "sensitive to what's going on around you" 18 -ineffective or unworkable policy indicates need for change 18	-helpful to everyone 10 "works for the majority of the people" 19 "enhances the objectives" 19 "helps fulfill goals" 20 "provides parameters" yet flexible 20 "clearly set out" 21	"not well defined" 21 "vague wishy washy policies" 21 "unworkable", "hard to enforce" 21
REASON FOR VIEWPOINT	"offers a purpose in and under which people work" 3	"staff want policy" 5 "it defines things specifically for people" 5	-experience of working with policy both as trustee and professional 19		"bring sensitive to those affected by policy" 22 "years of experience working with policy" 22	
HOW VIEWPOINT DEVELOPED	-aware of policy through social work 3 "bring some experience and influence to school board matters" 4	-changed over time - formalized over past five years 6	"changed to encompass more discussion and more people" 13			
EFFECT OF VIEWPOINT			"one tries to consult with those people who are going to be affected" 14		"I like to make decisions...in the light of consideration of all the facts" 23 "I like to consult" 24 "I like to have a sense of where people are coming from" 24	
EXAMPLES OF VIEWPOINT	-bus driving accident policy that outlines procedures 1 "student deportment" 2		-student council funding - students/administration/trustees 11	-driver training program for fifteen year olds	-compassionate leave policy that allows "special cases" 20	

TABLE 13  
Interview # 13 - Summary

	WHAT IS POLICY ?	IS POLICY NECESSARY ?	WHO MAKES POLICY ?	HOW IS POLICY MADE ?	WHAT IS GOOD POLICY ?	WHAT IS BAD POLICY ?
TRUSTEE'S VIEWPOINT	"something which gives you direction" 1 "interpreted into action by personnel" 1 "in almost any policy...there's that interpretation factor" 1 "policy is something that hopefully will direct you to these goals" 4	-yes ? "somebody has to set a direction" 1 "everybody'd be going in their own direction if there wasn't some central policy" 8	"it has come from your board" 8 "we think we do" 13 "superintendent probably has a very strong influence on" policy 13 -public input -individual role: "put forward" what electorate is saying 16 -get all information possible 16 -solicit input 16	-try to "establish policy ahead of time" 9 "a common sense approach" 14 "limited amount of time" 15 -initiated by "situation" or "group" needing direction 21 -steps: research/involve others in discussion/recommendation/board discussion/vote "money" is a restricting factor 27 "time" is "more restrictive than it should be" 23 "must consider all groups before you make policy" 29	-some room for initiative 13 -written down 10 "specific to the point that it will give direction to the matter that you want" 25 "general enough" for imagination 25 "comprehensive coverage" 27 -those it affects are satisfied 24	"little or no direction" 26 "very narrow - no room to enlarge" 26 "restrictive" 30
REASON FOR VIEWPOINT			"I think a lot through experience" 24 "being involved with professionals" 24		"a matter of seeing poor policy in action" 26	
HOW VIEWPOINT DEVELOPED	-experience of children going through school system 5 "lifetime process" 5 -not changed since becoming a trustee	-always felt policy necessary 8	-hasn't changed over time 18			
EFFECT OF VIEWPOINT		-doesn't affect approach to policymaking 9-10	"you have to have participation by all groups..."it's a longer slower process" 19		"I want to make sure we cover... all aspects of what we're making policy for" 27	
EXAMPLES OF VIEWPOINT	-transportation policy - rules and regulations for riding buses 3		-school closure policy - committee/community meetings 18			

TABLE 14  
Interview # 14 - Summary

	WHAT IS POLICY ?	IS POLICY NECESSARY ?	WHO MAKES POLICY ?	HOW IS POLICY MADE ?	WHAT IS GOOD POLICY ?	WHAT IS BAD POLICY ?
TRUSTEE'S VIEWPOINT	"guidance for staff" 1 "direction for administrators" 1	"I feel it's important that we do have it" 2	"we make the policy" 1 "we get some guidance from our administration on policy- wording and so on" 11 -some input from other groups 12 -no limit to amount of input 13 -role of individual: to gather information and to bring it out in the open 14	"change if there's need" 2 "policy would start if an issue came up" 16 -steps: issue/need established/ referred to committee for study/ recommendation/consensus/vote 14 -influenced by money, politics and time 18,19 [led by author] "public pressure" indicates need for change 11	"if it's satisfactory to both sides" 17 "if it sits good with every- body" 22 "pleases everybody" 21 "will meet the needs of the division" 25	"when there's dissention and unhappy people" 24 "go against the needs of the division" 25
REASON FOR VIEWPOINT		"everybody would be going off in different directions" 1 "keep everybody on track" 1 "helps us if we're confronted by the public" 2 -helps to deal with all things equally and "to benefit the students" 5	"found out the hard way" 15		"be being involved" 25 "through experience" 25	
HOW VIEWPOINT DEVELOPED	"it hasn't changed" 4		"find out as you go along"			
EFFECT ON VIEWPOINT			-asks for input by parents etc. through survey or the like 15		"I have to be comfortable with it" 26 -sets out purposefully to develop acceptable policy 26	
EXAMPLES OF VIEWPOINT						

Interview # 15 - Summary

TABLE 15

	WHAT IS POLICY ?	IS POLICY NECESSARY ?	WHO MAKES POLICY ?	HOW IS POLICY MADE ?	WHAT IS GOOD POLICY ?	WHAT IS BAD POLICY ?
TRUSTEE'S VIEWPOINT	<p>"guidelines of the board" 1</p> <p>"it's a way of setting direction" 1</p> <p>-types of policy: a) "direct" 1</p> <p>b) "fuzzy" 2</p> <p>(see page 26)</p> <p>-policy a tool to achieve goals</p> <p>"to standardize procedures" 6</p> <p>"try to be equal in each school" 6</p> <p>"common sense policy or the unwritten policy" - "past precedent" 9-10</p> <p>"probably the most important job of a school trustee" - to establish policy 31</p>	<p>"I think so" 5</p> <p>"professional approach" 28</p>	<p>"we set policy" 1</p> <p>"in consultation with the superintendent's department" 4</p> <p>"work as a team" 4</p> <p>"in the end run by the board of trustees" 11</p> <p>-input from principals, superintendent, delegations 12</p>	<p>"we like to look at all aspects and ideas" 14</p> <p>-initiated when "something happens in the division and we don't have a policy to cover" 17</p> <p>-steps: initiation/committee/ board discussion/decisions 17</p> <p>-influenced by: superintendent/ feelings/trustee lobbying/ community reaction 19-20</p> <p>-policy initiated "as situation came up"</p> <p>-policy changed when "it's not adequate" 20</p>	<p>"you have to treat everybody equally throughout the division" 6</p> <p>"well thought out" 23</p> <p>"clear and specific" 23</p> <p>"going to benefit the educational system" 23</p>	<p>"not very well thought out" 24</p> <p>"no outlook to the future" 24</p>
REASON FOR VIEWPOINT		<p>"disorganized" without policy 6</p> <p>-unequal treatment without it 6</p>			- experience	
HOW VIEWPOINT DEVELOPED	<p>-not changed since first becoming a trustee 4</p>	<p>-grown over the years to feel it necessary to make policy 7</p>	<p>-changed "as you learn the system" 15</p>	<p>-changed over three and a half years due largely to change in superintendent 22-23</p>	<p>-seen hasty decisions and policies made "through ignorance and lack of information" 24</p>	
EFFECT OF VIEWPOINT		<p>"motion should be written and voted upon and then if passed - that becomes law" 7</p> <p>"rather than leave things to chance...I like to see it in a motion" 8</p>	<p>"I have learned to play the game...I know how to talk... debate, line up support, lobby..." 16</p>		<p>"try to approach it with first of all getting as much knowledge about the subject as possible" 25</p> <p>"trying to...not just make policy for the sake of making policy" 25</p>	
EXAMPLES OF VIEWPOINT	<p>-students taking courses outside of the division 8</p>		<p>-overnight camping trips 11</p>	<p>-French immersion 19</p> <p>-overnight camping trips 21</p> <p>-bus loading policy 21</p>		

TABLE 16  
Interview # 16 - Summary

	WHAT IS POLICY ?	IS POLICY NECESSARY ?	WHO MAKES POLICY ?	HOW IS POLICY MADE ?	WHAT IS GOOD POLICY ?	WHAT IS BAD POLICY ?
TRUSTEE'S VIEWPOINT	"written down" direction for administration 1 "not specific in nature" 1 "guidelines" 1 "latitude in interpretation" 1 "should centre on goals" 3	"very definitely" 5	"as whole job as a trustee... is to set a policy and set guidelines" 6 "it's very rarely that we don't follow our superintendent's recommendation" 6 "it's a joint effort between the trustees and the admin- istration" 11 "input from teachers and some parents" 12 "see myself and my fellow trust- ees as making the final deci- sion" 12 "role of the individual trust- ee is to gather as much in- formation as possible" 13	"policy can be adjusted...to suit long term goals" 2 "we try not to impede input" 13 "steps: reason for policy/ gather information/cull it/sort it/prioritize/write" 14 "evaluation of information" 15 "influenced by: "affect" on people, "budgetary restriction" and "personalities" 16 "initiated when "continuously faced with a particular prob- lem" 17	"available for all people that it affects" 8 "easily understood" 9/20 "fair to everybody" 15 "nobody's left wondering" 16 "directs itself to a specific issue" 20 "input" by those affected 20 "workability" 21 "manoeuvrability" 22	"unworkable" 5 "no one really understands it" 20 "confuses" issue 20 "tries to be all things to all people" 20
REASON FOR VIEWPOINT	"partly experience" 3	"policy affects the whole tone of your school division" 5 "it gives you a focal point" 5	"through living with policy I guess" 18		"by living with some really bad policies and seeing the results of really bad policies" 21	
HOW VIEWPOINT DEVELOPED	"brought previous work under- standings of policy to trustee- ship" 5	"went in with that kind of an idea" 7	"little better idea of who has input into the policy" 13 "aware of personal lack of in- formation" 14			
EFFECT OF VIEWPOINT	"like to have input from the people that policy is going to affect" 5 "like to open a dialogue" 5	"have to be aware of reasons for making policy" 7 "try to make other board mem- bers aware" 8	"little more ready to listen to people" 14	"realize that "people who don't have any input into anything" are unwilling to enforce policy" 19	"learned not to make policy too rigid" 22	
EXAMPLES OF VIEWPOINT	"policy regarding program de- velopment for gifted students in "general set out areas" 7	"policy regarding leave ap- plications" 6			"school closure policy where principal responsible for school being open" 21	"school closure policy - ultra- specific" 20



TABLE 17  
Interview # 17 - Summary

	WHAT IS POLICY ?	IS POLICY NECESSARY ?	WHO MAKES POLICY ?	HOW IS POLICY MADE ?	WHAT IS GOOD POLICY ?	WHAT IS BAD POLICY ?
TRUSTEE'S VIEWPOINT	"rules" for "standards" and delivery of education 1 "there to be observed" 1 "hope that your policy contributes to your goal" 2	-yes 6	"the board" 11 "if you're not careful, administration can make it" 11 -recommendations from superintendent or grass roots level 12 -don't restrict input except because of time constraints 13 "final onus on making policy is on the board" 13 -individual role: to solicit as much information from different parties as possible 13 -weighing up input 14	"you've prepared to make trades" 4 -policies have to be looked at all the time, and as necessary, amended 6 "can come from several different ways" 15 -feelings about change or regulation are the starting point 16 "could be just an idea" 16 -steps: instigation/supt.'s department researches/various possible recommendations return to board/evaluation/draft/circulate for input/discuss/adopt -influenced by: politics and personal perspective of trustees 19 -policy looked at "when things aren't working smoothly" 20	"workable" 2 "work towards betterment of the system" 22 "has to achieve the desire that you lay down" 22 "doesn't cause more problems" 2 "understandable" 24	-later on "cause more problems" 23
REASON FOR VIEWPOINT	"experience" 3	"have to have guidelines for people to work by" 6 "without policy there's chaos" 6 "smooth working of division" 7 "a person has to have something to refer to" 9	-experience of school division before election 14	-experience on the board 21	"I do know what effects policy has on myself" 25	
HOW VIEWPOINT DEVELOPED	"I had no idea at all about policy" 3 -more realistic view of policy now 4	"see both sides of arguments" 7 "broader perspective" 8				
EFFECT OF VIEWPOINT	"none" 5	"makes you careful as to how you make your decisions" 8	-none	-wants to "understand the full effects of that policy" 21 "as far as humanly possible" be "aware of the results of that policy" 22	-construct mental scenarios to establish whether or not proposed policy would be good 24	
EXAMPLES OF VIEWPOINT	-smoking policy - lays down consequences of smoking by students 2	-sabbatical policy - prioritized who gets sabbaticals 7		-professional development days control bargained 5	-leaving school via sidewalks 4	

In some instances, trustees did not separate the evolution of their views from the reasons for their views and as a consequence some cells have been left blank. The second point is that in other areas of the grid, one finds empty cells as well. These cells appear empty for a variety of reasons:

- a) In some instances, it was possible that trustees had not considered the questions put to them in isolation from the process of policymaking and rather than give a response which had not been thought out, some chose to avoid specific replies to certain questions posed.
- b) At times some of the trustees asked for clarification about certain questions. It appeared that the contrived nature of the matrix did not follow the patterns of thinking about policy held by the respondents in those instances. For some, then, not specifically answering the question did not mean that they had no thoughts on the subject, but rather that their thoughts did not naturally flow in the artificial context of the matrix presented.
- c) There was no way of measuring the impact that the interview or the interviewer himself had on the respondents. It was possible that certain trustees might not have felt at ease in the situation and might have withheld specific responses to certain questions

as a means of reducing their vulnerability to criticism, ridicule or the possibility of similar uncomfortable treatment.

Although blank cells may at first glance appear to indicate incomplete findings, such is not necessarily the case. It was felt that forcing individuals to respond in a manner which would facilitate completing all grid cells would have both destroyed the relationship within the interview and invalidated the findings by artificially imposing the matrix on trustees' thinking about policy and policymaking. As the study was exploratory in nature, it was concerned with discovering elements of trustees' thoughts and not with directly or indirectly manipulating them to fit some preconceived, author-constructed, pattern.

This study had as its focus the investigation of three major questions. These were:

- 1) Do trustees' views of policy affect their approach to policy and policymaking?
- 2) Are there any patterns which appear to exist in the thinking of trustees about both policy and policymaking?
- 3) What accounts for trustees' thoughts about policy and policymaking?

In order to attempt to answer these questions, it was necessary to study the data information presented on all of the summary grids. This was done by isolating each cell in the

seventeen sheets from each other and then by grouping them together in various ways. Although looking at all identical cells together (eg. WHAT IS POLICY? / TRUSTEE'S VIEWPOINT) provided a fair degree of insight into how trustees' thought about that particular subject, the information so derived was felt to be incomplete in that it represented a restricted view without reference to other elements of the matrix. Although not discounting this approach as a valuable source of understanding, it was felt that a more fruitful method of investigation was to examine the summary grids along both vertical and horizontal columns. In this way, it was possible to obtain a fuller understanding of particular viewpoints and to get a sense of the pervasiveness of an individual's thinking by comparing answers to the different questions across the grid. It was by this method that one was able to arrive at certain conclusions respecting the first major question of the study: Do trustees' views of policy affect their approach to policy and policymaking?

#### EFFECT OF TRUSTEES' VIEWS

In order to arrive at any determination to this question, it was first of all necessary to examine the row of responses entitled TRUSTEE'S VIEWPOINT and then the row entitled EFFECT OF VIEWPOINT. More specifically thereafter,

it was necessary to compare the "viewpoint" cell with the "effect" cell in each of the question columns.

Inspection of summary sheets will show that eighty-two cells hold answers or statements which indicated that trustees were indeed influenced in their approaches by their thoughts regarding policy and policymaking. From the perspective of the respondents it appeared that they believed this to be largely the case and in this regard trustee # 9 said (9.5):

I approach policies with my own personal philosophy and bring my own personal view into the whole picture.

Trustee # 10 succinctly echoed this sentiment with the suggestion that "whatever views you hold tends to influence your approach to any problem." (10.5)

As a means of checking the accuracy of these views, it was necessary to compare the "effect" cells with the "viewpoint" cells for the same question. Throughout all seventeen grids, it was noted that a high degree of congruence existed between what trustees expressed as their viewpoints and what effect they suggested this had on their approach to policy and policymaking. Although impossible to replicate in its entirety here, the comparison between "viewpoint" and "effect" is well represented by the following examples:

QUESTION: Who makes policy? (Interview 11)  
 TRUSTEE'S VIEWPOINT - "board" has "ultimate decision" / recommendations of administrators - "definitely other input" / "those people who are involved" to have input / "teacher committees jointly with the board" / "consider ratepayer influence"

EFFECT OF VIEWPOINT - "I...discuss things with ratepayers" / "forced to approach it more open mindedly" / "less dictatorial" / "try to use a lot more diplomacy" / "convince" rather than "tell"

QUESTION: What is good policy? (Interview 4)  
 TRUSTEE'S VIEWPOINT - "specific" / clarity / "policy ought to cover situations that come up with reasonable frequency" / "workable and reasonable and understandable and...consistent with the ...goals and objectives of your organization" / "the measure of all effective policy has to be ...general acceptance" / "it has to be at least acceptable"

EFFECT OF VIEWPOINT - "careful about radical policy changes" / "more inclined to meet with community groups" / "listen at least"

QUESTION: What is good policy? (Interview 14)  
 TRUSTEE'S VIEWPOINT - "if it's satisfactory to both sides" / "if it sits good with everybody" / "pleases everybody" / "will meet the needs of the division"

EFFECT OF VIEWPOINT - "I have to be comfortable with it" / sets out purposely to develop acceptable policy

Careful comparison of the "viewpoint" and "effect" cells throughout the summaries yields similar patterns of agreement between answers and appears to support the respondents' views that their thoughts did affect their approaches to policy and policymaking.

Only four cells contained statements which indicated that the viewpoint in question had no effect on the individual's approach to policy and policymaking. Trustee # 6, for instance, did not feel that his views about who made policy affected his approach. Trustee # 13 felt that his views about the necessity of policymaking did not influence his

approach to policymaking, while trustee # 17 didn't feel that his thoughts on what policy is, or on who makes policy, were particularly significant in their effect.

Given the few instances wherein trustees did not feel that their view affected their approach to policy and policymaking, it would appear that overall trustees' approaches to policy and policymaking were affected by their thoughts on those matters. Even in the case of the four exceptions cited here, one can easily argue that the responses appeared to reflect weaknesses of the research methodology rather than significant exceptions to the pattern of thinking among trustees. Surely trustee # 6, who felt that the "board" made policy and that the individual role was to insure that policy was beneficial to everyone, was affected by these thoughts. The fact that he saw himself as a part of the policymaking process was the result of his view that the "board" made policy and that he was a part of that board. In this case, the question or perhaps the questioning technique appeared to have been weak in unearthing the underlying assumptions present in his thinking. Similarly with trustee # 13, although he did not feel that his views about the necessity of policy had an effect on his approach to policymaking, one can argue that he would not have involved himself in policymaking were it not for his strong belief that "somebody has to set a direction." (13.1) Like arguments can be used for trustee # 17's responses as well.

Given the evidence from the data collected, and in view of the very few indications to the contrary, it would seem that the trustees in this study felt that the views that they held about policy and policymaking were, in fact, influential in how they themselves approached both policy and policymaking. The author's feelings and perceptions throughout the study also bore this out and when compared to the evidence found in the summary sheets, it was noted that indeed a high level of agreement existed between the views professed by trustees and their recounting of the effects of these views. It appears from this, then, that one must accept that the views held by trustees about policy affected their approach to policy and policymaking.

#### WHAT IS POLICY?

Perhaps the most fundamental question put to the trustees in the sample was that of "What is policy?" Analysis of the appropriate grid cells yielded a variety of answers. However, the variety of responses appeared to take place more on the semantic level than on the substantive level and it is the author's contention that much of the terminology used for describing policy was synonymous at the level of meaning in trustees' thinking. Consider the following terms that were used to describe policy:

broad outline 1.1

direction 2.1

guidelines 1.1

set the course 2.35



regulated 3.1	regulations 8.6
working formula 3.1	statement of approach 9.1
operative manual 3.5	utilitarian 9.8
position 4.1	structure 11.4
interpretation of goals 4.2	laws and rules 11.5
how to proceed 4.10	framework 12.1
rules 5.1	parameters of operation 12.1
method of running 6.1	interpretation factor 13.1
procedure 5.2	guidance for staff 14.1
what you run division by 5.7	tool to achieve goals 15.3

It appeared that these descriptions of policy, although differing in the words used, nonetheless contained common elements or concerns within them. For all, there was a pre-occupation with structure and direction, as well as an orientation towards function. It appeared clear that policy in the minds of the respondents had the definite purpose of providing direction to the operations of school divisions. It appeared to be viewed as an instrument for the clarification of goals and for implementing philosophies in concrete form.

Although the overall views held by trustees appeared to focus on function and direction, one cannot simply overlook the variety of terms used to describe policy. Even though one cannot definitively interpret the noted variations, it is possible to at least speculate as to the significance of such differences. From the writer's experience of the

interviews, it appeared that the use of differing terms to describe essentially similar views reflected personal biases of the respondents. It is possible to construct continua for directiveness and function, and to place the respective viewpoints along such continua. For example, as end points of the directiveness continuum, one might chose "minimum direction necessary to insure survival of the system" and "totally directed system." If such were the case, then one might locate trustees' views as follows:

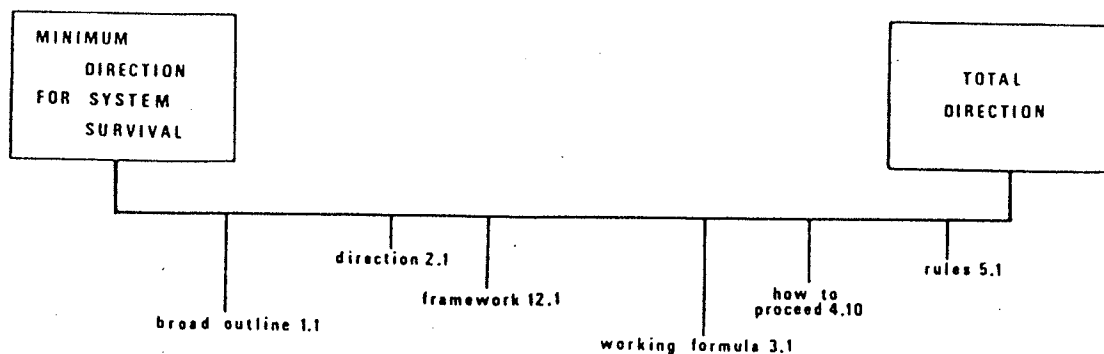


Figure 2: Directiveness Continuum

The point here is that although all views held by the respondents were concerned with direction, structure and guidance of the individuals in the system, the emphasis placed on this concern varied from individual to individual. This variation was in turn reflected by the terminology used to describe policy.

At the outset of the study, it had been assumed that certain aspects of trustees' thinking about policy might be dichotomous in nature. One such example of this was the "guideline" versus "rule" orientation suggested by the author. However, the evidence from the research did not provide support for such a simplistic dichotomy. Rather, it was discovered that "guideline" in the minds of the respondents meant rigid guidelines as opposed to suggestions which could either be accepted or rejected. In other words, guidelines, in the minds of the trustees interviewed, meant directive statements of the board and could perhaps be phrased somewhat more loosely than rules. Nonetheless, any such guidelines were still concerned with directing the activities of the school division. The rule versus guideline dichotomy posited at the outset of the study was really an oversimplification. The data suggested that any such thinking is more a reflection of different biases within the same area of concern rather than distinctly opposing viewpoints.

#### WHAT IS GOOD POLICY?

Although directiveness and function were the two key elements prevalent in trustees' first responses to the question "What is Policy?", other elements became apparent by examining the statements found in the columns asking "What

is Good Policy?" and "What is Bad Policy?" Again, as one might expect, a variety of terminology was used to answer these two questions, but close examination revealed recurrent themes in the respondents' thinking.

When attempting to discover patterns of thinking among individuals on a given topic, there is the danger of misrepresenting the respondents on the basis of what they have not said. In the case of the summary grids at the beginning of this chapter, one must guard against the assumption that because a certain aspect of policy or policymaking is not mentioned by an individual, that he or she of necessity finds that aspect unimportant or disagrees with the notions put forward by other respondents pertaining to that subject. The grids, and indeed the interviews themselves represent those ideas which the respondents felt were appropriate to the questions being posed at the time. Although one can reasonably infer that the ideas put forward were in all likelihood those most important to the participants about the specific topic, one cannot infer that other ideas not mentioned had no place in their thinking.

The observations that follow are presented in order of the frequency with which they were mentioned by participants. It can be reasonably argued that this reflects the emphasis in trustees' thinking about policy. However, it is acknowledged that most respondents would likely find little issue with any of the elements identified. Nonetheless, it

is important to see the stress accorded to these various elements in order to more fully understand trustees' thoughts about policy.

From the thoughts expressed about good policy, it was possible to identify seven key concerns of the trustees involved in this study. These were: 1) acceptability, 2) specificity and clarity, 3) utility and problem-solving, 4) workability, 5) fairness, 6) flexibility and 7) accessibility and communication. The area which received most attention was that of acceptability.

#### Acceptability

Of the seventeen trustees interviewed, thirteen mentioned acceptability as being an attribute of good policy. The following examples illustrate some of the various ways in which the notion of acceptability was transmitted:

- people are generally happy (1.8)
- at least acceptable (4.27)
- if public are happy with your system (5.23)
- in tune with what parents think (9.28)
- reflect what people want (10.26)
- those it affects are satisfied (13.28)
- mutually acceptable (11.32)
- there's no agitation, there's no particular squabbles about it (6.24)

Although the phraseology was different for each of the respondents, there appeared to be little doubt that the underlying sentiments were the same.

### Specificity and Clarity

Of almost equal emphasis was the notion that policies must be specific and clear. Twelve of the seventeen respondents made specific mention of policies being "as specific as possible" (1.4), "easily understood" (10.4), "clearly set out" (12.21) and "understandable." (17.24) This high degree of concern with specificity and clarity may have been linked to the overriding concern with acceptability. It appeared that trustees might have felt similar to the administrators described by Grasmere [1975:15] :

The administrator too will have to see that his methods are "acceptable" and it will be for him a far more complicated and never-ending business to make everything that he does comprehensible, as it will have to be if it is to be acceptable.

However, given the findings in this study, Grasmere's thoughts about acceptability do not accurately describe the trustees interviewed. Given the six other areas of concern identified in their thoughts on good policy, it is impossible to equate a school trustee with the democratic leader he characterizes [Grasmere.1975:15] as one who:

...simply tries to work out some kind of action which will prove to be "acceptable"; acceptable in the short run within the requirement of maintaining unity among his supporters, and acceptable for the next two or three years in the wider field

of the community where the proposed line of action has to be effectively carried out, and of course defended.

Instead, it appears more accurate to suggest that Grasmere's identification of acceptability as an increasingly important factor in decision making appears supported by the evidence of this study. It is perhaps for this reason that it was the element most frequently mentioned by the trustees interviewed.

#### Usefulness and Problem-Solving

For eleven of the seventeen interviewed, there was obvious concern with policy's usefulness in dealing with specific items or in addressing specific needs and problems. This concern was manifested through statements which described good policy as policy that met the needs of the division (14.25), touched all aspects of a problem (5.24), helped to fulfill goals (12.20), addressed a particular area (1.19), solved problems (5.24), and achieved the desire that had been laid down by the board. (17.22) This element in trustees' thinking about policy appeared to be further evidence of the "functional" orientation trustees had with respect to policy and which was mentioned earlier. It appeared clear that in the minds of the respondents, policy existed (or was created) largely to fulfill some specific purpose or to address a particular problem or need. Giving

even further support to this notion was the noticeable absence in the interviews, of examples of policy which were not either problem or function oriented. Of the seventy-four examples cited in the interviews, only six dealt with curricular matters such as "level of courses" (2.7) and breadth of program offering. (4.25) However, even these were mentioned in the context of addressing specific problems of financing, staffing and addressing parents' wishes. As a consequence, functionality appeared to pervade much of the respondents' thinking about policy and policymaking.

#### Workability

Of the seventeen individuals interviewed, nine of them specifically mentioned that good policy had to be "workable" (10.14), "easy...to implement" (1.18) and "administered without difficulty." (5.25) Although not specifically articulated, it appeared that workability was in large measure related to acceptability and functionality. The inference seemed to be good policies did not create administrative problems (and thus insured their acceptability) and at the same time "worked" to solve the problem or address the issue in question (thus fulfilling the functional concerns of trustees).



### Fairness

Almost equal emphasis was placed on the element of "fairness" in trustees' thoughts about policy. Eight of the respondents expressed concerns that good policy should be "fair to all" (5.2), "shouldn't create inequalities" (5.25), should "treat everybody equally" (15.6) and should "treat all people evenly." (8.20) Although the term "fair" was used several times by the different respondents, the word itself appeared to be loosely interpreted to mean everyone receiving the same treatment. Although the next major element of emphasis was flexibility (presumably to allow deviation on situational grounds), it appeared that the trustees were slightly more concerned with the equal treatment of people. It is interesting to note the identification of both "equal treatment" and "flexibility" as key elements, for it suggests that the trustees concerned recognized a necessity to balance their decisions between the two. Clearly, the ability and freedom to do this would allow for the most acceptable decisions being made most frequently, depending on the circumstances involved.

### Flexibility

The identification of flexibility as an important element in policy deserves attention in that it appeared to be

specifically directed towards trustees and not administrators. The flexibility referred to by the respondents was the ability of trustees to change, suspend or remake policy. It did not refer to latitude of interpretation on the part of policy administrators. In fact, some trustees made comments such as "policy has to be followed to the letter. There can be no exception whatsoever," (7.3) and "once you set policy there is a certain amount of pressure to stick to what you have set up in policy and not to deviate from it." (8.2) The element of flexibility appeared to be viewed as a means of allowing trustees to rework policies into more acceptable forms. There was, however, one notable exception to this pattern of thinking. Trustee # 13 advocated flexibility in the interpretation of policy. He advocated the construction of policy with "some room for initiative" (13.13) on the part of those charged with its implementation, and he felt that it should be "general enough" for the use of imagination. (13.25) However, his was an isolated viewpoint and ran contrary to the general pattern of thinking found in the sixteen other responses.

### Accessibility and Communication

The final area of major emphasis identified in the participants' thoughts on policy was that of accessibility and communication. Five of the respondents suggested that

good policy should be "accessible and circulated to all" (9.12), "available for all the public that it affects" (16.9) and "communicated to all people in the school division." (2.27) One can quite clearly see the relationship between "accessibility and communication" and "specificity and clarity". Making policy available and communicating school division policies would lead to understanding in a specific and clear fashion. This in turn would contribute towards the overall acceptability of such policies.

Although five of the seventeen respondents represents only 29.4% of the sample in this study, it is still considered a sufficient number to warrant mentioning here. It must be remembered that the questions used during the interview were open ended and non-directive in and of themselves. Although only five trustees made specific mention of accessibility and communication in their answers, it is likely that most others would agree with their sentiments. The respondents who did make mention of this element probably placed higher priority on this than on others. It has been the author's experience in dealing with trustees throughout Manitoba that they are concerned with communicating their policies to those affected by them, and as a consequence it appears safe to say that the identification of this element by 29.4% of the sample group was significant.

WHAT IS BAD POLICY?

Other insights into the respondents' thinking about policy were possible through the examination of their opinions about what constituted bad policy. As was to be expected, a large portion of their thoughts concerning board policy centred on the same elements identified in their discussion about good policy. This was most usually manifested by negative statements such as "it doesn't treat everybody evenly" (8.22) or "it provides little or no direction." (13.26) Upon close examination, it was discovered that all of the comments made about bad policy reflected precisely the same concerns as had been identified in the analysis of statements dealing with good policy. The following examples illustrate this point:

"if it's too wide open" (1.4) - specificity and clarity

"one which you don't need" (2.31) - utility and problem-solving

one "you could never enforce" (3.26) - workability

"too detailed" (4.5) - flexibility

"get you into trouble with the public and the staff" (8.22) - acceptability

"if it doesn't treat everybody evenly" (8.22) - fairness

Although it was possible to assign different names to some of the concerns identified, this reflected a variation in semantics, but not in substance. As an example, there appeared to be a fair degree of concern with restrictiveness as an element of bad policy. Six of the respondents made mention of policies that were limiting (7.26), too detailed (4.5), restrictive (8.23) and very narrow (11.28). Although it was possible to identify "restrictiveness" as a key element in trustees' thinking about policy, this would have constituted a replication as restrictiveness addressed the concerns of flexibility, utility and problem-solving previously mentioned. The responses given to the question "What is bad policy?" served more to underline the key elements identified in the earlier analysis than to disclose new areas of emphasis.

#### IS POLICY NECESSARY?

Of all the questions put to the respondents, the one concerning the necessity of policy was noteworthy in that it was the only one on which there was unanimous agreement. Answers to this question ranged from moderate support (eg. "I think so." [15.5]) to strong affirmations such as "very definitely." (11.6). There appeared to be three major reasons for this viewpoint. Two of these were articulated quite clearly by trustees in the study. In responding to

why they felt this way, there was a fairly even split between those who claimed to have always felt policy to be necessary, and those who claimed to have learned of its necessity from experience. However, through the course of the entire interview, several allusions were made to the Manitoba Association of School Trustees (MAST) and its emphasis on policy and policymaking. It was felt that as a result of this, some of those individuals who claimed to have learned of policy's necessity from experience might also have been somewhat influenced by MAST's input as well. For those who had always believed that policy was necessary, the emphasis by the provincial association may well have served to reinforce their prior feelings.

#### WHO MAKES POLICY?

Sixteen of the seventeen respondents indicated that the board ultimately made policy. However, all of these worded their responses in a very conditional fashion. Everyone included the notion that boards did not act in isolation when formulating policy and that input was an extremely important element. Trustee # 16's view of who made policy was so "input" oriented that she did not suggest that the board ultimately made policy. Rather, she described policy-making as a "joint effort between the trustees and the administration." (16.11)

When examining the notion of "input" and who was involved in policymaking, it was found that fourteen of the respondents advocated input from all people concerned or affected by the specific policy. Two of these made specific mention of being "susceptible...to pressure groups" (9.14) and one pointed out that the public has influence. (10.12) Once again, it appeared that trustees' views about policy and who should be involved in policymaking were at least in part concerned with acceptability. The involvement in the development of policies by pressure groups and individuals affected by those policies appeared partially motivated by the desire to reach mutually acceptable policies.

The group most frequently mentioned as having input in making policy was that of the administration. Although the superintendent was most often referred to specifically, several references were made to principals as well. Fifteen trustees cited the administration as being involved in making policy while only six referred to teachers taking part in the process. The amount and type of involvement by administrators varied from respondent to respondent. Some advocated that the superintendent should research and write out draft policies for boards (9.10), while others cautioned that "if you're not careful, administration can make it." (17.11) Although there was no apparent uniformity as to the type and amount of input administration should have in making policy, there was a high degree of acceptance that

administrators, and particularly senior administrators, were involved in policymaking. It was noted that although three trustees specifically mentioned the provincial department of education as having significant control over what kinds of policies could be framed by boards, none of the respondents considered the department to be an active participant in schoolboard policymaking.

In responding to the question "Who makes policy?", the participants identified four major aspects to their individual role in policymaking. These were: 1) information gathering, 2) protecting the interests of the electorate, 3) initiating policymaking and 4) providing a lay point of view in the process. Although these were not the sole individual functions identified, these four were discovered to be the most recurrent themes in the answers provided. In keeping with their descriptions of input into policymaking, it was found that six trustees viewed active solicitation of input and information gathering to be an important function of their individual trusteeship. Five of the participants referred to notions of political acceptability with statements such as: "insuring that policy is beneficial to everyone" (6.17) and that it "protects the interests of the electorate" (10.13) and this appeared to enjoy concern almost equal to information gathering. Initiation of policy and providing a lay point of view appeared to be secondary concerns of the group as a whole. These elements were mentioned by four and three trustees respectively.



Although the number of trustees who cited these elements in their replies was small, it must be understood that the individuals answered the question posed in one or two sentences. Had responses been expanded, it can be predicted that the numbers would have been higher in all categories, and that the patterns which presented themselves in the interview data would have remained substantially unchanged. Again, the argument here is not to depict, with any great degree of statistical accuracy, the views of Manitoba trustees, but rather to identify patterns of thinking about policy and policymaking which present themselves in this study. Using the arguments presented earlier, it is possible to infer that those areas in which there appears to be repeated agreement likely represent a prioritization of concerns and thinking within the sample group generally.

#### REACTIVE POLICYMAKING

Of the four priorities identified by trustees describing their individual roles, the third (initiation of policy) is worthy of note. That fact that it appeared to be viewed less significantly than "information gathering" or "protecting the interests of the electorate" suggests that policymaking might have been considered somewhat reactive in nature by the participants. It appeared obvious from their statements that they did not consider initiating policy to

be their prime function. Rather, they felt that obtaining information and protecting the electorate's interests during policymaking was their first priority. It seemed that they did not primarily set out to make policy, but rather attempted to regulate its formation when it became necessary to construct policy. Initiation of policy by trustees appeared most likely to occur in reaction to protecting the interests of their electorates and as later indicated, usually in response to some event, incident or problem requiring attention.

Reactive thinking with respect to policy was perhaps most clearly evident in the responses given to the question "How is policy made?" Consider the following answers to the question:

- "policies are made in response to situations" (9.19)
- "problems initiate change in policies" (11.24)
- initiated by "situation" or "group" needing direction (13.21)
- initiated when "continuously faced with a particular problem" (16.17)
- initiated when "something happens in the division and we don't have a policy to cover" (15.17)
- policy initiated "as situations come up" (15.20)
- "policy would start if an issue came up" (14.2)
- "we recognize some weaknesses" (3.2)

- repeated questions to the board indicate need for policy (4.22)
- "policymaking is often done after the fact, although not always" (5.19)
- "situations create policy" (5.22)
- "when something not working" (7.23)
- "if it's causing problems" (1.15)

It appeared clear from the participants' responses that policymaking was overwhelmingly viewed as a process which took place in reaction to some initiating event or circumstance. Only three of the respondents made particular mention of non-reactive policymaking. These suggested that "goals and objectives give rise to policy" (11.25), and that the starting point could be "something you're planning." (5.20) Trustee # 17 even suggested that policy initiation could come from "just an idea." (17.16) However, given the large number of comments made which described policymaking as a reactive tool to address specific situations, it appeared that the tendency was to think about policy in a reactive as opposed to pro-active fashion.

Using the examples just cited, it would be easy to accept this reactive view of policy at face value. However, this would result in a somewhat inaccurate interpretation of the data. One must note that although the participants considered policy in a reactive fashion, they also incorporated a future orientation into their thinking about policy. While

it was true that certain events, incidents and situations gave rise to the formation of policy, it was also true that policymaking took place with a view to avoiding the repetition of similar problems in the future. Trustee # 10 pointed out that "how often a decision will be repeated determines whether or not policy will be made" (10.27), while trustee # 13 advocated the desirability of trying to "establish policy ahead of time." (13.9) It appeared from the comments of the respondents that the initiation of policymaking was generally a reaction to a specific event, while the formulation of the policy itself was more pro-active and future oriented. This appeared to be in keeping with the earlier observation that initiation of policy appeared subordinate to "information gathering" and "protecting the electorate's interests" in the minds of the participants.

When answering the question "How is policy made?", all of the respondents had very clearly defined views of the process, and there was a high degree of congruence in the answers given. Although using different words, all of the trustees described policymaking in a fashion resembling that found in the policy accounts of writers such as Caldwell [1976:55], Dye [1972:27], Rein [1971:304] and Harman [1978:9]. All of the participants acknowledged a point of initiation (most usually a problem or a difficulty), and all described the identification of options, the weighing of alternatives and the selection of a specific option as the

fundamental elements of policymaking. As well, ten trustees either alluded to or directly cited evaluation as being an integral part of the process. Although resembling models found in policy literature, there was one noted deviation from the normative design of policymaking. Whereas significant mention is made of "goals prioritization" by several authors, this did not appear to be a consideration among respondents. It appeared, from trustees' earlier views about policy, that their main priorities lay with acceptability, utility, workability, and fairness, and that these priorities carried over into the realm of policymaking. There was no evidence to suggest that goals were prioritized for each and every policymaking decision. Rather, there appeared to be an understanding that policymaking decisions would take place within the context of political feasibility and acceptance.

#### POLICYMAKING INFLUENCES

This perception of policies being made within an environment of political acceptability was strengthened by the examination of the elements identified by trustees as influential in the policymaking process. Of the seventeen respondents, fourteen made either direct or inferential remarks concerning political acceptability. This represented the most frequently mentioned theme found in trus-

tees' views of influences of policymaking. The following is a representative selection of comments and ideas mentioned by participants in their discussions pertaining to policymaking influences:

- "you must consider all groups before you make policy" (13.29)
- labour groups/ethnic groups as strong influence (7.21)
- pressures from the public (3.12)
- sensitive to taxpayers (12.11)
- political influence (5.21)
- public attitude (11.23)
- political palatability (9.23)

Once again, although not the sole influence on policymaking in the minds of the respondents, political acceptability was the most prevalent and obvious element in trustees' thinking about the influences on policy and policymaking and represented a significant pattern in their views of policy and policymaking.

### Financial Considerations

The second most significant influence on policymaking mentioned by the respondents was that of financial considerations. Eight of the respondents specifically stated that they were "influenced by money" (5.32) and that "economics"

were "a strong influence" in policymaking. (7.21) Although concern with financial implications might at first glance seem somewhat out of character with the participants' views thus far identified, careful consideration reveals that financial concern was quite in keeping with the focus of acceptability previously identified. From the author's personal experience in dealing with trustees in a policy-making setting, it can be argued that fiscal responsibility and concern are inevitably linked to thoughts of political feasibility. One of the primary questions asked by trustees is "Will we be able to justify the cost of this decision to the ratepayers, and will the taxpayers accept this increased cost?" It has been the writer's experience that discussions about how much the ratepayers could be expected to pay for particular services or programs were really discussions about the limit to which financial burdens could be placed upon the electorate before losing its support. The statements and comments made by the participants in this study appeared in keeping with this way of thinking. Phrases such as "reasonable cost" (4.22) and "budgetary restrictions" (16.16) cannot be defined in any absolute terms. Because of this, it is possible to argue that the relative definitions accorded to these notions by respondents were likely steeped (at least to some degree) in considerations of political acceptance and feasibility.

Time Constraints

Beyond "political acceptability" and "financial considerations", the only other influential element in policymaking identified by the respondents was that of time. Five of the participants alluded to time being a "restrictive" factor. (13.23) It was felt that both the "urgency of the matter" (8.18) and the "need for expediency" (10.20) influenced the policymaking process. Again, acceptability appeared to underline concern with time as well. Although not specifically stated, urgency and expediency both appeared linked to notions of hasty problem resolution and the provision of acceptable alternatives. If a problem was perceived, the severity (i.e. the degree of unacceptability accompanying the problem) appeared to influence policymaking. The implication was that the more severe a problem was, the more quickly it needed to be dealt with. In this way, time was a significant influence in the sense that it dealt with the relative duration of unacceptable situations, events or problems. From all of this, then, it is possible to see that although participants identified political considerations, financial concerns, and time as significant influences in policymaking, these appeared to be developed facets of the broader overriding concern trustees had with acceptability.



REASONS FOR VIEWPOINTS

The views just outlined represent the major trends in the respondents' thoughts about policy and policymaking. Although couched in a variety of terms which indicated personal biases or prioritization schemas, the key elements were nonetheless substantively the same. In order to understand this high degree of similarity in trustees' thoughts, it is necessary to examine the reasons given for the views held by the respondents.

Again, although a variety of responses was given to the question "Why do you hold this particular viewpoint?", these all fit into two broad categories. These were "experience" and "intuition". All trustees stated that many of their views were held because of their experiences. Some differentiated between first hand experiences and vicarious experiences such as "reading" (1.16) and "seeing poor policy in action." (13.26) However, all mention of experience as a determiner of viewpoints was in the context of school board operations. For example, the readings alluded to by trustee # 1 were in publications of the National School Board Association and similar organizations. It appeared obvious that when the trustees interviewed mentioned experience, they referred to learning derived from functioning in the role of trustee, or from involvement with the public education system in a non-elected capacity. The point here is

that there was a very strong indication that trustees learned from their involvement with the system. It was inferred that the longer the association with the system, the more one could learn, and it appeared that the views held by the respondents were predominantly reflections of the systems in which they found themselves. It seemed that the use of the term "should" in descriptions of policy and policymaking were not indications of philosophic orientations but rather of needs within the specific systems in which the respondents functioned.

Although there was unanimous indication that experience was in very large part responsible for opinions held about policy and policymaking, it was not the sole reason given. There were occasional comments made by individuals which indicated that intuition was also at times responsible for certain views:

- "I think I've always felt that way." (3.28)
- "It just seems to me a matter of logic." (4.25)
- "a gut feeling I guess" (7.26)

Even though these comments were very few by comparison to those about experience, it is interesting to note that such comments were made in response to questions about policy, and never policymaking. It appeared that trustees thoughts about policy were perhaps somewhat amorphous by comparison to their views about policymaking.

When attempting to discover the reasons for the views held by the respondents, individuals were asked to outline how their thoughts had developed over time. As might be expected, all of the participants referred to examples of experience (either specifically or generally) shaping their thinking. However, as respondents were asked to outline the development of their views with respect to each of the six guiding questions, some of their responses did not refer to either experience or intuition. In fact, ten of the respondents indicated, on one or more of the questions, that their particular viewpoint with regards to that topic had not changed since becoming a trustee. It can be conjectured from these responses that prior to assuming school board membership, these participants had formulated certain ideas about aspects policy and policymaking. The subsequent failure to change these views in light of school board experience suggests that such opinions had been reinforced by their experiences in the school board setting. In this sense, it can be seen that experience played an important part in the reinforcement of certain views even if those opinions had not changed over time.

Of the various viewpoints expressed by participants, six reported no change in their views of what policy was. Five indicated no change in their thoughts about who makes policy and four said that their views about the necessity of policy had remained constant. With respect to views about good and

bad policy, two trustees reported no change in their views about good policy, while only one held his previous convictions about bad policy. All other respondents indicated a change in their thoughts basically attributable to experience. Particularly noteworthy among the accounts of viewpoint development was the fact that none of the participants suggested maintaining earlier views of how policy was made. It appeared that all trustees in the study felt that their opinion about how policies were made had changed over time due to their experiences. This is not surprising if one recognizes the distinction between experiencing policymaking in specific, sometimes controversial and emotional situations, and merely thinking about policy abstractly and in general terms, without reference to particular issues. This perhaps, in part, accounts for the noted difficulty respondents had in thinking about policy generically.

In support of the observation that trustees had greater ease responding to questions of a concrete and temporal nature, one can examine the examples used by participants to illustrate their particular views. Of the seventy-four examples used, only five cited concerns were somewhat abstract in content and focused on issues of an educational nature. These were:

- introduction of course programs (2.7)
- breadth of program offering (4.25)
- basic notions of individual differences (4.25)

- driver training program for fifteen year olds (12.17)
- program development for gifted students (16.2)

However, these examples were not necessarily thought of in terms of the educational issues and implications involved. From the general tone of the interviews it was felt that examples of policies concerning the introduction of course programs and the breadth of program offerings, were concerns more with political and fiscal overtones than with any pedagogical implications. Trustee # 12's example of the driver training program and trustee # 16's illustration of programs for the gifted appeared to be the only instances wherein a significant portion of the thinking addressed more abstract issues such as optimizing learning environments and improving student motivation. Without exception, all other examples used to illustrate views about policy and policymaking dealt with very specific and concrete items such as transportation policies, redundancy clauses, workload assignments and the like. It appeared from the data that the seeming lack of abstract thinking by respondents about both policy and policymaking was a reflection of trustees' concern with utility and problem solving noted at the outset of this chapter.

SUMMARY

The points outlined in the preceeding pages represent the general patterns of thoughts and concerns that were present in the responses made by trustees to the questions about policy and policymaking. In capsule form, the trustees interviewed thought about policy and policymaking in terms of acceptability, utility, specificity, workability, fairness, flexibility and accessibility. The overriding concern appeared to be with acceptability, and virtually all other elements identified as significant seemed to lend themselves to that particular focus. There was consensus among the respondents as to the necessity of policy, and general agreement about the policymaking process. Noteworthy in the views about policymaking was a stress on input and involvement by other groups. The key functions of individuals in the policymaking process were identified as information gathering, protection of the electorate's interests, initiation of policy, and the provision of a lay viewpoint in the process. Policy and policymaking were generally viewed as reactive in the initiation stage, but future oriented in the development phase. The descriptions of the policymaking process provided by trustees were similar to those found in much policy literature and focused on the elements of initiation, option identification, alternative weighing, and option selection. The key influences on policymaking iden-

tified by respondents were political acceptability, financial consideration and time. The views put forward by participants and the patterns of thinking found therein were the result of both experience and intuition. Experience with school board affairs, however, was considered to be the major determinant of the views held. Further, there was a strong feeling among the respondents that the views they held about policy and policymaking affected their approaches to those areas.

## Chapter IV

### INTERPRETATION OF THE DATA

It is important to distinguish between the two types of thinking that appear in the trustees' responses if we are to achieve an expanded understanding of how trustees think about policy and policymaking. Literature in the areas of "policy analysis" and "policy sciences" makes no distinction between thoughts about policy and thoughts about policymaking. Indeed, little consideration is given to the question of how individuals think at all. Rather, the literature is composed of policy definitions followed by models of policymaking with the major emphasis placed on the latter.

During the proposal stage of this study, it was argued that insufficient attention was paid by most policy writers to the question of how individuals think about policy and policymaking. Moskowitz's argument [1978:66] "that the cognitive structures of policymakers must be taken into account" and that "decision makers depend on preset cognitive images to process information...and to reach judgements quickly" was used to make the point. The "cognitive images" referred to are the "policy maps" identified in Chapter 1 of this study. Such maps can be separated into two parts. The



first part is the "shape" of the map, and the second is the "content" of that map. While much attention has been paid to the content in terms of beliefs about policy formation, little attention has been accorded the shape of such maps.

#### GENERIC AND SPECIFIC VIEWS OF POLICY

Virtually all interviews were marked by a distinction in the way in which trustees responded to questions about policy and questions about policymaking. This distinction was characterized by vague and indeterminate responses to generic policy questions, and were in sharp contrast to the highly specific and articulate answers given to policymaking questions. Most often, trustees experiencing difficulty in expressing ideas about policy, resorted to discussing particular policy issues such as transportation and the public use of school facilities. Policymaking questions were also invariably related to such specifics. It appeared that, for trustees in this study, policy and policymaking were thought of in terms of the resolution of particular issues.

Notwithstanding, trustees appeared to have certain generic ideas about policy. These ideas were either stated briefly (as in the case of rule, guideline, and direction) or could be inferred from the many statements made about the attributes of good and bad policy. These ideas about policy

in the abstract sense appeared to provide a fundamental platform from which specific policy thinking flowed. Two apparent elements of this platform appeared to be "directiveness" and "acceptability". As pointed to earlier, all trustees thought of policy in terms of providing direction. Although the amount and intensity of such directiveness varied, all respondents were concerned with some portion of the previously outlined "direction continuum". (See Fig. 1) As well, thoughts on policy appeared to contain a great deal of concern with public acceptability.

The platform of generic ideas held by trustees about policy appeared significant in influencing specific ideas trustees had about policy. When using particular examples of policy and policymaking, trustees' comments reflected the "platforms" from which they were operating. For example, trustee # 3 suggested that it was important, when developing policy, to "see how we can strengthen the wording and explain better the intentions of the board." (3.5) Similarly, trustee # 7 remarked that "you have to take other people's views into account" (7.5) when formulating policies. Both of these statements reflect the concern trustees had with acceptability and it is possible to see here the translation of generic policy ideas into specific thoughts. In the same way, the other identifiable element in trustees' policy platforms (i.e. directiveness) was reflected in comments such as "if there's a need, then policy is devel-

oped" (7.18), and that policy "defines things specifically for people." (12.5)

Although it is possible to distinguish between the generic and specific views of policy held by trustees, it is not possible to divorce the two from each other. Indeed there appears to exist a close relationship between the two. It seems apparent that specific thoughts are directed or influenced by the more general platform ideas of trustees and this at times serves to blur the distinction between the two. Nonetheless, the data generated in this study provides evidence of two distinguishable types of thought about policy by trustees.

The important distinction being made here is between two different shapes for "policy maps" of trustees. It is important to differentiate between the two for in the same way that the content of a geographic map is governed by its boundary limits, the cognitive boundaries of trustees' "policy maps" regulate the allowable content of their thoughts. As the boundaries surrounding policy are abstract and unclear, the range of thought within that area is far wider than that found in policymaking which has as its boundaries the fixed lines of experience. Understanding this distinction between thinking about policy and thinking about policymaking helps to explain why there appears to be a great deal of congruence in trustees' notions about policymaking itself.

Apart from the noted differences in how trustees think about policy and policymaking, there is one other facet of how trustees think about policy and policymaking that is of particular interest. Whereas much of the policy literature (and particularly that of the "rationalist" school of thought) describes policymaking as a reactive process, little attention is given to any pro-active or future oriented thinking in the minds of policymakers. Yet, from the data collected in this study, it would appear that trustees think a great deal in terms of the future when framing policy. Although the initial impetus for policymaking often comes from events, problems or situations which are already present, continued deliberation and policy formulation are future oriented. This kind of policy thinking is based on the supposition that the same or similar sets of circumstances are likely to occur in the future. It is for this reason that trustee # 9 suggested that:

...if we're not going to repeat it, there's no point in writing a whole policy for one decision - but if it's something that's re-occurring and it's going to occur again, then we need to write a policy about it...

Trustee # 10 shared similar thoughts when suggesting that the expectation of a "situation to come up again in the future" (10.22) would determine whether or not policy was formulated. A statement made by trustee # 16 synthesized both reactive and pro-active elements present in trustees' thoughts about policymaking. She stated that "...you know

when a policy has to be made if you're continuously faced with a particular problem." (16.17) The implication here appears clear. If one is faced with a repeated problem, a policy must deal with not only the immediate situation (i.e. reactively), but also with any future such occurrences.

The emphasis here on the future orientation of trustees' thoughts about policy and policymaking is not to draw attention to what one might perceive as a shortcoming in policy literature. Rather, this particular element contributes to our more complete understanding of how trustees think in terms of policy and policymaking. It appears from the data gathered, that policy formation by trustees has as a precondition, the anticipation of similar events, situations or problems in the future which will require attention. Indeed, as has been pointed out, without this anticipation it appears that policy formation does not take place.

This facet of how trustees think about policy and policymaking is much in keeping with ideas put forth by Kelly [1963], Bussis [1976], and Bannister and Fransella [1971] in their writings about personal construct psychology. These authors have advanced the idea that one's views are the "result of an individual's interpretation of his world." [Bussis.1976:16] In the case of trustees, it can be argued that their views about policy and policymaking are the result of their interpretation of the experiences they have had both in private life and as school board members. This

might in part account for the distinction in thinking previously noted between policy and policymaking. As policymaking is directly experienced in a tangible fashion, the range of interpretations that could be attached to it is likely less than the latitude of interpretation one could apply to ideas about policy. Bannister and Fransella [1971:17] point out that "...all our present perceptions are open to question and reconsideration" and, indeed, this appears to be the case concerning trustees' thoughts on policy. Although Bannister and Fransella go on to suggest that "even the most obvious occurrences of everyday life might appear utterly transformed if we were inventive enough to construe them differently", it appears that this interpretive inventiveness, when applied to ideas about policymaking, may be somewhat dulled and constrained by the parameters of the individual's experiences. It is perhaps to this that Dewey [1933:135] alludes when suggesting that "ideas may lose their intellectual quality because of habitual use."

When examining how trustees apparently think about policy and policymaking in the light of personal construct theory, many parallels can be drawn. Although it is beyond the scope of this study to delineate a "construct theory of policy thinking", it is still useful to examine some of the basic tenets of construct theory in that these provide us with plausible possibilities that can serve to more fully understand policy thinking by some Manitoba trustees.

Bannister and Fransella [1971] synthesize into a number of postulates, the key propositions involved in construct systems. Of these, the most fundamental ideas is that "...a person's processes are psychologically channellized by the ways in which he anticipates events." [Bannister and Fransella.1971:1] They further state that "man is not reacting to the past so much as reaching out for the future" and then present the argument that "...a person anticipates events by construing their replication." [Bannister and Fransella.1971:20] The evidence gathered from the respondents in this study suggests that this is indeed what occurs in policymaking. As was pointed out earlier, the initiation of policy formation is most commonly in reaction to a specific difficulty engaging trustees at that point in time. However, the decision to make a policy appears directly linked to the trustees' anticipation of the problem's future replication. In situations where the problems are deemed to be isolated occurrences and where replication is not construed, policy formulation is arrested and replaced by independent decision-making. Bussis [1976:17] points out that "constructs...are the means by which we predict and anticipate events, as a forerunner of action", and this appears to be a fairly accurate description of how trustees think about policy and policymaking, at least in part.

Other postulates put forth by Bannister and Fransella further suggest that construct theory may be helpful in

expanding our understanding of how trustees think. For example, the notion that "persons differ from each other in their constructions of events" [Bannister and Fransella. 1971:22] can be used to account for the variety of views presented by individuals having experienced essentially the same things. Although the experiences may have been similar, the meanings attached to those experiences have differed. Following farther in these construct theorists' arguments, it is pointed out that "...a person's construction system varies as he successively construes the replication of events", and that "as the evidence comes in we tend to modify the individual construct or parts of our construct system." [Bannister and Fransella.1971:27-28] If it is accepted that trustees thoughts on policy and policymaking are at least in part personal constructs, then one can accept that individuals' thoughts will change depending on how they construe replications of events. All of the respondents in the study suggested that experience had, in large measure, been most influential in the formulation of their ideas. However, experience is really no more than the validation or the negation of construed replications. In situations where trustees' anticipated outcomes are without support, it is logical that the constructs will be changed. In those situations where constructs are validated, the reinforcement of anticipated outcomes more firmly fixes trustees' thinking in those areas. The risk involved here



appears to be that of becoming rooted in one's own constructs. It is interesting to note that construct theorists' beliefs which appear to be plausible explanations of how trustees think, are also closely aligned with Dewey's thoughts about ideas and knowledge. [Dewey.1933]

In the same way that Thompson [1959] describes beliefs as habits, constructs which are continually validated may give trustees knowledge of a particular situation. At the same time, however, this knowledge might indeed limit one's inventiveness in construing these situations differently. The earlier noted differences between thoughts about policy and thoughts about policymaking can be viewed as a function of construct validation. Because policy in the generic sense is an abstraction for trustees, it lacks tangibility, measurability, and substance. Policymaking on the other hand is a concrete experience for them and as such is more easily verifiable. As a consequence, trustees who tangibly experience policymaking can validate, and eventually crystallize, the constructs they have about it. With policy, however, the inability to make concrete the abstraction results in trustees espousing constructs of a more open and shifting type. Although the initial appearance may be one of uncertainty and could be regarded as indicative of trustees' failure to think about policy, it can also be interpreted as evidence of an ongoing interest and desire to arrive at a better understanding of their role as policymakers.

Although the arguments presented here are by no means definitive and comprehensive in describing how trustees think about policy and policymaking, they are nonetheless useful in suggesting possible explanations for perceived differences in responses to interview questions. As such, the particular theoretical models presented by Dewey and construct theorists such as Kelly, Bussis, and Bannister and Fransella provide useful frameworks within which the information retrieved in this study can be interpreted. Even if such theories cannot conclusively explain differences in policy statements or in policymaking processes, they do allow us to expand our own field of interpretations and as such contribute to the free play of thought which Dewey [1933:224] suggests is "necessary to the emancipation of life" in order to make it "rich and progressive."

#### SPECIFIC VIEWS ABOUT POLICY AND POLICYMAKING

In order to more fully understand the thinking of Manitoba trustees about policy and policymaking, it is necessary to go beyond a discussion of different modes of thinking on these subjects. As the trustees themselves have strongly suggested a high degree of congruence between their thoughts and their approaches to policymaking, it is necessary to examine in some detail the content of those thoughts. Again, in order to expand our understanding, it

is useful to compare trustees' views with those put forth in policy literature. By so doing it may be possible to suggest new or varied understandings of policy and policymaking in education.

The literature related to policy and policymaking is vast, and not without a substantial number of models posited to explain policymaking.<sup>4</sup> Dror [1968:137-153] discusses models of pure-rationality, economical rationality, sequential decision-making, incremental change, satisfying, and extra rationality. Dye [1972:18] suggests that:

...most policies are a combination of rational planning, incrementalism, interests groups' activity, elite preferences, systemic forces, competition, and internal influences...

and discusses at some length - institutionalism, elite theory, rationalism, incrementalism, game theory and group theory. Woll [1974:21-52] limits his writing to a pure classical model, a liberal-democratic model, group theory, elite theory and systems theory. Harman [1978], when talking of policy processes in education, pays attention to the rational or classical model, incrementalism, political interest groups, bargaining, political systems, democratic voting, and several other influences. Ralph [1978:18-39] discusses policymaking in terms of a systems approach, a rational approach, a formal-organization model, a democratic

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<sup>4</sup> It has already been pointed out that policy literature deals almost exclusively with policymaking and relegates discussion of policy to somewhat simplistic and arbitrary definition.

bargaining typology, pluralistic bargaining, and a process model. He points to the large number of policy models present in the literature by citing that Anderson, Downey, Dye, Harman, Letourneau, Thompson and Schoettle alone present forty-two different approaches to understanding policy and policymaking. [Ralph.1979:18] It is because of this diversity of models that he argues for an eclectic approach to policy analysis. This point is similar to Aucoin's who states [1971:33] that:

If there is one major point that should emerge from the foregoing... it is that there is not an accepted paradigm for the study of policy-making as yet.

Woll [1974:52] makes the same point when he says that:

None of the models that are most commonly used to explain how public policy should be formulated, as well as how the government works in practice, fully reveals all of the dimensions of the policy process.

Many reasons for the apparent failure to find "an accepted paradigm" have been posited by various writers. Mann [1975:18] argues that "policymaking is an extremely fragmented business" and perhaps does not lend itself to a single approach. In support of this, Harman [1978:1] points out that "policy processes are complex activities...often characterized by diversity and apparent disorder."

Because of the wide range of possible approaches to the study of policy and policymaking, and because of the apparent insufficiency of the models thus far developed, more recent writers have argued the case for an eclectic

approach. The most prevalent argument for such a thrust is reflected in Anderson's opinion [1975:162] that:

Eclecticism in approach helps ensure that fruitful avenues of inquiry will not be closed off by narrow or particular theoretical concerns.

In the same way that this study attempts to expand the understanding of educational policy and policymaking by considering areas which have previously been neglected, eclectically oriented writers propose that the study of policy needs to be less constrained by the specific models that have been put forth. Although writers such as Anderson [1975:26] warn that "it is not now possible to develop a 'grand theory' of policy formation", they nonetheless suggest that a good start can be made towards "theory building" by using an eclectic framework.

#### Eclecticism and Trustees' Views

In view of the data generated in this study, the proponents of eclecticism appear to have valid grounds for their views. If one examines the responses provided by participants, one soon recognizes similarities between trustees' thoughts and normative models of policymaking in the literature. Of the wide range of possible models which might be used to explain educational policymaking, four are most prevalently cited. These are the rational or classical model, the incremental model, the elite preference model and

various bargaining models. Of these, the rational model appears to be the most frequently cited while the others appear to be variations of processes occurring within that rational framework. For instance, Edwards and Sharkansky [1978:87-262] recognize eight facets of the rational policy-making process. These are 1) identifying the problem, 2) setting the policy agenda, 3) classifying and ranking goals, 4) discovering options and information, 5) assessing alternatives, 6) decision-making, 7) the economic constraints on decision-making, and 8) political constraints on decision-making. While it is easy to recognize the similarities between this model and the descriptions of policymaking provided by the respondents in the study, one must also note that the political and economic considerations mentioned give room for many aspects of various bargaining models within this rational framework.

Although at first glance one might be tempted to suggest that policy thinking by trustees occurs strictly within the rational mode just outlined, this would be an oversimplification. Many of the comments made by participants suggest that several influences are involved in any attempt to understand policy and policymaking as viewed by trustees. For example, trustee # 4's response to the question dealing with the reason for his views about good policy was "It just seems to me a matter of logic." (4.25) Even though rationality is indicated in this response, it suggests as well, an

element of intuitiveness. In this instance, the writings of Dror [1968] with his "extra rational model" might prove productive in providing an enlarged understanding of this respondent's thoughts. Similarly, trustee # 7's view that "when something's wrong with...policy...something should be changed" (7.23) is in keeping with Lindblom's [1968] incremental model. As well, those participants who described the policymaking process as one of input from a variety of sources, with different weightings being accorded to ideas depending on their sources, might well be considered advocates of elite preference models found in the literature. All of these schools of thought, however, do not preclude the use of the rational model to explain policy thinking. Rather, as pointed out by Ralph [1979:24], "the constraints upon policymakers in the system limit their use of purely rational procedures." The myriad of models which have been developed in the area of policy studies bears testimony to the insufficiency of the rational model in explaining policy and policymaking, and it is on arguments such as this that proponents of eclecticism plead their case.

The eclectic approach has much to offer in that it suggests a selective approach to theory building which allows one to choose what is most appropriate or best from the different models. However, as with models, the eclectic approach also has certain weaknesses. While eclecticism may provide an expanded way of explaining policy thinking by

allowing several elements of different models to complement each other, there is no one eclectic model. Although an eclectically constructed explanation of policy formation might, in one instance, use elements of rationality, economic bargaining and incrementalism, another situation might require the explanation of policymaking on the basis of rationality and elite preferences. The resulting policy might well constitute a radical change as opposed to the "satisfying" which is posited by March and Simon, or the "incrementalism" described by Lindblom. The problem here is that while an eclectic approach may have served to understand both instances of policymaking, it also resulted in two very different explanations, neither of which would have been adequate to fully understanding both situations if they had been used alone. Indeed, it is possible to see that a certain amount of tension exists between elements within the two eclectically constructed explanations presented here. It is for this reason that the development of an eclectic model cannot be undertaken. Rather, eclecticism must remain as an approach, and can only contribute to expanded understanding of policy thinking if it is used as a style of investigating possibilities. Any attempt to arrive at a grand theory or model (no matter how eclectically derived) will ultimately result in a restricted understanding similar to that which has been characteristically provided by the narrow confines of traditional policy models.



As the advocacy of eclecticism is not a new phenomenon and has been argued by such writers as Anderson [1975], Dye [1972], Aucoin [1971], Harman [1978] and Woll [1974], one must look further in order to more fully understand policy thinking of trustees in this study. When examining the responses of participants in this study, it becomes readily apparent that one must engage in an eclectic approach in order to explain sentiments expressed by respondents in the interviews. It becomes equally apparent that trustees themselves do not have one single vision from which they operate. Statements of apparent conflict abound throughout many of the transcripts and it would appear that trustees themselves use an eclectic approach when making policy decisions or when thinking about policy. Consider the following sets of statements:

I would say that policy is a broad outline of the way a board would like to see a certain aspect dealt with - guidelines more or less within which the administration that you've hired can then go ahead and implement any types of programs etc. that may be wanted in the division by the board.  
(1.1)

I tend to see that if a policy is too broad that there is too much room still for things not to be done the way - for instance the board or myself would like them done. So in policymaking I would tend to be - I tend to be quite specific so that there is no room for very much interpretation.  
(1.4)

Well now, what do I - well I think that policy is a statement of your - really your philosophy and your approach to education in your division. (9.1)

Well, I think first of all you have to have - policies I think are made in response to situations - as I say we're not sitting around saying "Oh we haven't got a policy about this." (9.19)

It becomes apparent that trustees can and do, at times, concurrently hold incongruous views. However, this does not of necessity imply confusion or uncertainty on the part of the respondent. Rather, although that possibility might exist, it is also possible that conflicting statements such as these are merely representative of the wide array of possibilities open to the individual's thought. Indeed, if trustees apply an eclectic approach in their thinking about policy and policymaking, a wide range of ideas and beliefs on these subjects are possible. In any given situation, the viewpoint adopted would be largely determined by the various contextual and situational constraints present at that time. In an interview situation wherein participants are required to respond to questions without reference to specific contextual or situational cues, these must be imagined by the respondent. As conflicting statements such as those presented were elicited at different times during the interviews, it is possible that such conflicts were more apparent than real. If one believes the construct theorists, then it is possible to see these apparent contradictions as resulting from the presence of different constructs at

different times in the interview. Respondents had to mentally construct a context within which they could answer questions posed to them, and varying answers by the same individual could well have been a reflection of a differently constructed context at a different point in the interview.

It seems apparent from the interviews conducted that trustees think about policy and policymaking in a variety of ways. Indeed, it has been shown that individual trustees may simultaneously hold several views about policy and its formation. It would appear that none of these are considered to be inviolate and that trustees apparently subscribe to different views depending on different circumstances. In this sense then, one can suggest that trustees appear to employ an eclectic approach in their thinking about policy and policymaking.

Although a reasonable argument can be mounted to profess that trustees use an eclectic approach in their thinking about policy and policymaking, this does little to increase our understanding of their thinking in these areas. It merely points out that their thoughts may be many and varied without indicating any organizing principles surrounding the selection of such thoughts, views or beliefs.

At the outset of this study it was acknowledged that contextual and procedural considerations could be used to partially explain policies that had been adopted. It was

noted, however, that these were inappropriate for revealing complete understanding of differences between policy statements on similar items. The acknowledgement of an eclectic approach in trustees' thinking about policy and policymaking may allow us to understand that individuals can have different views at different times about the same area, depending on the particulars of the situation. However, we are left with the same weakness pointed to earlier. If our understanding of trustees' thinking is to be more fully developed, then we must address the question of what influences trustees to select particular ideas or views over others.

#### THE INFLUENCE OF ACCEPTABILITY

During the proposal stage of this work, much attention was focused on the context of trustees' thoughts about policy and policymaking. As the study unfolded, it became clear that although patterns of thinking existed in certain areas, expected patterns did not appear in others. This created considerable doubt in the researcher's mind as to the utility of the undertaking. Although it was possible to suggest that in certain areas trustees apparently thought in specific ways, it was always possible to recognize one or two individuals who were an exception to the pattern. As there appeared to exist very few categories in which one

could find unanimous congruence of thought, it seemed that the study was more likely to confuse our understanding of trustees' thinking than it was to help clarify it. It wasn't until the writer's analysis focused on the "why" questions of the study, and on the inferences that could be made with respect to the content of certain responses, that this work appeared to promise at least some expanded understanding in certain areas.

In reflecting on the analyses and considerations that had taken place, it was felt that a large number of discrete ideas about trustees' thoughts had been either discovered or exposed, and these appeared useful in contributing to an understanding of either specific areas or situations. However, the writer suffered from the "malaise" of simply having disjointed ideas without really being able to explain the relationship of these ideas to each other. Even after having considered the data in the light of a variety of literature, there still remained some unanswered questions. How could so many different policy models appear to explain policy decisions? On what bases would particular models be appropriate or inappropriate? Because of these questions, the writer's attention was once again directed to the data in search for some common ground upon which all of these discrete ideas might sensibly fall, and which might provide a more ordered understanding of trustees' policy thinking.

When re-examining the interview findings, the writer was continually drawn back to the key concerns identified by trustees when they spoke of good and bad policy. It was felt that strongly noted concerns might influence policy-making, particularly if these concerns were highly generalized among the respondents. Further, it was felt that substantive concerns might well override situational considerations and provide some basis for decision making. In short, if certain concerns were pervasive enough, these might account for the specific selection of ideas made by trustees who seemingly had an eclectic approach to their thinking about policy.

Although seven key concerns were identified, not all of these were accorded equal status. In diminishing order of importance, trustees concerned themselves with 1) acceptability, 2) specificity and clarity, 3) utility and problem-solving, 4) workability, 5) fairness, 6) flexibility, and 7) accessibility and communication. This presented a problem in that not all respondents subscribed to any one of these concerns. Consequently it could not be suggested that any of these were sufficiently generalized to provide the basis for why trustees thought as they did. However, further examination of the identified concerns, as well as continued thought on the matter, eventually yielded a different perspective.

Chapter 3 discussed in detail each of the concerns dealing with policy and policymaking, identified by trustees in this study. It was pointed out that "acceptability" was the most frequently cited area of concern and that it appeared to be the most significant area as well. Brief allusion was made to the notion that the remaining six concerns contributed towards "acceptability". It is the pursual of that notion which appears fruitful in adding a plausible dimension to our understanding of trustees' thinking about policy and policymaking.

Taking the remaining six concerns identified by trustees in the study, it is possible to examine them individually and to see that each does indeed contribute to "acceptability". Following the arguments of Grasmere [1975] one can accept that policies which are "specific" and "clear" have a far greater likelihood of finding acceptance than those which are vague and ill-understood. Similarly, it is not unreasonable to assume that policies which perform needed functions and which solve identified problems are more likely to be accepted than those for which there is no apparent reason. Workability, the fourth identified concern, can be seen to contribute towards "acceptability" as well. Surely a workable policy is far more acceptable than one which is unmanageable by those charged with implementing it. And so it is with the remaining concerns of fairness, flexibility and accessibility. All of these iden-

tified concerns deal with the promotion of acceptable policies to various groups.

It is possible to view the concerns of specificity/ clarity, problem-solving, workability, fairness, flexibility, and accessibility/communication as elements of acceptability. Although not meant to be a comprehensive listing of the components of acceptability, it is possible to visualize the identified concerns as elements which are directed towards producing acceptability. Following this argument, the subordinate concerns identified in the study appear to be a reflection of individuals' biases towards specific elements of acceptability. If this is the case, then it suggests a different interpretation than was first placed on the identification of the various concerns. Now, rather than having a list of different interests which provide no unanimous focus, we have the single concern of "acceptability" identified through respondents' orientations towards some of its specific elements. Although it might be possible to construct interesting arguments which would relate individuals' degrees of concern for acceptability to the particular element(s) on which they focused, these are best left to further studies. Rather, it is felt that if one can accept the notion of "acceptability" as just outlined, and if it is plausible that all trustees in their responses identified "acceptability" (either directly or indirectly) as a concern, then it is important to examine



what might be revealed to us about trustees' policy thinking because of this.

The discovery of a pervasive concern with "acceptability" in trustees' thinking about policy and policymaking was not a radical finding. It served to confirm in the writer's mind experiences he had undergone while working with trustees in a variety of policymaking settings. However, the identification of "acceptability" did more than just confirm his experiences. It isolated and identified in a much clearer fashion what he had previously only been able to label as "the politics involved in policymaking." Now, with a clearer grasp of what these so called "politics" entailed, it was possible to more fully understand how trustees think about policy and policymaking.

Earlier in this discussion, considerable reference was made to various policy models and the eclectic approach trustees appeared to use when thinking about policy. In order to understand how trustees appear to think about policy and policymaking, it is first of all necessary to understand their eclectic approach and the variety of choices that this approach offers to them. Examination of the data generated reveals that many if not all policy models in the literature can be used to explain processes involved in educational policymaking. However, not all models can be used simultaneously to understand specific policy processes. It appears that various models of, and

approaches to, policymaking are used at different times. As pointed out in Chapter 1, situational and contextual variables can in part account for some of this variation, but it does not fully explain differences in policies which deal with the same issues and which are subject to the same influences. The ultimate question is then one of the basis on which trustees select and adopt ideas, models or approaches when formulating policy.

By considering both the notions of "acceptability" and "eclecticism" just presented, and by linking these to what has been said previously, it is now possible to describe what appears to happen in trustees' minds when faced with a policy issue. To start with, it appears that trustees begin to think about policy in very specific terms as a direct result of some event, issue or problem which confronts them. At that point, they either construe future replications of a similar nature or they don't. If they do not, policymaking is abandoned in favor of immediate, specific decision making and the process terminates. If replications are construed, policymaking continues and trustees examine as wide a range of possibilities as are available to them. These specific considerations are influenced by each individual's particular "policy platform" as well as by contextual and situational variables. From their deliberations, trustees select a mode or combination of modes which they feel are appropriate for dealing with the problem facing them.

Having made the selection of an appropriate mode or modes, trustees then proceed to the actual policy striking phase, after which the process is taken over by administrators who implement it. Although trustees might again become involved in the area if the particular policy developed proves to be unacceptable, this will occur through the initiation process previously mentioned and will constitute a reactivation of the cycle.

#### BOUNDED ECLECTICISM

The eclectic approach to policymaking which is apparent in many of the respondents' statements does not occur in isolation. Rather, the selection of policy options is continually considered in light of the construed acceptability of any proposed alternatives. Trustee # 3 describes the process as follows:

...in the statements you listen to, you kind of chew them up in your mind and then ask your questions, and then finally you may agree or disagree or want to alter, or take a different tack. (3.17)

Although some of the questioning alluded to here will no doubt deal with specifics of proposed policies, there is no doubt that questions of acceptability are an indispensable part of the process. Given the argument that acceptability forms a part of trustees' "policy platform", it is reasonable to propose that much of this determination about acceptability occurs as part of the "chewing up" that takes

place in trustees' minds. It seems that trustees compare their various thoughts with their constructions about what will be acceptable to their various publics, and then pursue those ideas which survive this assessment. Policy thinking and alternatives appear to be measured against and controlled by "acceptability". As trustee # 4 indicated, "it has to be at least acceptable." (4.27) This minimum requirement, which is reiterated by all of the respondents through various phrases and sentiments, represents a caveat upon trustees' eclectic approach to policymaking. Whereas there is little doubt that trustees select, from as wide a range as possible, ideas and thoughts about policy and policymaking, this selection is confined to those items which fall within the parameters of acceptability. Because of this, it appears that the approach used by trustees in their thinking about policy and policymaking is one of "bounded eclecticism" and that the boundary in any given situation is "acceptability".

One way of representing the process being discussed here is by use of a flowchart.

In Figure 3, box E plays the critical role in determining trustees' thoughts and actions. Unacceptability results in a return to box D and policy striking can only take place if the criteria of acceptability represented by box E are fulfilled.

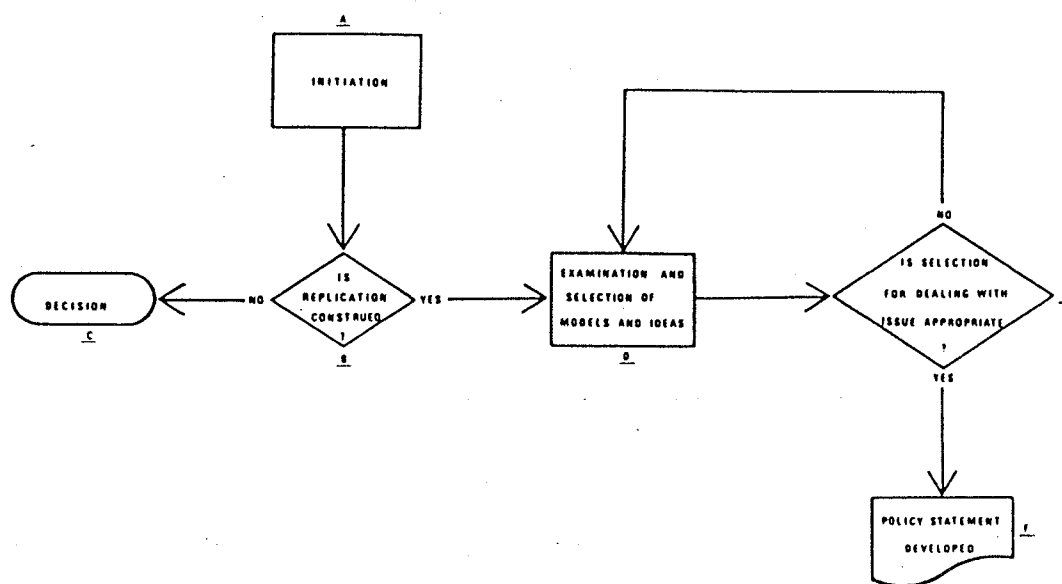


Figure 3: Steps Involved in Policymaking

Although one might argue that there could be other determinants of trustees' policy thinking, no evidence in the data from this study suggested any other element that was as pervasively and consistently present as "acceptability". Indeed, trustees themselves appeared to acknowledge the importance of this element in their responses. The transcripts show that all of the respondents were either directly or indirectly concerned with "acceptability". This obvious concern coupled with an examination of various statements about policy and policymaking left the writer with a more explicit understanding of "the politics involved in policymaking." The author now feels that the "politics" of policymaking appear to be primarily the politics of public satisfaction.

At the outset of this study it was argued that neither contextual nor procedural explanations appeared adequate to the task of explaining noted differences in policy statements. Rather, it was felt that any hope of expanded understanding must lie in areas beyond such considerations. Based on suggestions by writers such as Dror [1968], Woll [1974], Eulau [1963], and on research conducted by Moskowitz [1978] and Stassen [1972], this study focused on the "policy maps" of trustees. In its simplest terms, "policy maps" referred to preconceived notions held by trustees about policy and policymaking. The concern was with ways in which trustees thought about policy and policymaking devoid of specific content. Although it was possible to identify key elements and patterns in trustees' generic thoughts about policy and policymaking, reasons for the existence of such patterns were not readily apparent. By going beyond this simple identification process and by analyzing the findings in the light of some of the literature on human thinking and on policy analysis, it was possible to develop a plausible and expanded understanding of trustees' thinking about policy and policymaking. Although the author feels that this analysis is indeed accurate, it is recognized that the understandings presented here are, at least in part, a function of his experiences and personal ontology. Different experiences and ontological perspectives might generate different understandings. However, this was an exploratory

study to determine whether or not investigation of trustees' "policy maps" might be a fruitful avenue for increased understanding of policy processes in education. In the writer's case, this type of investigation did yield new insights and one must suppose then, that others could also develop expanded understandings from this and similar studies.

## Chapter V

### SUMMARY, MAJOR FINDINGS, AND IMPLICATIONS

This study arose out of the author's interest in understanding variations among school boards in policy statements dealing with identical topics. It was the author's perception and understanding that trustees viewed policymaking as one of their prime functions. This perception had been derived from experiences working with trustees in a variety of situations in Manitoba school divisions and districts. During that time, several instances came up where different trustees framed differing policies about the same issues. The reasons for arriving at such different policy statements were not readily apparent. This prompted the writer to investigate policy literature in an attempt to understand the processes which resulted in discrepant policy statements. Out of this reading, the writer emerged with a variety of perspectives about policy and policymaking, but still with an understanding insufficient to explain noted differences in statements. However, when reading in the policy area, it was noted that certain authors posited the notion that individuals have preconceived views or "maps" about policy, and that these were influential in determining



their subsequent thoughts. In view of the lack of research into the idea of policy maps, particularly with respect to school trustees, it seemed worthwhile to investigate the existence of such "maps" in trustees' policy thinking.

The research that arose from this was to be exploratory in nature. Its design was to investigate whether or not "maps", as described in some of the literature, appeared present in trustees' policy thinking, and whether or not the study of such "maps" might be useful in more fully explaining policy processes for trustees in Manitoba.

#### SUMMARY

The purpose of the study was to find out how Manitoba school trustees thought about policy and policymaking. Any attempt to examine how trustees thought could only be approached inferentially from a solid understanding of their ideas about policy and policymaking. In order to make reasonable inferences, it was important to design the study in such a way that large quantities of data would be generated for analysis.

The format selected for the research was that of an interview study. The nature of this work required that participants be allowed to express themselves as freely as possible on the questions under investigation. This was crucial in order to gather sufficient information for making

inferences later on. The use of questionnaires and other survey instruments was considered, but discarded in favor of the interview. It was felt that other techniques, although appropriate for statistical and quantitative studies, would serve to limit the responses of participants and in that way confine the possible findings of the study.

The interview format used was open-ended in that respondents were free to answer in whatever way they felt appropriate. However, although the direction of the interviews was influenced by the responses given to questions, the overall structure was guided by a matrix of six key questions and five dimensions to each of these.

The sample used for this study consisted of seventeen Manitoba school trustees who were all serving on boards at the time of the interviews. In order to eliminate personal bias, the writer asked an employee of the Manitoba Association of School Trustees to generate names of trustees who might be contacted. This was done on the basis of regional representation in the province and paid particular attention towards arriving at a sample evenly represented on the basis of sex, residence, age, socio-economic level, education, and employment status. Once the sample had been generated, the interviews were arranged and carried out.

Interviews were held with each member of the sample. Locations for the interviews were arrived at by mutual consent and included private homes, places of work, and

hotel rooms. Each participant was asked the same guiding questions with additional variations being made depending on the responses received. All interviews were recorded on magnetic tape, and the average length was between sixty and seventy-five minutes.

After the interviews, transcripts were made for each one, and a summary of each interview was written as well. These were mailed out to respondents for their comments. Following this, individual summary grids were constructed and a collective summary of all interviews was written. Analysis of the data took place thereafter.

### MAJOR FINDINGS

From the experience of the interviews and from analysis of the data generated in this study, it is possible to identify a number of key findings:

1) Trustees in this study hold mental "maps" about policy and policymaking. None of the respondents interviewed had any difficulty in providing answers to questions posed, even though such questions were removed from any policy or policymaking context. It was obvious that each individual had preset ideas about policy and policymaking, and that these could be elicited by non-specific questioning. Although it is not possible to generalize to the entire trustee popu-

lation of Manitoba, the evidence from this research gives credence to the existence of "policy maps" as suggested by writers such as Moskowitz [1978].

2) Trustees' "policy maps" are influential in determining how they think and act in policymaking areas.

The respondents in the study professed the existence of a strong link between their thoughts about policy and policymaking and their approaches to these areas. Apart from this admission by the participants, study of the transcripts showed that there was a strong similarity between ideas related and examples given. As well, different but related questions were answered in such a way as to lend credibility to the claim that personal views had an effect on approaches.

3) The manners in which trustees think about policy and policymaking are notably different.

The participants in this study had much clearer thoughts about policymaking than about policy. While policymaking was definitively thought of in terms of a process with a discrete beginning and end, policy was much less clearly defined. Trustees' notions about policy were in large part nebulous with only two readily identifiable elements. These were acceptability and directiveness, and formed part of a general policy platform held by respondents. This platform of policy thinking

influenced policy ideas in content specific areas and in policymaking. Trustees in this study were more comfortable talking about policymaking as opposed to policy. This appeared due to the more tangible and observable nature of policymaking.

4) Trustee thinking about policy and policymaking is pro-active as well as reactive. Although much of the normative literature in the area claims that the policymaking process is largely reactive and conducted without reference to long term goals [Braybrooke and Lindblom. 1968; Mann. 1975; Harman. 1975; Smith. 1976; Meier. 1979; Haner. 1976.], Manitoba trustees think pro-actively with respect to policy and policymaking. The emphasis on the reactive nature of policy as found in the literature is accurate in describing the initiation stages of trustees' policymaking. However, it is inaccurate for subsequent stages. If policymakers anticipate that issues will be recurring, they will approach them pro-actively. That is, they will be concerned about such things as their goals, the long-term implications of the policies, the attributes of good and bad policies, and about the effectiveness and acceptability of such policies.

5) Trustees think about policy in terms of directiveness. In keeping with the suggestions of many policy

writers, all respondents viewed policies as directive in nature. Although variations existed in descriptions of directiveness, these were indications of personal orientation. Whereas it had been supposed that trustees thought dichotomously about policy by identifying rule versus guideline characteristics, it was discovered that such was not the case. No consideration was given to non-directiveness in policy. In fact, policy by definition included directiveness in trustees' thinking platforms on the subject.

6) Trustees' understanding of the terms "guideline" and "flexibility" are somewhat specialized. A great deal of emphasis was given by respondents to the notion of flexibility in policy and policymaking. When describing policies as "guidelines", trustees' thinking did not by and large include ideas of interpretational latitude. Flexibility for the participants was only viewed as a characteristic of the policymaking process and not of its implementation. The term "guideline" referred to the direction provided by the board and was devoid of any discretionary implications.

7) Trustees think about policy and policymaking in an eclectic fashion. Many of the answers provided by respondents suggested that trustees thought about policy and policymaking in a variety of ways. These

variations in thoughts were not restricted to differences between individuals. Rather, many respondents suggested a combination of thoughts about policy and policymaking within their own interviews. Some of these simultaneously held ideas appeared contradictory to each other. However, analysis of the interviews revealed that trustees think abstractly about policy and policymaking in a variety of ways and then select from this variety, those ideas most appropriate in specific situations.

8) Trustees' thinking about policy and policymaking is bounded by considerations of public acceptability.

The most pervasive concern of trustees in the areas of policy and policymaking was that of acceptability. Although the array of possible policy thinking open to trustees was vast, only ideas and actions which met trustees' perceptions of public acceptability were adopted. This was very much in keeping with Grasmere's ideas about the direction of educational administration [Grasmere. 1975]. For trustees, contextual and situational variables affected what would be deemed acceptable and it was for this reason that seemingly anomolous ideas could be adopted by the same individuals at different times.

9) Trustees can readily identify desirable elements of good policy. While attributes of good policy are to a certain extent subsets of public acceptability, trustees nonetheless identify other elements of good policy. The most frequently used descriptors characterize good policy as policy that is a) fair, b) clear, c) useful, d) workable, e) fair, f) adaptable and g) widely communicated. Trustees almost exclusively constrain themselves to these items in their descriptions of good policy. It appears that these constitute the fundamental elements of good policy in trustees' minds.

10) Trustees' views of bad policy centre on one theme. Trustees frequently characterize bad policy as policy which lacks some or all of the previously mentioned elements of good policy. However, the point of emphasis in trustees' thoughts on bad policy is that bad policy does not work. It does not accomplish what it sets out to do, and at times creates more difficulties than it overcomes.



### CONCLUSIONS AND IMPLICATIONS

Educational policy and policymaking by Manitoba school trustees is a complex topic. Much of the writing in the areas of "policy sciences" and "policy analysis" can add to our understanding of the educational policy processes of trustees. However, given the abundant supply of models and theoretical frameworks posited in the literature, it is not the purpose here to expound on yet another paradigm. Nonetheless, the evidence from this study indicates that attention to thinking patterns of trustees with respect to policy and policymaking is important in providing an expanded understanding of overall policy processes.

The findings of this study are, by design, inconclusive in and of themselves. However, the exploratory nature of this work was to investigate the utility of studying trustees' "policy maps" as a means of adding to our understanding of policy and policymaking in education. This exploration was fruitful, and it is now possible to give at least partial answers to the research questions originally posed:

- 1) What views are held by Manitoba school trustees about the nature of policy and policymaking?

From The data generated by this study, it appears that Manitoba trustees think of policy as a functional

tool, primarily designed to assist in directing operations of the school division. It is felt that policy is derived from a variety of sources but controlled by the school board and that it is inexorably bound up with political satisfaction and public acceptability.

Policymaking is considered to be a process which is deliberate, planned, sequential in nature, and which will produce policies that are acceptable to a board's various publics while at the same time achieving a desired goal. Policymaking is viewed as a both reactive and forward looking in its attempt to develop policies that will solve immediate problems, as well as ones anticipated at some later time.

2) Why do Manitoba school trustees hold the views they do with regard to the nature of policy and policymaking?

According to respondents in this study, the views held about the nature of policy and policymaking come from two sources. The most prevalent source is that of experience with policies and policymaking. Although experience on a schoolboard appears to be the most significant type of experience contributing to the views held, trustees also acknowledge as important, experiences within the education system as parents, students, and taxpayers. As well, experiences from

various life situations are cited as contributing towards viewpoints, but these usually relate to initial views held.

A second and lesser source of respondents' views is intuition. Frequently trustees cite "feeling" as responsible for their thoughts. This is particularly the case when discussing views of policy in the generic sense. It appears that trustees have difficulty thinking of policy in an abstract, content-free manner. However, although some respondents have difficulty articulating their ideas, all have views on the nature of policy. It seems that what the respondents describe as intuition may well be the accumulation of past experiences dealing with content-specific policy matters and which, over time, have given rise to their views. The inability to pinpoint any single experience, coupled with the inability to recall all the experiences leading to a particular viewpoint appears to have resulted in trustees' perceptions of intuition as a source of their views.

3) How have these views come to exist in the minds of the trustees involved?

To the respondents in this study, the development of the views that they held was considered to be directly related to experience. From the responses given, the

experiences one has as a trustee appear to be almost the only formative influence in viewpoint development. Although trustees begin their terms of office with views about the nature of policy and policymaking, and although these may have been developed through a series of life experiences unrelated to education or trusteeship, any further growth and development of their views appears to be almost exclusively influenced by their experiences as board members.

4) In what ways do views and perceptions that are held by trustees affect their approach to the policymaking process?

Although this study did not attempt to measure observable effects between viewpoints and approaches to policymaking, trustees believe that there is a high degree of congruence between their views and their approaches. All trustees feel that they act in accordance with their viewpoints. However, it was pointed out by several respondents that they had not given too much thought to policy and policymaking. As a consequence, it appears logical that individual approaches to policymaking which might appear incongruous with the views generally put forth by trustees are not indicative of a lack of effect between views and approaches. Instead, they more likely result from

insufficient thought and clarification of individual viewpoints.

Although it is possible to reach tentative conclusions such as those just outlined, it appears obvious that numerous questions and speculative possibilities arise from this study. Such speculation should not be overlooked or minimized as it provides an important basis for future research and development in the areas of policy and policymaking for school trustees. The following outlines two areas which raise interesting and critical questions relating to educational policy processes.

#### Policy Thinking as a Basis for Policymaking

Throughout the course of the interviews, several trustees made comments with respect to the utility of the study and the methodology used. At the same time, many respondents indicated that it would have been useful to have had the interview questions beforehand in order to prepare for the interview itself. Frequently trustees suggested never having thought about policy and policymaking in the fashion demanded by this study. Yet, it was generally felt that the interviews had helped them to organize their thoughts more clearly by making them articulate the views they held about policy and policymaking. If, as suggested by the respondents, there exists a high degree of congruence between

trustees views and their approaches to policymaking, one must ask how trustees who have not thought about policy and policymaking can function. The claim made by the respondents was that the ways in which they thought about policy and policymaking directly affected their approaches to policymaking. In other words, the trustees interviewed claimed that their policy actions were the direct result of their policy thinking.

One might speculate from this claim that trustees who feel uncertain about their views of policy must then approach policymaking with a similar uncertainty. However, trustees who state that they have never thought about the subject pose a peculiar problem. Although the claim is made linking thought to action, it is obvious that action occurs even though policy thinking may not be present. If such is the case, then one is left wondering about the basis for these individuals' actions when involved in policymaking.

The high degree of concern with public acceptability in policymaking pointed to earlier might be accounted for by a lack of policy thinking on the part of trustees. Because of the political nature of a trustee's office, one can understand that political thinking takes up a good portion of a board member's time. It is possible that if policy thinking is not well developed, then trustees turn to political thinking as a more familiar substitute.

Without doubt this holds implications for the design and delivery of trustee training and development programs. Of more interest, however, are the possibilities which might arise from training programs that would introduce and demand policy thinking of trustees. For example, would such programs result in educational policymaking distinctively less concerned with the politics of public acceptability? If such were the case, would it be desirable? It appears obvious that a great deal more research is necessary. Although the respondents claim that their thoughts govern their actions, this statement needs validation. If it is proven to be true, we are faced with one set of questions. If false, then the entire area of "effect on approach to policymaking" must be examined in great detail.

#### The Nature of Educational Policymaking

As pointed out earlier, trustees describe the development of their viewpoints as occurring strictly within the context of school board policymaking. Although they acknowledge that a variety of life experiences gave rise to their initial views about policy and policymaking, few give any evidence of having had developmental experiences outside of schoolboard activities. There appears to be a marked differentiation between trustees' professional activities and the balance of their lives. Even though this distinction is understandable, the development of policy viewpoints

in isolation from all other life situations poses problems. One must ask what so distinguishes education from all other of life's activities, that only educational experiences can play a formative role in the development of trustees' policy thinking. Education, which draws from a wide variety of disciplines, and which stresses integration into all facets of life does not seem to demand such isolationism. Yet, few of the trustees interviewed in this study attributed development of their policy thoughts to any experiences occurring outside of the educational system. It is perhaps for this reason that such a high degree of agreement was found to exist in trustees' views about the policymaking process. While such agreement may not of necessity constitute a problem in and of itself, the possibility exists that growth and development of policy thinking may be severely limited if it is believed to occur solely in the context of schoolboard experience. It seems possible that one of the reasons that schoolboards experience very similar problems and construct fairly similar policies is that they all constrain their learning to the same environment.

Again, one can speculate as to the implications that such a finding holds for trustees' work. Does the heavy reliance on schoolboard experience to develop policy viewpoints of trustees result in a narrow parochialism? Would efforts through training programs designed to bring in learning experiences from outside of the educational environment



produce different or improved policy thinking? As is often noted, trustees at times appear to operate in isolation from teachers, departments of education, administrators, students and parents. Indeed, the same can be said of each of these groups. Nonetheless, it is perhaps possible that, if trustees focussed on developing their viewpoints by using the entire range of their life experiences, some of the educational isolationism that presently exists might disappear. Surely such a possibility warrants investigation.

There is little doubt that, as a result of this exploratory study, speculative possibilities are endless. One could go on interminably posing possibilities and outcomes. However, the importance of this work lies not so much in the content of the speculations that arise, but in the generation of such speculation. Given the well established history of schoolboards in Manitoba, it appears that little is likely to change in the areas of policy and policymaking unless some catalyst stimulates the development of policy thinking. Concern with "public acceptability" and "directiveness" is not a new phenomenon for board members. Nonetheless, there is little reason to believe that change or development in trustees' policy thinking has occurred over the last ten years. It is time, therefore, to investigate and speculate about possibilities within the educational policymaking area. Failure to do so will result in

policy processes which are stagnant and which prevent trustees from reaching their full potential as policymakers. As well, policy processes which are static instead of dynamic will result in policies which are, only marginal in their effectiveness. Given the ever increasing demands and complexities of educational systems, trustees need the increased opportunities which might be provided by creative and dynamic policy processes. Such opportunities will come about only by careful examination and thinking in the areas of policy and policymaking. Speculative musings about policy processes such as the ones just presented cannot be considered indulgent luxuries. Rather, they must be viewed as an essential part of policy and policymaking in education.

Accepting that speculation is necessary for the development of policy thinking, it becomes obvious that additional research is also needed. The following three suggestions are immediate areas in which further study could be undertaken:

- 1) Given the strong agreement by respondents that their approach to policy and policymaking is affected by the "policy maps" that they hold, studies should be undertaken to verify this. Such studies should focus on the identification of "policy maps" of specific trustee groups and then comparatively analyze policy statements of these groups. In this manner, it should

be possible to more clearly delineate the effects of various "policy maps" on both approaches to, and the framing of, policy statements.

2) In view of the necessity and importance of input in policymaking, as acknowledged by trustees, further studies should focus on identifying "policy maps" of other involved groups. Investigation of how superintendents and other administrators think about policy and policymaking would add to an overall understanding of the interactive aspects of educational policy processes.

3) One area not addressed in this study is that of a collective "policy map" for a single board. Whereas the existence of individual "policy maps" helps to explain specific approaches and ways of thinking about policy and policymaking by individuals, examination is needed into how boards acting with one voice (i.e. corporately) proceed through policy thinking and policymaking. Although political bargaining and simple majority vote appear to be likely explanations of what occurs, this should be either verified or refuted through in depth study. Investigation of the interaction between differing or conflicting individual "policy maps", and how these differences are transformed into a collective "policy map", would add to

our increased understanding of educational policy processes.

Apart from the implications that can be drawn for further study, the findings of this research hold at least five immediate suggestions for the training of school trustees:

1) Given that trustees do possess "policy maps" and that these in turn are influential in affecting their approach to policy and policymaking, those responsible for trustee training should determine the desired shape and contents of such maps. Knowing the desired outcomes, training should focus on the identified elements of such "maps". In this way it would be possible to reduce conflicting mindsets which might stand in the way of productive policy processes.

2) Given that policy thinking by trustees centres, at least in part, on directiveness, trustees should be given the opportunity to study and examine organizational models and theories in order to arrive at a determination of the appropriate level of direction for their particular policies. This would allow for a reduction of internal conflicts based on different orientations towards directiveness.

3) As trustees approach policy thinking in an eclectic fashion bounded largely by their notions of accept-

ability, a component of trustee training should include exposure to a wide range of policy models, theories, options, and alternatives. By exposing trustees to such an array of ideas, the stock of "tools" from which they could eclectically draw in a specific situation would be greatly increased. This would result in trustees better prepared to handle policymaking situations.

4) In view of the fact that trustees' thinking about policy and policymaking is bounded by their perceptions of acceptability, it appears appropriate to train trustees in methods of assessing public acceptability. Although trustees are concerned with acceptability presently, they need training in how to determine acceptability and the degree of acceptability present in any of their various publics. Coupled with this, trustee development should include an understanding of the varying significance to be attached to different publics in specific situations. In this way, trustees will be able to maximize their role as policymakers by quickly determining acceptability levels and by using their time more productively assessing the options open to them.

5) As trustees appear to learn particularly from experience, it is important that they be given at least

the vicarious experience of learning from other boards in policymaking situations. This can be accomplished by familiarizing them with examples of policy decisions of other boards dealing with similar subjects. Although a poor substitute for direct experience, such exercises will broaden the base from which they operate. As well, as trustees continue in office, they should be given both the time and opportunity to become involved in policymaking. Providing trustees with opportunities to make policy will accelerate the learning process that must take place to provide for the individual's professional growth.

The suggestions presented here are not claimed to be panaceas in and of themselves. However, taking them together and implementing them simultaneously in a program for trustee training would result in capitalizing on how trustees think about policy and policymaking. Further research in this area would no doubt suggest additional training ideas. Without doubt, these would also contribute to our understanding and practice of educational policy processes.

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Appendix A  
PRELIMINARY INTERVIEW SCHEDULE

1. In your own words, tell me what you feel policy is.
2. Why do you hold this particular viewpoint?
3. Has this viewpoint developed or changed over time? If so, how?
4. Does this view of policy which you hold affect the way you approach policymaking at the board table? How?
5. Can you give me some examples of policy?
6. Do you feel policy to be necessary? (Could school boards do without policy?)
7. Why do you hold this viewpoint?
8. Has your opinion changed in this regard? If so, how and when?
9. Does this opinion affect your approach to policymaking? How?
10. Can you give me some examples of why policy is necessary (or unnecessary)?
11. Who makes school division policy?
12. Why do you say that?

13. Can you give me examples of policies that have been made by \_\_\_\_\_?
14. How have you arrived at this perception of who makes policy?
15. Does the viewpoint you hold about who makes policy affect the way in which you approach policymaking? How?
16. How is policy made? (What are the processes or procedures?)
17. Can you give examples of this?
18. How have you arrived at this conclusion about the policymaking process?
19. Does this viewpoint of the policymaking process affect your own approach to policymaking? How?
20. What are the attributes (elements) of a good policy?
21. Why do you say that?
22. How have you arrived at this conclusion?
23. Does this opinion affect yourh to policymaking? How?
24. Can you give examples of good policies?
25. What constitutes a bad (weak/poor) policy?
26. Can you give me examples of this?
27. How have you come to hold this point of view?
28. Does your viewpoint about what constitutes bad (weak/poor) policy affect your approach to policymaking? How?

Appendix B  
REVISED INTERVIEW SCHEDULE

Demographic Data

1. Sex.
2. Age.
3. Occupation.
4. School Division.
5. Length of time as trustee.
6. Offices held as trustee.
7. Education.

Focused Questions

1. What is policy?
2. Can you give me some examples?
3. How is policy different from goals, objectives or desires?
4. Why do you hold this particular viewpoint?
5. Has your view of the nature of policy changed since first becoming a trustee? Why? How?

6. Does your view of the nature of policy affect your approach to policymaking?
7. Do you think policy is necessary? Why?
8. Can you give me some examples of this?
9. Has your opinion changed in this regard? How? Why?
10. Does your opinion about the necessity of policy affect your approach to policymaking?
11. Should policy be written down? Always? Why?
12. If policy should be written down, how should it be organized?
13. Who makes school division policy?
14. How much input should these individuals have?
15. What is the role of the individual trustee in the policymaking process?
16. Can you give me examples of policies that have been made by \_\_\_\_\_?
17. Has your view of who makes policy changed from when you were a beginning trustee? In what way? Why did this change come about?
18. Does the viewpoint you hold about who makes policy affect the way in which you approach policymaking? How?
19. Can you give me examples of this?
20. How are policies made? What processes or procedures are involved?
21. What things influence how policy is made?

22. How do you know when a policy needs to be made or revised?
23. Can you give me some examples?
24. How have you arrived at these conclusions about the policymaking process?
25. Does this viewpoint of how policy is made affect your own approach to policymaking? How?
26. What are the attributes (elements) of a good policy?
27. Why do you say that?
28. How have you arrived at this conclusion?
29. Can you give me examples of good policies?
30. Does your view of the attributes of good policy affect your approach to policymaking?
31. How do you evaluate policy?
32. What constitutes a bad (weak/poor) policy?
33. Can you give me examples of this?
34. How have you come to hold this point of view?
35. Does your viewpoint about what constitutes bad (weak/poor) policy affect your approach to policymaking? How?
36. Have you had any particular experiences as a trustee which have shaped your views about policy? Describe them.
37. This research is concerned with how trustees think about policy and policymaking. I feel that the way trustees think about policy and policymaking might be influential in determining the kinds of policy statements that are made. How do you feel about this?
38. Do you think that this kind of research is worthwhile?



39. Why do you say that?
40. Do you feel that the questions you've answered are suitable for gathering the kind of information I am looking for?
41. Is there anything that you'd like to add which you feel is important to this study and which has not been covered?

Appendix C  
LETTER SOLICITING PARTICIPATION

November 24, 1982.

Dear \_\_\_\_\_,

I am a graduate student in Educational Administration. The proposal for my doctoral dissertation involves research in the area of trustees' thinking about policy and policymaking. In order to complete this project, I will need to interview some twenty incumbent trustees. In attempting to choose participants, your name has been suggested by the MAST office as a possible interviewee. I am writing therefore to give you time to consider whether or not you might be willing to take part in this study.

What will be required of the participants will be to respond to a series of questions about policy and policymaking, which I have prepared. The interview will last approxi-

mately one hour. Although interviews will be taped for later analysis, I do guarantee absolute anonymity to the respondents.

I will be contacting you by telephone in the middle of December to find out whether or not you are willing to participate in this study. Should you be willing, we will be able to schedule the interview at that time. All interviews will take place in January. In the meantime, I would ask that you give this request some thought and consideration.

Thank you in advance for your anticipated co-operation.

Respectfully yours,

Ken Woodley

Graduate Student

Rm. 145

Faculty of Education

Appendix D  
SUMMARY VALIDATION LETTER

May 25, 1983.

Dear Participant:

As a follow-up to the interview that we had some months back, I am sending you my analysis of our conversation. As I mentioned at the time, I am soliciting your reactions to this analysis and I would ask that you respond to the questions at the bottom of this page. Once you have commented, please return this sheet in the enclosed self-addressed envelope by June 8, 1983. If I have not received a response by this date, I will assume that you do not wish to comment on the analysis.

In order to refresh your memory with respect to our conversation, I have also included a copy of the interview transcript. I would point out that this is only a working copy;

the transcript that will appear in the finished study will have all identifying names and references deleted from it.

I would ask that you base your response about the analysis on your thinking at the time of the interview. I appreciate that your thoughts and feelings may have changed since that time, but I can only analyze the data that was presented at the time.

Thank you in advance for your anticipated co-operation in this matter.

Respectfully yours,

Kenneth Woodley

1. Does the analysis accurately represent your views about policy and policymaking as communicated in the interview?

2. Is the stress on and identification of key elements in your thinking appropriate?

3. Does the analysis capture the tone and substance of your thoughts on policy and policymaking at the time of the interview?

Appendix E  
LETTER OF OBJECTION FROM TRUSTEE # 5

June 3, 1983.

Dear Mr. Woodley,

Your analysis is based on assumptions and appears centered on proving a certain philosophy. I am most unhappy with the entire interview. The questions were highly philosophical and I had not seen them prior to the interview. As I answered the questions, very often you received musings on points which were not always related to the questions as it was very difficult to answer them without prior thought. Your prognosis of this difficulty I had is that I was uncertain. I feel no such emotion on the subject.

I feel it is only fair if I too may be analytical. The interview was not set up in a manner that would draw out main points. For example:

1. When a school division is first formed, a highly structured set of guidelines and goals have to be created.
2. The policies we discussed would be secondary to this and complimentary to it; thus not needing the same structuring that original policy required. Your questions ignored this.
3. Policy making, however accomplished must be by practical means and cannot be accomplished by some philosophical avenue, yet your interview seems structured toward philosophy.

I am not happy with the interview as it does not correctly reflect what policymaking has been like in our division. As well, you analyze some points, ignore others, showing a decided bias towards specific philosophies. If you use the interview in your thesis you are coming to conclusions that may not be fair to you or your reader. The interview does not actually reflect what is, so your analysis could well come to false conclusions. It is for this reason that I suggest you conduct your thesis on other interviews and discard mine as not being appropriate information to include.

Cordially,